

creative associates

**RESOURCE TRAINING CENTER
MID-POINT EVALUATION**

**Conducted at the Request of
USAID/HAITI**

by

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MID-POINT EVALUATION
of
RESOURCE TRAINING CENTER

HAITI

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I. EXECUTIVE SUMMARY

Following the completion of a Project Grant Agreement between the Government of Haiti's Ministry of National Education (DEN) and USAID, a cost-reimbursement type contract was signed with the U.S. firm of The Pragma Corporation to assist in establishing and operating a Resource Training Center (RTC). The RTC is to provide project-specific training services to unskilled and semi-skilled rural workers.

The major findings of the present investigation are:

1. The Center concept is sound and greatly needed in Haiti.
2. The performance of the Center technical sections is satisfactory except for the RB (Ressources et Besoins) section.
3. The new center Director has concentrated initially on administrative tasks at the expense of technical ones.
4. The Center's accounting procedures have improved lately although they are still somewhat unsatisfactory.

5. Technical assistance by the Contractor is presently satisfactory.
6. Financial assistance by USAID is proceeding as scheduled, but the financial contribution of both client organizations and DEN is below expectations.
7. Training programs have been developed and implemented adequately. A recent study indicates they are effective in improving technical knowledge.
8. Evaluation studies have been overall neglected.
9. The objectives stated in the project documents will in large part not be attained by the end of the project.
10. USAID/Haiti has prepared inconsistent project documents and neglected to follow up the Center's activities closely enough.

The major recommendations that were made are:

1. Amend the administrative structure as illustrated in Figure 3.4, page 32.
2. Increase the staff of the technical section.
3. Step up publicity and public relations activities.
4. The Director should focus now on technical activities, both at the supervisory and day-to-day levels.

5. Clarify the role of the Contractor and limit it to advice and assistance only.
6. The RTC should give more serious consideration to the Contractor's advisory input.
7. Conduct a USAID-sponsored financial audit on the RTC as soon as possible.
8. For the near future, keep the RTC as semi-autonomous and under the DEN tutelle.
9. Revise DEN's financial contribution to more realistic levels and set the fulfillment of such contribution as a requirement for future USAID funding of the RTC.
10. Revise the end-of-project objectives to more realistic levels and set the fulfillment of such objectives as a requirement for future USAID funding of the RTC.

II. INTRODUCTION

2.1. The Problem

In Haiti, with an ambitious program of rural infrastructure development presently underway, the need for technical manpower has increased dramatically. A shortfall in persons with requisite technical skills poses a major constraint to the successful implementation of development projects in rural areas. The formal vocational training system, although offering a wide range of courses to train paraprofessionals, faces severe problems, including financial constraints, the reluctance of graduates to accept jobs in rural areas, and the migration of skilled technicians outside Haiti.

As a response to these constraints, the concept of a Resource Training Center (RTC) was formulated and introduced in a USAID Project Paper (PP) in 1980. The RTC was to assist the Government of Haiti (GOH) institutions in the design, execution, and evaluation of non-formal training programs for subprofessional personnel.

The chronological flow of the major project events is presented in Appendix (1).

2.2. Resource Training Center Implementation Agreements

On July 15, 1980, the PP was formally accepted by USAID/Haiti and the allocation of funds requested. On August 29, 1980, a Project Grant Agreement (ProAg) was signed between USAID and GOH, specifying a total grant amount of \$1.6 million, with the GOH providing \$636,800. Three subsequent amendments were made to specify dollar amount allocation to various project activities.

This agreement stipulated the creation of the RTC to provide the following four principal types of services:

- a. Assessment of training needs for intermediate-level personnel;
- b. Design, planning and management of specific training courses to meet identified needs;
- c. Evaluation of training programs; and
- d. Conducting courses aimed at improving the client training activities for subprofessional personnel.

On November 19, 1980, a four-year contract of the cost-reimbursement type was awarded to the Virginia-based firm of The Pragma Corporation (the Contractor) with a contract starting date of November 24, 1980. Seven subsequent amendments have been made to this contract.

The contract stipulated long-term assistance by the contractor to the RTC in managing its overall operations,

developing functional areas and procedures, task analysis, manpower planning, and evaluation. The duties of the Project Adviser (and Team Leader) were specified in the following areas:

- a. Manpower needs assessment
- b. Selection of RTC staff
- c. Negotiating training arrangements with clients
- d. Preparation of financial plans
- e. Recruiting and contracting local instructors and consultants; and
- f. Providing assistance to client organizations in developing an internal training capability.

Short-term consultants were to be used as needed throughout the life of project, to provide expertise to the RTC in specific areas and to support the long-term Adviser (Team Leader). Such consultants were to be selected in collaboration between the RTC Director and the Project Adviser. The areas anticipated in which short-term consultants would be needed were the following:

- a. Non-formal Training
- b. Task Analysis and Manpower Planning
- c. Vocational Education
- d. Evaluation and Assessment

e. Instructional Materials

A list of the contractor consultants (other than the Chief Adviser) along with their area and date of work are presented in Appendix (2).

In addition to the recruitment and related logistical support of these consultants, the Contractor was to act as a clearinghouse in the area of non-formal technical education and to update the RTC with respect to advances in the field.

2.3. Project Goal and Purpose

The goal of the project is to increase the income and standard of living of the rural poor in Haiti. The purpose of the project is to upgrade the human resources available in rural Haiti to assist in the design and implementation of small-scale rural infrastructure projects.

2.4. Project Design

The RTC is a pilot project geared mainly to the provision of specific training-related services to rural development institutions. Other unique aspects of this project are the comprehensive nature of the training services the RTC can provide and the rapid response to training requests from client organizations.

The training is to take place in local surroundings, often using the work sites of the client organization. The participants, including trainees and trainers are local

practitioners.

Administratively, the RTC is semi-autonomous, falling under the tutelle of the Department of National Education (Département de l'Education Nationale, DEN). The RTC Director is appointed by the Minister of DEN and approved by USAID/Haiti; the RTC technical personnel are selected through collaboration between the Director and the Project Adviser. The RTC interacts with and obtains feedback from three groups: a Steering Committee made up of high-ranking government officials and some representatives from client organizations; a Client Organization Consultative Council; and the team of Pragma consultants assigned to the project.

At the end of the project, the following achievements were expected:

- a. An RTC fully staffed and providing assistance to a majority of GOH rural development institutions in activities such as agriculture, transportation, and community development;
- b. An official status for RTC within GOH;
- c. At least two client agencies will have established internal training programs for subprofessional personnel;
- d. RTC trainees will be employed by client agencies for a minimum of one year.

As a result of achieving these conditions the following outputs were expected from the project:

- a. A minimum of 700 trainees will have received sub-professional training;
- b. Training assessment will have been conducted for a minimum of five GOH agencies;
- c. Approximately 40 training courses will be designed and planned by the RTC staff;
- d. Each course given by the RTC will be evaluated to determine the trainees' performance during and after the course, and the impact on the client agency;
how about impact on trainees?
- e. A minimum of four seminars in training program management will have been held;
- f. An inventory of consultants, instructors and facilities for technical training will have been developed;
- g. A reference center for curricula and instructional materials will have been established;
- h. An operating procedures manual will have been prepared and be in use by RTC staff;
- i. A proposal for formalizing the RTC's role in the Haitian educational sector will have been prepared.

2.5. Evaluation Purpose

The present evaluation study was undertaken by a team of independent consultants at the request of USAID/Haiti. The evaluation team consisted of two consultants recruited by Creative Associates , Washington, D.C., Dr. Frank K. Abou-Sayf, and Dr. Eugene A. Godfredsen. Because the evaluation took place while the project was in operation, with over a year left before the end of the project, it is considered by the evaluation team to have principally a formative function rather than a summative one. That is, its main purpose is to redress, remedy or reinforce specific aspects of the project in order to help its participants achieve the project's stated goals.

The scope of work given by USAID to the evaluation team defined the purpose of the evaluation as follows:

- a. Determine the effectiveness of the project in achieving its stated purpose.
- b. Assess the RTC administrative efficiency and effectiveness.
- c. Evaluate the appropriateness and effectiveness of technical assistance.
- d. Provide recommendations for the design of a follow-on project. ~

After a discussion with all parties concerned, the

issues to be addressed in this study were identified as follows:

- 2.5.1. The soundness of the project design from the standpoint of meeting Haiti's development needs; is the demand sufficient in the public sector as well as in the private sector?
- 2.5.2. The effectiveness of the training programs to date as perceived by the client organizations, the students, and the RTC staff;
- 2.5.3. An evaluation of the structure and operation of the technical section that will include assessments of:
 - a. the procedures followed by the RTC in developing training courses;
 - b. the roles, responsibilities and effectiveness of the four technical sections:
 - 1) Resources and Needs (Ressources et Besoins, RB)
 - 2) Development of Training Programs (Elaboration des Programmes de Formation, EPF)
 - 3) Management of Training Programs (Gestion des Programmes de Formation, GPF)
 - 4) Curriculum and Materials Development
(Production de Matériel Didactique, PMD)
 - c. the capacity of the technical staff to respond to

the needs of client organizations;

d. the performance of the technical staff as well as the various consultants, both foreign (Pragma) and local, from the standpoints of technical competence, quality and quantity of output, number, motivation, and need for continuing technical assistance;

* (e) the financing of the RTC's training programs, client versus RTC costs;

f. the recruitment and utilization of instructors.

2.5.4. An evaluation of the structure and operation of the Administrative section that will include assessments of:

a. the current performance of the section;

* (b) the system of fiscal management; adequacy of records maintained for impact measurement;

c. the capacity of this section to respond to and support the technical section in an efficient manner;

d. the staff of the administrative section, in terms of their technical competence, performance, number, motivation, and need for technical assistance;

e. the effectiveness of the working relationship between the administrative and technical sections.

- 2.5.5. An evaluation of the Technical assistance component provided by Pragma which will include assessment of:
 - a. the current technical assistance needs of the RTC;
 - b. The capacity of Pragma to respond to these needs;
 - c. the performance of Pragma to date and the potential for Pragma to respond to the future technical assistance needs of the RTC.

- 2.5.6. An evaluation of the overall management of the RTC which will include assessments of:
 - a. the current leadership of the RTC;
 - b. USAID support;
 - c. the level and effect of DEN support of the project;
 - d. the marketing of the RTC and the generation of requests for training from public as well as private institutions.

- 2.5.7. Recommendations for the future organization and operation of the RTC which will include:
 - a. the advantages and disadvantages of the RTC continuing to function under the tutelle of DEN;
 - b. the feasibility of the RTC developing technical self-sufficiency;
 - c. future training directions which the RTC should explore.

2.6. Evaluation Methodology

The various activities conducted during this evaluation were:

- a. Study and analysis of documents: legal documents, correspondence, meeting minutes, technical documents, etc.
- b. Meetings with the various parties involved in the project: representatives and officials from USAID/Haiti, the majority of the RTC staff, GOH high-ranking officials including H.E. the Minister of DEN, and Pragma representatives in Haiti and in Washington.
- c. Meetings with client organization directors and employed graduates of RTC training courses.

Also, a visit was paid to the only training session that was in progress during the evaluation team's presence in Haiti. This visit coincided with the formal closing session presided over by the Director of the sponsoring organization and allowed the evaluation team to interview a number of participants and representatives.

The schedule for performing these tasks was:

- a. Data collection, analysis, and preparation of the draft document, from August 18 to September 2, 1983 where most of the activities described above were conducted.

- b. Discussion of preliminary results with representatives of the parties involved in the project on September 5-7, 1983. Comments and verification of factual information in the draft version of the report were solicited by the evaluation team and dicussed with the parties concerned.
- c. Project document finalization. Comments were noted and the final form of the evaluation report was prepared and submitted on September 21, 1983.

A list of representatives and officials met and interviewed is provided in Appendix (3).

There were no major constraints in this evaluation. In addition to the inability to observe a training session actually in progress, another minor constraint was the absence of impressions advanced by a few people who are no longer involved with the project, e.g. H.E. the Ex-Minister of DEN, the previous RTC Director, and USAID/Haiti ex-project officers.

III. CENTER STRUCTURE

3.1. Overall Structure

The overall structure of the RTC has evolved through a number of stages, beginning with the initial structure (shown in Figure 3.1) which was in place until the temporary closing of the Center in May, 1982. Upon reopening the Center two months later, separate administrative and technical sections were created, with the Heads of these sections reporting to the Director (see Figure 3.2). Several subordinate positions (shown in Figure 3.3) were added to the Administrative section by the current Director when he assumed office in January, 1983. As a result of these changes, there is a sharper demarcation between the Administrative and Technical sections. This new structure, while perhaps clarifying individual responsibilities of key RTC staff members, does not always allow sufficient flexibility to respond quickly to the specific needs of client organizations.

Responsibility for the RTC within GOH still resides in DEN. The extent to which this arrangement is viable in the long run, while still fulfilling the goals of the organization, is discussed below.

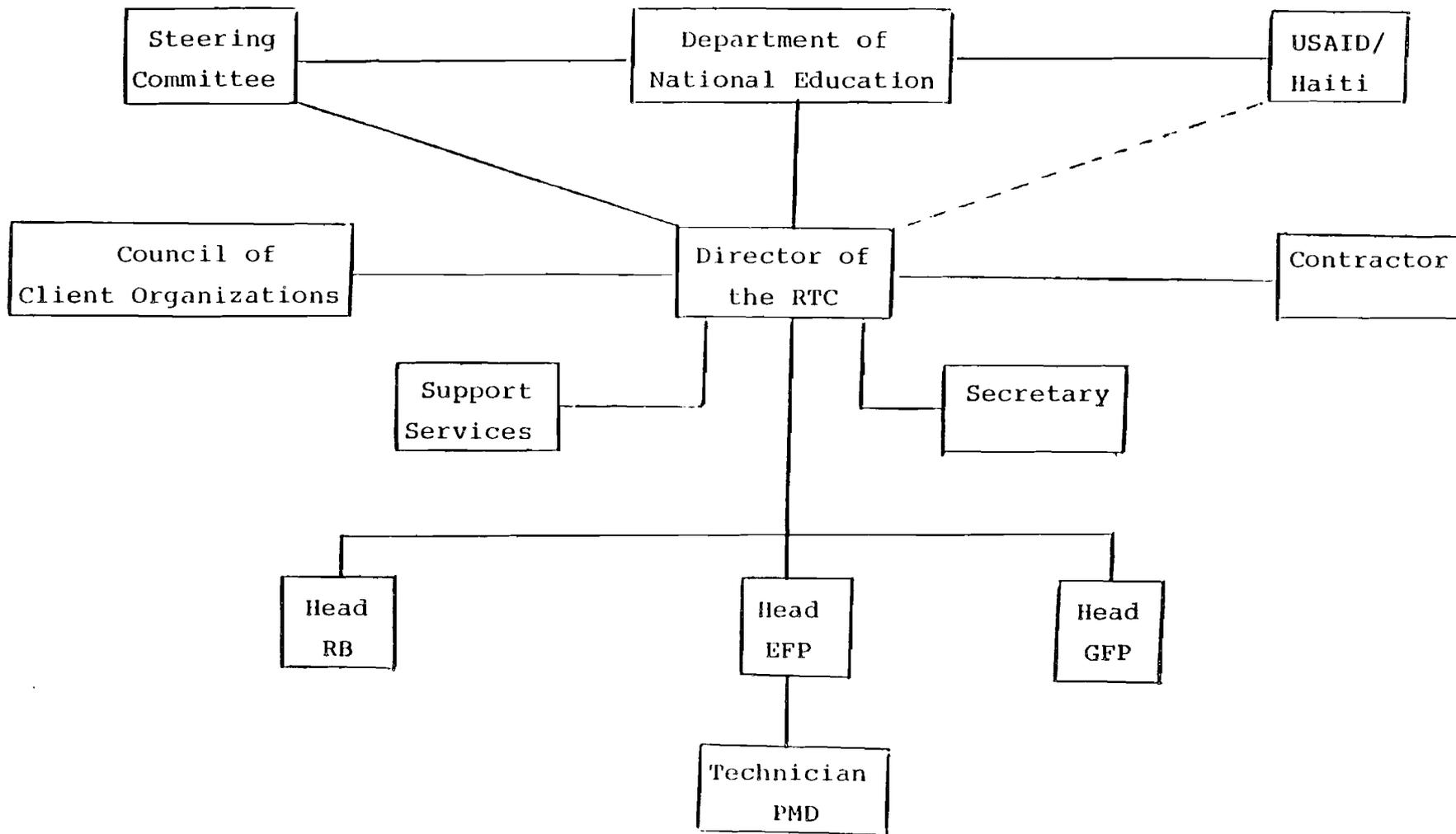


Figure 3.1
 Original Overall Structure of the RTC,
 from Inception to May, 1982

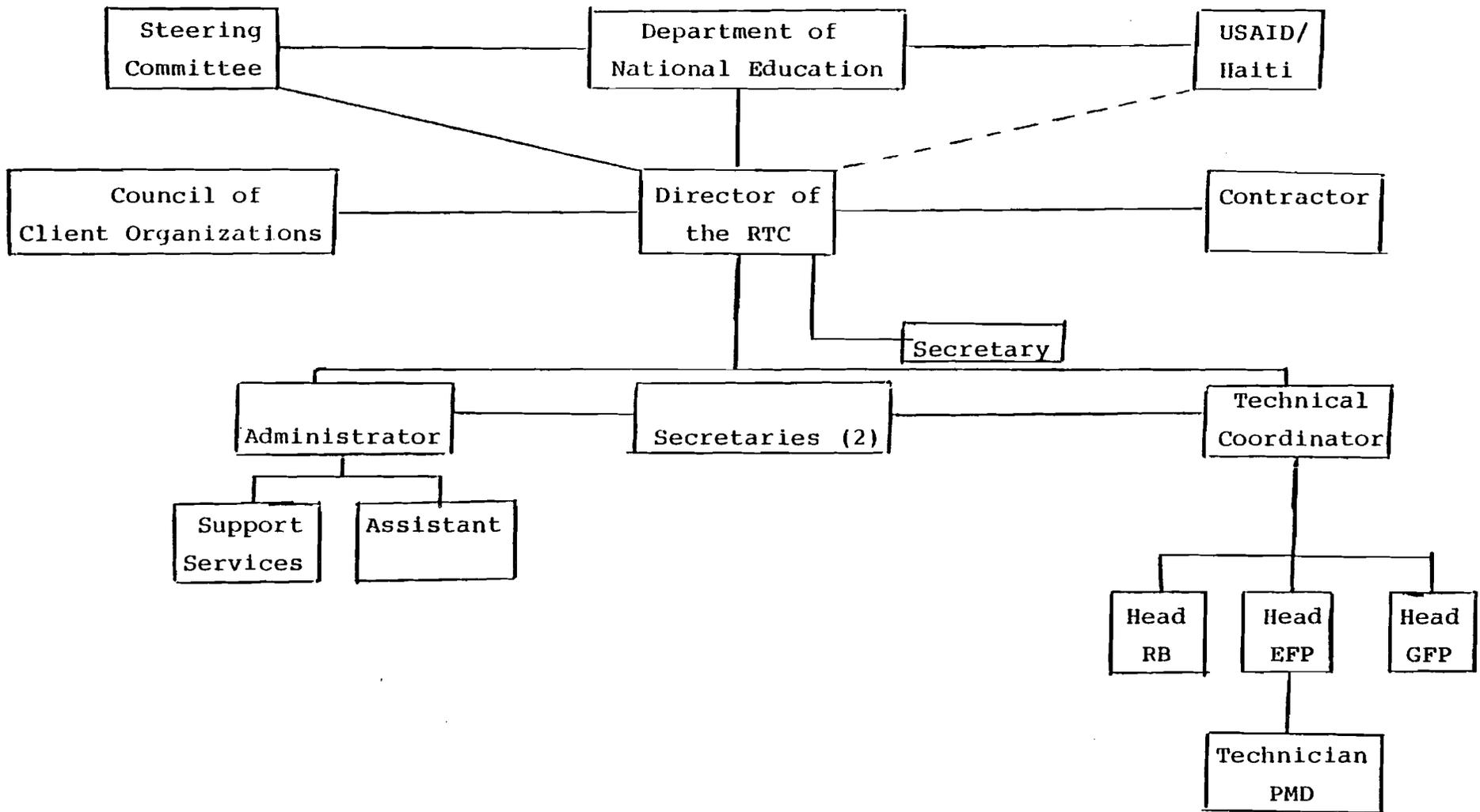


Figure 3.2
 Overall Structure of the RTC
 from July 1982 to January 1983

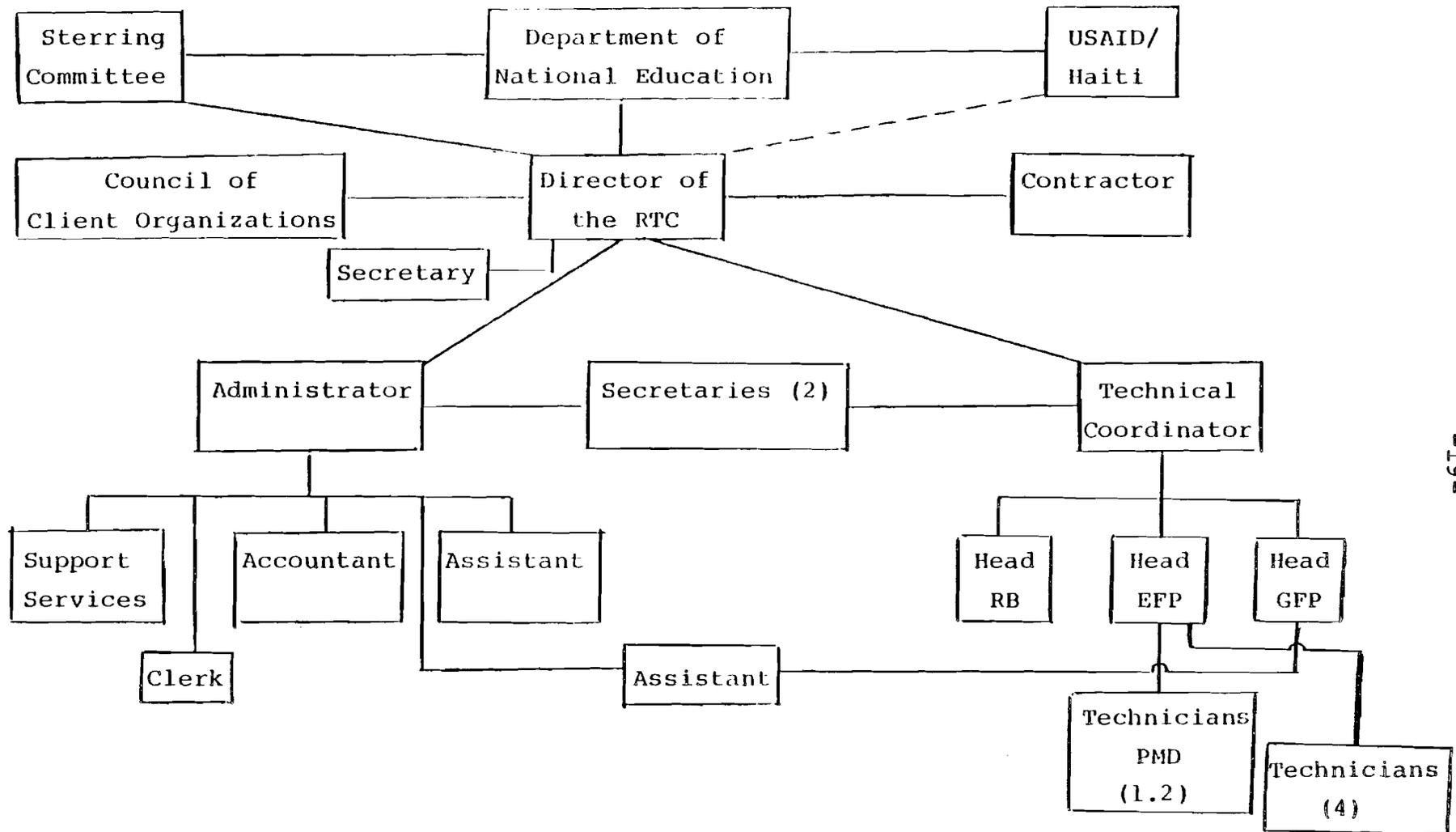


Figure 3.3
 Overall Structure of the RTC
 January, 1983 until the Present (September, 1983)

One can see on the organizational charts shown in Figures 3.1 - 3.3 the existence of a Steering Committee and a Council of Client Organizations. Although the potential contribution of these two bodies is indeed great, the Steering Committee, consisting of key government officials and directors of two client organizations, has met only three times over the lifetime of the project, and the Council of Client Organizations has not even been formed. Compare this record with the minimum of three meetings per year of the Steering Committee called for in the Project Paper (the frequency with which the Council of Client Organizations is supposed to meet is not specified).. ✓

3.2. The Technical Section

3.2.1. Role and Responsibilities

The Technical Section of the RTC has always been divided into three subsections, each with its own particular responsibilities. The distribution of the responsibilities within the Technical Section has been stable, attesting to the validity of the original project design.

The flow of activities in the Technical Section can best be followed as a continuous process as illustrated in the following table. The roles and responsibilities of the individual subsections are

RESPONSIBILITIES OF THE TECHNICAL SECTION

<u>Subsection</u>	<u>Responsibilities</u>	<u>Sequential Order *</u>
RB	General publicity and public relations	Continuous
	Initial contact with client	1
	Training needs assessment	2
	Preparation of course proposal	3
	Discussion of course proposal with client	4
	Finalizing of Memorandum of Agreement with client	5
	Long-term evaluation of training program effectiveness	13
	Establishment and maintenance of Technical Personnel Roster	Continuous
	Establishment and maintenance of Training Materials Resource Center	Continuous
EPF	Development of the Curriculum	6
	Preparation of training materials	7
	Selection of instructor	8
	Selection of trainees	9
	Training of instructor	10
	Pedagogical supervision of course	11
	Immediate course evaluation	12
GPF	Logistical arrangements for training courses	6-10
	Fiscal interactions for training courses	11
	Management supervision of course	11

* Activities having the same sequential order are conducted concurrently.

Why isn't there any interface (or input by EPF) between RB & EPF with respect to steps 3-5?

as follows:

a. Resources and Needs (Ressources et Besoins, RB)

The RB subsection provides the interface between the RTC and potential client organizations. In this domain, this section's responsibility starts with the identification of RTC clients, the assessment of their needs, the preparation and discussion of the training course proposal with the client and eventually the finalization of the Memorandum of Agreement with the Client. The results of the needs assessments then become the basis of the curriculum development efforts at the RTC. RB is also expected to build up a training materials resource center as well as maintain a list of potential technical professionals who are available for short and long-term assignments at the RTC.

* Finally, RB is expected to evaluate the impact of RTC courses on the trainees' work four months after completion of their course.

b. Development of Training Programs (Elaboration des Programmes de Formation, EPF)

Once the Memorandum of Agreement is signed, the responsibility for technical services shifts to the EPF subsection. EPF activities sometimes start with the administration of an entrance test to

select the best training candidates and determine their strengths and weaknesses. Based on this information as well as on the needs assessment conducted by RB, courses are developed taking into account the specific technical needs of the client, as well as the backgrounds of the trainees. After a curriculum has been developed, suitable training materials must be produced. The actual production is to be done by technicians working in a subsection of EPF, the Training Materials Production (Production de Matériel Didactique, PMD). In addition to assisting the client with the selection of trainees, EPF selects and gives an orientation to the instructor. At the end of a training program, EPF personnel are expected to solicit the views of trainees, the instructor and the sponsor concerning the quality of the course, thus providing feedback for subsequent course development.

c. Program Management (Gestion des Programmes de Formation, GPF)

The GPF subsection has the responsibility for the actual implementation of a course. Using the same feedback information provided to them by RB, GPF personnel assume the responsibility of ensuring that all logistical and financial arrangements are made, guaranteeing that the course proceeds

smoothly.

3.2.2. Effectiveness

Initial efforts of the Technical Section met with remarkable success. Within a few months, the RTC was working with several clients simultaneously, carrying out training needs assessments, developing materials, and giving courses (the first course was given to ten water pumping station attendants in March, 1981, four months after the project began).

A variety of activities continued apace for several months. Thus, during 1981, the RTC implemented five training courses, developed materials for all of them, and carried out five training needs analyses. However, as interpersonal relationships deteriorated and the Center was closed down for part of 1982, only six training activities were undertaken, two of them (masons and topographers) never being implemented.

It is interesting to note that the same number of key technical personnel were present during this whole period. Thus, RTC effectiveness is not a function of the number of people present alone, nor simply of their technical capabilities.

Currently the RTC continues at a steady but

somewhat reduced pace. A comparison of RTC activities in the various time periods is shown in the following table. A list of all training activities carried out by the RTC to date is provided in Appendix (4).

DISTRIBUTION OF RTC TRAINING ACTIVITIES TO DATE

<u>Time Period</u>	<u>Needs Assessments</u>	<u>Materials Developed</u> *	<u>Courses</u>
Inception- Jan 1, 1982	5	5	5
Jan 1 - May 14, 1982	0	0	0
✓ July 10, 1982 - Jan 1, 1983	1	6	3
Jan 1 - Sept 1, 1983	2	3	2

* Based on termination dates

Currently the RTC has agreements signed for six courses to be given in the coming year, as well 18 more courses under discussion.

The following factors contributing to the effectiveness of the RTC have been identified.

- a. Staff performance. In general, the RTC is made up of capable personnel. They performed satisfactorily throughout, often under difficult conditions resulting from a lack of leadership and poor interpersonal relationships. The head of GPF and

the head of EPF (who is also the Technical Coordinator) can be singled out as having played particularly important roles in the work of the RTC up to the present time and have furnished it with a thread of continuity.

The EPF and GPF subsections are currently functioning satisfactorily. However, recent results from the RB section are not satisfactory. There is a greater need for improved needs assessment studies, impact evaluation, and additional publicity.

Another factor influencing the RTC effectiveness is staff size. All three technical sections are understaffed: one person at RB; one and a half persons at GPF; and two persons at EPF. Conversely, the Administrative section is overstaffed.

- b. Equipment. While there will be a continuous need at the RTC for new equipment, the lack of equipment was seldom heard as an excuse for not getting the job done. One problem that does seem to persist is the lag between the time equipment is requested ✓ by the technical staff and the time it arrives. This lag can be diminished by improving the present administrative procedures.
- c. Administrative support. As the months went by

in the early part of the project, administrative support deteriorated, eventually causing a temporary halt in operations. However, in spite of a low level of administrative support in the first two years of the project, a great deal was accomplished during that time.

The situation today is different. The present RTC Director has worked hard over the past months to reestablish an administrative base from which the RTC technical staff can better perform their various duties. This change in administrative effectiveness is encouraging.

3.3. The Administrative Section

As stated earlier, there is now an administrative structure in place that keeps the RTC operating at a level that is adequate for the present requirements.

3.3.1. Fiscal management

During the first year of operations there was insufficient attention paid to the fiscal management of the project. This led to a slowdown in the approval of financial transactions, to the extent that by the end of 1982, RTC personnel had not been paid for two months.

Late in 1982, with the addition of new efficient

personnel in Accounting and the implementation of the broad lines of the techniques and recommendations suggested by the consultant in Accounting hired by the Contractor, the situation improved. Staff salaries were brought up-to-date and bills were paid more or less on time. On the whole, accounting and bookkeeping procedures are presently adequate: RTC books balance, and the accounting plan introduced by the consultant is in line with the national accounting plan, a matter that facilitates the acceptance by GOH of RTC's financial reports. However, a closer look reveals some weaknesses in the bookkeeping of training programs. Although it was recommended by the consultant in his report that one separate account be held for each training program, this practice is not followed. As a result, the expenses cited by the GPF section do not coincide with those recorded in the accountant books. This situation was detected in the following two cases:

- a. The POCHEP training program, where the GPF section reported a total expense of \$ 12,275.42 whereas the Accountant recorded \$ 19,516.64.
- b. The PEPPADEP training program, where, although the same total expense was reported by both sections, yet discrepancies were observed in the financial contributions of the various parties involved.

These observations are worrisome and may signal ✓ the presence of other fiscal discrepancies that were not detected during the present study.

3.3.2. Effectiveness

The present apparatus of the Administrative Section appears to allow members of the RTC to carry out their respective duties at a satisfactory level of effectiveness. As mentioned above, the performance of the present administration team has also improved.

There appears to be a tendency, however, common in many organizations, to build up an administrative structure beyond what is actually needed. The number of people already in administrative positions seems to be too large. This may result in increasing redtape instead of facilitating communications and transactions. Often, a better job can be done with fewer people.

3.4. The Directorate

The Director's role extends over two areas: administrative and technical. Administrative responsibilities include the overall management and supervision of the Center; the liaison of the Center with USAID/Haiti, with the Contractor, and with client organizations; and financial management and

supervision of the Center services, from publicity to training program preparation, implementation, and evaluation.

The Director's efforts in administration and management are substantial and seem to have taken the bulk of his time and effort. Inheriting a center from a previous ineffective administration, he quickly set out new administrative procedures and regulations: short memos describing his management philosophy were promptly issued, followed by two detailed memos setting up administrative regulations. Also, a preliminary version of a comprehensive administrative procedure manual and a detailed procedure for evaluating staff performance and promotion were subsequently issued with advisory help. Some of these documents are reportedly awaiting the next Steering Committee meeting to be discussed and finalized.

One worrying observation is the trend to detach RTC members to other organizations on a part-time basis and for tasks that are not related to the RTC. This situation was observed with two employees, the PMD Technician and the RB Head. Although the circumstances leading to this detachment are not clear, it seems that the RTC can ill-afford such losses of personnel.

As far as the technical responsibilities are concerned, the Director seems to have done little so far in this direction. This deficiency may be caused by a number of

factors, such as the time consumed in the initial concentration on administrative and managerial organization, and the somewhat insufficient support received from the Contractor in this area. For instance, the following requests for assistance from the Director to the Consultant have not been provided yet: the preparation of a preliminary form of Operations manual for technical activities, the preparation of some basic remedial training material, and the preparation of diagnostic tests for training candidates. Nevertheless, there is the impression that the Director is somewhat neglecting some supervisory technical tasks.

It should be emphasized that the raison-d'être of the RTC is the provision of technical services, the administrative structure existing only to facilitate and organize the provision of these services. An administrative structure that is blown out of proportion, or a director who neglects the Center's technical activities are all factors that convey the feeling that the administration does not fulfill the bottom-line objective of technical service support.

3.5. Recommendations

3.5.1. Organizational Structure

The suggested overall organizational structure of the RTC is illustrated in Figure 3.4. The following changes appear:

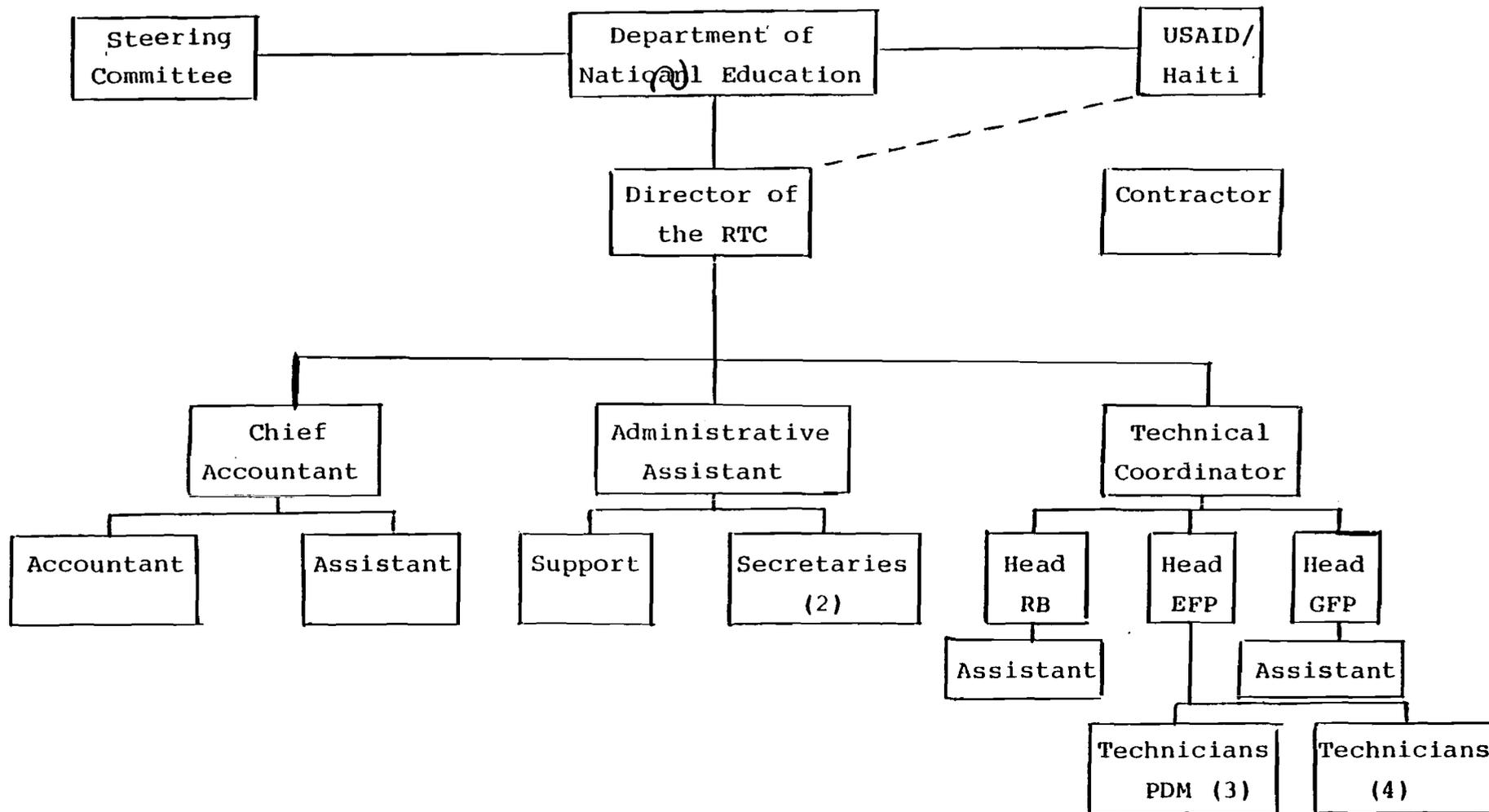


Figure 3.4

Recommended Overall Structure of the RTC

- a. The Council of Client Organizations is not featured because of the apparent difficulty in convening such a conglomeration of busy executives. Because of the importance of the feedback that such a council could offer to the RTC, it is suggested instead that greater efforts be made to ensure that the two representatives from key industrial organizations actually do attend Steering Committee meetings. Another approach to make up for the absense of the council is the occasional organization of one-day seminars for industry and other organization executives by the RTC to discuss their needs, how to identify them, and the extent to which RTC can respond to these needs.

- b. The Accounting Section was substituted for the Administrative Section. Under this arrangement, the Chief Accountant would perform all duties presently assigned to him except the organization, supervision and control of the support staff, such as secretaries, drivers and cleaning persons. This responsibility, along with other routine administrative tasks such as the control of the vehicle usage would fall upon the Administrative Assistant. This person could also serve as the

Director's secretary. This arrangement also allows the Administrative Assistant to evaluate the support personnel from observation as required by the recently prepared document «Evaluation du Rendement du Personnel du CAF». This activity cannot be accurately performed by the Administrator now since the secretaries, for instance, do not provide any services for his section. This suggested structure would also allow for the reduction of the Accounting personnel to only three employees.

In addition, a number of technical activities related to Evaluation and Measurement seem to ^{be} scattered throughout the three technical sections. The situation is presently as follows:

- a. each section is to submit an «internal criticism» report at the end of each training session, a synopsis of which is to be submitted to the client organization;
- b. RB is to conduct a follow-up study on each trainee, basically for the purpose of obtaining descriptive data;
- c. RB is to conduct an impact evaluation to determine the influence of training on each trainee's performance on the job;
- d. EPF is to prepare entrance exams to select potential trainees and identify their strengths and weaknesses.

Of these, activities (c) and (d) rely basically on techniques of test construction. These two activities, and perhaps also activity (b), should be assigned to one EPF technician, who would then be the RTC Evaluation and Measurement Specialist. One of the four new EPF members could be identified for this task and his/her training be oriented for this job.

3.5.2. Staffing

The following personnel are recommended to be added to the Technical sections:

- a. It is urgent that at least one member should be added immediately to RB. It seems, though, that a provision for two new positions in this section was made by RTC Director starting in the next fiscal year.
- b. The four new recruits are sufficient for EPF and will hopefully allow the head of this section gradually to devote more time to her role as Technical Coordinator, especially if a Head for this section can be identified among the recruits. Also, one additional full-time position should be assigned urgently to the PMD subsection, for a total of three members (assuming then the return to the RTC of the technician who was seconded to another organization).

- c. Assign the technician who presently works part of the time for GPF and part of the time for the Administrative section to work full-time for GPF.

3.5.3. Publicity

A more intense publicity campaign is needed.

The reasons are manyfold:

- a. to aim at reaching the number of training activities specified in the project agreement;
- b. to ensure a sufficient number of clients to allow for attrition due to last-minute withdrawal, the inability to fulfill financial commitments,...
- c. to allow greater selectivity in RTC clients, thus enforcing the prerequisites for potential client organizations.

3.5.4. Technical Activities of the Directorate

A bigger effort should be made by the RTC Director to get involved in RTC's technical activities. In addition to his involvement at the organizational level, an interest in the daily technical production will be simultaneously beneficial to the Director and morale-raising to the staff. Examples of such involvement are the occasional participation - be it symbolic - in program preparation and visits to training programs in

session. In general, such activities will also tend to break the stiffness that characterizes the Director's present administrative style and thus benefit the entire Center.

3.5.5. Material Needs

The most pressing material needs are presently additional office space for the Contractor team and for the new RTC recruits, and some basic production equipment for the PMD subsection. A suggestion was also advanced concerning the purchase of three large tents for use as training premises in the rural areas. This idea may be further explored by RTC.

On the other hand, the request for additional project vehicles often heard by various RTC members should be resisted. The RTC vehicles are apparently used from time to time for private purposes. One alternative to the purchase of additional vehicles is to pay the RTC employees mileage for the use of their private vehicle for official business. Some of the money allocated to vehicle purchase could then be used to procure basic teaching and training equipment such as an overhead projector and a video-cassette camera and recorder.

*no!
in rural areas!*

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IV. ASSISTANCE

Assistance to the RTC is provided in two dimensions: technical and financial. The technical assistance is provided by the contractor's short-term and long-term staff. The bulk of financial assistance is provided by USAID, and is supplemented by small contributions from the client organizations. DEN is also supposed to contribute financially to the RTC operation.

4.1. Technical Assistance

Technical assistance to the RTC is still greatly needed in several aspects. The main reasons are the lack of technical expertise currently available in Haiti, coupled with the lack of training facilities to produce such expertise. Four major areas in need of technical assistance can be identified at present:

4.1.1. The Establishment of a Resource and Documentation Center

This center should contain curricula and instructional material on local and foreign vocational training, and should be able to plug into other similar centers and draw upon their resources. Until lately, very little was done in terms of document

collection and organization for this center which is supposed to be fully established by the project completion date.

4.1.2. Curriculum Development

It is estimated that currently four months are needed to prepare a training program at RTC; hence, one of the major RTC characteristics, namely promptness of response, is lost. The main reason for this length of time is the absence of a sufficient number of personnel. There is, therefore, a need to recruit and train new personnel in this area.

4.1.3. Evaluation and Measurement

The project stipulates two evaluation activities for each course: an «internal criticism» report immediately following the training session and a more formal «impact evaluation» based on performance retention by the trainees four months subsequent to their training. This latter activity has not yet been conducted at the RTC. An outside consulting firm has recently conducted the first such investigation, but the results have not yet been formally submitted to the RTC. In addition, the administration of diagnostic tests to potential trainees is an activity that has not yet been formalized and structured within the RTC.

4.1.4. Completion and Finalization of a Procedure Manual

This document should be finalized and in use by the end of the project. Although a significant amount of work has already been devoted to it, notably by the RTC Administration, the Contractor, and a number of consultants, the section related to technical management has yet to be submitted. The whole manual must subsequently be reviewed and finalized.

In all these areas, the contractor should play a key role through short and long-term consultants. Lately, two consultants were hired, one for Curriculum Development and one for the establishment of a Resource Center. Reportedly, the Contractor is having difficulty in locating an international Evaluation and Measurement Expert. Also, the Chief Adviser plans to tackle soon the task of assisting with finalizing the Procedure Manual.

To date, the Contractor has provided a number of short and long-term consultants in various areas, as listed in Appendix (2). Although a small number of these were not wholly satisfactory, the overall performance of these consultants was and remains satisfactory. As far as the Chief Adviser is concerned, the performance of the two people who have occupied this position has fluctuated in its impact on the center's progress. Initially, RTC activities grew at a healthy pace until the relationship between the first Chief Adviser and the first RTC Director deteriorated

and culminated in the closing down of the RTC in May 1982. Upon the reopening of the Center in July 1982, the new Chief Adviser expended considerable energy in getting the Center back on track until a permanent director was appointed in January 1983. The Chief Adviser's activities seemed then to slow down, perhaps understandably to allow the new director to take over. Today, the Chief Adviser's activities are proceeding at a reasonable pace, and his relationship with the center Director can be characterized as courteous and correct. *(in other words, "not effective"!)*

One source of potential conflict between the positions of Chief Adviser and the Center Director lies in the legal project documents. Annex 1 to ProAg states that (p. 14): «...four professionals will be jointly selected by the Director and the Project Adviser...», hence implying possibly equal authority in this selection process. Conversely, the Pragma contract states that (p.2): «...the Project Adviser will assist the RTC in the selection of RTC staff...», hence implying possibly final authority to the Director in this selection process. The matter of whether the Contractor's role is one of only advisory capacity or includes greater executive authority permeates in fact throughout all aspects of the project. The conflicting statements quoted above from the legal documents create a permanent state of potential confusion and conflict. In fact, the Chief Adviser has

recently suggested formally to the Center Director to meet with USAID officials to clarify this issue (Appendix 5). It is, therefore, imperative that USAID/Haiti clarify this contradiction as soon as possible.

4.2. Financial Assistance

4.2.1. USAID

As mentioned earlier, USAID financial assistance to the project constitutes the bulk of the center operating expenses and is proceeding smoothly and in conformity with the legal documents. However, USAID's supervision of the RTC's financial expenditures is almost nonexistent. The question of the possibility of future financial assistance by USAID will be treated in Chapter VII.

4.2.2. Department of National Education (DEN)

It is clear that DEN's financial contribution to the project did not proceed as agreed upon in the ProAg, nor will it reach the figure agreed upon during the lifetime of the project. To date, DEN's financial contribution has been non-existent. Lately, however, a letter from DEN Minister (Appendix 6) pledging a small financial contribution to the RTC was received by the Director. This letter should be viewed, however, more as a symbolic commitment rather than an operational contribution.

4.2.3. Client Organizations

The contribution of client organizations to the training cost varies from 0 to 37%. Often, the client organization does not fulfill its commitment and the RTC is already too far along into the training program to stop it. The requirement for a financial commitment of at least 25% as stated in the ProAg was not reinforced by the previous director, but is more seriously stressed by the present one. Overall, however, the client organization financial contribution is clearly below the expected amount.

4.3. Recommendations

4.3.1. The responsibilities of the Contractor vis-a-vis the Center should be clarified at once. It is recommended that the Contractor's role be one of advice and assistance only, and not one of executive authority in any of RTC's activities. It is also recommended that this decision be conveyed unequivocally to all the parties concerned. It is also recommended that the Contractor take no unilateral action related to the RTC, and keep the Center Director posted on all actions related to the RTC. The Contractor should also make every effort to avoid conveying the impression (be it correct or incorrect) of the presence of particularly close ties with USAID.

Rather, a more professional impression would be that the Contractor is «on the same team» as the RTC.

✓ These actions can only lead to a healthier relationship between the Contractor and the RTC administration.

On the other hand, in view of the high-quality advice that is now being provided by the Contractor, it is recommended that the RTC administration pay

✓ closer attention to this advice and take it more seriously into consideration. Studies, letters and memos submitted by the Contractor should be answered and discussed. Requests for additional help should be submitted more frequently to the Contractor. The technical assistance currently available to the RTC should be viewed as a valuable resource - as indeed it is - that will not be available indefinitely; therefore, the RTC Director should do everything possible to allow the contractor to help to strengthen the Center.

4.3.2. The financial participation of DEN as stated in the ProAg should be reviewed. This participation should be downgraded after consulting with DEN and taking the present economic crisis in Haiti into consideration. A stricter adherence to this revised estimate should then be expected from DEN.

4.3.3. Additional control over the RTC allocation of

expenditures should be exercised by USAID. One advantage of such control is to ascertain that the RTC's financial management is operating soundly. A good mechanism for such control could be through the recently established Joint Project Implementation Plans (JPIP) Committee. It is also recommended that one of the first measures along these lines be a USAID-sponsored financial audit to be conducted as soon as possible. Another financial audit should be conducted toward the end of the project.

- 4.3.4. Additional effort on the part of the RTC should be exerted on the client organizations to have them come up with their share of the training costs. This task could be more easily accomplished if enough publicity is done by the RTC to generate large numbers of requests for technical services.
- 4.3.5. The Consultant contract, which ends May 24, 1984, should be extended until the end of the project, that is, until October 31, 1984. Clearly, the Consultant must play a key role during the remainder of the project, especially if stricter adherence to the project objectives is expected.

V. PROJECT EFFECTIVENESS

The project effectiveness as it stands today can be measured by a number of indices. The basis index consists of comparing the actual achievements with those expected to date. This comparison, along with a discussion of the center concept and the quality of the training programs are presented below.

5.1. Soundness of Design

The concept of the RTC is a very sound one and very much needed in Haiti. This opinion has also been unanimously expressed throughout this investigation, by GOH officials, officials of client organizations and by the trainees themselves. The target population, the specificity of the training services and the limited number of permanent personnel are all unique features that render the RTC design all the more valuable.

Although direct evidence for such soundness of design is the actual demand for the RTC services, such evidence has not been observed to date. The reasons, however, are not inherent in the concept itself. Rather, they are caused partly by an unexpected turn of events (personal clashes followed by the closing down of the Center) and partly by a

somewhat weak performance of the RB section (insufficient publicity and public relations). There is at present evidence that the first of these two factors is fading away. It is also hoped that the second will improve soon. Hence, a gradual increase in the demand for training activities can reasonably be expected.

5.2. Training Programs

In spite of a shortage in personnel in the EPF Section, the quality of training programs has been so far satisfactory. With the latest increase in personnel in this section and their present training by a competent international consultant, the training programs are expected to improve in quality.

5.2.1. Program Development

The technique followed in program development is very structured and systematic. Much of it is based on the manual prepared by the Contractor in April 1982. In this manual, the various tasks and subtasks required to develop a program are listed and defined and the related procedures are presented along with various forms prepared to systematize the development process. It is this manual, in fact, that will be revised by the Contractor to form the draft version of the Technical Procedure Manual of the RTC.

The program development process includes frequent visits to the sites and meetings with technicians and enterprise executives. During these visits, specific information related to the theme of the training program is obtained and the course content being prepared is discussed. Finally the program is developed either in Creole or in a combination of Creole and French. Illustrations, visual aids, instructor manuals and student manuals (aide-mémoire) are then prepared in Creole.

5.2.2. Program Implementation

The training program is conducted by a specialist who receives a short familiarization session at the RTC prior to starting the program. The language of instruction for training programs is Creole. To ensure proper implementation and to provide the necessary administrative support, a Resident Manager is hired by the RTC to represent the GPF section. This arrangement appears to be adequate and has led so far to a smooth procession of activities during training sessions.

5.2.3. Program Effectiveness

The effectiveness of the training programs as expressed by the resulting improvement in performance

on the job seems satisfactory. This opinion was expressed by the trainees that were interviewed during this evaluation. Also, more convincing evidence of this effectiveness was obtained from the recent quantitative investigation conducted by the local company GREPSO. As shown in the draft report examined, the former trainees of three different RTC programs performed significantly better on a paper-and-pencil test of knowledge than a randomly selected untrained experimental group.

It is interesting to note, however, that with the improvement in performance is associated an increase in ambition. Thus it was reported that, once trained, the employees are sometimes not content with their position and quit in the hope of better prospects or other times ask for a salary raise and/or promotion which are rarely accorded. Employees then experience a subsequent decrease in motivation. This phenomenon is universal and not particular to Haiti. However, it puts into question the validity of the project goal which is to «...increase the income and standard of living of the rural poor in Haiti.» (PP p.24; Annex I to ProAg, p.1).

5.2.4. Program Evaluation

Program evaluation is the activity that is most

neglected at the RTC in general and thus deprives the training program developers from valuable feedback to improve the programs. The GREPSO evaluation study mentioned above is the first serious attempt to measure the impact of training since the Center's inception. Other less formal reports such as the «internal criticism» that are prepared at the end of the training session are also of great value. Unfortunately, neither are these reports regularly submitted.

5.3. Fulfillment of Objectives

The overall objective of the project is to improve the technical skills of the workers involved in the implementation of rural development projects in Haiti. The extent to which this objective is achieved depends on (a) the quality of training provided to the workers, and (b) the extent of training activities provided by the Center. The analysis of quality has been conducted in the first part of this chapter and intermittently in other chapters. The analysis of quantity will be presented below.

It is clear that the number of training programs achieved so far is significantly below expectation. As a result, a number of planned RTC objectives may not be achieved. A comparison of the objectives to be attained at the end of the project as derived from PP and ProAg with the way they

stand today is illustrated in the following table.

DEGREE OF FULFILLMENT OF PROJECT OBJECTIVES

Objective	Status *
1. RTC fully staffed	
2. RTC providing assistance to majority of rural GOH agencies	
3. RTC officially recognized and located	
4. At least 2 agencies establishing internal training programs	
5. Trainees employed for a minimum of one year	
6. Graduate at least 700 trainees	
7. Training assessment for at least 5 agencies	
8. Conduct 40 training courses	
9. Evaluation for each training course	
10. At least 4 seminars to improve clients' training abilities	
11. An inventory of consultants	
12. An inventory of training facilities	
13. A reference center	
14. An operating procedure manual in use	
15. A proposal to formalize RTC within GOH	

*  On target

 Late but can still be achieved by the project termination date

 Cannot be achieved by the project termination date

This table indicates that, overall, the center is late in fulfilling the project objectives. This is due to three main reasons:

- a. Unrealistic expectations that have initially led to the identification of these objectives;
- b. Deteriorating interpersonal relationships in the earlier years and RTC closing down for about two months;
- c. Insufficient performance of some RTC sections, notably with respect to publicity and evaluation. This situation may have been due to some extent to a lack of personnel.

5.4. Recommendations

The following recommendations are aimed at improving project effectiveness:

- a. Increase publicity efforts to generate as many requests for training services as possible even if it appears that these requests cannot be all fulfilled immediately.
- b. Involve program developers in short portions of the training sessions. This experience will provide them with complementary insight that is valuable in program development.
- c. Conduct regular evaluations for each program, both of the internal criticism type and of the impact measurement type. Use the results as feedback to improve the training programs.

- d. Review the objectives expected to be achieved at the end of the project. Identify a new set of more realistic objectives and monitor closely their status during the remainder of the project.

VI. OVERALL PERFORMANCE

In order to arrive at an objective measure of the overall performance of the various parties involved in the project, a task-by-task analysis was conducted for each of the parties, USAID/Haiti, RTC, the Contractor, and DEN. The results of this analysis are presented below. A short discussion of the major aspects of this analysis that have not been discussed elsewhere in this report is also provided.

6.1. USAID/Haiti

As the major financing agency for the project, USAID assumes a variety of responsibilities as detailed in AID Handbook 3. These responsibilities as well as those stated in the ProAg, and a rating of the performance on each one, are presented below *.

* Throughout this section, the following symbols will be used to represent the performance rating:

- no performance
- ◐ unsatisfactory performance
- satisfactory performance

USAID/HAITI'S PERFORMANCE

Task	Performance	Comments
1. Draw up a ProAg	●	Unrealistic expectations in ProAg No high-ranking ministry official representing GOH, DEN
2. Grant a dollar amount to finance project	●	
3. Draw up a contract	●	Unrealistic expectations in contract Parts inconsistent with ProAg
4. Constant monitoring	●	Inadequate after RTC's reopening
5. Constant contact with parties involved	●	Inadequate after RTC's reopening

This table shows that USAID's performance is, on the whole, unsatisfactory. The main reasons are, on one hand, the weaknesses in the project documents, namely the absence of a high-ranking official at DEN who would serve as the formal representative for the project; consequently, the feeling of «dedication» to RTC seems to be lacking in the Ministry. The other weakness in the documents which may have played a role in the deterioration of personal relationships early on in the project is the discrepancy discussed earlier in the role of the Contractor.

On the other hand, USAID has been neglecting lately to monitor the project closely and consequently has not reacted

efficiently to the deviations in the planned output of the project. One of the clear causes for such neglect is the departure of the project officers that were once in charge and the absence today of any USAID official who is sufficiently knowledgeable about the project. At any rate, closer monitoring and more serious consideration the Contractor's recommendations are in order now.

6.2. The RTC

The RTC is obligated to perform on the basis of the ProAg. Below are the performance indices as derived from this document and their rating.

RTC PERFORMANCE

Task	Performance	Comments
1. Assessment of training needs for intermediate-level personnel	○	Never conducted as a separate activity
2. Design, plan, manage specific training courses <ul style="list-style-type: none">- assess performance level required- formulate curricula- acquire pedagogical material- develop selection criteria for trainees- manage courses- develop financial plan for courses- identify funding sources	● ● ◐ ◐ ● ● ◐	Material insufficient and not organized Not done consistently
3. Provide services to client organizations that satisfy eligibility criteria stated in ProAg	◐	Not outside of client agency Criteria not always followed

Task	Performance	Comments
4. Provide project-specific training programs	●	
5. Provide rural-oriented training	●	
6. Evaluate training programs - internal criticism reports - trainee follow-up - impact measurement	◐ ◐ ◐	Not done consistently Rarely done Done only once
7. Conduct courses to improve client's ability to train subprofessionals - plan, design, evaluate client training courses - 2 annual seminars on training management starting second year	○ ○	Never requested of RTC
8. Marketing and publicity	◐	Insufficient
9. Speed of response to requests for technical assistance	◐	Too slow
10. Participant training	◐	Only one participant trained so far
11. Submit biannual reports to USAID	○	Not a single report submitted

It can be observed that the areas in which the RTC performance was poorest are the assessment of training needs for intermediate-level personnel, the preparation of courses to improve the clients' ability to train subprofessionals, and the submission of biannual reports as described in the Project Implementation Letter dated February 27, 1981 (Appendix 7). Conversely, the strongest performance of the

RTC to date was in the formulation and preparation of project-specific rural-oriented training programs (although the number of such activities is below expectations). In some other areas, an increase in activities has started recently and will hopefully decrease the gap between actual and expected output. Examples of such areas are the development of a documentation center and the impact measurement of the training courses. Overall, however, the RTC performance is satisfactory, although far from producing the expected output.

6.3. The Contractor

The following tasks have been identified from the contract as requiring assistance from the Contractor's team.

CONTRACTOR'S PERFORMANCE

Task	Performance	Comments
1. Manpower needs assessment	●	
2. Selection of RTC staff	◐	Not in harmony with RTC Director
3. Negotiating training arrangements with clients	●	
4. Preparation of financial plans	●	
5. Recruit and contract local instructors and consultants	●	
6. Providing assistance to client organizations in developing an internal training capability	○	Never requested of RTC

Task	Performance	Comments
7. Recruit and contract foreign consultants	●	
8. Prepare - quaterly status reports - annual summary reports - final report	● ○ ○ 	
9. Prepare a roster of qualified consultants	●	
10. Supply RTC with info on - non-formal training & education - institutional material technology	● ● ●	

Overall the Contractor's performance is satisfactory. Although some of these activities have rarely been assigned to the contractor (e.g. manpower needs assessment and the negotiation of training arrangements with clients), the Contractor's performance whenever called upon was satisfactory. Also, the provision of consultants by the contractor is now for the most part prompt and satisfactory. Finally, the area in which the Contractor's performance is poorest is the submission of periodic reports as amended by the JPIP. Clearly, these reports are too few and irregular.

6.4. The Department of National Education

The Department of National Education is an important party to the project. Its responsibilities as derived from

the ProAg are listed and rated below.

DEN'S PERFORMANCE

Task	Performance	Comments
1. Appointing a Director for RTC		First director appointed inadequate
2. Overall supervision		
3. Oversee RTC activities through Steering Committee		Insufficient Committee meetings
4. Contribute financially as per ProAg		No contribution yet

This table shows that the Ministry exerted a satisfactory overall supervision on the project. The areas where DEN's input needs improvement are the Steering Committee which meets too seldom to exercise any effective influence on the Center, and DEN's financial contribution as pledged in the ProAg. Recent evidence, however, (see Appendix 6) seems to indicate that new efforts are being made by DEN to increase its financial contribution in the near future.

VII. THE FUTURE OF THE CENTER

The RTC project assistance completion date is October 31, 1984. The organization and operation of the Center past this date is of major concern and should be addressed now. A systematic analysis of this issue is presented in this section.

7.1. Organizational Framework

There are four alternative arrangements for the location of the RTC:

- a. It remains as it is, that is, semi-autonomous, essentially USAID-funded, and under the tutelle of DEN.
- b. It remains semi-autonomous, essentially USAID-funded, and under the tutelle of another ministry or government agency.
- c. It is taken over totally by DEN or any other ministry or government agency.
- d. It becomes completely autonomous and USAID-funded.

Excluded from these options are those that assume the RTC's financial self-sufficiency, since this possibility appears remote. Under alternative (c) falls the incorporation

of the RTC into the National Institute of Vocational Training (Institut National de Formation Professionnelle, INFP). This arrangement will tie up the RTC to government bureaucracy, hence resulting in a loss of flexibility and promptness of response. Furthermore, the RTC will pose a financial burden on GOH which clearly cannot afford it. This possibility is, therefore, not recommended.

Alternative (d) is in a sense the opposite of (c). Although its big advantage is the flexibility the Center would have, it has a number of serious drawbacks. These are the absence of an established institution as mentor, albeit spiritual rather than functional, and the possible perception (by some political elements of the RTC under these circumstances as being an instrument of interference by a foreign government. Furthermore, the withdrawal of the RTC from DEN after the project completion date may be interpreted negatively and will deprive the RTC from any future DEN support, no matter how tactfully this withdrawal takes place. This alternative is also not recommended.

Of the two remaining alternatives, (a) and (b), alternative (a) seems to be the most appropriate. From an organizational standpoint, an affiliation of the RTC with DEN is more appropriate than with any other government agency. It appears, therefore, that for a few years to come, it is in the RTC's best interest to remain in terms of location as it is

presently.

7.2. Self-Sufficiency

One can think of self-sufficiency in two areas: technical and financial. As mentioned above, financial self-sufficiency of the RTC is quite unlikely in the near future and should not be counted on. As for technical self-sufficiency, the present collection of good technical elements at the RTC suggests that, if a few more can be found, technical self-sufficiency can be achieved as far as permanent RTC staff members are concerned. It should be remembered that the RTC is by design project-specific and comprehensive in terms of training services. Thus, for cost-efficiency sake, it cannot afford to support the presence of a large permanent faculty. Self-sufficiency in a larger sense, then, means the availability of a roster of adjunct qualified specialists who can perform specific training tasks promptly upon demand. Many of these specialists may soon be found in Haiti; however, short-term use of personnel with specific skills from outside of Haiti should not be ruled out.

7.3. Training Directions

From the methodological standpoint, the RTC should preserve the practical nature of its training services, and most importantly, continue to cater to the subprofessionals and poorly educated rural workers. Clearly, it is this last feature that renders the RTC so valuable and unique.

Simultaneously, the RTC should expand its training directions into areas related to rural development such as fishing and reforestation. Eventually, and as it becomes stronger financially, the RTC should exercise greater flexibility in deciding the financial participation of its client organizations. Thus, when it can afford it, the RTC should require a greater share of the training cost from those organizations that have the material means to do it (and who, themselves, often rely on grants from other international organizations for this type of activities). At the same time, the RTC could tolerate little or no financial participation from those organizations that cannot afford it. It is only through this flexibility that the RTC will be able to reach out and offer its services to the less financially privileged private enterprises and small businesses.

7.4. Recommendations

One powerful way in which USAID/Haiti could support the RTC is to encourage all on-going and planned USAID projects that can benefit from the RTC's services to use them continuously. Reportedly this step has recently been taken.

The decision of whether USAID is to proceed with funding the RTC past the project completion date should depend on the following conditions:

- a. A stricter adherence on the part of DEN to meet its

revised financial commitments until the project termination date. Simultaneously, a greater assurance should be obtained from DEN about its intent and capacity to honor its pledge for financial contribution during any second USAID financing phase. This includes securing additional and more appropriate locale for the RTC.

- b. Most importantly, once outputs and conditions expected at the end of the project are revised, USAID/Haiti should convey unequivocally to the RTC that future USAID consideration to refinance the project will depend greatly on the ability of the RTC to attain these objectives. For it is this test of performance that will provide the ultimate indication of the ability of the RTC to survive in the long run.

DOCUMENTS CONSULTED

Resource Training Center (RTC) Project Paper, USAID, July 15, 1980.

Project Grant Agreement, between the Republic of Haiti and the United States of America, for the Resource Training Center Project, August 29, 1980.

Contract, between Pragma Corporation and USAID/Haiti, November 17, 1980, plus ammendments.

By-monthly reports from Pragma Chief Technical Adviser.

Correspondence, RTC/GOH/USAID/PRAGMA, January 31, 1981 through August 8, 1983.

Joint Project Implementation Plan, USAID.

Briefing material for the GPF section (Gestion des Programmes de Formation)

Description of tasks for the RB section (Ressources et Besoins).

RTC promotional brochure.

Dossier, covering the RTC course at COOPEP, for 11 supervisors of chicken slaughtering, held at Port-au-Prince, September 21 - October 16, 1981

Dossier, covering the RTC course at POCHEP, for 16 plumber assistants, held at Saint-Marc, July 25 - August 24, 1984.

The Resource Training Center - A description prepared by Pragma, November, 1982.

Negotiations between DEN (Département de l'Education Nationale) and USAID/Haiti to reopen the RTC - report submitted by Jean-Claude Garcia Zamor, June, 1982.

Memorandum No. I, de la Direction du CAF (Centre d'Appui aux Formations), February 17, 1983; first administrative memorandum prepared under the new RTC administration.

continued

Circulaire, le 16 mars 1983 - Règles relatives au contrôle des présences; administrative circular describing the control of attendance of RTC employees.

Memorandum No. II, de la Direction du CAF, March 30, 1983; second administrative memorandum prepared under the new RTC administration.

Letter, to the Minister of Education from the Director of the RTC, concerning a proposal for the Ministry of Education to assume a portion of the operative expenses of the RTC beginning in October 1983, dated May 19, 1982.

Manuel de Gestion du CAF, Avril 1983; manual of administration for the RTC.

Evaluation du Rendement du Personnel du CAF; May 1983 - report prepared by Louis Délima Chéry and Jean Euler Auguste, consultant.

Memorandum to the Director of the RTC from Charles Tardieu-Dehoux, Pragma Chief Technical Advisor, concerning measures for the improvement of performance of the RTC, June 14, 1983.

Report on the Curriculum Development Process at the Resource Training Center submitted by Eugene A. Godfredsen.

USAID Handbook 3.

Evaluation des Plombiers de l'O.D.N. Formés par le C.A.F.
(Draft) - a report submitted by GREPSO, August 1983.

Procédure et Methodologie d'Elaboration d'un Programme de Formation Professionnelle sur Mesure Préparées à l'Intention du Centre d'Appui aux Formations pour le Developpement Rural - a report submitted by the Pragma Corporation, April 1982.

Plan de Leçon, Mecanicien O.D.P.G., CAF, Octobre 1981

APPENDIXES

Appendix (1)

CHRONOLOGY

<u>Date</u>	<u>Event</u>
June 1977	PID developed
July 14, 1980	PP accepted by USAID/Haiti
August 29, 1980	ProAg signed
November 19, 1980	Contract awarded to Pragma
November 24, 1980	Project launched
December 1980	First meeting of the Steering Committee
March 1981	First RTC training program
April 13, 1982	DEN Minister requests removal of Chief Adviser
April 28, 1982	Meeting of DEN Minister with USAID/Haiti Director
May 15, 1982	RTC closed down
June 6, 1982	Arrival of Consultant and negotiations start up
July 3, 1982	New Pragma Chief Adviser assumes his duties
July 7, 1982	New DEN Minister appointed
July 10, 1982	Reopening of RTC
September 1982	Ex-Chief Adviser leaves Haiti
January 12, 1983	New RTC Director appointed
August 1983	Midpoint Evaluation start up
October 31, 1984	Project Assistance completion date

Appendix (2)

CONTRACTOR CONSULTANTS

<u>NAME</u>	<u>PROGRAM</u>	<u>DATE WORKED</u>
<u>Bourque Jacques</u>	Short-term Consultant (ODN)	March 16, 1981 - April 9, 1981
<u>Brady Danièle</u>	Short-term consultant (PEPPADEP) Consultant	December 27, 1982 to February 1983 June 16, 1983 to May 23, 1984
<u>Filion Louise</u>	Short-term consultant (POCHEP) Short-term consultant (POCHEP)	February 10, 1982 to May 5, 1982 September 7, 1982 to March 7, 1983 March 31, 1983
<u>Godfredsen Eugène</u>	Short-term Advisor	November 14, 1981 to November 30, 1981
<u>Jerôme Michel</u>	Administrative support	3 1/2 months November 1982
<u>Lescop Jean-Yves</u>	Consultant (Seminar on curriculum development)	August 20, 1981 to September 7, 1981 March 4, 1982 to March 26, 1982
<u>Molnar Helmuth</u>	Short-term consultant (Preparation of teaching material)	March 28, 1982 to May 8, 1982 December 10, 1982 to June 9, 1983 June 30, 1983
<u>Pierre Yves-François</u>	Evaluation of training programs	August 10, 1983 - September 16, 1983
<u>Proulx Raymonde</u>	Short-term Advisor	November 22, 1981 to February 26, 1982
<u>Rolland Louis</u>	Short-term consultant (COOPEP)	February 10, 1982 to March 16, 1982 March 30, 1982
<u>Scott Ed</u>	Inventory of Training resources	August 17, 1983 to August 30, 1983

<u>NAME</u>	<u>PROGRAM</u>	<u>DATE WORKED</u>
<u>Tardieu-Dehoux Charles</u>	Short-term Consultant	January 19, 1981 May-June 1981 July-August 1981 August-November January 18, 1982 - April 18, 1982 - June 1st, 1982
<u>Dominique Roger</u>	Transesvisions Studio	November 2, 1981 - November 24, 1981
<u>Cabrera Rodrigo</u>	Long-term Consultant	December 16, 1980 - November 30, 1981

Appendix (3)

PEOPLE INTERVIEWED

The RTC

Mr. Louis Délima Chéry, Director
Ms. Joelle Jean-Julien, Technical Coordinator and EPF Head
Mr. Lionel Hogu, RB Head
Ms. Eliane Telson, GPF Head
Mr. Serge Fequière, Administrative Section Head
Mr. Jacques Alcindor, Accountant
Mr. Sony Nazaire, Accountant
Mr. Louis Macson Chéry, PMD Long-term Consultant
Mr. Yves Bastien, EPF Technician
Ms. Nicole Dorcéan-Carrenard, Director's Secretary
Ms. Flavie Valcourt, Administrative Assistant
Ms. Mireille Rosicclair, Secretary
Mr. Symphor Balthazar, EPF Trainee
Mr. Charles Ménard, EPF Trainee
Ms. Géralde Alerte, EPF Trainee
Mr. Jean-Claude Zamor, Administrative and GPF Assistant

The Pragma Corporation

Mr. Jean Dehasse, Vice President
Mr. Charles Tardieu-Lehoux, Chief Adviser
Ms. Danièle Brady, Long-term Consultant
Mr. Ed Scott, Short-term Consultant
Ms. Evelyne Isaac, Secretary

Appendix (3)
Continued

DEN

H.E. Frank Saint-Victor, Minister
Mr. Edwige Kernizan, Secretary of State
Mr. Jean Casimir, Training Institute (INFP) Director
Mr. Henri Roc, Professional Training Director

Client Organizations

Eng. Serge Gaspard, POCHEP Director
Mr. Emmanuel Médor, POCHEP Official
Ms. Martine Malbranche, COOPEF Executive Committee Member
Mr. Marcel Duret, COOPEF Executive Committee Member

USAID/Haiti

Ms. Phyllis Dichter, Acting Deputy Director
Mrs. Ann Fitzcharles, Project Officer

Training Participants

Mr. Francis Nerette, POCHEP (1983) Training Instructor
Mr. Louis Thonio Jean-Marie, POCHEP (1983) Resident Manager
Mr. Raymond Saint-Surin, POCHEP (1983) Trainee
Mr. Jean-Léon Cajuste, POCHEP (1983) Trainee
Mr. Prévert Saint-Fleur, POCHEP (1983) Trainee
Mr. Pierre-André Toussaint, SNEP (1982) Trainee

Appendix (4)

RTC TRAINING ACTIVITIES

LISTE DES PROGRAMMES DE FORMATION EXÉCUTÉS DANS LE CADRE DES ACTIVITÉS DU CAF
(Novembre 1980 - Août 1983)

* CAF/SNEP/81/001	Opérateurs station de Pompage
* CAF/SNEP/81/002	Laborantins
* CAF/ODN/81/004	Analyse de besoins
* CAF/ODVA/81/005	Analyse de besoins
* CAF/ODPG/81/006	Analyse de besoins
* CAF/COOPEP/81/007	Superviseurs d'abattage de poulets
** CAF/COOPEP/81/008	Assistants fermiers
* CAF/ODPG/81/009	Mécaniciens
* CAF/POCHEP/81/010-A	Plombiers
* CAF/ODN/81/011	Plombiers
** CAF/ODN/81/012	Maçons
** CAF/ODN/81/014	Topographes
* CAF/ODVA/81/015	Gabions
** CAF/ODVA/81/016	Gabions
* CAF/Scouts/81/017	Élaboration de matériel
* CAF/ODN/82/018	Évaluation des chauffeurs
** CAF/ODN/82/019	Analyse du Personnel
* CAF/PEPPADEP/82/020	Plan de formation des cadres nationaux du PEPPADEP.-
* CAF/COOPEP/83/021	Séminaire de recyclage
** CAF/COOPACVOD/83/022	Analyse des besoins de formation
** CAF/ONNAC/83/023	Conception et réalisation du matériel de support pédagogique dans le cadre du lancement du programme de post-alphabétisation de l'ONAAC.
** CAF/COOPEP/83/024	Préparation et exécution de cours de formation pour les communautés rurales en élevage de poulets.
# CAF/POCHEP/81/010-B	Plombiers

* Programmes complétés

** Mémorandum d'accord signé

Programme en cours

Appendix (5)

THE PRAGMA CORPORATION

815 WEST BROAD STREET
FALLS CHURCH, VIRGINIA 22046
(703) 237-9303

TELEX 899147 PRAGMA FSCH

Port-au-Prince, le 9 août 1983

Monsieur Louis Délima Chéry
Directeur du CAF
Chancerelles-Varreux

Monsieur le Directeur,

Suite à mon «Mémo du 14 juin 1983» j'ai reçu deux prises de position venant de deux techniciens du CAF.

Bien qu'elles soient très différentes par le ton et le contenu, ces deux notes ont en commun une mauvaise compréhension de l'assistance technique, du rôle de PRAGMA et de mon rôle comme conseiller Principal représentant cette dernière.

Afin d'éviter ce genre d'ambiguïté, et sous réserve de toute autre action jugée appropriée à la situation, je vous propose de convoquer une réunion extraordinaire du Comité Exécutif, réunion à laquelle pourraient participer deux membres invités: M. Edwige Kernizan du DEN et Ms. Ann Fitzcharles de la Mission USAID/Haïti.

L'ordre du jour d'une telle réunion pourrait être:

1. Le rôle et la fonction de l'assistance technique tels que définis dans le document de projet signé par les gouvernements d'Haïti et des U.S.A.
2. Le rôle et la fonction de PRAGMA et de son représentant au CAF.

Je vous prie d'agréer, Monsieur le Directeur, mes salutations distinguées.


Charles Tardieu-Dehoux
Conseiller Principal

CTD/ei

cc: Ann Fitzcharles, USAID/Haïti
Jacques Defay, PRAGMA/Virginia

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Appendix (6)
RÉPUBLIQUE D'HAÏTI

DEPARTEMENT DE L'EDUCATION NATIONALE

SECRETARIERIE D'ETAT
DE
L'EDUCATION NATIONALE

No. C-3512925

Port-au-Prince, le 20 JUILLET 1983 19__

Monsieur Louis Délima CHERY
Directeur du Centre d'Appui aux Formations
Pour le Développement Rural (C.A.F)
EN SES BUREAUX.-

Monsieur le Directeur,

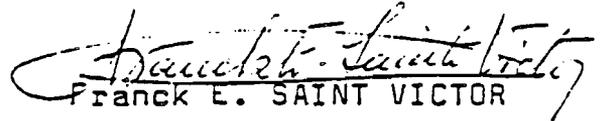
J'accuse réception de votre lettre en date du 19
Juin 1983 à laquelle est annexé un plan de prise en charge pro-
gressive des activités du CAF par le Ministère de l'Education
Nationale.

Je reconnais la justesse de cette démarche. Toutefois,
les moyens fort limités dont dispose actuellement le Ministère,
l'empêchent de répondre pleinement à ces obligations. Quelques
dépenses en frais de personnel, notamment, ont été considérées
et retenues pour une prise en charge partielle à partir d'Octo-
bre 1983.

Il est évident que la contrepartie des salaires et
autres frais couverts par le DEN, soit 150.000 gourdes pour l'an-
née, devra être déduite du montant provenant du PL-480, dès la
mise en application des mesures annoncées, en Octobre prochain

.../...

Agréer, Monsieur le Directeur, l'assurance de
ma haute considération.


FRANCK E. SAINT VICTOR
Secrétaire d'Etat

EXCERPT OF USAID IMPLEMENTATION

LETTER NUMBER 5

Director
Resource Training Center

-12- Directeur
 Centre d'Appui aux Formations

III. REPORTING REQUIREMENTS

III. CONDITIONS RELATIVES A LA
SOUMISSION DE RAPPORT

Section B.5, Annex 2 of the Grant Agreement states that the RTC will make periodic reports regarding the Project. Progress reports on the implementation of the Project should be submitted to the USAID/Haiti Project Manager every six months. These reports should describe the activities carried out under the Project for the preceding six month period and should be submitted to USAID on July 31 (for the period Jan - June) and January 31 (for the period July - Dec.) of each year over the life of the project.

La Section B.5, Annexe 2 de l'Accord de Don stipule que le CAF fera des rapports périodiques sur le projet. Des rapports sur l'état d'avancement du Projet seront soumis au Directeur du Projet de l'AID/Haiti tous les six mois. Ils décriront les activités exécutées dans le cadre du Projet au cours des six mois précédents et devront être présentés à l'USAID le 31 Juillet (pour la période couvrant les mois de Janvier à Juin) et le 31 Janvier de chaque année (pour la période couvrant les mois de Juillet à Décembre) , ce, pendant toute la durée du projet.

The reports should provide substantive information on the progress of the RTC's training activities in terms of: institutions and agencies contacted, courses held, results of these training seminars, performance of the technical advisors, major problems or delays, and activities planned during the next reporting period.

Les rapports devront fournir des informations justes sur les progrès des activités de formation du CAF en terme: des agences et des institutions contactées, des cours qui ont eu lieu, des résultats des séminaires de formation, du rendement des conseillers techniques, des principaux problèmes ou retards et des activités planifiées pour la prochaine période que doit couvrir le rapport ultérieur.

The reports should also include a budget status summary. Information should be provided concerning the use of project funds, in terms of budgeted and expended amounts, during each six month period and on a cumulative basis. The budget summary should be divided into three parts according to source, i.e. A.I.D. funds, PL-480 Title I funds, and GOH operating budget.

Les rapports comprendront aussi un sommaire de l'état du budget. Des informations devront être fournies chaque six mois et sur une base cumulative sur l'emploi des sommes budgétisées et dépensées. Le sommaire du budget sera divisé en trois parties selon la source: par exemple: fonds de l'USAID, fonds du PL 480 Titre I et le budget opérationnel du GOH.

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