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TECHNICAL ASSISTANCE TO THE HUMAN RESOURCE DEVELOPMENT PROJECT IN THE DOMINICAN REPUBLIC

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FINAL REPORT

prepared by
Katy Greenwood, Ph.D.
Project Director

Texas A & M University

College Station, Texas

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TECHNICAL ASSISTANCE TO THE HUMAN RESOURCE DEVELOPMENT PROJECT IN THE DOMINICAN REPUBLIC

FINAL REPORT

This report has the purpose of analyzing the achievements realized by the technical assistance effort to the Human Resource Development project (AID Project Number 517-0127 and Loan Number 517-V-036) and includes recommendations for future activities. This document, submitted jointly to the Educational Credit Foundation and the USAID Mission in the Dominican Republic is prepared at the end of an eighteen-month period covering March 15, 1982 through December 31, 1983. The Human Resource Development project paper was signed by the USAID Mission September 25, 1981 and began shortly thereafter following a signing ceremony for the organizations involved. The project will be completed by September 30, 1986. $5,000,000 was allocated for the project by USAID, including $4,250,000 for loans to students, faculty, and institutions, and $750,000 in grant funds for the project.

This report is organized as follows: (1) Purpose and Design of the Human Resource Development Project; (2) Objectives and Structure of the Technical Assistance Effort; (3) Results of Technical Assistance - Phase One; (4) Results of Technical Assistance - Phase Two; (5) Results of Technical Assistance - Phase Three; (6) Conclusions and Recommendations for Future Activities.

Purpose and Design of the Human Resource Development Project

The Human Resource Development Project had been identified as a priority for fund allocation within USAID since 1978. Planning for the project was completed in 1979, but the diversion of funds to

hurricane relief prevented the project from becoming a reality until 1981, when funds were again available.

In 1981 considerable effort was made by the USAID Mission to re-examine the need for the project and to update it appropriately in order for the project to be of upmost value to the Dominican Republic. The purpose of the project is stated in the Project Paper, page 11:

> The goal of this project is to improve the income, productivity, and overall quality of life of poor Dominicans, through increased skills training. The project's subgoal is to improve the access to employment opportunities for the poor, by assisting them in moving from an unskilled, unemployed and or underemployed status, to skilled or semi-skilled employment. The purpose of this project is to expand vocational-technical training opportunities and assist the poor to participate in vocational/technical training programs for priority skill areas.

Vocational education was seen as a catalyst to assist the poorer Dominican obtain saleable skills or to upgrade saleable skills at a sufficient-enough level to repay loans obtained by these loan recipients for such training.

Study sponsored by USAID during 1980 and 1981 in planning for the project revealed that existing vocational technical institutions needed expanding and improving in order to support an ongoing system of vocational-technical training. Such training was defined as below the baccalaureate degree level, consisting of one, two, or three years of training designed to provide job competencies in needed careers.

Study also revealed that many of the support systems to such a training network were underdeveloped or non-existant. Testing for

aptitudes and interests of potential students, placement services for students following completion of programs, follow-up studies of graduates to ascertain success in finding employment were all components of a non-existant system that would be necessary if training for actual jobs was to take place. Information was unavailable about the actual outcomes of existing training in 1981. Training institution officials could not give reliable data regarding the percentage of graduates receiving jobs or the effectiveness of such training as assessed by the employer sector.

Interviews with institutional officials during 1981 revealed that they were eager for technical assistance in improving their curriculums, in setting up local advisory committees of employers, in instituting placement and follow-up activities, and in expanding their offerings to new curricular offerings.

The lack of information about the nature of the labor market had been a continuing concern of Dominican officials during the 1970's and this lack was seen by USAID as a key problem in planning a large-scale loan project in vocational education. USAID financed a consultant, Mr. Allen Broehl, in 1979 to identify the labor market needs and provide a basic design for an information system. Mr. Broehl's report and recommendations were presented both to FCE and USAID in 1979. Employment policy projects, which included a labor market emphasis, were funded in 1980 in cooperation with ONAPLAN and O.N.E., the government agencies responsible for planning and reporting statistics in the Dominican Republic. In 1980-81, USAID and INTEC (a local university) undertook a study of small businesses; this project had implications for

an information base regarding the labor market. And in 1981, USAID and the Ministry of Education, sponsored a labor market supply/demand study in cooperation with Clapp and Maine, a consulting firm from Puerto Rico. It was completed in August, 1982. Thus, USAID contributions and sponsorship of labor market information gathering was considerable prior to the funding of the Human Resource Development Project. And such studies served as a basis from which an information flow could be extended regarding the labor market.

After carefully studying the potential of Dominican organizations and agencies in 1981, USAID determined that two organizations could best give leadership and direction to the Human Resource Development effort: The Educational Credit Foundation (FCE) and INFOTEP. FCE had a history of administering loans to students, for both domestic and foreign study; INFOTEP by government decree was given responsibility for coordinating the utilization of a payroll tax from employers available for up-grading job skills of workers. INFOTEP had been given government sanction to gather labor market information and communicate their findings to other agencies and organizations.

Both organizations, FCE AND INFOTEP, were depicted in the USAID Project Paper as needing technical assistance in order for expected outcomes of the project to be realized. FCE needed to upgrade their computer capability in order to generate the needed data regarding the loan programs. Staff training in data processing and in management skills was indicated as a priority need. Staff development in the labor market area for INFOTEP staff was included as a priority also.

In addition to the two agencies above, a coordinating council, the Vocational-Technical Education Coordinating Council, including the Secretariet of Education, Secretariet of Labor, and a representative group of participating institutions would give policy direction to the project.

The project began officially in October, 1981. The focus and design of the project had been guided by certain communiques that were transmitted between USAID Washington and the AID Mission between 1979 and 1981 in giving approval and sanction to the project. These were included in the Project Paper as Annex I. Key points from these cables that guided the design of the project are summarized below:

1. Cable from AID-Washington to AID-Mission, July 3, 1979 (Annex I, pages 1-3)

This cable was sent as part of the dialogue ongoing in the development of the original Project Paper for the Human Resource Development project. It noted five concerns, as follows:

a. role of FCE - a concern centered on the need to keep the project from shifting to a major institution-building project for FCE rather than a project to meet the needs of the unemployed and underemployed. Caution was given that the role of FCE should not be expanded significantly beyond the basic purpose into extensive data-gathering and analysis, curriculum development, or other activities exceeding their capabilities and appropriate domain. Institutional-strengthening activities by FCE, it was recommended, should be limited to those of credit management rather than toward functions which are customarily governmental or academic in character.

b. intergovernmental/agency coordination - a concern noted the need for the project to include coordination and linkage by FCE with other agencies, organizations, and other funded projects that related to the project goals and outcomes.

c. labor market information base - a major need for an information base for the project was noted, particularly in the labor market area. It was recommended that a labor economist be employed to describe how the initial data are obtained and skill-training priorities established. The project paper should include how FCE would relate to the national employment policy project being funded by USAID with O.N.E., the national data gathering office.

d. a placement function - it was noted that a placement function was a critical element in any manpower training program and the absence of this element in the project should be addressed. Even though FCE should not attempt to act as a national employment service, it was felt that their own financial self-interest required the establishment of a guidance and placement function within FCE to foster and encourage links between the graduates and the employer sector. It was noted that the AID Mission should pursue discussions outside the project for establishing an employment service in the public sector.

e. target group for loans - it was noted that the age group for this project would probably need to be older than the group FCE has traditionally provided loans for. Likewise, the clients would be of a lower socio-economic status.

2. Cable from AID Mission to Aid Washington, July, 1981 (Annex I, pages 4-20)

This cable proposed revisions to the 1979 Project Paper, addressing the five concerns USAID-Washington had noted in previous communiques.

a. role of FCE and coordination with other agencies - the revised Project Paper included a significant role for INFOTEP as a working partner with FCE. INFOTEP's basic purposes were listed as (1) coordinating all nonformal skills training; (2) providing skill training for new labor force entrants and for the unemployed; (3) providing training to currently employed workers to upgrade their skills or to prepare them for changing job requirements within the labor market; (4) coordinating apprenticeship programs and providing employers with assistance for on-the-job training; (5) developing appropriate nonformal skills-training curricula; (6) developing standards and tests for skill-level certification, and (7) measuring the training needs of the labor market (Annex I, p. 5).

While FCE would remain as the major implementing agency, the project strategy would be broadened to include INFOTEP as well as the participating vocational training institutions. Much project responsibility would shift to INFOTEP. FCE would carry out their usual credit management functions, while INFOTEP would carry out assistance to institutions, establish a placement function, and expand their ongoing labor market data gathering function.

In addition, coordination would be achieved by a Vocational-Technical Education Coordinating Council composed of FCE, INFOTEP, the Secretariets of Labor and Education and representatives of the participating institutions. FCE would act as the Secretary of the Council, but the Council would set policy direction for the project (Annex I, pp. 11-12).

b. labor market information - gathering labor market information would be the responsibility of INFOTEP for the project, and periodically the validity of the priority skills areas would be tested through a survey. The first year skill needs would be based upon a review of the FCE 1980 survey of 70 commercial institutions. These periodic surveys would be reviewed by the Coordinating Council. Based on the results of these reviews, the sub-lending amounts and priority skill areas would be adjusted (Annex I, p. 17).

c. target group for loans - the revised project paper included responsibilities for FCE to launch a media campaign in order to recruit beyond its existing range of loan recipients. Large groups of twelth grade students for longer term courses would be recruited for the loan program (Annex I, pages 9 and 12)

d. job placement function - responsibilities for job placement would fall primarily to INFOTEP in their natural linkages with the private sector.

e. strengthening vocational-technical institutions - the joint responsibility of assisting vocational-technical institutions through long-range plans was depicted as both the responsibilities of FCE and INFOTEP. Additionally, vocational-technical institutions would be given technical assistance by specialists to improve existing courses, to design curriculum packages, to provide on-site training of personnel in vocational education teaching, by designing short refresher courses, by designing training modules for pre-eighth grade dropouts, training Dominicans in curriculum development, and helping institutions design placement functions. (Annex I, pages 15-16).

3. Cable from AID Washington to AID Mission, August, 1981 (Annex I, pages 21-23)

The project was given approval to be implemented according to the design and purpose of the Project Paper, with the following concerns noted.

a. role of FCE and coordination - a concern focused on the need for more instiutional/administrative analysis of FCE, INFOTEP, and the training institutions. What would assure these organizations relating to each other? The Mission should consider a separate agency, such as a bank, to administer the loans to institutions separate from the loans to students. More

justification by USAID for selecting FCE to administer the $4.5 loan program rather than INFOTEP, or another agency, was recommended by USAID-Washington.

b. training in vocational education - a concern focused on how training needs would be measured, how quality and relevancy of training would be assured, and who would be responsible for follow-up of trainees.

c. placement function - a continuing concern questioned the ways that job placement would be achieved and by whom.

As the project began, the project purposes were clear in that the goal of the project was to improve the income, productivity, and quality of life of poor Dominicans. A sub-goal was to improve access to employment opportunities for the poor by assisting them to move from unskilled, under or unemployed status to skilled and semi-skilled jobs. And, the subsequent purpose of the project was to expand vocational-technical training opportunities and assist the poor to participate in vocational/technical training programs for priority skill areas (Annex I, page 13).

Objectives and Structure of the Technical Assistance Contract

Officials from USAID, FCE, and a newly formed organization, Association of Dominican Republic Universities (ADRU), visited the campus of Texas A&M University in January, 1982 in conjunction with the proposal Texas A&M University had submitted offering to

provide technical assistance to the Human Resource Development effort. These officials wanted to discuss the nature of the project and interview the candidates Texas A&M University proposed to comprise the long-term field team to give technical assistance. Candidates were interviewed as to their language and technical proficiency. Three team members were approved by the Dominican Republic delegation: a labor market specialist (Larson); a systems analyst (Kirkpatrick); and a voc/tech specialist (Hinojosa).

During the course of this visit, the USAID representative reported that INFOTEP would not be involved in the project as previously planned, but ADRU would be. Thus, they had included the Executive Secretary of ADRU to their visit to the Texas A&M University campus. The scope of work for the project was re-designed to include assisting ADRU with the evaluation and approval of vocational-technical institutions.

In February, 1982, the Project Director of the Texas A&M University contract traveled to the Dominican Republic to finalize the budget and the requirements of the contract. March 15, 1982 the contract for technical assistance officially began.

The general objective of the contract services with Texas A&M University was to assist the Foundation for Education Credit (FCE) in strengthening the private secondary and post-secondary vocational-technical training programs in the Dominican Republic. The categories of service to be provided were as follows:

> ...the contractor will be responsible for providing technical assistance
>
> (1) to voc/tech institutions participating in the project to upgrade existing training programs and to develop and carry out new programs;

(2) to strengthen FCE's capability to manage the voc/tech sublending program:

(3) to design and implement a system for FCE to collect, interpret, and utilize labor demand studies.

Regarding the first category of service, the contractor was to assist Dominican vocational-technical institutions in preparing Institutional Development Plans which would be the basis for the provision of assistance under the project.

The contract called for a long-term advisory team composed of three (3) senior advisors which would be supplemented by short-term consultants. Short term consultants would include a systems analyst, post-secondary vocational curriculum and teaching specialists, and accreditation specialists. Specifically, the team would utilize a collaborative and multidisciplinary approach in providing the services required to and through FCE. The technical assistance team would be responsible for providing the following assistance to FCE:

1. Review FCE's existing data processing needs and make detailed recommendations for improvements and assist FCE in implementing these recommendations.

2. Collect and make available labor statistics needed by vocational institutions for academic and student planning.

3. Recommend criteria for the development and approval of Institutional Development Plans.

4. Assist participating institutions in the preparation and execution of Institutional Development Plans.

5. Assist in the coordination of the development and approval of Institutional Development Plans for vocational/technical institutions.

6. Assist in the establishment of new careers in the vocational/technical institutions.

7. Assist participating voc/tech institutions and FCE in the preparation of yearly work plans and budgets (including detailed procurement plans) for the implementation of the project.

8. Develop and carry out training programs for FCE as well as vocational/technical institutions. (The off-shore training of FCE personnel would be short-term in improving management capability. Long and short-term training would be part of the Institutional Development Plans).

Each long-term specialist, as well as short-term consultants, had specific tasks to complete. These are shown in Table I of this document and will be discussed as part of the analysis of problems and accomplishments.

The actual contract for services was between USAID and Texas A&M University, but the technical assistance was for FCE and participating institutions in the project. Routine reports of problems and accomplishments were made to both FCE and USAID.

FCE had the responsibility of providing office space for the technical assistance personnel, providing bi-lingual secretarial assistance, in-country transportation with the vehicle purchased by USAID for the project, and office supplies including zeroxing.

Each advisor, upon arrival, drew up a work plan of duties tobe accomplished that was submitted to both USAID and FCE. Upon departing, each advisor completed a summary report of accomplishments in the duties assigned. Bi-monthly status reports were prepared. Other letters, memorandums, and agendas of meetings are also on file at FCE and USAID which also give an indication of problems and accomplishments.

TABLE I - ANALYSIS OF TECHNICAL ASSISTANCE TASKS

Contractor's Responsibilities	Objectives and Tasks		
1. Categories of Service (TAMU Contract, Statement of Work, Page 1)	1. to assist voc/tech institutions participating in the project to upgrade existing training programs and to develop and carry out new programs.	2. to strenghen FCE's capability to manage the voc/tech sublending program	3. to design and implement a system for FCE to collect, interpret, and utilize labor demand studies
2. General Objectives (TAMU Contract, Statement of Work, Page 2)	a. Recommend criteria for the development and approval of Institutional Development Plans (IDPs) b. Assist institutions in the preparation and execution of IDPs. c. Assist in the coordination of the development and approval of IDPs for voc-tech institutions d. Assist in the establishment of new careers in the voc/tech institutions e. Assist voc/tech institutions in the preparation of yearly work plans and budgets. f. Develop and carry out training programs for voc/tech institutions.	a. Review FCE's existing data processing needs and make detailed recommendations for improvements and assist FCE in implementing these recommendations. b. Develop and carry out training programs for FCE.	a. Collect and make available labor statistics needed by vocational institutions for academic and student planning.

TABLE I (continued)

Contractor's Responsibilities	Objectives and Tasks		
3. Tasks of Specialists (TAMU Contract, Statement of Work, pages 2-5)	1. (assistance to voc/tech institutions)	2. (assistance to FCE)	3. (assistance in labor market area)
a. Vocational Education Specialist	a. During first year, carry out an assessment of the skill needs of the private sector as well as an assessment of participating voc/tech's institution's needs, including curriculum development staff development, and equipment procurement. b. Assist approved participating voc-tech institutions in organizing and operating advisory committees for the development of Institution's Development Plans. c. Identify available materials needed for existing and proposed vocational courses. d. Identify needed off-shore training opportunities that meet the needs of participating institution's IDPs.	a. Act as team leader and advisor to the Exe. Sec., FCE, and AID on overall management, coordination, and implementation of project b. During the first year of the project, review FCE's sublending policies, procedures and eligibility criteria and make detailed recommendations for improving the operations and management of the sublending fund.	

TABLE I (continued)

Contractor's Responsibilities	Objectives and Tasks		
3. Tasks of Specialists (TAMU Contract, Statement of Work, pages 2-5)	1. (assistance to voc/tech institutions)	2. (assistance to FCE)	3. (assistance in labor market area)
a. Vocational Education Specialist (continued)	e. During the first year of the project, design a set of detailed arrangements to be followed between the voc/tech institutions and the faculty members concerning repayment of the subloans and a commitment to continue working at the participating training institutions. f. Prior to July 15, 1982, prepare a report on the sublending activities planned by FCE under the project for the first full academic year beginning in August of 1982. This report will indicate, at a minimum, the number of sub-loans, timing, and also indicate the occupational areas associated with each subloan. This report should indicate progress on media campaign (see page 4 of Statement of Work).		

TABLE I (continued)

Contractor's Responsibilities	Objectives and Tasks		
3. Tasks of Specialists (TAMU Contract, Statement of Work, pages 2-5)	1. (assistance to voc/tech institutions)	2. (assistance to FCE)	3. (assistance in labor market area)
a. Vocational Education Specialist (continued)	g. Prior to July, 1983, prepare a detailed report on sublending activities planned by FCE under the project for the academic year beginning with the year August 1, 1983 to July 30, 1984. This report will, at a minimum, cover all of the topics and include all of the materials mentioned in the report for the previous year... (Statement of Work, page 4) h. Design, coordinate and manage in-service training seminars in the following areas; methods of teaching in occupational areas, etc. (S. of W., p. 4) i. Assist voc/tech insti. in: curriculum development, utilization of community resources; tests and measurements; placement function of teachers, advisors, counselors, etc.		

TABLE I (continued)

Contractor's Responsibilities	Objectives and Tasks		
3. Tasks of Specialists (TAMU Contract, Statement of Work, pages 2-5)	1. (assistance to voc/tech institutions)	2. (assistance to FCE)	3. (assistance in labor market area)
b. Labor Market Specialist		a. Review FCE's sub-lending program as compared to labor needs of private sector and make recommendations as to the need for modifications in FCE programs in order to better meet the skill needs of the private sector. b. Design a system within FCE for updating labor demand and supply studies and assist FCE in implementation; carry out in-service training courses for institutions as well as for FCE personnel in data gathering, instrument development, etc. c. Identify needed off-shore training for FCE personnel.	a. Review, compile and analyze current labo supply and demand studies in the Domin can Republic and develop recommendations for use of this information by FCE and vocational/ technical institutio b. Develop additional information required by voc/tech participating institutions for Institutional Development Plans fo new and on-going courses.

TABLE I (co. inued)

Contractor's Responsibilities	Objectives and Tasks		
3. Tasks of Specialists (TAMU Contract, Statement of Work, pages 2-5)	1. (assistance to voc/tech institutions)	2. (assistance to FCE)	3. (assistance in labor market area)
c. Career Development Specialist	a. Recommend and design new vocational/tech careers for implementation in participating voc/tech institutions. b. Design and carry out career vocational/technical staff development training courses for voc/tech institutions. Serve as liaison to off-shore training institutions that could provide appropriate training. c. Assist vocational specialist in planning and conducting in-service training and seminars.		
d. Systems Analyst		a. During first year of project, review FCE's current organization and data processing system and prepare detailed recommendations which can be implemented by FCE.	

TABLE I (continued)

Contractor's Responsibilities	Objectives and Tasks		
3. Tasks of Specialists (TAMU Contract, Statement of Work, pages 2-5)	1. (assistance to voc/tech institutions)	2. (assistance to FCE)	3. (assistance in labor market area)
d. Systems Analyst (continued)		b. Develop and assist in the implementation of computer programs to improve FCE's capability to manage its sublending operations. c. Assist in organizing and executing needed in-service training courses. d. Assist in identifying off-shore training opportunities for FCE staff. e. Provide data input and analyses support for FCE computer personnel.	
e. Accreditation Specialists	a. Prior to June 1, 1982 design an institutional committee qualifications system for the development and approval of institutional plans for the approval and qualification of voc/tech courses/programs.		

TABLE I (continued)

Contractor's Responsibilities	Objectives and Tasks		
3. Tasks of Specialists (TAMU Contract, Statement of Work, pages 2-5)	1. (assistance to voc/tech institutions)	2. (assistance to FCE)	3. (assistance in labor market area)
e. Accreditation Specialists (continued)	This design should include detail procedures and criteria for the approval of institutional plans and to qualify courses. The design should also include the detailed operating procedures for the committee system at each level (FCE and Voc-Tech Institutions)		
f. Post-Secondary Curriculum and Instruction Specialists	Will provide on-site assistance or instruction in post-secondary technologies, equipment evaluation or administration.		

The project, of twenty-one month duration, coincided with three distinct project periods of the Human Resource Development project, including (1) the pre-planning period prior to the first issuance of student loans; (2) the first year of the student loan program and the initiation of institutional development plans; and (3) the data gathering phase for the second issuance of student loans and the subsequent funding of institutional and faculty loans.

The problems and accomplishments of the technical assistance effort will be discussed within three interfacing periods with the activities of the Human Resource Development project. These periods are organized into Phase One (March 15 through August 30, 1982), Phase Two (September 1 through May 30, 1983), and Phase Three (June 1, 1983 through December 15, 1983).

The results of the technical assistance effort will be discussed in the following pages through an identification of problems encountered in conjunction with accomplishments achieved.

Results of Technical Assistance - Phase One

The contracted project design for technical assistance included the use of accreditation specialists to assist ADRU during March and April, 1982 and the use of other specialists to assist FCE with their management plan during April and May, 1982. The Vocational Education Specialist was scheduled to arrive June 1, the Systems Analyst on June 1, and the Labor Market Specialist July 1, 1982.

Problems in Phase One

Three problems, visible during the early months of the technical assistance period, became major problems that persisted throughoutthe conduct of the project and created obstacles to the technical assistance effort. These major problems included (1) the sudden shifting from project design, or cancelling of project implementation features, by FCE; (2) lack of coordination by FCE with other agencies, organizations, and institutions and the resultant lack of input to policy decisions about the project; and (3) lack of qualified employees at FCE, designated as counterparts to the technical assistance team, to carry on the work of the Human Resource Development project. These problems are explained further in this section.

1. Shifting/cancelling project policies and activities - the abrupt cancellation by FCE of planned activities or contracted activities by Texas A&M University resulted in inefficiency and waste in expenditures of the technical assistance allocation, and also led to the inability of Texas A&M University to deliver or complete contracted obligations. Three examples demonstrate the extent of the problem early in the technical assistance effort or in phase one.

According to contract and prior planning with FCE and USAID, the project director contracted an accreditation specialist to arrive at FCE on March 16, 1982 to work with ADRU for two weeks on establishing standards for vocational-technical programs. The specialist, Mr. Zamora, after changing his professional calendar to accomodate the dates that FCE had specified, together with the project director, arrived in Santo Domingo on March 16. They brought materials that

would be useful in establishing standards for vocational-technical programs at the post-secondary level; Mr. Zamora was in the process of translating the materials into Spanish. The morning after the consultants arrived, the Executive Director of FCE announced to them that he was cancelling the part of the Texas A&M University contract that called for assistance with accreditation standards. He explained that FCE would not have a working relationship with ADRU. The Executive Director (Aybar), instead, asked that technical assistance be given his assistant (Batlle) in whatever priority areas were needed for project implementation. Several days were used, instead, discussing the project implementation features and how the technical assistance time lines might fit with FCE's five-year loan program and plan of work.

Little benefit resulted from the use of the consultant because of the lack of pre-planning that outlined tasks appropriate for the consultants expertise.

Again, in April, 1982, according to pre-planning and approval from USAID/FCE, a consultant (Stenning) was brought to FCE to assist in formulating a management plan for FCE. Upon arrival, the project director and consultant were told that because of the national election in the Dominican Republic, the FCE staff would not have time to work with them on the management plan, but they could proceed alone. Mr. Batlle's time was prioritized to write other proposals, speeches for the Executive Director, etc. The FCE staff was simply unavailable to discuss or plan how the project would be implemented.

In both of these instances, from March through May, short-term specialists' time was not utilized according to prior planning and

resulted in unproductive use of time and effort. In both of these situations, USAID Education Officer (Nicastro) was informed of the cancellations and sudden shifts.

In June, 1983, the Systems Analyst arrived to provide on-site assistance to the computer personnel at FCE. His plan of work called for working out a needs assessment plan for FCE, starting short courses with their staff, and making recommendations about the use of the IBM 34 computer and its capability to accomodate the scope of work necessary for the Human Resource Management project.

He was given a desk far away from the computer room and he began to find it nearly impossible to meet with computer personnel. Permission had to first be granted by the Executive Director; he did not have free access to the computer room. He was told that the computer personnel had little time (with their present work loads) to work with him. There would be no time for short courses by the staff; this was not, according to the Executive Director, a priority of FCE. His requests for instructional manuals and procedures manuals developed at FCE for the use of the computer were ignored. He met with USAID personnel to talk about the difficulty in meeting and working with computer personnel at FCE and the seeming unwillingness there to utilize his time and effort.

2. Lack of coordination/involvment by FCE of other agencies, organizations and institutions - it became obvious in the first few months of the project that the Executive Director was unwilling to involve other organizations, agencies or vocational-technical institutions openly in the planning and vertification of project implementation features. This created a serious obstacle to Texas

A&M University in analyzing information that could be used for the labor market component, in assisting institutions, and in establishing criteria for the approval of student, faculty, and institutional loans.

The FCE executive director took the deliberate posture of withholding information about the loan program and the project from the public, from potential student groups, from all potential vocational-technical institutions, and from other agencies, organizations or groups that should have legitimately given input to the policy deliberations about the project.

Both consultants, Zamora and Stenning, in this phase of the project as well as the project director offered suggestions to assist FCE develop a master plan for a media campaign (as required in the Project Paper) and a recruitment program for announcing the student loan program to potential candidates for the loan program. They were told that it was unwise to launch a media campaign because it would raise unrealistic expectations from the poor population. FCE would be "stormed" with too many applicants that were not eligible.

Reasons given for not announcing the project publicly included the administrative upheaval that would come with the national election and the resultant change-over in leadership in all government agencies and organizations. The Executive Director explained that the shifts would not be stabilized until around September 1, 1982. He planned to announce the project then and begin meeting on a formalized basis with institutions and organizations interested in the project. The

personnel on the technical assistance team were expressly forbidden to give any project information to INFOTEP, ADRU, agencies which had formerly been a part of the design of the project, or institutions that might have vocational-technical programs.

The one strategy that had been incorporated into the Project Paper to assure inter-agency coordination and inputs to the policy development of the Human Resource Development project - the organization of a Vocational-Technical Advisory Council - was cancelled as part of the project plan by Mr. Aybar. Such a council, he felt, was unnecessary because there was already a Board of Directors at FCE that could give input to the project. Even though the Board at FCE did not include representatives from the Ministry of Education and/or Labor, he nevertheless was adamant about not forming such a council. USAID concurred with his decision.

The result, however, was that the planning base from which direction could come for the gathering of labor market information, the utilization of previous studies, the scope and sequence of such activities, and the nature of assistance to institutions became non-existant. The lack of a planning capability at FCE and the unavailability of more than two people (part-time) at FCE severely reduced the capability of the entire technical assistance effort. The scope and direction of the technical assistance effort was ambiguous and unclear for the entire first phase of the project (March through August, 1982).

3. Lack of qualified staff to serve as counterparts at FCE - the design for technical assistance was based on the assumption that FCE personnel would carry out the work of the Human Resource Development Project according to the Project Paper, and would be

given assistance in designing procedures and implementation features for the project by the Texas A&M University team. Part of the technical assistance would be directed toward upgrading and improving the level of expertise held by the counterpart staff. For this assumption to be realized, it was critical that FCE counterpart staff have a basic level of expertise in the areas of vocational education, and labor market information analysis. Then short courses, or working with Texas A&M University specialists on a day-to-day basis would provide a level of competence adequate to carry on the work of the project once the technical assistants departed.

However, personnel were hired at FCE with no level of expertise or experience in the areas necessary for implementing the Human Resource Development project. The person named to serve as the vocational education counterpart (Batlle), had not been trained in education per se, and had no knowledge base at all about vocational education, its principles or practices, or of post-secondary education for that matter. Both labor market counterparts (Santaella and Santana) had not previously developed surveys, had no knowledge base of the kinds of information flows needed for a labor market system, and had no clear view of what FCE's role was to be in the labor market area during the course of the Human Resource Development project. These two counterparts, who were assigned to work with the labor market specialist, were frequently given other tasks by the FCE management that prevented them from having a prioritized commitment to the labor market effort.

The necessary planning, confirmation of project outcomes, confirmation of time lines, expected tasks, and the division of labor of the tasks between the technical assistant team and the

counterparts never came to fruition during the first phase. Both the understaffing and unavailability of qualified staff at FCE with basic experiences and expertise was a major problem for the effort.

During Phase One, the staffing of technical assistance, complemented by the FCE staffing, resulted in the following configuration, shown in Table II.

Table II

Staff Available for Implementing the Human Resource Development Project

Contracted Service	Time Period	TAMU Staff	FCE Staff
1. Assistance to Institutions	March-1982	Greenwood; Zamora	Batlle
	April-1982	Greenwood; Stenning	Batlle
	June-July	Greenwood Santoni	Batlle (part-time)
	August	Kinnebrew Santoni	Batlle (part-time)
2. Assistance to FCE - computer	June-August	Kirkpatrick	Regular Computer Personnel (limited access)
3. Assistance in labor market area	July-August	Larson	Santaella (part-time)

Accomplishments in Phase One

Accomplishments during the early months of the technical assistance effort were more procedural than product-related. The required staff of technical assistants were employed and relocated to the Dominican Republic. Housing, schooling for dependents, transportation needs were accomodated for staff and they completed a period of orientation to the Dominican Republic and to the project itself.

In the first phase, accomplishments were focused primarily in the labor market information area. During April and May, prior to the arrival of the Labor Market Specialist, Greenwood and Santoni, TAMU; and Batlle, FCE; worked collaboratively with the Ministry of Education vocational education personnel, and military technical-school personnel to design a basic follow-up study to be pilot-tested with the May, 1982 graduates of the vocational programs. Using the Clapp and Maine team (funded by USAID to conduct a labor market study) to help distribute the forms to the regions of the country, forms were designed that graduates could mail back to FCE supplying information on whether they did obtain a job, or not within three months after graduation. This kind of information seemed most critical to be able to make meaningful interpretations regarding the kinds of training needed for the Human Resource Development project.

The Labor Market Specialist arrived in July. He brought with him an extensive library of labor market information pertaining to the Caribbean and Central American countries, as well as theoretical references regarding models for labor market information systems and procedures for gathering labor market information.

His extensive library was made available and accessible to the FCE personnel whenever they chose to use it.

The vocational education specialist, Kinnebrew, arrived the first week in August. Kinnebrew was hired after the first vocational education specialist hired by TAMU to arrive June 1 declined in May to relocate in the Dominican Republic. Kinnebrew began right away to become familiar with the extent of vocational education available at the post-secondary level and to assess the nature of the curriculum, in-service and equipment needs.

Results of Technical Assistance - Phase Two

This Phase of the technical assistance, September 1, 1982 through May 31, 1983, was a time where assistance to FCE and institutions was planned to be fairly intensive.

By September 1, the Executive Director of FCE had lifted the ban on communicating about the project with vocational education institutions and agencies. The new government seemed to be in place and functioning well in the Dominican Republic, following a general election which proceeded democratically, with a large percentage of the population voting.

Problems in Phase Two

Problems continued to persist in the project due to abrupt shifts from the original Project Paper and in the area of FCE staffing. These problems continued to make technical assistance difficult to achieve. Just when progress was seemingly being made toward a particular goal, personnel changes or unexpected cancellations would occur, which began to frustrate the TAMU staff to a high degree.

In the assistance to institutions area, the Vocational Education Specialist began visiting institutions in September, 1982 and to review vocational programs as to their quality dimensions. He completed visiting over sixteen of the potential participating institutions by the end of September.

However, FCE announced the first disbursement of student loans in October without the benefit of the review by the Vocational Education Specialist. The vocational programs approved as eligible for student loans were not the same range of programs that had been given preliminary approval in the USAID Project Paper. No rationale was given for making the sudden shifts. Programs were selected for the loan program which had not been evaluated at all by the USAID sponsored evaluation teams in 1981, nor by the on-site vocational education specialist. Nor was labor market information available on the selections or follow-up data by the institutions themselves. Ignoring the criteria set forth in the Project Paper that no institution would receive more than 25% of the student loan money in any given year, FCE funded 63% of the loan funds to one institution, Universidad Catolica Madre y Maestra (UCMM). Rather than concentrating in the industrial trade field areas, as recommended in the Project Paper, the loans concentrated over 30% in secretarial training and over 13% for loans to hotel workers. The decision to depart from the Project Paper by FCE was approved by USAID. A rationale was presented by FCE that the decision was made rapidly in September so that student loans could be processed quickly. However, it was January, 1983 before any students received loan funds due to the inability of FCE to provide the matching funds required by USAID for the loan disbursal. In reality, the time period of September to

January, 1983 could have been used to obtain valid labor market information, conduct student follow-up of former graduates, or conduct on-site visits to the programs to be funded if FCE had seen any of those activities as a priority.

In the labor market effort, as the weeks and months progressed in Phase Two, technical assistance became more difficult to conceptualize, to define tasks, or to complete tasks that were initiated. For six weeks, September 1, 1982 through October 15, 1982, collaboration between Larson (TAMU) and Santaella (FCE) was very productive and looked quite promising as they began to conceptualize the kind of information system that could be devised at FCE in the labor market area. Santaella had a working knowledge of the various agencies and organizations and the kinds of information they might have for an information system. He made the appointments necessary for Larson and him to visit the agencies and discuss the kinds of information needed and the purposes of the labor market information system. The two, Larson and Santaella, seemed to have a good working relationship and had agreed on strategies necessary to establish a labor market information system. However, around October 15, Santaella was terminated by FCE, with never an explanation to the TAMU team. Thus, confirmation as to priority tasks and a work plan in the labor market area was postponed until a new labor market specialist (Santana) was hired by FCE. It was late November when Santana was hired and by that time many agency personnel were unavailable because of Christmas holidays and vacations. A clear plan of what FCE wanted to accomplish in the labor market area was not realized prior to Christmas; the counterparts did not seem to have a clear vision of what FCE's role should be in this area. Larson continued to locate and analyze

information that would be useful in an established labor market information system.

In the vocational education institutional assistance area, FCE hired an additional counterpart (De Lancer) in November, 1982, who was quite well qualified in education. Even though De Lancer was put in charge of the Human Resource Development project, there was constant friction between Mr. DeLancer and Mr. Batlle of the FCE staff over division of labor and priorities for the project. On a day-to-day basis, the TAMU project staff did not know who was in charge, or which procedure to follow as conflicting procedures were given on any typical day. Mr. DeLancer resigned in January to take another job.

Secretarial turnover created severe problems also for the project. A minimum of five different secrtaries worked for the project from September through May, 1983.

Morale for the TAMU team began to be a problem by December, 1982. Tension among the staff at FCE, and the uncertainty of what was expected of the TAMU team created a continuous feeling of uselessness in a situation where they were supposed to provide assistance.

In January, 1983, FCE Board of Directors terminated the services of the Executive Director (Aybar), but not effective until May, 1983. Tension and uncertainty about the future made working relationships difficult within the FCE offices. The project director from TAMU (Greenwood) made the decision in January to remove the technical assistance staff housed at FCE and requested office space at the AID/Embassy compound. The AID Education officer concurred with this request, and from January

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through May, 1983, the TAMU staff used office space that was available at the American Embassy compound. FCE hired a secretary for their use that reported to this separate office each day.

Few decisions were being made at FCE during this period regarding the Human Resource Development Project. A plan was never proposed in the labor market area by FCE, nor was a plan ever really developed for the use of the systems analyst. Both the systems analyst (Kirkpatrick) and the labor market specialist (Larson) worked on their own attempting to provide information that would be helpful to FCE.

The vocational education specialist and the project director from TAMU designed a self-evaluation form for use by institutions to examine their vocational-technical programs. They set up a schedule for short-term specialists to verify the evaluations and to assist the institutions with needs assessments in preparation for institutional loans for equipment and faculty training. These on-site visits were scheduled for February, 1983. Three days before the team from TAMU was scheduled to arrive, FCE cancelled the on-site visits due to the fact that the letters to institutions had not been mailed in time by FCE and the forms to be used by the in-coming teams had not been approved. Thus, this activity was re-scheduled for March 16, 1983. The teams did arrive at that time and visited sixteen institutions. They had detailed plans to examine equipment, curriculum, teacher qualifications, and planning/administration capability.

Table III indicates the personnel available from TAMU and FCE in the contracted service areas for technical assistance during Phase Two of the technical assistance effort.

TABLE III

Staff Available for Implementing the Human Resource Development Project

Contracted Service	Time Period	TAMU Staff	FCE Staff
1. Assistance to Institutions	September-December, 1982	Kinnebrew Santoni Greenwood (part-time)	Batlle DeLancer (Nov-December, 1982)
	January-May, 1983	Kinnebrew, Santoni, Greenwood	Batlle (only on very infrequent basis)
	March 16-April 1, 1983	Boone, Garcia, Stenning, Torres, Wolfson	none
2. Assistance to FCE - computer	January-May, 1983	Kirkpatrick	Computer personnel (very infrequent basis)
3. Assistance in labor market area	September-October 15, 1982	Larson	Santaella
	October 15-December 31, 1982	Larson	Santana (very few days)
	January-May, 1983	Larson	Santana (approximate 20 work days)

As shown in Table III, FCE staff were simply not available for prolonged periods of time to provide continuity, leadership, confirmation of technical assistance tasks, or joint planning for the project.

Accomplishments - Phase Two

The accomplishments realized in Phase Two focused primarily on assistance to institutions, rather than the labor market or computor assistance to FCE. Both the labor market area and assistance in the computer area at FCE depended heavily on FCE personnel defining priorities and work tasks. These were never forthcoming, given the personnel turbulence and turnover at FCE.

But in the assistance to institutions, FCE sanctioned the plan of TAMU proceeding to work directly with institutions and FCE had merely to coordinte the travel plans and notify institutions when a visit was being made. With the administrative upheaval at FCE adversly affecting the implementation of the project, technical assistance to institutions seemed to be the only feasible and most productive priority for the TAMU team.

Profiles were completed on each institution, regarding the range of vocational programs offered, and their future plans for new careers. Inservice needs were determined, equipment identified that would qualify for the institutional loan programs, and some information regarding the wishes of the faculty to go off-shore for training was compiled and organized.

One course was scheduled to be taught for instructors in May, 1983, following an assessment of priority courses wanted by the faculties at the various institutions. However, FCE made the decision to cancel the course before it was offered.

Recommendations were made to FCE for off-shore training for

the vocational education specialist, the labor market specialist, and the computer personnel counterparts. None of the suggestions were followed due to the lack of decision-making in the transition time between Mr. Aybar's departure and Mr. Caram's arrival as the new Executive Director of FCE during the latter part of May, 1983.

In May, USAID sponsored an evaluation team to review the work of the Human Resource Development Project and the Technical Assistance effort. The evaluation team's recommendations essentially called for a halt to the Technical Assistance effort until FCE had a plan detailed about how they were going to implement the Human Resource Development project and identified their own priorities for technical assistance.

USAID-Mission chose not to halt the technical assistance effort, but to hope for new accomplishments under the new administration after June 1, 1983. However, by the time the new administration took charge in June, for all practical purposes the two technical assistance specialists in the Dominican Republic to primarily assist FCE had little time left to assist them. Mr. Kirkpatrick's contract expired June 1 and he departed the Dominican Republic in May (before the new administration took charge), leaving a final report that essentially reported that FCE had not been receptive to technical assistance in the computer area. And Mr. Larson, the labor market specialist would depart the Dominican Republic in July, leaving a report that said very forcefully that FCE had made no identifiable effort to take responsibility or leadership in the labor market area and probably should not have been given this responsibility in the Human Resource Development project at all. Due to the fact that the second labor market counterpart, Santana,

was terminated in June as soon as the new administration arrived at FCE, and no one was employed to give this effort some leadership prior to Larson's departure meant to him that there was no transition, or passing on of his knowledge base and experience in this area. Even without a work plan or set of tasks identified by FCE, Larson had attempted to put together a series of documents that would yield important information about the labor market. Due to little assistance from counterparts, only one document out of several that could have been possible, was completed. Larson did not have sufficient time to complete more than that, working essentially alone and unaided.

Results of Technical Assistance - Phase Three

This period, June 1, through December 15, 1983, was focused exclusively on providing assistance to institutions. Tasks were scheduled to assist institutions complete insitutional development plans and apply for equipment and commodity loans prior to December, 1983. A new Executive Director, Mr. Caram, seemed interested in the Human Resource Development project carrying out the policies and implementation features originally designed and approved in the USAID Project Paper. He hired a new manager of the project who was well qualified to both manage a project and to understand the principles necessary for implementing vocational-technical education. The new manager was Beinvenita Perez. A new vocational-technical counterpart was Amarilis Rodriquez; Mr. Batlle was transferred from the vocational education area to management of student loans. No one was employed in the labor market area.

Problems in Phase Three

Few problems existed in Phase Three. The new administrative staff at FCE demonstrated their sincere desire to conduct the Human Resource Development project with an openness and eagerness to involve institutions and agencies who had an interest and related function to the goals of the project.

The personnel employed were hard-working, committed professionals to carrying out the work of the project. Even though the person employed as the vocational education specialist counterpart had no previous experience in the area, she learned very rapidly the principles and practices necessary for vocational education to be successful. The manager of the Human Resource Development project (Perez) was a well organized and astute manager and in a very short while began to make tremendous strides in achieving the goals of the project.

A persistent problem at the FCE seemed to focus on cash flow. It was difficult to come up with matching funds in order to implement the second-year loans to vocational students.

Accomplishments in Phase Three

During Phase Three, procedures were established for a technical review team to verify the quality dimensions of the vocational programs eligible for student loans. Site visits were made to each vocational program to ascertain the characteristics of the programs.

Information and data necessary for FCE to prepare Section 5.2 of the conditions precedent to their receiving loan funds from USAID were gathered. Assistance was given FCE in preparing the report to USAID.

Institutional development plans were completed with institutions requesting assistance. Vocational programs were rated and those that showed promise, but which needed equipment were assisted in the loan application process.

A workshop was held by a consultant from TAMU on how to establish and use local advisory committees for the vocational education program. This particular workshop was sponsored by FCE both in Santo Domingo and in Santiago. A follow-up workshop was cancelled in November by FCE due to lack of time for preparation for the workshop.

Personnel available to carry out the work of the project from both TAMU and FCE are indicated in Table IV.

TABLE IV

Staff Available for Implementing the Human Resource Development Project

Contracted Service	Time Period	TAMU Staff	FCE Staff
1. Assistance to Institutions	June 1 - December 15, 1983	Kinnebrew Greenwood (part-time) J. Juarez	Perez Rodriquez
2. Assistance to FCE - computers	June 1 - December 15, 1983	none	regular computer personnel
3. Assistance in Labor Market	June 1 - July 31, 1983	Larson	none
4. Assistance to FCE - management	October 9 - December 20, 1983	Greenwood (part-time)	Perez

Various meetings were held during October, November, and December, 1983 between Greenwood, Project Director from TAMU, and Perez, FCE Project Manager regarding the status of the Human Resource Development project and alternative strategies in achieving project goals.

Several "for discussion only" papers were prepared by Greenwood to be reviewed and considered by FCE. Attachment I is an illustration of the attempts at assistance in planning which FCE might consider. Other papers were prepared on the inability of the computer to generate consistent data for very simple runs on the student loans, on personnel development and ways that technical assistance could teach short courses in the summer of 1984 if FCE wanted to sponsor such courses.

An evaluation was prepared by Greenwood and presented to both USAID and FCE on the status of the student loan program. Criterion questions were recommended to be used by USAID in monitoring the implementation features at FCE. (See Attachment II)

An extension was requested by Greenwood from FCE and USAID in order to complete some of the documents pertaining to the labor market which might be helpful to FCE in their specific role of facilitating a labor market information system for the Dominican Republic, as part of the Human Resource Development project. Such an extension would also provide in-country short courses in vocational education for faculty members at the vocational-technical institutions. FCE declined to grant an extention to complete the labor market documents or to offer short courses. Mr. Perez indicated that the new management needed more time to assess the status of the project and to plan

for the best use of any remaining technical assistance funds.

Conclusions and Recommendations

The following conclusions and related recommendations are offered for USAID and FCE consideration in carrying out the aims of the Human Resource Development project.

Conclusions

1. The Human Resource Development project has not yet begun to attract or recruit loan recipients from the intended target population. Instead, those students who are already enrolled at institutions are granted loans from the vocational education loan funds. There is a continuing process of "dividing up the funds per institution", rather than launching a media campaign to attract graduating seniors from high schools to the program. There has been no effort to alert the unemployed to the opportunity, or to upgrade skills of workers who might benefit from such training. The result is that only those students who would have gone to school anyway are being served. Those students who cannot afford technical school are not alerted to the opportunities that the project provides. It is quite possible that the Human Resource Development project is replacing loan funds that were available to these already enrolled students anyway. It is not attracting new populations of clients to be served.

2. It is possible that the administrative structure at FCE with its Board of Directors made up of several directors from the participating institutions (along with other members) has too many conflicts of interest to adequately administer the Human Resource Development project. FCE also manages additional loan funds for

these institutions. FCE has in the past, had to use the additional loan funds from other instituions to have sufficient matching funds to administer the Human Resource Development project. This situation is unhealthy, fiscally, for the outcomes of the project and it has the potential of creating misplaced loyalties and priorities for the project, rather than conducting the project along recommended lines of management described in the Project Paper.

3. There has been an attitude of "pro forma" tolerance on the part of FCE regarding the technical assistance effort. Evidence that any real desire or interest in receiving technical assistance is difficult to find in reflecting over the twenty-one month period of technical assistance. Rather than FCE having an attitude of using the technical assistance so that they could better manage the Human Resourse Development project once the technical assistance ended, the attitude seemed to exemplify a waiting posture so that criterias, procedures, guidelines, could be discarded. There seemed to be no actual identification with the stated project goals of the Human Resource Development Project nor any real desire to implement it according to the guidelines set out in the project paper.

4. There has been little demonstrated interest on the part of USAID in providing the kind of guidelines, requirements, or orientation to FCE that will make sure the specifications of the Human Resource Development project is carried out. No outcomes were prescribed or even interpreted to FCE for the project. Thus, the emphasis at USAID seems to be on faciliting the disbursement of funds, regardless of the nature of the outcomes of the project.

5. There was little interest onthe part of FCE in facilitating off-shore training for instructors. This part of the loan program was continuously postponed. Forms to gather information from faculty members were continuously revised, but the information never really gathered or analyzed. Faculty off-shore loans were never actually announced or publicized. The present FCE management has the intent to use in-country teachers and offer vocational-technical training without funding faculty loans for off-shore training. Evidence shows that there are no adequately prepared personnel in vocational education to effectively follow that plan. Leadership will need to be developed through formalized training in off-shore settings for vocational education to begin to advance and improve in the Dominican Republic.

6. There was never an indication during the course of the twenty one-month technical assistance effort that FCE ever intended to facilitate a labor market information system. All recommendations and information gathered toward this end seemed insignificant to them. They wanted the technical assistants to be able to give them a list of new careers needed, without going through the required exercise of planning and conducting a labor market demand survey or setting up a flow of information from necessary agencies and organizations. There was no evidence that any system of a very permanent nature would be installed.

7. Even though USAID had spent considerable funds in sponsoring labor market related studies, information from these various studies was never available for review by new project efforts. The Clapp and Maine study results was not published or available. The results of the survey conducted with INTEC was never available during the

course of the technical assistance effort. There seemed to be no personnel at USAID who could provide a nucleus of information in the labor market area that could be build upon. Each project was sort of "starting over". The primary interest seemed to be in funding new projects. Little evidence was noticeable that projects were monitored, directed, or seen as "building blocks" to a larger vision or conceptualization of design in the area of labor market studies. Likewise, there seemed to be no clear view of how labor market studies would provide information of a meaningful level to practicioners - those who actually conduct vocational-technical training in the Dominican Republic.

8. Even though considerable funds were expended by USAID for the FCE computer, the utilization of the computer for the Human Resource Development project remained questionable at the end of the technical assistance effort, even with the equivalent of one full-time systems analyst available to assist in this effort. The project director, in November, 1983, could not get consistant data on first year loan students in the simple task of analyzing the student population according to geographic origin, sex, age. The computer had no programming for analyzing the drop-out or leaver population. FCE did not know if those who dropped out of the program were deceased, left the program because it took too long to get a vocational education loan processed, or if they found a job prematurely. That lack of knowledge seemed to exemplify the extent of commitment on the part of FCE to integrate the parts of the Human Resource Development project into a meaningful whole. Such a desire just was not visible.

Recommendations

1. No more funds should be made available from USAID to FCE for the loan program until evidence is presented that the aims of the Human Resource Development project are being envisioned and carried out. Criteria should be established at USAID for monitoring the planning necessary by FCE to carry out the project. These criteria should be specified to FCE so that they can know what actually is expected by them in arriving at their funding proposals for students, institutions, and faculty.

2. Better inter-agency communication and collaboration should be required for the project by USAID. The project will not achieve its goals without an open network of communication among institutions, the military technical trainers, O.N.E., the Ministry of Education, Labor and Commerce. Collaboration should be sought with INFOTEP. Much could be gained by a working relationship with this organization as well as other ones that probably have not been identified as yet.

3. A sustained effort should be made by FCE, and monitored by USAID, to install more technical level courses and fund loans for enrollees of these courses. Too many loans are currently being made to low level careers; a large percentage both years went to secretarial training. The purpose of the Human Resource Development project was to facilitate training at a much ligher level than entry-level skills.

4. Recommendations made by Kirkpatrick in the computer area, and by Larson, in the labor market area, should be reviewed by the new administration at FCE for applicability, so that some of their work will not be wasted or lost in the transition period.

APPENDIX I

COMMENTS ON STATUS OF LABOR MARKET EMPHASIS IN THE HUMAN RESOURCE DEVELOPMENT PROJECT

Introduction

The need for labor market information has not decreased during the eighteen month period that the Human Resource Development Project has been in effect at FCE. Indeed, it has increased. Initial loans, both to students and to institutions could be made for the first two years of the five year project based on information that was already known and available. However, it is now timely to take realistic stock as to what the overall expectations are of FCE, together with available technical assistance, in implementing a comprehensive labor market information system.

Information about the labor market is essential to any job-preparation institution if sound planning is to occur. Institutions that provide job training should be seeking the best and most reliable kinds of information to support hypothesis or inputs from local communities regarding needed training.

Moreover, an organization such as FCE, whose purpose is to provide loans to students, to institutions, and to faculties needs labor market information to verify the risk-factors involved in giving loans.

The kind of labor market information needed is not of the one-survey type of information, normally obtained from surveying businesses, which becomes obsolete after six months. The kind of information needed is a continuously flow of information that is analyzed over time to be able to make valid labor market projections.

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Background Information on Labor Market Perspectives Prior to the Human Resourse Development Project

Much thought and financial resources had gone into the analysis of labor market needs prior to the advent of the Human Resource Development Project. The Texas A&M University technical assistance in the labor market area was designed to build on the following:

1. Utilizing the work completed by Allan Broehl for FCE and AID in June, 1979. (Work is attached) Roles were defined for FCE, for Onaplan, for One, for Infotep, and for institutions, as follows:

   ...ONE responsible for population census, household surveys on the supply side and for periodic establishment reports on the demand side of the labor market. This information would be supplied to Onaplan on a routine and continuing basis.

   ...Other agencies and organizations, such as the Agriculture Sector, the Health Sector, the Resort Industry, the Free zones would sponsor special studies and supply this information to ONAPLAN.

   ...Vocational institutions would supply enrollment data, student completion data, drop-out data to FCE and-or ONAPLAN.

   ...Employment placement services sponsored by schools, Department of Labor, or other organizations would report information of jobs which did not have available personnel to FCE and-or to ONAPLAN.

   ...FCE would either conduct follow-up studies or facilitate a system where the schools would conduct the follow-up of all graduates and drop-outs (this should not be just loan students). This system must incorporate all technical training, whether formal or informal (such as military). Additionally, FCE would conduct cost-benefit studies on entry-level salaries and the extent that loans could be repaid. All information would be available to ONAPLAN in the form of periodic reports. A close working relationships would exist between FCE, ONAPLAN, ONE, and the Training Institutions.

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...ONAPLAN would be responsible for completing analysis of the labor market, labor market projections, and identifying training needs for the country.

...INFOTEP would be responsible for surveying the upgrading needs of businesses which pay the payroll tax and communicating these needs and accomplishments to both ONAPLAN and Training Institutions.

2. Utilizing the work already completed or underway by Clapp and Maine (funded by AID to conduct a labor supply-demand study).

3. Utilizing the work already underway and funded by AID with ONAPLAN in developing employment policies and systems.

4. Working with an FCE counterpart to collect information from the agencies, organizations, ONAPLAN, ONE, assist with setting up or facilitating follow-up studies. To ascertain the extent of previous studies and to facilitate the design of an information system were priorities.

   (Originally, Larson was to analyze supply side documents and Jaudin, then Rudy demand side documents).

   (Initial stages of a follow-up system was planned but not continued because of costs necessary)

For whatever reasons, accomplishments in the labor market area have been below expectations. The Larson documents on analyzing the supply side are near completion. The Census document will be completed by December 10; the survey document during December, labor-force and economic studies review perhaps by January. Staff would need to be assigned to assist in the completion of these documents.

FCE Role - 1984-85-86

There is still sufficient time during the course of the Human Resource Development Project for FCE to facilitate the kind of labor market information system that is needed in the Dominican Republic. If it is not fully operational until the end of the project, it will still be a milestone contribution to the job training

capability of the Dominican Republic. Priorities in order in the labor market area would seem to be these:

1. By June, 1984, have a system in place to follow-up graduates of vocational-training programs (not just loan students). Work with institutions to formalize a system whereby institutions, using FCE computer plan and cards, would obtain the information needed from graduates. The military training programs have already requested (many times) to be a part of this follow-up system. It is not sufficient to know if the graduates of the two year programs obtain jobs without also knowing the extent that the non-formal system is able to place students in the labor force. This sytem should include enrollment data, computerized by age, sex, geographic distribution, family income at the beginning of training, kinds of financial assistance available (in addition and including FCE loans), reasons for choosing career, extent of knowledge about career choices prior to choosing career, aptitude or ability tests that supported the student's career choice, grades in school, parents occupations, grandparents occupations (if possible).

It should also include reasons for dropping out of program on "leavers". It should include job obtained, starting salary, and after one year on the job, the satisfaction level of student, and the satisfaction level of employer. Projections should be made on the need for upgrading skills for advancement or maintenance of job for each career.

2. Workshops should be held with training institutions on the need for a follow-up system and instructions on role and responsibilities of institutions as well as role and responsibility of FCE. Workshops would need to be held not later than April, May

in order to pilot test the system prior to June (or May) graduates participating in it.

3. Build a labor market information library or ask the Central Bank to assist in this endeavor. All previous studies that relate to the labor market should be put into a central location. AID previous studies should be included.

4. Begin to work routinely with other agencies in the interest of building labor market information. Perhaps a committee on the labor market information would be helpful made up of the labor market specialist at FCE, ONE personnel, ONAplan personnel, other agencies should as Agriculture and Health Sector representatives.

5. Build a file of all trade associations and let them know of FCE interest in any surveys they conduct of their members. Give input to these surveys if possible.

6. Give input to the census planning to include more about the labor market that would be helpful. The questions currently asked do not relate well to training clusters. It is not possible to know the extent of trained people who do not have jobs by using the current census questions.

7. Begin to communicate labor market information to job-training institutions through formal newsletters, forums or announcements. Expect the job training institutions to communicate their own findings in working with advisory committees and local surveys to FCE through a formal mechanism for obtaining this information.

8. Complete an annual report on the labor market information system and what is being done and what still needs to be done. It cannot happen overnight, or in the course of one year. It may take all three years to be able to get the system fully functioning.

Suggested Uses for Technical Assistance in the Labor Market Area

1. Have a specialist give a workshop to FCE and institutions on the essentials of a follow-up system. Examples of computerized cards should be studied for applicability. (estimated at $3,000)

2. The labor market specialist could go to US to observe the collection of labor market information first hand. She could meet with Higher Education Coordinating Boards responsible for post-secondary follow-up, with national information system personnel, or state-level information system personnel. (estimated at $2200.00

3. A graduate course could be offered entitled Student Identification, Placement and Follow-up designed for instructors and potential counselors. Texas A&M University offers this course (I have taught it, Dr. Garcia currently teaches it and could be available to teach it in-country in Spanish) (estimated at $4,000.00- no cost to instructors and $1,000 estimated for materials)

4. A specialist to assist with data planning for computer for follow-up system (estimated at $3000.00

5. A total budget from technical assistance would come to $10-15,000.00 depending on the extent of assistance wanted.

6. Assistance would be provided for drawing up a management plan with time lines and FCE budget in the labor market area if that is wanted also.

Overall summary

Studying and monitoring the labor market is a complex and costly task. In the Dominican Republic, it seems that the costs should be spread out among several agencies, and a high degree of communication, interaction, and cooperation will save money in building such a system. The labor market must be studied with an eye to two kinds of information: supply-side (or potential employees) and demand-side (potential jobs). These two kinds of

information includes at a minimum the following:

Supply-Side Information

1. population statistics: number of people working at what jobs, at what pay-level, with what kinds of formal preparation. Number of people unemployed with information about training and education levels, lack of networks to assist in job placement, etc.

2. school enrollments - and particularly job-training enrollments, both formal and non-formal. Length of training. Name of job titltes possible for employment purposes. Data on drop-outs and reasons. Data on completions. Data on job-attainment.

3. Follow-up system follows students for one and three years.

4. Household surveys

5. Labor force surveys (asks expectations for mobility and advancement and identifies job-upgrading needs)

Demand-Side Information

1. establishment surveys

2. sector surveys

3. trade association surveys

4. monitoring new openings due to turnover in businesses

5. monitoring new jobs created because of expansion

6. monitoring closings and potential lay-offs

7. monitoring start-up of new businesses and projecting their employment needs

8. think-tank planning for economic needs of country or product development and the accompanying need for workers.

9. monitoring up-grading and retraining needs of industries or agencies

<u>All</u> of this information is necessary to conduct comprehensive labor market planning. Small pieces of it may give miscues or misdirection and divert resources irroneously into the wrong areas. FCE must delineate carefully its role in this labor market scenario, depending on resources, costs, personnel and payoffs. Perhaps rather than a major responsibility for data collection, a facilitating role would be more helpful and long-lasting.

APPENDIX II

Katy Greenwood to Nicastro

12-10-83

SUGGESTED

CRITERION QUESTIONS

FOR MONITORING F C E ' S

HUMAN RESOURCE DEVELOPMENT PROJECT

Student Loan Program

1. What has been done and is planned at FCE to implement a media campaign that would attract more of the target population that students who are already in school? Such as high school seniors throughout the country, unemployed persons who qualify, and employed persons who need upgrading skills?

2. What safeguards have been taken at FCE to assure that the computer holds the data base needed to assess and evaluate both for short-term use and longitudinally the population characteristics on the target population

3. What distribution of the target population has been served in the first loan group, i.e. age distribution, sex, geographic distribution, rural versus urban populations, secondary versus post-secondary, females versus males, and entry-level skill training versus mid-level technical skills.

4. What percentage of students utilized the loan fund for monies in addition to tuition and books, for living allowances and/or transportation?

5. What salary information is on the computer regarding income level of students at the beginning of their training along with projected potential income at the completion of their training?

6. What has been done at FCE to apprise the target population of alternative career choices due to the range of occupation programs available through the loan program?

7. What percentage of students who received loans had not received a loan or financial assistance previously? Not only from FCE but from other sources?

8. What data is on file that tests and monitors the impact of your media campaign? Where did your approved students learn of the loan program?

9. What information exists about those students who have dropped out of the program? How many have graduated?

10. What plans are being made about coordinating the data collection at institutions on placement of graduates? How many times will they be followed-up? What kinds of questions are being asked of employers about the work of the graduates?

11. What assurances does FCE have from institutions that their graduates will have assistance in job placement.

12. What planning has occurred to make sure that the time sequencing of reviewing and approxing student applications coincides with beginning of semesters and the availability of loan funds in the FCE-AID account?

13. What planning has occurred to make sure that approval of new vocational programs for student loans is completed far enough ahead of deadlines for receiving applications from students that students are well aware of career loan opportunities.

14. Do the students who accept loans understand that they are a recipient of a AID-FCE loan that requires certain information reporting on their part. If they are considering leaving the program, they will be required to fill out a data card as to why, upon completion, they will need to keep information coming to FCE regarding assistance in finding jobs, in the job obtained, the starting salary etc. (The system may be that they report this to their schools rather than FCE, and the schools report it to FCE)

Nature of Programs Approved for Student Loans

1. What information has been collected from each school regarding enrollments in vocational programs, percentage of students who have previously received financial assistance? evidence that the courses offered are needed in the community, or region, or nation?

2. What procedures were used to review and evaluate the vocational programs approved for student loans? What rating scales were used? what were the areas evaluated, such as equipment, faculty credentials, etc.

3. What procedures allow for fully approved versus provisionally approved vocational programs?

4. What steps have been taken to bring the provisionally approved up to full approval through technical assistance to these schools?

5. What percentage of the faculty at each participating school is interested in off-shore training? In what occupational fields?

6. What kinds of in-country seminars and workshops were requested by the participating institutions? What plan is on file to accomodate these requests through technical assistance?

7. What is the status of establishing vocational advisory committees by the participating institutions? Are their any approved vocational programs for students which do not have an established and working advisory committee? If so, what steps have been taken to require these committees?

APPENDIX III

Fundación APEC de Crédito Educativo Inc

AVE PASTEUR 36 ▲ TELEFONOS 689 4171 - 73 ▲ CABLES FUNDAPEC ▲ SANTO DOMINGO R D

Received May 3, 1984 by A. Rowe for Katy Greenwood

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Dr. Katy Greenwood
Project Director
Texas A&M University, TAMU
Technical Assistance to the
Human Resource Development Project
AID-FUNDAPEC, Dominican Republic

Via: Toni Christiansen-Wagner
Sub-Jefe, Educational Division AID

Dr. Greenwood:

We have read the draft final Report of the TAMU Technical Assistance to the HRDP with interest. Since it will be finalized, it should formally reflect definitive stantpoints along with recommendations to the Project and the manager, the Fundación APEC de Crédito Educativo.

The final report has been divided in three chronological phases, We will accordingly approach them reflecting our perceptions and opinions in formal standpoints as well, so that the sponsorer of the Project, USAID, the contracted TAMU Technical Assistance Team and the administrator of it, FUNDAPEC have a clear understanding of our roles and responsabilities under the Human Resource Development Project.

Comments on Phases One and Two:

For phases One and Two, March 15, 1982, through May 30, 1983, we cannot comment on the basis of claiming credit for the achievements for one side, nor accept or excuse problems for the other. Nevertheless we will comment on some of the remarks .

We acknowledge several problems such as the lack of a consistent line of Project Staff. We also give some validity to the remark that the student loans for the first academical period (Sept. 1982) were not scrutinized carefully as to comply with Project target population expectations due perhaps to pressures and a certain sense of urge to match with calendar anticipations.

Both situations have been corrected: First, The Project Staff whose resumes lie at USAID is a functional team able to manage the Project efficiently. In addition this staff will improve according to Project needs.

Second, as for the students entering the first academical period the administration decided to turn down half of the 451 students of the Project who did not meet its requirements or those of the Foundation, and instead recruited qualified students for project approved careers.

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Comments on Phase Three:

1- In reference to the statements: a) that "the HRDP has not yet begun to attract or recruit loan recipients from the intended targets population and instead those students who are already enrolled at institutions are granted loans from the vocational education loan funds" And b) It is quite posible that the HRDP is replacing loan funds that were available to these already enrolled students anyway", the present administration believes in the original purpose of the project and is directing its best efforts to reorient the Project. We acknowledge having used current recruiting & selection facilities of institutions participating in the Project to incorporate candidates persuing a technical-vocational careers, mainly due to three factors: First, the institutions suscribed to the Project specially those comprising 85% of the students have reliable recruitment process to gather candidates, as for example, Loyola, from wide regions of the country as well as CASIL, EAS, Fundación Dominicana de Desarrollo, which select candidates solely for their capacity to undertake a Tech/Voc career succesfully. This gives guarantee both to the Educational Institutions and FUNDAPEC, that their investment in financing careers is recoverable. Selection procedures as that of Loyola reduces 1,200 applications to 200 admissions. Second:

Fundación APEC de Crédito Educativo is not a specialized recruiting Agency for institutions; rather it serves as a qualifier for institutions careers as well as students, based on the financial and academic credentials. Our role does not allow us to interfere with what is viewed as exclusive privilege of the Institutions themselves with an organized recruiting infra-structure. We do, however, emphasize on the specific standard for candidates to be financed by the Project, which rarely conflict with the selection standards of the participating educational institutions.

We are providing financing to a fixed number of students under the Project and thus funds to a number of Technical-Vocation centers which would have - undergone heavy economical difficulties by this time without our assistance. The Project now has served also to assist in the development of programs under the project, especially those of the more socially oriented institutions, such as CASIL, LOYOLA and Fundación Dominicana de Desarrollo.

In spite of that, we intend to start a media campaign directed specifically toward students of public high schools (Bachillerato), all over the country who will finish their last grade (seniors) in June-July'84. This campaign will consist of Posters announcing Technical-Vocational Careers and will direct the candidates to FUNDAPEC and/or the nearer educational institutions offering the career of his/her choice. The results of such campaign will allow us to refine our efforts for the 1986-87 recruitments period.

2- TAMU concludes that "there is a continuing process of dividing up the funds rather than launching a media campaign to attract graduating seniors from high schools to the Programs".

In addition to our campaign program, if TAMU refers to our programming the students sub-loan activities, it is an administration must, endorsed by the implementation letter No. 1-C (AID/W No. 4), to prepare a Program of students sub-loans before

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they are actually admitted into Educational Centers. There is not a close pattern of similarity in students programmed per career and institution and actual registration in the corresponding acedemic period.

Therefore, we must continue to divide -as noted by TAMU- these funds among those institutions, to fulfil a pattern of rationality and also to comply "Project requirements which establishes a maximun percentage of funds to participating institutions.

3- In another conclusion TAMU states that: "there has been no effort to alert the unemployed to the opportunity to upgrade skills of workers who might benefit from such training". Based on the original Project paper, INFOTEP (Instituto Dominicano de Formación Técnica Profesional) was to undertake this responsability. Therefore FUNDAPEC has not focused on this objetive.

4- TAMU alledges "conflicts of interest with the several higher education institutions as members of the Board of Directors".

This conclusion reveals to a large extent that TAMU Technical Assistence Team to the HRDP never understood fully the nature philosophy, objetives and operational/financial procedures of FUNDAPEC , nor did they use the residential 18 month period for Technical Assistence to bring to their scope of work the focus of the manegement and the institution itself. The Fundación APEC de Crédito Educativo is a social service institution serving Dominican Education through financial support.

Evidence shows that educational loans other than those under this project have been granted on the basis of student qualifications rather than university quotas, and some of the universities possessing large number of students with FUNDAPEC educational loans do not belong to the Board of Directors. Similarly it can be easily seen that under the HRDP in the list of students per careers some institutions not belonging to FUNDAPEC Board of Directors have the larger amount of loans.

As we state in the 5.2 Document of requirements of the Implementation Letter N°1-C (AID-W-No.4) The educational centers that have activated their organization to comply with requirements and assist the students to apply an formalize educational loans have customarily been the most succesful in attaining the larger number of financed students.

5- Also, TAMU states that FUNDAPEC has in the past had to use the additional loan funds from other institutions to administer the Human Resource Development Project" this is followed by a critique of the undesirable outcomes of this conclusion. We believe that modern accounting and financing principles recommend one account instead of several to maximize the use of these financial resources, while at the same time maintaining strict compartmental accounting of each.

At the present time we have 18 contracts with privates companies and 8 university accounts. The only exception to the normal procedure all having one account is the loan under the AID proyect that as established in the implementation letters requires a separate account.

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6- In conclusion number 6, TAMU Tech-Team claims "there was never FUNDAPEC concern to facilitate a labor market information system" during their 18 month period. As can be read in the Labor Market specialist scope of work one of his main tasks was to design such a system. This system as we have previously noted was never designed. In December 1983 we contracted Lic. Norka De Liz, Economist, to evaluate what had been done by the Labor Market Specialist and to find ways to continue this Labor Market study. The results of her evaluation indicate that his work is incomplete and will require additional staff time and financial resources.

It is opportune to point out, that on the so-called "Third Phase" of TAMU Technical Assistance Fundapec staff has improved significantly as demonstrated in the following summary.

a) The numbers of university graduates other that lawyers and accountants augmented significantly:

One Civil Enginner, Planning Specialist (Master's Degree)
One Agronomical Engeneer
One Industrial Technician and Economist
One Education-Curriculum Specialist (Master's Degree)
One Bachelor of Education
One Bachelor of International Relations/Experienced Teacher
One Economist (Master)

b) The trainings of the personnel has as well improved:

Lic. Troadio De Los Santos	Labor Market Seminar, 10 weeks, Washington D.C.
Lic. Luis Tejada	Labor Market Seminar, applied to computer.
Bienvenido Pérez	Excecutive Information (computer) System, Mexico
Ing. Jorge Herrera	Excecutive Information (computer) System, Mexico (April '84)

c) We have concluded a special Seminar of Motivation, Self-Improvement and Human Relation Techniques to 45 staff employees of the Fundation, and follow up refreshing Seminars will be administered quarterly to enhance the professional capacity of our staff.

d) Employees are encouraged and motivated to continue higher education careers and to undertake short courses. The result is that more than 35 employees are studying career or program.

FUNDAPEC continues to enhance its own Human Resourses capability and therefore improves the overall organization management of institutions. On the topic of poor utilization of the Computer specialist's time, Fundapec intends to request additional assistance to improve their System and administrative procedures, as well as to organize a training course for staff.

In summary: at present we would also like to point out that:

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1) A clear awareness of the objecives of the Project, its social impact and our role exists.

2) There is a strong commitment to mainage this Project efficiently, for this can be conceived as a major pilot project for further funding consideration.

3) A firm objetive on the side of Fundapec to optimize the progress of the HRDP in each component as illustrated by the following disbursement information.

DATE	EXPENDITURES/DISBURSEMENTS FOR PROJECT
October'81 - May '83 (18 months)	113,000.00
June '83 - Feb '84 (8 months)	485,000.00

Thus, we request your inclusion of the aforementioned remarks in preparing the final report on the TAMU assistance contract.

Sincerely,

Guillermo Caram
Executive Secretary
Fundación APEC de Crédito Educativo

Fundación de Crédito Educativo Inc.
Av. Pasteur 36
Apart. Postal 1461
ZONA - 1
Santo Domingo, R. D.