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INTERIM EVALUATION

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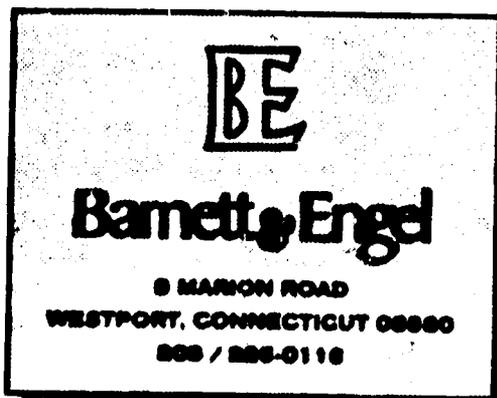


Vocational Training

Support Program

Specific Support Grant No. PDC-0213-G-SS-1114-00

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T A B L E O F C O N T E N T S

List of Abbreviations	ii
PREFACE	iii
I. EXECUTIVE SUMMARY	I-1
II. THE VTSP: STRUCTURE AND OPERATION	II-1
A. Headquarters Staffing, Administration and Direction	II-1
B. Field Organization, Staffing and Training	II-5
C. Support to the Field.	II-8
D. Networking/Linking Activities in the U.S.	II-9
E. Fund Raising.	II-10
F. Reports and Evaluation.	II-13
G. Promoting the Program	II-14
H. Computerization	II-15
III. THE VTSP: FIELD IMPLEMENTATION	III-1
A. Summary of Important Field Activity	III-1
B. Important Clients and Linking Agencies in Jordan.	III-4
C. Important Clients and Linking Agencies in Morocco	III-7
IV. PROGRESS TO DATE MEASURED AGAINST THE LOGFRAME.	IV-1
A. Planned Versus Actual Inputs.	IV-1
B. Output Statements and Indicators.	IV-3
C. Purpose Statements and Indicators	IV-9
V. KEY FINDINGS AND CONCLUSIONS.	V-1
A. Progress Towards Strengthening Target Institutions.	V-1
B. Progress Towards Institutionalization of the VTSP	V-3
C. Considerations Regarding Project Design	V-4
D. The Role of AID	V-9
APPENDICES	
A. Persons Interviewed	A-1
B. VTSP/Amideast Logical Framework Design Matrix, 1984	B-1
C. AMIDEAST's Comments, dated 12 July 1984, on the Draft Interim Evaluation Report	C-1

LIST OF ABBREVIATIONS

- AID - Agency for International Development.
- AMIDEAST - America-Mideast Educational & Training Services, Inc.
- CCEC - Coca-Cola Export Corporation, Casablanca.
- CRS - Catholic Relief Services/Morocco , an international PVO.
- EIRENE - International Christian Services for Peace, an international PVO, Casablanca.
- EOPS - Purpose-level End-of-Project Status indicator on the Logframe.
- ETC - Employment/Training Coordinator, VTSP Linking Agent.
- FOD - Country Field Office Director for AMIDEAST.
- FVA/PVC - Office of Private & Voluntary Cooperation, Bureau for Food for Peace and Voluntary Assistance, AID/W.
- GABO - Bouknadel Biscuit Company, Bouknadel, Morocco.
- GUVS - General Union of Voluntary Services-Jordan.
- JIIC - Jordan Industrial Investment Corporation, Amman.
- JORAM - Jordan Ready to Wear Manufacturing Co., Sult.
- JPPAS - Jordan Printing Press Agencies Syndicate, Amman.
- JTV - Jordan Television, Amman.
- MASA - Moroccan Ministry of Handicrafts & Social Affairs, Rabat.
- MSU - Mississippi State University, Jackson.
- MYWA - Moslem Young Women's Association, Bunayat, Jordan. A PVO.
- NECC - Near East Council of Churches-Jordan, an international PVO.
- NE/TECH - Office of Technical Support, Bureau for Near East, AID/W.
- ODECO - Moroccan Office for Cooperative Development, Rabat.
- ODI - Moroccan Office of Industrial Development, Rabat.
- OFPPT - Moroccan Office of Vocational Education and Job Development, Ministry of Labor, Rabat.
- ORT - Organization for Rehabilitation and Training, Casablanca, an international PVO.
- OVI - Output-level Objectively Verifiable Indicator on the Logframe.
- PME - Small & Medium Industries Service, ODI, Rabat, Morocco.
- SMDC - Moroccan Deposit and Credit Bank, Casablanca.
- TOP - Training Opportunities Program, City of New York.
- TSC - Temara Social Center, Temara, Morocco, a public social agency.
- VTC - Jordanian Vocational Training Corporation, Ministry of Labor, Amman.
- VES - Vocational Education Specialist/VTSP, at AMIDEAST, Washington.
- VTSP - AMIDEAST's Vocational Training Support Program.

P R E F A C E

America-Mideast Educational & Training Services, Inc. (henceforth AMIDEAST in this report) was established in 1951. It is a PVO which seeks to promote human resources development in the Middle East/North Africa. In 1977, a joint NE Bureau/State Department evaluation report indicated potential for greater use of AMIDEAST's capabilities in the Near East. Encouraged by that assessment and AID interest, AMIDEAST applied in 1979 for a Specific Support Grant (an early type of institutional development grant) to assist it to become a more effective development instrument in NE countries receiving development assistance from AID.

Specific Support Grant No. PDC-0213-G-SS-1114-00 was made 28 September 1981 to help AMIDEAST in a new initiative: the development and implementation of a program to support PVOs and other indigenous entities engaged in occupational skills training in strengthening their programs to provide marketable skills. A Phase I survey in winter 1981-1982 was conducted in four prospective program sites: Morocco, Jordan, Tunisia and Lebanon, and the first two named were selected as initial countries for program activity.

AMIDEAST employed full-time headquarters and field staff between August and October 1982 and Phase II, field implementation of its Vocational Training Support Program (VTSP), began in the latter month.

The evaluation that is the subject of this report is a requirement of AMIDEAST's Grant. Funded jointly by AID's FVA and NE Bureaus, the objective of the assessment is to "analyze and evaluate the field implementation of the VTSP in Morocco and Jordan, and progress made toward institutionalization of AMIDEAST's ability to support vocational education/training development programs." The evaluation's Scope of Work is shaped to that end:

- o "Using the End-of-Project-Status and Output statements in the project's Logical Framework as indicators, the evaluation consultant will assess both progress to date and the potential for achieving project objectives by the conclusion of the grant period.
- o "This assessment will elaborate on those efforts that the VTSP has dealt with most successfully or unsuccessfully and will

suggest changes in design or implementation procedures required to meet project objectives.

- o "The evaluation consultant will be responsible for conduct of both the field and Washington-based components of the evaluation; and collection of data, conduct of interviews and preparation of evaluation documents."

Barnett & Engel was asked to conduct the assessment under Work Order 2 of its Programmatic Design and Evaluation IQC No. PDC-0000-I-02-3079-00. A partner of the firm, Stanley A. Barnett, began the assignment on 2 May 1984, consulting with FVA/PVC, NE/TECH and AMIDEAST/Headquarters officials, to identify specific issues to be addressed, establish working contacts and to begin primary and secondary research.

Accompanied by Daniel Walsh, the VTSP's Program Coordinator/Vocational Education Specialist, and Anthony Vollbrecht of NE/TECH, the evaluator conducted the field assessment in Morocco from May 5-11 and in Jordan from May 12-19. The field work included site visits and meetings with the VTSP's Education/Training Coordinators, AMIDEAST's Field Office Directors, clients and potential clients of the program, linking agencies, and host government and AID Mission staff. Upon return to the U.S., the evaluator spent three days at AMIDEAST/Headquarters interviewing relevant officials and staff.

Appendix A to this report lists persons interviewed during the evaluative effort.

The evaluator thanks AMIDEAST and VTSP officials and staff for their wholehearted cooperation and assistance during the assessment.

I

EXECUTIVE SUMMARY

VTSP Structure and Operation

Headquarters of AMIDEAST's Vocational Training Support Program (VTSP), always thinly staffed, now functions with a bare minimum of personnel: two busy AMIDEAST executives who, as Senior Program Advisor and VTSP Fund Raiser, devote one-day and one-and-a-half days a week, respectively, to the program; the former full-time Program Specialist who temporarily spends a day a week on VTSP affairs; and the combination Program Coordinator/Vocational Education Specialist -- the only VTSP/Headquarters full-timer -- who spends a quarter of his time out of the office, either in the field or networking and linking with pertinent U.S. entities.

The situation is analogous in Jordan and Morocco, where a single full-time Employment/Training Coordinator (ETC) operates the program with the part-time (perhaps 10% of a work-week) help of AMIDEAST's Field Office Director (FOD). The ETCs have difficult tasks: they must persuade employers and private and public organizations that training is a good investment and that training needs should, for the most part, be resolved by local suppliers of vocational education/training. The ETCs are hard-working and imaginative.

VTSP reports indicate that lack of systematic procedures for exchange of information between field and headquarters has been a chronic problem. Person-to-person contact between field and headquarters has been skimpy and intermittent. AMIDEAST plans to send the VTSP Vocational Education Specialist to the field more often. The two current ETCs should be afforded the opportunity of sharing experiences and techniques on periodic working visits to each other.

Fund raising and thus financial institutionalization to date have been minimal, because of programmatic, management, experiential and, perhaps, political reasons. Only \$1,800-\$2,800 was raised for the VTSP through May 1984. Until the employment of an experienced, professional fund-raising consulting firm, which began work June 1984, AMIDEAST had tried several fund-raising techniques and initiatives, to no avail. The program's belief that the new consultant's efforts, implemented by the VTSP's, will result in financial institutionalization by the end-of-FY1985 target date probably is overoptimistic.

The VTSP produces timely progress reports as required by the Grant, but AID considers them generally to lack frank and thorough assessments of VTSP weaknesses. Little has been accomplished in promoting the program: a planned brochure was not published and the VTSP newsletter is no longer issued -- for reasons of priority and lack of personnel, time and a tight budget. Grant-assisted computerization of many AMIDEAST functions apparently has brought about the efficiencies that had been anticipated.

VTSP Field Implementation

The VTSP's concentration on linkage makes tangible effects upon clients difficult to quantify. After 19 months of field activity, it is not surprising that the VTSP's measurable accomplishments have been disappointing. The program has introduced a little-understood, new-to-the-region training support program through generalists who were specially trained as ETCs, in a field in which AMIDEAST's recognition factor initially was close to zero.

Together, the country programs in Jordan and Morocco have dealt with 25 private and public clients and linking agencies in more than a tangential way. Four are past/current/probable PVO clients; three are past/current/probable PVO linking-agencies; nine are past/current/probable business firm clients; eight are past/current/probable public-sector linking agencies; and one -- the Temara Social Center, the entity most significantly impacted to date by the VTSP -- is a public sector client.

Sections III-B and III-C of the evaluation report present individual summaries of VTSP contacts with each of the 25 entities.

Progress To Date Measured Against the Logframe

Because of underspending by AMIDEAST and its inability to raise cost-sharing/matching funds, the financial Inputs levels set by the Grant have not been met.

The Logframe, drafted some 2-1/4 years after the project's inception, lacks objectively quantified indicators of progress, causing a project assessor to rely more or less on subjective standards when measuring actual versus planned results.

An indicator-by-indicator review of progress made to date regarding the Logframe's 32 Outputs-level indicators and eight Purpose-level indicators appears in Chapter IV of the report.

The Logframe indicators are mixed concerning the effect the VTSP is having in strengthening the ability of PVOs and other providers of

vocational training, including employers, to deliver employment-related training (Program Purpose 1). The relatively unimpressive signs of progress reported by the indicators suggest there is little realistic possibility that an "important developmental impact" will have been generated through the VTSP by the end of the program.

Indicators also are equivocal regarding the institutionalization of AMIDEAST's ability to support vocational education/training through networking, linking and research (Program Purpose 2). The thinness and fragility of VTSP staffing is most disturbing in that regard. In light of current VTSP budgeting, effective future management and operation of the program presents a dilemma: the VTSP apparently has funds either to pay for a full-time replacement at headquarters for the Program Specialist, who resigned recently, or to staff the field offices with second ETCs -- not both.

Considerations Regarding Project Design

Why has the VTSP been unable to show anticipated progress in spite of the program's having established contact with decision makers and those who influence them through the personal and professional contacts of the hard-working ETCs, of the FODs who help open doors, and AMIDEAST's high visibility in Jordan and Morocco? There are several reasons, including:

- o The VTSP is atypical. It is not a traditional vocational training program whose progress can be measured by the number of graduates placed. Rather, it is a catalytic effort that seeks to change the way others carry out training, through linking and networking. And, because it is unusual, the project is hard to "sell" to potential beneficiaries, who expect the "American project" to be a transmission belt for providing tangibles such as money, trainers and/or equipment, rather than, in the main, recommendations regarding linkages with local resources.
- o The VTSP focuses on two communities that are difficult to motivate: (a) the few local PVOs engaged in industry-oriented vocational education/training, which, for the most part, are underfinanced and ill-equipped; and (b) small businessmen who, generally, do not appreciate the importance of training, are suspicious of free advice from "outsiders" and who seldom are prepared to pay for VTSP services. In the case of both PVOs and businesses, the project mistakenly assumed sufficiently early "market" penetration by the ETCs to permit them to deliver statistically significant results in job-related training within the project time frame (an expectation inadvertently reinforced by overly optimistic Phase I country surveys).

- o The assumption that the success of the linking-agent concept in the U.S. could be replicated within project time and cost constraints in Jordan and Morocco, which lack the human, technical and financial developmental infrastructure that powers the U.S. experience. Furthermore, AMIDEAST, the ETCs' sponsor, is an outsider to the host-country vocational education/training community, while in the U.S. the ETCs' linking-agent counterparts are insiders who work for public agencies that are integrally tied into the official training-for-jobs process. (There are, in fact, indigenous public entities in Jordan and Morocco which provide similar services and which would be more logical home-bases for an industry-oriented linking program.)

Sources in both host countries and at AMIDEAST suggest that a more fruitful area for VTSP concentration would be the provision of vocational education/training technical assistance, through indigenous consultants, to improve the capabilities of PVOs and industry. Interestingly, that very approach is a main focus of the VTSP's Grant Agreement. However, the technical assistance activity aspect of the Agreement became subordinated to linking and networking (possibly because no budget was earmarked for local specialists). To revert to technical assistance would require major revision of program structure and staffing and additional funding. Feasibility of that "new direction" would require intensive study and Logframe redesign, before it could be successfully put in place.

The Role of AID

AMIDEAST's Specific Support Grant involves two bureaus: FVA the granting office which is responsible for technical monitoring and evaluating aspects of the Grant related to institutional strengthening, and NE, primarily responsible for technical monitoring. In this instance, two-bureau involvement has resulted in a series of signals regarding project direction and beneficiaries which have been perceived by AMIDEAST as confusing at best and contradictory at worst. Although the shifting focus may have been dictated by logic and experience, the changes in project direction resulted in measurable loss of program time, effort, cost and effectiveness.

In the case of AMIDEAST, venturing forth into what was for it the "unknown world" of vocational education/training support, it would have been prudent for AID to have provided closer technical supervision and guidance -- particularly during the formative stages of the project and during its earliest implementation activities.

AMIDEAST Comments on the Draft Evaluation Report

In Appendix C, AMIDEAST presents several comments regarding its performance, institutionalization and the role of AID. The comments, dated 12 July 1984, were prepared after AMIDEAST's internal analysis of the Draft Interim Evaluation Report.

II

THE VTSP: STRUCTURE AND OPERATION

This chapter reviews various aspects of VTSP structure and operation: (a) Headquarters staffing administration and direction; (b) field organization, staffing and training; (c) support to the field (communication, technical support, program backstopping, consultants); (d) networking/linking activities in the U.S.; (e) fund raising; (f) reports and evaluation; (g) promoting the program; and (h) computerization. Chapter III discusses field implementation of the VTSP -- the end-product of headquarters structure and operations.

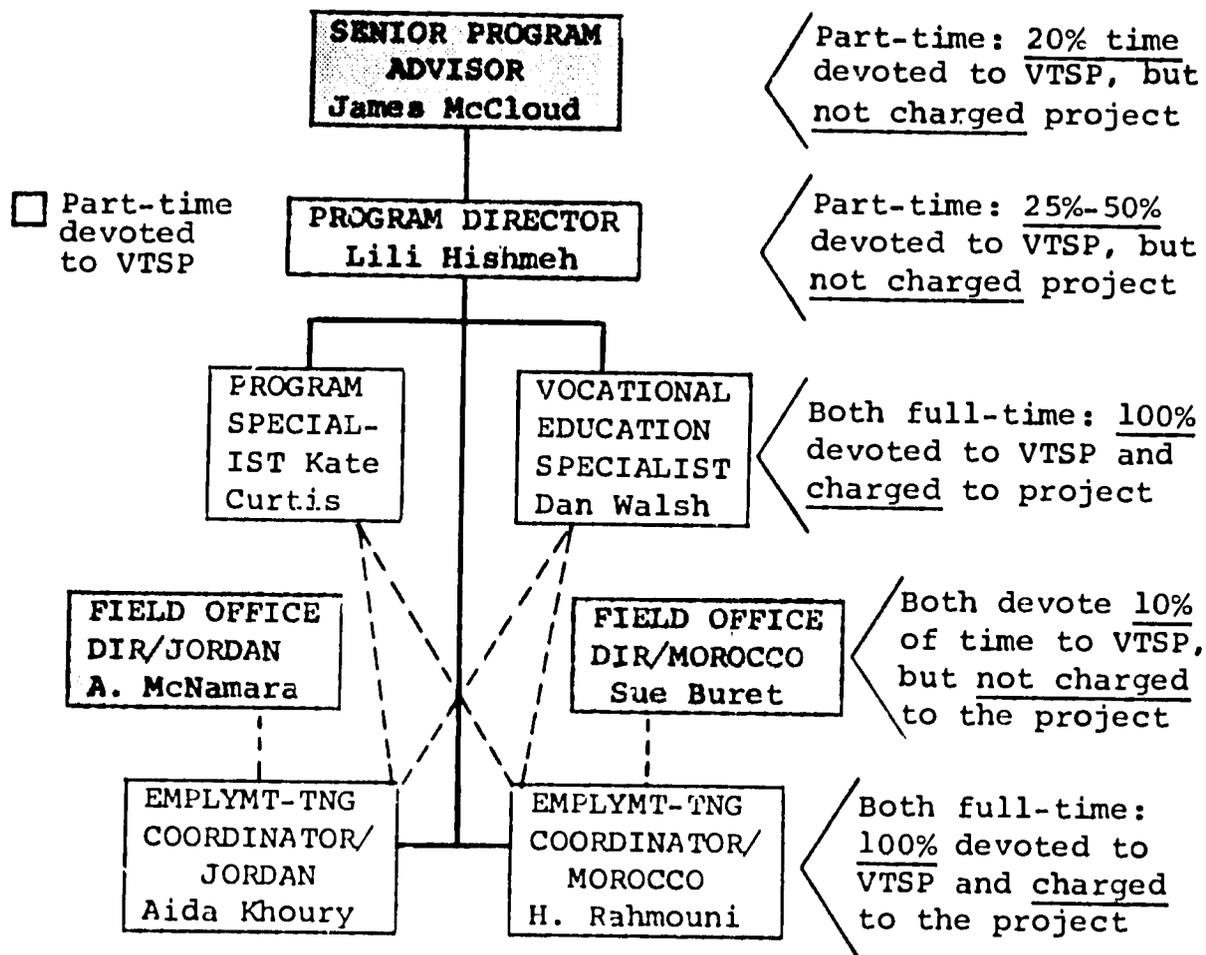
II-A. HEADQUARTERS STAFFING, ADMINISTRATION AND DIRECTION

From October 1982, when the Employment/Training Coordinators (ETCs) initiated field activities in Jordan and Morocco, until October 1983, VTSP's headquarters complement consisted of four persons -- two full-timers (the Vocational Education Specialist (VES) and the Program Specialist); and two AMIDEAST executives who functioned, part-time, as Senior Program Advisor and Program Director. (See table on the next page for VTSP's organizational structure during that period).

- o The Senior Program Advisor for the VTSP was AMIDEAST's Vice President for Information & Development, whose VTSP responsibilities included supervision of the Program Director/VTSP; advice on matters of general policy; monitoring project reports, activities and expenditures; and ensuring that overall VTSP objectives were carried out.

The AMIDEAST official devoted 20% of his time to his VTSP duties. None of his time was charged to the project.

- o The Program Director/VTSP was another AMIDEAST official (Assistant Director of Development Services). In her VTSP capacity, she was responsible for program direction and focus; overall management, including supervision of the Vocational Education Specialist, Program Specialist and liaison with the Field Office Directors (FODs) who supervise general performance of the ETCs; fund raising; and liaison with AID/W.



VTSP ORGANIZATIONAL STRUCTURE, OCTOBER 1983 - OCTOBER 1984

The Program Director devoted from 25% to 50% of her work-week to the VTSP. None of her time was charged to the project.

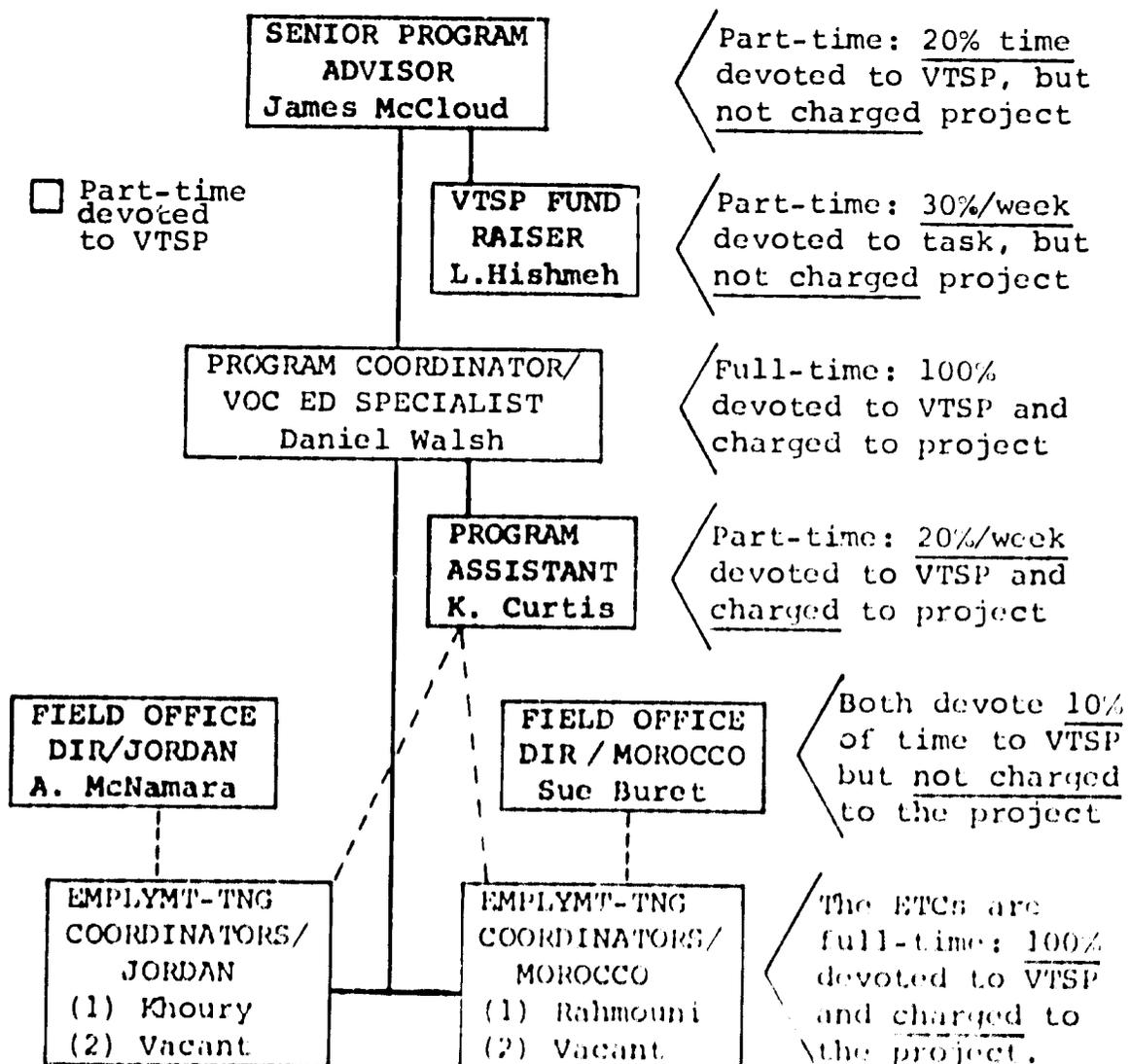
- o The Vocational Education Specialist (VES) worked full-time for the VTSP. Hired for that position in August 1982 (after having served, as a consultant, on the Phase I field surveys), his duties included: providing primary technical support to the VTSP; training, supervising and providing technical backstopping to the ETCs; networking with pertinent U.S. and Near East vocational/technical training institutions; and conducting surveys, in-country.

All the VES's working time was charged to the project. During the period, approximately 20%-25% of his time was spent out of the VTSP/Headquarters office -- either working with the ETCs in the field or attending conferences/seminars in the United States.

- o The Program Specialist, the other full-time VTSP employee whose working time was charged to the program, did research for and communicated with the ETCs and FODs on programmatic and administrative matters; prepared and monitored the VTSP budget under direction of the Program Director; produced training materials; and assisted in preparation of periodic reports to AID.

The VTSP/Headquarters staffing pattern changed in October 1983 -- reportedly because of the changing character of the program and realization that the VTSP fund-raising effort was lagging seriously. At that time, the position of Program Director was eliminated and the VES assumed the additional duties of Program Coordinator. Concurrently, the former Director began focusing solely on fund raising. The revised structure remained stable until April 1984, when the Program Specialist resigned to start a career in nursing. Accordingly, at the time of the evaluation, VTSP reflected the pattern indicated below:

VTSP ORGANIZATIONAL STRUCTURE, MAY 1984, WITH ADDITIONAL ETCs



- o The Senior Program Advisor continues to supervise, monitor and set policy for the VTSP, much as before. He still devotes about 20% of his time to the program, without charge -- perhaps more during winter 1983-84, with the illness of the Program Coordinator/VES.
- o The job description of the Program Coordinator/Vocational Education Specialist includes: making policy decisions in consultation with the Senior Program Advisor; providing ETCs with necessary supervision, training and technical backstopping (his field visits are to increase both in number and duration); expanding the VTSP network of contacts with relevant academic, public and private entities in order to keep the VTSP up-to-date on pertinent developments; organizing conferences and recruiting experts for them; submitting reports and budgets; maintaining liaison with AID/W; and communication between the field and headquarters. He has not yet assumed all these responsibilities.
 He is the only full-time employee of VTSP/Headquarters; his remuneration is charged to the project.
- o The VTSP Fund Raiser oversees design of a fund-raising plan; recruits and works with fund-raising consultants, to assist in its detailing and implementation; and is to help in the implementation process. She devotes 1-1/2 days per week to the task.
- o The former Program Specialist temporarily devotes one-day a week to "covering" her former responsibilities. Current VTSP thinking is that the position no longer has to be filled on a full-time basis, because headquarters research/backstopping has been declining as the program matures. Thus, a research/administrative-assistant part-timer probably will be recruited for the task.

With the money saved by eliminating the position of full-time Program Specialist, VTSP/Headquarters proposes to employ second ETCs at VTSP/Jordan and VTSP/Morocco. The subject is discussed in Section II-B, following.

However, it is important to reiterate at this point that VTSP/Headquarters -- always thinly staffed (some would say too thinly staffed) with two full-timers and two part-timers, now is planning to operate with only one full-timer: the combination Program Coordinator/VES, who is scheduled to be spending increasing amounts of time in the field (theoretically three or four two-to-three-week trips annually), and who would have to spend even more time abroad, if and when two new ETCs have to be trained.

Between his absences in the field and at networking conferences/seminars in the U.S., the Program Coordinator may be gone from VTSP/Headquarters far too much for it to operate effectively (even assuming, for the sake of this discussion, that he remains in perfect physical condition). A program like the VTSP cannot be operated effectively with three part-timers (the busy AMIDEAST Vice President who functions as Senior Program Advisor; a new and inexperienced research/administrative assistant*; and a fund raiser) "holding down the fort" for extended periods of time.

Admittedly, the planned low levels of VTSP spending for the forthcoming months create a financial bind; and a doubling of the number of ETCs eventually can lead to a doubling or more of assistance to overseas VTSP clients. But further trimming of the already thinly staffed VTSP/Headquarters may well result in an operational nightmare.**

II-B. FIELD ORGANIZATION, STAFFING AND TRAINING

The ETCs comprise the VTSP's overseas staff. One is based at AMIDEAST's field office in Amman, Jordan, the other at AMIDEAST's field office in Rabat, Morocco. Both were selected on-site by VTSP/Headquarters personnel, with the assistance and concurrence of the respective AMIDEAST Field Office Directors (FODs) in October 1982.

Originally, recruitment for the ETCs took place among indigenous personnel in the vocational education/training establishments of the two countries. When it was discovered that specialists with those skills were unavailable for the program, recruitment effort shifted to those who possessed other personality/skills profile aspects that have proven important for vocational education/training Linking Agents (sometimes called "change agents") in the U.S.: self-starters who, with training, can function effectively as catalysts, problem solvers, planners/facilitators and/or resource linkers.

* The former Program Specialist was well grounded in development planning; had worked in the "Third World" and was an effective writer and researcher. She was an important full-time anchor for the VTSP.

** An additional complication to be considered: the VTSP Fund-Raising Consultant (see Section II-E) suggests that effective implementation of the campaign will require a person at VTSP/Headquarters assigned to full-time fund-raising duties.

Many such Linking Agents in the U.S. lacked relevant professional backgrounds when first starting work.*

- o The person selected ETC/Jordan previously had been a planner for the Jordanian Department of Regional Planning; a researcher for the Amman Urban Regional Planning Project; and had received her Master of Regional Planning degree at Cornell University.
- o The person selected ETC/Morocco was an assistant professor teaching public administration and administrative law at Mohamed V University. Earlier, he had worked for the Moroccan Office for Industrial Development and Ministry of Interior, and had been a language trainer for the Peace Corps/Morocco.

The ETCs have difficult tasks. They must persuade employers, private and public organizations and government officials that training is a good investment, and that training needs should, for the most part, be resolved by local suppliers of vocational education/training. But, given that operational context, both ETCs are hard-working, imaginative. Over the past 20 months, they have developed into effective advocates for the VTSP.

The ETCs operate under the technical direction of the Program Coordinator-Vocational Education Specialist/VTSP and Administrative supervision of their AMIDEAST FODs. The FODs are especially helpful to the ETCs in networking and linkages. Between them, the country ETCs and FODs have excellent contacts with local private and public agencies and, to a lesser degree, with local industry. The FODs' lack of pertinent technical background limits their assistance in that respect.

The ETCs report that, over the past year, they have spent about 40%-60% of their working time in the field; the rest in the office on field-related activity. Their activities include:

- o Networking, i.e., keeping abreast of relevant conditions in the host country and elsewhere;
- o Linking vocational education/training needs to existing suppliers, normally in-country -- an activity that necessitates preliminary diagnosis of the problem and its solution;
- o Continuing advice and counsel to client/potential-client management;

* Unlike the ETCs, however, U.S. Linking Agents are employed by public agencies, not PVOs. The profound implication of this difference is discussed in Section V-C of the report.

- o Preparation of written training needs assessments of specific problem areas; and
- o Assisting the client up to the point of implementation, when VTSP activity ends.

The question of depth of ETC assistance to clients has arisen in several instances -- i.e., how far should an ETC go in actually "doing" rather than linking? Rightly, there has been feeling on the part of the Program Coordinator and some in AID/W that the ETCs may be prone to develop training materials themselves, rather than link the client to a source who can accomplish the task.

It is true that the more time the sole in-country ETC spends on in-depth assistance to a single client, the less time she/he has available for other clients/potential clients, and that ETCs rarely have arranged for consultants from the local vocational education/training communities to assist in responding to client needs. But, much of the ETCs' non-use of outsiders is based on their realization that few clients/potential clients are able or willing to pay for training services.

Training

Training of the ETCs began immediately after their employment, when the Vocational Education Specialist and the Project Director/VTSP conducted eight-day on-site training. Training of the ETCs continued at the VTSP Employment-Education Conference held in Tunis 24-31 July 1983, in which most of the personnel of VTSP/Headquarters, the ETCs, pertinent FODs and representatives from Mississippi State University's Research and Curriculum Unit for Vocational-Technical Education participated.

Their training was furthered by preparation, early during field implementation, of a handbook for ETCs. (A long projected updating of the handbook has not been undertaken.) In addition, the ETCs have attended other training programs: the ETC/Jordan attended an October 1983 industry-oriented training program at Mississippi State University that included industry visits, panel discussions, needs assessment and technical writing sessions; and the ETC/Morocco attended a seminar of the Moroccan National Institute for Agricultural Research and UNIDO on project analysis.

The Program Coordinator considers training a continuous process and advocates a more detailed, formal approach to assisting ETCs to continue developing their skills. He is scheduled to increase the number of his field trips to the country VTSPs.

II-C. SUPPORT TO THE FIELD

Technical backstopping for the ETCs always has been the responsibility of the Vocational Education Specialist (VES). He reviews project concepts, responds to requests for technical information, links the ETCs with pertinent U.S. entities for needed advice and materials (e.g., Mississippi State University (MSU), Coronet Films) and provides technical guidance. In many of these tasks, he was assisted by the Program Specialist who performed backstopping during the extended periods when the VES was away from the office.

Person-to-person contact between VTSP field and headquarters personnel has been intermittent because of tight controls over international travel and illness. Since the start of field implementation in October 1982:

- o The VES and Program Director trained the ETCs on-site immediately after the ETCs joined the program;
- o The Senior Program Advisor, in the area on another matter, spent time with the ETC/Morocco in January 1983.
- o As noted earlier, the VES, Program Director, Senior Program Advisor, the two ETCs and pertinent FODs exchanged ideas at the VTSP Tunis Conference in July 1983.
- o The VES visited the ETCs on-site immediately after that Conference to cover specific issues and problems, in August 1983.
- o The ETC/Jordan stopped by VTSP/Headquarters for a couple of days in November 1983, returning from training at MSU.
- o The VES was scheduled to work with the ETCs, on-site, in May-June 1984, after the visit of the evaluator.

The VES, Senior Program Advisor, and the Jordan ETC and FOD advocate more personal visits to the field by the VES. Tentatively, these visits are scheduled four times per year, with stays of a week or so each time in each country.

Equally important, in the opinion of the evaluator, are periodic working visits back and forth (perhaps every four months) from one ETC to the other. Although they perform much the same tasks and face similar problems, the ETCs have, to date, worked in semi-isolation, meeting only once -- at the Tunis Conference, when they had little time to share experiences or techniques. They can learn much from one another regarding approaches and assistance to clients and potential clients and linking agencies.

Written materials: VTSP has developed a formal system of project documentation, much of it codified in a VTSP Handbook that was prepared late in 1982. Sections V and VI of the Handbook review project documentation, including: needs assessment report, project idea paper, implementation plan, contact report and monthly report. The Handbook long has been in need of updating. VTSP's annual and semi-annual reports to AID indicate that lack of systematic procedures for VTSP exchange of information between the field and headquarters has been a chronic problem.

Communication: The flow of information between field and headquarters has improved, as increasing use has been made of international courier. Courier has been supplemented with letters, telex messages and occasionally telephone, although there is a reluctance, perhaps due to cost-consciousness and/or ingrained habit, to make much use of the international telephone, even when urgent responses are required.

Consultants occasionally have been employed to support field activity. Betty Lussier provided a two-day, on-site, seminar/workshop for the Morocco ETC and FOD; and Ellen Carlos devised training curricula for the program and attended the Tunis Conference, functioning as facilitator and editor of the conference report. VTSP reports that total cost for consultants from 15 September 1981 through 31 March 1984 was \$13,377. Presumably, the largest part of this expenditure went to pay two consultants for the four-country Phase I surveys.

II-D. NETWORKING/LINKING ACTIVITIES IN THE U.S.

Between August 1982 and the evaluation, VTSP's Vocational Education Specialist (VES) established a network of contacts aimed at creating/heightening awareness of the program among educational institutions, professional organizations, U.S. Government and international agencies and private firms active in vocational training and education. The VES estimates that perhaps 15% of his time during the period was spent in networking activity.

Among relevant activities in which he engaged are: attended an Annual Conference of the American Vocational Association and that organization's First International Education Conference (for which he helped identify potential invitees from the Near East); contacted the ILO's Center for Advanced Technical & Vocational Training, the National Center for Research in Vocational Education and the Agency for Instructional TV; attended the John-

son Foundation International Conference on Establishing Technical & Vocational Education Programs with LDCs and a NAS/AID Workshop on Research Priorities in International Training; and addressed the Washington DC Seminar on Technical & Vocational Education of the World Bank's Economic Development Institute

The VTSP's continuing relationship with Mississippi State University's Industrial Services Program and its Research and Curriculum Unit for Vocational-Technical Education is perhaps the only program-significant linkage it developed in the U.S. The linkage began when the VTS and Program Specialist attended a two-day Local Employment Training Coordinators Workshop at MSU and was intensified when two members of the Industry Services Program's staff participated importantly in VTSP's July 1983 Tunis Conference. In addition, MSU provided short-term training for the ETC/Jordan, as previously noted, and has extended extensive advice and counsel -- all free-of-charge -- to the program.

An equivalent linkage has been envisioned by the the VES with the Training Opportunities Program (TOP), a well known program of the City of New York's Public School System, which trains students in vocational high schools for jobs with industry and helps place the graduates.

II-E. FUND RAISING

Section IV-A of this report, which deals with planned versus actual program inputs, notes that the VTSP Specific Support Grant calls for an AMIDEAST contribution of \$467,026 over the course of the Grant (while AID is to contribute \$798,839) -- but that, through 30 September 1983, end of the two-year-long "Project Year 1," AMIDEAST cost-sharing/matching contribution only reached a level of \$1,800 to \$2,800.

Why this huge gap between anticipated and actual AMIDEAST contributions?

AMIDEAST has tried a variety of methods to raise funds for the VTSP:

- o It first asked Exxon, which provided it with the services of an outside consultant. A study by the consultant concluded that wealthy Arab-Americans represent VTSP's best potential source of funds. AMIDEAST claims that the consultant neglected to give it a viable plan for implementation. Nothing happened.

- o Next, AMIDEAST relied upon a full-time fund raiser it had employed to find funds for the organization as a whole, not solely for the VTSP. The fund raiser had experience in that specialty. For four years (1976-1980), she had headed fund raising activities and public information efforts for American Near East Refugee Aid and had raised some \$500,000 for that PVO. (She also knew AMIDEAST well, having worked for it from 1970 to 1973 as a program specialist raising scholarship funds for Near Eastern students for study in the U.S.) The fund-raiser succeeded in increasing the level of AMIDEAST's unrestricted donations to the modest level of \$35,000 a year, but, after two years, AMIDEAST's Board of Directors lost faith in her ability to raise significant funds and she resigned in June 1983.
- o In the meantime, from Fall 1982 through Summer 1983 (when she left temporarily on maternity leave), the Program Director had VTSP fund raising added to her responsibilities. Admittedly a neophyte in the field, she visited other fund raisers, researched potential foundation donors, developed criteria and a campaign and write and mailed letters soliciting contributions -- without measurable response. During that period, the Program Director worked for AMIDEAST on a 28-hour workweek, half of which time she devoted to her various VTSP responsibilities.
- o To assist the Program Director in her fund-raising activities, AMIDEAST, in December 1982, formed a special Advisory Committee composed of selected members of its Board and others who might have access to sources of funding. Although initially optimistic over possibilities (the Committee had members representing Mobil Oil, Exxon, the University of Texas and UNICEF), the Advisory Committee was never able to meet regularly or in sufficient number to become productive. It is now dormant.
- o Because the VTSP Program Director had had to devote too much of her limited VTSP-devoted time to other than fund-raising responsibilities before her maternity leave, she was asked, upon her return in February 1984, to relinquish her project management duties and devote the entire 50% of her VTSP portion of her now 25-hour workweek to fund raising. As official VTSP Fund Raiser, she conducted an intensive search for and selected the professional fund raising consulting firm of Brakeley, John Price Jones (BJPJ) to develop a strategy for the VTSP.
- o BJPJ has a good record of raising money for institutions active in the Near East. Among those confirming the firm's competence in international fund raising are current/past BJPJ clients: the American Council of Oriental Research, American University of

Cairo and the Institution for International Environmental Development. BJPJ began work for the VTSP in June 1984. Its strategic plan was to be developed in a month or so. VTSP is to implement the plan, but will retain BJPJ for periodic counseling services during implementation.

(N.B., in the VTSP Semi-Annual Report, October 1983-March 1984, the PVO notes that it will complete the draft of a comprehensive fund-raising plan by the end of June and will submit it to AID as a supplement to the semi-annual report.)

- o The VTSP Fund Raiser also has enlisted the assistance of the Fund for Multinational Management Education (FMME), a non-profit organization that helps PVOs work with corporations. FMME reportedly plans to identify companies in Jordan and Morocco for which the VTSP could provide (presumably chargeable) services. FMME's effort on behalf of the VTSP will be without charge to AMIDEAST.

AMIDEAST admits that its fund-raising efforts to date for the VTSP have been marked by lack of accomplishment.

The VTSP Annual Report, dated 24 February 1983, attributes the lack of success to various factors, including: difficulty in obtaining grants in the U.S. for overseas projects; difficulty in obtaining grants from Arab sources for a project viewed in the Near East as American; difficulty in funders grasping the strategic design of the project; lack of manpower within the VTSP staff ("The Program Director, responsible for program fund raising, has spent more time than originally envisioned on starting the program, managing staff and solving program problems."); and lack of in-house expertise.

But, AMIDEAST has had problems raising funds, even for itself. During the past year, with total revenues of \$23,270,309, it reported contributions of \$75,053, only some \$40,000 of which were unrestricted grants.

An AMIDEAST official attributes its poor performance to reasons that echo many of those cited for the VTSP above: AMIDEAST lacks contacts in the oil-rich Arab states ("We work in the poor Arab lands; have no Gulf State links."); the Arab-American community and its institutions are chronically short of money; AMIDEAST activities do not lend themselves to emotional appeals ("We don't help poor starving people."); AMIDEAST lacks fund-raising experience; and it operates exclusively in the Arab world, an area most donors shun.

Although all admit that the nature and intensity of AMIDEAST's past fund-raising efforts on its own behalf and on behalf of the VTSP

leave much room for improvement -- and in spite of current VTSP belief that a strategic plan developed by Brakeley, John Price Jones can successfully be put in place and achieve significant results in the near-term -- the PVO's optimism may not be soundly based.

At this point, some 15 months from the end of the three-project-year VTSP, past lack of success on the part of VTSP-directed efforts or fund-raising efforts directed at AMIDEAST as a whole suggest that the program may have little chance of becoming financially institutionalized by the target date, 30 September 1985, for several reasons.

First, many of the reasons cited above for poor past results are still operative. Second, even should the new fund-raising consultant develop a strategy that overcomes previous impediments to large-scale fund raising and identify potential donors with clarity and accuracy, past experience of PVOs generally indicates that new funding seldom gushes forth in abundance. Organizational donors rarely have significant amounts of uncommitted funds for immediate or near-term distribution; and their funding review and approval processes can be lengthy and slow-moving. Furthermore, the new fund-raising consultant points out that implementation of the strategic plan by AMIDEAST will be key to its success, but the VTSP lacks the full-time staffer to implement the campaign; it has, in fact, reduced its full-time headquarters complement to a single person, the combination Program Coordinator/Vocational Education Specialist.

II-F. REPORTS AND EVALUATION

Section D of AMIDEAST's Specific Support Grant deals with reports, evaluation and the Logframe.

Reports: The Grant requires preparation of semi-annual and annual reports describing progress made with the support of the Grant. Progress reports are to contain (1) a description of programs by country and achievements or shortcomings, and (2) an analytical self-evaluation dealing with AMIDEAST's accomplishments in meeting objectives relating to its organizational capabilities and procedures.

AMIDEAST has submitted three detailed progress reports to AID: one covering the 18 months from 15 September 1981 through 14 March 1983; and two covering successive semi-annual periods: April-September 1983 and October 1983-March 1984. AID files

indicate that the Agency's monitors of the program consider the reports generally to lack frank and thorough assessments of VTSP weaknesses, as the Grantee had agreed to describe.

Evaluation: The Grant calls for a full-scale interim evaluation to be conducted at the U.S. headquarters and selected field sites of the VTSP during the second year of the Grant. The evaluation is the subject of this report.

Logframe: A detailed AID Logical Framework Design Matrix was to have been prepared upon completion of the Phase I surveys, within 180 days of the effective date of the grant, "to facilitate the monitoring and evaluation processes." Page IV-1 of this report notes that the Logframe was drafted in November 1983, reviewed by AID the following month and presented in finished form as an appendix to the VTSP Semi-Annual Report issued on 27 April 1984; and that the Logframe is reproduced as Appendix B to this report.*

II-G. PROMOTING THE PROGRAM

Brochure: The VTSP brochure, originally planned to promote the program and bring it to the attention of potential donors, was at the printers by the time of the July 1983 VTSP Tunis Conference, but a perceived change of program direction aborted the project. The VTSP has not resumed work on the brochure. However, the Program Coordinator revised and condensed elements of the original text in the form of a letter, which has been sent to selected PVOs in Jordan and Morocco.

Newsletter: Five issues of an internal VTSP newsletter, "Communique," were issued between October 1982 and June 1983. Copies were distributed within AMIDEAST and the VTSP and information copies were sent to AID. "Communique" is discussed in greater detail on page IV-7 of this report. There has been discussion within the VTSP about converting the newsletter into one for distribution to the international vocational education/training community -- but personnel, time and money are lacking.

* AMIDEAST maintains that, in a sense, the November 1983 matrix is a revised Logframe. It developed pro forma Logframes for Jordan and Morocco shortly after the Phase I surveys, as an aid in detailing project implementation plans for AID, but the original Logframes became outdated as the program focus changed and were never updated.

II-H. COMPUTERIZATION

AMIDEAST purchased a WANG 2200 MVP with substantial assistance from the VTSP Grant, to provide it the ability to "completely computerize all finances; have completely data-based management capabilities; convert standard systems to word processing operations; and store and research many kinds of information routinely collected by AMIDEAST, previously not readily available." The FVO purchased Advanced Information Management Systems (AIMS) and Data 3500 Word Processing System as basic software packages.

In its Semi-Annual Report covering April-October 1983, the VTSP reported that AMIDEAST was well into its first year of computerization and had computerized all financial information (payroll, general ledger, accounts payable and receivable and students' costs); that all project costs were being tracked by computer; and that the computer had reduced time and expenses and provided increased accuracy, flexibility and control over information, and aided planning. By the time of the report, all headquarters staff and supervisors had been trained in word processing and a majority also trained in automated information management systems. During the evaluation, VTSP Headquarters personnel expressed satisfaction over the efficiencies the computer had brought to AMIDEAST.

III

THE VTSP: FIELD IMPLEMENTATION

III-A. SUMMARY OF IMPORTANT FIELD ACTIVITY

By the time of the interim evaluation, the VTSP had been actively pursued in Jordan and Morocco for some 19 months -- ever since the October 1982 employment of the country Employment/Training Coordinators (ETCs). Although AMIDEAST already was well known in both countries for its Student Counseling and Sponsored Student Programs, inauguration of the VTSP launched it in a new area in which its recognition factor was close to zero among the PVOs and other providers of vocational training -- including employers -- which deliver employment-related skills.

Under the circumstances, and using ETCs who had to be specially trained by the VTSP to introduce a new-to-the-region training support concept, it is not surprising that measurable accomplishments in strengthening the providers have, to date, been disappointing.

Later in this report, we measure progress to date against the VTSP's Logical Framework Design (Chapter IV) and discuss probable causes for the disappointing performance (Chapter V). In this chapter, however, we review field implementation activities -- first overall in Section III-A; then by country and by "important" client and linking agency.*

The table on the following page identifies and classifies 25 entities as "important" or "probably important" -- 11 in Jordan and

* The word "important" is used to denote entities with which the VTSP has had or probably will have had a relationship of more than casual importance during the term of the project -- based on the evaluator's subjective assessment of progress to date. By important, he does not imply that "substantial" results necessarily will be achieved with such clients and linking agencies -- for the VTSP's concentration on linkage makes quantifiably significant effects upon clients and linking agencies difficult or impossible to measure.

IMPORTANT AND PROBABLY IMPORTANT CLIENTS* AND LINKAGES* OF AMIDEAST'S VTSP IN JORDAN AND MOROCCO, OCTOBER 1942 - MAY 1984

VTSP CLIENTS AND LINKING AGENCIES	TYPE OF ENTITY										RELATIONSHIP TO THE VTSP		NATURE OF VTSP ACTIVITY		
	PRIVATE					PUBLIC					Client			Link	
	P.V.O.		Business			Inter-national Agency	Country		Local Center	Past/Current					
	Local	Inter-natl.	Indl. Firm	Ser-vices	Natl. Agency		Local	Center							
III-B. JORDAN															
1. Al-Hakwah Pharmaceuticals			X							X				Firm approved Tng. Orientation Manual by ETC.	
2. Al-Hussein Society for the Physically Handicapped	X									X				ETC evaluated training pgm; awaits implementation.	
3. General Union of Voluntary Services-Jordan (GUVS)	X											X		General Union used as link to PVOs.	
4. Jordan Industrial Investment Corporation (JIIC)				X						X				ETC made survey re. tng courses/services.	
5. Jordan Printing Press Agencies Syndicate (JPPAS)				X						X				ETC linked JPPAS to special training by VTC.	
6. Jordan Ready To Wear Manufacturing Co. (JCRAM)			X								X			Firm studying ETC tng pgm design proposal.	
7. Jordan Television (JTV)							X					X		On hold after 3 person-months of VTSP effort.	
8. Masler Young Women's Association (MYWA)	X										X			PVO seeks VTSP assistance. In early stages.	
9. Near East Council of Churches (NECC)		X								X				Linked by ETC to VTC training.	
10. UNICEF							X					X		ETC linked to NECC for commodity assistance.	
11. Vocational Training Corporation (VTC)							X					X		ETC uses as training link for clients.	
TOTAL, JORDAN	3	1	2	2	1	2	0	5	2	4	0				
III-C. MOROCCO															
1. Bouknadel Biscuit Company (GABO)			X							X				ETC assessed firm's training seminar.	
2. Catholic Relief Services (CRS)		X									X			PVO interested in VTSP-provided linkages.	
3. Clark Gum Company (CGS)			X							X				ETC made needs assessment survey for the firm.	
4. Coca-Cola Export Company (CCEC)			X							X				ETC made needs assessment survey for bottler.	
5. International Christian Service for Peace (EIRENE)		X										X		ETC sparked proposal for EIRENE aid to TSC.	
6. Ministry of the Interior (MOI)							X					X		Ministry assigned 3 to TSC as counterparts.	
7. Ministry of Handicrafts and Social Affairs (MASA)							X					X		Ministry seeks linkages with VTSP clients.	
8. Moroccan Deposit and Credit Bank (SMLC)				X					X					ETC providing training for training director.	
9. Office for Cooperative Development (ODECO)							X					X		Office trained the 3 counterparts of the TSC.	
10. Small and Medium Industries Service (PME)							X					X		Office actively promoting VTSP to businessmen.	
11. Office of Vocational Ed. & Job Development (OFVPT)							X					X		ETC linked to Spring Maroc for training.	
12. Organization for Rehabilitation & Training (ORT)		X										X		ETC sparked proposal for ORT tng aid to TSC.	
13. Spring Maroc									X					ETC made prelim needs assessment; linked to OFVPT.	
14. Tarara Social Center (TSC)			X					X						ETC has provided multi-faceted, long-term aid.	
TOTAL, MOROCCO	0	3	4	1	0	5	1	6	1	6	1				
GRAND TOTAL	3	4	6	3	1	7	1	11	3	10	1				

* Entities with which the VTSP has had or probably will have a relationship of more than casual importance, in the opinion of the evaluator.

and 14 in Morocco -- indicating which are private and which public; which are past/current or probable clients; and which are past/current or probable linking agencies. The table also provides a one-sentence summary of the nature of VTSP activity regarding each.

(Following sections of the chapter discuss, in greater detail, the nature of the entities and of VTSP activities regarding them. Section III-B covers the Jordanian entities; Section III-C, those in Morocco. Both are covered in alphabetic order.)

Overall, the table reveals that:

- o Sixteen of the 25 are private and nine are public entities. Of the private entities, seven are PVOs (three indigenous PVOs and four international PVOs) and nine are businesses. Of the public entities, seven are national in scope and one each is international and local.
- o Fourteen are past/current or probable clients and 11 are past/current or probable linking agencies.
- o Of the seven PVOs, three are indigenous and four international; and four are past/current or probable clients, while three are linking agencies.
- o All nine business firms are past/current or probable clients, while eight of the nine public agencies are linking agencies. The sole public agency client is the Temara Social Center, which has been the entity most significantly impacted to date by the VTSP.

Analysis of the table by country indicates overall similarities, but significant differences:

- o Both country VTSPs have worked with more private clients/linking agencies than with public agencies (for VTSP/Jordan, the ratio is 8 to 3; for VTSP/Morocco, it is 8 to 6).
- o VTSP/Morocco has developed more "important" linking agencies (7) than Jordan (4).
- o The country pattern for PVO-related activity varies sharply: VTSP/Jordan has dealt with/probably will deal importantly with three indigenous PVOs (two as clients and one as a linking agency) and an international PVO (as a client). In Morocco, where PVO development lags further behind, the VTSP has worked with two international PVOs as linking agencies, one international PVO as a probable client, but no local PVOs at all.
- o VTSP/Morocco has had four industrial firms as clients, while VTSP/Jordan has had one industrial client and another probable.

III-B. IMPORTANT CLIENTS AND LINKING AGENCIES IN JORDAN

1. Al Hikmeh Pharmaceuticals (AHP)

Al Hikmeh, founded in 1980, is a sophisticated "hi-tech" manufacturer of generic pharmaceuticals, located at Wadi Seer, near Amman. Top management and professionals have U.S. training/experience and/or have taken management training courses at the Jordan Institute of Public Administration. VTSP/Jordan's ETC was introduced to the firm through a personal contact.

The VTSP has identified and procured U.S. training manuals and data for the firm. In May 1984, Al Hikmeh's board of directors approved a proposal by the ETC to develop a training orientation manual for new and old employees. The manual is to be prepared free-of-charge.

2. Al Hussein Society for Rehabilitation of the Physically Handicapped (AHS)

Al Hussein's Amman Center was opened in March 1984 as the first Jordanian organization to provide physical/vocational training to handicapped children and young adults. It plans to offer skills training courses in TV and radio repair during the latter part of 1984.

VTSP/Jordan has been in contact with the indigenous PVO since the Phase I country survey. The ETC prepared a needs assessment study for Al Hussein in March 1983; implementation of the study has been delayed by the move to and opening of the new Center. The ETC also linked the Society to the Vocational Training Corporation, which surveyed special equipment and curriculum needs.

3. General Union of Voluntary Societies (GUVS)

GUVS, located in Amman, is a national society that represents indigenous PVOs in Jordan. Foremost among GUVS' activities is the Jordanian Charitable Lottery Project which raises some funds for affiliated PVOs.

VTSP/Jordan has maintained contact with GUVS since the Phase 1 survey; it is seen as a potential linking agent to individual PVOs. GUVS is unsure how many and which Jordanian PVOs are engaged in employment-oriented vocational training; it reportedly is conducting a survey to find out.

4. Jordan Industrial Investment Corporation (JIIC)

JIIC and a sister firm, Jordan Management and Consultancy Corp., control/manage 13 production firms. Seeking to establish a center

to train its middle management, JIIC contracted with VTSP/Jordan to conduct a survey identifying indigenous institutions offering short-term courses in management skills; identify selected regional/international consulting services; and recommend management approaches for JIIC needs.

The JIIC contract was VTSP/Jordan's first opportunity to provide a chargeable service. The firm paid the first half of the 724 Dinar fee (equivalent of \$2,000) upon signing the contract. Although JIIC received the survey report several months ago, it has not paid the final installment. The ETC is unable to discover why.

5. Jordan Printing Press Agencies Syndicate (JPPAS)

JPPAS, located in Amman, is the trade association for 177 registered printing plants. The ETC made contact with the association through family friends. Learning of JPPAS members' difficulties in attracting/keeping qualified employees, the ETC relayed information about their training needs to the Vocational Training Corporation, which -- because printing is a priority industry -- supervised the training of 30 trainees. Results of the program are uncertain: the President of JPPAS told the evaluator that, by and large, the trainees had left the plants where they trained and their whereabouts and status were unknown. The ETC maintains, however, that the trainees still participate in the program, but move from plant to plant as part of a three-year apprenticeship training cycle.

6. Jordan Ready To-Wear Manufacturing Co. (JORAM)

Located near Sult, JORAM is a modern plant that manufactures Lee Cooper jeans and jackets, under license, and produces related items of its own. At the time of the evaluation, the ETC's proposal to assist the firm in the design and administration of a training program for new maintenance department employees was ready to be considered by the firm's board of directors. Fee for the assignment is set at 500 Dinars (about \$1,300). JORAM's general manager originally contacted the VTSP/Jordan after hearing about the program from a member of the board.

7. Jordan Television (JTV)

During 1983, the VTSP/Jordan and VTSP/Washington worked with JTV concerning a potential series of vocational education/training-oriented programs: public service announcements, a children's awareness program and interview programs. Perhaps 130-person hours were devoted by VTSP personnel in both offices to the project, which did not come to fruition.

8. Moslem Young Women's Association (MYWA)

MYWA is a year-old indigenous PVO that provides day-center training for mentally handicapped youth at Bunayat, near Amman. Thirty woodworking, concrete block making and home economics trainees are in its vocational training section. The PVO has Jordanian instructors and the full-time services of seven volunteer instructors from California's Ambassador College Foundation.

MYWA responded to a letter mailed in April 1984 by VTSP/Jordan to 50 PVOs (it was the sole written respondent). A preliminary first contact was made by the ETC and VTSP's Program Coordinator at the time of the evaluation. A followup visit to explore avenues of potential VTSP assistance was to take place later in May 1984.

9. Near East Council of Churches/Jordan (NECC)

The Jordan branch of NECC, an international PVO, operates a small, but respected vocational training center near Zarqa. The Center trains 70 youth a year in radio and TV repair and maintenance, automotive electricity and mechanics, and general electricity. The ETC/Jordan linked the Center to the Vocational Training Corporation for assistance in training its trainers, and helped it apply to UNESCO for a television set. The PVO has funding problems.

10. UNICEF

The ETC/Jordan makes field trips to refugee camps with the Community Development Director of UNICEF/Jordan, to investigate potential forms of help that can be provided to training centers. UNICEF donated sewing machines, a knitting machine and a generator at the Gaza Camp in Jerish -- to a publicly operated rehabilitation center training women for employment-generating homework.

11. Vocational Training Corporation (VTC)

The VTC is a semi-autonomous government agency, affiliated with the Ministry of Labor, which is responsible for developing trained manpower for Jordanian industry. Founded in 1978, the VTC has a long backlog of industries seeking its training assistance. A potential regional resource, it also makes training needs assessment surveys and training evaluations (at no charge), and sponsors apprenticeship programs.

The VTSP does not assist the VTC. Rather, it uses the VTC for linkage purposes and as a local source of professional advice, counsel and assistance to the VTSP/Jordan staff.

III-C. IMPORTANT CLIENTS AND LINKING AGENCIES IN MOROCCO

1. Bouknadel Biscuit Company (GABO)

GABO employs 35 people, mostly women, in the outskirts of Salé. It manufactures biscuits and couscous. The VTSP provided information on available food-processing materials and is seeking additional materials on safety, equipment care and cleanliness. GABO plans to sensitize its workers on those aspects, when the new materials are received. The ETC/Morocco also assessed a training seminar held for GABO salesmen and offered recommendations for improvement.

2. Catholic Relief Services/Morocco (CRS)

Impressed with the VTSP's knowledge about vocational education and training in Morocco -- and undertaking to reorient its focus towards small/medium enterprise development and income-generating vocational training for rural women -- CRS has enlisted the help of the VTSP/Morocco for advice, counsel and linking assistance in those areas.

3. Clark Gum Company

Clark, which manufactures chewing gum in Casablanca, heard of the VTSP from Xerox/Morocco, which the ETC had visited three months earlier. The VTSP/Morocco has linked the firm to a provider of technical English training for senior staff; and made a preliminary training assessment survey for Clark's Sales Department.

4. Coca Cola Export Company (CCEC)

In December 1983, the ETC/Morocco completed a training needs assessment study for CCEC's most progressive bottler, Atlas Bottling Company of Tangiers. The study recommended that CCEC train trainers; update training materials and develop an OJT program for production workers.

During the study, the ETC and a training specialist discovered that CCEC's training modules had to be adapted to reflect local realities. They have been revised and are being "road-tested" on salesmen of one bottler. The revisions will result in new audio-visual support materials paid for by CCEC.

5. EIRENE/Morocco

EIRENE, the International Christian Service for Peace, is an international PVO affiliated with the World Council of Churches. It pro-

vides training equipment and volunteer instructors for training centers it assists. The original VTSP contact with EIRENE was made through the Field Office Director/Morocco. The VTSP linked the PVO to the Temara Social Center through a proposal, on the part of EIRENE, to provide trainers in woodworking and mechanics, and to equip two workshops in those vocational skills. By the time of the evaluation, the Governor of the Rabat area, who has authority over the Center, had not followed up on the months-old proposal.

6. Ministry of Interior (MOI)

The MOI, pursuant to the efforts of the ETC/Morocco, permanently assigned three of its extension workers as "counterparts" to help ensure continuing training-to-employment linkage after VTSP assistance to Temara Social Center ends. The ETC provided the "counterparts" with instruction in job development; education coordination; needs assessment; and project design, management and evaluation. He also provides them with continuing counsel and assistance.

7. Ministry of Handicrafts and Social Affairs (MASA)

Indigenous Moroccan PVOs register with MASA, which conducts training programs for a wide spectrum of target groups throughout the country. MASA's General Secretary, an acquaintance of AMIDEAST/Morocco's Field Office Director, seeks ways by which the VTSP can assist the Ministry in pilot training centers.

8. Morocco Deposit and Credit Bank (SMDC)

Rapid growth at SMDC, increasing need for effective training, and the employment of a new, untried, director for SMDC's just-reopened training center induced a bank official (personal friend of the ETC/Morocco) to accept VTSP assistance. On a continuing basis, the ETC acts as resource person/problem solver to the new training director. Because the bank is conservative and some officers are suspicious of "outsider" ideas and help, the ETC's efforts -- while much appreciated by those he works with -- are still "unofficial."

9. Office for Cooperative Development (ODECO)

Through the efforts of the ETC/Morocco, ODECO accepted the three ETC-trained "counterparts" assigned to the Temara Social Center into a six-week training course in the design and development of producer service cooperatives. Two of the counterparts were engaged in cooperative organization work at the Center, at the time of the evaluation.

10. Small and Medium Industries Service/ODI (PME)

The Small and Medium Industries Service of the Moroccan Office of Industrial Development (ODI/PME) has, since its creation in 1980, provided training linkages and technical assistance services (diagnostic evaluations, market research, management and operations and financial organization) -- free-of-charge -- to more than 500 firms.

Several months ago, PME forwarded a letter announcing VTSP/Morocco's services to 40 selected firms. One, Spring Maroc (see below), responded positively. The ETC, who formerly worked at the ODI, and PME economists/engineers, occasionally visit businesses together. Another ODI entity, the Textiles and Leathers Service, introduced the ETC to four textile factories.

11. Office of Vocational Education and Job Development (OFPPT)

OFPPT, established in 1974 to address private sector training, is responsible for assessing manpower needs in commerce and industry, establishing training programs, recruiting and training instructors and finding employment for graduates. OFPPT has a network of over 100 vocational training centers/institutes which tailor their curricula to the needs of small businesses.

The VTSP/Morocco uses OFPPT as a linking agency. The ETC arranged for OFPPT training of the three "counterparts" at the Temara Center and had Spring Maroc contact the Office for the same purpose.

12. Organization for Rehabilitation and Training/Maroc (ORT)

ORT/Maroc operates a vocational-technical training center in Casablanca that specializes in a range of skills, from electronics to homemaking.

The VTSP/Morocco uses ORT as a linking agency: ORT conducted a short training/orientation session for the director of the Temara Social Center and the three project "counterparts". More importantly, the ETC was instrumental in ORT's development and submission, in February 1984, of a proposal to equip and staff a workshop at the Temara Center. Like the proposal of EIRENE, this had not been acted upon by the time of the evaluation.

13. Spring Maroc

A new, small firm, located in Kenitra, Spring Maroc meets much of Morocco's need for coil springs. As the result of an initial visit

by the ETC and a PME economist, the ETC introduced the firm's entrepreneurial owner to OFPPT's training capabilities and has been asked by him to help adapt English-language training modules into French and/or Arabic written to the level of local workers.

14. Temara Social Center (TSC)

The VTSP has devoted the equivalent of several months of full-time assistance, and has provided a wide gamut of services to this local center which is operated by the municipality of Temara under the overall supervision of the Governor of Rabat province. The VTSP/Morocco did so in order to establish AMIDEAST's creditability in vocational education/training. A public, community based organization, Temara Social Center helps 350 resident clients with housing, medical services and food, and provides vocational training in carpentry, masonry, welding and plumbing for resident youths who are able to work.

Over the months, the ETC/Morocco (a) conducted a detailed needs assessment of the TSC; (b) provided training to the three "counterparts" assigned to carry on linking, management and training activities for the Center; (c) designed a labor market survey of 52 local industries; (d) identified and linked various local and international training resources with the TSC, including the Office of Cooperative Development, EIRENE and ORT; (e) was instrumental in the Center's quadrupling (to 200) the number of vocational students undergoing training, and increasing the number of courses offered; (f) arranged for OJT training of the counterparts in training center management at several OFPPT centers; (g) surveyed all primary and secondary schools within 12 miles of the TSC, to determine number of school-leavers who might need vocational training and to inform students, teachers and school administrators of TSC services; and (h) continues to meet periodically with Center staff and the counterparts, to provide advice and counsel.

IV

PROGRESS TO DATE

MEASURED AGAINST THE LOGFRAME

The "Statement of Work" of the evaluation Work Order asks the evaluator to "assess both progress to date and the potential for achieving project objectives (through the use of Purpose) end-of-project-status and Output statements in the project's Logical Framework* as indicators." The VTSP progress measured against the "Objectively Verifiable Indicators" of the Logframe's Output level is reviewed in Section IV-B, below. VTSP progress assessed against the Logframe's Purpose EOPS indicators is reviewed in Section IV-C. Project Inputs are not mentioned in the Statement of Work.

However, because a discussion of actual versus planned project Inputs is germane to the project's progress and, hence to the evaluation, this chapter begins with a few observations concerning VTSP funding.

IV-A. PLANNED VERSUS ACTUAL INPUTS

The VTSP Specific Support Grant (SSG) envisioned project financing as follows:

<u>From AID:</u> Project Year 1, 9/15/81-9/14/82:	\$309,349
Project Year 2, 9/15/82-9/14/83:	241,697
Project Year 3, 9/15/83-9/14/84:	247,793
Three-Year Total	<u>\$798,839</u>

* The VTSP Logframe is an ex post facto creation of the Program Coordinator. It was drafted in November 1983, some 2-1/4 years after the project's inception, reviewed by AID/W the following month, and was presented in finished form as an appendix to the VTSP's Semi-Annual Report issued on 27 April 1984. According to the terms of the SSG, that key project design and measurement tool was to have been produced within 180 days of the effective date of the Grant, after conclusion of the Phase I country-identification surveys and during the first months of 1982. The Logframe is reproduced as Appendix B to this report. See footnote bottom of page II-14 for information on earlier, pro forma country Logframes.

From AMIDEAST: A three-year contribution estimated at \$467,026.

Through amendments, Project Year 1 became a two-year project year running from 9/15/81 through 9/30/83, with the succeeding project years being pushed back by 12 months.

After a late project start and with continuing underspending of obligated project funds by the Grantee, AMIDEAST reported that actual project expenditures from 9/15/81 through 3/31/84 (representing 2-1/2 years of project activity, but only 1-1/2 "project years") were \$354,168 -- a sum that is \$196,878, or 35.7% below the \$551,046 planned funding level anticipated in the SSG for the first two project years.

Since \$404,349 had been obligated for the project through 3/31/84, some \$50,000 remained unspent at that time -- a sum that AMIDEAST calculated might carry it through 30 June 1984. Late in May 1984, FVA/PVC notified AMIDEAST that it would obligate sufficient additional monies to carry the VTSP through the end of FY 1983 (Project Year 2).

On 15 March 1984, AMIDEAST reported the following Project Year 1 Cost-Sharing/Matching contribution:

Direct Costs in FY82 covered by AMIDEAST as part of cost-sharing	\$1,035
Client charge paid to VTSP/Jordan for services in management study*	2,042
Cash assistance from UNESCO to NECC/Jordan**	<u>750</u>
	\$3,827

Because of underspending by the Grantee and its inability to raise cost-sharing/matching funds, the financial input levels set by the SSG have not been met. To the degree that smaller financial inputs reflect below-planned VTSP person-days of effort, the reduction may have impeded project achievement.

The "Action Memorandum for the Acting Assistant Administrator, FVA," which accompanied the Grant document, noted that "Agreement has been

* This represents the JIIC fee (see III-B-4 for details), only half of which has been paid to date.

** To enable the PVO to purchase a television set.

reached on the plan to transfer funds for this program from FVA to NE for FY82. FY83 funding, estimated at \$250,000 will be provided two-thirds by NE and one-third by FVA." Through the time of the evaluation, all AID project funds have originated with FVA.

IV-B. OUTPUT STATEMENTS AND INDICATORS

Introduction: The Logframe

The VTSP's Semi-Annual Report covering the period from October 1983 - March 1984 notes, on page 26, that the "new Logframe does not, for the most part, contain quantitative objectives, because, at this time, it is not possible to target specific numerical outcomes; there is no preexisting data from which to draw figures."

A non-quantified Logframe is an anomaly, for progress against the design matrix is meant to be measured against "Objectively Verifiable Indicators (OVIs)" in the case of Outputs, and objectively measurable "End-of-Project-Status (EOPS)" indicators in the case of Purpose-level statements. And in the absence of objectively quantified indicators, the concerned analyst (at AMIDEAST, AID, or with an evaluation IQC consulting firm) perforce must rely more or less on subjective standards. For example, AMIDEAST might consider quite successful an indicator that cites four activities by VTSP while AID might consider anything less than eight activities insufficient for the same indicator.

Although the Logframe indicators are not quantified, the evaluator has listed under each of the following Output and Purpose statements, objectively pertinent actions/activities that took place through the time of the evaluation. The quantifications are based on ETC, FOD and VTSP/headquarters personnel responses and the evaluator's assessment of performance.

OUTPUT 1. VTSP Employment-Training Coordinators (ETCs) and Field Office Directors (FODs) are trained.

Training is a continuous process, but (see Section II-B of this report) it is evident that, at this point, the ETCs and FODs -- none of whom were trained vocational education/training professionals when the VTSP commenced field activities -- have been well trained and are performing creditably within the project guidelines.

OUTPUT 2. AMIDEAST's creditability in the field of vocational education/training is established. (The "Objectively Verifiable Indicator" (OVI) for measuring the statement is "Number of requests for AMIDEAST input.") --

- o For VTSP/Jordan: approximately 10 project-pertinent requests for assistance (i.e., requests for assistance that is within the project's purview.).
- o For VTSP/Morocco: about 15 pertinent requests.

OUTPUT 3. Linkages are established between PVOs, other trainers and employers. (The OVI defines the linkages as "regular, effective exchange occurring between parties on issues related to training, jobs and placement.") --

- o By VTSP/Jordan, 6: the Near East Council of Churches/Jordan (NECC) and Vocational Training Corporation (VTC); Jordan Printing Press Agencies Syndicate (JPPAS) and the VTC; UNICEF and NECC/Jerish; UNESCO and NECC; Al Hikmeh and Good Manufacturing Practices Institute (US); and Hotel Training College and University of Jordan.
- o By VTSP/Morocco, 5: EIRENE and the Temara Social Center (TSC); ORT and TSC; Spring Maroc and the Office of Vocational Education and Job Development (OFPPT); Ministry of Interior and TSC; Office for Cooperative Development and TSC.

The cited instances were effective exchanges. In some cases, however, they were one-time linkages, rather than "regular."

OUTPUT 4. PVOs/industry/others develop or change training approaches, philosophies and offerings. (The OVI is "Staff actively seeking to modernize training offerings.") --

- o By VTSP/Jordan: Jordan Ready to Wear Manufacturing Co. (JORAM) (under way); JPPAS (VTC-supervised training program, results unknown); Al Hussein Society (change of training focus); and Al Hikmeh (new training manuals).
- o By VTSP/Morocco: Coca-Cola Export Co. (CCEC) (rewrite training modules); TSC (changes in curricula, training methods, etc.); Moroccan Deposit and Credit Bank (SMDC) (the ETC is training the training manager).

OUTPUT 5. VTSP network of professional contacts is established (in the region and in Washington) --

In Jordan and Morocco, the ETCs and FODs have made VTSP and its services known to a wide variety of pertinent institutions, businesses and individuals. In the U.S., the Program Coordinator/Vocation Education Coordinator has developed a network of contacts (see II-D of the report).

OUTPUT 6. Training Needs Assessment Surveys/Reports made for PVOs/industry/others. (The OVI refers to requests for assistance with vocational training needs assessment. The evaluator defines this as referring to discrete, written reports, submitted to clients. N.B., needs assessment surveys/reports appear to require from half a week to two of more weeks of effort on the part of ETCs.) --

By VTSP/Jordan, four written reports: for the Jordan Industrial Investment Corp. (JIIC); Al Hikmeh Pharmaceuticals; Al Hussein Society; and JORAM. By VTSP/Morocco, three written reports: for CCEC; Clark Gum Co.; and TSC.

OUTPUT 7. PVOs/industry/others are assisted to evaluate their current training programs. (The OVI states "requests for assistance in evaluation of their current vocational training programs." N.B., the evaluations can be broad or narrow in scope; formal or informal; impressionistic or in-depth; oral or written.) --

- o By VTSP/Jordan: the "needs assessments" cited above, plus NECC and JPPAS.
- o By VTSP/Morocco: the "needs assessments" cited above, plus Catholic Relief Services (CRS), Spring Maroc and GABO.

OUTPUT 8. PVOs/industry/others are assisted to locate funding and other resources needed to implement desired changes in vocational training offerings. (OVIs are defined as (a) numbers of requests and (b) dollar amount of funding and/or equipment received.) --

- o By VTSP/Jordan: UNESCO-NECC (a television set); UNICEF-NECC (sewing and knitting machines); Al Hikmeh-Good Manufacturing Practices Institute (resource materials).
- o By VTSP/Morocco: EIRENE-TSC (equipment/instructors); ORT-TSC (equipment/instructors); Ministry of Interior-TSC (three "counterparts"). N.B., in the cases of EIRENE and ORT, the offers had not been accepted by the time of the evaluation.

OUTPUT 9. PVOs/industry/others assisted with placement activities (work experience or formal jobs). The Logframe lists three OVIs for this Output:

- a) "Number of work experiences arranged." Neither VTSP country program has arranged work experiences.
- b) "Number of jobs developed for PVO graduates." Neither VTSP country program has yet affected training programs to the extent that jobs have resulted. However, VTSP/Jordan is working on placing two people earlier trained at Al Hussein Society.
- c) "Minimum of one orientation field trip to industry arranged for PVOs." No such trips have been planned or scheduled.

OUTPUT 10. (a) Employment-Education Linking Workshops are held; (b) PVO staff are trained as ETC Counterparts.

- a) No Employment-Education Linking Workshops have been held by the country VTSPs.
- b) An official of NECC has been informally trained in several aspects of ETC activities by the ETC/Jordan. The three "counterparts" assigned to the TSC have been trained by the ETC/Morocco and others. (N.B., TSC is not a PVO, but functions in many PVO-type areas.)

OUTPUT 11. PVOs and schools institutionalize community pre-vocational awareness activities initiated by ETCs. The Logframe lists three OVIs for this output.

- a) "Number of schools/classrooms visited." The ETC/Morocco visited 13 primary and secondary schools within 12 miles of the Temara Social Center, to acquaint them with opportunities there.
- b) "Number of students/trainees, workers, teachers or directors in attendance." Specific numbers of persons seen in the visits made in (a) above are not known.
- c) "Films shown, exploration activities, vocational discussions held." None. The ETC/Jordan has reviewed pertinent films with the VTC, but they have not been shown in schools.

OUTPUT 12. Vocational education/training research and development topics are identified (by VTSP/Washington). (The OVI indicated for this Output, "Client/other responses," fails to clarify precisely what is meant by the Output statement.)

VTSP/Headquarters cites several activities as pertinent to this Output: the detailed outline of a think-piece, "Revitalization of PVO Focus in VTSP," prepared by the VTSP Program Specialist in April 1984; a proposal to AID, "Assessment of Vocational Training Programs in the Arab World and Identification of Needs for Appropriate Technical Assistance," dated August 1983; and compilation

of a detailed annotated bibliography on skills training, women, youth and PVOs of the Middle East/North Africa.

OUTPUT 13. Television/radio programs dedicated to pre-vocational and vocational subjects. (OVIs cited by the Logframe are (a) "number of hours planned or completed," and (b) "requests for VTSP input.")

In addition to the planned, but never broadcast, series of TV programs that VTSP/Jordan and VTSP/Headquarters worked on for Jordan Television (see III-B-7), there was a vocational education/training program broadcast over National (U.S.) Public Radio in 1983 (specific date not known) on which VTSP's Vocational Education Coordinator was interviewed.

OUTPUT 14. Local linking/training/placement/other contracts awarded to VTSP. (OVIs are (a) "Number of contracts awarded," and (b) "dollar amount of contracts awarded.") --

- o By VTSP/Jordan: one contract for the equivalent of \$2,000 was signed by JIIC for a skills survey that was delivered several months ago; half of that fee had not been paid by the time of the evaluation. A \$1,300 training program design proposal was being considered by JORAM's board of directors at the time of the evaluation visit.
- o By VTSP/Morocco: none.

N.B., there is resistance among businessmen in both countries to the idea of paying for VTSP services

OUTPUT 15. A VTSP newsletter and brochure are written and distributed.

- o As noted earlier, five copies of the VTSP internal newsletter "Communique" were published during the nine months between October 1982 and June 1983. "Communique" (see II-G for details) was distributed to AMIDEAST headquarters and field offices in Lebanon, Morocco, Jordan and Tunisia, and to selected members of the Advisory Committee; information copies were circulated to AID. The newsletter averaged 4-1/2 pages in length.
- o The copy and tentative text for a VTSP brochure was at the printer by the time of the Tunis Conference (July 1983). Work on the brochure ceased after that time because of a perceived change in project focus and relative work priorities for the limited VTSP/Headquarters staff. A digest of brochure content, recently prepared by the Program Coordinator, was distributed in translated, abridged form to some 40-50 PVOs in Jordan and Morocco.

OUTPUT 16. Newspaper articles are written by or about VTSP. (The OVI is "number of articles written/printed.") --

The evaluator's review of VTSP/Headquarters files reveals six newspaper articles written about the program. Five appeared in local Mississippi newspapers during and shortly after the 1983 training-related visits of the ETC/Jordan and VTSP Vocational Education Coordinator to MSU. The sixth, a French-language article (source unknown) reported in August 1983 on a VTSP survey in Lebanon and noted that the program is active in Jordan and Morocco.

OUTPUT 17. Exchanges/loans of U.S. vocational education/training materials and resources.

Materials have been supplied -- all free-of-charge -- or loaned to VTSP, most in multiple copies to permit the VTSP field offices and headquarters to receive them, by a variety of organizations. Most forthcoming has been Mississippi State University, with 20 publications plus multiple sets of 33-booklet Industry Services Leadership Development Modules. Other organizations include the National Center for Research in Vocational Education (multiple copies of handbooks); Coronet Films (eight pertinent vocational education/training films); the World Bank (manuals); the Pharmaceutical Manufacturers Association (13 publications); and the Food Processors Institute (lists/descriptions of training materials).

OUTPUT 18. VTSP fund-raising strategies are developed and funds raised. (OVIs cited: (a) "A VTSP Advisory Committee is formed;" (b) "Fund raising network is established and contacts developed;" and (c) "(An unquantified) dollar amount of funds are raised.")

VTSP fund-raising efforts and results are discussed in detail in Section II-E of this report. The dollar amount of funds raised through Project Year 1 (9/15/81-9/30/83) is reported in Section IV-A, above.

OUTPUT 19. Linkages are established with U.S. universities and other sources of specialized vocational training expertise. (OVIs cited: (a) "Level of commitment/involvement of university staff/others;" (b) "Materials/resources shared;" and (c) Training opportunities exchanged.")

The VTSP has had a long, continuing and fruitful linkage with Mississippi State University, which has been quite beneficial to

the program. VTSP also has established less intensive linkages with Ohio State University, the American Vocational Association, Training Opportunities Program (TOP) of the City of New York's public school system, and others. These are reviewed in Section II-D, "Networking/Linking Activities in the U.S.," of the evaluation report.

OUTPUT 20. Exchange of PVO/industry trainers for familiarization/training purposes. (Cited OVIs: (a) "Response of PVOs/industry to opportunities to exchange trainers; and (b) "Courses/seminars offered or attended by exchange trainers.")

Although, strictly speaking, exchanges of trainers have not taken place due to VTSP efforts, through the efforts of VTSP/Jordan, three NECC trainers attended VTC training courses; and, through the efforts of VTSP/Morocco, the three "counterparts" assigned to the TSC attended training courses offered by various Moroccan government agencies.

IV-C. PURPOSE STATEMENTS AND INDICATORS

PURPOSE STATEMENT 1. To strengthen the ability of PVOs and other providers of vocational training, including employers, to deliver employment-related training.

End-of-Project-Status Indicator 1a): "(An unquantified) number of PVOs/industries/others have reoriented their training program offerings to reflect local employment demands (linkages established)."

The OVI for Output 3 identifies six linkages established by VTSP/Jordan and five established by VTSP/Morocco, and notes that some were one-time linkages, rather than continuing exchanges. As noted earlier in this report, the linkage of VTSP/Morocco with the Temara Social Center is, perhaps, the only linkage to date that provides evidence of VTSP having brought about a significant reorientation of training programs to reflect local employment demand.

End-of-Project-Status Indicator 1b): "(An unquantified) number of PVOs/industries/others have had staff trained as ETC counterparts " N.B., the evaluator takes this to mean that PVO/industry/other staff are to be trained to perform functions similar in many respects to those of the ETCs.

The OVI for Output 10b identifies four people trained as ETC-like counterparts: three Moroccan Ministry of Interior extension agents assigned to the Temara Social Center (a public institution) and an official of the Jordanian PVO, NECC, who is being informally trained by the ETC.

End-of-Project-Status Indicator 1c): "(An unquantified) number of PVOs/industries/others have active guidance/work experience/ placement components."

None of VTSP's regional clients has effective guidance, work experience/ placement components. Temara Social Center may be on the way to achieving such expertise, but the municipal/ provincial bureaucracies in which it is enmeshed make that outcome highly problematical.

PURPOSE STATEMENT 2. To institutionalize AMIDEAST's ability to support, through networking, linking and research activities, vocational education/training in region.

End-of-Project-Status Indicator 2a): "All AMIDEAST VTSP staff are trained."

The OVI for Output 1 notes that VTSP field staff can be considered well-trained (see Section II-B of the report for details). What remains of VTSP/Headquarters staff also appears to be well-trained (see Section II-A).

However, at the time of the evaluation, neither group was staffed in sufficient depth to help ensure institutionalization, should one of the key people become lost to the program. The situation in the field would be eased by AMIDEAST's proposed employment of second ETCs in Jordan and Morocco. The situation at VTSP/Headquarters is perhaps still more critical. (See Sections II-A and II-B for more on the subject.)

End-of-Project-Status Indicator 2b): "(An unknown) number of university, professional, international and business community contacts is developed."

The number of such contacts in the field is covered by the listing under the OVI of Output 5. The numbers and types of such contacts in the U.S. are detailed in Section II-D of this report and summarized under the OVI of Output 19. The number of contacts, in both cases, may be satisfactory, but the review of Logframe Output and Purpose indicators in this

section of the report suggests that these contacts have not translated into measurably improved results obtained from VTSP's efforts in the field.

End-of-Project-Status Indicator 2c): "(An unquantified amount of) feedback and endorsements from VTSP clients, collaborators and observers."

Feedback and endorsements from VTSP clients in Jordan and Morocco generally are enthusiastic. However, "important" and "probably important" Jordanian and Moroccan clients of VTSP are relatively few in number (seven past/current and probable in each country--see Table on page III-2); most VTSP work to date has not significantly changed client vocational education or training practices; and almost all work, of necessity, has had to be provided free-of-charge. Feedback and endorsements from MSU and TOP also are enthusiastic, but TOP collaboration with VTSP has, as yet, been limited.

End-of-Project-Status Indicator 2d): "(Unquantified) dollar funds are raised from corporations, international organizations, governments, others."

Sections II-E and IV-A deal with the disappointing results of AMIDEAST's fund-raising efforts for the VTSP; and the former discusses current plans for an intensive fund-raising campaign. At this point, the program is not financially viable. If past experience of AMIDEAST is indicative, the program may be far from institutionalized financially by the end of Project Year 3.

End-of-Project-Status Indicator 2e): "(That) VTSP staff, offices and resources are in place."

As noted earlier, VTSP staff is trained and in place, but dangerously thin in number. VTSP office facilities in Jordan, Morocco and Washington DC are fine. Resources in terms of in-place commodities, including the partly project-funded computer, are good.

V

KEY FINDINGS AND CONCLUSIONS

V-A. PROGRESS TOWARDS STRENGTHING TARGET INSTITUTIONS

The first Purpose of the VTSP Specific Support Grant, as noted earlier, is to "strengthen the ability of PVOs and other providers of vocational training, including employers, to deliver employment related training." Many Logframe indicators -- End-of-Project-Status at the Purpose level and Objectively Verifiable Indicators at the Outputs level -- identify measures of progress in meeting this aim.

Analysis of these benchmarks in Chapter IV reveals that progress during the first 19 months of field implementation is mixed in that regard: *

- o The VTSP established 11 linkages between trainers and employers/users, but some were one-time contacts and to date only the Temara Social Center provides evidence of the VTSP having brought about a significant reorganization of a training program to reflect local employment demand.
- o Few clients, perhaps seven, show promise of changing training approaches, but no client yet has effective guidance, work experience or placement components. The Temara Center may be on the way to achieving such expertise, but is enmeshed in bureaucratic red tape that makes that outcome uncertain.
- o The VTSP has not progressed sufficiently to have developed jobs for graduates of client institutions.
- o ETCs prepared written training needs assessments for seven clients and assisted five others to evaluate their training programs.
- o Three clients were helped to obtain resource materials or minor amounts of training equipment from linking agencies; one was assigned personnel.
- o Three, possibly four, people received ETC-like "counterpart" training, but the VTSP did not arrange exchanges of trainers for familiarization or training purposes.

* See the first part of Appendix C, "AMIDEAST Comments on the Draft Evaluation Report," for the PVO's own analysis of its progress towards accomplishment of Output indicators.

- o Schools around the Temara Social Center were visited to induce pre-vocational awareness activities; employment-education linking workshops were not held by others under VTSP impetus.
- o Others were not induced to run television/radio programs on pre-vocational and vocational subjects; newspaper articles about the VTSP were rare and unimportant.
- o One client signed a contract for VTSP services, but paid only half the fee; a second potential fee-producing contract awaited the firm's decision, at the time of the evaluation visit.
- o The VTSP received enthusiastic oral endorsements from VTSP clients and linking agencies in Jordan and Morocco, but work to date has not made much impact on vocational education/training practices and almost all VTSP services were, of necessity, provided free of charge.

The Grant document and subsequent AID-to-Grantee correspondence stress the need for clear, measurable indications of project growth and relevance and of the effect that VTSP is having on clients. For example, the Grant states that "all surveys, annual reports and the evaluation will focus on the extent to which local private institutions (N.B., later expanded to include businesses) are actually being strengthened by AMIDEAST's services in a way which enables these agencies to have an important developmental impact." (My underlining.)

Unfortunately, the relatively unimpressive signs of progress reported by the above-quoted indicators suggest that there is little realistic possibility that the End-Of-Project ability of Jordanian and Moroccan providers of vocational training to deliver employment-related training will have been helped by the VTSP to improve sufficiently to achieve "an important developmental impact" by the end of September 1985.

AID rightly has evinced concern over the lack of measurable results reported by the VTSP.* In part this is a direct effect of program focus. The VTSP concentrates strongly on linking services and

* For example, AID's "Summary of 1st Annual Review of AMIDEAST's VTSP," dated June 1983, notes that the project's forthcoming semi-annual report "should contain considerably more detail (citing numbers of trainees and beneficiaries for instance, when possible) and more specificity concerning projections. By that time AMIDEAST should be able to measure some effects of networking."

networking, both of which deal largely with intangibles and depend for success on motivating others (over whom the ETC exercises no control) to act. This problem and a possible shift of project emphasis are discussed in some detail in Section V-C, later in the report.

V-B. PROGRESS TOWARDS INSTITUTIONALIZATION OF THE VTSP

The second stated Purpose of the Grant is "to institutionalize AMIDEAST's ability to support vocational education/training in (the Near East) region through networking, linking and research activities."

Analysis of pertinent Logframe indicators also reveals mixed results to date:

- o The VTSP/Headquarters and field personnel are trained, but are so thinly staffed that institutionalization is endangered.
 - VTSP/Headquarters functions with a bare minimum of personnel: two busy AMIDEAST executives function as Senior Program Advisor and VTSP Fund Raiser, devoting a day a week and a day-and-a-half a week, respectively, to the program. The former full-time Program Specialist temporarily spends one day a week on VTSP affairs. Only the combination Program Coordinator/Vocational Education Specialist (VES) is a VTSP full-timer and he spends up to 25% of this time out of the office, either in the field or networking/linking with pertinent U.S. entities.
 - The situation is analogous in Jordan and Morocco, where a single full-time ETC operates the program with the part-time assistance (perhaps 10% of the work-week) from AMIDEAST's Field Office Director.
- o AMIDEAST's creditability in vocational education/training has been sufficiently established in the field to elicit 25 project-pertinent requests for assistance; and the VES developed a network of contacts in the U.S., most importantly with Mississippi State University.
- o Little was accomplished in promoting the program. Newspaper articles about the VTSP were rare and unimportant. The long-planned VTSP brochure was not produced and the VTSP's internal newsletter appeared only over a seven-month period.
- o The program arranged exchanges/donations of U.S. vocational education/training materials; but did little in the way of original research.

- o Fund-raising efforts were unproductive (See Sections II-E and IV-A).
- o The VTSP produced timely reports, but AID considers that they generally lack frank and thorough assessment of VTSP weaknesses.
- o Person-to-person contact between headquarters and field was skimpy and intermittent; exchange of information between headquarters and the field was a chronic problem.

An important aim of the institutional development grant has been to enable AMIDEAST, which lacked vocational education/training expertise at the start of the project, to build a capacity to support and improve vocational training in the Near East.

The equivocal results noted above suggest that institutionalization of the VTSP at AMIDEAST is far from certain and that its ability to accomplish that aim by the end of the program is problematical. The thinness and fragility of VTSP staffing is most disturbing in that regard: should the VTSP lose the services of its sole full-timer, the Program Coordinator/VES and/or the field offices lose their sole ETCs, damage to the program would be major.

In light of current VTSP budgeting, effective management and operation of the program presents a dilemma. The VTSP apparently has funds either to pay for a full-time replacement at headquarters for the Program Specialist, who resigned recently, or to staff the field offices with second ETCs -- not to do both. The VTSP, perhaps rightly, plans to take the latter course as the lesser of two evils. For purposes of ensuring institutional memory in the field and potentially being able to double the number of clients and linking agencies served, the doubling of ETC representation in Jordan and Morocco makes sense. But, at the same time, that doubling of effort in the field will require still more of the Program Coordinator/VES's time away from VTSP/Headquarters for the foreseeable future, with a concomitant increase in the possibility of a breakdown of program functions at headquarters.

V-C. CONSIDERATIONS REGARDING PROJECT DESIGN

The ETCs are dedicated, hard-working self-starters. They work well with the FODs. Given the personal and professional contacts of the FODs and ETCs, and AMIDEAST's high visibility in Jordan and Morocco, the VTSP has established contact with decision-makers and those who influence them.

Yet, the record reviewed earlier in this report indicates that it is highly unlikely that contacts made to date and work so far accomplished will lead to achievement of the program's Purpose-level End-of-Project-Status indicators by the completion of Project Year 3.

There appear several reasons for this disappointing lack of progress -- reasons that are, in the main, tied into conceptual weaknesses in the VTSP's project design, rather than in the delivery system.

Correctly, AMIDEAST recently noted the atypical nature of the program: "The VTSP is not a traditional vocational training program; that is one whose program success can be measured by the number of graduates. Rather, it is a catalytic effort: one that seeks to change the way training is carried out and perceived by the (LDC) community at large. The VTSP's only deliverable is professional attention and, depending upon the other players' interest and commitment, better employment-related training."*

But, because the project is unusual, it is hard to "sell" to potential beneficiaries. It is known as an "American project." Since the VTSP does not itself train, Jordanian and Moroccan PVOs, businessmen and government officials expect the VTSP to be a transmission belt for providing tangibles such as money, trainers and/or training equipment, rather than, in the main, advice and assistance regarding linkages with local resources.

The problem, however, is more profound than one of perceived needs. The VTSP focuses on two communities -- local PVOs and businesses, which, in the target countries at least, are notoriously difficult to impact significantly within a three- or four-year period.

- o Few PVOs in Morocco or Jordan are active in vocational education/training -- perhaps five or six in the former** and possibly 10 to 12 in the latter. (The "guesstimates" may be overly optimistic. When asked to name local PVOs engaged in vocational-technical training, the Secretary General of the General

* Page 3, VTSP Semi-Annual Report, October 1983-March 1984, submitted to AID 27 April 1984.

** The Temara Social Center is not a PVO, although it engages in vocational training and has benefitted significantly from VTSP assistance. It is a publicly supported and operated institution.

Union of Voluntary Societies, Jordan's umbrella PVO organization, cited three: NECC, which trains in TV/radio repair and maintenance at Zarqa; a PVO at Irbid, which trains tile-makers; and a center at Zarqa, which trains mechanics.) At any rate, indigenous PVOs in both countries are, by and large, underfinanced, ill-housed and ill-equipped; most visited by the evaluator were barely eking out an existence.

(VTSP field personnel suggest that, given the apparently small current vocational education/training "market" for the program, the ETCs might seek to induce other indigenous PVOs to enter into such training. This would be a lengthy task and one that had little chance of success in the immediate future. In point of fact, conditions in Morocco and Jordan indicate that VTSP concentration on indigenous PVOs cannot result in an important developmental impact over the short term.)

- o There are well-informed businessmen in both countries who appreciate the need for vocational training and who plan and budget for it, but they are few and tend either to be linked with American firms or have received training in the U.S. The overwhelming number of Jordanian and Moroccan small businessmen are unsophisticated about vocational training/education, are suspicious of free advice and seldom are prepared to pay for VTSP services.

(The VTSP, as noted earlier, has been singularly unsuccessful in charging businessmen fees for services provided. It is doubtful that income from fees can become significant to the VTSP, in part because of the unsophistication referred to above and in part due to the fact that government agencies offer similar analytical services in both countries free-of-charge (see below). Naturally, the VTSP does not attempt to charge PVOs for its services.)

In the case of both the PVO community and the business community, the project mistakenly assumed sufficiently early "market" penetration by the ETCs for there to be statistically significant results in terms of strengthened PVOs and other providers able to deliver employment-related training within the project time frame.

(N.B., the error was reinforced by the inadvertent overoptimism of VTSP's Phase I Field Survey, which reported having "met with 10 different private agencies in Morocco that are involved, to one degree or another, with vocational training," then listed eight, three of which (the Moroccan Red

Crescent Society, Association de l'Entraide Familiale and Cheshire Home) appear to be engaged in relevant-to-the-project training, and five that do not (a group of couscous makers, cheese makers, pottery makers, a wool processing enterprise and a group that teaches child-care skills). The survey also noted that, in Jordan, it "has identified many agencies and institutions, public and private, which could pay AMIDEAST directly for services," and that Jordanian private agencies are "strong, well-supported (and) relatively well funded." The evaluation found few of these.

But, perhaps the fundamental flaw of the VTSP project design reflected in the Logframe is the assumption that the success of the linking-agent concept in the United States could be replicated within project time and cost constraints in Jordan and Morocco.

The ETC -- the VTSP in-country agent whose job it is to link those needing training and those supplying such services -- is the key to success of the program. The ETC, like his/her counterpart in the U.S., is to function as catalyst, problem solver, planner, expeditor and resource linker.

The concept works well in the U.S., where human, technical and financial resources combine to provide an effective developmental infrastructure within which the linking agent (or "change agent," as she/he sometimes is called) can expedite job-oriented training. That infrastructure is lacking in Jordan and in Morocco.

To complicate the task of the ETC still further, his/her sponsor under the VTSP is AMIDEAST, a well known and respected American PVO, but an outsider in the host-country vocational education/training community. Such sponsorship is quite different from that enjoyed by the linking agents in the U.S., who invariably are public employees -- specialists who work for job-generation/training-related agencies of municipal, state, regional (and occasionally federal) government, and who thus operate within the official developmental community. Even if the socio-economic infrastructure were as strong in Morocco and Jordan as it is in the U.S., the absence of official, indigenous sponsorship/auspices would seriously hamper the task of the ETCs. Knowledgeable sources in both countries state that, to be effective, the VTSP's ETC must link up with a public entity that is in a position to make the required decisions regarding job-oriented education/training.

There are, in fact, indigenous public entities in Jordan and Morocco, as in the U.S., which specialize in vocational education/

training and which would be more logical home-bases for an industry-oriented program: the Vocational Training Corporation (VTC) in Jordan; and the Office of Vocational Education and Job Development (OFPPT), supplemented by the Small and Medium Industries Service (PME), in Morocco.* VTC and OFPPT conduct/supervise training programs for industry; VTC and PME conduct needs assessment studies and training evaluations. All three employ personnel who perform some of the functions of linking agents. And the services of the three agencies are provided free-of-charge. Logic suggests that they would make effective bases for basing ETC-type vocational education/training specialists in the two countries.

A Potential "New Direction"

If the present linking/networking orientation of the VTSP holds little promise for accomplishing Grant objectives, is there a potentially more promising related area in which program activities might concentrate, for increased developmental impact?

Discussions held both in the field and at AMIDEAST explored the issue and identified a possible alternative: VTSP employment on an assignment-by-assignment basis of in-country resources -- vocational training consultants, curriculum development and other vocational education specialists.

The consultants would assist PVOs and industry in upgrading their vocational education/training programs to become more effective providers of needed job skills. Insofar as PVOs are concerned, the VTSP might operate in Jordan and Morocco as a type of New TransCentury Foundation/PACT (Private Agencies Collaborating Together) entity, carrying out a program of technical assistance aimed at improving the capabilities of indigenous PVOs. Insofar as industry is concerned, the VTSP would avoid areas of technical assistance provided by the VTS, OFPPT, PME and other similar public agencies.

Examples of the type of services the VTSP might provide under the new concept:

- o The Secretary General of the Morocco Ministry of Handicrafts and Social Affairs suggested that the VTSP might be called

* See page III-6 for a discussion of the VTC activities and page III-9 for a review of PME's and OFPPT's activities.

upon to help the Ministry develop the job-placement function in several pilot training centers.

- o CRS/Morocco asked whether the VTSP could contract to perform training of trainers in areas the PVO seeks to enter.
- o Several interviewees, including AMIDEAST officials, stressed the importance of the VTSP getting into the provision of training services, including training of trainers -- possibly to industry, possibly to PVOs, possibly to both.

Interestingly, this "new direction" was part of the original Grant design. It is elaborated on pages 1 and 2 of the Grant Agreement as the chief activity of Phase II of the VTSP:

"(In Phase II) AMIDEAST will provide a wide range of local agency and program-strengthening services that will include technical assistance to improve management practices, materials and curriculum development, instructional methodology, program evaluation, etc. (for clients)...

"AMIDEAST's permanent development staff (the ETCs) will be responsible for the recruitment of consultants, trainers and other specialists who will in turn provide the training to the local vocational skills training agencies. Thereafter, AMIDEAST's duties will revolve around the provision of ongoing support to those contracted personnel (preferably indigenous) in all the logistical and substantive details relating to implementing individual projects."*

For whatever the reason, the technical assistance activity aspect of the VTSP Grant Agreement has become subordinated to linking and networking (words that do not appear in its text). To carry out the "new direction" to the degree suggested above would require major revision of the project structure and staffing, as it has developed to date, and large additional funding. The feasibility of the "new direction" would require intensive study and Log frame redesign, before it could be successfully put into place.

V-D. THE ROLE OF AID

Specific Support Grant PDC-0213-G-SS-1114-00 is atypical in that it closely involves two bureaus of AID -- FVA, the granting office, which, pursuant to the Action Memorandum, is responsible "for monitoring and evaluating those aspects of the Grant related to institutional strengthening," and the Near East Bureau, which is primarily responsible "for technical monitoring...for the life of

* Although the role of "outside" consultants and other specialists was stressed in the Grant, only a token budget (\$11,000 out of a 3-year total budget of \$738,839) was set aside for the line item.

the project." Also by terms of the Action Memorandum, FVA was to transfer funds for the program to NE for Project Year 1 (originally FY82, but subsequently extended for an additional 12 months), while Project Year 2 (now FY 84) was to be provided two-thirds by NE and one-third by FVA. As noted earlier, major delays in project startup and project implementation resulted in underspending by AMIDEAST; as a result, NE monies apparently were not needed.

Different Signals

In this instance, two-bureau involvement has resulted in a series of signals regarding the identity of project beneficiaries which have been perceived by AMIDEAST as confusing at best and contradictory at worst. Although the different signals may not have caused insurmountable difficulties to the VTSP, they cannot be said to have furthered smooth project implementation.

A short chronological review of the "signals" is appropriate at this point.

The Grant Agreement states that its purpose is:

"To assist AMIDEAST in the development and implementation of a program that will assist indigenous national and local agencies in the Near East Region that are already engaged in occupational skills training to strengthen their programs to provide marketable skills to...young adults and women who lack marketable skills."

By the time the VTSP's Phase I Survey Report was issued on 4 March 1982, AMIDEAST had noted a shift in project emphasis. The report noted:

"A subtle change occurred after signing of the agreement which relates to changes in the development focus at AID. AID, particularly the NE Bureau, indicated an interest in a particular focus in training that would lead to income-generation and not the broader definition which would include training...that would lead to improve the general well-being of an individual (such as literacy and numeracy education) as well as their income-generating skills.

"Another shift in emphasis came after the survey had been completed and the research team had returned. AID expressed an interest in having private enterprise become a participant in the training process, either by paying for the training of manpower it would then use, or by providing various kinds of technical assistance in the training programs."

After a 2 November 1982 meeting held at AID, and shortly after the ETCs employed by the VTSP had begun their field assignments, an AMIDEAST Memo to the File from the VTSP Project Director and Vocational Education Specialist reported that:

"NE hopes the program will focus on meeting the demands of the market place -- i.e., that the skills training programs we choose to work with will respond to the needs of business and industry...that we try and work within industry itself -- that is, identify skill training programs going on in various small or medium size industries and try and upgrade these programs and/or link them to other industries without skill training opportunities that might be able to benefit from these training programs." The Memo added that "AMIDEAST, while still interested in adhering to our original program plans of upgrading local, private vocational training agencies, will include this new aspect of work..."

AID's "Summary of 1st Annual Review of AMIDEAST VTSP," held on 25 March 1983, revealed an attempt to reconcile the different concepts and clarify their relationship:

"The program approach initially implemented by AMIDEAST (had) vocational training PVOs as beneficiaries...Activities were subsequently refocused to place the greater emphasis on the need to include other organizations which provide technical training, and to have the requirements of business and industry for skilled labor dictate the areas of training.

"There was general agreement that refocusing while also preserving the original purpose of the grant was and remains our intent. Adding the business-related dimension would ensure that VTSP's selection of training activities to be strengthened would be relevant to the real needs of employers. Training would be geared to actual demands for specific skills (would thus be 'demand driven')."

The revised project focus was officially incorporated into VTSP's operational approach at the July 1983 Tunis Conference.

Some months later, however, NE in a memo to FVA commenting on the VTSP Semi-Annual Report covering April-October 1983 indicated concern that the Grantee might have changed focus too far:

"I am concerned," wrote the NE Project Manager, "that in shifting our emphasis to a demand-driven model, AMIDEAST has potentially misunderstood the idea behind the model. While we recognize the need to work with industry and those organizations on

the demand side, one could draw the conclusion from the report that AMIDEAST will largely focus on these institutions, rather than those on the supply side (including PVOs) who are capable of meeting economic demands for trained personnel."

This caution was reenforced by a letter to AMIDEAST summarizing joint FVA/NE conclusions regarding a VTSP project review, in which FVA, on 10 January 1984, pointed out that:

"It is the concern of FVA Bureau that the primary beneficiaries (of the VTSP) may well become the employers and that participation by PVOs may, for one reason or another, be very limited. FVA Bureau does not question the value of industry as the primary beneficiary, only the wisdom of continued funding by FVA bureau of a program in which PVOs may turn out to be minor participants."

* * * * *

The evolving situation summarized above, while helping to clarify AID's project objectives, could not help but create operating difficulties for AMIDEAST, as it adapted to perceived changes:

1. Loss in time, effort and costs: The VTSP Annual Report of 24 February 1983 noted that: "The shift has slowed down the activities of the ETCs. The ETCs' training was based on the premise that the medium through which the upgrading of skill would take place would be private vocational education establishments. But this changed afterwards to supply and demand in in-plant training facilities. This required extensive shifts in contacts and new skills/tools...The two to three months that it has taken the Field Offices and Headquarters to adjust to the new focus, absorb new materials and begin to survey in-plant training, represent substantial costs to both USAID and AMIDEAST."
2. Indecisiveness: The Annual Report continued that "Another problem...has been the sometimes unclear directions from USAID. Both the FVA/PVC and NE Bureau are responsible for grant management, but in fact the NE Bureau has provided almost all of the direction to AMIDEAST on programming matters. When the FVA/PVC office did provide direction, it often differed from the NE Bureau."

During the evaluation, an AMIDEAST executive expressed the PVO's dilemma as follows: "We have always been willing to shift direction of the program if that seemed to help strengthen the project. But it seems that the project has been pulled from one direction to

another. There is a duality of direction; it changes, depending on whose direction for the moment has the most weight."

The eagerness of the Grantee to please what it has seen as two "masters" is revealed by the quite different tones of the VTSP's succeeding Semi-Annual Reports covering April-October 1983, and October 1983-March 1984, respectively. The former stressed demand-driven, industry-related project focus; the latter stressed PVO-related activity. At first impression, they seemed to be describing different projects.

A chronological analysis of the ETC/Morocco's client-oriented activity from November 1982 through April 1984 revealed that, with few exceptions, he concentrated on the Temara Center for perhaps the first six months, then shifted suddenly to contacts with industry from mid-1983 through March 1984, when he began emphasizing activity with PVOs. He reported that he cut back his work for the Temara Center in response to AMIDEAST's perceived change of project emphasis, at about the time his initial intensive efforts had begun to bear fruit.

Monitoring the VTSP

Just as the division of project responsibilities between two bureaus of AID resulted in the perceived changing, sometimes contradictory "signals" and overlapping effort described above, so the division inadvertently may have created gaps in project monitoring and oversight.

Hence, for example, the Logframe, which was to have been prepared within six months (180 days) of the effective date of the Grant Agreement was not submitted to AID for review until the project was 27-months old. In view of the perceived project shifts noted above, and the VTSP's gradual change of concentration from one that stressed technical assistance (per the Grant) to one that stressed linking and networking during the time the VTSP had no formal Logframe -- the lack of an agreed-upon project design matrix until the end of 1983/start of 1984 could have been an important causal factor in the project problems described in Section V-C, above.

In the case of AMIDEAST, venturing forth into what was for it the "unknown world" of vocational education and training support -- a complex specialty and one in which none of its ~~its~~ then permanent staff was qualified -- it would have seemed prudent for AID, which has competent relevant specialists, to have exercised closer technical supervision and guidance of the VTSP -- particularly during the formative stages of the project and its earliest implementation activities.

In part the situation may be a function of AID's uncertainty concerning its role vis-a-vis a PVO. In a 1981 evaluation, REDSO/WA had an appropriate passage:

"Within AID there is an ambivalent attitude concerning the degree to which a PVO should be left to its own devices. AID says it recognizes the value of 'preserving PVO identity and independence' (State 16729, 1981) yet, having the ultimate responsibility for optimal use of public funds, it must show vigilance...On one hand, AID is encouraging the use of PVOs (design, implementation and evaluation roles) to 'do more with less' under the assumptions that PVOs are technically qualified and cheaper than direct AID implementation. On the other hand, AID is finding out that it often expends ever-increasing resources reevaluating and redesigning projects than it would have by collaborating more thoroughly at the onset."

Appendix A. PERSONS INTERVIEWED

Abboushi, Fawwaz - General Manager, Jordan Ready to Wear Manufacturing Company, Ltd., Sult, Jordan.

Bergen, Stephen - FVA/PVC, AID/W.

Bigelow, Ross - FVA/PVC, AID/W.

Boularbah, B. - Personnel Director, Clark Gum Co., Casablanca, Morocco.

Bowers, Gerald - USAID/Morocco, Rabat.

Brioua, Mr. - Small & Medium Industries Service, Office for Industrial Development, Rabat, Morocco.

Brooks, Kent* - Industry Services Coordinator, MSU's Research & Curriculum Unit for Vocational-Technical Education, Jackson, Mississippi.

Buret, Sue - Field Office Director, AMIDEAST/Morocco, Rabat.

Cherkaoui, Mr. - ETC "Counterpart," Temara Social Center, Morocco.

Curtis, Katherine - Former Program Specialist/VTSP, AMIDEAST, Washington, DC.

Dalbonh, Eid Abu - Assistant Production Manager, Al Hikmeh Pharmaceuticals, Wadi Seer, Jordan.

Elamiri, Brahim - Sous-Directeur, Moroccan Deposit and Credit Bank, Casablanca.

Freeman, Hal - NE/TECH, AID/W.

Gower, Gerald - Deputy Director, USAID/Jordan, Amman.

Gregoire, Pierre - Director General, The Coca-Cola Export Corporation, Casablanca, Morocco.

Haddad, Itaiwy - President, Jordan Printing Press Agencies Syndicate, Amman, Jordan.

Haddad, Mashhour - Manager, the Jordanian Printing Press, Amman.

Hilser, Richard - President, International Division, Brakeley, John Price Jones Inc., Fund Raising Consultants.

Hishmeh, Lili - Fund Raiser and former Program Director/VTSP, AMIDEAST, Washington, DC.

Holdridge, David - Director, Catholic Relief Services/Morocco, Rabat.

Jalal, Ibrahim - Technical Manager, Al Hikmeh Pharmaceuticals, Wadi Seer, Jordan.

Kanwa, Samih - Director, Near East Council of Churches Vocational Training Center, Zarqa, Jordan.

Kawar, Mrs. - Al Hussein Society for the Physically Handicapped, Amman, Jordan.

* Interviewed by phone. All others interviewed in person.

Khoury, Aida - Employment-Training Coordinator/VTSP, AMIDEAST/
Jordan.

Lahlu, Mr. - Secretary General, Ministry of Handicrafts and Social
Affairs, Rabat, Morocco.

Leaty, Daniel - Program Officer, USAID/Jordan, Amman.

Malih, Mr. ETC "Counterpart," Temara Social Center, Temara, Morocco.

Masri, Munther - Director General, Vocational Training Corporation,
Amman, Jordan.

McCloud, James - Senior Program Advisor/VTSP, and Vice President
for Information and Development?AMIDEAST, Washington, DC.

McNamara, Alain - Field Office Director, AMIDEAST/Jordan, Amman.

M'Rabet, Ahmed - Director, Spring Maroc, Kenitra, Morocco.

Nasr, Nasr - Training Specialist, USAID/Jordan, Amman.

Omar, A. - Deputy General Manager, Al Hikmeh Pharmaceuticals,
Wadi Seer, Jordan.

Potee, Marguerite - FVA/PVC, AID/W.

Princess Magda - Al Hussein Society for the Physically Handicapped,
Amman, Jordan.

Rabi, Mohammad - Secretary General, General Union of Voluntary
Societies, Amman, Jordan.

Racanelli, Michael* - Assistant Director, Work Experience & Training
Unit, Training Opportunities Program, City of New York.

Rahmouni, Hassan - Employment-Training Coordinator/VTSP,
AMIDEAST/Morocco.

Salti, Yacoub - Executive Secretary, Near East Council of Churches,
Amman, Jordan.

Searight, Susan - Co-Director, EIRENE, Casablanca, Morocco.

Sebti, A. - Operations Manager/Morocco, The Coca-Cola Export Corp.,
Casablanca.

Shawareb, Hassan - Community Development Director, UNICEF/Jordan.

Taki, Mr. - ETC "Counterpart," Temara Social Center, Temara, Morocco.

Vollbrecht, Anthony - NE/TECH, AID/W.

Walsh, Daniel - Program Coordinator, former Vocational Education
Coordinator/VTSP, AMIDEAST, Washington, DC.

Zabaneh, Mrs. - Social Worker/Secretary, Near East Council of
Churches, Amman, Jordan.

Page 7 of 8
Vocational Training Support Program (VTSP) / AMIDEAST

PDC-0213-G-SS-1114-00

OBJECTIVE	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<p>OBJECTIVE:</p> <p>1) Increase employment and productivity in selected countries of the Middle East through linking vocational training with employment.</p>	<p>1) Increase in employment and productivity.</p> <p>2) # of linkages established.</p> <p>3) # work experiences and jobs developed for PVO trainees.</p>	<p>National labor statistics</p> <p>Project documentation</p> <p>Site-visits</p> <p>Client interviews</p>	<p>Employment opportunities exist</p> <p>National governments continue policies supporting vocational education and training and efforts to link them with employment.</p> <p>No major fluctuations in labor migration patterns will occur.</p> <p>Negative image of vocational education/training held by various interest groups, including employers, can be reversed.</p> <p>Students, workers and work seekers need up-to-date information on employment/career development strategies.</p>
<p>PURPOSE:</p> <p>1) To strengthen the ability of existing private voluntary organizations (PVOs) and other providers of vocational training including employers to deliver employment-related training.</p> <p>2) To institutionalize AMIDEAST's ability to support, through networking, linking, and research activities, vocational education/training programs in the region.</p>	<p>END OF PROJECT STATUS:</p> <p>1 a) # PVOs/industries/others reoriented their training program, offerings to reflect local employment demands (employment-training linkages established).</p> <p>b) #PVOs/industries/others with staff trained as ETC counterparts.</p> <p>c) #PVOs/industry/others with active guidance/work experience/placement components.</p> <p>2 a) All AMIDEAST VTSP staff trained.</p> <p>b) # university, professional, international, and business community contacts developed.</p> <p>c) Feedback and endorsements from VTSP clients, collaborators and observers.</p> <p>d) \$ amount funds raised from corporations, international organizations, governments, others.</p> <p>e) VTSP staff, offices, and resources in place.</p>	<p>Project documentation</p> <p>Site-visits</p> <p>Client interviews</p> <p>Project documentation</p> <p>Site-visits</p> <p>VTSP staff interviews</p> <p>Fundraising records</p>	<p>1 a) Interest and ability of PVOs to link their vocational education and training offerings to local employment demands can be demonstrated.</p> <p>b) Employer commitment to improving productivity via linkages can be demonstrated.</p> <p>c) Qualified host country nationals available for ETC position.</p> <p>2 a) Fundraising activities will provide continuing funds for VTSP beyond grant cut-off date.</p> <p>b) Qualified host country nationals available for ETC position.</p>
<p>OUTPUTS:</p> <p>1) Employment-training</p>	<p>1) Staff trained</p>	<p>1 a) Project documentation</p> <p>b) ETC/PVO training course</p>	

B-1

... MIB... s cr. lity
the field of vocational
education/training established.

3) Linkages established between
PVOs, other trainers, and
employers.

4) PVOs/industry/others develop
or change training approaches,
philosophies and offerings.

5) VTSP network of professional
contacts (employers, PVOs,
trainers, vocational education
professionals, government
agencies, etc.) established.

6) PVOs/industry/others
vocational training needs
assessments completed.

7) PVOs/industry/others assisted
to evaluate their current
training programs.

8) PVOs/industry/others
assisted to locate funding and
other resources needed to
implement desired changes in
vocational training offerings.

9) PVOs/industry/others
assisted with placement
activities (work experience or
ferral jobs).

10) Employment-Education Linking
Workshops held. PVO staff
trained as ETC counterparts.

11) PVOs and schools
institutionalize community
pre-vocational awareness
activities initiated by ETCs.

req for MEAST il.

3) Regular, effective exchange occurring
between parties on issues related to
training, jobs, and placement.

4) PVO staff actively seeking to
modernize training offerings.

5) VTSP staff, in region and in
Washington developing comprehensive
network of contacts with organizations and
individuals in Middle East and U.S.
involved in productivity, vocational
education/training, and employment issues.

6) PVO/industry/others requests for
assistance with vocational training
needs assessment.

7) PVO/industry/other requests for
assistance in evaluation of their
current vocational training programs.

8) PVO/industry/others requests for
assistance to locate funding and other
resources needed to implement
desired changes.

b) \$ amount funding and/or equipment
received.

9 a) # work experiences arranged

b) # jobs developed for PVO
graduates

c) minimum of 1 orientation field
trip arranged per PVO.

10) Levels of client participation.

11 a) # schools/classrooms visited.

b) # students/trainees/workers/teachers
in attendance.

c) films shown/exploration

a) Project documentation
b) Client correspondence
c) Client survey
d) Newspaper articles
e) Site-visits.

3 a) Project documentation
b) Site-visits
c) Interviews with PVOs,
industry representatives,
trainers, and workers.

4 a) Interviews with PVO
administrators and technical
staff.
b) Site-visits to PVOs.

5 a) Project documentation
b) Site-visits
c) Interviews
d) Client surveys

6 a) Vocational training needs
assessment documents
b) Site-visits
c) Interviews

7) Vocational training evaluation
documents.

8 a) Project documentation (needs
assessment correspondence)
b) Site-visits

9 a) Project documentation
b) Site-visits
c) Interviews with PVOs/school
officials/employers

10 a) Project documentation
b) Interviews with participants

11 a) School/PVO records
b) Site-visits
c) Interviews with teachers/
administrators/others.

5) The value of practical work
experiences will be recognized in
region by those necessary to make
work, e.g. school administrators,
students, and others. Work
experiences, field trips and other
related activities do not violate
national labor regulations, union
or cultural values.

12) Vocational education/training research and development topics identified.

13) Television/radio programs dedicated to pre-vocational and vocational subjects.

14) Local linking/training/ placement/other contracts awarded to AMIEAST VTSP.

15) VTSP newsletter and brochure written and distributed.

16) Newspaper articles by or about VTSP written.*

17) Exchanges/loans of U.S. vocational education/training materials and resources.*

18) VTSP fundraising strategies developed and funds raised.

19) Linkages established with U.S. universities and other sources of specialized vocational education/training expertise.

20) Exchange of PVO/industry trainers for familiarization/training purposes.

* Starred outputs indicate clearinghouse function

12) Client/other responses.

13) # hours broadcast time planned or completed.

b) Requests for VTSP input.

14) # contracts awarded.

b) \$ amount contracts awarded.

15) Newsletter/brochure copies and mailing list.

16) Articles written/printed.

17) # and list of resources exchanged or loaned.

18) a) VTSP Advisory Committee formed.

b) Fundraising network established and contacts developed.

c) \$ amount funds raised.

19) a) Level of commitment/ involvement of university staff/ others.

b) Materials/resources shared.

c) Training opportunities exchanged.

20) a) Response of PVOs/industry, others to opportunities to exchange trainers.

b) Courses/seminars offered or attended by exchange trainers.

Project Documentation

13) a) Project documentation
b) Programs copied/recorded
c) Program guides
d) Interviews with media programming personnel.

14) Project documentation

15) Project documentation (newsletter file)

16) Project documentation (newspaper article file)

17) Project documentation
, (correspondence file)

18) a) Project documentation (Advisory Committee correspondence
b) Financial records
c) Interviews with members Advisory Committee

19) a) Project documentation
b) Interviews
c) Newspaper articles

20) a) Project documentation
b) Site-visits
c) PVO/Industry/other interviews

17) U.S. universities and others or interested in international vocational education/training efforts continue to increase their levels of cooperation with VTSP

19) U.S. universities and others or interested in international vocational education/training efforts continue to increase their levels of cooperation

INPUTS:**Training:**

For ETCs in-region and on participants.

For other staff.

Training Materials

Technical Assistance/Consultants

Equipment/Office Supplies

In-Kind Contributions

U.S. University and Industry Cooperation (Technical and Professional).

BUDGET

<u>Category</u>	<u>9-15-81</u> <u>9-30-83</u>	<u>10-1-83</u> <u>9-30-84</u>	<u>10-1-84</u> <u>9-30-85</u>	<u>Total</u>
Personnel	\$ 117590	107268	145830	370688
Consultants	12203	6000	3000	21203
Travel and Transportation	46053	32280	19073	97406
Other Direct Costs	48111	17751	15812	81674
Overhead	<u>70947</u>	<u>66506</u>	<u>90415</u>	<u>227868</u>
TOTAL	294904	229805	274130	798839

**Appendix C. AMIDEAST'S COMMENTS, DATED 12 JULY 1984,
ON THE DRAFT INTERIM EVALUATION REPORT**

COMMENTS

Although AMIDEAST may have been able to accomplish more during the past two years of the VTSP, a subjective analysis of progress toward accomplishment of outputs shows that of the 20 outputs in the logframe 12 are being produced by the program with some significance. Only two outputs have not been met at all, and the remaining 6 have been met weakly.

Output Met (or at least partially met- satisfying one or more indicators)	Weakly Met	Not Met at all
Output 1	Output 11 a,b	Output 13
Output 2	Output 12	Output 18
Output 3	Output 14	
Output 4	Output 15	
Output 5	Output 16	
Output 6	Output 20	
Output 7		
Output 8		
Output 9 b		
Output 10 b		
Output 17		
Output 19		

Page of Draft

Specific Comments

- 1-1 Paragraph 4 - No one has stated that our efforts will result in financial institutionalization by September 30, 1985. We do believe, however, that AMIDEAST can make major headway in funding the program by that time.
- 1-4 The report has under emphasized the impact of AID's dual management, especially that of getting technical direction from one bureau while funding came from another. In addition, communication from AID re: project activities budgeting progress reports was infrequent and often quite delayed (e.g. summaries of semi-annual reviews 2 1/2 - 3 months after reviewing meeting dates).
- 1-3 Paragraph 2 - The report overlooks the fact that both Field Office directors have received training as ETCs and that the Senior Program Advisor and the Assistant Director for Development have been extremely involved with the VTSP from its earliest days. This is a very important fact of institutionalization.
- IV- A On the basis of discussions with B. Heyman, NE/TECH, H. Freeman, NE/TECH, and M. Potee, FVA/NC, AMIDEAST understood that since the evaluation was mid-course, AMIDEAST would not be expected to have made achievements in all areas. It is also ironic that AMIDEAST is being held to the terms of the original grant agreement, while AID repeatedly directed it away.