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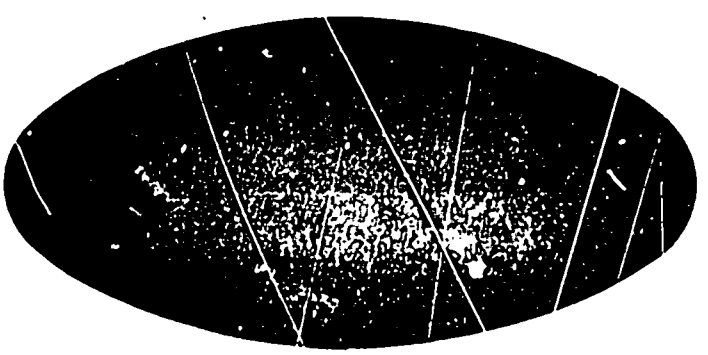

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OIC INTERNATIONAL, INC.
JOINT EVALUATION OF OIC SIERRA LEONE
OICI - USAID - GOVERNMENT OF SIERRA LEONE
NOVEMBER 17-28, 1980

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OIC INTERNATIONAL, INC.

JOINT EVALUATION OF OIC SIERRA LEONE

OICI - USAID - GOVERNMENT OF SIERRA LEONE

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OIC INTERNATIONAL, INC.

JOINT EVALUATION OF OIC SIERRA LEONE

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NOVEMBER 17-28, 1980

PREFACE

This report is on the joint evaluation of Sierra Leone by OICI, USAID and the Government of Sierra Leone (GOSL), November 17-28, 1980. Initiated by OICI, the evaluation was aimed at the following objectives:

1. To determine the programmatic and financial status of OIC Sierra Leone after four (4) years of operation.
2. To ascertain the implementation of the recommendations formulated by OICI, USAID and GOSL following the previous joint evaluation of the project (August 20-31, 1979).
3. To develop recommendations for (a) ensuring the achievement of project objectives and (b) assisting OICI and OIC Sierra Leone in long-term planning for the project.

The evaluation covered by this report was also initiated by OICI in compliance with AID requirements regarding the moni-

toring and evaluation of project implementation. The joint evaluation team consisted of five (5) members:

a. Quy D. Nguyen, Evaluation Officer of OICI, Team Leader

b. Lafayette A. Barnes, Evaluation Research Assistant, OICI

c. T.C.F.A. Davies, Principal Education Officer, Ministry of Education, GOSL

d. Donald Kennedy, Regional Economic Development Support Office, USAID (Abidjan, Ivory Coast)

e. Cheryl D. Williams, Education Specialist, OICI

The team visited both training centers of OIC Sierra Leone, i.e. the Management and Business Development Training Center in Freetown, and the Vocational Training Component in Bo. In addition to reviewing training curricula and observing activities in classrooms and workshops, team members also consulted members of the Technical Cooperation Team (TCT) and local staff on issues related to project operation.

A random sample survey of employed graduates and their supervisors was conducted in order to determine the impact of OIC Sierra Leone in terms of on-the-job performance of graduates. The evaluators interviewed twenty-four (24) employed vocational graduates (13 in Freetown; 11 in Bo), and nineteen (19) of the supervisors of these graduates. Eleven (11) graduates of the Management and Business Development Training Center and ten (10) of their supervisors were also interviewed by the evaluators.

In an effort to enhance the accuracy of its findings and assessments, the evaluation team also consulted the local AID Mission, the Ministry of Education (GOSL), and many resource persons in both the public and private sectors. In addition, the team was accorded the opportunity to meet with Honorable Theresa Healey, Ambassador of the United States of America, both before and after the evaluation.

A detailed account of the major findings and recommendations of the evaluation team was shared with: Alex Dickie, USAID Affairs Officer; Charles Uphauser, USAID; Hubert E. Boyer, Program Advisor of OIC Sierra Leone; and Leonard S. Fofanah, Executive Director of OIC Sierra Leone. The preliminary draft of evaluation recommendations was also shared with the USAID Mission and project management prior to the departure from Sierra Leone of OICI and REDSO evaluators.

The Management of OICI would like to express its sincere gratitude to the Government of Sierra Leone for the support which was accorded to the evaluation effort. We also wish to thank Honorable Theresa Healey for her great interest in this evaluation, and hence for the encouragement she gave to the evaluators. We certainly owe much appreciation to the USAID Mission in Sierra Leone for its constructive position vis-a-vis this evaluation and the OIC Sierra Leone project. We also thank REDSO Abidjan for its contribution to the evaluation through the valuable services of Mr. Donald Kennedy, evaluation team member representing AID. Finally,

we would like to acknowledge the cooperation of the Board of Directors of OIC Sierra Leone, members of the Technical Cooperation Team (TCT) and local staff, OIC graduates who were interviewed and their supervisors, and all other persons whose collaboration was indispensable to the completion of this evaluation.

Quy D. Nguyen, Evaluation Team Leader, assumes the responsibility of synthesizing the evaluation findings and recommendations, and of preparing this final report. Mr. Nguyen, therefore, accepts primary responsibility for any errors and/or misinterpretations of team members' input which may exist.

A. EXECUTIVE SUMMARY

I. Major Findings

OIC Sierra Leone (OIC/SL) was progressing toward its goal. A random sample survey of employed vocational graduates and their supervisors reflected the capacity of OIC/SL to train the unskilled and unemployed for entry-level vocational jobs. As confirmed by their supervisors, the interviewed graduates satisfactorily met the job performance requirements at their places of work.

The interviews with some of the graduates from OIC/SL's Supervisory Skill Development Program and their supervisors also reflected the project's capacity to contribute to the development of managerial personnel for both public and private sectors. In addition, OIC/SL provided effective training in bookkeeping as demonstrated by the capacity of its graduates to pass the examinations administered by the West African Examination Council.

Overall, the project displayed a viable structure and sound operation. The capacity to achieve financial self-sufficiency, however, still appeared remote. The enormous economic difficulties which besieged Sierra Leone lessened the prospect of garnering adequate financial contribution from private business and industry. The Government, on the other hand, seemed unprepared to fully absorb the project in the immediate future due to numerous and

9.

competitive demands for its limited resources.

At the time of this evaluation, thirty-three (33) local staff members managed and operated the project with the technical assistance of a four (4)-member Technical Cooperation Team (TCT). In spite of delay in training start-up as noted in the previous Joint Evaluation in August 1979, the process of phasing out TCT was activated in November 1979 due to imminent budgetary difficulties. Thus, the six (6)-member TCT staff as was the case in August 1979 was reduced to the aforementioned four (4)-member staff.

The impact of counterpart training by TCT was evident, particularly with respect to the implementation of the OIC philosophy and methodology, non-formal technical vocational training, and individualized instruction. The local staff demonstrated the capacity to effectively carry out most of the routine operational activities. However, a key prerequisite to the successful institutionalization of the project hinges on further strengthening their managerial and institutional skills.

With respect to training output, 375 trainees completed Feeder training in contrast to the 300 planned completions for the period from project inception to September 30, 1980. During the same period, 199 vocational graduates were placed in jobs versus 185 projected to be placed.*

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* One (1) Feeder completer and three (3) former participants in OIC/SL's Management and Business Development Training Program were also placed in jobs, thus raising the total number of job placements to 203.

But as the number of vocational job-ready trainees increases, the effectiveness of job development effort proved to be less than par due to lack of personnel and inadequate means of transportation. At present, the project has only one (1) job developer whose activities span over twelve (12) districts of three provinces. Follow-up visits to placed graduates and their employers have not been conducted on a frequent and regular basis. These problems are further compounded by the current economic difficulties of Sierra Leone, which may hamper considerably the prospect of attaining the project's overall five-year placement target.

As of September 30, 1980, 222 participants had completed training at OIC/SL's Management and Business Development (MBD) Center. Overall, 287 participants were enrolled since MBD training began in April 1979. Forty-eight (48) were still in training at the time of this evaluation and ten (10) had been discontinued.

It was difficult to compare actual with planned MBD completions.* Instead of conducting four (4) regular three (3)-month training cycles per year, the MBD Center offers a variety of courses ranging from a few days to twelve (12) weeks. Only 34% of the enrollments were in a twelve (12)-week training, 52% in 8-10 weeks training and 14% in a three (3)-week training.

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* It was projected that 180 participants will have been trained by the end of project year V, i.e., FY 1981.

In spite of OIC/SL's recent effort to attract more participants from the private sector to the MBD Training Program, the operation of this component still reflected bias in favor of training supervisory personnel for the public sector. At the time of this evaluation, there was no record of business loans acquired for the graduates or business ventures initiated with the assistance of the MBD Center. Plan for assisting small-scale entrepreneurs and for helping develop the small business sector in general was vague in both strategy and expected output.

Exacerbating the above deficiencies is the problem of extensive personnel turnover among the staff of the MBD component. Non-competitive salaries and limited training facilities accounted primarily for the difficulties experienced in both recruiting and retaining personnel. In addition, there was an apparent shortage of staff with adequate practical experience in business, banking and commerce.

In the financial area, AID approved a cumulative budget of $1,660,015 in support of OIC/SL from October 1, 1976 to September 30, 1980. Cumulative actual expenditures amounted to $1,641,396 during the same period. Considering the proposed five (5)-year AID input of $1,819,391 (per revised Budget Proposal dated August 12, 1976, i.e., prior to funding authorization), the remaining AID obligation to OIC/SL as of September 30, 1980 was $159,376. The latter amount appeared insufficient to sustain even

a minimum TCT staff of two (2) members while covering the cost of phasing out the rest in FY 1981. Nor can the $159,376 be stretched to meet the local operating cost approximating $300,000 in the same Fiscal Year, given the uncertainty of local input.

Local in-cash contributions since project inception totaled $110,286 as of November 15, 1980. The Government of Sierra Leone (GOSL) accounted for 69% of this cash input.

According to the project proposal, local in-cash contribution should equal 10%, 40% and 70% of the local operating cost in the third, fourth and fifth years of the project, respectively. Actual cash input was 10.3% of operating cost in the third year (FY 1979), and increased to only 12.8% in the fourth year (FY 1980). With respect to the fifth year or FY 1981, actual local cash contribution amounted to 21.7% of the projected operating cost as of November 15, 1980. Thus, based on the initial plan, OIC/SL should still garner additional local input to defray the balance of the expected 70% share in operating cost in FY 1981.

It should be noted further that project management had revised the schedule of local input to better reflect current local conditions. According to this revised schedule, local cash contribution was to equal 9%, 37% and 60% of operating cost in the third, fourth and fifth years of the project, respectively. Actual local input, however, still fell short of the revised goal of the fourth year (FY 1980) by 65% although it exceeded the revised goal of the third year (FY 1979) by 16%. For the fifth year (FY 1981), actual

local cash contribution had already reached 36% of the revised goal as of November 15, 1980. While it was considered probably that GOSL would meet its financial obligation, $107,470, to OIC/SL in FY 1981, it seemed unlikely that fund raising from the private sector could reach $60,579 as projected.

Shortage in local input resulted primarily from local economic problems which hampered the capacity of private business and industry to contribute more substantially to the project. The Government of Sierra Leone, on the other hand, assumed greater share in supporting the project than initially anticipated. But, as already mentioned, due to the numerous and competitive demands on its limited resources, the Government appeared unprepared to fully absorb the project in the immediate future.

The issue of how and when OIC/SL will achieve complete financial self-sufficiency still remained unresolved as this evaluation concluded. It was definite, however, that the Government would need to absorb most of the project's expenditures upon the withdrawal of AID/OICI assistance. In addition, greater effort and participation of the Board of Directors in fund raising will most likely ensure better financial prospect for the project.

II. Major Recommendations

The following recommendations are aimed at enhancing the institutionalization of OIC/SL and at further strengthening the project's operational effectiveness:*

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* These recommendations are presented in detail in Part C of this report.

1. OICI and OIC/SL should develop a revised program strategy and a new financial plan to achieve self-sufficiency both financially and technically.
2. OICI and OIC/SL should negotiate with the Government of Sierra Leone (GOSL) to have the project integrated in GOSL's development plan for technical vocational education, and to secure renewed commitment of GOSL to absorb an increasingly larger share of the project's operating cost.
3. Through its Board of Directors, Executive Director and Program Advisor, OIC/SL should maintain scheduled regular contact with GOSL in order to jointly review the status of project operation and especially to secure timely and adequate input from GOSL.
4. Through its Board of Directors, Industrial Advisory Council and Technical Advisory Committees, OIC/SL should conduct annual review of local manpower requirements in order to align both training contents and project output with actual local needs. The reviewing task should involve also other interested and knowledgeable persons in the Government, business, industry and donor community.

5. The Management and Business Development (MBD) Program should be restructured to focus primarily on Sierra Leoneans aspiring to enter business, or small business men and women who wish to improve their skills and enhance their awareness of local business needs and/or opportunities in commerce.

6. OIC/SL should activate the position of second Job Developer which has already been included in the FY 1981 budget. The primary responsibility of the second Job Developer will be:

   a. Conduct systematic follow-up on employed vocational graduates and former MBD training participants;

   b. Consult employers/supervisors of OICI/SL's graduates with respect to on-the-job performance of these graduates.

7. OICI and OIC/SL should jointly develop a depreciation plan and replacement plan on existing project's capital stock. In addition, measures should be developed to meet the urgent needs for additional teaching and training resource materials of the vocational component in Bo.

8. Through its Board of Directors, Executive Director and Program Advisor, OIC/SL should accelerate the formation of a Technical Advisory Committee (TAC) for vocational training, and revitalize the project's Industrial Advisory Council and the TAC for Management and Business Development Training.

9. The Board of Directors should seek to stabilize itself with respect to composition, tenure and continuity. Moreover, in an effort to strengthen the financial base of the project, the Board should assume a more active role than heretofore in the identification and mobilization of additional funding sources, particularly those in the private sector.

10. Through its Board of Directors, OIC/SL should resolve the training facilities issue prior to the finalization of project's budget for FY 1982. It should be noted that the leasing agreement with the United Methodist Church in Bo will expire on September 30, 1981, and that the facilities for MBD training at Tower Hill currently present critical problems with respect to space and accessibility.

B. EVALUATION FINDINGS

Assessment of Progress Toward Project Goal

1. Goal Statement

"To increase the skill and efficiency of the labor force needed to meet manpower requirements of the national economy" (Proposal).

2. Summary of Findings

OIC Sierra Leone has demonstrated the capacity to effectively train:

a. Unskilled and/or unemployed school leavers and young adults for entry-level vocational jobs.

b. Adults who need or desire skills upgrading in business management and/or public administration.

OIC Sierra Leone, therefore, is contributing to the expansion of the skilled labor force required by the country's economy. The conclusion is based on the results of the survey of employed graduates and their employers conducted during the course of this evaluation. While the sample survey was limited in its size and scope (due to time constraint), it was adequate to assure that OIC Sierra Leone is progressing toward the project goal. A larger and more detailed survey will be needed in the future to determine the long-term impact of the project.

3. Survey of Employed Vocational Graduates and Supervisors

a. Survey of Employed Vocational Graduates - Twenty-four (24) vocational graduates of OIC/SL were randomly selected for

personal interview from a total of 199 vocational graduates who had been placed in jobs as of September 30, 1980. The random sample, therefore, covered 12% of the vocational graduates who were employed following the training received at OIC/SL. At the time of this evaluation, the graduates selected for interview were employed in thirteen (13) private firms or public agencies. Thirteen (13) of the interviewees were working in Freetown and eleven (11) were working in Bo. Also, thirteen (13) had been in their jobs one year or longer prior to the interview date.

This part of the survey scheme was primarily aimed at obtaining the graduates' own assessments of the impact of OIC/SL training on their ability to function in the actual work place. All interviews were conducted at the construction sites or offices where the employed graduates were working. The major survey findings are as follows:

(i) All twenty-four (24) interviewees were holding full-time jobs at the private firms or public agencies indicated in the records of OIC/SL.

(ii) All twenty-four (24) were in jobs related to the training they received at OIC/SL.

(iii) Nineteen (19) have been in their current jobs since graduation from OIC/SL; four (4) were in their second jobs and one (1) was in his third. All job changes were a result of the desire to earn better pay.

(iv) Fourteen (14) of the employed graduates interviewed or 58% of the total did not have any vocational skill before enrollment at OIC/SL. Ten (10) had some vocational skills, mostly as a result of training they previously received at local schools. While eight (8) of these ten (10) had their skills upgraded at OIC/SL, two (2) acquired completely new vocational skills.

(v) Eighteen (18) of the employed graduates interviewed or 75% of the total were unemployed prior to enrollment at OIC/SL, i.e. without any income. At the time of this evaluation, they were earning an average monthly income of Le 68 per individual. This income level is 36% above that of unskilled laborers (approximately Le 50 per month per person).

If three (3) graduates employed by the National Workshop are excluded,* the average monthly income of the remaining graduates who were formerly unemployed would be Le 73 per individual, or 46% above the average per capita monthly income of unskilled laborers.

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* These graduates reported unusually low salaries (Le 42 - Le 45 per month). All were in a five-year apprentice program of the 'National Workshop', which possibly accounts for their limited earning capacity.

EXHIBIT B.I.1

DISTRIBUTION OF EMPLOYED VOCATIONAL GRADUATES
INTERVIEWED BY MONTHLY INCOME

Monthly Income (in Leones)	Interviewed Graduates who were unemployed prior to OIC/SL training	All Employed Graduates Interviewed
40 - 49	3	3*
50 - 59	4	6
60 - 69	3	6
70 - 79	5	5
80 - 89	2	2
90 or more	1	2**
Total	18	24

* All three (3) graduates were still in the five-year apprentice program of 'National Workshop' at the time of this evaluation.

** These two (2) graduates were earning Le 103 and Le 176, respectively, per month.

(vi) Only six (6) interviewees were employed prior to enrollment at OIC/SL. Two (2) of these gave detailed information on their earnings before and after OIC training. The data provided reflects income increases of 250% and 360%, respectively.*

(vii) Nineteen (19) of the employed graduates interviewed or 79% of the total related that OIC/SL prepared them adequately for their current jobs. Five (5) appeared to have had some difficulties vis-a-vis the requirements of their jobs. Most of the reported problems, however, suggest that skills above the entry level were required from the graduates concerned. It should be noted that OIC/SL vocational training program is geared primarily toward the development of job-oriented entry level vocational skills. The problems disclosed by each of the aforementioned five (5) graduates were:

1. Inability to drive automobiles and lack of in-depth knowledge of auto electricity (Interviewed graduate was an auto mechanic).
2. Inability to perform basic plumbing work which is required sometimes in masonry work (Interviewed graduate was a mason).

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*

	Before OIC/SL Training		After OIC/SL Training	
	Occupations	Earnings	Occupations	Earnings
A	Clerk	Le 50/month	Secretary	Le 176/month
B	Clerk	Le.52/day	Carpenter	Le 2.40/day

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3. Unfamiliarity with a filing system used by the employer (Interviewed graduate was a secretary).
4. Inadequate knowledge of shorthand (Interviewed graduate was a secretary).
5. Lack of practical training (Interviewed graduate was a carpenter).

Two (2) of the employed graduates interviewed who felt that OIC/SL training was satisfactory recommended the addition of two training areas so as to enhance the curriculum and the skills of OIC/SL graduates:

1. Preventive maintenance.
2. Development of blueprints.

Both recommendations were for the electricity course.

(viii) Twenty (20) of the employed graduates interviewed believed they could teach or help their friends and co-workers who were in similar jobs. Only two (2) felt inadequate to do so due to lack of experience (according to them). Two (2) interviewees were not asked the related question.

(ix) Regarding possible assistance from OIC/SL, thirteen (13) of the employed graduates interviewed requested opportunity for advanced training and/or cross-training (i.e. training in complementary skills in building trades such as plumbing for masons and carpentry for

electricians). Five (5) did not feel the need for any type of immediate assistance from OIC/SL. The remaining six (6) interviewees were quite diversified in their recommendations:

- Negotiation by OIC/SL with employer for salary increase (2)
- On-going technical counseling and career advancement counseling (1)
- Continuation of visit by OIC/SL staff to place of work (1)
- Location of new job opportunities (1)
- Arrangement for greater recognition of OIC/SL training certificate (1)

b. Survey of Supervisors of Employed Vocational Graduates - Following the interview of each employed vocational graduate, his/her supervisor was also consulted on the effectiveness of OIC/SL vocational training. Nineteen (19) supervisors* were interviewed at the same thirteen (13) firms and agencies where the twenty-four (24) OIC/SL vocational graduates were surveyed.

In general, the supervisors interviewed indicated strong positive experience with OIC/SL graduates as reflected in Exhibit B.I.2. The highlights of the interviews were as follows:

(i) The majority of the supervisors contacted rated OIC/SL graduates as either good or very good

* Some of them supervised more than one (1) OIC/SL graduate.

EXHIBIT B.I.2

SURVEY OF SUPERVISORS OF EMPLOYED VOCATIONAL GRADUATES

SUMMARY OF RESULTS

	Outstanding	Very Good or Good	Satisfactory	Fair	Poor	No Answer	Total
Attitudes of OIC/SL graduates	4	12	3				19
Technical Knowledge of OIC/SL graduates	1	15	1			2	19
Practical skills of OIC/SL graduates	2	14	2	1			19
OIC/SL graduates compared with other entry level workers	Better	Same	Inferior	Not Applicable			
	17	1		1			19
OIC/SL graduates adequately prepared to begin current jobs	Yes	No					
	19	0					19
Supervisors' willingness to employ additional OIC/SL graduates	Yes	No					
	19	0					19

with respect to attitudes at work, technical knowledge and practical skills.

(ii) Seventeen (17) believed OIC/SL graduates performed better than other entry-level workers.

(iii) All nineteen (19) supervisors interviewed were willing to employ additional OIC/SL graduates if and when job opportunities become available in their areas of supervision.

(iv) All nineteen (19) felt that OIC/SL had provided its graduates with adequate training to begin in their current jobs.

The interviewed supervisors also offered some recommendations which were intended to further strengthen the effectiveness of OIC/SL training. The major recommendations were:

- Additional emphasis on practical work;
- Inclusion of new training areas to produce plumbers, tilers, and painters who are in short supply;
- Provision of cross-training (interdisciplinary training) in building trades;
- Introduction of specialized secretarial courses;
- Greater emphasis on English composition and shorthand in secretarial training;
- Provision of tools to graduates (or at least assistance to purchase tools);

- Lowering admission requirements in order to benefit more people in need of training.

c. Conclusion - The experience of the interviewed graduates and their supervisors evidenced the capacity of OIC/SL to provide effective training and upgrading. The employed graduates were able to meet the basic performance requirements of their jobs in both public and private sectors. Their improved income earning capacity, especially that of the graduates who were previously unemployed, reflects an important contribution of OIC/SL in terms of increase in labor productivity.

The desire of many interviewed graduates for advanced training, the recommendations of supervisors for the opening of additional and new training courses, and the willingness of these supervisors to accept more OIC/SL graduates bear significant implications with respect to the possible role and scope of OIC/SL in the foreseeable future. There appeared to be an expectation that OIC/SL should not only continue but also expand its operation to increasingly meet the demand for skilled labor in almost all sectors of the economy. This expectation seems to have been founded on the positive performance demonstrated thus far by the project.

4. Survey of Graduates of the Management and Business Development (MBD) Center and their Supervisors

a. Survey of MBD Graduates - The Management and Business Development (MBD) Center of OIC/SL offers training in Supervisory Skills, Small Business Ownership and Bookkeeping. As of September 30, 1980 the Center had enrolled 277 participants,* of whom 113, or 41% were in supervisory skill training. Small business and bookkeeping courses accounted for 25% and 34% of the enrollments, respectively. Exhibit B.I.3 presents the number of enrollments by course and training duration in FY 1979 and FY 1980 (the first MBD class was held in April, 1979).

Due to the limited time available for this evaluation, the survey of MBD graduates was limited to a sample of participants who were enrolled for two (2) or more weeks of supervisory skill training. Thus, eleven (11) of the ninety-five (95) former participants in this category (12% of the total) were randomly selected for interview. This survey was intended to appraise the effectiveness and relevance of OIC/SL's supervisory skill development program from the viewpoint of the beneficiaries. The major survey results were as follows:

(i) All interviewees concurred that the training at OIC/SL was relevant to their needs and was in line with their expectations.

(ii) The interviewees further claimed that the training which they acquired offered techniques applicable at their places of work.

*This number is based on the list of names of MBD participants which was provided to the evaluators. A comparison with MIS records indicated that this list did not include ten (10) discontinued participants.

EXHIBIT B .I.3

NUMBER OF ENROLLMENTS BY COURSE AND TRAINING DURATION

MANAGEMENT AND BUSINESS DEVELOPMENT CENTER

OIC SIERRA LEONE

FY 1979 AND FY 1980

Course:	Supervisory Skill Development			Small Business Training	Bookkeeping	Year Total
Duration:	1 week or less	2-3 weeks	8-10 weeks	8-10 Weeks	12 Weeks	
FY 1978-79	0	0	18	28	28	74
FY 1979-80	18	22	55	43	65	203
2-Year Total	18	22	73	71	93	277

Source: OIC Sierra Leone, Management and Business Development Center, List of Names of Participants, April 1979 - September 1980.
Note that this list does not include ten (10) discontinued participants.

But as evidenced also in the interview results, some of the interviewees were not able to apply all what they learned at OIC/SL, due to their job positions and limited administrative authorities.

(iii) Six (6) interviewees were given additional responsibilities, and three (3) were promoted to higher job positions following the training they received at OIC/SL.

(iv) All recommended that their co-workers be sent to OIC/SL for similar training.

(v) The interviewees identified similar benefits from the training at OIC/SL. These benefits were of three (3) major types:

- Better understanding of managerial roles and duties;
- Improved communication skills;
- Greater effectiveness in organizing work and motivating people.

(vi) Major recommendations offered by the interviewees include:

- Provision of similar training to top-level administrators/managers (so as to assure their understanding and acceptance of new methods adopted by middle-level administrators/managers);

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- Development of specialized courses for junior and lower-level staff ;
- Extension of the training time of short courses (2-3 weeks) to at least one (1) month in order to better meet the needs of participants ;
- Organization of follow-up courses or seminars for former participants ;
- Consultation on training needs between OIC/SL and Ministry of Labor ;
- Provision of assistance to local Trade Unions in their training programs.

b. Survey of Supervisors of MBD Graduates - In order to further assess the effectiveness and significance of OIC/SL's supervisory skill development program, the evaluators also interviewed some of the supervisors of past participants who completed two or more weeks of supervisory skill training. Ten (10) supervisors were selected for interview, and primarily on the basis of their availability. They were consulted on:

- Rationale for sending employees to OIC/SL for supervisory skill training ;
- Observed impact of OIC/SL training on the performance of employees ;
- Recommended measures to upgrade future management training activities of OIC/SL ;

- Role of OIC/SL in contrast to those of other local management training institutions.

Major results from the survey of supervisors were as follows:

(i) Six of the interviewed supervisors explicitly indicated the desire to develop in-house managerial skills as the rationale for sending their subordinates to OIC/SL for training. More specific reasons were also provided, such as:

- To improve the skills of staff members with respect to communication and human relations (3)
- To ensure better understanding by staff members of their roles, duties and interdependence (1)
- To supplement in-house training program and reduce the need for sending staff abroad for training (1)
- To increase the overall efficiency of staff (1)
- To benefit from the training program of OIC/SL which was relevant to in-house needs (1)
- To comply with orders issued by the Establishment Secretary's Office (2)

(ii) Four (4) of the supervisors interviewed claimed to have noted some improvement in the managerial performance of staff members who underwent

supervisory skill training at OIC/SL. Additional training impact noted by the interviewed supervisors included:

- Better attitudes, greater enthusiasm and higher motivation of the employees concerned (4)
- Improved communication skills (3)
- Greater self-confidence (1)
- Ability to make suggestions (1)
- Punctuality (1)
- Realization of staff interdependence (1)

(iii) In order to upgrade the supervisory skill development program of OIC/SL, the interviewed supervisors recommended:

- Involvement of employers in the design of training courses ;
- Sharing with employers information on the process and results of training ;
- Provision of follow-up services ;
- Increase the duration of short courses ;
- Greater emphasis on budgetary control techniques and bookkeeping ;
- Development of training courses for lower-level civil servants, considering especially since the Civil Service Training College had ceased to operate.

Some recommendations were specifically intended to enhance the effectiveness of training:

- Development of diagnostic tests aimed at determining the exact level of experience of individual participants ;
- Design of training strategy to effectively deal with the heterogeneity of some groups of participants ;
- More extensive use of case study and audio-visual techniques .

(iv) The interviewed supervisors concurred on the need for OIC/SL's current program in management and business development, and most particularly its present thrust in the area of middle-level supervisory skill training. A basic reason was the wide gap between the demand and supply of trained managerial and administrative personnel in Sierra Leone. The absence of equivalent and comparable local training institutions was also mentioned, in addition to the recent closing of the Civil Service Training College. The new Institute of Public Administration and Management, on the other hand, seemed to have been intended for the training of high-level managers and public administrators. Thus, according to the supervisors interviewed, OIC/SL's supervisory skill development program is responding to an actual local

need, and is complementing the few local training institutions intended for managerial and administrative skills development.

c. Conclusion - OIC/SL has developed the capacity to provide effective middle-level supervisory skill training. It is responding to the critical need of training opportunities for middle-level manager and administrators in both the public and private sectors. It complements the existing local institutions intended for training in management and public administration.

The training impact, however, appeared to have been more significant in the cases wherein the graduates had adequate administrative authority to bring about changes in their respective places of work. The contrary was noted when the graduates belonged to the lower echelons of the administrative structure.

Also, the MBD program of OIC/SL was evidently biased in favor of the public sector, i.e., the training and/or upgrading of civil servants. This bias was reflected in the relatively large number of participants from the various Ministries and parastatal agencies of GOSL, the absence of a concrete strategy to strengthen the small business ownership training program (which accounted for only 25% of the enrollments at the MBD Center), and the absence of acquired loans and established business ventures attributable to the Management and Business Development Program of OIC/SL.

It is critical, therefore, that greater emphasis be given to small business training and the development of local

entrepreneurs. Efforts in this direction are necessary to ensure that project objectives with respect to business development, training for ownership and business management will eventually be achieved.

II. Assessment of Progress Toward Project Purpose

1. Statement of Project Purpose

"To create and institutionalize a non-formal vocational training and management development program for post primary school leavers, school drop-outs and lower-middle level workers."

2. Summary of Findings

The project demonstrated a viable structure, was operationally sound, and served the proper target group of beneficiaries. However, some bias in favor of the public sector in terms of training emphasis was noted in the Management and Business Development program. The non-formal approach to training was adopted in accordance with the project design. Significant progress in institutionalization appeared to have been achieved from the organizational viewpoint. The prospects of financial self-sufficiency, however, still seemed remote at the time of this evaluation.

3. Assessment of Training Components

a. Vocational Component

The vocational training component of OIC/SL is located in Kulanda Town, Bo. Through an agreement with the United Methodist Church, OIC/SL is presently conducting its vocational training program in a complex of classroom and workshop buildings capable of accommodating one hundred and ninety (190) trainees. In addition to the provision of Student Services, which encompass intake/orientation, counseling and job development, OIC/SL at Bo operates a comprehensive program of pre-vocational (Feeder) and vocational training. These elements of the OIC/SL program in Bo will be discussed in the following sections.

- **Feeder**

The Feeder program offers basic skills upgrading and prepares trainees for the "world of work". The portfolio of courses includes Communications, Computation, Personal Development, Grooming and Hygiene, Consumer Education, Job Finding Techniques and Cultural Heritage. Training duration averages three (3) months, and the existing records indicate that trainees normally complete Feeder training within this timeframe.

The Feeder program is managed by a Feeder Coordinator who supervises three instructors. All four (4) staff members are qualified to teach in their respective areas. Three (3) of the four (4) graduated from college with Bachelor's Degrees in Education and one (1) holds an OTD City and Guild Certificate.

Seventy-five (75) trainees were enrolled in Feeder at the time of this evaluation. The student/teacher ratio, therefore, approximated 19:1 in contrast to the planned ratio of 15:1. Should the enrollments in Feeder increase and exceed the current level, an additional instructor may be required to ensure maximum training efficiency.

The curricula for the various Feeder courses are adequate in scope and relevant to training needs, i.e. aimed at the development of basic skills required for effective learning in the vocational area. The curricula were revised in August, 1978 and November, 1980 in an effort to enhance the quality of training. A Feeder Workbook for trainees was also developed to assist in the learning process.

Although individualized instruction was prescribed as the basic approach to training some of the class work and lesson plans reflected the traditional group instruction method. However, trainee evaluations were conducted on an individual basis every three (3) months, at which time decisions were made on transfers or retentions.

A major shortfall of the Feeder program was the insufficient supply of textbooks and resource materials, as was noted in all Feeder classrooms. In addition, some of the audio-visual equipment was inoperative due to lack of spare parts. These problems should be resolved in the immediate future in order to ensure maximum effectiveness in training.

- Vocational Training

The portfolio of vocational courses of OIC/SL at Bo includes Building Trades, Auto Mechanics, and Secretarial Science. All these courses are aimed primarily at the development of job-oriented skills for entry level workers.

The Building Trades training program offers courses in Carpentry, Masonry and Electricity. Actual training time in each of these areas has been fifteen (15) months on the average, thereby exceeding the planned training time by three (3) months. It was also noted that eighteen (18) to twenty (20) months were required for the completion of auto mechanics training instead of fifteen (15) months as projected in the project proposal. In secretarial science, the duration of training depends largely on the aptitude of the trainees. Thus, the time required for training

completion could range from three (3) to six (6) months for clerical typing, and from twelve (12) to eighteen (18) months for typing and stenography training combined. Overall, there is approximately a three (3) to six (6) month variance between the planned and actual duration of vocational training.

At the time of this evaluation, 144 trainees were enrolled in the various vocational training courses. Past experience indicates that the actual student/teacher ratio fluctuates between 1:20 and 1:25 in most classes, i.e., far exceeding the planned ratio of 1:15.

Vocational training activities are managed by a Vocational Training Coordinator who supervises five (5) instructors. Well-qualified to teach in their respective areas, these instructors have been with OIC/SL since the inception of the vocational training component (1978).

Training curricula were developed for all courses and were adequate to meet the needs of entry level workers. They also suited the local conditions and reflected a strong emphasis on practical training which accounted for 70% of the training time. However, only the automotive curriculum had been revised (1980) since training start-up.

The absence of a sufficient supply of textbooks and resource materials has been a major obstacle to the training process. Compounding this shortfall was the inoperative condition of some audio-visual equipment, which also affected the Feeder program as was mentioned earlier.

In summary, the vocational training component has been characterized by:

(i) qualified and stable personnel (instructors),

(ii) curricula which were relevant in substance and adequate in scope, and

(iii) viable operational structure.

Some areas of concern and the required resolutions were also apparent at the time of this evaluation:

(i) Duration of training: Project management should re-assess the required training time for each vocational area, and determine the resulting implications with respect to targetted training completions and the requirement and allocation of training resources.

(ii) Student/teacher ratio: Diligent monitoring and evaluation of the training process and its results is indispensable to ensuring quality training in spite of some unavoidable overloading of capacity.

(iii) Curricula revision: All vocational curricula should be reviewed so as to incorporate past experience in future training activities.

(iv) Textbooks and resource materials: OIC/SL and OICI should jointly develop a strategy to secure the much needed additional supply of textbooks and resource materials in the immediate future. All spare parts needed for the repair of

existing audio-visual equipment should also be requisitioned immediately.

- Student Services

The Student Services unit is responsible for the entire gamut of recruitment, intake/orientation, counseling and job development activities. This unit also implements and maintains 90% of the programmatic part of the Management Information System (MIS). It is managed by an experienced Student Services Coordinator who supervises two (2) counselors, one (1) job developer and one (1) MIS officer.

All members of the Student Services staff have been with OIC/SL at Bo since training inception. They demonstrated great familiarity with the OIC philosophy and methodology. All were trained in their functions by the former Training Advisor/ Student Services Specialist of OIC/SL (a TCT* staff member who is presently Program Advisor of Liberia OIC).

From project inception to the time of this evaluation, the Student Services unit received close to 1,000 applications for vocational training. It also provided orientation and counseling services to 510 trainees during the same period. Its placement records indicated that 215 vocational graduates have been placed in jobs as of November 30, 1980. The performance of the Student Services unit with respect to recruitment, orientation, counseling, job development and MIS is discussed in the following sections.

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*Technical Cooperation Team

Recruitment is a joint function of the Student Services unit and the administrative staff. OIC/SL recruits trainees by advertising on the radio, television and newspapers, by disseminating handouts, and by word of mouth. Although the recruitment process is not strategic due to the great demand for training, it has served the purpose of attracting the proper target population to OIC/SL.

Admission criteria are based on the objective of OIC/SL to serve primarily school dropouts and school leavers. Thus the following basic requirements were formulated:

(i) Completion of Grade 10 (Form III) for Building Trades applicants;

(ii) Completion of Grade 11 (Form IV) for applicants interested in Secretarial Science Training;

(iii) An acceptable score on the diagnostic test;

(iv) Guaranteed means of transport to and from the training site.

Overall, OIC/SL's vocational training program has served the intended target group of beneficiaries.*

All Student Services staff members are involved in the orientation of new trainees. The orientation program is intended to acquaint trainees with every aspect of the OIC philosophy and methodology. It also covers the specific objectives and training strategy of OIC/SL. Spanning over a week of half-day

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* Exhibit B.II.1 presents the Summary of Characteristics of Vocational Trainees, October 1, 1976 - September 30, 1980.

EXHIBIT B.II.1

SUMMARY OF CHARACTERISTICS OF VOCATIONAL TRAINEES

OCTOBER 1, 1976 TO SEPTEMBER 30, 1980

Characteristics		Trainees Enrolled			Trainees Placed	
		Number	%		Number	%
Total		424	100%		203*	100%
Sex	Male	291	69%		147	72%
	Female	133	31%		56	28%
Age	16 & Under	0	0%		0	0%
	17-20	131	31%		27	13%
	21-25	225	53%		104	51%
	26-30	58	14%		65	32%
	31 & Over	10	2%		7	4%
Years of Education	5 & Under	0	0%		0	0%
	6-7	0	0%		0	0%
	8-9	0	0%		0	0%
	10-11	206	49%		106	52%
	Certified	218	51%		97	48%
Employment Status	Employed	53	13%		10	5%
	Unemployed	371	87%		193	95%

*Including one (1) Feeder completer and three (3) MBD participants who were also placed in jobs

training sessions, the orientation program is comprehensive, relevant and stimulating.

Counseling and guidance services are provided to trainees on a regular basis as well as when need arises. Two counselors are in charge of this area, conducting both individual and group counseling. Weekly dispositional conferences are held with the Feeder and vocational instructors to ascertain the progress of trainees and determine the individual concerns which should be addressed in counseling. Both dispositional conferences and counseling sessions were properly documented.

Case records are maintained on each trainee by the counselors from intake to job placement. The sample records which were examined contained adequate and up-to-date documents including the required MIS forms. Staff performance in the intake/orientation and counseling areas reflected significant progress toward the institutionalization of the OIC methodology.

Job Development is carried out primarily by the job developer whose activities span over twelve (12) districts of three (3) provinces. The job developer is responsible for:

(i) identifying, soliciting and obtaining job orders;

(ii) placing graduates in jobs;

(iii) conducting follow-up visits to employed graduates;

(iv) securing on-the-job training (OJT) slots.

The current job developer accounted for most of the 215 vocational job placements since project inception to the time of this evaluation. He appeared to know the employed graduates individually, had some ideas about their performance, and seemed to have developed excellent rapport with the employers of OIC/SL graduates.

Follow-up visits, however, have not been conducted on a regular basis. MIS records on job orders and job placements were inadequate and required extensive up-dating. There was no formal documentation of feedback from the employers of OIC/SL. These shortfalls seem to have resulted primarily from:

(i) Inadequate staff to meet the growing demand for job development services.

(ii) Limited means of transportation (The current job developer relies on a motorcycle purchased on loan and which is of limited use in inclement weather, and during the long rainy season. Neither is it entirely safe, considering the wide geographical area to be covered).

Thus, project management should consider hiring at least one (1) additional job developer, and securing one (1) vehicle for the job development staff. In addition, local funds should be developed to allow for public relations expenses which are related to the job development effort.

A major part of the Management Information System (MIS) has been implemented, particularly in the counseling section. The understanding of staff members, however, was still limited with respect to the rationale of the mechanism involved, i.e., the reasons which undergird the need for some specific MIS forms, files and reports, and their inter-relationships.

At the time of this evaluation, the following major shortcomings were noted:

(i) Monthly Documentation File was incomplete;

(ii) Training Manager's MIS files diverged significantly from the procedures prescribed by the MIS User's Guide;

(iii) Job Developer's MIS files also diverged from the prescribed system;

(iv) Inappropriate circulation of Status Change Notices.

Overall, there seems to have been a breakdown in the system following the departure from Bo of the former Training Advisor/Student Services Specialist.

The above situation calls for:

(i) Modifications/simplification of the MIS by OICI in order to possibly improve staff compliance.

(ii) Provision of immediate technical assistance by OICI and/or consultant(s) to review the training statistics of OIC/SL and resolve the current MIS problems.

- Overall Coordination

The entire vocational component (Feeder, vocational training, student services) is managed by a Training Manager. The latter supervises the Feeder Coordinator, the Vocational Training Coordinator, and the Student Services Coordinator.

The present Training Manager holds a Bachelor's Degree in Education and a Teacher's Certificate. Formerly a staff member of the Bo Vocational Training Institute, he began working with OIC/SL in June, 1977 and was the counterpart of the former Training Advisor/Student Services Specialist of the Technical Cooperation Team (TCT). Managing the vocational component since October, 1979 when the National Office of OIC/SL was transferred from Bo to Freetown , the present Training Manager demonstrated a thorough understanding of the OIC philosophy and methodology. Under his supervision, OIC/SL at Bo operates in accordance with the structure and the procedures which were developed during the organizational stage of the component.

Staff meetings for coordination purposes have been held regularly according to a specific schedule:

(i) General Management Meetings: Bi-monthly

(ii) Training Manager and Line supervisors: Mondays

(iii) General Dispositional Conferences: Tuesdays

(iv) Specific Dispositional Conferences: Wednesdays

(v) Supervisors and Instructors: Thursdays

The Training Manager coordinates staff development workshops for instructors and supervisors. These workshops are organized two (2) times a year during school breaks.

In summary, OIC/SL's vocational component displayed a well-defined structure, effective coordination, and adequate as well as qualified personnel to ensure sound project operation. The OIC philosophy and methodology was apparent in the processes of recruitment and training. The entire vocational component represents a significant achievement towards the institutionalization of OIC/SL.

b. Management and Business Development Training Component

Referred to as Entrepreneurial Training and Management Developmen (ETMD) in the project proposal, the Management and Business Development (MBD) program focuses on the development and training of entrepreneurs for small-scale business and middle-level managers for both public and private sectors. The MBD training center operates a variety of courses and seminars which last from a few days to twelve (12) weeks. The major training areas include supervisory skill development, small business training, and bookkeeping.

Presently, an ETMD Specialist is providing technical assistance/counterpart training to a staff of four (4) members: one (1) Business Manager and three (3) instructors. Excluding the Business Manager position, personnel turnover among the MBD staff has been extremely high and has presented a critical

obstacle to the institutionalization effort. Due to inadequate personnel, all staff members and the ETMD Specialist were engaged in teaching. Also, some lecturers were hired as part-time consultants from the government and private sectors.

The shortage of personnel limited the capacity of staff to properly evaluate the training program's effectiveness and impact. Evaluations by trainees at the end of each course were seldom synthesized into analytical reports. There has been no specific plan to conduct regular follow-up checks on graduates. From training inception to the time of this evaluation, the MBD staff initiated three (3) surveys of past participants (one for each category of participants classified according to areas of training). However, the survey results were limited due to the small number of replies and have not been tabulated for purposes of analysis.

It should be recalled that problems were also experienced when the MBD program began operating in April, 1979:

(i) The proposed staff salaries were too low to attract qualified applicants for the available staff positions;

(ii) Classrooms and offices made available to the project required extensive renovations which were both costly and time consuming;

(iii) It was difficult to recruit civil servants for training in public administration

which was the major focus of the MBD program in its initial stage. Participants were to be identified and recommended for training by the Establishment Secretary. This process, while necessary, has repeatedly caused delays in the enrollment of participants and the start-up of training activities.

In spite of the recent efforts of project management to attract more participants from the private sector,* OIC/SL still depends heavily on the Government for the recruitment of participants in supervisory skills training. The entire MBD program still reflects strong bias in favor of the development of administrative skills. Contributions to the small business sector were limited to theoretical training in business development and management, and the bookkeeping course which prepares participants for the R.S.A. Stage I Exams in Bookkeeping. At the time of this evaluation, there was no account of loans acquired for the graduates or business ventures initiated with the assistance of the MBD Training Center.

Thus, while OIC/SL contributes significantly to the upgrading of administrative and managerial skills, particularly in the public sector, some determined efforts are necessary to increase its share in the development of the small business sector. Towards this end, the entire MBD program should be reviewed with respect to its goals, training emphasis, requirements and allocation of resources in order to better match its strategy with current local needs.

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*The Public Administration Training Program, for example, is now called Supervisory Skill Development Program.

4. Assessment of Compliance with Recommendations of the Joint Evaluation in August, 1979

a. Recommendations Implemented

Most of the major recommendations submitted by the Joint Evaluation Team* in August, 1979 have been implemented.

- The Board of Directors and project management have initiated a public relations campaign to promote the visibility of OIC/SL and gain additional public support for the project.
- A comprehensive Manual on Standard Operating Procedures was developed for the vocational training component in Bo.
- Prior to the transfer of the National Office from Bo to Freetown, specific measures were developed to ensure the continuation of sound project operations at Bo, and to achieve maximum coordination between the National Office and the vocational training component. A Management Guide Booklet was developed to specify the roles and responsibilities of the Training Manager, the Finance Officer and other line supervisors stationed in Bo. The Training Manager assumed full responsibility for supervising and coordinating the vocational

*OICI-USAID-Government of Sierra Leone

component, effective October 1, 1979. Bi-weekly management meetings at Bo with representatives from the National Office have been held in order to enhance the project's internal communication process.

- At both Freetown and Bo, project management had instituted a comprehensive in-house evaluation scheme to appraise the effectiveness of the curricula, training techniques and student services.
- Timely personnel performance evaluations were conducted on an annual basis by the Executive Director and line supervisors.
- A series of MIS workshops were planned for staff of the vocational component. However, only three (3) workshops were actually held in FY 1980. Some implementation problems with respect to the MIS were also noted during this evaluation.
- Project management already began considering the expansion of the vocational training program to meet local needs. The following courses or subjects may be introduced in the near future: Driving, Plumbing, Auto Body Repair, Auto Electrical System and Acetylene Welding. The

inclusion of training in Transformers and Generators was also considered in addition to Power Tools Handling in Building Trades, and some specialized courses in Secretarial Science.

- In an effort to eventually gain formal recognition from the Government of Sierra Leone (GOSL), trainees were encouraged to take the trade tests administered by GOSL and also the Royal Society of Arts (R.S.A.) Exams.
- Specific measures were initiated in order to alleviate and/or resolve some of the personnel problems noted in August, 1979. OICI fielded a new TCT staff member to assist in Auto Mechanics training. For three (3) months in 1980, three (3) Canadian Crossroad Volunteers alleviated the shortage of instructors in Secretarial Science training. At the time of this evaluation, a Peace Corps Volunteer also joined the Secretarial Science staff to begin her two years of service at OIC/SL's vocational training component. Additional efforts on the part of project management are still necessary to recruit adequate and qualified Sierra Leonean staff for the Secretarial Science training area.

- During each orientation program, it is now the practice of project manatement to inrorm all parents/guardians of the newly enrolled trainees that took kits are required for OJT and eventual job placement. A revolving fund was developed to assist the vocational graduates in procuring tool kits. However, 66% of the cost should be paid upon the receipt of tools.
- The Board worked conscientiously to resolve the issue of training facilities. At the time of this evaluation, negotiations were still on-going between OIC/SL and the United Methodist Church regarding rent renewal for the facilities at Bo.
- The Board also negotiated for a larger share by GOSL in the operating budget of OIC/SL. As a result, GOSL was committed to contribute US$181,962* to the project in FY 1981.
- To alleviate the job developer's transportation problems, project management granted him a loan of Le 2,000 for the purchase of a motorcycle. The latter, however, was of limited use during

*This amount consists of US$74,492 in arrears contributions for FY 1980 and US$107,470 for FY 1981. The cash contribution of GOSL to the project in FY 1979 was US$20,492.

the rainy season. The provision of an automobile would probably have been more appropriate.

- A comprehensive plan to identify job and OJT opportunities was developed.
- Project management monitored closely the development of local institutions engaging in Public Administration, Management and Business Training. Efforts are being made to prevent the duplicatior of training programs.

b. Recommendations Awaiting Implementation

Some of the major recommendations formulated in August, 1979 have not been implemented but are still relevant to the needs of OIC/SL:

- Intensification of Board activities to mobilize additional resources from business and industry.
- Development of comprehensive manual on operating procedures for the Entrepreneurial Training and Management Development Component which is referred to currently in Sierra Leone as the Management and Business Development Training Center. Also, a long term operational strategy has not been developed for this component.
- Systematic monitoring and analysis of the local labor market for purposes of job development and curriculum planning.

- Development of a comprehensive document on the process and techniques of TCT's counterpart training. This document is intended to assist local staff in the training of future newly hired personnel.
- Orientation on self-employment as part of the feeder and vocational training curricula.
- Recruit an additional job developer.
- Regular follow-up checks on placed graduates by job developers.
- Formation of a Technical Advisory Council for the vocational training component.
- Involvement of the Board, the IAC and the TACs in identifying job opportunities and OJT slots for trainees.

As mentioned earlier, the above recommendations are still relevant to the needs of OIC/SL. The intended major benefits are:

(i) To improve project operation;

(ii) To assist in achieving the institutionalization objective;

Project management, therefore, should ensure that these recommendations will be fully implemented in the immediate future.

5. Implementation of the Memorandum of Agreement (OIC/SL and Ministry of Education, GOSL)

An assessment was made of the implementation of the Memorandum of Agreement between the OIC/SL Board of Directors and the Ministry of Education (effective from October 1, 1978 to September 30, 1981). The major findings were:

a. The Ministry of Education has committed itself to meet the required financial contributions to OIC/SL for FY 1980 and FY 1981.

b. The Ministry of Education, in conjunction with the Ministry of Finance, has secured tax exempt status for the project's equipment and commodities.

c. However, the Ministry of Education has not fulfilled its commitment to provide additional office space and training facilities to OIC/SL.

d. Duty-free privileges for staff members of the Technical Cooperation Team (TCT) have also not been granted.

The problems reflected in "c" and "d" above require the immediate attention of the Ministry of Education and the Board of Directors.

III. Assessment of Progress Toward Project Output

Project Output #1: A national OIC/SL Board of Directors is organized and trained (per Proposal)

A thirteen (13)-member Board of Directors was established for the 1980-83 term prior to this evaluation. Eight (8) Board Members joined OIC/SL for the first time, four (4) had served on the Board in the preceeding term, and one (1) was the first Board Chairman of OIC/SL (1977-78) following the formal recognition of the project by GOSL. Thus, only five (5) of the present Board Members or 38% of the total had some OIC experience. This percentage suggests high turnover in Board membership which, if continued, will adversely affect the institutionalization effort.

The extensive turnover in Board membership is also expected to reduce the benefits accrued from OICI's Annual Participant Training Program in the U.S. A major objective of this Program has been to upgrade and strengthen Board Members in Board duties and functions. From project inception to the time of this evaluation, two (2) Board Chairmen and one (1) Board Member had been in the U.S. to partake in OICI's Annual Participant Training Program. Only one (1) of these Board Participants served on the Board of OIC/SL as of November 1980.

With respect to its composition, the current Board consists of a broad spectrum of prominent Sierra Leoneans representing both public and private sectors. Presently serving on the Board are four (4) Members of Parliament two (2) of whom are Paramount Chiefs,

the Permanent Secretary of the Ministry of the Interior, four (4) educators, two (2) lawyers, one (1) Paramount Chief and the personnel manager of S.L.P.M.B. One (1) of the aforementioned members is concurrently a Member of Parliament, Chairman of Sierra Leone Airways and Commercial Manager of a local firm. The Board, therefore, comprises a cross-section of local leadership capable of substantially furthering the development of OIC/SL.

The performance of OIC/SL's Board of Directors has been one of significant effectiveness with respect to gaining government support for the project. However, it has also been characterized by irregular and limited achievements in the area of resource mobilization from the private sector. The absence of a comprehensive fund-raising strategy and an action plan aimed at specific fund-raising goals appeared to account primarily for the limited results. This aspect will be discussed in greater detail in Section B.IV (Project Input).

To conclude, the critical issues in relation to the Board of Directors were as follows:

(i) Need to orient new Board Members who account for the majority of Board membership (62%) on OIC/SL and OIC philosophy and methodology;

(ii) Need to train the aforementioned Board Members in their specific duties and functions to ensure the proper institutionalization of the the OIC/SL project;

(iii) Need for Board Members to develop and implement a fund raising plan capable of garnering substantial input from the private sector in the near future;

(iv) Need for all parties concerned with this project (OICI, GOSL and OIC/SL) to develop measures for reducing the turnover in Board membership to a minimum level. The recently developed policy which attaches Board Chairmanship to the Paramount Chief of Bo District instead of the Provincial Secretary of the Southern Province is a significant step toward the stabilization of Board Membership.

Project Output #2: Sierra Leonean Nationals are trained as program administrators and technical vocational instructors.

The FY 1981 budget of OIC/SL provided for thirty-six (36) local staff positions of which thirty-three (33) were filled as of November 15, 1980. The vacant positions were those of one (1) job developer and two (2) instructors for the Management and Business Development (MBD) Program. Section B.IV (Project Input) will discuss in detail the composition of the local staff.

At the time of this evaluation, all administrative and instructional positions were filled by Sierra Leoneans.

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Generally qualified for their jobs, local staff members demonstrated a solid understanding of the OIC philosophy and methodology. The results of the training provided by the Technical Cooperation Team (TCT) were reflected in the current capacity of local staff to independently carry out most of the routine program activities.

However, additional TCT services are still required in order to further strengthen the capacity of local staff in:

(i) Managerial planning and control, particularly with respect to financial resources;

(ii) Design and implementation of an effective in-house staff development program, especially in order to benefit the instructional staff. At present, staff development workshops are conducted twice a year during school breaks. However, they are focused primarily on management issues which might be relevant to the line supervisors but of little interest to the instructors.

(iii) Design and implementation of an effective training program geared toward assisting the development of the small-scale business sector;

(iv) Upgrading the secretarial science training unit, for which the recruitment of top-qualified staff has not been feasible;*

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* Better salaries and benefits offered by the private sector in Freetown attracted most of the candidates who were best qualified to teach and/or practice secretarial science.

(v) Upgrading the current-in-house evaluation system with respect to the formulation of indicators, the mechanism of conducting evaluations, and the monitoring of the implementation of evaluation recommendations;

(vi) Improving the recording, processing and analysis of program statistics;

(vii) Reviewing the present training curricula to incorporate the lessons learned from past experience.

To summarize, a local staff has been developed with its core personnel capable of sustaining the project's routine activities. Technical assistance from OICI, however, is still needed to strengthen some of the apparently still deficient aspects of the local staff.

Project Output #3: Curricula developed for all training areas

Curricula were developed for all training areas (Feeder, Building Trades, Secretarial Science, Management and Business Development Training). As stated in Section B.II.3 (Assessment of Training Components), the Feeder and Vocational Training Curricula were adequate in scope and relevant to both local conditions and training needs.

The curricula of the MBD Component, on the other hand, were more theoretical in orientation and apparently too ambitious in scope. In addition, the course contents of the small business training program was inadequate with respect to provision for practical, concrete and

specific steps to start and/or upgrade a business venture.

The major needs of OIC/SL regarding curriculum development include:

(i) Regular review of the Feeder and Vocational Curricula in order to better reflect past training experience in future training activities;

(ii) Complete revision of the MBD Program which should be geared toward:

- A more practical approach to training;
- Greater emphasis on the development of entrepreneurship and small-scale business;
- A reduced scope of training which is capable of generating precise and measurable impact in respect of supervisory skill.

Project Output #4: Feeder Training Completions

A total of 375 trainees completed Feeder training in the first four (4) years of project implementation, thereby exceeding the 300 planned completions for the same period as indicated in Exhibit B.III.1. With respect to FY 1981 or year V of the project, forty-two (42) trainees already graduated from Feeder as of November 30, 1980. Actual Feeder completions, therefore, will most likely exceed the completions projected for FY 1981.

EXHIBIT B.III.1

ACTUAL VS PLANNED FEEDER TRAINING COMPLETIONS

FY 1977 - FY 1980

	FY 1977 YR I	FY 1978 YR II	FY 1979 YR III	FY 1980 YR IV	TOTAL
Planned*	0	120	90	90	300
Actual	0	71	159	145	375
Variance	0	-49	+69	+55	+75
		-41%	+77%	+61%	+25%

* OIC/SL's training schedule and output was revised twice since the completion of the project proposal. It was first revised in August 1976, i.e., prior to funding authorization by AID. The second revision took place in FY 1978 and was necessitated by the numerous delays and difficulties experienced by OIC/SL during the early stage of project implementation. These problems were primarily a result of in-country political conditions in 1976 and 1977. The planned figures used in the above Exhibit are from the Second Revised Training Schedule and Output.

Project Output #5: Vocational Graduates Placed in Jobs

A total of 199 vocational graduates were placed in jobs in FY 1979 and FY 1980 or years III and IV of project implementation, respectively.* Actual job placements with respect to vocational graduates, therefore, exceeded the planned level by 14 placements or 8% as indicated in Exhibit B.III.2.

As reflected also in Exhibit B.III.2, the excess of actual over projected job placements was actually achieved in FY 1979. In the following fiscal year, actual job placements dropped below plan by 11%. This negative performance might continue into FY 1981 due to the numerous economic problems which have besieged the Sierra Leonean economy. Hence, it appears difficult for OIC/SL to place 120 vocational graduates in jobs as targetted for FY 1981.

Exhibit B.III.3 contrasts planned vs. actual job placements by vocational training area. As shown in this Exhibit, there were more graduates in Carpentry, Electricity and Masonry placed in jobs than projected; the reverse was true in the case of Auto Mechanics and Secretarial Science graduates. At the time of this evaluation, project management was monitoring the situation in an effort to explain the imbalance between the demand and supply of graduates.

The Sample Survey of Employed Vocational Graduates and their Superiors ascertained the capacity of OIC/SL's vocational trainees

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* Job placement was not expected in FY 1977 and FY 1978, i.e., in years I and II of the project.

EXHIBIT B.III.2

ACTUAL VS PLANNED JOB PLACEMENTS

FY 1977 - FY 1980

	FY 1977 YR I	FY 1978 YR II	FY 1979 YR III	FY 1980 YR IV	TOTAL
Planned	0	0	65	120	185
Actual	0	0	92	107	199
Variance	0	0	+27	-13	+14
			+42%	-11%	+ 8%

Notes: The statistics presented above are in relation to the placement of vocational graduates in jobs. It should be noted that one (1) Feeder completer and three (3) former participants of the MBD Program were also placed in jobs. Thus, the total number of job placements regardless of training areas is 203 for the period FY 1977 - FY 1980.

Please note also that figures on planned job placements are from OIC/SL's Second Revised Training Schedule and Output (FY 1978) as explained in Exhibit B.III.1.

EXHIBIT B.III.3

ACTUAL VS PLANNED JOB PLACEMENTS

BY VOCATIONAL TRAINING AREA

FY 1977 - FY 1980

VOCATIONAL COURSE	PLANNED	ACTUAL	VARIANCE	
			NUMBER	%
Auto Mechanics	30	28	-2	-7%
Carpentry	30	45	+15	+50%
Electricity	30	34	+4	+13%
Masonry	30	33	+3	+10%
Secretarial Science	65	59	-6	-9%
	185	199	+14	+8%

to perform satisfactorily, on the job, after completion of their training.*

Project Output #6: Management and Business Development Training Completions

As of September 30, 1980, 229 participants had completed training at OIC/SL's Management and Business Development (MBD) Center. They were among the 287 participants enrolled since the MBD program began operation in April 1979. Forty-eight (48) participants were still in training at the time of this evaluation, and ten (10) were discontinued thus far.*

Although 180 participants were projected to have completed training by the end of year IV (i.e. FY 1980), it was difficult to compare planned with actual completions. In lieu of four (4) regular three (3)-month training cycles per year, the MBD Center offers a variety of courses lasting from a few days to twelve (12) weeks. According to Exhibit B.I.3***, bookkeeping trainees who constituted 34% of the enrollees were the only participants to undergo three (3) months of training at OIC/SL's MBD Center. Participants who were enrolled for 8-10 weeks of training accounted for 144 or 52% of the enrollments. The remaining forty (40) participants were trained for three (3) weeks or less.

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* For details please see Section B.I.3 (survey of Employed Vocational Graduates and Supervisors.

** In Summary:

229	Completions
48	in training
10	discontinued
287	enrolled

*** Page 25

IV. Project Input

1. Manpower

a. Technical Cooperation Team (TCT)

At the time of this evaluation, four (4) TCT staff members provided counterpart training services and assisted in project implementation. They included the Program Advisor and three (3) TCT specialists in the areas of Finance/Administration, Auto Mechanics, and Entrepreneurial Training and Management Development (ETMD), respectively. There were six (6) TCT staff members during the previous Joint Evaluation (August 1979). The Building Trades Specialist and the Training Advisor/Student Services Specialist were phased-out in November 1979, to alleviate the already strained budget of OIC/SL due to uncertainty regarding local input.

As shown in Exhibit B.IV.1, TCT services will be short by 24.5 man-months or 8.9% relative to plan by the end of project year V (FY 1981). The reduction in TCT's manpower input resulted from delayed training start-ups in both the vocational and MBD training areas*, and the need to terminate some TCT positions earlier than planned due to budgetary constraints. The loss of over two (2) man-years of direct technical assistance is significant, considering the complexities involved in the transfer of a new training philosophy and methodology to a developing country. This

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* The delays were due primarily to the political situation in Sierra Leone in 1976 and 1977 as explained in the report on the previous Joint Evaluation of OIC/SL by OICI, USAID and GOSL (August 1979).

EXHIBIT B.IV.1

ACTUAL VS PLANNED TCT MAN-MONTHS

FY 1977 - FY 1981

	FY 1977 YR I	FY 1978 YR II	FY 1979 FY III	FY 1980 YR IV	FY 1981 YR V	TOTAL
Planned	51.0	72.0	72.0	57.0	24.0	276.0
Actual*	38.5	55.5	68.5	49.5	39.5**	251.5
Variance	-12.5mm	-16.5mm	- 3.5mm	- 7.5mm	+15.5mm	- 24.5mm
	-24.5%	-22.9%	- 4.9%	- 3.2%	+64.6%	- 8.9%

* Based on beginning and ending dates of employment.

** Projected, December 31, 1980.

shortchange in technical assistance and associated ramifications demonstrate further the need for the continuation of TCT's services beyond FY 1981 for the purposes stated earlier in Section B.III.2 (Project Output #2). **

b. Local Staff

As shown in Exhibit B.IV.2, the actual number of thirty-six (36) staff positions exceeded the planned number of thirty (30) by six (6) positions or 20% of the projected total. The added positions include:

- ETMD Instructor II
- Vocational Training Coordinator
- Student Services Coordinator
- Bookkeeper
- Secretary II
- Maintenance Man

The aforementioned positions increased the initial and apparently underestimated local manpower to the level required for sound project operation.

Excluding the Management and Business Development (MBD) Component, OIC/SL experienced minimal personnel turnover*, a factor which appeared to account for the noted significant progress in the institutionalization of operational activities.

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* According to the Position Control and Personnel Status Report dated September 30, 1980, personnel turnover since project inception affected only the MBD Component and the supportive services staff (clerks, security guards, etc.).

**Pages 57-59

EXHIBIT B.IV.2

ACTUAL VS PLANNED NUMBER OF LOCAL STAFF POSITIONS

BY FUNCTION, NOVEMBER 30, 1980

	Number of Positions		
Functions	Planned	Actual	Filled
Management	4	7	7
Instruction/Training	13	13	11
Student Services	5	5	4
Supportive Services	8	11	11
	30	36	33

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In general, local staff members were qualified for their jobs and understood the OIC approach to training as stated earlier in Section B.III.2 (Project Output #2).* Their performance reflected the impact of counterpart training provided by TCT, especially with respect to the daily operation of the project. But as noted also in Section B.III.2, the local staff still demonstrated some major deficiencies which called for the continuation and probably the increase of TCT's technical assistance.

Most urgent, meanwhile, is the current need to recruit adequate and qualified personnel for the MBD Component. As mentioned in Section B.II.3b (Assessment of Training Components; MBD Component), personnel turnover in this Component has been frequent and represented one of the most retarding obstacles to the institutionalization effort.

2. Financial Input

a. OICI/AID Input

From October 1, 1976 to September 30, 1980, AID approved a cumulative budget of $1,660,015** in support of OIC/SL. Cumulative actual expenditures during the same period amounted to $1,641,396, resulting in positive balance of $18,619 (See Exhibit B.IV.3).

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* Pages 57-59

** Excluding $86,803 allocated for indirect cost for FY 1980. Indirect Cost allocation was not applicable prior to FY 1980.

EXHIBIT B.IV.3

CUMULATIVE ACTUAL EXPENDITURES VS CUMULATIVE BUDGET APPROVED

OCTOBER 1, 1976 TO SEPTEMBER 30, 1980

	Cumulative Budget Approved	Cumulative Actual Expenditures	% Distributions of Expenditures	Balance
Personnel				
U.S.	$ 509,434	$ 473,447	28.8%	$ 35,987
Local	326,543	315,170	19.2	11,373
Consultants	9,585	4,307	0.3	5,278
Allowances	281,459	274,660	16.7	6,799
Travel & Transportation	157,994	259,710	15.8	(101,716)
Other Direct Costs	95,675	103,091	6.3	(7,416)
Commodities/Equipment	193,336	201,197	12.3	(7,861)
Participants Costs	18,958	9,814	0.6	9,144
Sub-Total	$1,592,984	$1,641,396	100.0%	(48,412)
Less Local Input	20,884	-		-
	$1,572,100	$1,641,396		(69,296)
Add transfers from other PHA Allocations	87,915	-		-
GRAND TOTAL	$1,660,015	$1,641,396		$ 18,619

Comparison of actual cumulative expenditures vs. revised budget proposal (revised on 8/12/76 prior to funding authorization), on the other hand, reflects an underexpenditure of $83,268 or 4.8% of the budget initially proposed for the period October 1, 1976 to September 30, 1980 (see Exhibit B.IV.4).

Delay in training start-up in both the Vocational and Management and Business Development (MBD) areas accounted primarily for the aforementioned differential between planned and actual expenditures. As indicated in the report on the previous Joint Evaluation of OIC/SL (August 1979), training start-up in the Vocational and MBD Components were nine (9) and seventeen (17) months behind schedule, respectively. As explained in the same report, the delays were due mainly to the political situation in Sierra Leone in 1976 and 1977.

As shown in Exhibit B.IV.4*, the "Travel and transportation" line item presented the only significant excess of actual over planned expenditures, i.e., $111,045 or 75% more than initially proposed. Notwithstanding the overall reduced level of expenditures relative to plan, critical budgetary difficulties were imminent due to:

(i) High inflation rate both in Sierra Leone and abroad, which already

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* Exhibit B.IV.4 compares the planned with actual cumulative expenditures, while, the preceeding Exhibit (B.IV.3) contrasts cumulative approved budget vs actual cumulative expenditures.

EXHIBIT B.IV.4

COMPARISON OF ACTUAL CUMULATIVE EXPENDITURES WITH

BUDGET PROPOSAL FOR PERIOD OCT. 1, 1976 - SEPT. 30, 1980

	Revised Budget Proposal 8/12/76	Actual Expenditures As of 9/30/80	Variance[a] US Dollars	%
Personnel				
U.S.	535,694	473,447	-62,247	-12%
Local	370,786	315,170	-55,616	-15%
Allowances	321,246	274,660	-46,586	-15%
Travel & Transportation	148,665	259,710	+111,045	+75%
Other Direct Costs	105,337	107,398[b]	+2,061	+2%
Commodities/Equipment	221,242	201,197	-20,045	-9%
Participants Costs	21,694	9,814	-11,880	-55%
Consultants[c]	3,000	4,307		
	$1,724,664	$1,641,396	-$83,268	-4.8%

a) Minus Sign -) means "less than planned"
Plus Sign (+) means "more than planned"

b) Consultants Cost (last budgetary line item) was included to permit comparison with figure on "Other Direct Costs" of Budget Proposal. In the latter, "Other Direct Costs" included consultants cost.

c) Presented for illustration purposes only. These figures were included in "Other Direct Costs".

affected the project's financial capacity;

(ii) Repeated increases in salaries and benefits of local staff mandated by the Government of Sierra Leone;

(iii) And, as a result of (i) and (ii), rising local operating cost whose cumulative total by the end of year V will exceed the original projected five-year operating cost by 10% as indicated in Exhibit B.IV.5a.

Compounding the above problems are the uncertainty with respect to the adequacy and timeliness of local input as will be discussed below, and the apparent need for longer TCT services than initially projected. Given the cumulative approved budget of $1,660,015 as of September 30, 1980, the remaining obligation of AID to the project is $159,376, based on the proposed five-year AID input of $1,819,391. The balance, therefore, will be inadequate to meet the expected project's needs in FY 1981.

b. Local Input

Cumulative in-cash contributions amounted to $110,286 as of November 15, 1980 as shown in Exhibit B.IV.6. The Government of Sierra Leone (GOSL) and local business community accounted for

EXHIBIT B.IV.5a

ORIGINAL VS REVISED PROJECTED LOCAL OPERATING COSTS

FY 1977 - FY 1981

	FY 1977 YR I	FY 1978 YR II	FY 1979 YR III	FY 1980 YR IV	FY 1981 YR V	TOTAL
Original	171,032	194,930	166,614	164,789	171,252	868,617
Revised*	64,807	179,961	230,614	201,718	279,971	957,071
Variance**	-106,225	-14,969	+64,000	+36,929	+108,719	+88,454
	-62%	-8%	+38%	+22%	+63%	10%

* Figures for years from FY 1977 through FY 1980 reflect actual operating costs.

** Plus sign (+) means that Revised Cost exceeded Original Projected Cost.
Minus sign (-) means that Revised Cost was less than Original Projected Cost.

Note: For additional details, please see Exhibits B.IV.5b and B.IV.5c

EXHIBIT B.IV.5b

ORIGINAL PROJECTED LOCAL OPERATING COST*

OCTOBER 1, 1976 TO SEPTEMBER 30, 1981

(In U.S. Dollars)

ITEM	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	TOTAL
Local Salaries and Fringe Benefits	41,491	103,008	110,839	115,448	120,058	490,844
Commodities and Equipment	100,941	61,632	28,214	30,455	35,543	256,785
Other Direct Costs	28,600	30,290	27,561	18,886	15,651	120,988
Total Operating Cost	171,032	194,930	166,614	164,789	171,252	868,617
Local Input						
Participants Input (OJT)	-	-	8,331	16,479	17,125	41,935
Fund Raising	-	-	8,331	16,479	34,250	59,060
G.O.S.L.	-	-	-	32,958	68,501	101,459
Total Local Input	-	-	16,662	65,916	119,876	202,454
Total Operating Cost Net of Local Input	171,032	194,930	149,952	98,873	51,376	666,163

*Projections are as stated in original 5-year budget (August 12, 1976).

EXHIBIT B.IV.5c

REVISED PROJECTED LOCAL OPERATING COST

OCTOBER 1, 1976 TO SEPTEMBER 30, 1981

(In U.S. Dollars)

ITEM	YEAR 1*	YEAR 2*	YEAR 3*	YEAR 4*	YEAR 5	TOTAL
Local Salaries and Fringe Benefits	16,424	62,435	111,940	132,223	216,991	540,013
Consultants	2,203	293	270	1,337	1,200	5,303
Travel	3,647	8,154	22,154	31,229	23,000	88,184
Commodities and Equipment	24,481	79,763	65,707	12,635	20,500	203,086
Other Direct Costs	18,052	29,138	20,772	24,294	15,000	107,256
Participants Cost	-	178	9,771	-	3,280	13,229
Total Operating Cost	64,807	179,961	230,614	201,718	279,971	957,071
Local Input						
Fund Raising	-	-	-	-	60,579	60,579
G.O.S.L.	-	-	20,492	74,492	107,470	202,454
Total Local Input	-	-	20,492	74,492	168,049	263,033
Total Operating Cost Net of Local Input	64,807	179,961	210,122	127,226	111,922	694,038

*Figures of years 1 to 4 reflect actual costs incurred.

EXHIBIT B.IV.6

COMPOSITION OF LOCAL INPUT

OCTOBER 1, 1976 TO NOVEMBER 15, 1980

(In Leone)

Cash Revenue		1978-79	1979-80	1980-81*	Total
Individual Donation		1,742	3,147	-	4,889
Business Donation		700	19,624	5,000	25,324
Government Donation		20,000	-	54,412	74,412
Trainee Donation		354	-	-	354
Fund Raising		95	1,240	-	1,335
Profit Making		230	878	-	1,108
Other Revenue		-	215	..	215
Total Cash Revenue	Le	23,121	25,104	59,412	107,637
	US$	23,690	25,722	60,874	110,286

In Kind Contributions		
UMC Training Block, Bo - Rent 3 years	Le	36,000
ET/MD Classrooms and Offices - Rent 2 years		3,700
Training Supplies and Equipment		13,790
Total	Le	53,490
	US$	54,806

*As of November 15, 1980 only.

NOTE: Exchange Rate as of September 30, 1980 is Le 1,0246 per U.S. Dollar.

69% and 24%, respectively, of the total amount.

Per project proposal, local in-cash contribution was to equal 10%, 40% and 70% of local operating costs in Years III, IV and V of the project, respectively. The expected contributions, therefore, are as indicated in Exhibit B.IV.7.

As also shown in Exhibit B.IV.7, local input exceeded the level projected for FY 1979 by 3% but dropped below that required for FY 1980 by 68%. It should, however, be noted that project management had developed a revised schedule of local input as reflected earlier in Exhibit B.IV.5c.* According to this schedule, local in-cash contribution would equal 9%, 37% and 60% of local operating costs in Years III, IV and V of the project, respectively. In this connection, the contrast of actual vs planned local input is as follows:

	FY 1979 YR III	FY 1980 YR IV	FY 1981 YR V
Planned	20,492	74,492	168,049
Actual	23,690	25,722	60,874**
	$+3,198	$-48,770	$-107,175**
	+16%	-65%	-64%**

Thus, even on the basis of the revised schedule, local in-cash contribution in FY 1980 still fell short of the targetted level by 65%. It should, however, be recognized that actual

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* Page 77
** As of November 15, 1980 only.

EXHIBIT B.IV.7

ACTUAL VS ORIGINAL PROJECTIONS OF LOCAL IN-CASH CONTRIBUTION

FY 1979 - FY 1981

(in U.S. Dollars)

	FY 1979 YR III	FY 1980 YR IV	FY 1981 YR V	TOTAL
Local Operating Cost**	230,614	201,718	279,971	712,303
Expected Local In-Cash Contribution	23,061 10%	80,687 40%	195,980 70%	299,728 42%
Actual In-Cash Contribution	23,690	25,722	60,874*	110,286*
Variance***	+ 629	-54,965	-135,106*	-189,442*
	+3%	-68%	-69%*	-63%*

* As of November 15, 1980 only.

** Figures for FY 1979 and FY 1980 represent actual operating costs; Cost figure for FY 1981 is a projection.

*** Plus sign (+) means "greater than expected"; Minus sign (-) means "less than expected".

Note: Figures on expected local contribution are based on the percentages of local operating cost as indicated in the Project Proposal.

local input in FY 1979 exceeded the planned level by 16%. At the time of this evaluation, project management appeared confident that GOSL will meet the expected cumulative contribution of $202,454 by the end of FY 1981 as indicated in Exhibit B.IV.5c.* However, there remains much uncertainty as to how and when it will be feasible for OIC/SL to garner the $60,579 projected as local fund raising target for FY 1981.**

Some major issues in relation to local in-cash contribution should be noted:

(i) The severe economic difficulties which currently besiege Sierra Leone are likely to limit the prospect of garnering substantial resources from the private sector;

(ii) At least at present, GOSL appears incapable of absorbing a larger share of OIC/SL's operating cost, given the Government's already strained financial position and the competitive demands for its limited resources;

(iii) In effect, it would seem that OIC/SL will continue to depend on external financial sources for a substantial part of its operating cost in the immediate future.

Undoubtedly, a more systematic fund-raising plan as

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* Page 77
** Ibid.

well as greater involvement by the Board of Directors in this effort are necessary to tap additional resources, however limited, from the private sector.

In-kind contributions, on the other hand, remain almost at the same level noted during the previous Joint Evaluation (August 1979). They consisted of training space, equipment and supplies valued at $54,806 (see Second part of Exhibit B.IV.6, page 78).

C. RECOMMENDATIONS

1. Recognizing the need to "Institutionalize" a donor assisted project, it is recommended that OICI and OIC/SL:

a. Develop a revised plan of action and timetable to enable the withdrawal of all TCT staff members and to further strengthen the local staff operational capacity.

b. Develop a revised financial plan, a prioritized action plan and a timetable to achieve financial self-sufficiency for the project.

c. Negotiate a Memorandum of Agreement with the Government of Sierra Leone (GOSL) to have the OIC/SL project incorporated, financed and operated as a Parastatal institution and recognized as forming an integral part of the Government's development plan for technical and vocational education (TVE).

Project Budget impact of the above recommendations, while long term, is likely to be substantial. Considerable financial resources and manpower will be required, in the not too distant future, to undertake the planning task and to implement the institutionalization strategy.

2. Recognizing that the existing Memorandum of Agreement (MOA) between OICI and OIC/SL will expire September 30, 1981, it is recommended that a new MOA be executed. The new MOA should

include program and budgetary provisions aimed towards accelerating the achievement of the project's self-sufficiency. In this connection, the MOA between OICI and OIC/SL should include a provision for the submission to OICI of the executed MOA between OIC/SL and GOSL (as mentioned in Recommendation "1c"), before OICI actually disburses funds for FY 1982.*

Project Budget impact is the same as for Recommendations "1a" through "1c".

3. Recognizing the need to more deeply involve GOSL in the Project, it is recommended that OIC/SL, through its Board of Directors, Executive Director and Program Advisor, continue and increase efforts to meet on a reasonably regular schedule with senior GOSL officers on progress attained and problems encountered in the process of project implementation. Emphasis should be placed on accountability of GOSL with respect to in-kind and cash contributions, in addition to the other commitments of GOSL to the project as mentioned in the Memoranda of Agreement.

Specific budgetary provisions are unnecessary.

4. Recognizing the need for planning and coordination in concert with the efforts of GOSL and the Donor Community, it is recommended that OICI and OIC/SL attempt to develop an unstructured and informal Donor's Working Group on Education Projects. The broad

*The required provision may be called "Condition Precedent to Disbursement".

objectives of this group should be to coordinate donor information and to address donor concerns in such areas as project design duplication, recruitment competition, personnel "raiding", and salary levels of Sierra Leoneans employed in Projects heavily financed or managed by external donor sources.

Little or no budgetary provision is needed to undertake these tasks.

5. Recognizing the need for (a) comprehensive and realistic planning for the development of technical and vocational education (TVE), and (b) matching education output with local manpower requirements, OIC/SL should annually review linkages between education and labour supply and demand, both at the national level and in the Southern Province in particular. It is further recommended that the review be undertaken by an ad hoc committee of interested and knowledgeable people from OIC/SL's Board of Directors, Industrial Advisory Council and Technical Advisory Committees, and other resource persons in the local community, such as representatives from the Government (Ministries of Labour, Education, Planning), the donor community (ILO, IBRD, UNESCO, British AID, FED, FAC, etc.) and OIC/SL staff.

Little or no budgetary provision is needed to undertake these tasks.

6. Recognizing that the OIC/SL Technical Vocational Educa-

tion (TVE) Project is designed for the immediate objective or preparing trainees for the "World of Work", and that TVE can also serve GOSL's goal of reform in education which is to make both formal and non-formal education more responsive to the social and economic needs of Sierra Leone, it is recommended that TCT and local senior staff members expand their efforts to participate in "Career Days" or "Visitor Days" in the general secondary education system.

The aforementioned visits to other educational facilities should not be directed primarily toward recruitment of trainees, although some students who are ready to withdraw from the general and formal education system may see OIC/SL as an alternative. Instead, the visits are to popularize and/or disseminate information on TVE and its relevance to the Sierra Leonean society, thus redressing the common negative attitude that TVE is a second class education.

Some budgetary provision for transportation is required for these tasks.

7. Recognizing that USAID funds a significant portion of the costs incurred by this project (both locally and in the U.S.), OICI and OIC/SL should restructure the Management and Business Development (MBD) Program in Freetown to respond more precisely to the congressional requirements governing the use of funds appropriated to AID, commonly called the AID Mandate or Basic Human

Needs Strategy. The restructuring should eliminate as target beneficiaries the higher and middle-level civil service personnel who participate extensively in the supervisory skill development and public administration courses. The restructured program should focus primarily on Sierra Leoneans aspiring to enter business, and those small business men and women who wish to enhance their skills and/or awareness of community business needs and opportunities in commerce. In this regard, the following action steps are recommended:

a. Revise the program modules to sharply reduce the structured, theoretical, public administration biased content and approach of the training program which heretofore is geared to serve the civil service to a large extent.

b. Develop training curricula in close collaboration with established local professionals in business and industry, and with representatives of professional societies such as the Chamber of Commerce or equivalent, local banks, the UNIDO, and Government Ministries involved in the development of small-scale trade, business and industry.

c. Employ a TCT Staff Specialist whose background combines strong academic preparation in business (not public administration) along with demonstrated practical experience in the development and management of small-scale enterprises in Third World countries.

d. Employ local staff and consultants well-versed in local business practices and realities.

e. Salaries of the MBD instructional staff should be raised to a reasonably competitive level in order to reduce personnel turnover and to facilitate the recruitment of qualified staff. Local job opportunities for qualified persons in this area are many, particularly in the private sector where the salaries of persons with Business Studies qualifications are appreciably higher than those paid by the Government or OIC/SL.

A 10% - 15% increase in the budget of the present MBD Program may be needed to accomplish the above restructuring.

8. Recognizing the need to strengthen post-training contact with the employed vocational graduates and past participants in the MBD program, it is recommended that OIC/SL activate the position of second Job Developer which has already been included in the budget of FY 1981 (although the position is currently vacant).

The second Job Developer's primary duty would be to visit and obtain feedback from placed vocational graduates and former MBD participants and their employers. Other duties of the second Job Developer would include:

a. Systematic follow-up on all trainees who have passed through OIC/SL;

b. Assistance to the present Job Developer in identifying additional job opportunities and/or on-the-job training (OJT) slots for OIC/SL trainees.

It is further recommended that the Job Development Unit be provided with at least one (1) vehicle to resolve its current

transportation problem, and that the Board of Directors raise adequate funds for public relations and program materials needed for job development purposes.

Budgetary need for the purchase of one vehicle is estimated at Le 10,000 - Le 15,000.

9. Recognizing that an essential element in developing a successful Technical Vocational Education project is commodity input as well as teaching and training materials, it is recommended that OICI and OIC/SL:

a. Develop a depreciation plan and replacement plan on existing OIC/SL capital stock.

b. Develop a plan of action and a financial plan to meet the present urgent needs of the vocational component in Bo for additional teaching and training resource materials.

c. Initiate scheduled regular revisions of training curricula in order to ensure the relevance of the contents of training to local needs, and the acquisition of adequate and appropriate training commodities and equipment.

In the next two or three years, budgetary requirements for these tasks are estimated to be Le 100,000 to Le 150,000.

10. Recognizing the continuing need for an effective Management Information System (MIS), it is recommended that OICI

employ a consultant(s) to review the MIS requirements and the reporting system of OIC/SL with a view to:

a. Reducing the enormous time and effort which some of the local staff members currently devote to MIS-related duties;

b. Ensuring greater precision and consistency in program information;

c. Rendering the MIS more meaningful to the managers of OICI and OIC/SL;

d. Training or retraining local MIS staff in revised formats.

The Budgetary need for these tasks may be met by the Institutional Support Grant of AID to OICI.

11. Recognizing the need for community support, and the importance which the OIC methodology places on linkages with local business and industry, it is recommended that OIC/SL activate the Technical Advisory Committee (TAC) for its vocational training component in Bo, and revitalize the project's Industrial Advisory Council (IAC) and the TAC for Management and Business Development Training in Freetown. The IAC and TACs are capable of substantive and productive involvement in the various programs of OIC/SL.

Modest budgetary provision may be needed for per diem and honorarium payments.

12. Recognizing the key role played by the Board of Directors in the institutionalization of this project, and recalling the high turnover of Board Members in recent years, it is recommended that the Board seek to stabilize its composition, tenure and continuity. Thus, it is also recommended that the Program Advisor, with appropriate support from OICI Central Office, accelerate the training of the recently constituted Board of Directors with respect to Board duties and functions. Emphasis should be placed on obligations of the Board to:

a. Mobilize adequate financial resources in support of OIC/SL through the development and implementation of effective fund raising plans.

b. Identify funding sources and secure additional funds prior to approval by the Board of any increase in project's expenditures after the annual budget has been finalized.

c. Secure cash and in-kind contributions of GOSL as stipulated in the Memoranda of Agreement.

Modest Project budgetary provision may be needed for transportation for some Board Members not residing in Freetown and/or Bo whenever Board meetings are held.

13. Recognizing the need to enhance general community relationship, it is recommended that OIC/SL publicize and reserve a day every six months or so for an "open-house" gathering at OIC/SL facilities. Visitors to OIC/SL on this occasion would receive

orientation on the project and meet with members of the TCT, local staff, and Board of Directors. Potential trainees would have the opportunity to consult current trainees on the training experience at OIC/SL, and would be invited to take away a questionnaire and/or application form for completion.

In addition to enhancing general community relationship, the open-house is intended to provide an alternative to the current information dissemination and recruitment/intake system which relies heavily on the postal service. The latter is of doubtful effectiveness in some rural areas. Moreover, the aforementioned questionnaire and/or application form to be completed by potential trainees should assist OIC/SL counselors in deciding which candidates to call back for a personal interview.

Local budgetary provisions are required for orientation materials, mass media services, and refreshments on open-house days.

14. Recognizing that the leasing arrangements with the United Methodist Church for OIC/SL's training facilities in Bo will expire at the end of September, 1981, it is recommended that OIC/SL Board of Directors place as their first order of business resolution of the issue of training space for the vocational component.

The Board should also resolve the problem of training facilities for the MBD component in Freetown. While these facilities are rent-free and were made available to the project by GOSL,

they are inadequate relative to needs and are sometimes inaccessible in the evening to trainees who have no means of transportation.

It should be noted that a firm budget for post-September '81 funding would be difficult to develop reliably until the issue of training space and facilities is brought to resolution.

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APPENDIX I

LIST OF PERSONS CONTACTED/INTERVIEWED

(excluding TCT and local staff members and graduates of OIC/SL)

M.A. Alghali, Personnel Manager, Ministry of Works

Ivy Aruna, Executive Officer, Office of Provincial Secretary, Bo

Sylvester Bembeh, Workshop Manager, CARE Workshop, Bo

Hon. Paramount Chief (P.C.) J.K. Boima, P.C. Kakua Chiefdom and member of Parliament, OIC/SL Board Chairman

Esau Taiwo Campbell, 2nd Supervisor (Carpentry), National Workshop, Freetown

Leslie Coker, Supervisor of Mechanics, Brewo Motors, Freetown

D.O. Cole, Deputy Financial Secretary, Ministry of Finance

Eugene O. Davis, Deputy Secretary, Establishment Secretary Office

Dib, General Foreman, Sierra Leone Construction Company, Freetown

Alex Dickie, Affairs Officer, USAID/Sierra Leone

Osman Dixon, Assistant Supervisor (General Operations), National Workshop, Freetown

Pabs-Garnon, Secretary, Public Service Commission

Theresa Healey, Ambassador of the United States of America to Sierra Leone

Graham Holt, Training Coordinator, Agricultural Extension Training Department, MAF, Freetown

Denis Johnson, Project Manager, CARE, Bo

Julius E. Jonah, Acting Deputy Chief Education Officer, Ministry of Education

Continued

Sineh Kam, Supervisor, BEACON Construction Company, Freetown

T.S. Kamara, Acting Station Supervisor, S.L.E.C., Bo

Brian R. Koroma, Senior Insurance Underwriter, National Insurance Company, Bo

Patrick Abdul Koroma, Personnel Officer, National Trading Company, Freetown

E.S. Leigh, Senior Manager, Personnel Department, Bank of Sierra Leone

M.S. Nancy Minett, Deputy Director, CARE

A.S. Nasir, Industrial Advisor, UNIDO

Antoine Nicholas, General Supervisor, BEACON Construction Company, Freetown

F.M. Sanko, Senior Foreman, BEACON Construction Company, Bo

Idriss A. Sankoh, Supervisor, Sierra Leone Construction Company, Freetown

J.S.S. Scott, Personnel Manager, Ministry of Education

M.S. Sesay, Claims Manager, Northern Insurance Company, Freetown

S.I. Sesay, Acting Chief Education Officer, Ministry of Education

Allieu Sherrit, Inspector, Police Department, Bo

Joseph Sombi, Senior Foreman, J.L. Mattar Construction Company, Bo

Bob Storms, Workshop Manager, CARE Workshop, Bo

Emmanuel Thompson, Assistant Store Manager, Sierra Leone Construction Company, Freetown

Brooks Sam Tucker, Chief Store Keeper, CARE Workshop, Bo

Charles Uphauser, USAID/Sierra Leone

Onesimus Babatunde Walker, Acting Senior Officer, Establishment Secretary Office

APPENDIX II

LIST OF TCT* AND LOCAL STAFF MEMBERS INTERVIEWED

A. TCT Staff Members Interviewed

Hubert E. Boyer, Program Advisor

Wendell H. Carr, Sr., Auto Mechanics Specialist

Edward G. Howard-Clinton, Ph.D., Entrepreneurial Training and Management Development Specialist

James F. Holmes, Finance/Administration Specialist

B. Local Staff Members Interviewed

J.B. Andrews, Finance Officer

Leonard S. Fofanah, Executive Director

Fatmata E.M. Kaikai, Counselor

A.S. Kamara, Auto Mechanics Instructor

M.S. Kamara, Electricity Instructor

Jennifer Kargbo, Business Manager, Management and Business Development Center

P.S. Komeh, Vocational Training Coordinator

A.J. Makavore, Counselor

F.M. Musa, Feeder Instructor

C. Nichol, Feeder Instructor

*Technical Cooperation Team

Continued

S.B. Sesay, Feeder Coordinator

Francis G.S. Sogbandi, Job Developer

F.M. Sowa, Auto Mechanics Instructor

Prince T. Tucker, Student Services Coordinator

Donald S. Wonnie, Training Manager

APPENDIX III

LIST OF EMPLOYED VOCATIONAL GRADUATES INTERVIEWED

1. E.Y. Bangura, Auto Mechanic, Brewo Motors, Freetown
2. John Bangura, Electrician, S.L.E.C. Power House, Bo
3. Joseph Bockarie, Electrician, K.S. Hunter Electrical Consultants & Associates, Freetown
4. Ambrose Dominic, Carpenter, Sierra Leone Construction Co., Freetown
5. Mohameh Jakiteh, Auto Mechanic/Electrician, Brewo Motors, Freetown
6. Joseph John, Carpenter, National Workshop, Freetown
7. Emmanuel Kallon, Mason, National Workshop, Freetown
8. Adams B. Kamara, Carpenter, BEACON Construction Company, Bo
9. Cecilla Kamara, Clerk, CARE Workshop, Bo
10. Daniel Kpanabou, Electrician, BEACON, Freetown
11. Gladys Margao, Clerk/Typist, Police Headquarters, Bo
12. Millicent Rettew, Typist, National Insurance Co., Bo
13. Joseph E. Sam, Carpenter, Sierra Leone Construction Co., Freetown
14. Patrick B. Sannoh, Mason, BEACON, Bo
15. Theresa Sannoh, Clerk/Typist, Office of Provincial Secretary, Bo
16. Margarette Seibure, Clerk/Typist, CARE, Bo
17. Judy Sesay, Clerk/Typist, Northern Insurance Company, Freetown

Continued

18. Samuel Sesay, Electrician, Sierra Leone Construction Co., Freetow
19. Mohameh Thulla, Carpenter, National Workshop, Freetown
20. William Tucker, Auto Mechanic, Brewo Motors, Freetown
21. Charles Turay, Mason, J.L. Mattar Construction Co., Bo
22. Ibrahim Turay, Electrician, BEACON, Bo
23. Claude Walker, Auto Mechanic, CARE, Bo
24. Hanna Yambasu, Secretary, Agricultural Extension Training, MAF, Freetown

APPENDIX IV

LIST OF INTERVIEWED GRADUATES OF THE MANAGEMENT AND BUSINESS DEVELOPMENT TRAINING CENTER

1. Ivy Aruna, Executive Officer, Office of Provincial Secretary, Bo
2. Jemina Edna Clemens, Staff Superintendent, Establishment Secretary Office
3. J.M.O. Davies, Chief Clerk, National Trading Company, Freetown
4. Letitia E.M. Garbor, Staff Superintendent, Ministry of Education
5. H. George, Administrative Clerk, CARE
6. Gibril Abdul Kamara, Assistant Staff Officer, National Trading Company, Freetown
7. M.A. Nallo, Executive Secretary, Ministry of Finance
8. P.C. Patnelli, Senior Administrative Officer, CARE
9. G.A. Rogers, Ag. Assistant Secretary, Public Service Commission
10. Bassie M. Samura, Assistant Manager, Manpower Development and Training, Bank of Sierra Leone
11. Francis Sesay, Assistant Manager, National Trading Company, Freetown

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