

YMCA EVALUATION REPORT

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USAID AFRICA DIVISION

SUMMARY OF EVALUATION

Prepared by: Alexandre Vlad
Head of Evaluation Team

Date: May 19, 1984

Project: Youth Job Development YMCA/ORT
No. 685-0222

Country: Senegal

Funding: USAID: 3,285,000 dollars
Government of Senegal 1,249,894 dollars
(includes housing, training
facilities, tax free privilege
equivalency)
YMCA: 125,000 dollars
(the equivalent of services)

Life of Project: May 1, 1979 to September 30, 1984
(including a one-year extension)

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1. What constraint does this project attempt to relieve?

The current project must contribute to the mechanism of inserting unemployed urban youths (between the ages of 18 and 30) into the wage-earning community. Approximately 5000 youths from the most deprived classes of society abandon secondary school, for one reason or another, every year in Senegal, and are unable to link up with a formal system of technical or vocational training.

2. What technology did the project promote to relieve this constraint?

To solve this problem, the project aims to give these youths adequate and necessary vocational skills to enable them to find work in an appropriate field (building trades). It proposes to accomplish this through the creation of a Centre de Formation et de Promotion des Jeunes (CFPJ - Youth Training and Development Center) and the application of appropriate technology. This type of vocational training is not available in the Senegalese educational system.

A placement Office should help the youths gain access to the system, train them for an active life and provide follow-up counselling on job openings in the different sectors.

3. What technology did the project attempt to replace?

The capacity of the formal or conventional school system is insufficient to absorb the above-mentioned high school drop-outs. Moreover, this system and the few private training establishments - of which there are not enough - apply too theoretical a training program, due either to inertia or to a lack of means for practical work. Hence, they do not prepare one for carrying out a given job.

The project aims to provide truly professional and practical training that will enable one to perform a job immediately.

4. Why did the project planners believe that intended beneficiaries would adopt the proposed technology?

The beneficiaries of the project area are mostly unskilled, unemployed, urban youths. A priori, they will accept any proposal, any technology, any opportunity offered to them to gain access to salaried work.

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Hundreds, sometimes thousands, show up at the entrance examinations for the different sections of the CFPJ, just to fill a few dozen vacancies.

Moreover, the technology offered, given the targeted job skills, poses no major problems of adaptation.

5. What characteristics did the intended beneficiaries exhibit that had relevance to their adopting the proposed technology?

The characteristics indicated above in Item 4 are the principal motivating elements for adopting the technology and the aims of the project.

The attendance rate for the courses, the percentage of those passing the final examinations, the opportunities for job placement offered and the favorable response of the firms which take in these students, reinforce this impression.

In order to maintain this spirit and this motivation, the Center must restrain from drifting towards the structures, programs and attitudes of the classic school system.

6. What adoption rate has this project achieved in transferring the proposed technology?

The project had rather severe problems, in addition to long delays, at the outset and only became really operational for four training sections (Masonry, Building Electricity, Metal Construction and Textile) two years after the Grant was signed.

This explains the long quantitative results of the project: a first class of 78 students who graduated in June 1982 (of which 46 were placed), and a second class of 87 students who should graduate in July 1984. Three new sections (Plumbing, Drafting and Electromechanics) are now underway with 66 students. In all, 230 youths have an opportunity to earn a diploma and a job (a chance of 76%) out of 243 enrolled (and 895 anticipated by the Project Paper). Nineteen women in the Textile section were never intended to be placed in the formal job market but to be grouped in a cooperative instead.

Moreover, the country's economic situation, which is less favorable to job placement than it was when the project began, has compelled the CFPJ to schedule a graduating class only once every two years, instead of every year.

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The existing sections would therefore be able to graduate approximately 140 students every other year. This is insignificant vis-a-vis the total number of the unemployed but it is already a great deal when one considers the socio-economic benefits to the Senegalese families involved. (see annex 6 for comparison to other training programs).

7. Has the project set forces into motion that will induce further exploitation of the constraint and improvements in the technical package to overcome it?

The recognized importance of the project, the interest shown in it by the Government of Senegal and the sponsoring ministry (Ministry of Social Development - MDS) and the firms' positive attitude are such that the Center must continue to exist, must continue to develop and must continue to show profits long after the present project is ended.

Many ideas have already been proposed for the reinforcement and continuation of the present sections and for the creation of new sections fulfilling the objectives of the project, notably in the fields of mechanics (automobile, agricultural machinery) and rural crafts.

Additional funding for these extensions is being actively sought and promises have already been obtained from other technical assistance programs (Italy, Canada...).

8. Do private import suppliers have an incentive to examine the constraint addressed by the project and to come up with solutions?

The skills taught until now by the Center have not required large, costly equipment. On the other hand, the pedagogy requires rather high consumption of raw materials, which might interest suppliers, especially national suppliers, and those from other countries in the free world.

Finally, the possible extension of the Center's buildings could provide work for private building firms and encourage them to suggest new solutions for a rational and functional layout of the premises, while maintaining some unity in style.

9. What delivery system did the project employ to transfer technology to intended beneficiaries?

The principal means of transferring the proposed technology consisted of providing the project technical assistance from ORT (Organization of

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Rehabilitation Through Training) whose technical and pedagogical qualifications are known and appreciated worldwide. A very large part of the project budget (about 40%) was thus earmarked for technical assistance and involved providing the project with two successive mission heads and five technicians for a total of 176 months/man.

Furthermore, five members of the counterpart Senegalese staff (the future director of the Center, three technical instructors and one storekeeper) underwent a relatively complete training program abroad in addition to on-the-job training received locally from expatriate instructors.

10. What training techniques did the project use to develop the delivery system?

As already indicated, the teaching method utilized in the project to transfer the necessary technological know-how is a "modular" system focusing principally on training that is practical and utilitarian for a job.

On the average one-half of the weekly 40-hour schedule is spent on practical vocational work in the workshops. This practical training is complemented by courses in technology and drafting and by a series of classes that brings the students to acceptable levels in French, mathematics, accounting and labor law.

11. What effect did the transferred technology have upon those impacted by it?

The technology transferred is useful but traditional with innovation consisting of the pedagogical choice of rapid and practical transfer of know-how.

To the extent that they are well assimilated and applied by the target population and that firms appreciate the "finished product" (even though the economic situation does not always permit them to offer graduates permanent jobs), one can consider that from the qualitative view point, the Center has achieved its objectives.

In the future, it will be up to the Center to guarantee the same quality of training it now dispenses, for the existing sections as much as for new activities envisioned.

LIST OF ACRONYMS

CFPJ	Centre de Formation et de Promotion des Jeunes
CNQP	Centre National de Qualification Professionnelle
DFPP	Direction de la Formation Professionnelle Pratique (du MDS)
GOPEC	Groupe Opérationnel Permanent d'Etudes et de Concertation
GOS	Government of Senegal
MDS	Ministère du Développement Social
ONG	Organisation Non-Gouvernementale (PVO)
OPG	Operational Program Grant
ORT	Organization Reconstruction Travail
YMCA	Young Men's Christian Association

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1. EXECUTIVE SUMMARY

1.1. Identification

- a) Project Title: Integrated Services for Youth Job Development
No. 685-0222
- Date (Project Authorized): 05/01/1979
- Grantee: International Division, National Board of YMCA
of the USA (New York)
- Sub-Grantee: ORT (Organization for Rehabilitation Through
Training)
- Project Location: CFPJ (Centre de Formation et de Promotion des
Jeunes/Dakar (Senegal))
- LOP: \$3,285,000
- PACD: 09/30/1984
- b) Document Presented: End of Project Evaluation, addressed to:
U.S. Agency for International Development
Dakar (Senegal)
May 19, 1984
by Ms. Iria d'Aquino - Anthropologist, Human
Resources Specialist, and
Mr. Alexandre Vlad - Head of Evaluation Team,
Vocational Training Specialist

1.2. General Objectives of the Project

a) The purpose of the OPG is to permit the YMCA/ORT "to build an extended system of vocational training services enabling unemployed Senegalese urban youth to acquire marketable technical skills and assistance in job placement and adjustment" (cf. Project Paper, p. 1 "Purpose").

b) The basic goals of the project are (cf. Scope of Work):

1. to establish a viable functioning vocational training center (the Centre de Formation et de Promotion des Jeunes) with trained qualified instructors;
2. to senegalize the Centre de Formation et de Promotion des Jeunes (CFPJ) completely phasing out all non-Senegalese and reducing current expenditures;
3. to enable this joint project to be capable of continuing to finance the recurring costs;

4. to establish a placement program which will insert graduates into the economic mainstream of the country.

1.3. Evaluation Report

a) Objectives

This report is an end-of-project evaluation and "the Evaluation Team should assess the extent to which the project achieved its stated goals and objectives."

Referring to a logical Framework Matrix (Annex 5 of the Project Paper) which gives the identifiable indicators per project component, the Project Paper sets the following objectives in its final evaluation: "output, adequacy of physical facilities; training course design and teaching methods; interdisciplinary relationships; apprenticeship and post-training job insertion programs; the degree to which the project is integrated with the employment market; and as a model project, the degree to which it has stimulated similar training initiatives in other regions of Senegal."

b) Members of the Evaluation Team

Officially, the Evaluation Team was composed of the two free-lance specialists designated on page 1 ("Document Presented by...")

Mr. John Benoit of USAID participated in the entire phase of surveys and talks for the evaluation and Mr. Seydou Cissé (USAID) was a great help in facilitating the material progress of work and in making contacts and appointments.

On the part of the GOS, after an introductory interview with Cabinet Director, Mr. A. Ndiaye, and a working session with the officials in charge of Studies, Projects and Programs (Mr. Seck, Mr. Fall and Mr. Sall), the Minister of Social Development, Mrs. Maimouna Kane, kindly accorded a lengthy audience to the Evaluation Team on Friday, May 11, 1984.

As for the executing agencies, the evaluators were able to hold a thorough working session with Mr. Richard A. Ortmeyer (Assistant Director, International Division of YMCA/USA) and an interview with Ms. Lillian Baer, former director of the YMCA/Senegal Project. In addition, Mr. Claude Smadja of ORT, current Director of the CFPJ, was always available to the team for interviews, visits and working sessions.

c) Acknowledgements

To all of these people, to the Co-Director of the Center and all of the CFPJ local or expatriate staff, to current and former trainees and to the many interviewees who appear on the list in Annex 1 who consented with such goodwill and patience to our interviews and questionnaires, the Evaluation

Team would like to take this opportunity to acknowledge its gratitude, and begs their pardon if, in carrying out its mission as objectively as possible and passing judgements as specialists who are strangers to everyday problems and difficulties, it sometimes assumed a manner that some might have thought overly critical. The team hopes that this will be perceived as a positive contribution to the project in the future.

2. CONCLUSIONS AND RECOMMENDATIONS

2.1. Overall Conclusion

Project "Youth Development YMCA/ORT" meets one of the priority needs of the Senegalese Government at the technical level (trades and skills targeted) as much as at the economic level (increase in income for some classes) and the social level (absorption of unemployed youth).

At the end of the project (9/30/1984), it will have partially achieved its objectives, despite the delays, mistakes and difficulties encountered along the way.

Results will only be significant in the future if the GOS and the MDS succeed in developing the potential of the Center, first through their own efforts (organizational, technical, human) and then by obtaining additional grants and involving Senegalese firms in management of the CFPJ and placement of its graduates.

2.2. General Conclusions

Having studied the background, operations and perspectives of the CFPJ, the Evaluation Team has come to the following general conclusions and recommendations:

2.2.1. The original goal of the project, which is to insert young unskilled and unemployed urban youth into the working world, is perfectly valid, useful and noble.

The field of training (building trades) was well chosen and an admirable effort has been made to include the female population, even though the Textile Section (which has become "Batik Dying") is still somewhat marginal to the operation and objectives of the Center (job placement in particular).

The GOS has been very favorable to the idea of insertion by non-conventional vocational training and has made a major and effective financial effort to enable the start-up of the project (by constructing buildings on land donated to the CFPJ, by granting customs duties privileges) and its operation (some of the Senegalese employees are staffed by the Government).

It is only regrettable that the implementation of this sound idea has been treated rather lightly by YMCA and AID in their negotiations of the OPG, notably for budget estimates (funding provided being clearly insufficient) and program planning.

2.2.2. Implementation of the project has not conformed with the objectives of the Project Paper.

Initially, Project 685-0222 was to have lasted five years (5/1/1979 to 9/30/1983), with an estimated budget of \$1,758,427 from AID (63%) against 37% in contributions from the GOS (\$828,000), the YMCA (\$125,000) and the Peace Corps (\$66,000).

In reality, this budget was depleted in two years without the Center showing any positive results (classes really only opened in 1981). Several amendments for increases in the AID grant had to be negotiated and awarded, augmenting the final budget to \$3,285,000 (in 1981, there was even talk of a global need of 5 million dollars).

This laxity in preparing the project, the mistakes and start-up difficulties have been described at length in the 1981 evaluation documents, which are highly critical of most aspects of the Center. Those documents are:

- Project Evaluation Report by Aurora Associates Inc., dated February 1981;
- Assessment of Vocational Training Aspects of YMCA Project, by Joseph Battenburg (June 4, 1981);
- Audit Report by the USAID General Inspector's Office, June 28, 1981.

Subsequently, and based on the recommendations of those reports, an improvement in the situation was noted (between the end of 1981 and the beginning of 1983). The parties concerned (AID, GOS, YMCA, ORT) strove to better coordinate activities and adhere to a development plan, while introducing necessary adaptations.

Then interpersonal problems and authority clashes led to a new deterioration of the situation in 1983 and to the departure of the project Co-Directors (YMCA and GOS).

Since October 1, 1983, when ORT assumed sole responsibility, the project seems to be working better (with an unexpended budget of \$500,000 for the 6th year), but the Center has initiated programs (with AID's consent) which can not be satisfactorily completed by September 30, 1984.

The Evaluation Team knows, from experience, the usual difficulties of any technical assistance project, not having seen many which keep to initial guidelines. Nonetheless, the Team judges that in this case, difficulties in operating the project have been more serious than usual, for reasons which will be developed later.

2.2.3. The goals and objectives of the project will have been partially reached by 9/30/84, with some reservations, however, regarding the job placement and follow-up programs.

This conclusion varies depending on the sections being considered the first 4 or the 3 new ones.

Regarding the major goals of the project for the four older sections (Masonry, Building Electricity, Metal Construction and Textiles):

- The Center created by the project is viable;
- The Senegalese staff is well trained;
- Recurring costs are covered by the GOS albeit with a limited budget and an incomplete staff;
- It has been possible to place a high percentage of graduates from the class of 1982, i.e., 76% of the trainees in the Building Section. (The 23 young women in the Textile Section are still awaiting funding for a cooperative they established.) It was only through the efforts of the instructors themselves that this placement was possible. There was no formal placement system.

In contrast, for the three new sections added to Center activities in late 1983 - early 1984 (Plumbing, Electromechanics, Building Design), it can be assessed that none of the targeted objectives will have been reached by the end of the project (9/30/84), except for an enrollment of 66 students.

- Because of a late start, it will not be possible to complete the first year program;
- The three ORT Technical Assistance Instructors do not have Senegalese counterparts to replace them if they should leave permanently, due to a lack of funds;

The emergency fund to prevent closing these sections does not seem to exist at present;

There will be no problem placing these students until the end of 1985 or even 1986.

2.2.4. In light of the situation described, it is difficult and of little significance to try and measure the advantages of the project to date.

The Center does exist and will be able to yield better results in the future. The team is of the opinion, however, that the Center will need a few more years of technical assistance and outside funding.

But, if one looks at the project's six years of existence on a quantitative level, and considers the objectives of the Project Paper and the large sums spent, the results appear very meager.

Hence, regarding the anticipated "outputs":

- 850 youths were to have attended the Center in five years, while at present, only 243 have actually done so;
- Instead of the 280 graduates predicted, there are 78 for the first class, plus 87 (total 165) if one includes all the students in the second class, who must take their final examination in July 1984;
- Once in high gear, the Center's "production" was to have been 90 graduates a year (out of 9 months of training). Now, however, even with seven sections, the Center will only graduate 140 to 150 every two years. This is an insignificant number when one considers that 5000 youths drop out of secondary school every year.
- The co-Director, 8 instructors, 1 storekeeper and some administrative personnel have been able to benefit directly or indirectly from improvement courses because of the project.

On the other hand, at the qualitative level, one cannot deny the definite advantage of the project for the few youths trained - when considering the value of the skill acquired, or comparing the increase in incomes and the improvement of their material situation.

Hence, the social impact and the resulting effect on their family lives are positive but small for the time being.

They would certainly be greater if the project had managed to encourage individual or collective crafts enterprises, by starting up associations or cooperatives, by utilizing the assistance Fund provided for that purpose but never allocated, or by encouraging counselling and follow-up activities.

Finally, the formation of a consulting committee composed of representatives of the private sector (provided in the Project Paper under the name "Voluntary Citizens" Consulting Committee) would certainly have contributed to the economic and social advantages of the project.

2.2.5. The lessons learned from the successes of the project must serve to review the problems and improve the future outlooks of the Center.

For the immediate future, that is, for October 1, 1984, the major problem to be addressed is the survival of the three new sections and the normal functioning of the four older sections, with special attention to be given in the future to the women in the Textile Section. Furthermore, whether students should be recruited for the third class and the entry level required and entrance tests changed according to training section should be based on these factors (cf. para. 3.5).

For the future, the Center's Management (and the sponsoring ministry) should learn from their experience in the past in order to improve the organization, management and coordination of the Center. Its development must be planned very carefully and instruments of control and adjustment envisioned to correct deviations from its original socio-economic objectives. The Evaluation Team has noted the danger of these deviations to academic and bureaucratic orientations and will list them in the body of the report. (cf. 3.5).

Measures to raise counterpart funds should reassure potential financial backers and permit future funding for the Center.

Once the present project has terminated, the Center should definitely have to reappraise its objectives and activities and seek all stet ways of rendering its facilities and equipment profitable. (See some suggestions on this subject in para. 3.3.5.).

Besides ongoing training courses in the building trades, the Center could expand its activities, as already suggested. For example: to courses on farm machinery (instead of auto mechanics), to training of rural craftsmen, extension workers or teachers, to instructors' refresher courses for workers already employed.

The Center could become profitable by charging for evening job improvement courses or by offering refresher courses to be reimbursed in kind by firms (with work supplies). It could also lease out some of its premises or manufacture marketable products either directly or by sub-contract.

2.2.6. Recommendations (Concerning the General Conclusions)

The Evaluation Team has taken note of AID's irrevocable decision to end its grant on the planned date, 9/30/1984.

However, given the importance of the project and the amount of the grant, AID cannot dissociate itself from the future of the CFPJ.

Consequently, AID should:

Recommendation No. 1

Make every effort to influence other funding sources and not leave the Center solely responsible for finding a solution to its own continued operation. In the immediate future funding is specially critical for the three new sections.

Recommendation No. 2

Advise the parties concerned that efforts should be better coordinated, that the development plan should be stricter and better monitored, and that the project's objectives should be more closely followed.

Recommendation No. 3

Insist that structures and conditions be set up as quickly as possible to enable the CFPJ to carry on, e.g. support from the government and enterprises, the establishment of a Consulting Committee, the implementation of an effective placement, assistance and follow-up program for the graduates.

Recommendation No. 4

Revise the last part of the budget to allow a minimum of \$10,000 to be reassigned to the assistance fund. This would serve to start one or two cooperatives (including the one for the young women in the Textile section).

2.3. Special Conclusions

(cf. sections in Chapter 3, "Project Evaluation")

2.3.1. a) Administration and Management of Project

At the management level, the project encountered many difficulties which stood out rather sharply throughout its development.

These difficulties generated highly critical assessments of the first two years by experts making evaluations midway through the project.

Later, these same problems led to the resignation and replacement of the ORT Technical Coordinator and to the departure of the project Co-Directors (representing the GOS and YMCA International).

The Evaluation Team is of the opinion that these difficulties resulted from the Center having had too many "Chiefs". This, in turn, led to a diffusion of responsibility and a facility among all concerned to disavow responsibility for errors and problems.

Moreover, the sum allocated for the five-year life of the project was poorly estimated, schedules were not met and the Project Paper's provisions for costs and deadlines were endlessly questioned.

Similarly, the great distance between the decision-making and control centers (AID:Washington - YMCA:Chicago) from the project location, the lack of adequate delegation of authority, the need to go through a third technical assistance agency, have greatly complicated project administration and permitted "flexibilities" in the budget that have been hard to control. Some of the project's overall operating costs were found to be inflated and thus detrimental to others. This resulted in minimal short-term economic advantages.

The GOS has, in the past, made a tremendous commitment to the project in terms of investments and participation. The Evaluation Team wonders, however, if it has made sufficient effort for the future at the financial and administrative levels to permit the project to be institutionalized (aside from the administrative improvement course for the current CFPJ Co-Director, paid by AID), or whether it has been content instead to wait and have others lobby for outside assistance.

As for AID's responsibility, the Evaluation Team is aware that the project was funded by an Operational Program Grant (OPG) awarded to a PVO (Private Voluntary Organization) which must "carry out its own program as approved by AID. For this reason, the degree of monitoring is expected to be materially less than that exercised where a direct AID contract is involved.

"However, a grant is by no means a 'hands off' operation, and there are areas where a reasonable degree of oversight must be maintained by AID (Grant Officer, Project Officer, Field Project Officer) to assure that the grant program is successfully carried out." (cf. Document TM 3S:4 of 9/01/82, "Post-Grant Award Functions").

It is also recalled that "the AID Mission is responsible for providing a knowledgeable member of the Mission to discuss the relationship of the proposed activity to available AID funding and to AID objectives in the host country..." and that "site visits properly handled can pay dividends in the early diagnosis of impending problems where AID can appropriately assist the grantee in their resolution before misunderstandings or other possible delays arise." (!)

The Evaluation Team is also of the opinion that closer and more responsible follow-up of the project by AID could have corrected many of the errors at the beginning of the project and resolved difficulties that followed. This would have prevented the overly critical nature of most of the reports which even moved influential members of Congress.

2.3.1. Recommendations (Concerning Administration and Management)

In light of the preceding observations, the Evaluation Team recommends the following for future USAID grants:

Recommendation No. 5: Greater attention should be shown in the study, approval and follow-up of OPG projects (organization, planning, adherence to costs and deadlines) and the choice of partners should be limited to those who are really capable of fulfilling their functions properly.

Recommendation No. 6:

Once a grant has been approved, the control center should be brought as close as possible to the site of project implementation by delegating monitoring duties to someone (for example, a local Project Officer) competent and permanently on location. The Project Officer should ascertain periodically if all parties are fulfilling their commitments to the project and take special note of any changes that may affect the funding or duration of the project.

To improve management efficiency and the cost efficiency ratio of the CFPJ - from which USAID cannot dissociate itself even after such a large grant has ended - the Evaluation Team recommends that USAID:

Recommendation No. 7:

Urge the creation of and actively participate in a team of advisors assigned, under the aegis of the MDS, to study all ideas that might improve the Center's efficiency. Among other things, this team should examine the possibility of a special statute for the CFPJ associating its operation with the various agencies representing interested firms, workers and administrations. (See also Recommendation No. 3 on the "Consulting Committee")

2.3.2. a) Infrastructure and Equipment (cf. 3.4.)

Buildings were constructed by the GOS, which made a great effort to finance the Center. There were delays and difficulties in construction, as mentioned in the preceding evaluation report. Moreover, it appears that the functional nature of the workshops was sacrificed for style, which required skillful improvements supervised by the technical assistants. Technical assistants also supervised extension work, in the form of exercises, for trainees in the first sections (a plumbing workshop and a sales center for textile products at soubédioune).

For current needs, the infrastructure and equipment seem adequate, provided that material ordered for the new sections arrives and that additional improvement work is completed.

As for working materials, the old sections depend on an operating budget of 15,000,000 CFAF/year from the MDS which is not always easy to mobilize because of the administration's method of settling bills (pay vouchers are sometimes refused by suppliers). That amount would have been insufficient without transfers into the project budget. This is adequate to supply the new

sections for a few more months. The question remain, however, whether this extension of the Center can survive if, as planned, the AID project comes to a halt on 9/30/84.

A few irregularities were noted about supplies coming from the U.S. and released to the project. Their specifications and standards do not always correspond to local uses (including a Chevrolet vehicle).

2.3.2. b) Recommendations

Recommendation No. 8:

USAID should insist to the GOS that the operating budget of the CFPJ be increased as much as possible, in order that it may continue to assure quality vocational training.

Recommendation No. 9:

It should be drawn to the attention of the CFPJ management that it is necessary to maintain the buildings, facilities and equipment in order to preserve the prestige it has acquired and the level of qualification of its trainees.

2.3.3. a) Teaching Methods (cf. 3.5.)

The training programs, which aspire to be and are of high quality because they are basically practical, have often suffered in the past and still suffer all too often from the difficult starting conditions (lack of premises, unfinished workshops, short supplies) and constant improvisations.

The teaching method advocated by ORT and applied in its own centers is the modular system, which is well designed and valid. Unfortunately, the technical assistants recruited by ORT, while still excellent technicians, do not always receive a pedagogical introduction to this system and sometimes even lack experience working in developing countries. This results in a certain heterogeneity in program levels and teaching approaches as well as problems in adapting to local conditions and to the target population.

An admirable concern for quality in training and for the degree of final qualifications leads to increasingly stricter requirements at the entry level and to longer training periods. The Evaluation Team suggests that this trend runs counter to the ultimate goal of social advancement originally envisioned for the project (aimed at the poorest of unemployed youths). Furthermore, it seems to encourage deviations (in the Center's operation, in training schedules, in trainee mentalities and in the instructors' behavior) which jeopardize the original goals. Finally, a better-defined classification for the CFPJ (in the context of job-training) and strict internal regulations should partly remedy this situation and bring the Center closer to the job market.

The training received by the Senegalese instructors from working side by side with the technical assistants (despite beginning difficulties in understanding and definition of roles) and in the ORT schools and firms abroad, seems to have been valuable. Those in the first four sections (the textile section apart) now can, more or less independently, plan, organize and conduct (on a technical and pedagogical level) the training programs adapted to the target populations. On the other hand, there are no Senegalese instructors to take over the three new sections, which will be completely abandoned if the technical assistants leave.

There is no apprenticeship program. There is instead a system of practical on-the-job training (4 to 8 weeks between the first and second years), a far cry from the method envisioned by the Project Paper (the "sandwich" year). The results obtained from training at the CFPJ as observed during these periods or at graduation seem to match the needs of firms (See para 3.6.1.).

2.3.3. b) Recommendations

Insofar as USAID subcontracts all the technical-pedagogical aspects of training in a project it subsidizes, it is difficult to make recommendations in this matter.

Nonetheless, the Evaluation Team can recommend that:

Recommendation No. 10:

The Project Officer assigned to supervise implementation be well instilled with the programming and methodology provided for training activities. Also, any changes (even necessary ones) in the course of the project should be explained and justified to him.

2.3.4. a) Placement (cf. 3.6.)

The ultimate goal of the project, its purpose and the reason for the grant awarded by AID, is to promote social development by finding paying jobs for a certain number of poor and unemployed urban youths who have left the educational system and who will be given training and a necessary and adequate skill.

If, however the CFPJ graduates have no possibilities of obtaining jobs, the project will not have achieved its goal.

In fact, while there has been some placement activity and some graduates from the first class (the only to graduate so far) have found relatively permanent work (which is not very significant statistically), none of the provisions made to assist graduates within a placement program or system is being implemented today.

The Placement Office, after an unfortunate two-year experiment with a local "specialist" hired by the project, no longer exists;

The Assistance fund designed help finance group or individual crafts enterprises was never utilized and has been reintegrated into the overall budget for the last phase of the project;

The introductory business course planned has been reduced to an accounting course as part of the training program, and follow-up counselling is only provided by the instructors;

The Research and Development Department, intended for market research never became a reality;

At present, the CFPJ diploma has no official equivalence to either an academic degree (which would not be so serious), to a vocational category or presently accredited in any way (which would facilitate placement in firms).

Without the dedication and goodwill of some of the technical assistance instructors, most of the graduates in the first class would have become unemployed again after training, being unable to seek or find work on their own (except, sometimes, through family relations).

In the opinion of the Evaluation Team, there lies the main failing of this project. This is particularly true since nothing else is planned for the graduates of the second class who will leave the Center in July, 1984. This includes the original group of young women in the Textile section who are still awaiting a grant from GOPEC in order to start a cooperative producing and selling batiks.

2.3.4. b) Recommendations

Recommendation No. 11:

As quickly as possible and hopefully before the project ends, USAID should see to the organization and start-up of a placement office at the CFPJ. This should be a condition if not to additional funding, then at least to assistance in searching for other funding sources.

Recommendation No. 12:

Without referring to the conventional or formal school system, AID should generate consulting sessions with interested firms in order to facilitate hiring of CFPJ graduates in a category recognized by the Accrediting Agency. (See also Recommendation No. 3).

Recommendation No. 13:

USAID should support any effort to find profitable work for CFPJ graduates, notably through the creation of cooperative groups such as the batik dying cooperatives, craftsmen's associations, repair services for domestic appliances or freelance masonry service. It could also help them start businesses by providing relatively small loans (See also Recommendation No. 4).

3. PROJECT EVALUATION

3.1. Background

The purpose of the grant is to provide support for a vocational training program for unemployed Senegalese youth to assist them in acquiring marketable technical skills.

The project commenced on May 1, 1979, when AID executed a grant for \$400,000 with the International Division, National Board of YMCA's. The YMCA was responsible for management, administration and technical aspects of the program. The YMCA executed a sub-grant with the American ORT (Organization for Rehabilitation through Training) for technical assistance.

On October 1, 1983, the transfer of YMCA responsibility was officially given to ORT and the GOS. The GOS is providing instructors for the vocational training center.

The total cost of the project is now \$3.285 million and the project is expected to terminate on September 30, 1984 when the GOS will assume complete responsibility for the project.

3.2. Reminder about the local context and reasons for the project

(Excerpts from the Project Paper submitted June 10, 1977)

- a) "Surveys of the employment market in Dakar show that existing formal training institutions can accommodate only a fraction of those wishing vocational training, and market demands for skilled workers in several categories are inadequately or not at all served by current training programs. This verifies the need for the program offered by the YMCA in collaboration with GOS, ORT and AID, and points to the specialization which must need to be addressed"...
- b) "The direct beneficiaries of the project will be young city dwellers, men and women between eighteen and thirty years of age, who have left school and find themselves jobless and without vocational skills. This category of young people, estimated at 5,000 annually, is a serious concern to the Government in Senegal.

The overall "Integrated Services for Youth Job Development" project was established for ongoing non-conventional vocational training programs for Senegalese Youth and for their insertion into production and commercial circuits"...

c) "The social group from which youth recruited to the project will belong are the urban poor with characteristic problems of inadequate skills, unemployment, problems of adjusting to the modern industrial and commercial sector, and the increasing frustration of youth with resultant effects on community order, increased juvenile delinquency, and crime. The project will provide these youth with skills and economic security as well as a sense of role and purpose, self-confidence, and a sense of useful contribution to community affairs"...

d) "The technology of the project will be adaptive. It will be designed to fit the conditions of the Dakar job market at the basic skills level. The workshop tools and machines at the Center will be those common to shops and factories in Dakar."

3.3 Administration and Management

All of the mid-project evaluations have pinpointed the inconsistencies in the management and administration of the project as being its main weakness.

These reports focus principally on the first two years of the project (1979-1981), but problems have persisted and even reappeared since then, despite occasional improvements.

The Evaluation Team shares the opinion that the principal and continual cause of these difficulties lies, besides the poor initial definition of roles, in the multiplicity of partners and decision-making, implementation and control center's with too many "chiefs" and insufficient responsibility overall.

These initial errors have been detrimental to relations among participating agencies, to management consistency, to the provisions aimed at institutionalization of the project, to determination of training costs and to the efforts to make the Center more efficient.

3.3.1. Collaboration among the various parties involved has not been very effective over the first five years.

There were too many of these parties, with the staff working at the CFPJ or on its behalf answering to: the Government of Senegal, the YMCA (with people in charge in Senegal and in the United States), ORT (local personnel and personnel abroad), USAID/Dakar (Project Officer and Dakar Office answerable to AID/Washington).

Poor definition of roles (even to post titles), interpersonal conflicts, sensitive feelings, egos and stubbornness have brought the project to the verge of collapse several times.

These facts were recorded in the evaluation reports and continued to reappear in all the memorandums, chiefly from 1979 to 1981.

Subsequently, Amendment 14 of October 14, 1981 attempted to redefine relationships among the partners ("to rebuild trust, confidence and mutual respect into the operation of the Center") and to institute a managing and coordinating committee ("a formal Project Steering Committee") which was to have met every month. With the parties attending being just as numerous, interpersonal problems reappeared with new alliances and there was a gradual decline in those albeit indispensable meetings.

It is only in the last (6th) year of the project that peace seems to have returned, with the departure of the Senegalese Co-Director, the withdrawal of YMCA from operations and a precise definition of responsibilities in the "Memorandum of Understanding" of August 1983.

3.3.2. Consistency of project management by the different parties was very uneven, often treated lightly and subject to debate.

Poor assessment of the grant required for implementation of the project, the failure of the partners to adhere to provisional plans, costs and deadlines, were observed throughout the project.

How to explain, for example, the fact that the estimated cost of the grant was approximately 1.8 million dollars for 5 years, that that amount was depleted after two years and that it finally came to 3,285,000 dollars; that construction of the Center and its equipment was so far behind schedule that the instructors and students were obliged to start classes before the classrooms and workshops were installed?

Many other examples could be cited to support this statement, such as the number of students trained, placement problems, the non-utilization of the assistance fund, etc..

The necessary flexibility in management to adapt to changing circumstances, the usual delays in this kind of project, the difficulty of applying a "PERT" plan with so many dissimilar elements, only partially excuses the lack of seriousness of the parties involved in keeping to the provisions.

The Evaluation Team judges that AID in particular, whatever its desire may be to do the most it can to decentralize management of subsidies awarded to the ONG, should follow and control the way projects develop more conscientiously.

Would it be justified, for example, to reserve the remaining \$500,000 from the 6th year to allow the ORT technical assistance program to start-up the three new sections at the CFPJ when there is no guarantee that they will have a means of pursuing their activities after the grant stops (which does not seem to be the case right now)?

Frequent changes in personnel assigned to direct, manage or monitor the project within the agencies concerned, whether it be AID, the GOS, the YMCA or ORT, clearly do not facilitate continuous, logical and coordinated management of the Center.

3.3.3. The institutionalization of the project by the GOS is on the right track, but care must be taken not to commit the usual bureaucratic errors.

The interest of the GOS and the MDS in this project is well established. That interest has been demonstrated at the financial level by the importance of the sums invested, as much as at the administrative level by the provision of some personnel and other support.

Among other things, during his training in Europe, the Co-Director of the Center took improvement courses in management and administration. He seems to be capable of handling the administrative office, thanks to this experience, seniority and familiarity with the problems, provided that he proves his authority, firmness and determination.

The CFPJ, reduced to the four older sections (Masonry, Electricity, Metal Construction, Textile), is capable of functioning independently with two instructors per section (provided that the problem of integrating the electricity instructors into the Civil Service is resolved) and with its small operating budget (15 million CFA francs), which is barely sufficient. This is especially true if the part-time instructors must be paid from that budget.

This budget, however, is much too small to be able to support the three new sections as well, which do not have any Senegalese counterparts

As for the survival and possible expansion of the Center, the MDS has committed itself to leave no stone unturned to support the CFPJ and obtain other sources of funding. However, it has not had much success to date (cf. letter from Mrs Maimouna Kane to Mr. John O'Melia, dated December 1, 1982 and MDS letter to the Minister of Economy and Finance dated April 27, 1984).

What the Evaluation Team fears by "the risk of bureaucratic deviation" is a slowdown in activities and a diversion from the Center's objectives, under the double effect of being controlled by civil servants having no contact with the industrial world (instructors included) and administrative red tape (notably for paying suppliers) in its operation and management.

To alleviate this risk, the Evaluation Team suggests that the GOS should envision turning the CFPJ into a semi-private operation, still under the aegis of the MDS. A special classification could be found for the Center (for example, as a public establishment, like the CNQP) which would interest other departments, agencies and particularly Dakar firms in its specialty. An Advisory Board could be assigned to promote the CFPJ's image of high quality and to participate in its training, examination and placement programs for youths.

Similar suggestions have already been made in previous project documents, but to our knowledge, no action has been taken.

Other ideas to improve the efficiency of this Senegalese Center will be presented in para 3.3.5. However, this should not discourage the active search for other outside funding sources to ensure that its activities are developed.

3.3.4. As for vocational training costs for the CFPJ, a distinction must be made between the expenditures budgeted in the scope of the YMCA/ORT project, and the final cost per student trained.

a) The structure of the project budget is comparable to other technical assistance projects for the creation of a training center, taking the specificity of the CFPJ into account.

The project budget approved by AID consists of the following expenditures:

1. Personnel (Technical Assistance)	\$1,177,550 = 35.85%
2. Commodities	519,035 = 15.80%
3. Training	147,402 = 4.49%
4. Other Direct Costs	680,515 = 20.72%
5. Administrative Costs	737,998 = 22.46%
6. Pre-start expenditures	22,500 = 0.68%
Total	\$3,285,000 = 100%

The technical assistance cost is reasonable for a project of this type and represents approximately 176 months/man in all, including paid holidays (based on a final cost of \$80,000/year/expert, tax included). Because the Project has had seven ORT experts (but assuming that the cost for YMCA personnel is found elsewhere, under "Administrative Costs"), each expert has had an average of 25 months on the job, or a little more than two years per person. This takes into account the local personnel paid by the project.

The percentage for "Commodities" (equipment, supplies, raw materials, etc.) is correct, since the Center does not engage in any activities requiring expensive or sophisticated machines.

Training for the instructors ("Training") could have been more generous for the Center's seven sections, but it must be recalled that only three technical instructors have benefitted from this, plus the current Co-Director and the storekeeper.

In contrast, the Evaluation Team finds the amount and percentages for lines 4 ("Other Direct Costs") and 5 ("Administrative Costs") to be excessive, especially since their exact content is rather vague.

In particular, the "Administrative Costs" bearing the YMCA and ORT costs ("Backstopping and Overhead") seem exaggerated at 22.46% compared to the project's total budget and compared to personnel costs (62.67%). These Administrative Costs added to the technical assistance expenses represent \$1,915,548 or 58.31% of the budget.

Both directors of the project, i.e., the YMCA Co-Director and the current director of ORT, insisted during our interviews on the necessity for flexibility in the budget that would permit transfers from one post to another to handle intangibles.

While we understand these arguments, the Evaluation Team would have hoped for a little more rigor in management of the budget and clearer and more orthodox accounting.

It is true that the CFPJ's distance from the decision-making and control centers, as already pointed out, and the long and complicated process of justifying expenditures have made it difficult, if not impossible, to monitor the project from a budgetary viewpoint.

It should be also noted that the total cost of the project has risen to \$4,757,894 if besides AID's contribution (\$3,285,000) one counts the value of GOS counterpart contributions (\$1,249,894) and the equivalent of services from the YMCA (\$223,000).

b) As things stand now, the final cost for each student trained is very difficult to determine and the elements sought are almost non-existent or impossible to compare.

The CFPJ should have trained 234 people since 1979, if one includes the second class, which should graduate in July 1984, and the three new sections, which have barely started (84 for the first class, 93 for the second and 66 in the 1983-1985 extension).

It is of course out of the question to divide the \$3,285,000 from the AID budget (and even less the \$4,757,894 of the total) by the number of students trained or being trained. That would result in a final cost of \$13,518 per student for two years of training, or \$6,759 per student per year.

N.B.: The Project Paper forecasted a training cost of \$1,400/student/year against \$2,000 for "Others!."

It is much more reasonable to consider some of the costs in the project as investments and not even as being depreciable. Rather, they will have effects for many years on the life, operation and efficiency of the Center (e.g., technical assistance).

For example, if we remove "Personnel," "Training" and "Administrative Costs" from the budget, we arrive at what could be considered an operating budget of \$1,222,000 ("Commodities," "Other Direct Costs" and "Pre-start Expenditures").

By applying the same reasoning as above, this would give a final cost per student trained of \$5,028, and a student/year cost of \$2,514.

Those costs which we have called "Operating Costs" (noting our ignorance about their exact content, however) represent an expenditure of \$203,667 a year if one considers that the project will have lasted 6 FY (\$244,400 over 5 years).

Converted into CFA frs (at 400 frs/dollar), these costs represent 81,466,000 frs. For approximately 140 students a year (averaging 20 students in each of the 7 sections) at "full steam," the cost per student would be 581,905 CFAF and the final cost per graduate every two years would be 1,163,810 CFAF.

Again, this is far from the operating budget (salaries excluded) of 15,000,000 CFAF granted to the entire CFPJ by the GOS. According to certain officials, however, double this budget would suffice to keep the present Center running. (The student/year cost would then be 214,285 frs).

On the other hand, on that basis, we could make a few interesting comparisons.

At Dakar-Marine a top-quality 7 month training program for skilled workers in trades related to naval construction and repair is billed to the outside "client" at \$1,400,000 CFAF (\$3,500). (It is true that its cost is calculated on an extremely well-documented analytical calculation.)

Elsewhere, the consumable materials utilized in a conventional training center (CNQP, Centre National de Qualification Professionnelle), for youths in the "BEP training" component, in electricity, metal construction or general mechanics, currently average 40,000 - 50,000 CFAF/student/year.

Another apprenticeship program in Cap Vert provides an operating budget of 15,750,000 CFAF for training 75 apprentices over 2 years (about 100,000 CFAF/student/year).

The Evaluation Team realizes that these are random comparisons and that these comparisons may be specious and of little consequence.

For the time being, it can be said that training at CFPJ is expensive. But to have more precise information in the future, it would be necessary to set up a very analytical and precise bookkeeping system showing where funds are allocated. To date, to our knowledge, very few teaching or vocational training establishments have taken such a measure (except in certain private training centers such as Dakar-Marine).

c) Referring to the initial philosophy and ultimate social aim of the project of insertion (cf. YMCA/GOS Agreement), there are already qualitative effects that are difficult to measure, in social and economical terms. Furthermore, additional quantitative effects can be expected in the future if the Center continues.

Hence, the economic advantages of training will eventually become evident in the targeted sector's production (increase in quantity, upgrading of quality). This will be true for individuals' incomes and, concomitantly in their families' standard of living, if the Center manages in the future to maintain the quality of its training program, keeps in contact with firms and strives to make its management profitable.

3.3.5. Ideas have been suggested to improve the Center's efficiency in the future (notably the cost/profit ratio).

The Evaluation Team recapitulates some of those ideas, but they are not restrictive:

a) The first series of ideas concerns interesting local firms in the Center's existence:

- by making greater efforts in publicity and public relations;
- by persuading them to participate in a semi-private assistance and counselling structure (a study group, a guideline committee, a group of advisors to suggest improvements...) in the framework of a statute prepared by the MDS (See "Recommandations"). This would make them more interested in accepting apprentices and placing graduates;
- by proposing to give their employees short improvement or refresher courses (during the workshops' slow period, for example) in exchange for their contributions to operating costs in cash or kind (ex.: supplying certain consumable materials).

b) An increase in the enrolment and training capacity of the Center would help make it profitable - for example:

- by doubling the number of students, provided they can be placed. This seems possible because premises are available and two instructors are trained per section for the first four sections;
- by alternating training schedules, with one group undergoing apprenticeships in firms while another takes courses and does practical work at the Center;
- by proposing evening improvement courses for those temporarily out of work or workers wanting to upgrade their vocational skills.

c) The impact and prestige of the CFPJ should be increased by better preparing the students for an active life, an enterprising spirit and a taste for creativity.

This is a matter of implementing all of the excellent measures initially proposed by the Project Paper, which is what made the paper original and gave it social and economic value. Those measures are:

- an integrated placement and research program;
- providing follow-up and assistance counselling for the management;
- introductory business courses;
- an assistance fund (forgotten by the Project but attainable with the help of public agencies -- like the GOPEC -- or private, national or international agencies).

The CFPJ weakness in this area has already been pointed out in this evaluation report and led to several recommendations.

d) Additional funds to help Center operations could be obtained through productive activities:

- production of marketable articles - batiks, wrought iron grills, boilers. It could also offer various repair services in electricity and electromechanics, etc.
- To avoid competing with firms, whose assistance is vital to the CFPJ, the Center could propose to take sub-contracted work from them which would then be remunerated in cash or kind, as suggested for the refresher courses.

e) The possible extension of the Center and the creation of other activities could be partially achieved by self-financed enterprises such as:

- having the students construct new building (offices, classrooms, workshops);
- subletting certain buildings which are too luxurious and can be spared (the administrative offices, for example);
- providing technical and pedagogical training for instructors from other public or private organizations (ex.: urban or rural craftsmen or apprentices from other sections);
- launching other economically and socially viable operations that could be turned to profit -- in mechanics or agricultural machinery, for example.

Of course, making the CFPJ profitable by bringing in funds from these money-making activities implies, in the context already mentioned, the managing autonomy of working capital and a fund. This organization would not exclude strict bookkeeping or control of management by the sponsoring ministry.

3.4. Infrastructure and Equipment

A visit to the CFPJ gives an impression of stylistic unity which is most pleasant and almost luxurious, with well-kept buildings and grounds. Such a scene makes one forget its original problems.

The Government of Senegal has made a major effort to enable the construction and start-up of the Center — through its allocation of land (nearly 6 ha at the beginning, now 10 ha with a possibility of 10 more hectares), the construction of buildings and the granting of customs duty privileges (for over 1 million dollars).

Besides the administrative buildings, the Center has 12 buildings (see attached Plan, Annex 2), divided among the workshops (for the first four sections), classrooms and drafting departments. There will soon be a plumbing workshop as well. It is now being completed (as a public works project for students in the second class).

3.4.1. Infrastructure and equipment have required some remodelling to render them more functional.

There is a problem of disparity between the conceptions of the architect, who wanted to make things "pretty", while still considering the guidelines for utilization of the premises, and the demands of the technicians, who prefer practicality and comfort to style.

This was certainly the case at the CFPJ, when the Technical Instructors, who arrived during or after construction, were obliged to invent and apply practical solutions to existing structures to remedy some inconveniences caused by "style", such as: electrical workshop unable to accommodate all the students during practice periods, etc.

Other inconveniences have already been cited in previous reports: cable sections that were too small; welder stations poorly connected; security problems. Any new construction will have to avoid these errors.

Equipment for the Center is not as important given the specialties of the sections. It is chiefly limited to individual and group tools needed for practical work.

On the other hand, consumption of working materials is rather high, with the orientation of non-conventional practical skills for the students requiring intensive use of raw materials.

This option was made possible by the Project operating budget (\$519,035 for "Commodities"), favoring first the four older sections, then the three new ones (but with a few emergency transfers for the older sections even during the last year).

Each section has a storeroom and stock is well-managed. Temporary and final issue vouchers and inventory sheets for (individual and group) tools and materials are used. The Center's storekeeper was sent to Europe for training with project funds.

AID's requirement that the Center be equipped with American materials, which somewhat contradicts the objectives in the Project Paper (see 3.2.d. "Technology") has at times caused problems because of standards and specifications used in Senegal (measuring tools, for example). The same holds true for the maintenance and supply of spare parts (notably for the Chevrolet). However, these differences were finally accepted and those in charge do not overly complain about the material and supplies obtained. (However, the technicians would still like to have more and better).

The drafting section, the last to become operational, is still awaiting the delivery of some indispensable supplies. On behalf of his students, the instructor has requested better working conditions that are specific to specialty: better isolation from dust, internal ventilation, more materials.

Security for all the CFPJ facilities is assured by a guard service subcontracted to a specialized local firm at a cost of 600,000 CFAF (approx. \$1,500) a year.

3.2.4. In the future, the Center must find the ways and means, if not of improving, at least of maintaining the facilities and equipment. It must also keep supplies at their present level.

This goal, indispensable to maintaining the prestige and training level of the Center, seems difficult to achieve with the operating budget allocated by the MDS for 1983-1984, apparently carried over for 1984-85, viz.:

- 10,000,000 CFAF for operations (consumable material)
- 1,000,000 CFAF for shared expenses
- 1,500,000 CFAF for fuel
- 1,000,000 CFAF for electricity
- 750,000 CFAF for water
- 750,000 CFAF for telephone.

Other means will have to be found to keep the Center operating after this project ends. The Government could contribute more to the operating budget, other outside funding could be obtained, or some of the ideas presented in 3.3.5. could be implemented. Otherwise, the three new sections, at least, will have to close on 9/30/1984.

As for the rest -- the upkeep and maintenance of existing infrastructure and equipment (or those to come) -- it is more a question of application, professional conscience and seriousness than a problem of available means.

3.5. Teaching methods

In light of the field chosen (building trades) and the targeted objectives (to give students an immediately usable skill), the training provided by the CFPJ seems to be of good quality and appreciated by the business sector (see 3.6.).

On that subject, the Project Paper envisioned a two year training program with the first year spent at the Center and the second year alternating training periods in companies and courses at the CFPJ.

The technical and pedagogical aspect of the Project was assigned to ORT, and its technicians were immediately confronted with the many start-up difficulties previously mentioned. At times, they also had problems adapting to local conditions. Furthermore, they often had to adapt original conditions to their different needs by introducing modifications that were sometimes fortunate and necessary (sometimes less so).

The Evaluation Team therefore fears a certain academic deviation that would bring CFPJ's vocational training closer to the formal educational system and thus remove it from the project's ultimate social goal: to rapidly equip poor unemployed urban youths with an immediately usable skill.

It is certainly admirable and understandable that the instructors want to upgrade the quality of training. However, with the special focus of non-formal job training, which is the Center's goal, it is difficult to find a balance between optimum qualification and the qualification that is sufficient for finding a paying job.

This academic deviation can lead to harmful consequences for the operation of the CFPJ, despite the quality of its programs and its methods, which will be discussed later (para. 3.5.1. and after).

Thus, there is a risk:

- of recruiting, not youths who are the most needy, but those who are strongest in French and mathematics or whose family milieu has enabled them to take up secondary studies;
- of adopting an academic format (schedules, vacations, even strikes), that does not prepare one for the exigencies of a business firm.
- of thus encouraging the mentality of a student being "helped" and not that of a motivated person seeking work;

- of reinforcing the academic and bureaucratic inclinations of the instructors;
- of encouraging a longer training period until it competes with traditional technical training and even becomes indiscernible from it, etc.

A job training program emphasizing social development (of youths with almost nothing from the start) must be situated strictly between the observed starting level of the training candidate and the analysis of what know-how is necessary but strictly sufficient to obtain a paying job. A modular training system corresponds well to this pedagogical approach. Specifically, it permits one to vary the program and its length (why two years of study for each section across the board?) to accommodate two elements: starting qualifications and final level desired.

Hence, instead of general recruitment of students with consecutive classification according to an applicant's strong points, recruitment could vary.

In other words, separate and specific recruitment could take place for each section. This would avoid the systematic "skimming off" of applicants by always taking the elite or the best, who are not necessarily the most motivated to find work in the area for which they have shown an aptitude.

It is also worth noting here that the application form now being used is too limited and does not give any indications about the socio-economic status or the desires and motivations of the applicants. Those questions were asked in a much more complete form in a questionnaire proposed by the Project Paper (cf. Information Sheet, Annex II, pp. 82-83).

With the reservations indicated by those remarks, it is noted that at the CFPJ:

3.5.1. The training programs have the great quality of emphasizing the practical application of a trade.

Thus out of the 40-hour week, "practical work" occupies (see Time Schedule in Annex 3):

- 22 hours for the plumbing section (1st year -- no workshop of its own -- now being finished)
- 16 hours in electromechanics (1st year + 4 hours "Testing and Measuring")
- 24 hours in drafting (1st year, started January 1984)
- 24 hours in masonry (2nd year)
- 22 hours in metal construction (2nd year)
- 16 hours in building electricity (2nd year + 4 hours "Testing and Measuring")
- 20 hours in textile (2nd year + 16 hours of "artistic design").

Depending on the situation, the rest of the time is divided between vocational technology, technical design and French, metrology, mathematics, accounting and labor law.

The Evaluation Team finds this work schedule to be correct, considering the desired professional objective. At the same time, it wonders if enough effort has always been made to adapt, and whether the training level is not overemphasized at times. It also questions whether one must settle for two years of training across the board, whatever the section.

As already indicated, this concern to bring students up to a skill level that is higher than originally proposed, although praiseworthy in itself and favorable to placement, can lead to higher and higher recruitment levels (sometimes right up to the baccalaureat). It can also lead to elitist selection (given the number of applicants compared to the places available) and to a tendency to prolong training (why not 3 or 4 years?). All these factors undermine the original goal of rapid insertion of poor, unemployed urban youths into the professional mainstream.

Despite this possible deviation, the expatriate technical instructors have made and are making a great effort to adapt the program to the target population and to the project's objectives, so as to leave valuable basic manuals when they depart. It will be up to the Senegalese instructors to pursue and improve upon a teaching method of job-training for adults that is better adapted to local conditions and further removed from academic programs.

3.5.2. The pedagogical methods advocated by ORT and based on much vocational training experience, are perfectly appropriate. However, they have not always been applied at the CFPJ.

This involves a modular system applied in ORT centers and schools that lends itself particularly well to on-the-job or alternative training (and to recording a program's texts and illustrations on computer). "It offers a source of knowledge based on a method that permits the combination of a variety of standard teaching techniques found in various training programs. By this procedure, one can assemble small items which can be used separately, in the field, as the specialist chooses."

This definition, from an ORT brochure on "the modular training system", or a clear explanation of how to apply the method to training at the CFPJ, were unobtainable by the Evaluation Team from any of the current instructors, local or expatriate, at the Center.

It is to be assumed that the system, which has been tested by the permanent ORT personnel, has not yet been assimilated or applied by the technical assistants or their counterparts. This despite a short methodological seminar on that subject given by an expert from ORT/Geneva for a few days last year.

It is hoped that the technical assistants recruited by ORT for ad hoc projects in particular, and who are excellent technicians most of the time, would nonetheless be introduced to the methodology of training adults for employment. They do not always know this, even if some have teaching experience, which is not always the case.

In addition those who have never worked in a developing country should at least be briefed on environmental problems, the difficulties usually encountered and how to behave in relations with their counterparts.

It is certain that many of the problems encountered during the life of this project and which so handicapped its success, could have thus been avoided.

3.5.3. The manner in which the students' apprenticeship program is organized greatly deviates from the provisions of the Project paper, to such an extent that it is difficult to speak of a program or method in this area.

It is recalled that training staggered uniformly over two years was to include a second "sandwich" year that was to alternate apprenticeship periods in companies with training periods at the Center.

Faced with the difficulties of organizing and implementing such a system because of the apparent reluctance of companies, the CFPJ management preferred to set aside the second (academic!) year entirely for training, and to limit the apprenticeship period to an average of four to eight weeks. That time would be sandwiched between the two school years, before or after school vacation.

There is no program or methodology for these apprenticeship sessions (because there is no placement system — cf. para 3.6). The sessions are prepared by the instructors in consultation with the firms involved.

In the most fortunate cases, a company director becomes aware of the first year training program and assigns someone to follow the trainee's work and progress. Under the worst circumstances, training is conducted independent of the course program and there is no particular follow-up.

In general, the person in charge of training is asked to make his evaluation of the trainee on a "Training Sheet" accompanied by a letter of introduction (see attached models in Annex 4).

To facilitate placement of students in reluctant firms, there is also a "Pre-hire Training" program at the end of the second year.

The general system for practical training, a far cry from the method and the apprenticeship program initially planned, nonetheless seems to be satisfactory. It permits the firms to test a trainee's know-how and behavior, plus the quality of training provided at the Center; this predisposes a firm to possibly hire the same trainee once he has received his diploma. (See 3.6. and Annex 5).

3.5.4. The Senegalese counterparts of the technical assistance instructors now at the Center have received valuable training making them capable of continuing to prepare, organize and implement the training programs.

The Project Paper had envisioned training Senegalese counterparts locally, in Senegal. One is reminded of all the difficulties at the beginning between the technical assistants and the Senegalese trainers. They involved the understanding and definition of everyone's roles and determining the type of improvement (technical and/or pedagogical) that was needed.

More than two years after the project began, evaluation reports still mention this unresolved problem and insist that a plan for providing improvement courses for the Senegalese counterparts be set up as quickly as possible and implemented, preferably in country.

At the time, for the reasons previously mentioned, the Senegalese counterparts did not want to leave for training and saw no advantage in doing so.

Finally, at ORT's insistence, an improvement program was set up and implemented at the ORT vocational schools and firms in France and Switzerland (but only in 1983, the fifth year of the project).

The "Training Statements" obtained and interviews with those actually involved, definitely prove the validity and utility of this complementary training and the benefits resulting from it.

The lengthy technical-pedagogical and administrative improvement courses (November 1981 to July 1982) taken by the current Project Co-Director of the Center have been discussed earlier. The Co-Director has spoken of his satisfaction with this course and of its benefits to him.

Currently, the situation of the Senegalese CFPJ personnel is as follows:

1) Senegalese teachers paid by the Ministry of Social Development

Kamara Mamadou	Instructor, Head of the Metal Construction Section
M'Bodj Ndaraw	Shop Master, Assistant to Mr. Kamara
Diatta Kaoussou	Instructor, Head of the Masonry Section
Gueye El Hadj	Shop Master Mason, assistant to Mr. Diatta
Sy Ramatoulaye	Batik instructor
Sonko Fatou	" "

2) Senegalese teachers paid by the project

N'Diaye Samba	Instructor, Head of the Building Electricity Section
Sane Noua	Former CFPJ Student, Shop Assistant in Electricity
Diawara Lamine	French Teacher
Deme Seynabou	" "
Touré Safietou	" "

Dieng Alioume	Accounting Teacher
Gaye Mamadou	Artistic Design Teacher
Kane Mamadou	Mathematics Teacher

3) Senegalese personnel paid by the Ministry of Social Development

N'Dao Diop	Co-Director of the YMCA Project
Diop Abdoulaye	Manager
N'Diaye D'Janaba	Mistress on Duty/Nurse
Goudiaby Adolphe	Storekeeper
Kamara Alassane	Research Bureau, Assistant
Badji Bassirou	Driver
Sambou François	"
Sow Mamadou	Guard

4) Personnel hired locally by the project

Fambitakoye Camille	Administrative Secretary/Accountant
Keita Aïssatou	Secretary/Operator
Diallo Mapenda	Research Bureau, Draftsman

Guard Service

Entreprise Nascimento

Grounds

Various Individuals.

On this list, in addition to the Project Co-Director, the instructors in Metal Construction, Masonry and Building Electricity and the storekeeper have taken improvement courses abroad.

Among the Senegalese teachers, the batik instructors have not yet been sent away for training. However, the Textile section has always been and still is a separate problem at the CFPJ.

Among those paid by the project, the Civil Service will have to pay the part-time teachers. The most serious problem however is that of the Head Instructor of the Building Electricity section and his assistant. They will have to be integrated into the Civil Service by October 1, 1984 or be replaced by other instructors (who will not have had on-the-job training or training abroad in the framework of the project!). Otherwise, this section will have to be closed and the Center will have to cease recruiting students for a possible third class.

The same problem, which risks becoming drastic, will arise for the three new sections which only started their activities in late 1983 - early 1984. They have expatriate technical assistants from ORT and no Senegalese counterparts or guarantee that sections will be continued after 10/01/84.

"-Electromechanics: the students will be approximately in the middle of their program in September 1984.

-Plumbing: This section started in December 1983, but the workshop is being constructed by the students at the Center (as P.W.) which will not permit the plumbing students to move in until May 1984.

-Drafting: This section only started in December 1984; part of the equipment arrived in April 1984 and the remainder will arrive in May 1984."

(cf. Letter from the Minister of Social Development No. 1867, dated April 27, 1984 to the Minister of Economy and Finance to sollicite the search for and allotment of a support fund for \$465,000, i.e., 186,000 million CFAF for the period of September 1984 to September 1985).

A solution will also have to be found to pay "personnel hired locally by the project" and to cover the guard service and ground maintenance.

3.5.5. Vocational Training in Senegal.

To date the CFPJ has not stimulated similar training programs in other regions of Senegal. There are three vocational training centers in Senegal that are comparable to the CFPJ and they are found in Dakar, St. Louis and Thies. They are known as C.E.P. (Centre d'Enseignement Professionnel).

The only two courses offered at these three centers that are close parallels to courses at CFPJ are those in electricity and metal-working. It is possible that the courses in mécanique générale and mécanique moteur enjoy some overlap with the course électro-mécanique offered at CFPJ.

Similar vocational training may also be found in Senegal's secondary schools but the diploma (Bac Industriel) obtained is at a higher level than at CFPJ. The Bac is obtained at completion of secondary school which is a year or two longer than the American high school. The Bacs in general mechanics and metal-working are the only two in the field of construction.

At present the CFPJ has the only comprehensive training program for building construction. It is the only center to teach masonry and plumbing. The CFPJ is also the only vocational training center that actively recruits school drop-outs.

The Government of Japan is funding a vocational training center just outside Dakar that will open Sept./Oct. 1984. It will have only three sections: general electricity, appliance maintenance (including TVs) and motor mechanics (automobiles and agricultural machinery). It envisions

training 50 students per graduating class. Entry level will be higher than that at CFPJ, requiring an industrial (technical) Bac.

Some firms in Senegal have their own training programs while others send their employees out for further training.

(See Appendix 6 for further details).

3.5.6. Students

This section's primary objective is to establish the social, economic and cultural background of the students enrolled at the CFPJ.

Most of the students at CFPJ are male, except for the all-female textile section and 12 female students in dessin en bâtiment (drafting) and électro-mécanique (electromechanics). Ethnic affiliation does not appear to be a relevant factor in enrollment. The Wolof constitute the largest single ethnic group but this reflects the Center's location in Dakar - a high density area for the Wolof. Location of origin appears to be more significant since more than half the students came, fairly recently, from regions other than the Cap Vert and surrounding area.

Economic indexes such as profession of father, location of residence, student's employment history, student's economic contribution or non-contribution to his household, educational level and rank among siblings indicate that the Center is accessible to all. There is, for example, almost an equal number of students whose fathers have white collar jobs and/or are skilled workers, as students whose fathers are unskilled labor. Furthermore, father's profession is not a deciding factor in student's choice of training course. Location of residence indicates that only a very small percentage live in areas clearly classified as poor. Most students reside in areas that are either middle class or socio-economically mixed.

Education. The Center requires completion of 4ème classe of secondary school (equivalent of the 9th grade in the U.S.) from all entering students. None have completed secondary school but almost a third have received degrees that are equivalent to completion of the 10th grade in the U.S. The average age of CFPJ students is 24 years and he/she was out of school an average of 4 years before entering the Center.

The average rank of student among his/her siblings does not suggest that parents are attempting to educate either eldest or youngest children, as is often the case when total financial assistance is expected from one or two of a large number of children.

Aspirations for the future. Most students want the security of working for a firm upon graduation. The idea of being self-employed or participating in a cooperative is attractive but most students are unwilling to take the risk involved in such ventures. In spite of the fact that only a handful of students have received promises of employment upon graduation, most are optimistic about their futures.

A factor that may be important for future development is the desire among most students from other regions of Senegal to return to their place of origin if circumstances (employment) permits.

Finally, most students are satisfied with their training at the CFPJ. Comments, recommendations and/or criticisms fall within the following categories: lack of facilities/equipment, inability to comprehend lectures/instructions, worries about the value of CFPJ diplomas and concern about employment upon graduation.

(See appendix 7 for further details).

3.6. The Placement Service at the CFPJ

At present there is no "business expert", placement service or placement program at the CFPJ - contrary to clearly defined objectives of the project. A local Senegalese business expert was hired and remained at the Center for almost 2 1/1 years without designing a placement program or finding employment for a single graduate. He also failed to develop an apprenticeship program - one of his duties.

The Center has, however, succeeded in placing a good number of its graduates through the efforts and personal interest of the three original international technical advisors. They arranged interviews and entrance exams (when necessary) and acted as employment brokers in negotiating salaries. One continues in his efforts to place his own students, those of this former colleagues and as many of the upcoming graduates as possible.

To date the Center has succeeded in placing 3/4 of its graduates, albeit not all in permanent positions.

It is the opinion of the evaluation team that a placement service is critical to the success of the Center. The Center needs an individual who is familiar with the private and government sectors throughout Senegal - not only in the Cap Vert and surrounding area. It needs someone willing and able to make and maintain contacts among employers, someone able to follow through when graduates obtain temporary work and need further assistance.

The placement service must have both a business expert and a placement program, the latter based on up-to-date and projected knowledge of employment needs. The placement program should include an advertisement campaign to acquaint all potential employers with the Center and its graduates. It should also develop a facility to place graduates in other regions of Senegal, thus alleviating the problem of migration to Dakar.

There is a strong cultural factor that makes the placement service mandatory. The Senegalese depend almost exclusively on personal/kinship ties to satisfy their socio-economic needs. This cultural parameter must be recognized and accepted for the present. When asked if they could find their own jobs upon graduation, the students almost unanimously replied that such an action would be unthinkable and that they were counting on the Center to aid them. Dependence on personal relationships is documented throughout Senegalese society and there is no reason to expect that the Senegalese should feel or act differently in the domain of employment.

One issue should be resolved as soon as possible - that of CFPJ diplomas. The Ministry of Social Development wishes to keep the Center, its graduates, its certificates and its identity separate from the national education system. This is justified in principle but causes confusion and is at times disadvantageous to the graduates. Employers considering CFPJ graduates are not always certain of the value of the diplomas and some use this as an excuse to start CFPJ graduates at lower salaries than they deserve. This has been the exception rather than the rule but causes concern among graduates and students still at the Center. The evaluation team does not necessarily recommend that the Center's diplomas become "official" but they should receive some assigned and measurable value.

(See Appendix 8 for further details).

3.6.1. Employers

Twenty-one firms in the Cap-Vert and surrounding area have employed CFPJ graduates. Eleven firms were interviewed for the evaluation. Those interviewed were primarily construction-related enterprises with two exceptions, a cotton mill and a peanut oil refinery. Many of the construction-related firms hire large numbers of temporary workers in response to their own construction contracts.

Most employers interviewed are satisfied with the basic knowledge and competence of CFPJ graduates and all are willing to continue hiring them. However, a significant number were reluctant to express their satisfaction in writing and it is the evaluation team's opinion that this reflects their unwillingness to pay equitable starting salaries and to promote quickly.

More than half of the employers interviewed have participated in the Center's apprenticeship program and are willing to continue doing so. Most are sufficiently satisfied with apprentices' competence and performance to be willing to hire them upon graduation (conditions permitting).

The firms interviewed appear to be a representative sample. Most are well established in Senegal. They range from small (12-60 full-time employees) to large (110-200 employees) enterprises. Approximately half of the employers feel they are doing well and expect business to improve in the near future, suggesting that they will probably keep or increase the number of their employees.

Finally, when asked if they were disposed to help the Center, most employers replied that they were willing, circumstances permitting, to continue hiring Center graduates and taking on Center apprentices. None, however, were able to commit themselves to donate to a fund to help graduates start their own business or to set themselves up as cooperatives.

(See Appendix 9 for further details).

3.6.2. Graduates

Only 23 graduates of the CFPJ were interviewed during the course of the evaluation because of difficulty in locating them. Those interviewed were those still employed at firms known to the Center and therefore easier to find. Employment history of all Center graduates will be discussed in the placement section (Appendix 8). As a sample population, however, the graduates interviewed were almost equally distributed among the first three sections: Masonry, electricity and metalwork.

Economic factors. The same economic indexes used for students were applied to CFPJ graduates. Again, profession of father indicates that the Center was accessible to all and location of residence indicates that only a very small percentage of graduates reside in unquestionably poor neighborhoods.

Education. Most of the graduates have no secondary school diplomas of any kind and averaged six years between last attendance in school and entrance at the CFPJ.

The average rank of graduate among siblings, however, suggests that parents may have attempted to educate elder or second elder child in family.

Contrary to students still at the Center, most graduates would like to be self-employed. Although most have been placed by the Center they still feel that it is difficult to find employment in Senegal. Comparing themselves to other trained workers, CFPJ graduates do not consider themselves to be better paid. Surprisingly, they are almost all optimistic about the future. Finally, most of the graduates come from regions other than Cap Vert and would like to return to their place of origin if they could find employment there.

(See Appendix 10 for further details).

ANNEX No. 1LIST OF PERSONS INTERVIEWED
(outside AID)1. Ministry of Social Development

Mrs. Maimouna Kane, Minister
 Messrs. Amadou Ndiaye, Executive Assistant
 Seck, Office of Studies, Projects and Programs
 Fall, " " " " " "
 Sall, " " " " " "

2. YMCA

Mr. Richard Ortmeyer, International Division (YMCA/USA)
 Ms. Liliane Baer, previous Director of the YMCA Project

3. CFPJ

Messrs. Claude Smadja, Director (ORT)
 B. Diop Ndao, Co-Director
 A. Diop, Manager
 A. Camara, Office of Studies
 D. Borfiga, Instructor of Electromecanics
 H. Levy, " Plumbing
 R. Moreau, " Building Design (ORT)
 M. Kamara, " Metalwork
 K. Diatta, " Masonry
 S. Ndiaye, " Building Electricity
 A. Dieng, Teacher of Book-Keeping
 M. Gaye, " Artistic Design
 Mrs. R. Sy, Batik Instructor
 F. Sonko, " "
 D. Ndiaye, General Supervisor/Nurse

140 CFPJ students
 23 CFPJ graduates

4. EMPLOYERS

Messrs. Barros - SONACOS
 Menoret - Sénégalaise Electrique
 Soreau - Herlicq
 Gueye - Phosphate de Taïba
 Duclerc - Cotonnière du Cap-Vert
 Lebroton - Sabe
 Gueye - Sabe
 Dieng - E.C.M.
 Diop - M.T.S.

Marie Joseph - Compagnons du Feu
 Karam - Batelec
 Diop - EGTPID
 Kane - Dakar Marine
 Niang - Batelec

5. VARIOUS OFFICIALS

Mrs Lisa Harper -	U.S. Embassy (Labor Office)
Messrs. Fujiwara -	Japan Embassy
K. Cook -	Canadian Embassy
Hoffman et Touré -	Afro-American Labor Center
Doudou Sène-	CNQP Director
Tamsir Sall -	ENDA

Appendix 5The Apprenticeship Program

Originally the apprenticeship program was intended to be integrated into the second year of the training program by alternating periods of classroom and laboratory training with practical experience in firms. This system was never established. Primary cause of failure was scheduling problems with participating firms and teaching schedules at the Center. In its place evolved a summer schedule. After their first year of training at the Center, students were placed in firms during the summer months for periods lasting between four and eight weeks. The amount of apprenticeship time is shorter than originally planned but appears to be sufficient if not totally satisfactory. A number of students thus placed have been asked to remain for the remainder of the summer, allowing them to gain extra experience as well as extra income on some occasions.

It must be stressed, however, that there is no apprenticeship program per se at the CFPJ. Students are placed in firms to gain practical experience but there is little or no coordination between employers and teachers regarding the students' training needs. There is no training program (agenda) to be followed during the apprenticeship. There is no follow-up on the part of the teachers during the apprenticeship period. The students are placed under the supervision of a section chief and simply work under his instructions for four to eight weeks. At the end of the apprenticeship period the firms are asked to fill out a short questionnaire regarding the student's behavior and participation (punctuality, willingness to learn, etc.) but there is no way of verifying how much the students have learned/profited from the apprenticeship. Nevertheless, all students (excluding female textile students) of the first graduating class were placed in apprenticeships. None proved unsatisfactory to their firms. Under the circumstances teachers at the CFPJ were satisfied with the results.

Detailed records of the apprenticeship program are only available for the electricity section. Eight firms participated in the program for electricity students of the first graduating class. Two of those apprentices were hired upon graduation by the firms with whom they had been placed.

The apprenticeship program for the present (second) graduating class took place in the summer of 1983. In the electricity section 12 firms participated. Five of these firms participated for the second time. All firms were pleased with the apprentices placed with them.

The only data available for the other two sections, masonry and metalworking, for the summer of 1983 are as follows. Seven firms participated in the program of masonry students and eight firms participated in program for metalworking students.

An innovation in the apprenticeship program for 1984 is an attempt to place students/apprentices in their regions of origin. Negotiations are under way to place eight students from the Casamance area in Ziguinchor. This attempt, if successful, will be a step toward the eventual and possibly permanent placement of graduates back in their regions of origin. This and other innovative steps should be examined with the idea of better responding to the students/graduates needs and the need to alleviate the problem of migration into the Dakar area.

Appendix 6Other Vocational Training Centers in Senegal

There are three vocational training centers in Senegal that are comparable to the CFPJ and they are found in Dakar, St. Louis and Thies. The Center in Dakar was known as C.Q.I.D. before being known as C.N.Q.P. (Centre National de Qualification Professionnelle). It is now commonly known as C.E.P. (Centre d'Enseignement Professionnel) and is under the auspices of the C.P.P. (Centre de Perfectionnement Professionnel). All three centers are generally known as C.E.P. (Centre d'Enseignement Professionnel) and offer a B.E.P. diploma (Brevet d'Etudes Professionnelles) which is equivalent to the D.F.E.M. plus two years or the equivalent of an American high school (technical) diploma. These centers require students to have completed the 3^{ème} classe of secondary school or the equivalent of 10th grade in the American school system.

The only two courses offered at these three centers that are close parallels to courses at the CFPJ are electricity and metalwork. It is possible that the courses mécanique générale, mécanique auto and mécanique moteur enjoy some overlap with the course électro-mécanique offered at the CFPJ. Enrollment at these centers, for these sections, are as follows for the school years 79-80, 80-81 and 81-82. Enrollment for school year 83-84 was only available for the Center in Dakar.

	<u>79-80</u>	<u>80-81</u>	<u>81-82</u>	<u>83-84</u>
Electricity	28	43	39	26
Metalwork	8	13	14	16
Automechanics	9	21	27	27
Mechanics (general)				15

Vocational training may also be obtained within the national education system in Senegal. At the level of completion of secondary school (D.F.E.M. plus three years) there are seven technical Bacs available. The following enjoy some overlap with subjects taught at the CFPJ: mécanique générale, chaudronnerie, ouvrage métallique. Enrollment and diplomas granted for these sections in school years 79-80 and 80-81 are as follows:

	<u>79-80</u>	<u>80-81</u>
Mécanique Générale	33	32
Chaudronnerie	7	8
Ouvrage Métallique	18	19

(chaudronnerie and ouvrage métallique may be considered together as metalworking/soddering, etc.).

The above industrial Bacs represent a higher level of knowledge and competence than diplomas received at the CFPJ. At a lower level there are the industrial C.A.P. (Certificat d'Aptitude Professionnelle). At present these are only offered by the C.N.C.P. (Centre National de Cours Professionnels) at night for workers (as opposed to full-time students) who wish/need to have further or special training. Enrollment and diplomas granted for sections that enjoy overlap with courses offered at the CFPJ are as follows:

	79-80	80-81
Electricity (general)	5	1
Drafting (dessin bâtiment)	0	3

The Government of Japan is funding, in a bilateral agreement with the Government of Senegal, a vocational training center just outside Dakar near the site of the Dakar International Fair. The project is under the jurisdiction of the Secrétaire d'Etat à la Formation Professionnelle et Technique.

This center will have three sections: general electricity, appliance maintenance (including TVs) and motor mechanics (automobiles and agricultural machinery). It envisions 50 students per year (20 electricians, 20 electro-technicians and 10 mechanics). Students will be entering at a higher level than those at the CFPJ since they will be required to have a technical "Bac".

It is expected that the project will last 5 years before total Senegalization. However, the center will have a Senegalese Director from the start.

The center expects to be operational in September 1984. The buildings are constructed and will be equiped before the opening of the center. Five Senegalese teachers (with technical university degrees) have received 2 years of training in Japan. For the duration of Japanese technical assistance there will be 6 Japanese technical advisors at the center (4 will supervise classes and 2 will assist in management and administration).

Classes will entail both theory and practice but there are no plans at present for an apprenticeship program. Neither are there plans for a placement service for the graduates.

Center will issue students a diploma or certificate at the end of training. No steps have been taken yet to obtain official recognition of diplomas/certificates or to compare them to diplomas of other centers.

APPENDIX 7Students

This section's primary objective is to establish the social, economic and cultural background of the students enrolled at CFPJ and to demonstrate how these factors influence the students' participation in the Center's training program, as well as their aspirations, expectations, plans and possibilities for the future.

There are presently 143 students enrolled at the CFPJ's seven (7) training sections. There are 98 male students that constitute 69% of total enrollment and 45 female students that constitute 31% of total enrollment. One section, Textile, is entirely feminine. However, there are 12 female students enrolled in two of the traditionally masculine sections (Dessin Bâtiment and Electro-mécanique). Within the domain of these six sections, males constitute 88% of enrollment and females 12%.

Cultural factors

Ethnic affiliation does not appear to be a relevant factor in enrollment, participation and outcomes of project. The Wolof constitute the most numerous single ethnic group at 27%, the Diola are 16%, the Serere 14%, the Toucouleur 13%. All other ethnic groups combined constitute 30% of total. The Wolof's 27% appears to reflect the Center's location in Dakar, an area of high density for the Wolof.

Location (region) of origin appears to be a more significant factor. 48% of students were born in Dakar (Cap Vert region) and have lived there all or most of their lives. That is the largest single region of origin. Students born and raised in all other regions of Senegal constitute 52% of enrollment. They have lived an average of 8 years in Dakar. Less than 5% live alone or with a non-relative (tutor). Most live with relatives. In this category, breakdown by region is not significant. Five or 3.5% of the students were born and raised in other African countries.

Economic factors

The following factors are used as economic indexes: profession of father, location of residence in Dakar or Cap Vert Region, student's employment history, student's economic contribution or non-contribution to his household, education level, rank of student among his/her siblings.

Profession of father: 25%* held white collar jobs, 20% are skilled workers, and 56% are unskilled labor. Of the latter, 26% are peasant farmers. (3% of students did not respond). Since 56% of the fathers fall within the category of unskilled labor, fathers' profession is not a deciding factor in overall enrollment into the CFJP. The Center is accessible to all regardless of father's profession (and concomittent earning ability). Neither is father's profession an important factor in student's choice of training course. The section with the single highest number of students' fathers in white collar positions is Electricité Bâtiment, which ranks below Dessin Bâtiment and electromécanique in social prestige.

Location of residence reflects the socioeconomic distribution indicated by father's profession. 38% of the students reside in neighborhoods that are definitely middle-class (i.e. most residents own their own government-financed houses). This is close to the 44% of fathers who have white collar jobs and are skilled labor. 12%* includes deceased and retired. 12% of students reside in areas that are definitely poor and the remaining 50% reside in areas that are socioeconomically mixed (i.e. they could be either living in family-owned houses or renting or owning verypoor housing). This corresponds well to the 56% of students with fathers as unskilled labor.

The student's employment history is not a good indicator of his/her socioeconomic status, that is, his/her need to work. Only 12% of all students have ever worked in any remunerative fashion before entering CFJP and only 13% work part-time while attending the Center. Of those who do work only 6% contribute "something" to their households, while 92% contribute not at all (2% did not respond). Only one individual of the 12% above who live in the poorest neighborhoods has ever worked before entering the Center.

Education level can be taken as an economic index - with reservations. First, the CFJP demands completion of the 4^{ème} classe from all entering students. This is the equivalent of completion of the 9th grade in the American school system. This automatically excludes a large number of the poorest that cannot remain in school. None of the students at the Center have received diplomas for completion of secondary school - the Bac (Baccalaureats). Only 38 students (27%) have received the D.F.E.M., B.E.P., or the B.E.P.C. that are given at the successful completion of the 3^{ème} classe, the equivalent of the 10th grade in the American school system. On the surface this statistic would appear to correspond to either the 24% of students with fathers in white collar jobs or to the 20% with fathers that are skilled laborers. However, over half (20 or 14% of the 27% with these degrees) of these students have fathers that are unskilled labor. Nevertheless, in relative terms vis-a-vis the project's target population of school dropouts, all the students are fairly well educated having at a minimum the equivalent of the 9th grade. The average age for CFPJ students is 24 years which is much older than the 16-17 years average for completion of secondary school. The average time, however, that students have been out of school is only 4 years.

The average position (rank) of student among his sibling (5th) would not indicate that parents are making marked effort to educate the first or second child so that he/she may then assist the family. In the same vein parents do not appear to be educating the youngest child in order that he/she may support them in their old age.

Students' aspirations and plans for the future

When questioned as to their aspirations and plans for the future, 36% of the students stated that given the means they would like to be self-employed in some fashion (either in a cooperative or in a small business of their own). 63% stated they would like the security of working for a firm. Significantly, only 1 woman in the Textile section responded that she would like to work for herself in the future. Eighteen stated they wished to work for a firm in spite of the fact that there is no viable employment market for women in the textile industry in Senegal. Of these 18 five stated they would like to teach if there were such positions in other textile training centers or cooperatives. This suggestion was given as a possible solution to the employment problem. One woman stated she would be willing to be either self-employed or work for a firm. Three women (13%) unfortunately were not available to respond to the questionnaire.

12% of students stated they have obtained promises for employment upon graduation. 12% have been told that there are possibilities of employment or them upon graduation. With one or two exceptions, there is no overlap in these two categories. Unexpectedly, 68% of students state they are optimistic of finding work in the future, with only 28% stating they are pessimistic. 4% did not respond to this question. Surprisingly, many of those who have either received promises of employment or who were told of possibilities of employment were pessimistic as to their employment opportunities in the future.

50% of students stated that if they could find employment, they definitely would wish to return to their village, city or region of origin. This accounts for most of the students who have come from other regions of Senegal (52% of total). 38% state they wish to remain in Dakar (48% of total are from the Dakar/Cap Vert region). 10% stated they did not wish to return to their place of origin. 2% did not respond to this question. This latter combined total of 12% includes a small percentage (2%) of students from other regions of Senegal and residents of Dakar. The former do not wish to return to their regions of origin and the latter do not necessarily wish to remain in Dakar. For the most part, however, students either wish to return to their regions of origin or wish to remain in their region of origin (Dakar/Cap Vert).

Satisfaction with project

78% of all students state they are satisfied with the training they are receiving at the CFJP. Only 15% state they are unsatisfied. 5% were ambivalent and 2% did not respond. It should be noted that among the 78% who claim to be satisfied, a small but not insignificant number made comments, recommendations and/or criticisms. These fall within the following major

categories: (1) lack of facilities/equipment, (2) inability to understand lectures/instructions, (3) worries regarding the value of diplomas granted by the CFJP - if diplomas and (4) whether the Center will assist them find employment upon graduation.

Appendix 8The Placement Service at the CFPJ

At present there is no "business expert", placement service or placement program at the CFPJ - contrary to clearly defined objectives of the project. A local Senegalese business expert was hired and remained at the Center for almost 2-1/2 years without designing a placement program or finding employment for a single graduate. He also failed to develop an apprenticeship program - one of his duties. The latter will be examined in greater detail in a separate sector below.

The Center has, however, succeeded in placing a good number of its graduates but this has resulted from the personal interest and good graces of the three original international technical advisors. On their own initiative and on their own time they contacted potential employers, arranged interviews and entrance exams (when required) and acted as employment brokers in negotiating salaries. The last of the three original technical advisors continues to act as an employment broker for his own former students and for those of his two former colleagues. At present he is also attempting to find employment for as many of the upcoming graduates as possible.

There were 59 individuals in the CFPJ's first graduating class in the following sections: masonry, metalworking and electricity. This part of the report will not consider the female graduates of the textile section because it was never intended to place them in the formal employment market.

Of the 59 "graduates" 12 (20%) did not pass the final exam and did not receive the CFPJ diploma. They are included in this section of the report nevertheless because they did find employment through the Center. Taking the above into consideration, the following are the placement statistics.

- 23 (41%) have found permanent, full-time employment
- 10 (17%) have had only one job (not necessarily assured as permanent) but are still with it
- 5 (8%) have had one job only but are no longer employed
- 6 (10%) have had several jobs each
- 4 (7%) have not found any work so far
- 9 (15%) have not contacted the Center since graduation - there is no information about them
- 1 (2%) deceased.

The Center has thus obtained employment for 76% of its graduates so far.

It is the opinion of the evaluation team that a placement service is critical to the success of the center. One of the project's primary goals is to develop a good training program for unemployed school dropouts and to place them in industries and firms thus alleviating the unemployment problem among the youth of Senegal. If the project fails to establish a functional placement service at the Center it will fail in achieving one of its primary goals.

The center needs a "business expert" that is familiar with the private and government sectors in Senegal - not just the Cap Vert region. It needs someone willing and able to make and maintain contacts among employers, someone who is willing to follow through when graduates are only able to obtain temporary work and need further assistance at the end of the short-term employment.

The placement service must have both a business expert and a placement program. It is necessary to have a systematic program based on up to date and projected knowledge of employment needs as well as the needs of the graduates. The placement program should include, for example, an advertisement campaign to acquaint all potential employers with the Center and its graduates. The placement program should also develop the facility to place graduates in regions of Senegal other than the Cap Vert area. So far, approximately 50% of all students and graduates at CFPJ have come from other regions of Senegal and 95% of them are eager to return to their regions of origin. Placing them back in their own areas would alleviate the problem of migration to Dakar.

There are many reasons for having a placement service at the CFPJ and one of the strongest is based on a cultural factor. The Senegalese depend almost exclusively on personal and kinship ties to satisfy their socioeconomic needs. At this point in time it is almost impossible for the Center's graduates to go out on their own and seek employment themselves - without assistance from the Center. This is a cultural parameter that must be recognized and accepted. The following will exemplify the manner in which the students' dependence on personal relationships brought them to the Center. 46% knew one or more persons (before they came to the Center) in the same profession (subject) in which they are registered. 48% know (or knew before entering the Center) CFPJ graduates. 49% learned about the Center and its training program through personal contacts with relatives, friends and neighbors. When asked informally (not in the questionnaire) if they could find their own jobs upon graduation, the students almost unanimously responded that such an action would be unthinkable, that they needed "someone" to help them. Most felt that the Center should be the employment broker. This dependence on personal relationships is documented throughout Senegalese social structure. There is no reason to expect that the Senegalese should feel or act differently in the domain of employment. Thus, it is clear that if the Center is to succeed it must have a placement service for its graduates.

One issue that should be resolved as soon as possible is that of CFPJ diplomas. It appears that the CFPJ diplomas should really be only certificates. The Ministry of Social Development does not wish a certificate of the Center to be closely compared to diplomas given by formal training centers. It wishes to keep the Center, its graduates, its certificates and its identity separate from the national educational system. This may be justified in principle but it has caused confusion and at present the situation is disadvantageous to the students/graduates. Employers considering CFPJ graduates are not certain if the diplomas are officially recognized. There is often an entrance exam or a trial period at hiring. Therefore, the graduate's competence is never unclear for very long. However, some employers have been known to cast doubt on the value of the CFPJ diploma in order to start CFPJ graduates at a lower salary than they deserve as a result of their knowledge and competence. Although this has been the exception rather than the rule, it has happened often enough to cause concern among graduates and students alike. Many students have verbalized their concern in interviews and wish that the CFPJ "diploma" have a recognized equivalence to those given by the national educational system. The evaluation team does not necessarily recommend that the CFPJ certificate become "official" but it will be advantageous to the Center and its graduates if some recognized and measurable value be assigned to the certificates. Such a certificate could only help the Center's graduates in finding employment or in finding employment at their true salary level.

Appendix 9Employers

Twenty-one firms in the Cap Vert and surrounding area have employed CFPJ graduates. Eleven of these 21 firms were interviewed during the course of the evaluation. They constitute 52% of the total and thus unquestionably a fair sample. Nine firms are in the Cap Vert region, one is in Kaolack and one is in the Thies region.

Discounting the women graduates of the textile section, the existing 59 graduates of the Center are from the masonry, electricity and metalworking sections. They have been placed in construction related enterprises such as construction firms, the government-owned and run electric company, private service firms in electricity and metalworking and in non-construction firms such as a cotton mill and a peanut oil refinery.

Among them, the eleven firms interviewed have hired 38 (64%) CFPJ graduates. Sixteen (27%) have been hired on a permanent basis and 22 (37%) have been hired as temporary workers. In the context of this report "temporary work" teams employment for a predetermined period of time on a construction site (with one or two exceptions).

None of the firms have employed a graduate more than once. This does not, however, reflect dissatisfaction with the graduates' performance but rather the nature of their employment needs. The employer's willingness or ability to hire CFPJ graduates at all depends on a number of factors. First, their basic labor requirements must be considered. Many firms in construction and construction related businesses depend heavily on temporary labor. They hire as needed for the duration of a specific construction contract only. This hiring policy is particularly true for masons and electricians and no matter how competent they may be they may be unable to find permanent jobs. Second, the specific needs of a firm vis-a-vis job seekers must also be examined. As a general rule, masonry graduates require little or no further training by the firms that hire them but almost all graduate electricians and metalworkers require some additional training to fulfill the specialized needs of their employers. This, however, is not particular to CFPJ graduates but true for almost all incoming employees at the firms interviewed, and for the most part, employers find the Center's graduate basic knowledge and competence to be superior to those of other incoming employees of the same age group.

Fifty-five percent of the employers state they have been satisfied with the graduates' performance/competence. Only 9% state they have been unsatisfied, while 36% state it is too soon to tell since the graduates have not been with them very long.

When asked to compare CFPJ graduates to their other workers, 18% stated that CFPJ graduates are better, 18% stated they are inferior, 18% stated it was too soon to answer and 10% did not respond. It is the evaluation team's opinion, however, that most employers were reluctant to praise the Center's graduates because they did not always start them off at salaries they deserved or did not wish to give them raises in the near future. The fact that all (100%) of the employers interviewed stated in the questionnaires that they are willing to continue hiring CFPJ graduates would indicate that they are indeed satisfied with their performance.

73% of the employers stated that they are willing to participate in the Center's apprenticeship (more details in Placement/Apprenticeship section of report), 18% were not willing and 9% did not respond. 64% have already participated, having taken 23 graduates (when they were still students at the Center) for summer positions. These 23 apprentices constitute 39% of the total of 59. 64% of the employers were satisfied with the apprentices, 36% stated they could not tell because the apprenticeship period was too short. 64% are willing to continue participating in the apprenticeship program while 36% are not certain if they wish to do so.

When asked if they had been sufficiently satisfied with the apprentices' performance/competence to hire them upon graduation, 55% of the employers responded that they would be willing to do so. Only 1 employer (9%) stated that he would be unwilling to hire an apprentice upon graduation, while the remaining 36% stated that it would depend on their hiring needs when the time came.

Employment with the firms interviewed were obtained in the following manner: 6 (55%) of the firms were contacted by the Center. Two of the firms (18%) were contacted by the graduates themselves seeking employment, 3 (27%) of the firms stated that someone other than the Center or the graduate approached them to enquire about employment (1 firm, or 9% did not respond to this question).

Most of the firms interviewed are well established in Senegal. seven of the firms are 30 years old or older. The remaining 4 are 1, 4, 11 and 14 years old. Six of the firms are big employers having between 110 and 2,200 full-time employees each. The smaller firms range from 12 to 60 full-time employees each. The smaller firms range from 12 to 60 full-time employees. Four of the firms never hire temporary workers but the remaining 7 habitually hire from 30% to 80% of their workers on a temporary basis (these are primarily construction related enterprises). Most of the firms depend on government contracts but that is not unusual in Senegal since the government has been heavily involved in the private sector since independence.

Forty-five percent of the firms feel that they are doing well, operating at full or near full capacity, yet 64% are optimistic that business will improve in the near future. This suggests that they will be able to keep the workers they have employed and perhaps hire others from upcoming graduating classes.

When asked how CFPJ graduates are paid vis-a-vis other workers, 18% of the employers responded that they are better paid, 64% said they are paid the same and 9% stated that they are paid less. One employer (9%) did not respond.

Finally, when asked if they were disposed to help the Center by hiring the Center's graduates and by taking on apprentices in their firms, 64% of the employers reacted favorably by stating that they would if circumstances permit. None were willing to commit themselves to donate to a fund to help graduates start their own businesses or set themselves up in cooperatives.

Appendix 10CFPJ Graduates

Only 23 CFPJ graduates were interviewed in the course of the evaluation. This constitutes 39% of the total number of students from the first graduating class. Women graduates from the textile section are not included since it was never intended to place them in the formal job market. This number reflects a double constraint. First, difficulty in locating graduates. Graduates are hard to find unless they keep in touch with the Center or are still working at the last firm at which they were placed. Second, time available to search out the graduates. Almost none work at their firm's headquarters but at construction sites dispersed throughout the Cap Vert region. Two were located outside the Cap Vert region. Two were interviewed when they came by the Center to look for assistance in finding employment. As a result of the above constraints this is not a truly representative sample (only those that could be located could be interviewed, and only those who are presently employed could be located). Except for the two unemployed graduates who happened to come by the Center during the period of evaluation, the evaluation team was unable to contact other graduates who may or may not be unemployed. Also it is not known if any graduates have gone into other lines of work. Of the 23 graduates interviewed 9 are masons, 7 electricians and 7 area metal workers. Their average age is 26 years.

Sociocultural factors

Ethnic affiliation corresponds well to regional (place of origin) distribution. The largest single region of origin was the Casamance (43%) and the ethnic groups typical of that area (Diola, Balante, Mandingue, Manjaque) constitute 39% of total (there was one typical case). The second largest region is Cap Vert and Wolof constitutes 30% of the sample (the Wolof are also found in surrounding areas). The average length of residency in Dakar for those coming from other regions of Senegal is 7.5 years. 26% of the graduates are married.

In the Center's first graduating class all students were male in the masonry, electricity and metalwork sections. Female enrollment was restricted to the textile section. Graduates of the textile section were not available for interviews.

Economic Factors

The same economic indexes used for the students are again used in this section.

Profession of father: 12 (52.5%) have fathers that are skilled labor (none have fathers who hold white collar jobs) and 11 (47.5%) have fathers who are unskilled laborers (all are peasant farmers). This would indicate that

the Center has always been accessible to all regardless of father's profession (and thus earning ability).

Location of residence: 6 (26%) reside in middle class neighborhoods, 4 (17%) reside in unquestionably poor neighborhoods and the remaining 13 (37%) reside in mixed neighborhoods

Graduates' employment history indicates that 30% worked before entering the CFPJ. Since graduation 70% of the graduates have had only one employer while 26% have held several temporary jobs (in construction site). 22 or 96% contribute to the support of their households (which includes one of the two unemployed who is doing odd jobs while looking for work in his field). One (4%) unemployed is being supported by family.

Education

18 (78%) have no secondary school diplomas, 5 (22%) have the DFEM, BEPC or BE that are equivalent to 10th grade in the American school system. The average number of years between last attendance in school and entrance at the CFPJ was 6 years.

The average position (rank) of graduate among this siblings is 1.8, with 13 (57%) as eldest child and 5 (22%) as second oldest child. If the sample can be taken as representative it would appear that an effort has been made to train/educate elder children in families.

Graduates' comments, aspirations and plans for the future

87% of graduates state that, given the means, they would wish to be self-employed. Only 3 (13%) opted for employment in a firm. 26% have been self-employed (not necessarily in their present professions) in the past.

Although 91% of graduates interviewed are employed, 78% state that they find it is difficult to find employment, in spite of the fact that 83% have been placed by the Center.

In comparing themselves to others with equivalent training and competence, 22% feel they are better paid, 39% think they are not as well paid and 30% think they are being paid the same. A reasonable and just beginning salary is approximately 45,000 CFA per month (5ème Catégorie). In comparison to individuals who have been trained through apprenticeship programs, 65% feel they are better paid, 17% feel they are not as well paid and 13% feel they are paid the same. 4.5% (1 individual) did not respond.

Not surprising, since most of the graduates interviewed are presently employed, 91% are optimistic about the future. Also, 87% are satisfied with the training they received at the Center.

13, that is 76%, of graduates that came from other regions of Senegal would return to their village, city and/or region of origin if they could find employment there.