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OEF INTERNATIONAL

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Willie Campbell, President Elise Fiber Smith, Executive Director

Employ it

June 25, 1985

Mr. Barry Heyman
Chief, OPVD
US AID/HAITI
Department of State
Washington, DC 20520

Dear Mr. Heyman:

Thank you for your letter of May 17 which acknowledged that our "Factory Women's Center" proposal warrants USAID's support. We have taken your considerations into our revised proposal, now entitled, Factory Workers' Center, which is attached, as follows:

Self-Determination

Throughout the proposal we have strengthened the "self-determination" process of the project, and the activities presented are described as illustrative.

Restriction to Women

The title of the project was changed to "Factory Workers' Center", and throughout the document the inclusion of men is added.

Research and Evaluation

The methodology to be utilized in this project will combine OEF's experience in participatory research with working women, especially in project evaluation, with state-of-the-art methodology in industrial productivity analysis. Expertise is now being identified in this field that can be brought in to assist the project staff in the design of the research, data collection approaches, instruments, and analysis framework. USAID/Haiti's input on the design and implementation of the research methodology will be critical to obtaining the quantitative and qualitative data that is sought. The project's advisory committee on research and evaluation will be formed and consulted in order to guide the research methodology design which will take place in the start-up months of the project.

Service Facilitator vs. Provider

The proposal was revised throughout to reinforce the facilitator approach rather than a provider of services role. Keeping this in mind, and with the increased emphasis on "self-determination" by the women themselves of the nature of activities desired, the Training Coordinator's role will be critical in determining how best to assist the women toward achieving their goals.

Health Services

In the revised proposal budget, the "Consultants and Contracted Services" line item includes technical assistance to be utilized to meet the women's interests. All activities facilitated by the FWC will be closely coordinated with the resources available in the industrial park and other sources in Port-au-Prince.

Factory Participation

The revised proposal targets a total of 15 factories to participate actively in the project. The targeted beneficiary population now is estimated at 300 over 3 years. The intention of this project is to develop a pilot program which will be institutionalized and increase its participation in accordance with realistic projections.

Budget

The project budget has been revised to reflect the changes as mentioned above. Additional information has been provided in the section "Budget Explanatory Notes" on the functions of the Washington staff and the overhead calculations. Also included in the budget are funds for the AID Project Manager and auditor, as requested. The contributions budget has been expanded to 25% of the AID support.

We hope that this revised proposal reflects your considerations, and that the cooperative agreement can be finalized soon. We are all anxious to begin this unique project.

Sincerely,

Emily DiCicco

Emily DiCicco
Director of Program Development
Latin America and the Caribbean

EDC/pp
Enclosure

PD-AAY-581

Women in Development
Agency for
Room
Wash
(202)
Date of Acquisition
Source

FACTORY WORKERS' CENTER

REVISED PROJECT PROPOSAL SUBMITTED TO

AGENCY FOR INTERNATIONAL DEVELOPMENT
MISSION TO HAITI

OEF INTERNATIONAL
2101 L STREET, N.W. SUITE 916
WASHINGTON, D.C. 20037
202/466-3430

June 1985

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I. EXECUTIVE SUMMARY

Urban unemployment and underemployment in Haiti result from the imbalance between the rapid growth of the urban labor force and the inadequate growth of productive urban employment opportunities. Haiti must expand its employment opportunities for its burgeoning urban population. The export-oriented light assembly industry has been targeted by the Government of Haiti as the most likely sector to be able to create thousands of jobs in a short period of time. Barriers which now hinder industrial growth must be removed, including a workforce characterized by a very low standard of living, general job qualifications and health.

The issue of productivity is debated in Haiti, as in other countries seeking to maximize industrial growth. Several studies have concluded that investment in human resource development of the labor force yields high returns in terms of increased productivity. Workers' education, health and nutrition, and standard of living are linked to effects on job performance.

Women comprise three-quarters of the assembly industry labor force in Haiti. The "average" factory employee is female, 31 years of age, head of a household of seven persons, and has three years of formal schooling. She earns approximately $70 per month and is in debt. She has scant opportunity to improve her present situation by learning a job skill, accessing credit for a small business venture or a home, or availing herself of medical attention. She is a human resource underutilized by her employer, her community and her nation.

A Factory Workers' Center (FWC) is proposed in order to develop a comprehensive program of activities meeting the needs of factory women and men. The possible activities are focussed on increasing the skills, income, housing and health of these people, utilizing a "self-determination" approach. The FWC will be the "facilitator" of these activities where possible, bringing in a variety of existing institutions to expand their programs to this population. This project is expected to result in increased productivity in selected factories, contribute to increased investment in the industrial sector and expanded employment in Haiti.

II. PROJECT RATIONALE

A. Employment Situation in the Industrial Sector of Haiti

Unemployment and underemployment are among the most critical problems Haiti faces. The creation of thousands of new productive jobs is considered one of the most immediate priorities for the country's development, as set forth by the Government of Haiti (GOH) in its Two-Year Plan for the period 1984-1986.

Underemployment, which is indeed the occupational situation for most of the rural and the urban population, is approximately 57 percent at the national level (1). Although it affects the agricultural sector as well, underemployment is typically an urban problem. According to a recent World Bank report, 70 percent of the Port-au-Prince labor force is engaged in informal sector activities, characterized by low productivity, marginal employment, and high underemployment.

In recent years, the employment situation in Haiti, and particularly in the metropolitan area of Port-au-Prince, has not shown any sign of improving, in spite of the accelerated growth in manufacturing during the last decade.

The assembly export industry sector has been the fastest growing component of the national economy since 1971 -- 60,000 workers in the metropolitan area of Port-au-Prince, where the factories are located. It is estimated that this sub-sector has created an average of more than 4,000 jobs yearly during the past 10 years. It is growing at the rate of 12-15 percent per year, and accounts for 37 percent of total exports (1979-81).

According to An Investors Guide to Haiti, over 200 firms currently transform and assemble imported or local components into finished or semi-finished goods for export. Ten companies are directly owned by U.S. citizens, 20 are subsidiaries of U.S. corporations, 50 are joint Haitian-U.S. ventures and 100 are Haitian-owned. Most were established after 1970.

The light assembly industry is concentrated in Port-au-Prince in two industrial parks, and along the major avenues leading to the airport.

This ostensibly encouraging performance of the assembly sector in terms of employment has been largely offset by the growing influx of rural migrants into the capital over the last decade. The 1982 census reveals that the population of Port-au-Prince has grown by an annual rate of 5.2 percent. More than half of this figure is attributed to the rural-urban flow, at the rate of over 14,000 new migrants yearly. In the 1970's, the

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1. Emploi-Chomage: Diagnostic and Repartitions Secretaire d'Etat du Plan - O.I.T. Juin 1983.

urban population nearly doubled, reaching 24 percent of the total population in 1984. Seventy percent of urban growth occurred in Port-au-Prince.

Faced with the grim outlook of the employment situation, the Government has been prompted to consider the development of labor intensive industries as the main strategy toward the solution of the employment problem. In conjunction with the private sector, it has taken increasing steps to encourage domestic and foreign private investments in export-oriented manufacturing.

Haiti is trying to position itself for the favorable conditions offered by the Caribbean Basin Initiative (CBI) of the U.S. Government. The CBI provides for one-way free trade, allowing duty-free access to the U.S. market for the majority of Caribbean Basin products for a twelve year period. Presently, there is general agreement among national and foreign experts that with its proximity to the U.S., its large supply of labor and the extremely low wage rate, Haiti can attract labor-intensive industries relocating from the East Asian countries, where production costs have risen rapidly in the past few years. For many U.S. firms, locating their manufacturing operations in the Caribbean will help keep them competitive. As Peter Drucker notes, "for many U.S. companies, production sharing will be the only way to stay in manufacturing ...It is the fastest growing mode of industrial organization in the world today."

In order for Haiti to grasp the available opportunities, it needs to overcome a number of current limitations that hinder industrial growth and adversely affect its competitiveness with other Caribbean Basin countries. These constraints include insufficient financing mechanisms, inadequate infrastructure in many areas, and limitations in the labor force. The workforce demonstrates a low level of literacy, a lack of specialized skills, poor nutrition and health, and poor living conditions. These have been increasingly pointed out by representatives in the private sector and by foreign experts as obstacles to productivity and growth of employment in the industrial sector.

The critical need and the potential for improving workers' socio-economic conditions and level of qualification was documented by the Haitian private sector in a report presented to the Government by the Association des Industries d'Haiti (ADIH) in 1981, which resulted from a comprehensive analysis of the industrial sector. (2)

This report concluded that increases in the minimum wage are an inadequate response to the deteriorating economic conditions of the workforce. It recommended that the Government promote a human resource development policy to upgrade the labor force quality. The report gave particular attention to the need to

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2. Association des Industries D'Haiti, Industries d'Haiti: Situation, Problemes et Perspectives, Port-au-Prince. 1981.

improve the standard of living of the industrial work force, particularly in terms of housing, water, nutrition and health, which would make it possible for the workforce to better contribute to the expansion of the sector.

The ADIH conclusions and recommendations are confirmed in an independent study recently undertaken to determine the needs of female Haitian factory employees, as perceived by factory employers and women workers themselves. (3) Employers stated that nutritional and health conditions, lack of education and training, distance from the work site and inadequate housing negatively affected the job performance and productivity of their employees. Some employers, for example, attributed a reduced performance in the afternoon to the poor quality of the workers' lunches. The employers were found to be amenable to efforts to improve the constraints faced by their employees, and in most cases, had tried specific programs in their respective plants. These programs, mainly medical care and nutrition, were viewed as worth while by the employers, but were not long lasting because of time and management constraints and inadequate design of the programs to meet workers' needs.

The workers interviewed for this study described the difficulties they face, but had few options for improving their situation individually. Port-au-Prince offers negligible opportunities for skills training, scant access to credit for entrepreneurial initiative, restricted availability of health, nutrition and family planning services. The workers expressed great interest in taking advantage of such opportunities.

B. The Productivity Issue

The issue of productivity in factories in the Third World is one which is greatly debated, but there is consensus that human resource development improves productivity. According to a World Bank report, Labor Productivity: A Tour d'Horizon, "in most developing countries, the return on investment in human development remains high."

That report offers an analytical review of research on the effects of different indicators of labor quality (health, education, nutrition, housing, etc.) on labor productivity in developing countries. Several studies have confirmed the fact that labor productivity differentials are explained by indicators of education, health and nutrition status. The report also pointed to the interaction between these different indicators and the synergistic effects on productivity and job performance. Education, for example, has a considerable impact on workers' nutrition and health status, and finally on job performance.

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3. Lewis, Faith and Allen Le Bel, Source Report on Haitian Factory Women, Port-au-Prince. 1984.

According to the World Bank, the upgrading of workers' education, skills and living conditions is a need inh rent to the process of industrialization in any country.

In Haiti, the next steps in the industrialization process will make this upgrading of workers' education, skills and living conditions essential. At present, human resource development and productivity are not receiving merited attention from the factory owners, perhaps because of the high profitability of assembly sector enterprises. With wages low enough to allow a 30-50% financial rate of return on investment in much of the sector, it is not surprising that factory managers are satisfied with workers' productivity and have taken little action in this regard.

Up to now, the low level of skills required by the assembly operations in Haiti has been seen by many as an explanation of the adequate productivity of Haitian workers. However, as the ADIH report noted, foreign companies involved in the production of highest quality articles generally avoid investments in Haiti.

The World Bank cites the exceptional growth of some of the East Asian developing economies to illustrate how high expenditure on human resource development can lead to enormous gain in productivity. The success registered by these countries in "trying to squeeze as much as half an extra unit of annual output from an extra unit of capital," and the exceptional economic growth they have achieved compared to other countries that have gone through a similar process of labor-intensive industrialization, is due for the most part to the high level of human resources development they have pursued simultaneously.

If Haiti is serious about expansion of employment, if it desires increased industrialization, and if it wants to attract the kind of diversified investments which stimulate the country's development by increasing the value added per worker, the time has come to upgrade the skills and quality of the labor force. Any program for the industrial labor force must focus on women, since women comprise 75 percent of the light assembly sector. Detailed information on this population is discussed in the next section and in the methodology section.

C. Profile of Haitian Factory Employee

The Lewis study focussed on female factory employees because they are the majority. The light assembly manufacturing sector of Haiti employs approximately 60,000 people, of which about 45,000, or 75 percent, are women. This contrasts with the import substitution industry which has a greater percentage of men, possibly because more machinery is used in those factories.

The averge woman in the Lewis study was 31 years of age. In the F. Pierre sample of factory women, the average age was lower: 81 percent of the women were under 30. Pierre's conclusion, as

is ONAPI's for the electronics firms, is that younger workers adapt better to new situations, and are therefore selected over older applicants.

Other reasons for this situation may be seen in looking at women's work history from her point of view. Typically, a young woman sees factory employment as a means to garner a steady income, with a goal toward some savings which might by invested in a small business commerce activity. She may also view factory employment as a route to learn new skills, from which she could move into a home-based business, i.e., as a seamstress. These situations have been observed in OEF projects in Costa Rica and Panama, as women move from the industrial sector to the informal sector in a work career.

In the Lewis study, the average number of years of schooling among factory women is three years of primary school. Of the 24 women in the sample, seven (29 percent) were illiterate, seven could read and write, nine (37.5 percent) had some years of primary school, and one (a supervisor) had entered high school. The income levels of these employees corresponded with the educational level. Those who were illiterate averaged $60 per month, whereas the high school educated supervisor made $88 per month.

Forty-two percent of the women in the Lewis sample are in stable marital unions (usually common law) while 38 percent are separated or widowed. The remaining 20 percent are unmarried and had no children. (Women outnumber men in Port-au-Prince by 35 percent).

According to the Lewis study, 55 percent of women factory workers are heads of households averaging 7 people, including their own 3 children and other members of the extended family. With individual earnings averaging $70 per month, factory women are the main income earners, which puts them in the lowest third of Port-au-Prince households. The estimated 1983 distribution of income for Port-au-Prince households shows 65 percent of these households earn more than $100 per month.

Female factory employees spend 48 percent of their income on food, fuel and water. Housing accounts for 32 percent of the household expenditures and transportation 7 percent. The remaining 13 percent is for children's education, payroll taxes, medical care, household help and clothing. Lewis found that these women customarily operate their households at a deficit, i.e., they spend more than they earn. To meet the family's "cash flow" requirements, they borrow money from employers, money lenders, "solde" groups, etc. Their purchases are often on credit, hence today's wages are already owed for last week's food.

Whether the family has a resident male or not, women in Haiti are responsible for most of the expenditures for the family. Pass notes that in a great number of cases, both men and

women have control over separate income sources. In these situations, her income covers food, medical expenses and clothing for herself and the children. "Fathers who contribute to the welfare of children are praised but are rare; they are not considered 'bad' fathers if they do not contribute at all." (4)

Hence the income that a factory woman brings home is crucial to the survival of her family. She can be seen as a "vector" through which a variety of intervention programs will reach their desired effect. The proposal at hand presents a comprehensive program to meet several productivity-related needs. More detail on each of these areas is provided in the methodology section.

D. National Development Plan

The Government of Haiti has given labor-intensive activities and private investment in the industrial sector high priority per its Two Year Plan (1984-1986). One of the principal objectives of the Government for the industrial sector, as stated in this document, is to "reduce unemployment by creating 17,000 new productive jobs during the 1984-1986 period." The creation of more employment is recognized by the Government as "a primary goal for achieving economic growth and national development." In order to achieve this objective, the Government has designed several strategies, including increasing work force skills for the industrial sector.

The Ministry of Social Affairs is generally responsible for the government policy with regard to the labor force. It is currently planning several programs of motivation and vocational training, targeting prospective workers for the import substitution and assembly industries. For example, at the present time, the Ministry is conducting a program of "Education Ouvriere" in several low-income areas of Port-au-Prince. The program's aim is to train unemployed men and women as operators in textile industries. In 1983-84, 604 people were trained, but only two have been successfully placed in jobs.

The Ministry of Education has been conducting an industrial training program in the Institut National de Formation Professionnelle. This program is now functioning with technical assistance and financing from the World Bank and the International Labour Organization, and is focussed on prospective supervisors and mid-level management rather than on-line workers.

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4. Fass, Simon. The Economics of Survival: A Study of Poverty and Planning in Haiti. AID, Office of Urban Development. 1980.

E. USAID Priorities

The major pillars of the AID Mission program in Haiti are employment, environment (agriculture and rural development), population, health and education.

The AID mandate in Haiti for private sector development focusses on facilitating domestic and foreign investment, especially in the labor-intensive industrial operations that maximize in-country value-added to their products. "The basic objective is to provide foundations for sustained economic growth which will increase opportunities for gainful employment and foreign exchange earnings." According to the FY 1986 Country Development Strategy Statement, "Private sector development in Haiti will depend on a combination of interacting factors." To date, the AID Office of Private Enterprise Development (OPED) has focussed on the development of 1) intermediary credit institutions, including the Development Finance Corporation, the National Mortgage Bank and the Haitian Development Foundation; 2) non-traditional exports; and 3) investment stimulation and management training including the creation of the Private Enterprise Productivity Center to provide management-level training and technical assistance in feasibility studies. The Factory Women's Center (FWC), with its focus at the workforce level, complements these OPED activities and meets its policy objectives, in that human resource development is an integral component of an industrial promotion strategy.

A possible micro-enterprise component to the FWC would be complementary to OPED's other micro-enterprise effort. Only 20 percent of the clientele of the Haitian Development Foundation (HDF) is women. (Indeed, several years ago OEF was involved in a short term consultation to HDF to encourage the participation of women in its loan program). The HDF has no particular outreach to the factory population, and hence the FWC would be complementing its activities.

USAID has provided technical assistance in the design of the National Mortgage Bank (BCI), which will offer long-term housing loans for the first time in Haiti. It is projected that in the BCI's initial period of operation, 80 loans will be made to low-income families. The FWC and employers could assist the BCI in identifying clients from the factory employees who would be eligible for these loans.

The Mission's objective in the health sector is to improve the basic health and nutritional status of the poor and thereby reduce the nation's high rates of mortality and morbidity. The Mission's strategy includes promoting cost effective primary health care approaches and emphasizing the collaboration of private organizations. The FWC project could develop an innovative approach, targetting a unique beneficiary population with work-related health needs and services.

With regard to AID/H's objective is population, any FWC project activities would fit consistently: "to increase the availability and utilization of voluntary family planning services...increasingly engaging non-governmental groups in the provision of family planning services."

The FWC project fits the agency's objectives in Women in Development, as articulated in the CDSS and in other documents: "virtually every project financed with AID support is designed to impact positively on the welfare of women". The means used to accomplish this fall into three categories:

- The development of women-specific projects, such as the CHREPROF project;
- Prioritization of interventions which impact primarily on women, such as in the areas of health, family planning and assembly industries; and
- Incorporating specific interventions directed at women into projects whenever possible.

F. Related Programs

The Societe Nationale des Parcs Industriels (SONAPI) is an autonomous agency of the Government that manages the main industrial park. Adjacent to the SONAPI headquarters is a clinic which offers medical care for employees in the Park. The clinic is not fully staffed or utilized at the present time. The Director of SONAPI has interest in promoting programs for the benefit of factories and employers.

OFATMA is the agency of the Ministry of Social Affairs which has responsibility for worker protection. It handles yearly tuberculosis testing, worker compensation for accidents, maternity leave and other services of this nature. ONA is another governmental agency and is responsible for retirement pensions to which workers and employers must contribute.

According to the Haitian Association of Voluntary Agencies (HAVA), no private or multilateral institutions are presently working with this population per se. UNICEF has expressed an interest in supporting day care centers for factory workeers, and is considering a program which is being initiated this year in a small factory not in the airport area. The Intermediate Technology Group of Haiti is also assisting this pilot program.

G. Project Development History

As a result of the expanding light assembly export industry in Haiti, which provides an important source of employment, especially for low-income women, USAID/Haiti perceived the need to develop strategies addressed to this population and sector. In cooperation with the Office of Women in Development of AID/Washington, research was conducted in 1983, to determine the broad-based needs of the Haitian factory women, and to recommend possible intervention strategies which would assist in improving their quality of life, and increase factory productivity.

Using this research as a foundation, OEF International was invited by USAID to design the organizational, managerial and human resource development systems of a Factory Women's Center. Two Haitian women were contracted to thoroughly investigate the feasibility of such a center and the activities it might undertake. The Director of the earlier research study was contracted as the liaison between the OEF Haitian coordinators, USAID and the OEF headquarters office. The OEF Director of Program Development supervised the design project, was on-site in Port-au-Prince on three occasions to participate in the process, and was the person responsible for the final revised proposal.

A very interesting aspect of the design phase was a brief visit to the El Paso, Texas - Juarez, Mexico border area, where the "twin-plant" approach is very successfully applied, and where new jobs are being created rapidly (30,000 in the first nine months of 1984). Discussions were held with the Executive Directors of the industrial development associations on both sides of the border, with industrialists in the electronics field who are sensitive to human resource development approaches, and a tour was made of one of these factories. Most importantly, an in-depth discussion was held with the President and staff of a non-profit factory women's program, Centro de Orientacion para la Mujer Obrera (COMO), as well as with to several other women's educational programs. The El Paso-Juarez trip, followed by an orientation to OEF in Washington, gave the four members of the design team a common set of references, helping the team to look at the situation of Haiti's industrial sector and women's development from "macro" points of view, before immersing themselves into the details of project development and the reality of Port-au-Prince.

The immediate product of this "Phase I" design process is the proposal at hand. But more importantly, the last few months have brought together a host of persons and organizations who have widely divergent perspectives, but who share a common concern for improving the human and economic resource base in Haiti. The concepts outlined in this proposal have their support.

III. PROJECT DESCRIPTION

A. Project Goal and Purposes

The project goal is to contribute to the expansion of employment in Haiti.

The project will specifically accomplish the following pruposes:

1. Enable factory workers, especially women, to improve their socio-economic conditions through a self-determination process.

2. Demonstrate to selected factories that upgrading the quality of the labor force will contribute to increasing factory productivity.

The project will accomplish its goal and purposes by establishing a Factory Workers' Center (FWC) which will initiate a selected set of activities directed towards the needs of employees. The FWC will function as a "catalyst" to broker resources for employees and factories. It will facilitate the collaboration of other institutions in Haiti, in order to expand the beneficiary population of these institutions.

The FWC will be established in a location accessible to its beneficiary population. In Year 1, the office of the Center will be housed in a leased portion of the SONAPI medical clinic, where meeting space for small groups is available, as well as a private room. It is equipped with a large closet, suitable for supplies. A restroom would also be included for the FWC office. The main SONAPI clinic area will also be available for FWC use after normal SONAPI work hours. Slight renovation might be necessary.

In Year 2 of the Project, the FWC will build its own facility, possibly on land in the SONAPI Industrial Park. This is envisioned as a simple building about 1200 square feet, with a receptionist area, meeting rooms, possibly a medical examining room, and the director's office.

Training programs and meetings will also take place on-site in the factories, at the invitation of factory management.

A full description of the proposed FWC program is discussed in the Methodology chapter of this proposal.

B. Beneficiaries

This project is a pilot effort, hence it has a limited number of beneficiaries. It shows great potential for expansion once its effectiveness is proven, given the large beneficiary population, the projected expansion of this industrial sector, and the growth of Port-au-Prince.

Approximately 300 workers will directly benefit from the first three years of the Factory Workers' Center. Many more workers could benefit from a health component, which the program might also include. It is anticipated that there will be overlap between the participants in several activities. For example, the participants in a vocational training program might be candidates for the BCI housing program.

Multiplying the direct beneficiaries by household members (300 x 6) yields 900 indirect beneficiaries for this program. Additional community members are expected to benefit from activities that will be encouraged by the program.

During the first three years of the project, it is expected that 15 factories will benefit from the increased skills and productivity of a portion of their work force. If health and family planning activities are programmed, more factories might benefit from improved health of their workers.

Various collaborating institutions, such as BCI, FHAF, EYE CARE, CENTRE DE ST. MARTIN, INSTITUT FAMEPEREO, etc., will also benefit from the program in that the FWC linkage will expand their activities to a broader clientele and help them to develop new training materials and approaches.

For OEF and AID, this project offers the opportunity to test an innovative program model. To date, expansion of the industrial sector has been approached from an infrastructure, technology transfer and financial investment perspective, rather than in terms of workforce development. The FWC project takes the process one step further by designing a unique industrial program for the 1980's.

Hence, the FWC project is important from several potential perspectives:

1. Haitian factory employee:

   - Expanded income via a supplementary micro-enterprise;
   - Access to health services;
   - Increased opportunities for upward job mobility;
   - Access to vocational skills training;
   - Access to better housing;
   - Access to family planning services and pharmacy;
   - Greater job satisfaction.

2. Haitian industries and their multinational partners:

- Increased productivity;
- Greater return on investments in workforce;
- Increased quality control, efficiency of equipment;
- Increased utilization of supervisory and personnel management staff;
- Improved worker-management relations;
- Reduced number of employees on maternity leave and sick leave;
- Development of a mutually supportive activity in the industrial sector.

3. AID:

- Extension of private sector development program;
- Greater return on investments already made in investment promotion under the CBI;
- Testing of a mechanism for human resource development in factories;
- Access to a beneficiary population for other A.I.D. strategies.

4. OEF International:

- Further testing of existing training methodologies and materials for a unique beneficiary population;
- Expanded experience in various programmatic areas, such as micro-enterprise development, vocational training, housing, health and family planning;
- Opportunity to establish a long-term economic development program in Haiti;
- Greater access to corporations with operations in the Caribbean region.

LOGICAL FRAMEWORK MATRIX: FACTORY WORKERS' CENTER

Program Goal	Measures of Goal Achievement	Means of Verifications	Important Assumptions
To contribute to the expansion of employment in Haiti.	Increased employment.	Statistics prepared by ADIH, AID, HAMCHAM, government of Haiti.	Healthy economy in U.S. and other countries encourages investment and further expansion of industrial sector of Haiti. CBI status continues. GOH acceptance of project.
Project Purpose	**End of Project Status**	**Means of Verification**	**Important Assumptions**
1. Enable factory workers improve their socio-economic conditions by upgrading their skills, their productivity as workers and their self-determination.	1a. Household income increase. 1b. Women in factory supervisory positions increasing. 1c. Participant share of costs in FWC activities increasing.	1a. FWC participant records. 1b. FWC participant records and factory records. 1c. FWC financial and participant records.	Labor turn-over among beneficiary. Population sufficiently low to demonstrate project impact.
2. Demonstrate to selected factories that upgrading the quality of the labor force will contribute to increasing factory productivity.	2a. Employer demand for FWC participation. 2b. Employer contributions to FWC increasing. 2c. Employee turn-over rates in factories decreasing.	2a. FWC records, employer records, ADIH and HAMCham records. 2b. FWC records, employer records. 2c. Employer records, FWC records. 2d. Employer records, FWC records.	Stability of sector.

Outputs	Magnitude of Outputs	Means of Verification	Important Assumptions
1. A privately-operated Factory Workers' Center in the industrial zone of Port-au-Prince.	1a. Factory Workers' Center.	1. FWC records.	Continued support from industrial associations, corporations and specific individuals.
2. Institutional linkages established between corporations, PVOs and other interested agencies for labor force development purposes, specifically FWC operations.	2a. 15 corporations participating. 2b. 10 PVOs participating.	2. FWC records.	
3. FWC activities for participants, depending on interests of women, such as: a. "Core" Human Resource Training. b. Micro-enterprise Development. c. Vocational Training. d. Work-related Health. e. Housing.	3a. Total of 300 participants.	3. FWC records, employer records, PVO records.	
4. FWC staff trained in managerial, programatic, administrative and financial capabilities.		4. FWC records.	
5. A research and evaluation capability.		5. FWC records, ADIH and HAMCHAM records, employer records.	

Project Inputs	Implementation Targets	Means of Verification	Important Assumptions
1. USAID: Funding for OEF technical assistance and FWC start up expenses such as personnel, rent, etc.	1. Per Project Budget.	1. OEF, FWC and AID records.	Availability of qualified staff and technical assistance.
2. Corporations: Financial and in-kind contributions for FWC operations and program.	2. Per Project Budget for contributions.	2. FWC records, employer records.	Availability of AID, PVO and corporate support.
3. Private Foundations: Financial and in-kind contributions for FWC operations and program.	3. Per Project Budget for contributions.	3. FWC records, foundation records.	Availability of foundation support.
4. Women, community, PVO and other institutional support: Financial and in-kind contributions for FWC operations and program.	4. Per Project Budget for Contributions	4. FWC records, PVO and other institutions records.	Availability of support.

IV. PROJECT IMPLEMENTATION

A. Methodology

During this three year USAID-supported project, OEF will establish and operate with an adequate staff of Haitian and foreign professionals, a Factory Workers' Center serving factory workers and industries in the metropolitan area of Port-au-Prince. The FWC will facilitate a comprehensive program of activities to improve workers' productivity and socio-economic conditions utilizing a self-determination process methodology. The specific activities will be determined by the needs expressed by the workers.

The project seeks to transfer skills, knowledge and motivation, and to measure the results of this transfer. Non-formal education, human resource development and industrial engineering will be combined in this program's "self-determination" approach. Throughout the project, training and research will be on-going activities.

An important aspect of this transfer of skills, knowledge and motivation will be the involvement of project beneficiaries as integral partners in the FWC. As workers show signs of leadership and skill in assisting their fellow workers, they will be given extra training and responsibility as leaders, promoters or facilitators. Depending upon how the FWC determines the fee schedule of its activities, these leaders may or may not be paid project personnel. The combination of local facilitators and experienced trainers will be useful in all of the FWC program components.

Given the pilot nature of the project, a limited number of factories and employees will participate in the initial activities of the FWC program. As a starting point, the project staff will explain and promote the program to managers and workers of approximately five (5) factories operating within or near the Industrial Park. It is expected that these factories will be among the ones that have expressed greatest interest in the program during the study and program design phase interviews.

Selection of the factories to participate in this project will be made by the project staff according to criteria which would include the following:

- Expression of interest and commitment to the goal, purposes and approaches of the project and a willingness to contribute resources to the FWC, by the management of the factory.

- Location of the factory convenient to the FWC.

- "Mix" of factories, to involve factories in different types of production (electronics, garment, baseballs, etc.) different ownership/management arrangements, and different styles of operation (piece rate vs. hourly rate, etc.).

- Potential for project expansion.

The participation of workers from these factories in activities to be conducted by the project will be on a voluntary basis. Workers will be invited by the FWC staff to participate in preliminary gatherings where they will be informed in more detail of the project objectives, activities and the requirement for participation in the program. Their comments, suggestions and recommendations will be solicited at all times.

Selection of the factory workers to participate will be made by the Project staff, according to criteria which might include:

- Commitment of time and resources to the goal, purposes and approaches of the FWC.

- "Mix" of workers, to involve workers from several types of factories, with both Haitian and American management, with varied personal backgrounds in terms of educational attainment, income levels, etc.

- Preference for mothers who are the head of household.

All FWC beneficiaries will be encouraged to participate in the "core" course - a training program in human resource development. The core course will possibly be a requirement in order to participate in other components.

Adequate Creole training materials will be developed or adapted to the Haitian factory context in the course of the project. These materials will be reviewed and evaluated at the end of each training session.

A first step in the design of training materials will be to gather existing materials from other organizations. The materials produced by the GREAL (Groupe de Recherche et d'Experimentation en Alphabetisation) for their rural and urban adult functional literacy program will be evaluated, and where possible, integrated with OEF materials. FHAF materials for micro-business management training will also be reviewed and adapted to the factory women workers' needs, as will the vocational training materials.

Throughout the project life, FWC will collect and disseminate information to the workers on the existence of institutions which provide services in health, training, credit and housing, as well as other areas which relate to their needs. This referral service will become an important means of reaching potential FWC members, as well as providing an on-going service

for existing participants. The FWC will be aided in this task by its participation in the Haitian Association of Voluntary agencies (HAVA), which serves as a forum for cooperation, joint planning and the exchange of ideas and information among private voluntary organizations working in Haiti.

An integral activity in this pilot project is a research component which will assess productivity, provide baseline data for later comparisons, and make recommendations for improvements in the project.

Once the FWC has established its program with the initial factories, will be encouraged to participate in the activities. All factories who participate in the FWC will contribute to the expenses of the program as "institutional members", with both in-kind and cash resources. The approach to this aspect will be developed by the Advisory Committee and Project Staff.

The workers who participate in the FWC activities will also contribute to the cost of these services, through reasonable fees for services and membership dues, as well as their time and other "in-kind" contributions.

The Center program will be flexible, and activities may be added as recommended by workers and employers. An illustrative description of possible FWC activities follows.

B. Project Activities

1. The "Core": Human Resource Training

Light assembly factory work significantly alters various traditional roles of women in Haiti, according to the Lewis study. To begin, such work requires total absence for 10 to 14 hours per day from their household and community activities. Unlike market women, factory employees cannot adjust their work schedule to their own needs. In addition, they must allocate scarce resources differently to reflect the needs they face, such as increased expense in transportation and child care.

Another major difference factory workers face is the loss of inter-family relationships typical of the rural environment, substituted in part by the community cooperation networks. Fass comments that higher income, greater education, more neighbors, etc. are conducive to the formation of cooperative producer groups, "solde" credit schemes and so forth.

These three changes in workers' lives make human resource development challenging. Participation in the FWC should be both hindered and benefitted by these changes. The women will have a greater inclination to participate in group activities and individual self-determination programs, but at the same time, they lack the time and resources to invest heavily in this participation.

Women Working Together and Navamaga are two self-determination training handbooks developed by OEF for human resource development among such populations. Low-income people need certain human resource skills to enable them to overcome a sense of powerlessness and to confront obstacles which limit their options. The handbooks are tools for organizing groups to identify critical issues and problems in their lives and to do something about them.

There are a few underlying principles that form the basis of the OEF approach:

- Experiential or participatory learning - simply learning by doing. Instead of teaching someone how to plan, they are guided in the process of planning a real activity. The participants actually do that which is to be learned.

- Valuing one's own experience - recognizing and respecting each participant's experiences.

- Expanding from the person outward - looking at one's personal situation first, then looking at the larger situation.

- Outlining a plan to obtain the desired outcome - setting down specific follow-on activities in order to carry the learned skills from the training session to real life.

The handbooks present a variety of modules which can be used separately or in any combination, in order to meet the training objectives and the particular audience. A possible "core" course in the FWC case might be arranged in two hour sessions for each evening of a single week, or divided into sessions over several weeks, as follows:

- Who am I?
- My needs
- Setting personal and on-the-job goals
- Establishing a plan of action
- What's next and feasible?
- Graduation

2. Micro-enterprise Development

As observed by both Lewis and Fass, factory employees employ a variety of measures to bring income into the family, including conducting small commerce or other micro-enterprise concurrent to factory employment. This "moonlighting" is often encouraged by plant management, especially through the availability of pay advances and/or loans.

A micro-enterprise component of the FWC is one possible component envisioned as a supplementary income activity for factory employees, not as a means for them to quit their factory jobs. The workers have a steady income in their present position, and are seen as viable financial risks for credit schemes. Indeed these workers are involved in the traditional "solde" groups, receive loans in the form of wage advances from their employers, are clients of moneylenders, and otherwise participate in informal credit mechanisms to meet entrepreneurial as well as personal needs. These workers do not usually, however, have access to formal financial institutions. Nor do these workers have access to business management training.

The FWC would work closely in its micro-enterprise effort with the Fondation Haitien d'Aide a la Femme (FHAF), a Haitian non-profit organization affiliated with Women's World Banking of New York. FHAF provides a guarantee to local institutions making loans to women who otherwise would not have access to credit. FHAF also provides orientation to the women during the loan application process, and gives technical assistance and training to the women in accounting, marketing, pricing, quality control, and other entrepreneurial management skills. The specific arrangements for project collaboration between the FWC and FHAF will be determined once the project actually begins.

At this proposal stage, no credit or guarantee funds are requested in the FWC project budget, due to the existence of the FHAF funds and those of other non-profit institutions, to which the FWC clients would have access. Potentially, the FWC could make arrangements for its own credit fund, possibly using membership dues, fees or additional grant funds.

The formation of solidarity groups would be a major task for the FWC, since none of the existing credit mechanisms in Haiti has tried to develop this model. These groups are composed of five to eight people who know each other well, but they need not be involved in the same kinds of business activities. Each group handles the loan administrative process and repayment. Useful models for the FWC will be the ADEMI program in the Dominican Republic (5), as well as the work of the BCA program in rural Haiti. The concept has been successfully used in other pilot projects.

The FWC will possibly include the following activities in this component:

- Micro-enterprise planning and procedures;
- Screening of loan applicants and formation of "solidarity" groups;

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5. Reichman, Rebecca. Women's Participation in ADEMI, Accion International/AITEC, Cambridge, MA. 1984.

- "Business readiness" training;

- Managerial skills training;
- On-site consultation; and
- Monitoring and follow-up.

The goal of the micro-enterprise component would be to increase the household income of the factory employee. Credit and managerial assistance would be offered in order to launch or expand existing enterprises, and to increase the productivity, marketability and long-term viability of these enterprises. As a result of this process, entrepreneurs would gain access to formal credit systems through banking institutions, suppliers and other creditors.

Examples of micro-enterprises that might be started or expanded in this activity include:

- A restaurant, started by three factory employees living in the same neighborhood, and three women in that neighborhood;

- Crafts production, linked to an export company;

- A carpentry shop potentially linked to the construction industry expanded by BCI loans;

- Bulk food buying;

- Home-based day-care center.

3. Vocational Training

The factory workers in Port-au-Prince are largely untrained and unskilled, according to the traditional definitions of job qualifications. It should be recognized, however, that many people find employment in the textile industry precisely because they have certain sewing skills that they were taught informally.

In the Lewis Study, all but two women of the twenty-nine interviewed expresed interest in additional education and training. They felt that training would increase their options for employment mobility and perhaps for secondary income generation. The courses of greatest interest were those most familiar to them: sewing, literacy and cooking. They did not think to mention job-related technical training since these courses are not available to them. To a certain degree, these training aspirations reflected their educational attainment. Those who had more education were more likely to be interested in secretarial and language training.

Only one of the twenty-nine women interviewed was enrolled in a training program, the others gave "lack of funds" as the reason they were not enrolled in any courses.

On the other side of the coin, from the "job market" perspective, jobs are available but skilled workers are not. According to AID estimates prepared for manpower requirements in 1985, the manufacturing sector will need 11,500 skilled workers, but only 175 students are graduated each year from public training institutions.

If the workers express a need for a vocational training component of the FWC, it could match the demand for skills in specific areas with available workers and then find training programs to prepare them for these positions. This activity could be carried out in coordination with the Institut National de Formation Professionnelle (INFP) which has expressed the desire to collaborate with the FWC.

At the outset, the vocational training component could focus on existing factory employees who desire to improve their job skills and efficiency, especially those who might be promoted to supervisory levels. As businesses expand, and as new companies are attracted to establish operations in the area, the FWC would be in a position to respond to screening new applicants, training them, and assisting in job placement. This expanded service would depend upon the interest and collaboration of factory management.

The basic activities in the potential vocational training component of the FWC might be:

a. Labor Market Survey - initial analysis and then on-going survey of the demand for certain skills in the industrial sector.

b. Outreach and recruitment of training candidates who have taken the "core" course, and those who might be attracted to the FWC to begin with the "core" course. Posters, newsletters and other means of communication might be used to insure that all persons willing and able to be trained have an equal opportunity to participate.

c. Participation in "core" course, as a starting point for personal assessment and planning, followed by in-depth sessions for vocational training and career guidance.

d. Hands-on training, with modules prepared and sequenced so that trainees can learn rapidly, retain the skills and knowledge, and transfer the learning to the real job.

e. Job Development - the Training Coordinator and INFP representative would match the trainee with job advancement possibilities. Employers would be able to seek FWC participants to meet their manpower needs.

f. Follow-up consultations for new employees or persons in new positions, some 3 - 6 months later. The follow-up would be necessary to help the workers overcome problems and retain the job until they are permanently in that position.

4. Housing

Housing is a major concern for the low-income population of Port-au-Prince. Variations in the quality, location, size, price, payment schedule and occupancy arrangements provide a degree of flexibility, allowing each household to find its shelter niche. Nevertheless, according to Fass, "several limiting factors, such as the aggregate supply of land, building materials and construction workers, create high prices relative to income." According to the AID Project Paper for the National Mortgage Bank, housing costs increased 77 percent in the last 3 years due to the shortage of housing stock.

Until recently, private financial institutions specializing in housing did not exist and the Public Enterprise Social Housing (EPPLS) has a limited budget. The Banque de Credit Immobilier (BCI) has been established with the purpose of financing the acquisition, construction and improvement of housing as well as commercial and industrial properties.

In Port-au-Prince, 75 percent of the residents rent their homes, and among the factory women, this percentage is even higher. For factory women, housing was the gravest concern of those interviewed in the Lewis study. Lewis found that those women who earned more per month also had the highest monthly rent. While the common explanation for this would be that those who earn more are able to live better, Lewis found that those who earn more need larger housing because they have taken in more extended family members.

In addition to the cost of housing, the condition of the housing was a major concern for these women. Their dissatisfaction stemmed from over-crowding (an average of eight people in a one-room dwelling), flooding, mosquitos and rats, and garbage in the neighborhood. Only a third of those interviewed had running water, the other women spent as much as an hour per day fetching water. Fifteen of the 24 women had electricity in their homes. General dilapidation of the house was a common complaint, since houses are constructed of scrap metal, wood and cement blocks.

If housing is a major concern of the workers participating in the FWC, it could coordinate efforts with the BCI in order to facilitate the participation of workers in the Bank's housing loan portfolio. At least 80 workers, belonging to the $100 - $150 per month income group, could benefit from the pilot program.

The FWC might collaborate with the BCI in the following areas:

- Set up a factory employee applicant screening process and education program for the BCI loans.

- Establish a dialogue with the women workers, employers and the BCI to determine repayment mechanisms.

- Maintain on-going follow-up with borrowers and the BCI in order to assure loan repayment and to provide recommendations for expansion of loans to this population.

The FWC technical advisor could discuss with the BCI staff the possibility of expanding credit to a larger number of workers if they were to apply as a group for loans. The BCI has planned to disburse only 80 loans to applicants in the $100-$150 income group, in which only a minority of workers find themselves. However, for the $151-$300 income category, there are another 170 loans scheduled. The FWC would also assess the feasibility of a collective effort with the BCI.

5. Work-Related Health

As can be expected in a country with the lowest per capita income in Latin America, health is a major problem in Haiti. The average life expectancy at birth is 48 years, which is low when compared with a life expectancy of 60 years in neighboring Dominican Republic and 69 years in Jamaica.

Factory employees have "a generally poor state of health" according to Lewis, due to intermittent malaria, chronic low-grade intestinal infections and other diseases. Lack of financial resources and time prevents them from seeking preventive care and proper treatment. Although by law, factories must have a physician at the plant on a scheduled basis, in only one-quarter of the cases reported by factory women were factory doctors consulted. Several women explained that the doctors were not available when they needed them.

Lewis found the fertility of the factory women in the sample to be lower than other women, but factory women are younger than the general population. In the Lewis sample of 24 women, 5 (21 percent) did not have children and 19 (79 percent) did. Of those with children, 14 (74 percent) had one or more children under the age of five. The average number of children was 3.

Only two women of 24 (18 percent) interviewed were using contraceptive devices, although 21 (88 percent) stated they did not want any more children. When asked if they would like information on family planning, only one responded negatively. Educational level did not appreciably change the women's attitudes toward this subject.

Employers interviewed in the Lewis study as well as during the recent project design phase shared a common interest in promoting health programs among their employees. They see a direct relationship between improvements in health, nutrition and family planning to productivity on the job. The women interviewed in the Lewis study were receptive to such programs, especially if the activities were geared to their needs, schedules and constraints.

Thus the FWC could to operate a health component geared to meet the work-related needs of factory workers. A clinic might operate several hours a day (4 - 7 p.m.), perhaps three days per week. Workers would participate in the program through group sessions and individual consultations.

The health component would not necessarily be tied to the "core" course and other FWC program components, for several reasons. The existence of medical care should attract the attention of factory workers and, by participating in one of the health activities, some workers might decide to avail themselves of the other program areas. Also, the operation of health services can bring in a large number of people for relatively short duration, whereas the other program components would require more long-term commitment on the part of both FWC staff and beneficiaries.

Potential health activities would be coordinated through existing health services of the factories, SONAPI, and other institutions. Illustrative activities include:

a. Pre-natal and post-partum care - The services which could be offered for expectant mothers include monthly visits, vaccination, childbirth preparation, motivation and instruction in breastfeeding, and child development and care. Post-partum follow-up care might be encouraged.

b. Family Planning - Family planning consultation could be provided in small group sessions and individually. Particular attention would be given to this area during the prenatal and post-partum services described above. A contraceptive acceptance rate of 25 percent of the beneficiary group would appear to be reasonable. Hence, of 300 factory workers in the FWC program, some 75 could be expected to take advantage of family planning methods. It is estimated that half (38) of these would continue to use contraceptive means into the second year.

c. Pharmacy - The supply of drugs and vaccines to the low-income population of Haiti is a chronic problem. A semi-autonomous agency, AGAPCO, has been established by the Government of Haiti to distribute generic drugs through community health facilities. The FWC could seek to establish such a pharmacy to serve the factory

worker population. The administration and management of the pharmacy would be on a self-sustaining basis, with drugs sold at reasonable cost to cover expenses.

d. Insurance - The FWC could seek to establish with the beneficiaries innovative mechanisms for financing the costs of FWC health services. For example, using the traditional "solde" model, an insurance system might be developed which would benefit the workers, encourage preventive care, and finance some FWC services.

e. Nutrition - One possible nutrition activity would be to direct attention toward improving the nutritional value and the sanitary conditions of the street food consumed by the industrial work force. The meals prepared by the street food vendors who operate in the neighborhood of the factories is consumed at least once, but in many cases twice a day by the factory workers, representing therefore their main source of nourishment. Specific research could be conducted to assess the proportion of daily protein/calories provided by these foods, and the quality of the ingredients that are used in their preparation and the possibilities for improvement.

f. Stress Management - The FWC could look at the stress faced by factory workers, which Lewis found results in job burn-out, dissatisfaction and low productivity. It could design an innovative program to help workers manage their situation.

g. Referral to other health interventions and collaborating institutions might include:

- Eye Care/Haiti, a non-profit organization recognized as a public utility by the Government of Haiti. Eye Care/Haiti maintains two clinics in the metropolitan area of Port-au-Prince, providing services in outreach, first aid, referral, complete eye care evaluation and treatment, including hospitalization and major surgery.

- The Haitian Association Against Tuberculosis, and member associations inclusing Grace Children Hospital, a private center specialized in the treatment of tuberculosis for children and adults.

- Centre de Sante de St. Martin, a public health center operated with UNICEF funding, and serving the low-income population of the St. Martin, Delmas, and Airport Road areas. Workers desiring information on voluntary sterilization might be referred to this clinic.

Institute FAMEPEREO, a non-profit private organization providing free services in detection and treatment of skin and venereal disease to the low-income urban population.

Any FWC health activities would work closely with the existing health service personnel of the SONAPI clinic and the physicians employed by the factories. There would be a concern to complement each other's capacities and priorities, to ensure that factory workers have access to medical care when and where they need it.

C. Implementation Plan

The activities to establish the FWC and its program will be implemented over a three year period. Some components of the program might function simultaneously and workers might participate in a combination of activities depending on their needs.

The main areas in which training will be delivered, starting from the sixth month following project approval, will be on-going activities through the life of the program, incorporating newly-arrived participants as they apply for the program.

The detailed implementation schedule is presented in the workplan chart on the following page. The basic phases of the project life are the following:

Phase I. Initial design stage, proposal presentation and funding.

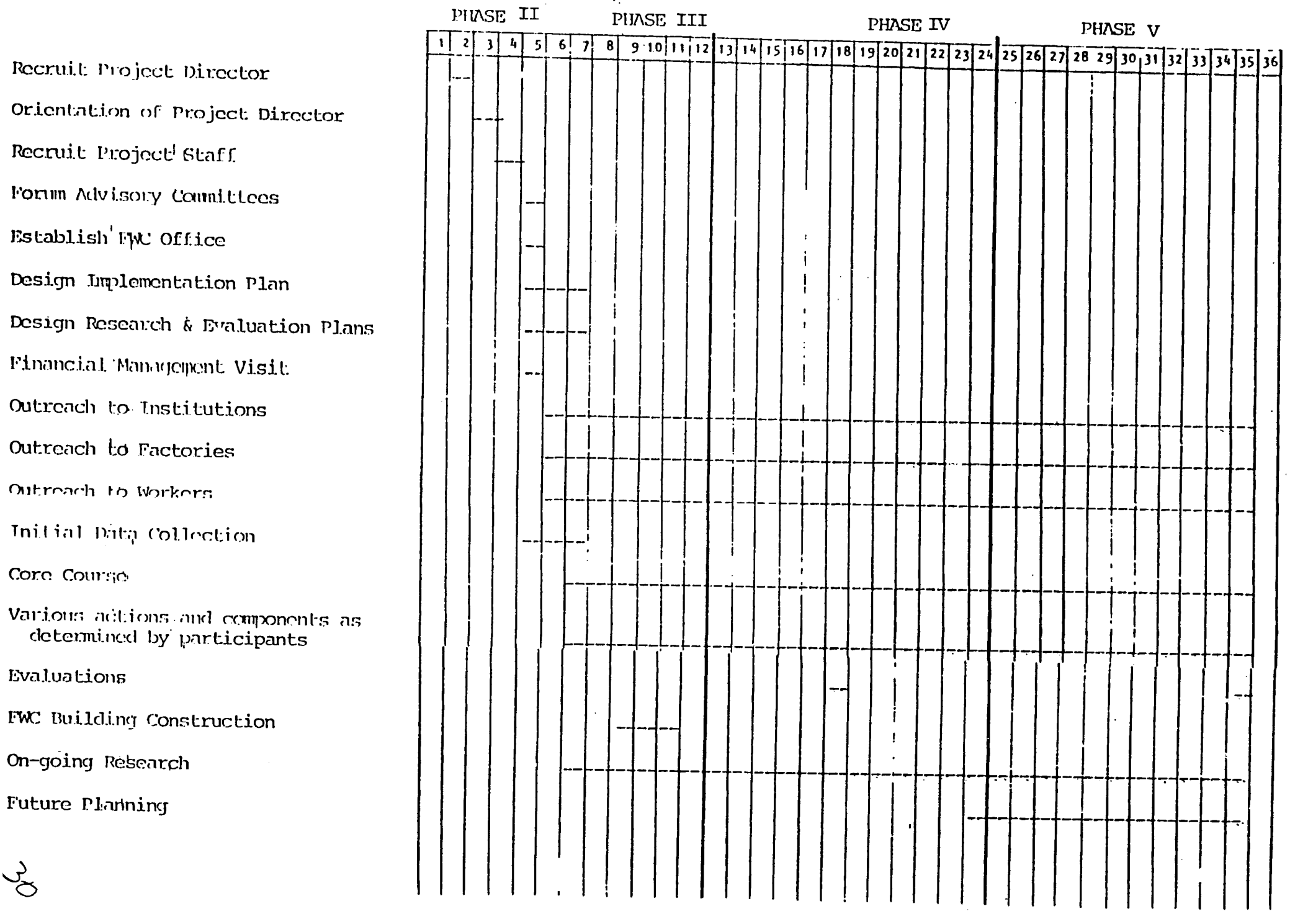
Phase II. The first 7 months of Year I will essentially be devoted to recruiting and training project staff and organizing the future activities of the Center. During this period, a detailed work plan for the first year of project activities, and a general plan for Years Two and Three of project activities, will be developed. Basic training curricula and materials will be designed and data designed in these months. The research design and plan will be formalized. Baseline data for the project will be collected during the first 6 months of project life. Project management and information systems and internal procedure manuals will be developed. Human resource training will be initiated during the same period and will remain on-going throughout the life of the project.

Phase III. In the second half of the first year, plans will be implemented for the various components of the project. New participants will be drawn into all activities of the program. In this phase, the FWC staff will engage in discussions with the appropriate people to design and construct a simple facility for the Factory Workers' Center in full accord with AID procedures.

Phase IV. This phase encompasses the on-going FWC activities, with an ever-increasing number of participants and factories and the revision of project training materials. At approximately month 18, a mid-point formative evaluation will be conducted, and the project will be modified as necessary.

Phase V. The third year of the project will see the continuation and expansion of FWC activities and an increased number of beneficiaries and factories. Planning for the "weaning" process of OEF management and AID funding will be a priority of the FWC Project Director and staff. A final evaluation and project report will be prepared at the conclusion of the project.

FACTORY WORKERS' CENTER - IMPLEMENTATION PLAN



D. Staffing

The Project Organizational Chart can be found on the following page.

During the first month of the project, a person residing in Haiti will be identified as the Director of the Factory Workers' Center Project. The Project Director will be responsible for overall project management and implementation of all project activities, particularly those which relate to planning and coordination between trainers and collaborating organizations. This person will supervise all project staff. The hiring and termination of the Project Director will be made by OEF in consultation with AID/Haiti.

The Training Coordinator will be responsible for the planning and the general administration all training including the human development "core" course and all other training-related activities.

The Project Secretary will handle all clerical responsibilities for the Project. A part-time Accountant will be responsible for maintaining project records and procurement of supplies.

The Director for Latin America and the Caribbean Region (OEF/Washington) will supervise the Factory Workers' Center Project and will provide guidance and counseling to the Project Director. She will coordinate orientation activities in the United States, and will supervise the submission of all project progress and financial reports, and maintain necessary communications with AID/Washington and AID/Haiti.

Technical consultants will be contracted on an individual basis or from private, national or international research and training institutions. These persons will provide technical input on, for example, productivity studies, evaluation, credit, enterprise development, and the design of training curricula and materials.

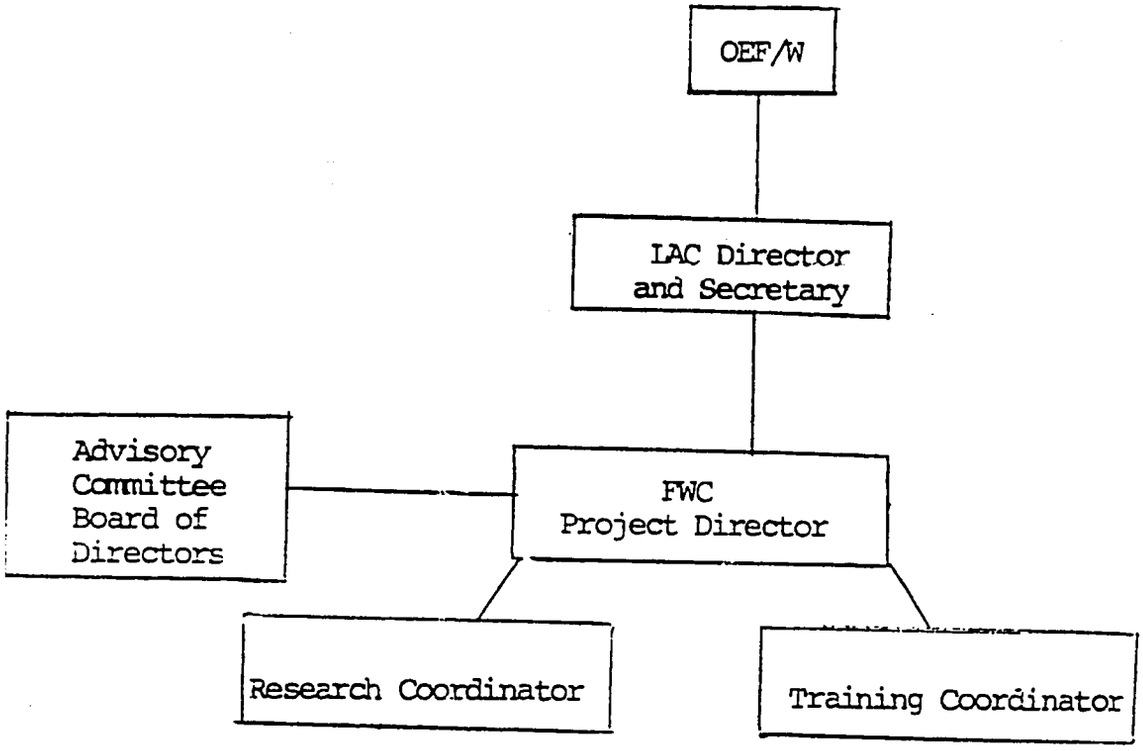
E. Advisory Committee/Board of Directors

The Advisory Committee will be formed in Haiti, in order to obtain guidance concerning the project, especially:

- Advise on technical areas of the project;
- Assist in the development and review of training materials;
- Seek private funds to contribute to the project; and
- Educate Haitians and Americans about development projects such as this.

FACTORY WORKERS' CENTER PROJECT

Organizational Chart



The Advisory Committee will be composed of representatives of the private sector and of the public sector, and will be convened 2 to 3 times a year. Members of the committee will be available for individual consultations as needed.

The Advisory Committee will form into a FWC Board of Directors when the FWC is established as a legal entity, duly registered with the Government of Haiti as a non-profit institution. Given OEF's participatory and democratic processes, the Board will determine its structure and operational basis. OEF will offer guidance as needed.

F. Institutionalization

The institutional future of the Factory Workers' Center is of great importance to OEF and the individuals involved in the FWC programming. From project inception to conclusion, planning will be a major emphasis, in order to ensure the sustainability of the organization and its activities. Special attention will be placed on structuring the Center at project start-up, so that its services are able to meet costs in an equitable and cost-effective manner for project participants and employers.

Projections can be made now about the financial sustainability of the FWC after the three year AID funding has been completed. A possible budget for years 4, 5, and 6 is included in the budget section of this proposal document. While such projections are highly tentative at this stage, it does seem that the FWC could manage as an independent entity, supported in part by fees and membership of both the women beneficiaries and factories. Some grant support would be necessary to supplement the FWC operations, and this seems possible, especially from international donors and corporations.

European governments and private foundations, especially in Scandinavian countries, have been very receptive to women's self-help efforts in Haiti and in other developing countries. Canadian support would also seem possible, given the government development agency's interest in Haiti voluntary efforts.

U.N. agencies, such as UNICEF and the ILO are also potential funders, and in fact their representatives have already expressed interest in participating in the FWC once it is established.

Organizations that have played an active role in the FWC by offering their services to this population will also be encouraged to seek continued financing of their activities.

G. Research and Evaluation

The innovative and challenging nature of the FWC project demands that a research component be integrated into the FWC

program. The research unit will concentrate its activities on gathering and analyzing data in the following areas:

- Baseline studies on the factory employee population;
- Monitoring of project progress with periodic reports;
- Productivity analysis, showing the impact of project activities on the productivity of workers;
- Specific studies for activities of the project, such as microenterprise feasibility studies, skills demand studies for vocational training, and other such investigations necessary for the effective implementation of project activities;
- Evaluations, mid-point and final.

The methodological framework for conducting project research and evaluation will blend the participatory process approach with the "bottom line" data requirements. This design will take into consideration:

- A broad mix of indicators for personal, community and institutional gain as well as economic criteria;
- Problem-solving and learning processes as tools for personal, institutional and programmatic development;
- Sustainability and institutionalization of the project.

The evaluation procedure will include both formative and summative components. The formative evaluation will include feedback, monitoring and a mid-point evaluation. It will enable project staff and beneficiaries to periodically examine program implementation in order to identify successful aspects and areas for improvement or revisons. The summative or final evaluation will assess the institutional future of the FWC and the project's impact on the economic status of the program participants. It will provide recommendations for futher project activities. An impact evaluation is recommended for two years after the completion of this project, but no funding is budgeted for it during the project per se.

The full-time Research Coordinator will be responsible for all research and evaluation activities. OEF will contract independent consultants for the mid-point and final evaluations, the productivity studies, and other research expertise.

A Research and Evaluation Committee will be formed to advise and assist the Research Coordinator and other staff members and consultants. Among those participating in this Committee will be the Project Director, the Research Coordinator, AID/Haiti, participating factory owners and beneficiaries.

H. OEF Experience

For over 38 years, OEF International (formerly known as Overseas Education Fund) has been working in 50 countries of the world to enable women to participate in the processes and benefits of socio-economic development. OEF promotes the improvement of women's economic conditions as a critical factor in the development efforts of their countries. OEF's projects and activities aim to increase women's income, improve their productivity and enhance the quality of their lives. OEF has a number of current and recent activities which address the problems faced by factory women.

In Panama, technical assistance has been given to IFAHRU, a semi-autonomous government agency, in a training program aimed toward women seeking factory employment and incipient women entrepreneurs. In a related effort, a pilot training program was recently conducted with 40 women employees in an export processing textile firm in order to upgrade productivity and job satisfaction.

In Costa Rica, a survey was conducted in 1984 to determine labor conditions and needs of the export processing industries. This was supported by CINDE, the Costa Rican Coalition for Private Initiatives.

In Ecuador, programs in job counseling, small enterprise and human development training were designed by a team of OEF specialists for the new women residents of the Solanda Urban Development and Shelter Project, in conjunction with a local foundation. An earlier effort in the Tarqui community resulted in the establishment of a cooperative, a supermarket, several private enterprises, a child care center and a system of home-based child care facilities.

OEF's recent work in Haiti includes technical assistance to the Haitian Development Foundation on the establishment of a credit program for women entrepreneurs. This short-term effort was conducted in 1981 with financing provided by the William and Flora Hewlett Foundation.

Budget Explanatory Notes

1. All figures are given in U.S. Dollars.

2. The AID contribution refers to those funds designated by AID for purposes of this project in Haiti.

3. The "contributions" budget for this project refers to cash and or in-kind contributions which will be made t this project in support of these activities. The figures are estimated.

4. All staff salaries are increased in years 2 and 3 by 10%. All salaries are calculated on the basis of 12 months. The salaried positions of Project Director, Bilingual Secretary, Training Coordinator and Research Coordinator are full-time positions based in Port-au-Prince. The OEF Washington positions of LAC Director and LAC Secretary are included at 20% of the person's time. It is expected that the LAC Director will spend the majority of the time allocated to the Haiti Project on-site in Port-au-Prince in direct supervision, guidance and technical consultation to th project. The other portion of her time will be spent in cultivating private support for the project. The LAC Secretary is budgeted in order to give clerical assistance to the LAC Director.

5. Fringe benefits for personnel paid by the Factory Workers' Center include insurance, social security, pension, sick leave, annual leave, and holidays. The OEF current fringe benefit rate is calculated at 37% o: salaries.

6. The services of consultants and other persons will be contracted to assist in project management, design training, research employment and productivity, translation and legal advise. Accounting assistance, research assistants, and janitorial, laundry and messenger services are to be contracted as necessary. Independent evaluators will be contracted to conduct two evaluations.

7. Travel figures are based on current estimates, with increases of 10% per year. Per diem has been budgeted for Washington for orientation and training to be giver to the Project Director in Year 1, and for project close-out procedures and debriefing in Year 3. It is anticipated that the person hired as Project Director is already established in Port-au-Prince, and therefore, there is no budget for dependent travel, moving, shipping or housing expenses.

8. Space for the Factory Workers' Center operations in the first year will be leased from SONAPI. During this period, plans will be made to construct the Factory Workers' Center in the SONAPI complex, or in the industrial area, on or about the seventh month of the project.

9. Upon completion of this 3 year project, all equipment and construction purchased with funds from this agreement, as well as cash or in-kind contributions, will belong to the Factory Workers' Center, a non-profit entity to be established during the course of this project.

10. Overhead is calculated as 36% of all direct costs, minus equipment and construction. This is the current AID provisional rate for OEF. OEF International follows the indirect cost definition established by U.S. Government (1-3.1220): "One which, because of its incurrence for common or joint objectives, is not readily subject to treatment as a direct costs." These costs are allocated equitably to all grants/contracts as specified in the applicable federal regulations. Examples of indirect costs included for OEF are general administration expenses, such as the salaries and expenses of executive officers, personnel functions, financial administration, organizational audit, cost of operating and maintaining headquarters facilities, etc. The OEF overhead does not include direct project supervisory and technical assistance expenses. These costs are charged as direct costs to the particular project.

FACTORY WORKERS'CENTER PROJECT	YEAR I	YEAR II	YEAR III	TOTAL
SALARIES				
Project Director-full time	$20,000	$22,000	$24,200	$66,200
Bilingual Secretary-full time	$7,200	$7,920	$8,712	$23,832
Training Coordinator-full time	$15,000	$16,500	$18,150	$49,650
Research Coordinator-full time	$15,000	$16,500	$18,150	$49,650
LAC Director (OEF/W)-20%	$7,600	$8,360	$9,196	$25,156
LAC Secretary (OEF/W)-20%	$3,600	$3,960	$4,356	$11,916
TOTAL SALARIES	$68,400	$75,240	$82,764	$226,404
FRINGE BENEFITS-37% x Salaries	$25,308	$27,839	$30,623	$83,770
CONSULTANTS/CONTRACTED SERVICES				
AID Project Manager	$10,000	$11,000	$12,100	$33,100
Technical Expertise in Training, Productivity, Employment, etc.	$20,000	$22,000	$24,200	$66,200
Evaluation-30 days x $180/day		$5,400	$5,400	$10,800
Translation, Accountant, Legal, Research Assistants, Auditor, etc.	$9,000	$9,900	$10,890	$29,790
Janitorial, laundry, messenger, etc	$2,000	$2,200	$2,420	$6,620
TOTAL CONSULTANTS/CONTRACTS	$41,000	$50,500	$55,010	$146,510
TRAVEL AND PER DIEM				
Airfare-Port-au-Prince/DC				
Project Director	$500		$605	$1,105
LAC Director	$1,500	$1,650	$1,815	$4,965
Consultants	$1,000	$550	$605	$2,155
OEF Controller	$500			$500
Evaluator	$500		$605	$1,105
Per Diem-Port-au-Prince-$81/day				
LAC Director-20 days/year	$1,620	$1,782	$1,960	$5,362
Consultants-30days/year	$2,430	$2,673	$2,940	$8,043
Controller-6 days	$486			$486
Evaluator-15 days/year	$1,215		$1,470	$2,685
Per Diem-Washington-$75/day				
Project Director-15 days	$1,125		$1,361	$2,486
Ground Transportation:				
Taxis	$200	$220	$242	$662
Vehicle Operation & Maintenance	$3,500	$3,850	$4,235	$11,585
Visa, airport taxes, etc.	$200	$220	$242	$662
TOTAL TRAVEL AND PER DIEM	$14,776	$10,945	$16,081	$41,802
SPACE				
Rent-Project Office (SONAPI)	$6,000			$6,000
Renovation (SONAPI)	$2,000			$2,000
Utilities (FWC Bldg.)		$1,000	$1,100	$2,100
Maintenance (FWC Bldg.)			$1,000	$1,000
TOTAL SPACE	$8,000	$1,000	$2,100	$11,100

TRAINING, WORKSHOPS, CONFS.	$2,000	$2,000	$2,000	$6,000
OTHER DIRECT COSTS				
Supplies, office and training	$2,000	$2,200	$2,420	$6,620
Supplies, Medical	$2,000	$2,200	$2,210	$6,410
Printing and Duplicating	$1,000	$1,000	$1,000	$3,000
Telephone	$1,000	$1,100	$1,210	$3,310
Postage	$1,000	$1,100	$1,210	$3,310
TOTAL OTHER DIRECT COSTS	$7,000	$7,600	$8,050	$22,650
EQUIPMENT AND CONSTRUCTION				
Office furniture	$2,000			$2,000
Office Equipment(incl. computer)	$5,000			$5,000
Medical equipment	$3,000			$3,000
Audio-visual equipment	$3,000			$3,000
Vehicle (mini-van)	$15,000			$15,000
FWC Bldg. Construction(1200sq.ft.)		$40,000		$40,000
TOTAL EQUIPMENT AND CONSTRUCTION	$28,000	$40,000		$68,000
TOTAL DIRECT COSTS	$194,484	$215,124	$196,627	$606,236
OVERHEAD COSTS-36% x Total Direct Costs less Equipment & Constr.	$59,934	$63,045	$70,786	$193,765
TOTAL PROJECT COSTS	$254,418	$278,168	$267,413	$800,000

PROJECTED CONTRIBUTIONS FROM OTHERS

CASH	YEAR I	YEAR II	YEAR III	TOTAL
Employer Memberships-5,10,15x$1000/	$5,000	$10,000	$15,000	$30,000
Women's Memberships-50,100,150x$1/y	$50	$100	$150	$300
Fees for Services-$.50/consultation or course per 50,150,300 women	$25	$75	$150	$250
Donated airline ticket (PAP/DC)	$500			$500
Private Foundation Support	$10,000	$15,000	$25,000	$50,000
IN-KIND CONTRIBUTIONS				
Office Furniture, equipment & supplies	$2,000	$2,200		$4,200
Medical furniture, equipment, suppl	$2,000	$2,200		$4,200
Vehicle operation & Maintenance	$1,000	$1,100	$1,210	$3,310
Factory management assistance-5,10,15 x $1,000/year	$5,000	$10,000	$15,000	$30,000
Women's assistance - 1 hr/week x $.	$1,000	$2,000	$3,000	$6,000
Advisory Committee Services-10 p x $100/dayx 4/yr.	$4,000	$4,000	$4,000	$12,000
Community assistance/time and other institutions' collaboration	$10,000	$20,000	$30,000	$60,000
TOTAL OTHER CONTRIBUTIONS				$200,760

TRAINING, WORKSHOPS, CONFS.	$2,000	$2,000	$2,000	$6,000
OTHER DIRECT COSTS				
Supplies, office and training	$2,000	$2,200	$2,420	$6,620
Supplies, Medical	$2,000	$2,200	$2,210	$6,410
Printing and Duplicating	$1,000	$1,000	$1,000	$3,000
Telephone	$1,000	$1,100	$1,210	$3,310
Postage	$1,000	$1,100	$1,210	$3,310
TOTAL OTHER DIRECT COSTS	$7,000	$7,600	$8,050	$22,650
EQUIPMENT AND CONSTRUCTION				
Office furniture	$2,000			$2,000
Office Equipment(incl. computer)	$5,000			$5,000
Medical equipment	$3,000			$3,000
Audio-visual equipment	$3,000			$3,000
Vehicle (mini-van)	$15,000			$15,000
FWC Bldg. Construction(1200sq.ft.)		$40,000		$40,000
TOTAL EQUIPMENT AND CONSTRUCTION	$28,000	$40,000		$68,000
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PROJECTED CONTRIBUTIONS FROM OTHERS

CASH	YEAR I	YEAR II	YEAR III	TOTAL
Employer Memberships-5,10,15x$1000/	$5,000	$10,000	$15,000	$30,000
Women's Memberships-50,100,150x$1/y	$50	$100	$150	$300
Fees for Services-$.50/consultation or course per 50,150,300 women	$25	$75	$150	$250
Donated airline ticket (PAP/DC)	$500			$500
Private Foundation Support	$10,000	$15,000	$25,000	$50,000
IN-KIND CONTRIBUTIONS				
Office Furniture, equipment & supplies	$2,000	$2,200		$4,200
Medical furniture, equipment, suppl	$2,000	$2,200		$4,200
Vehicle operation & Maintenance	$1,000	$1,100	$1,210	$3,310
Factory management assistance-5,10,15 x $1,000/year	$5,000	$10,000	$15,000	$30,000
Women's assistance - 1 hr/week x $.	$1,000	$2,000	$3,000	$6,000
Advisory Committee Services-10 p x $100/dayx 4/yr.	$4,000	$4,000	$4,000	$12,000
Community assistance/time and other institutions' collaboration	$10,000	$20,000	$30,000	$60,000
TOTAL OTHER CONTRIBUTIONS				$200,760

FACTORY WORKERS'CENTER PROJECT FUTURE YEAR PROJECTIONS	YEAR IV	YEAR V	YEAR VI	TOTAL
SALARIES				
Project Director-full time	$26,620	$29,282	$32,210	$88,112
Bilingual Secretary-full time	$9,583	$10,541	$11,595	$31,720
Training Coordinator-full time	$19,965	$21,962	$24,158	$66,084
TOTAL SALARIES	$56,168	$61,785	$67,963	$185,916
FRINGE BENEFITS-25% x Salaries	$14,042	$15,446	$16,991	$46,479
CONSULTANTS/CONTRACTED SERVICES				
Technical Expertise	$10,000	$11,000	$12,100	$33,100
Janitorial, laundry, messenger, etc	$2,662	$2,928	$3,221	$8,811
TOTAL CONSULTANTS/CONTRACTS	$12,662	$13,928	$15,321	$41,911
TRAVEL				
Vehicle Operation & Maintenance	$4,659	$5,125	$5,637	$15,421
TOTAL TRAVEL AND PER DIEM	$4,659	$5,125	$5,637	$15,421
SPACE				
Utilities (FWC Bldg.)	$1,2[illegible]	$1,331	$1,464	$4,005
Maintenance (FWC Bldg.)	$1,1[illegible]	$1,210	$1,331	$3,641
TOTAL SPACE	$2,310	$2,541	$2,795	$7,646
OTHER DIRECT COSTS				
Supplies, office, training, etc.	$2,200	$2,420	$2,662	$7,282
Printing and Duplicating	$1,000	$1,100	$1,210	$3,310
Telephone	$500	$550	$605	$1,655
Postage	$400	$440	$484	$1,324
TOTAL OTHER DIRECT COSTS	$4,100	$4,510	$4,961	$13,571
TOTAL DIRECT COSTS	$93,941	$103,335	$113,669	$310,945
OVERHEAD COSTS-25% x Total Direct	$23,485	$25,834	$28,417	$77,736
TOTAL PROJECT COSTS	$117,426	$129,169	$142,086	$388,681

PROJECTED CONTRIBUTIONS FROM OTHERS

	YEAR IV	YEAR V	YEAR VI	TOTAL
CASH				
Employer Memberships-15 x $1000/yea	$15,000	$15,000	$15,000	$45,000
Women's Memberships-300/year x $1/y	$300	$300	$300	$900
Fees for Services-$.50/consultation or course per 300 women	$150	$150	$150	$450
Private Foundation Support	$25,000	$25,000	$25,000	$75,000
IN-KIND CONTRIBUTIONS				
Office Furniture, equipment & supplies	$2,000	$2,200	$2,420	$6,620
Vehicle operation & Maintenance	$1,000	$1,100	$1,210	$3,310
Factory management assistance-15 x $1,000/year	$15,000	$15,000	$15,000	$45,000
Women's assistance - 1 hr/week x $.	$3,000	$3,000	$3,000	$9,000
Advisory Committee Services-10 p x $100/dayx 4/yr.	$4,000	$4,000	$4,000	$12,000
Community assistance/time and other institutions' collaboration	$30,000	$30,000	$30,000	$90,000
TOTAL OTHER CONTRIBUTIONS				$287,280