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**A PROCESS EVALUATION OF
THE PRESIDENTIAL TRAINING INITIATIVE
FOR THE ISLAND CARIBBEAN PROJECT
AND THE LAC-II TRAINING PROJECT IN
JAMAICA**

1986 — 1991

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EXECUTIVE
SUMMARY

EXECUTIVE SUMMARY

INTRODUCTION – CLASP FOLLOW-ON JAMAICA

The U.S. Congress charged the Agency for International Development (AID) with implementing the goals of the Caribbean and Latin American Scholarship Program (CLASP). AID's CLASP Project Paper (1987) expresses the project's twin goals:

The goals of CLASP are:

1. To help create effective manpower resources needed for progressive, balanced, and pluralistic development of CLASP project countries in the Caribbean and South America; and
2. To strengthen mutual understanding between the United States and its Latin and Caribbean neighbors.

This report assesses the implementation of the CLASP Presidential Training Initiative for the Island Caribbean (PTIIC) program in Jamaica for AID/Washington and USAID/Jamaica. The report reviews how this dual goal is being realized, and suggests further improvements in implementing the project.

The findings below reflect data analyses of these sources:

- exit protocols and questionnaires from 110 Trainees prior to their leaving the U.S.;
- returnee interviews with 100 returned PTIIC Trainees collected in Jamaica by an Aguirre International Team in June/July 1991;
- review of Mission and other documents;
- interviews with USAID/Jamaica project training staff, selection committee members, and counterpart agencies.

Jamaica's PTIIC project beginning in FY 1986 was fully operational by FY 1987. It targeted individuals, e.g., teachers and private sector leaders, whose U.S. experience could create multiplier effects. Training for women in the construction industry, journalists, media personnel and labor leaders all typify successful private sector programs.

Due to a change in training placement contractor midway through the project, the project faced and surmounted special programming difficulties. This change resulted in a reduction in Trainee placements in the U.S. for FY 1989.

GENERAL FINDINGS

The Jamaica PTIIC Project was successful in key recruiting areas, offered a positive training component, and benefitted the Trainees' careers.

The Mission successfully achieved recommended recruitment targets by:

- awarding scholarships to 234 PTIIC scholars;
- exceeding the 40 percent target for women by recruiting 153 women (65 percent); and
- placing Trainees representing other recommended target groups—45 percent rural, 57 percent youth or youth-related training, and 40 percent leaders.

Trainee attitudes about the U.S. and their training, for the most part, were very positive:

- Nearly 7 of 10 Trainees felt their expectations for the program were realized to a "very great extent" or to a "great extent."
- Returned Trainees' perceptions of the U.S. grew more positive after the opportunity to study and socialize with Americans.

Returned Trainees also felt satisfied with the training and saw benefits in their careers:

- Almost 93 percent (92.7%) of the Returnees stated they were able to put into practice what they had learned in training. Improvement of job competence, learning new skills, and furthering career goals were clear areas of benefit.
- Eighty-nine percent of the returned Trainees were either "satisfied" or "very satisfied" with their training.
- Almost all returned Trainees (96%) would recommend the program to other Jamaicans.

RECOMMENDATIONS

The findings of the Jamaica CLASP process evaluation lead to the following recommendations and suggestions:

- Training Unit staffing patterns and work assignments need review in order to improve the effectiveness of project implementation, staff morale, and accuracy and timeliness in completing regular tasks.
- In FY 1990, 73 percent of the Trainees were classified as "economically disadvantaged." Overall, however, the full project tally is only 33 percent. In

this category, and with "youth" and "rural" candidates, the distinctions will benefit from refined criteria. Recruitment and selection, then, might also need review to better match SIF and project targets. Overall, wider outreach will increase the pool of qualified candidates.

- By focusing on timely briefings for Trainees on actual training and program content, U.S. culture and cross-cultural interactions, predeparture preparation could be improved.
- Through careful coordination with the placement contractor, training program design can be enhanced to include more practical experiences, and more options for directly interacting with U.S. citizens while maintaining a cost-containment consciousness.
- Having Follow-on planning remain a priority is useful, since the current lack of an in-place program hinders overall training impact.

INTRODUCTION – LAC-II TRAINING PROGRAM

A limited assessment of the Latin American and Caribbean Training Initiatives II (LAC-II) Project, which was operative in Jamaica from FY 1985 - December 1987, is also provided in this report. Although LAC-II data has been included in the CIS, LAC-II is a separate training program, and the CLASP selection criteria do not apply.

From program inception through December 1989, 172 Trainees completed U.S. training programs and have returned to Jamaica. Seven of ten Trainees (70% or 121) were enrolled in short-term training programs with 51 completing degree programs. Women in LAC-II programs made up 56.8 percent of the long-term training and 31.4 percent of the short-term training. LAC-II Trainees came primarily from the private, for profit sector (51%). Over half (55%) were designated as leaders.

Interviews were held with 73 returned LAC-II Trainees in conjunction with the Jamaica CLASP process evaluation. These returned Trainees indicated a high degree of satisfaction with their program.

FINDINGS

- A large majority (8 of 10) of the trainees would recommend the program to others.
- Women reflected 33 percent of the total, and received quality awards in even greater proportions (40% academic awards, 36% for long-term training).
- More than half the Trainees classified themselves as professionals (before training), and more than three out of five came from the public sector (63%).

- The majority of Trainees (58.9%) reported "to a great extent" that they were able to apply the skills and knowledge learned in training.

RECOMMENDATIONS

- Greater attention to participant needs might be factored into training program design to increase relevance and provide more practical experience.
- Given the recommendation by participants, more timely advance information about institutions and courses of study appears necessary.
- Also deemed valuable by participants is a more consistent predeparture orientation and orienting Trainees more fully to U.S. culture.
- Trainees' suggestions for improvements would assist in the development of strong Follow-on programs for all LAC-II and PTIIC Returnees.

CHAPTER ONE

Project Overview and Operation Strategies

CHAPTER ONE – PROJECT OVERVIEW AND OPERATION STRATEGIES

INTRODUCTION

This chapter provides an implementation assessment of the Caribbean and Latin American Scholarship Program (CLASP) in Jamaica, a participating Mission in the Presidential Training Initiative for the Island Caribbean Project (PTIIC). The assessment covers four areas:

- The Mission's Country Training Plan (CTP) and updates (through FY 1991) to identify areas needing clarification;
- Observations on the Mission's recruitment and selection procedures;
- A review of Experience America and Follow-on activities outlined by the Mission; and
- A discussion of cost-containment efforts.

PTIIC was prompted by a Presidential announcement in Grenada in February 1986, and is but one project functioning under CLASP.

Earlier, CLASP's LAC-II program provided funding for Latin American countries and the Caribbean (including Jamaica). PTIIC itself was limited to four AID Missions: Dominican Republic, Haiti, Jamaica, and RDO/C. These Caribbean Missions received \$5.1 million (FYs 1985-87) initially from LAC-II, and would receive \$20 million (FYs 1986-89) under PTIIC. The PTIIC project was first described in the amended CLASP Project Paper of October 1986.

THE CLASP PROGRAM

The Agency for International Development (AID) was charged by the U.S. Congress with implementing CLASP to achieve two goals. AID's CLASP Project Paper (1987) expresses these twin goals:

- creating effective manpower resources that ensure the availability of technically skilled leaders for progressive, balanced, and pluralistic development of Caribbean basin and South American countries, and
 - strengthening mutual understanding between the U.S. and its Latin and Caribbean neighbors.
-

The Project Paper recommends that AID establish a regional fund of \$225 million in grants for 1984-1993 to provide U.S. training programs for individuals from the Caribbean and Central and South America.

CHARACTERISTICS OF THE CLASP PROGRAM

Several characteristics distinguish the CLASP program from other development-related training programs:

- The training focuses on a country's political, economic, and social development needs.
- CLASP's primary focus is on training supportive of the private sector, rather than development project-related or public sector-related programs.
- The training itself comprises two components: (1) Experience America—offering an exposure to U.S. culture. The goal: to introduce participants to all phases of U.S. life; and (2) Technical skills or academic training—emphasizing a mix of training modes. CLASP specifies a minimum of 30 percent academic, the rest, short-term technical.
- In CLASP long-term academic programs, preference is for undergraduate (not graduate) training, unless graduate training is for special concern groups.
- AID urges sponsors to be involved in sharing costs.
- The CLASP projects allocate monies specifically for formative process evaluation and the evaluation of training benefits.
- The Missions are required, through U.S. legislation, to place 10 percent of CLASP Trainees in Historically Black Colleges and Universities (HBCUs) and other minority institutions.

Trainees are expected to return to their home country posts ready to use their training effectively. Post-training follow-up and professional support is suggested by project design to include alumni associations, professional networks, professional publications, information systems and the like.

BASIC DOCUMENTS

Documents forming the basis for CLASP implementation: the National Bipartisan Commission on Central America (the "Kissinger Report" of 1984), and the CLASP Project Paper—setting forth general guidelines applicable to CLASP in all program countries. A U.S. Government Accounting Unit (GAO) Report (1984) also offers further guides. And context-

specific responses to the general CLASP objectives and guidelines are detailed in two Mission-developed documents: the Action Plan and its annual Country Training Plan (CTP).

THE KISSINGER REPORT

The central message of the Kissinger Report expresses the conviction that “political, social, and economic development goals must be addressed simultaneously.” Perhaps the report’s most important emphasis is an insistence that social and economic progress will be impossible without “providing access to that process for those who previously have not been an integral part of it.” As a result, the report makes three strong recommendations:

- the establishment of a program of 10,000 government-sponsored scholarships to bring Central American students to the U.S.;
- careful targeting to ensure inclusion of people from all social and economic classes; and
- offer adequate preparation, e.g., English Language Training (ELT) or necessary academic work, to satisfy admission requirements for programs in the U.S.

According to the guidance given in the Kissinger Report, CLASP requires two essential phases: 1) Trainee selection in accordance with overall policy goals, and 2) provision of appropriate training to chosen Scholars.

THE GAO REPORT

The GAO Report (August, 1984), which also focused on regional needs, notes Soviet Bloc scholarship programs to the Latin and Central American region increased by 250 percent (1972-1982) while U.S. government programs to the region declined by 52 percent in that decade. Hence, the GAO Report establishes a rationale for a U.S. countering strategy addressing the growing Soviet Bloc training activity in the region.

The GAO Report made a major impact on AID’s policy and program direction as it responded to the Kissinger Report recommendation for a U.S. scholarship program for 10,000 Central Americans. As a result of the GAO’s findings, these goals became important:

- recruiting socially and economically disadvantaged individuals as a priority target group;
- programming undergraduate training rather than graduate training as a priority activity; and
- designing follow-up activities after training.

THE CLASP PROJECT PAPER

The CLASP Project Paper adopts several Kissinger Report goals, and in spirit, reflects the GAO Report findings. The paper outlines objectives and procedures for structuring the CLASP program.

Basically, the CLASP Project Paper targets four overlapping groups:

- socially and economically disadvantaged (70%);
- women (40%);
- youth; and
- leaders—actual and potential.

(Note: Significant participation is implied for youth and leaders although exact targets are never indicated.)

CLASP incorporates several programmatic elements (“diplomacy” objectives). CLASP Scholars’ profiles include these features:

- Scholars are chosen through membership in specific leadership groups of special local concern, not based on expected impact on general development objectives;
- They have opportunities to experience America and share their culture and values with American citizens; and
- They receive training that has an impact upon their return home, and the program also urges continued contact for developing strong friendship ties between individual Latin American/Caribbean and North Americans.

THE COUNTRY TRAINING PLAN

The Country Training Plan (CTP) is a comprehensive AID host-country plan guiding CLASP’s implementation. By design, the CTP offers greater country-specific concreteness than do policy documents such as the Kissinger Report and the CLASP Project Paper. It applies clear-cut objectives and strategies to define Mission training needs, resources, and constraints.

As a result, the Mission has three tasks to perform in order to carry out the CLASP project:

1. select and prepare Trainees;
 2. design training programs incorporating both training and Experience America components; and
-
-

3. organize a Follow-on program to incorporate other training and establish linkages with the U.S.

For selection criteria, each Mission develops measures by taking into account the individual's financial need, academic performance, leadership potential, membership in USAID Mission-defined special concern groups, and the importance of training to the country's development needs, along with the appropriateness of the training level to the country's requirements.

Each Mission develops an Economic Means Test, establishes a screening process, selects Trainees on the basis of the Economic Means Test, establishes a screening and selection committee to exercise in-country implementation responsibility after training, and exercises final selection authority.

There are further CTP elements reflecting the CLASP Project Paper and the Kissinger Report:

- Peace Scholars are programmed for specific activities exposing them to a broad cross-section of American society, and giving them opportunities to participate in varied events and activities at all levels—family, local, state, and national.
- U.S. training is preliminary to the program's key aspect: applying the training upon return home, and continuing to develop strong friendship ties between Trainees and American citizens.
- Peace Scholars receive ELT and remedial academic work as needed.
- Short-term training programs span at least four weeks to allow Trainees to "experience" America.
- Undergraduate training may exclude degrees as major objectives. For example, one year of undergraduate training (junior year abroad, and associate level or other certificate programs) may be the outcome.
- The program must use several U.S. geographic areas for orientation, training, and exit programs.
- Training for the private (rather than public) sector takes precedence.

As an evolving document, the CTP is developed, modified, and updated over time. Changes in the document reflect responses to evaluation data, to AID/Washington policy guidance and project changes, and to opportunities and constraints in the host country.

JAMAICA COUNTRY TRAINING PLAN AND UPDATES

Jamaica was slow to embrace the concepts and mandated targets of CLASP. The earlier LAC-II program was successful in meeting the country's manpower training needs. Other Mission project-related training was well integrated, and complemented LAC-II-funded efforts. And at the outset, LAC-II funding was still available for programming.

As a result, Jamaica initially did not differentiate between the two projects, but planned a combined effort using dual resources. The completion of the Mission's Human Resource Development Strategy (late 1988) and revision of the Social and Institutional Framework (SIF, late 1989) further helped focus Jamaica's participant training programs on CLASP policies and guidelines.

A review of the annual CTPs shows this evolution, but key issues are reflected differently in two project periods: 1987-88, and 1989-present.

THE FY 1987 - 1988 PERIOD

In FY 1987, the emphasis fell on providing graduate training for middle managers and teachers. Targets of only 47 percent were set for selecting economically disadvantaged Trainees. To this, AID/Washington responded that since LAC-II would end with FY 1987, the Mission needed to shift focus from graduate training of middle managers, to opening up opportunities for the disadvantaged. It also stressed the Congress's wishes to focus on technical and undergraduate training (with a goal of 70 percent disadvantaged).

The 1988 CTP shows several features of the Mission's training strategy (December 1987). It notes AID/Jamaica's understanding that LAC-II will be extended and that old objectives will remain: supplying highly trained managerial and technical personnel to organize and utilize the factors of production. Specifically, the CTP addresses the growing demand for managers, technocrats, technicians, and academicians, all trained at the graduate and undergraduate levels. To strengthen the relevance of training, the Mission aims to develop a demand-driven program, one linking LAC-II and PTIIC resources to other sector offices. Moreover, the Mission plans to continue providing masters' level graduate training in management, public administration, economics, industrial technology and international finance and marketing.

As for the PTIIC Project objectives stipulated for the next two years, the Mission's estimates are for spending at least 40 percent of budget on long-term graduate and undergraduate training to address priority areas previously funded by the LAC-II project.

The CTP further stated that this shift to long-term training for economic development with PTIIC forces a shift away from the economically disadvantaged to the middle income groups. Such participants will include middle and senior level managers with already-demonstrated leadership qualities, but without opportunity or financial means to pursue advanced level training in the States. An Economic Means Test was outlined for selecting these Trainees.

AID/Washington responded to two points in the CTP: (1) it reiterated that LAC-II funding would not be extended; and (2) it took issue with shifting targets from economically disadvantaged to middle income groups.

FY 1989 - 1991 CTPs

Jamaica's more recent (FY 1989, 1990, and 1991) CTPs are more congruent with PTIIC's stated objectives. This was facilitated by completing the Mission's Human Resource Development Strategy in late 1988 and updating the earlier-mentioned SIF.

The recently refocused CTP objectives reflect these goals:

1. Provide a meaningful exchange of experiences and cultures between the people of the United States and Jamaican trainees;
2. Upgrade the skills of private and public sector leaders in specialized positions critical to development priorities;
3. Train special concern groups: the poor, women, minorities, and urban and rural youth; and
4. Train trainers to provide for the broadest possible multiplier effects of training.

Also, specific guidelines are spelled out for Experience America, Follow-on and Cost-Containment activities.

As was evident during the assessment, introducing new projects with their own policy guidance takes time to be operationalized at the Mission level. Jamaica's participant training, while meeting many PTIIC-recommended targets, was slow to establish a CLASP "identity," especially given its continued emphasis on long-term academic training and short-falls in selecting economically disadvantaged participants. Clearly, this trend is changing as the Mission continues to articulate strategies, recruit and train new personnel, and realign its efforts in keeping with Mission strategy direction.

The key to all project success turns on procedures that facilitate project implementation. A review of these operational strategies follows.

OPERATION STRATEGIES

USAID/Jamaica instituted its PTIIC project by reviewing the functions of recruiting, selecting, programming, and training participants. Some were Project-recommended targets, e.g., Trainees must be persons with leadership potential, with 70% of them socially/economically disadvantaged, and at least 40 percent women. The Mission was then

responsible for matching the targets with the country's needs and circumstances, and managing such a program using the stated objectives and procedures.

RECRUITMENT AND PRE-SELECTION

Recruiting for PTIIC incorporates five methods, three of these formal and two informal.

At the formal level, ads were placed (in 1987-88) in local newspapers clearly defining the PTIIC criteria. (Samples of the ads were requested several times, but never provided.) Mission training staff reported these ads drew over 2,000 inquiries.

Training staff also circulated clearly stated descriptions to Mission project staff, and the training staff visited government ministries, including Agriculture and Commerce. Project details also were sent to the National Development Foundation (NDF), and information about the scholarship opportunities was presented to professional groups.

Informally, many participants are identified through inquiry letters directed to the Training Unit, and through recommendations or inquiries made by their employers.

The impression left with the evaluation team is that since 1988, no formal efforts were aimed at participant recruitment. Likely participants are identified in three ways: By drawing from the pool identified by previous newspaper ads; by direct letter inquiries; and, some, through proactive ministry or professional groups.

Pre-selection of viable candidates is conducted by the two Training Assistants, again, through varied formal and informal procedures.

In responding to inquiries by phone or letter, an initial screening is made to determine if basic criteria are met.

Applicants who then complete applications are further screened against project criteria and qualifications for training requested. Finally, candidate lists are then prepared of those qualified for review by the selection committee.

COUNTERPART AGENCIES

Recruiting, of course, can be enhanced by working closely with counterpart agencies. Besides linking up with project offices within the Mission, Office of Education and Human Resources (OEHR) can liaise with Jamaican institutions, government entities and other donor agencies, and with private voluntary organizations.

Such relationships offer several benefits; they not only help assess Jamaica's manpower training needs and match them against the Mission's development strategy, but, equally important, they inform counterpart agencies of training available to their own targeted populations. Given the evaluation team's observations and interviews with representatives from these entities, there is eagerness to cooperate in this effort.

Peace Corps

In Jamaica's Action Plan for FY 1986 - FY 1990, the PTIIC project years, planners note that "USAID/J has developed an excellent working relationship with Peace Corps, . . . and the Peace Corps Director is a member of the Selection Committee." But when evaluation team members met with the current Peace Corps Director, who has been in Jamaica for nearly two years, it was apparent that very little collaboration is occurring. He is unfamiliar with the PTIIC or CLASP II project goals, and unfamiliar with the Training Unit's functions in OEHR.

Peace Corps, we should note, provides technical assistance to USAID funded projects which, as the Director pointed out, can be good sources for identifying qualified candidates for U.S. based training.

The Training Officer in OEHR reported meeting recently with the Peace Corps Director and giving him a copy of the SIF. OEHR now awaits a current Peace Corps volunteers list, and is hopeful about collaboration. More recently, the new Head of OEHR has shown a strong interest in working closely with Peace Corps, so CLASP II recruiting may well be enhanced by this connection.

Ministry of Public Service

The Manpower Development Unit in the Ministry of Public Service serves as the personnel branch for Jamaica's public sector. The Division is a clearinghouse for data on scholarship availability, and for providing analysis and information on Jamaica's manpower training needs.

An evaluation team member met with the Manpower Division Director, who also served on the selection committee for many years. He commented that, over the years, he has had a strong informal and personal relationship with key OEHR staff members, and thereby provided an exchange of information. He added, however, that in the past two years, that informal relationship has lessened, and he sees the value of a more formal method for collaborating.

In the past and especially now, there is no formal inclusion of the ministry in training program planning or design. He added that, while his participation (or that of an office staff member) on the selection committee was useful, it seemed to require ministry input at the tailend of the process.

CASS

Meetings with the in-country CASS Director indicated there is little collaboration or communication between this program and the OEHR Training Unit. CASS has documented results in recruiting qualified disadvantaged youth from rural areas in numbers greater than scholarships available. The program has also piloted apparently successful orientation and Follow-on programs.

SELECTION

The final selection process is effectively managed. The selection committee meets two to four times annually, and comprises five to eight impressive and highly competent individuals from public and private sectors. These are complemented by Mission staff. All maintain a good relationship with Training Unit staff and show a fairly good understanding of project objectives (if not specific aspects).

Before each meeting, committee members are briefed on the specifics of program criteria, positions available, and short-lists of names, academic and job-related backgrounds, community activities, and economic means, all data gleaned from a candidate's application. Committee members see only composites of the information, not the full candidate file.

Committee members interviewed felt the process was fair and effective in choosing the most qualified candidates. One noted that they always made an effort to have a technical specialist sit on the committee when specific technical areas were reviewed.

As the candidates appear individually before the committee, members use questions to probe their career and personal goals, their involvement in community organizations, their financial status, school and work background. After each interview, the committee members individually rate each candidate using a scale provided for them. The full committee may then recommend selections, or turn its ratings over to the Training Unit for the final selections. See Appendix A for sample rating sheet.

One committee member noted that publicity for the program needs to be more extensive, particularly in rural high schools. Recruiting, in general, could be more strategic, possibly using the resources of the Jamaica Information Service.

Also, according to the member, the selection committee rarely receives feedback on placement and success rates, or the training impact. She stressed the need for Follow-on activities where selection committee members could be involved.

ECONOMIC MEANS TEST

The 1988 CTP defined "economically disadvantaged" as trainees who cannot otherwise get the opportunity for a U.S. college education. The definition implies balancing this category against students who (in Jamaican terms) may be socially privileged but who cannot afford a U.S. university education. The latter are more likely to return and contribute to Jamaica's development efforts.

For part of its selection criteria, the Mission developed and uses a Financial Means Test to select individuals for its more costly scholarships.

The application form was revised (1988) to reflect the new criteria—so as to better select the economically disadvantaged and avoid training members of the elite. The criteria now used reflect this Financial Means Test, and include seven items:

- income of household, divided by the number of dependents
- educational level of father/mother;
- occupation of father/mother;
- location of residence;
- assets;
- financing of education to date; and
- attendance in public or private school's

Weights of 1 to 4 are assigned to each criterion. Individuals with an aggregate weight of 22-28 are "most" disadvantaged; 15-21, less so; 8-14, advantaged; and 1-7 fully advantaged. The disadvantaged criterion is used together with other criteria in final selection: gender, leadership, multiplier effect, proposed field and level of study (see Appendix B for rating sheet).

The factors are weighed by both the screening and interviewing committees, whose members represent the Mission's Technical Units and Governmental and non-governmental agencies.

EXPERIENCE AMERICA

Experience America is the "people-to-people" component of CLASP and has its roots in the Kissinger Report. The goal of Experience America, as stated in the CLASP Project Paper is for Trainees to actively witness democratic institutions and the value of free enterprise in development, and "to foster and strengthen relationships between the peoples of the United States and the Latin American countries."

Early Experience America Efforts

FY 1989 and 1990 CTPs reviewed the Experience America program, but did not set forth guidelines.

Given its experience, AID/Jamaica believes that Experience America objectives are enhanced under four conditions:

1. when Trainees understand and accept the Experience America objectives;
2. when the training site is a small or medium-sized community;
3. when the receiving community is involved and understands the role it must play; and
4. when learning is reflexive, affecting both trainees and people at the training site.

In these conditions, short-term results are better because Experience America objectives are specific and such activities help achieve the objectives. In long-term programs, objectives are more obscure and, if not specifically structured, are more difficult to meet.

Recent Observations

The contractor noted the difficulty of knowing what the Mission wants through Experience America. The contractor felt it has been left to recommend or design programs, but faced the uncertainty of how to meet the Mission objectives. A review of recent PIO/Ps shows that Experience America activities have been budgeted, but not specified.

Training Unit staff also voiced the opinion that CLASP's Experience America guidelines were not relevant to Jamaica. Democracy, free enterprise, and volunteerism are all common concepts in Jamaica. Also, many Jamaican trainees have relatives in the U.S. or have traveled to the U.S. before training.

More recently, it appears the Experience America idea is just now gaining better understanding since the FY 1991 CTP stipulates that for CLASP II, the Mission will structure Experience America activities around the training objectives of each program. It is doing so to encourage the development of personal relationships by identifying those American values and institutions relevant to the Jamaican context. Some examples of these goals include:

- the importance of individual initiative in the U.S. economy and social/political system;
- social mobility as a result of individual effort and achievement; and
- local community organization and control as the first step in the political process.

The Aguirre team was also advised that the new head of OEHR has been coaching the Training Unit staff on writing Experience America guidelines into PIO/Ps.

FOLLOW-ON

Follow-on programs are often the neglected element in training programs. Effective programs can enhance the investment already made, and bolster the commitment of the returned participants.

One basic task a Mission must perform to successfully implement CLASP is to design Follow-on programs incorporating employment and community related support and training. To bolster this, the Mission must establish institutional and personal links within the host country and with the United States.

Past Follow-on Efforts

The 1989 Country Training Plan update noted that "Mission Follow-on activities have been minimal to date." Since then, thought has gone into developing a Follow-on program, but limited staff time and financial resources have hampered the realization of these plans.

By 1988, installing the CLASP Information System (CIS) and gaining the capability of tracking all Mission participants (since 1980) meant that the Training Unit could begin tracking Trainees and compiling address lists for all returnees.

A mail and newspaper campaign was begun in late 1988 to contact all returnees. Questionnaires were sent and newspaper ads were run to reach those missed by mail. To support tracking the returned questionnaires and the data provided, eight new data fields were added to the CIS.

Review of the questionnaire reveals it to be more appropriate for evaluation purposes than Follow-on. The form provides for self-reporting of training satisfaction and impact on employment status. But it shows only one reference to post-training related activity via one query, "Would further U.S.-based training be of benefit?" (See Appendix C for copy of Follow-on Questionnaire.)

Recent Planning

The 1991 CTP notes that Follow-on need not be expensive or extensive. The Training Unit, therefore, channels its activities into several paths:

- Follow-up visits with returnees within one month of return;
- Job placement of participants immediately upon return; and
- Public recognition of participant accomplishments—e.g., newspaper pieces and award ceremonies, and periodic workshops through professional organizations.

Follow-on activities include all the Mission's training activities, and thus demand the close interaction of all technical offices with the Training Unit.

Interviews with returned participants found them eager for avenues to discuss their experience and its impact, and to be affiliated with ongoing activities. Many expressed a willingness to assist. Also volunteering help was a selection committee member who felt strongly that Follow-on was a needed component.

Realistically, limited manpower and funding continue to hamper any Follow-on efforts, even though interest in making them is there. A staff member noted the Training Unit was reluctant to first heighten returnee expectations, then disappoint them—especially when time and lack of resources can hinder follow-through.

The present OEHR Head has made the development of Follow-on strategy a priority. To support this goal, he is eager to use evaluation data, and has recommended the CIS be further updated to improve Follow-on efforts.

COST CONTAINMENT

USAID/Jamaica's record with cost-containment is mixed. Some innovative programming has led to successful low-cost training. Yet other efforts have proved to be less thrifty.

Notable Efforts

The "topping-off of degrees" offers one instance of how USAID/Jamaica uses PTIIC resources cost-effectively. For several years, USAID has funded degree completion programs for primary school teachers. They complete their final three-month, on-campus portion under the Western Carolina extension program leading to a bachelor of Science degree in Education. In FY 1990, 22 teachers received USAID funding after completing the majority of the program in Jamaica.

Early on, short-term groups included up to 20 Trainees—numbers which considerably decreased the costs per Trainee.

The majority of the Trainees are required to make contributions towards total program costs. In most cases, this means payment of international airfare.

The contractor has indicated that all PIO/Ps from Jamaica include a TCA budget. The figures may not always be realistic, but the contractor is provided with an initial budget guidance. The Aguirre Team saw no evidence in the files, but was provided with a more "user friendly budget" that the Mission uses. See Appendix D for budget format. TCA has been rated the single most useful tool in cost containment.

Other Efforts

Less successful examples include a (1988) group of long-term participants making their own applications to universities (using PTIIC as the funding source). The contractor was unable to apply cost containment, and the program costs ran exceptionally high. Further, AID/Jamaica established a 2-year capping policy on long-term academic programs, rather than negotiating length of study and total program costs. The result was several programs had to be extended to allow degree completion, but at increased costs. Another alternative was to extend previously short-term Trainees so they can pursue long-term objectives—also costly.

A "pilot project" was recently initiated to assist seven Jamaican students, enrolled in U.S. degree programs, who are having financial problems. They will be assisted in degree completion with CLASP II resources. Once again, there has been no opportunity to negotiate costs prior to commencement of training.

The FY 1991 CTP has been updated to provide both useful and extensive guidance for cost containment. If used consistently, the Mission will be well served. The Aguirre Team also observed the Training Unit is already adopting cost-containing procedures. The Training staff now works closely with the contractor to carefully negotiate timelines for degree completion and related costs.

CONCLUSIONS

Our review of Jamaica's CTP, their updates, and related cable communication demonstrates the fluid nature of the planning document and the important function of the annual CTP review process. AID/Washington identified issues needing attention and responded by clarifying policy goals and guidelines, by restating project objectives, and by recommending revisions. In their most recent CTP, 1991, USAID/Jamaica appears to have complied with AID/Washington guidelines and directives.

Plans on paper, however, must be converted into working practices. USAID/Jamaica is therefore encouraged to carefully review its current policies and procedures as they relate to recruitment, Experience America, Follow-on and cost containment to be sure practice and paper guidance mesh. The following suggestions are offered for consideration.

Recruitment efforts could be refined in two ways:

1. It could be better targeted.
 - a. This ensures candidates' training conceptually match the Mission's development strategy;
 - b. This leads to continued achievement of mandated criteria for women, economically disadvantaged and recommended criteria for rural/urban mix, leadership, youth, and private sector with emphasis on short-term programs.
2. Closer collaboration with counterpart agencies, other PVOs, the Ministry of Public Service, and key private sector entities is encouraged.

Experience America components, if carefully thought out and implemented, would enhance each training program design. The 1991 CTP provides clear goals to which might be added the inclusion of practical experiences and opportunities to network with U.S. citizens in participant's field of training.

Follow-on progress is encouraged as a priority since lack of an in-place program hinders overall training impact.

Suggestions for an effective program would include:

- assisting in post-training reintegration to employment and community;
- facilitating networking opportunities, i.e., alumni groups, newsletter, professional meetings, etc.;
- planning for participation in activities that support community and volunteer development efforts;

- providing opportunities for continuing education; and
- maintaining personal and professional contacts with U.S. counterparts.

The Mission may also want to consider collaborating with in-country CASS Follow-on efforts, and examining correlation between CLASP Follow-on and Democracy Initiatives, not to dilute or divert the goals of each, but to tap into the similarities and strengths.

Cost containment will be greatly enhanced with strict application of current guidelines (1991 CTP). It also will be helped by careful collaboration with the contractor in placement of Trainees.

CHAPTER TWO – PROJECT MANAGEMENT

INTRODUCTION

This chapter focuses on several key elements related to effective and efficient implementation of the CLASP project and related technical process. Information is drawn from the Trainee data, direct observations by Aguirre International staff on evaluation visits, interviews with PTIIC project staff, reviews of applicant files, and other sources.

For all practical purposes, this Chapter functions as a “Performance Review.” To determine the overall rating, four key factors were reviewed pertaining to efficient, effective, and proficient completion of the job: the management of USAID/Jamaica’s PTIIC Project. The four factors were:

- staff assignments and work load;
- staff training and competence levels;
- supervision and oversight of project staff; and
- detailed attention to project policies and procedures.

These factors are interrelated and can impact one or all of the issues under review. Factors outside of staff control also affect overall performance. Hence, each factor is examined and discussed here based on its contribution to the overall impact on project management.

OVERVIEW

This section reviews the functions of the Office of Education and Human Resources (OEHR), offers a brief summary of project accomplishments, and a cursory examination of contractual issues affecting project deliverables.

OFFICE OF EDUCATION AND HUMAN RESOURCES

The OEHR assists the Mission in achieving its priority goal of assisting the Government of Jamaica in securing long-term economic growth and stability through primary and vocational education, management training, and non-agricultural cooperative development. These goals are reflected in Management Education, Basic Skills Training, and the Basic Education Projects managed by OEHR staff.

OEHR also is responsible for administering and coordinating USAID/Jamaica’s Participant Training Programs which are closely tied to the Mission’s economic development strategy outlined in the CDSS. Using as its goal a well planned and administered participant training portfolio, the Training Unit of OEHR manages information on training needs, host country training programs, and recent and proposed AID activities. It then organizes them according to the other key development areas of agriculture, private sector, health and population,

housing and urban development, energy, and macro-economic planning. These same areas provide the general arena in which LAC-II and PTIIC training is proposed.

As a result, the Training Unit works closely with other project offices in planning and implementing all stages of participant training, including developing training components for new projects and project training plans. The Training Unit includes these training components in the Country Training Plan and its annual updates.

PROJECT ACCOMPLISHMENTS

During the period reviewed, the Training Unit staff handled a total of 164 LAC-II participant programs, 234 PTIIC participants, and 366 project related training programs for a 5-year (1987 - 1990) total of 764 participants.

In 1988, the CLASP Information System (CIS) was installed and within months, data was entered for all Mission participants since 1980. Using the newly accessible data, a follow-up questionnaire was then sent to all known participants requesting updated information about their employment and training impact on employment and community.

Moreover, several innovative group training efforts were realized including technical training for women construction workers, degree completion for elementary teachers (linked with Western Carolina University), 15 young adults from 4-H Clubs and Jaycees in a Training for Trainers program, and a journalists group.

SYNOPSIS OF CONTRACTUAL ISSUES

In January 1989, the PTIIC Contract with United Schools of America, Inc. was terminated for convenience. The result was the non-release of FY 86, 87, and 88 funds forcing the Mission to fund participants using only FY 89 funds. As a result, the Mission's OYB for PTIIC was reduced to \$900,000 (from \$1.1 million) in FY 1989.

This unfortunate turn of events had its impact: additional work to produce PIO/P amendments; stringent budgeting requirements and uncertainty about funding availability; and a transfer to the new contractor. This change also affected morale and enthusiasm for the job as targets went unmet and participants learned of delayed start dates.

The role of OEHR and its relationship to the Mission is clearly stated and frequently reviewed in the development of Country Training Plans (CTP) and Mission strategy documents. The Training Unit housed within OEHR has noted accomplishments in types and numbers of participant trained despite significant uncertainty and reduction of funding levels due to contractual difficulties beyond their control.

Therefore, what remains is to examine the four factors (cited above) impacting project management. These necessarily focus on staff input and output regarding the performance of functions supporting project management. Please note that issues discussed below are

not targeted or attributed to individual staff members, and must be seen in light of delivering a quality product.

FINDINGS

The overall assessment of project management performance by the Training Unit of USAID/Jamaica would be: "Needs Improvement."

Significantly, many issues addressed here are already under review by OEHR project staff. Some steps to improve or effect change have been taken, and will be highlighted in the course of this report.

STAFF ASSIGNMENTS AND WORK LOAD

Since August 1987, the Training Unit has been staffed by three full-time staff: a Training Officer and two Training Assistants. In June 1988, the full-time Training Officer was replaced by an officer who now dedicates only 20 to 25 percent of time to participant training. At the time of the Aguirre Team visit the Training Unit lacked secretarial and administrative support. More recently, one of the office's secretaries has been detailed to assist Training Unit staff.

Of the two Training Assistants, one is a six-year project veteran, thus providing valuable continuity. The second is a one-year veteran. Both previously served elsewhere in the Mission and transferred to the Training Unit.

The workload of participant files is divided evenly between the two Training Assistants who handle all aspects of participant management. A review of the Assistants' job description showed some 60 percent of their time being spent on five functions, the first three taking approximately 25 percent.

- identifying appropriate programs under PTIIC and pre-selecting suitable candidates;
- responding to all correspondence;
- conducting participant predeparture preparation and return debriefing;
- helping to revise or amend project documents (20%); and
- maintaining regular contact with the U.S. contractor and monitoring training programs (15%).

Another 20 percent is delegated to CIS maintenance, preparing training office reports and training-related paperwork and documentation.

Not included above is the coordination of other Mission project-related training. This adds to the numbers of participants managed and impacts time delegated to CIS entry and management. During Aguirre's technical assistance training, it was observed that only one-third of the data entered is CLASP project-related. The remainder reflects other project-related training.

STAFF TRAINING AND IMPLEMENTATION EXPERIENCE

Performed appropriately, staff training is a continuous activity requiring frequent evaluation of knowledge and competence. This is especially true in participant training where project directives and policies change, technology is updated, and Mission strategies are refocused.

Hence, it is significant that the latest Training Assistant hired has minimal formal training in participant training management; she was hired when the experienced Assistant was on extended sick leave. Of her training, she stated that she "learned the job by reading *Handbook 10*."

This Training Assistant will attend the August 1991 Training Officers Workshop in Washington, D.C. The Senior Training Assistant participated in 1988.

During the technical assistance visit by Aguirre International in June 1991, an updated CIS program was installed and Mission personnel were trained to use it. The structure of the database was changed to meet project managers' needs. Reports indicating missing and unreliable data also were produced.

Prior to the technical assistance visit, Training Unit staff were undertrained to manage the computer system. The staff member most competent with the CIS left the project in April 1990. Since that time, no OEHR staff member had the capability to manage the CIS. A former OEHR secretary, who transferred a year ago, was periodically called in to produce data for compiling reports that were then manually typed. The result was that reports were consistently two months late, and showed incorrect or incomplete data.

To further assist the staff, special reports were written during the technical assistance visit and these should prove timesaving. Staff no longer need manually compile information and type reports. They must, however, continue to update and correct older information. Regular, dedicated time should be scheduled for data entry and database updating.

SUPERVISION AND OVERSIGHT OF PROJECT STAFF

The Aguirre Team observed that Project Staff were not provided adequate supervision, support or oversight to effect efficient and effective project management. Quality and amount of supervision, of course, is difficult to quantify and best evaluated by the tasks which managers perform to help staffers deliver quality performance.

Comments by project staff indicate that these functions are often neglected in the Training Unit. The Training Officer handling project oversight reported that she only deals with

macro issues. So daily operations were, for the most part, unknown to her. She was occasionally called upon to resolve problems, or issues relating to policy, but only when these were brought to her attention.

Another staff member's comment indicated her feeling that needed support was not provided. She frequently made decisions independently which, at times, were questioned later.

This situation was further highlighted when an OIT staff member made a technical assistance visit. The visitor made several recommendations that, if followed, would improve staff and project efficiency and effectiveness; almost a year later, many of these suggestions remain unimplemented.

Further, both Training Assistants stated openly that they felt overloaded with work to which incomplete or poorly executed tasks were attributed, and both are anxious about their performance. One commented that she wished she was given more recognition and her skills utilized more. Another's attitude was apparent by her avoidance of meetings with team members to discuss management issues.

DETAILED ATTENTION TO PROJECT POLICIES AND PROCEDURES

More critical than staff performance are the documented shortfalls in meeting stated project criteria. Due to a low percentage of disadvantaged Trainees entered into training in 1987, early in the program, only 33 percent of a targeted 70 percent of the participants are designated as disadvantaged. The Mission has steadily increased the percentages of disadvantaged Trainees each year of the program, and in FY 1990, 73 percent of the new starts were disadvantaged.

Other components of program implementation are in process. While during the period of review Experience America guidelines were not clearly articulated for contractor guidance, recent PIO/Ps have shown a marked improvement. The beginning of a Follow-on program is emerging. There is a need for creative and careful conceptualization of training programs to complement the Mission's Human Resources Development strategies and needs outlined in the SIF.

Moreover, efficient and effective participant management requires careful coordination, communication, and documentation to insure that the process moves smoothly and Trainees have productive and meaningful experiences. The Aguirre Team found many instances where these efforts need not only improvement, but conscious attention to both consistency and detail.

One such example is the participant application. This is the key document for assessing capability, previous job experience, education background, economic means, and training needs of a PTIIC applicant. Thus, it must be accurately and fully completed. When the CIS technical advisor was working with Training Unit staff to enter or correct data, some

applications remained incomplete. When questioned how this information is recovered for data entry purposes, the response was sometimes it is hard to know.

Care must be used to insure that all applicant data is correctly and consistently entered into the CIS. Aguirre's report on "Error and Inconsistencies in the Database" shows that of 483 records, 10 participants lack date of birth, and 14 lack work classification. This standard data, when entered correctly at the outset, can easily be found in properly completed participant applications.

As for the PIO/P, the funding authorization document, this often must be amended and supporting documentation provided. In many participant files, PIO/P financial amounts were amended with no reasons stated. In some cases, a PIO/P was amended several times, thus creating totals that were inconsistent and complicating tracking of incremental increases.

Participant files provide hard-copy back-up for each participant. It is, therefore, important that each file be carefully maintained with all documentation complete and easily located for review. Although a marked improvement was noted in more recent files, care still needs to be taken with file content and organization. Review of older participant files showed missing information or no consistent order resulting in information that is difficult to locate and contents that are loose.

To attain these goals, effective supervision requires project and participant management, setting priorities and targets, careful planning, detailing of tasks to appropriate staff, and then monitoring progress towards the goals.

RECOMMENDATIONS

Given the discussion above, recommendations for improving USAID/Jamaica's CLASP project management follow. Some can be implemented immediately, others will take time. To be effective, all change will need the "buy-in" of staff asked to implement the new procedures and should be consistent with the work patterns of those directly affected.

STAFF ASSIGNMENTS AND WORK LOAD

In order to maximize the use of staff capabilities, the Head of OEHR is studying the redesign of the three present Training Unit staff positions and is considering how Follow-on will be coordinated - in-house or with the addition of a part-time position. Clearly established lines of authority and areas of specific responsibility will enhance staff performance. Among reconsideration are the following positions and functions:

Full-time Training Officer with these responsibilities:

- project Oversight - with OEHR Head establish project targets, monitor achievements and link program design to Mission strategies;

- community Liaison - part of recruitment, selection, orientation, and Follow-on;
- help monitor selection by managing pre-selection and coordinating selection committee meetings;
- facilitate orientation and debriefing meetings;
- coordinate Follow-on activities (with or without a part-time staff member); and
- provide appropriate back-up to participant management and correspondence.

Training Assistant responsibilities:

- responsible for primary participant management efforts including paperwork documentation, file management, visa acquisition, correspondence;
- provide back-up support to selection, orientation and Follow-on activities; and
- help manage database to ensure accuracy and report generation.

Full-time Administrative Assistant/Secretary duties:

- serve as receptionist and initial contact point for Training Unit;
- respond to telephone and written inquiries for general information and scholarship opportunities;
- enter and update participant information into database;
- type IAP-66 forms and other related documentation; and
- make copies and file.

Part-time Follow-on coordination integrated as part of Training Unit staff functions or contracted on a part-time basis to:

- assess Follow-on needs and interests of returned participants;
- develop and budget for an integrated Follow-on program; and
- coordinate and support participant Follow-on activities.

STAFF RETREAT AND TRAINING

After staffing assignments are made, three strategies will help to ensure success of the new office environment.

1. (Proposed) A staff retreat held, away from the office, providing the opportunity to plan for work flow, clarify procedures and duties, and establish targets.
2. (On-going) The institution of persistent, continual staff training to ensure staff is competent in its assignments and responsibilities, and a OEHR needs assessment to evaluate what training can be done in-house, and which areas demand outside technical assistance.
3. (In-place) Regular weekly OEHR staff meetings to provide opportunities for planning and monitoring tasks, training staff, and enhancing communication and oversight.

DETAILED ATTENTION TO PROCEDURES

While recommendations here involve routine office details, full attention to these details is fundamental and crucial to a successful project.

- As participant applications are received, staff (secretary) reviews these for completeness, and accuracy. Immediate follow-up is necessary to obtain missing or unclear information, or consider disqualifying incomplete applications.
- A standard format for participant files established and key documents are securely fastened into separate labeled sections with the checklist visible and easily accessible; back-up documentation on file for all CIS data entries; and files kept up to date.
- Consider using different color files or labels for non-CLASP participants.
- Enter CLASP participants into database first to ensure accuracy of quarterly reports.
- Give immediate attention to updating all missing CIS database information with time dedicated on a daily or weekly for data entry and up-dates. Regular practice in report generation is needed to maintain the skills developed during the CIS training.

CHAPTER THREE — JAMAICA-PTIIC TARGET POPULATION

WHO IS BEING SERVED? – AN OVERVIEW

To assess the effectiveness of PTIIC in Jamaica, this chapter considers a basic question:

How successfully does the project reach target populations?

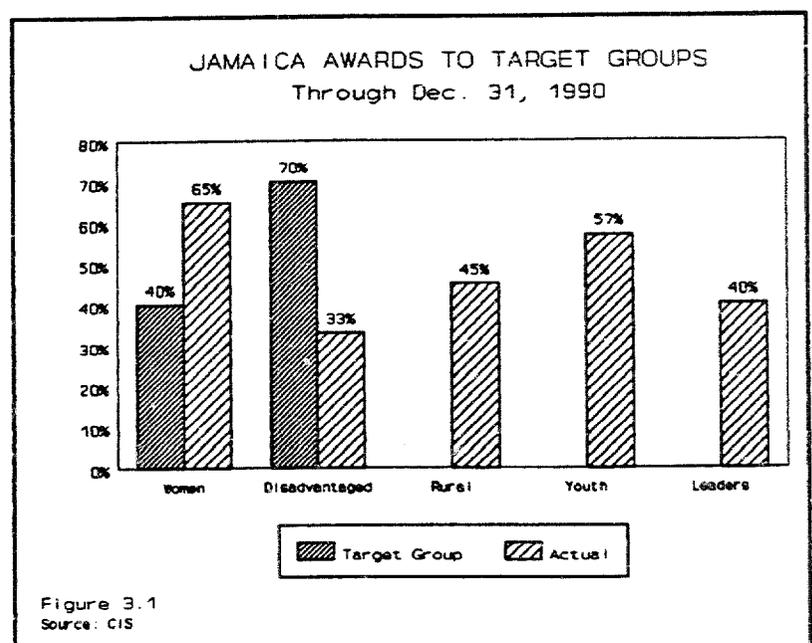
The Mission's computerized CLASP Information System (CIS) provides the data describing all awards granted in FYs 1986-1990. The CIS database file is maintained by each Mission to track Trainees. CIS compiles selected information from Trainee files, which are regularly updated. Each Mission then periodically provides AID/Washington with diskettes of those CIS file updates. Percentages discussed in this evaluation are based on CIS-recorded Mission information as of June 17, 1991.

The following describes the participation of the target population to assess the "reach" of training. The Training unit's Economic Means Test is analyzed to determine the extent to which Jamaica has accurately defined and implemented its selection process for socially/economically disadvantaged Trainees. The discussion also describes how awards are distributed to women, the socially and economically disadvantaged, rural populations, along with youth and potential leaders.

RESULTS FOR TARGET GROUPS

In 52 project months, (August 1986 - December 1990) Jamaica-PTIIC awarded scholarships to 234 Trainees. The "basis number" for scholarship awards is 234, but due to inconsistencies in data entry, and some categories are not mutually exclusive, data on each target group—women, rural, etc.—tally differently. Figure 3.1 reflects results of the Mission's use of selection criteria.

CIS data show that the Mission-selected Trainee totals exceeded the target for selecting women, 65 percent (153 women). At the same time, when measured against targets, the disadvantaged Trainees were under-represented at 33 percent (70).

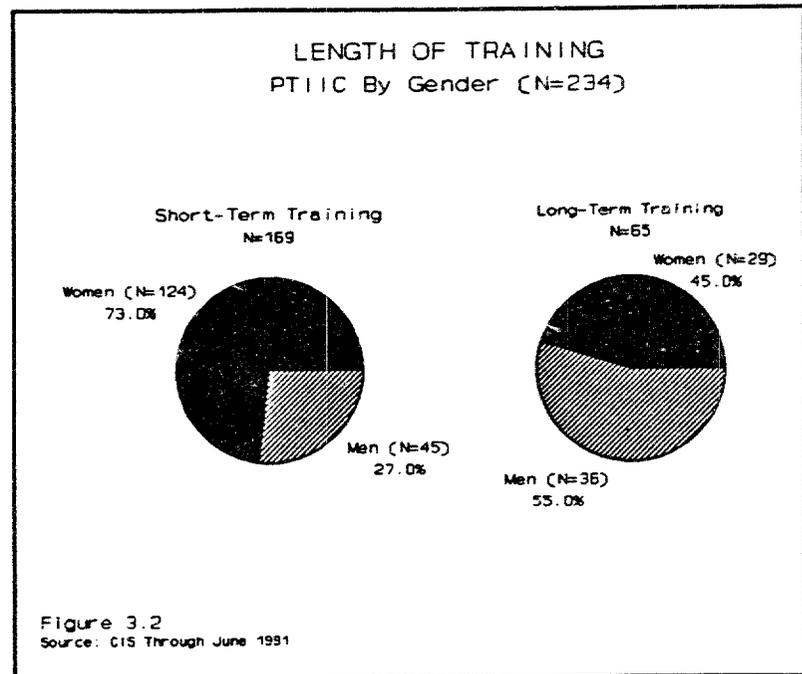


Other recommended criteria include the selection of youth, leaders, and rural Trainees. In these categories, the percentages are: 45 percent (105) rural, 57 percent (130) youth, and 40 percent (93) leaders.

It should be noted that, because Trainees may be classified in several ways, the total for all categories tallies as greater than 100 percent. For example, a woman who is economically disadvantaged is counted in both economically disadvantaged and female categories.

WOMEN

Women, it is now clear, benefitted from the PTIIC Project in that Jamaica has the highest portion of awards to women of any CLASP country. From the outset, women have received 65 percent (153) of all PTIIC scholarships. In all project years but one (1986, which saw only one male Trainee placement), women have comprised 60 percent or more of all placements, a number well above CLASP's 40 percent mandate. See Figure 3.2 for placement of women/men by project year.



Because women are a target group, it is important to analyze both the quantity and quality of awards to determine whether the awards are meaningful, rather than token efforts.

In reviewing training program duration, data on women showed they received a higher percentage of short-term training than men. Of 169 short-term PTIIC training programs, women received 124 awards or 73 percent. Men received a somewhat larger percentage of 65 long-term program awards (55% or 36) compared to the women's awards (45% or 29).

Fifty-five percent of the awards were for academic scholarships. Of these 130 awards, 68 percent (88) were to women.

Also noteworthy is the fact that more women than men received training in Business/Management and Engineering-related technology (construction), and in numbers equal to those for men in industrial arts fields.

PTIIC training, in short, benefitted Jamaican women more than men. In Exit Questionnaire data for Jamaica PTIIC Trainees, 60 percent of the women (versus 40 percent of the men) stated that they definitely recommend the program. Both in numbers and substance, Jamaica met the CLASP requirement of emphasizing women.

ECONOMICALLY DISADVANTAGED

From the outset in late 1986, the percentage of "economically disadvantaged" Trainees steadily improved from a low 13 percent (FY 1987) to the high 73 percent (FY 1990), which exceeds the 70 percent CLASP target. But due to the low levels earlier, the overall project reach remains at 33 percent of 78 Trainees.

LEVEL OF EDUCATIONAL ATTAINMENT

Level of education is one of the Mission's established criterion for determining economically disadvantaged status. The average number of school years for PTIIC scholars is 13.8. Their parents averaged a somewhat lower level with the mothers averaging 7.5, and fathers 7.9.

RURAL POPULATIONS

According to CIS data, Trainees identified as "rural" account for 45 percent (or 105 Trainees).

Sixty-eight or 65 percent of the rural Trainee population were women. To determine these numbers, current address is used to assess their urban/rural status. Also examined are (a) the individual's birthplace; (b) number of years the person spent in rural versus urban areas (schools attended, employment); and, (c) maximum number of years spent in rural or urban areas. All 13 of Jamaica's parishes and two corporate areas of Kingston and St. Andrew sent Trainees under the PTIIC Project.

YOUTH

Jamaica has a youthful population with 35 percent under 15 years of age. Youth or work in youth-related training are keys for the Mission's selection criteria. One hundred thirty (57% of 229) of the Jamaican PTIIC Trainees fall into this classification. The mean age of all Jamaican Trainees is 32.8 years, with the oldest at 71 years, the youngest at 19. Overall, CLASP Trainees averaged 27.4 years of age.

A total of 113 Trainees (48%), however, listed their field of employment as education, which comprises youth-related training. Jamaica-PTIIC, therefore, seemingly had an impact on its nation's youth not necessarily by selecting youthful Trainees, but by concentrating on work or training in youth-related fields.

AWARDS TO LEADERS

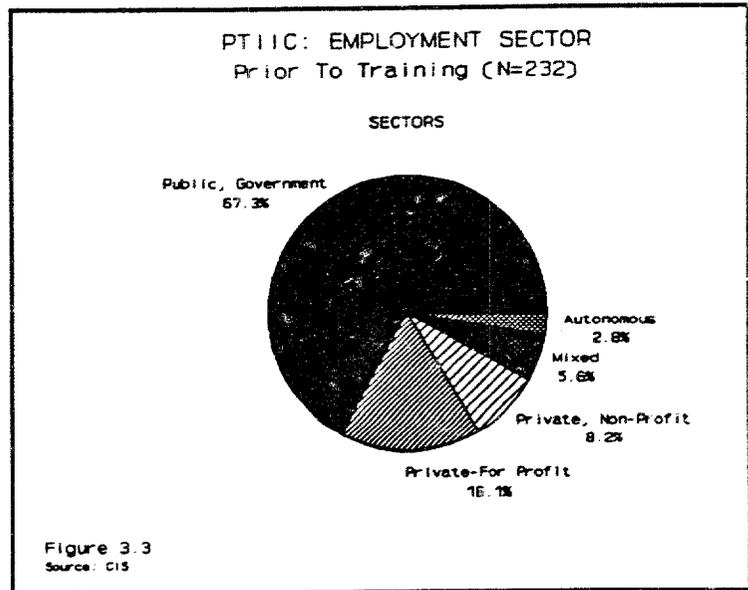
Leadership potential or actual leadership was a determinant in selecting 40 percent (93) of 230 Trainees. Leadership was defined as individuals who were active and held leadership positions in civic, community, or church-related organizations. During selection, Trainees

were interviewed about their community activities and commitment to furthering their leadership roles after their return.

Gender did not seem to affect a Trainee's selection based on leadership. Fairly similar numbers of men and women were selected for their leadership qualities (50 women and 43 men).

AWARDS BY SECTOR SERVED

The CLASP Project Paper recommended selecting Trainees from the private and public sectors, but with emphasis on private sector individuals. Yet when all Jamaican Trainees are identified by employment prior to training, the government-public sector proves to be the primary source (67 percent of Trainees). Next are the Private, For-profit and Non-profit, combining for a total of 24 percent; Mixed, 5.6 percent; Autonomous, 2.6 percent; and "Other" at 0.4 percent (see Figure 3.3).



Among the reasons for the high proportion of public sector Trainees are: (1) fields of training that yield large numbers of public sector employees, such as teachers, health workers, and agriculture-related technology personnel; (2) advertisement of the scholarships through government ministries and their wide information channels; (3) the public sector's provision for international airfare and stipends; and (4) job guarantees for government employees accepted into the program.

The private sector has difficulty in making these same kinds of offers to encourage further education by its employees, and promotion and recruitment efforts are not as centralized as they are in government operations.

AWARDS BY OCCUPATION

CIS data show 73 percent of the 234 Trainees identifying themselves as "Professional" for work held prior to PTIIC training. The next largest categories were "Student/Recent Graduate," and "Other"—both at 7.7 percent. Skilled workers reflected the next largest group (6.4 percent). Table 3.1 shows the breakdown of occupations or type of work for all 234 Trainees.

| Occupation Type of Work | # of Trainees | Percent |
|----------------------------|------------------|---------|
| Professional | 171 | 73.0 |
| Student/Recent Grad. | 18 | 7.7 |
| Other | 18 | 7.7 |
| Skilled Worker | 15 | 6.4 |
| Technician | 6 | 2.6 |
| Manager | 3 | 1.3 |
| Unskilled Worker | 2 | .9 |
| Semi-skilled Worker | 1 | .4 |

TRAINING OBJECTIVES

Almost half (47.8 percent) the Trainees held a B.A./B.S. as their training objective. Another forty-three percent sought a Short Course. The high percentage of B.A./B.S. degrees can be attributed to the Elementary Teacher Degree completion program programmed by Western Carolina University. This program provides for a three year B.A./B.S. program in Jamaica, with the final nine months conducted in the U.S. on Western Carolina University's campus. Table 3.2 shows overall Jamaica percentages with a breakdown by gender.

| Gender | Total Trainees | A.A./A.S. | | B.A./B.S. | | Short Course | | OJT | | M.A./M.S. | |
|--------------|-------------------|-----------|-----------|------------|-------------|--------------|-------------|----------|-----|-----------|------|
| | | # | % | # | % | # | % | # | % | # | % |
| Female | 153 | | | 82 | 54.0 | 65 | 42.0 | | | 6 | 3.9 |
| Male | 81 | 3 | 3.7 | 30 | 37.0 | 37 | 46.0 | 2 | 2.5 | 9 | 11.0 |
| Total | 234 | 3 | .1 | 112 | 47.8 | 102 | 43.0 | 2 | | 15 | |

FIELDS OF STUDY

The following table (3.3) shows the fields of study pursued by PTIIC Trainees and reflects the breakdown by gender.

The fields of study reflect Jamaica's CTP by emphasizing Business/Management and Education.

SUMMARY

The Mission identified and appropriately selected some of the target population announced in the CTP. However, some systematic procedures for identifying greater percentages of the target population will refine and improve the selection process.

| Field of Study | Women | Men | Total |
|----------------------------|------------|-----------|------------|
| Agribusiness | 1 | 1 | 2 |
| Agricultural Sciences | 2 | 4 | 6 |
| Architecture | 1 | 2 | 3 |
| Business & Management | 20 | 16 | 36 |
| Communications | 10 | 10 | 20 |
| Communication Technologies | 11 | 4 | 15 |
| Computer Sciences | 3 | 5 | 8 |
| Education | 70 | 19 | 89 |
| Engineering | 2 | 6 | 8 |
| Construction | 11 | 4 | 15 |
| Allied Health | 1 | 1 | 2 |
| Health Sciences | 4 | - | 4 |
| Home Economics | 4 | - | 4 |
| Industrial Arts | 3 | 3 | 6 |
| General Studies | 4 | - | 4 |
| Mathematics | 3 | 2 | 5 |
| Psychology | 1 | 1 | 2 |
| Public Affairs | 1 | - | 1 |
| Mechanics | - | 1 | 1 |
| Visual & Performing Arts | 1 | 2 | 3 |
| Total | 153 | 81 | 234 |

What can be said is that the Mission has successfully achieved the following goals:

- Since FY 1987, women comprise 60 percent or more of all Trainee placements, well above the AID targeted 40 percent.
- In FY 1990, the percentage of economically disadvantaged trainees has begun to exceed the 70 percent CLASP recommended target; although overall the Mission has identified 33 percent as economically disadvantaged.

- Nearly 45 percent of Trainees are rural.
- Training also made an impact on Jamaica's youth by concentrating on Trainees from youth-related fields (57%).

RECOMMENDATIONS

SELECTION CRITERIA

- The Mission is encouraged to review its current method for choosing the "economically disadvantaged" to ensure it matches the SIF and further to refine its weighted point system for tallying "economic disadvantage."

For example, adequate weight must be given to salary, household income, per capita family income, ownership of home or property, loans (tuition or other), study in other countries, and frequency of travel.

All these would benefit from updating to account for current Jamaican social and economic conditions.

- The Mission might want to consider reexamining selection criteria for "youth" in an effort to emphasize recruiting more youthful trainees.
- Classification of "rural" trainees might be based on a weighted determination of where they currently reside and work, and less on birthplace and schooling.
- Refocusing on matching Trainee recruitment and training program design to be more congruent with needs identified in the SIF and Mission strategy statement would be useful.

ADDITIONAL RECOMMENDATIONS

Recommendations for Using Advertising

- The Mission may wish to consider initiating a new advertisement campaign to advise the public and private sector of selection criteria and available training opportunities.

The current pre-selection approach appears to strongly favor reaching candidates in the public sector.

CIS Updates

- The CIS, if carefully maintained and regularly updated, will ensure that current and previous data is correct and consistent with stated criteria. This

will help to ensure that timely reports are submitted with correct and appropriate recording of data.

Both earlier and recent updating practices tended to be inconsistent, making it difficult to adequately track both Trainee numbers and distribution.

CHAPTER FOUR

Measuring the Benefits of PTIIC

CHAPTER FOUR — MEASURING THE BENEFITS OF PTIIC

INTRODUCTION

To complete the review of the PTIIC project's impact, this chapter addresses how the various training segments benefit Trainees. Also covered is how the objectives outlined both in the CLASP Project Paper and Jamaica Country Training Plans are met.

The discussion below targets these areas:

- Summary Profile of the Trainees
- Typical Features of PTIIC Training
- Methods for Assessing Service Quality
- Data Analysis of Outcomes
 - Training Segment
 - Experience America Segment
 - Follow-on Efforts
 - Trainee Response Surveys

As for data sources, information for what follows derives from these:

- CIS data on 234 Trainees (through June 17, 1991);
- Mission documents;
- Surveys and Interviews:
 - Exit Questionnaires of 110 Trainees surveyed immediately after program completion using exit interview protocols and Exit Questionnaires;
 - Returnee Interviews of 100 Trainees interviewed 6 months (or more) after their return. Survey subjects here represent 43 percent of Jamaican Trainees through December 31, 1990;
 - Interviews with Mission personnel, selection committee members, Trainee's employers, counterpart agencies, Ministry officials and former Mission staff members.

PROFILE OF TRAINEES

The following reflects CIS records for 234 Jamaican Trainees and reviews data presented in Chapter 3. As noted, 65 percent of the Trainees were women, 45 percent were from the rural areas, and 33 percent were economically disadvantaged.

SCHOOLING

The mean for years of schooling of PTIIC Trainees is 13.8 years. The Trainees generally are better educated than their parents whose mothers averaged 7.5 years, and fathers, 7.9 years.

AGE DATA

PTIIC Trainees' mean age is 32.8. This average is substantially higher than that for all CLASP Trainees (mean of 23). The age-range of Jamaican Trainees is 19 to 71.

OCCUPATION BEFORE TRAINING

Seventy-three percent of the Trainees reported their occupation as professional prior to training.

TRAINING OBJECTIVES

The goal for 47.8 percent of the Trainees was a B.A./B.S. degree. Another 43 percent sought short courses.

FIELDS OF STUDY

Education represents the largest field of study with 89 Trainees (38 percent). Business and Management follows with 36 Trainees pursuing that course of study. Twenty Trainees chose communications, 15 others, Communication Technology. Another 15 (women) pursued short-courses in construction. Fewer than 10 Trainees each chose agricultural sciences, architecture, computer science, engineering, allied health, home economics, industrial arts, liberal arts, life sciences, math, psychology, public affairs, mechanics and visual/performing arts.

FEATURES OF TRAINING PROGRAMS

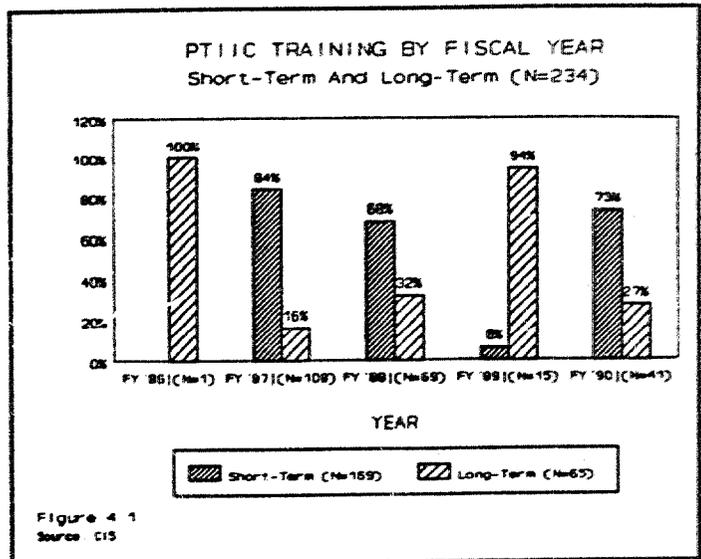
This section uses CIS data to describe the mix of short- and long-term training programs, and training duration for FYs 1986 - 1990.

Overall, Trainee placements varied widely over the four project years covered. In FY 1986, only one long-term Trainee was funded under PTIIC. Of 108 Trainees placed in FY 1987, 91 were for short-term, while the remaining, 17 (16%) were long-termers.

The ratio slowly grew more balanced (in FY 1988) as 68 percent or 47 of the 69 Trainees sought short-term programs, while 22 (32%) of the Trainees pursued long-term programs. But contractual issues again slowed placement in FYs 89-90 and affected the mix of short- and long-termers. In this phase, only 15 Trainees were placed in FY 1989, 14 in long-term. In FY 1990, placement increased to 41 Trainees, 11 (28%) of them long-term.

In short, Jamaica met CLASP's basic guidance of using a minimum of 30 percent long-term training in FY 1988 and came close in FY 1990.

Women received 75 percent of the short-term training, while men received 63.4 percent of the long-term placements. Figure 4.1 shows Short- and Long-term Training by Fiscal Year.



METHODS FOR ASSESSING SERVICE QUALITY

When data were analyzed to answer the question, "How well were the services provided?," it included Exit Questionnaires completed by 110 Trainees, and 100 Returnee Interviews done in-country six months or more after the Trainees' return.

EXIT QUESTIONNAIRES

Trainee Exit Questionnaires are completed as training ends at the final training site and before returning to country. The survey's main purpose is to assess individual Trainee's overall training experience. The survey focuses on actual training experiences and adjunct activities contributing to training success.

The Exit Questionnaires exclude some Jamaica PTIIC Trainees who completed the program in the first two years, and, as with many surveys, the response rate is below 100 percent. There is no reason to believe, however, that the current sample of 110 Exit Questionnaires does not represent the PTIIC population during FY 1986 - FY 1990.

POST-TRAINING RETURNEE QUESTIONNAIRES

SAMPLE SELECTION AND DATA COLLECTION STRATEGY

Between June 9 - 14, 1991, an Aguirre Evaluation Team (William T. Judy, Jr. and Wendy R. Russell) visited Jamaica to interview Mission PTIIC project personnel, review files, interview National Selection Committee members and supervise efforts for the CLASP Jamaica process evaluation.

The 234 PTIIC Scholars completing training in the United States between the FY 1986 start-up and December 31, 1990, served as the population from which a sample of 100 was drawn to whom Returnee Interview Questionnaires were administered. A highly recommended, locally-hired consultant was contracted by Aguirre International to help select and supervise

a team of 5 interviewers who administered a 9-page Returnee Interview protocol. Letters were mailed to returnees advising them of the impending survey and requesting their cooperation. Telegrams were sent to returnees in more remote areas.

On June 11, 1991, interviewers were briefed on the CLASP background and trained in the interview protocol by the Aguirre evaluation team. A coordinator offered periodic follow-up by telephone.

Interviews were then held between June 12 and July 9, 1991. Interview sites varied from case to case, but in most instances were conducted in returnees' homes. At times, interviews were held at the returnees' work place, or at the interviewer's home.

Interviews were conducted with 100 returned PTIIC scholars, the sample originally proposed. Some returnees from the original sample were not in Jamaica, and therefore were not surveyed. Substitutions were made from the composite listing to obtain a 100 percent return rate. Ultimately 173 returnees were interviewed: 100 PTIIC scholars and 73 LAC-II Trainees.

RESULTS OF DATA ANALYSIS

What follows targets service quality as it relates to the Training, Experience America, and Follow-on Segments. Data sources include Exit Questionnaires, Returnee Interviews, Mission personnel interviews, and a Mission document review.

TRAINING SEGMENT

One key way to assess the preparation and quality of training programs is to survey the Trainees' views.

PREDEPARTURE PREPARATION

The Mission's CTP does not address predeparture preparation. But discussion with Mission personnel shows the Mission instituted an orientation program involving Mission Training Staff and, at times, returned Trainees.

Orientation is generally more formal for groups than individuals. Former Trainees are asked to speak with groups, and as a result, group orientations offer more information on U.S. Culture, and varied types of program activities. Individuals are briefed on program basics and procedures. (See Appendix E for Predeparture material given Trainees in orientation meetings.)

Some data from Exit Questionnaires support this. Of 47 Trainees responding, 34 Trainees indicated they received preparation prior to training in the U.S. Of those who did, 27 had short-term programs, 7 long-term. Of the thirteen who did not receive any preparation, eight

participated in short-term programs and 5 were on long-term programs (see Figure 4.2).

Other survey questions help round out the picture. Forty-eight Trainees responded to the question, "How prepared were you for your trip and program in the U.S.?" Over half (56.3% or 27) felt only "Somewhat prepared." Six percent (3) felt "unprepared," while the remaining 16.6 percent felt "Prepared." By contrast, CLASP's overall figures are that 5 percent report being "unprepared" while 64 percent report "prepared" or "very prepared."

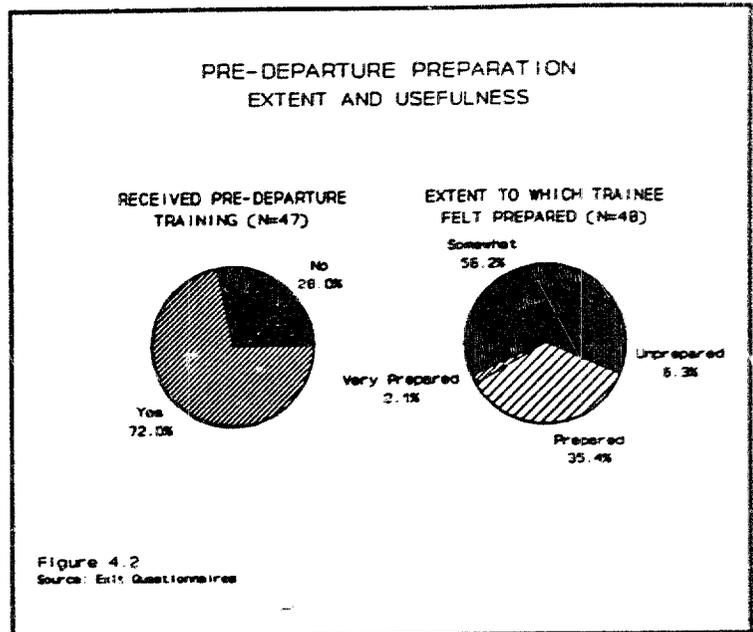


Table 4.1 shows the usefulness of the orientation in specific areas. Most interesting to the Trainees was information related directly to their program content and activities.

Table 4.1
Orientation Program Usefulness By Area
(Percentages)

| Specific Areas | Did Not Receive | Not Very Useful | Of Some Use | Quite Useful | Extremely Useful |
|-----------------------|-----------------|-----------------|-------------|--------------|------------------|
| To U.S. Culture | 18.2 | | 27.3 | 39.4 | 12.1 |
| Program Objectives | | 3.1 | 50.0 | 18.8 | 28.1 |
| Program Content | 9.7 | 6.5 | 12.9 | 25.8 | 41.9 |
| Program Activities | 12.5 | 3.1 | 9.4 | 8.8 | 53.1 |
| Length of Training | | 3.1 | 25.0 | 34.4 | 37.5 |
| USAID Admin. Policies | | | 51.6 | 25.8 | 19.4 |
| Number of cases: (33) | | | | | |

As for Trainees' awareness of U.S. culture, 18 percent reported receiving no orientation to U.S. culture. Of those who did, 26 percent found it "quite useful" or "extremely useful" (39.4%). This may show that even if Jamaicans have frequent exposure to U.S. culture, they still find information and clarification useful.

TRAINEES' MAIN OBJECTIVES

Table 4.2 covers the respondents' main objectives as cited in the Exit Questionnaires. When asked what they hoped to gain from the PTIIC training program, 94 percent of 48 respondents cited they wanted to "learn more in

Table 4.2
Objectives of PTIIC Trainees
(Percentages)

| Objectives | Exit (n=48) | Returnee (n=96) |
|--------------------------|-------------|-----------------|
| Specific Field Knowledge | 93.8 | 96 |
| Make Friends | 2.1 | |
| Other | 2.1 | |

the field of work or study” as their main goal. “Making friends” and “other” were very distant seconds.

Table 4.2 also indicates that of 99 respondents to this question on the Returnee Interview, 96 percent placed the priority on “learning more in the field of work or study.” This was the second choice of three Trainees, while “other” was chosen by the remaining 2.1 percent.

TRAINEES’ EXPECTATIONS ABOUT TRAINING

Extent to Which Trainees Realized Training Expectations

Most of the 107 respondents to the question, “To what extent did you get what you hoped for?” noted their original objectives were realized to a “very great extent” (17.8 %) or to “a great extent” (51.4%). Twenty Trainees (18.7%) responded “some,” with 12 (11.2%) citing “a little” and one “not at all.”

Comparing Training Received with Training Expected

Trainees were asked to compare the training they received with their expectations. Data was derived from two protocols: The Exit Questionnaire and the Returnee Interviews. Table 4.3 shows how Trainees responded at the end of training, and after their return to Jamaica.

| <u>Protocol</u> | <u>Better</u> | <u>Same</u> | <u>Worse</u> |
|-----------------|---------------|-------------|--------------|
| Exit (n=106) | 25.5 | 65.0 | 8.5 |
| Returnee (n=98) | 39.0 | 53.0 | 6.0 |

Over half the Trainees (on exit and on return) found the comparison of training received with expectations to be “about the same”—65 percent of the exiting Trainees, and 53 percent of the Returned Trainees. Over one-fourth (25.5%) of the Trainees on exit felt the program was “better than expected,” while over one-third (39%) of the Returned Trainees concurred.

Trainees citing “better than expected” noted general and specific program content, personnel and overall general organization of training activities as their reasons for their rating. Some reasons for why their training was “better than expected” include these:

“Professors went the extra mile. They really wanted the students to succeed. This experience is not found in my country.”

“I knew the training would allow me to do a bit of practical, but I did not expect to go as far as building a house!”

“The training was compact and thorough.”

“Training has made me into a more insightful person where my work is concerned.”

“... besides technical aspects, able to interact and learn more about people.”

On the negative side, fewer than one in ten (8.5%) of exiting Trainees found the training “worse than expected.” Six percent of the returned Trainees agreed citing program duration, content and overall general organization. Other reasons cited by exiting Trainees included training program administration, level of difficulty, and medical problems.

Satisfaction with Training

Table 4.4 illustrates satisfaction rates with all training received on a 5-point scale—given Trainees response on exit and after return to Jamaica.

Here, substantive change is notable: 24.5 percent of the Exiting Trainees feel “extremely/very satisfied,” but 41 percent of the Returned Trainees are “very satisfied.” This seems to show that, after returning home, Trainees realized the full value of the Training, thus raising the satisfaction levels. It should be recalled that respondents in Returnee

Interviews reflect the same population as those completing the Exit Questionnaire, with the difference being an intervening period of at least six months.

| Ratings | Exit (n=49) | Returnee (n=98) |
|-------------------|----------------|--------------------|
| Very dissatisfied | | 1.0 |
| Dissatisfied | 10.2 | 2.0 |
| Neutral | 12.2 | 6.0 |
| Satisfied | 53.1 | 48.0 |
| Very satisfied | 24.5 | 41.0 |

Trainees Recommending the Program

Trainees on both protocols answered the question, “Would you recommend this program or a similar training program to others?” These responses are the single best measure of Trainees’ overall impression of the PTIIC program. The high percentage of positive responses show that the program has offered Trainees a rewarding experience in the U.S.

Respondents use a 3-point scale on Exit Questionnaires to show whether they recommend the program. Ninety-six percent of the exiting Trainees would “definitely” recommend the program, while four percent responded with “maybe.”

Returned Trainees answered whether they recommend the program on a 7-point scale (ranging from 1 being “no” to 7 being “yes”). In this case, 94 percent responded with a 7, with six percent indicating a 6.

EXPERIENCE AMERICA SEGMENT

This section reviews survey results regarding the Experience America segment. Data for these questions derive from Exit Questionnaires and Returnee Interviews.

The goal of the Experience America segment is to foster and strengthen relationships between the peoples of the U.S. and Jamaicans. This training segment offers scholars

opportunities to actively experience America and return home with a strong commitment to regional cooperation and understanding.

EXPERIENCE AMERICA ACTIVITIES

Responses by 110 PTIIC Trainees, on exit, show a wide variety of experiences. As depicted in Table 4.5, the majority attended cultural events (89%), visited or lived with U.S. families (82.7%), traveled around the U.S. (60%), and visited with friends around the U.S. (51%). To a lesser degree, they attended athletic events (39%) and civic activities (44%), or visited tourist spots (23%).

Table 4.5
Trainee Participation in Experience America

| <u>Experience America Activities</u> | <u>#</u> | <u>%</u> |
|--------------------------------------|----------|----------|
| Attended Cultural Events | 98 | 89 |
| Visit/Live with U.S. Family | 91 | 82.7 |
| Traveled in the U.S. | 66 | 60 |
| Visited with Friends in U.S. | 56 | 51 |
| Attended civic Activities | 49 | 44 |
| Attended Athletic Events | 43 | 39 |
| Visited Tourist Spots | 25 | 23 |

Most often (41.3%), Trainees attended these informal activities with fellow Jamaicans. To a slightly lesser extent, they went with mixed groups (23.9%) or U.S. citizens (21.7%).

Increased Understanding of U.S. Life

This question was posed only to exiting Trainees. Table 4.6 shows the percentages of the 109 Trainees responding, and their increased understanding of U.S. citizens, their politics, life styles, families and state and local functions of government.

Table 4.6
Percentage of Trainee Who Increased Their Understanding of the U.S.

| <u>Understanding</u> | <u>Some</u> | <u>Much</u> | <u>Very Much</u> |
|----------------------|-------------|-------------|------------------|
| U.S. Citizens | 24.5 | 27.3 | 29.1 |
| U.S. Politics | 33.6 | 21.8 | 12.7 |
| U.S. Gov't | 33.6 | 18.2 | 14.5 |
| U.S. Life | 33.6 | 39.1 | 19.1 |
| U.S. Families | 24.5 | 24.5 | 21.8 |

Overall, departing Trainees increased their understanding, but only "to some extent," rather than "much" or "very much."

Trainee Characterization of the U.S. (On Exit)

Trainees used a 7-point scale to characterize the U.S. on the following dimensions: unfriendly/friendly; disorderly/orderly; unjust/fair; ungenerous/generous; insensitive/sensitive; and aggressive/non-aggressive.

Overall, Trainees' contacts with Americans left them with positive impressions. The following tallies the "global" positive responses (5, 6, 7) of all Trainees characterizing the U.S.:

- 3 out of 4 – found U.S. citizens to be "friendly;"
- 2 out of 3 – "orderly;"
- 4 out of 5 – "active;"
- 4 out of 5 – "fair;"
- 5 out of 6 – "generous;"
- 3 out of 4 – "sensitive to other countries;" and
- 3 out of 5 – "non-aggressive."

RETURNEE INTERVIEWS

Returned PTIIC Trainees also were asked to characterize the people of the U.S. according to a 7-point negative/positive scale, with 1 item negative, and 7 positive. The characterizations assess friendliness, fairness, generosity, prejudice, sensitivity, and understanding of the Trainees' home country.

Data from Returnee Interviews appears in Table 4.7 and shows two perceptions shifted positively over 50 percent (fairness and ethnic or color prejudice), while with two others, the shifts were 33 percent (on generosity) and 45 percent (on friendliness/warmth).

Table 4.7
Returned Trainee Characterization of U.S. People
(n=99)

| | | Negative | | | | | Positive | |
|-------------------------------|--------|----------|----|----|----|----|----------|----|
| | | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Friendly: | Before | 2 | 3 | 12 | 30 | 21 | 19 | 12 |
| | Now | 1 | 1 | 3 | 23 | 17 | 35 | 19 |
| Fair: | Before | | 3 | 13 | 22 | 22 | 22 | 14 |
| | Now | | 1 | 4 | 12 | 31 | 33 | 17 |
| Generous: | Before | | 3 | 8 | 23 | 23 | 27 | 14 |
| | Now | | 1 | | 14 | 21 | 40 | 22 |
| Unprejudiced: | Before | 10 | 11 | 18 | 21 | 18 | 14 | 6 |
| | Now | 3 | 6 | 11 | 25 | 22 | 22 | 8 |
| Sensitive: | Before | 8 | 4 | 19 | 25 | 13 | 19 | 10 |
| | Now | 4 | 1 | 15 | 17 | 27 | 23 | 11 |
| Understands Trainee's Country | Before | 12 | 7 | 15 | 21 | 19 | 18 | 7 |
| | Now | 6 | 7 | 13 | 22 | 24 | 19 | 8 |

Trainees were also asked via a 7-point scale to characterize the U.S. government. They assessed four variables prior to their U.S. training, and then, some 6 months later.

Returnee Interview data appears in Table 4.8 showing that in every area considered, Trainee perceptions grew more positive.

Table 4.8
Returned Trainee Characterization of U.S. Government
(n=98)

| | | Negative | | | | | Positive | |
|--------------------------------|--------|----------|---|----|----|----|----------|----|
| | | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Fair: | Before | 1 | 5 | 12 | 23 | 19 | 27 | 11 |
| | Now | 1 | 3 | 8 | 18 | 22 | 32 | 14 |
| Generous: | Before | | 1 | 7 | 14 | 24 | 34 | 20 |
| | Now | | | 5 | 10 | 19 | 41 | 24 |
| Sensitive to Other Countries | Before | 1 | 2 | 9 | 28 | 16 | 22 | 20 |
| | Now | 1 | 2 | 6 | 17 | 25 | 27 | 20 |
| Sensitive to Trainee's Country | Before | 1 | 2 | 5 | 16 | 21 | 27 | 26 |
| | Now | 1 | 1 | 2 | 13 | 22 | 32 | 27 |

BENEFITS OF TRAINING TO RETURNED TRAINEES

To rate the benefits of CLASP training on Trainees' careers, survey subjects were asked a series of questions. These ranged from items comparing job status at time of survey, to that status before training, to items exploring the applicability of the knowledge acquired in training.

These responses, in short, provide information for assessing the perceived training benefits for the Trainees' lives and careers.

USEFULNESS OF TRAINING

Almost 93 percent (92.7%) of the Returnees stated they were able to put into practice what they learned in training: 61 percent cited "to a great" extent, and 31 percent mentioned "somewhat."

The following Table 4.9 depicts the areas in which Returnees found their training useful and were able to apply newly learned skills. There were three clear areas of benefit: 52 percent of the Returnees cited an improvement of job competence, while others noted learning new skills (51%), and still others mentioned furthering career goals (50%).

Table 4.9
Usefulness of Training - Returned PTIIC Trainees

| <u>Area of:</u> | <u>Of No Use</u> | <u>Not Very Useful</u> | <u>Somewhat Useful</u> | <u>Useful</u> | <u>Very Useful</u> |
|------------------------------------|----------------------|----------------------------|----------------------------|---------------|--------------------|
| Improving Job Competency | | 5 | 8 | 32 | 52 |
| Learning New Skills | | 1 | 8 | 36 | 51 |
| Present Job | 3 | 9 | 11 | 36 | 38 |
| Career Goals | | 5 | 7 | 35 | 50 |
| Meeting U.S. Same Field | 5 | 14 | 18 | 26 | 32 |
| Meeting Other Carib/Lat Same Field | 13 | 42 | 12 | 17 | 13 |
| Meeting Own Country Same Field | 5 | 14 | 8 | 27 | 44 |

EMPLOYMENT

Nearly all (97%) Returnees now work, with 64 percent of them in the public sector. Table 4.10 shows the distribution of the remaining Trainees' jobs. Twenty-nine of the returned Trainees are teachers, which accounts for the high percentage in government service.

Of the 60 Returnees who hold the same job as that before training, 26 (43%) have a different position or title, and in some cases, an increase in responsibilities. A sampling of the job changes attributed to PTIIC training includes:

Table 4.10
Type of Work
PTIIC Returnees (n=98)

| <u>Type</u> | <u>Percent</u> |
|---------------------|----------------|
| Public Sector/Gov't | 63.9 |
| Private For-Profit | 24.7 |
| Private Non-Profit | 4.1 |
| Self-employed | 4.1 |
| Mixed | 3.1 |
| Cooperative | 1.0 |

"I am more qualified for the job and more involved, performance is better."

"The training has enhanced my leadership skills and attitude."

". . . better earnings and more responsibility."

". . . additional responsibilities, wider exposure, being able to use the knowledge gained."

"I started as a freelancer and have gone through the ranks to become a supervisor. Training has also assisted me in training others."

"Received a promotion that involves use of computers which are now being used."

In addition, 67 Trainees since returning from training have had a salary increase, and of these, 42 (62.7%) attribute the increase to their U.S. training.

When given the opportunity to mention other areas they would have enjoyed covering in training, five expressed an interest in practical training, while the remaining 41 wished to concentrate more on specific subject matter areas. Twenty-two would have liked greater depth of training in certain areas. For example, several of the teachers requested more information, exposure to techniques for Special Education, and many others wanted more extensive exposure to computer technology. Below are some of the specific comments from the Trainees.

". . . more about the U.S. perspective on journalism and the role of media in political developments."

"The practical section of the program too short, could have been extended."

". . . glass blowing, public speaking, an internship."

". . . more emphasis on real-life case studies."

". . . more opportunities to maximize the learning opportunities."

". . . more information on management skills and more in-depth study of the American History."

"The course could have been longer to include more training in computer applications."

RETURNEES' PERCEPTIONS OF THEIR EXPERIENCES

WHAT TRAINEES LIKED MOST ABOUT THEIR U.S. EXPERIENCE

This open-ended question was answered by 96 of the Returnees. The most frequently expressed positive sentiment cited the opportunity to interact with people and through direct experience learn about different cultures. A sampling of these responses follows:

- “ . . . exposure to a lot more new areas in the profession.”
- “ . . . opportunity to learn about the field and exposure to new ways of life.”
- “ . . . the trip to Disney World!”
- “ . . . the cultural mix and being able to meet persons from Jamaica in the same line of work.”
- “ . . . the fact that so much information is available.”
- “ . . . went to soccer tournaments, doing a lot of community work, mixing with kids and telling them about Jamaica.”
- “ . . . became fascinated with computers as this was the first in-depth exposure. Amazing what they can do.”
- “ . . . sightseeing, the geography of the U.S.; fruits and food; meeting people; and talking about Jamaica.”
- “ . . . training techniques.”
- “ . . . intellectual and professional stimulation.”
- “ . . . the multi-faceted nature of the U.S. culture - the history and general social development, this was fascinating.”
- “ . . . visiting the American school system, seeing the classes in action and being able to compare systems.”
- “ . . . exposure to college life, also the experience of seeing snow.”

WHAT TRAINEES LIKED LEAST ABOUT THE U.S. EXPERIENCE

Seventy-one Returnees responded to this open-ended question. Dissatisfaction with program duration was cited most often, with housing, food, and climate ranking close behind. Several commented on lack of contractor follow-through in relation to above issues in addition to finances and program content or organization.

The responses of a few Trainees provide a sampling of the comments:

“ . . . the course time could have been longer - additional two months, to be in position to visit and actually work on-site.”

“ . . . sudden change in climate and the fact that the contractor was not available to deal with pressing issues.”

“ . . . accommodations in dormitory surroundings with teen-aged students made for a lot of noise and was distracting.”

“ . . . organization of program was sloppily done.”

“ . . . pre-orientation was lacking thus not being prepared to cope with a new environment.”

“ . . . the food was not palatable, I did not enjoy it.”

“ . . . trying to get Jamaican credits transferred to the States.”

“ . . . was no personnel to meet us at any of the airports.”

WHAT SURPRISED STUDENTS THE MOST

The surprises encountered by 82 returned Trainees responding to this open-ended question were wide-ranging. Some discoveries that were stated more than once included incidents of poverty and racism, easy access to information, cultural ignorance of U.S., and warmth of Americans.

Among the surprises expressed by the Trainees was a mix of positive and negative observations:

“ . . . library on the University campus was great, and the extent of campus operations - the campus and community was one.”

“ . . . seeing very poor people and their living conditions.”

“ . . . ignorance of Americans about other countries and their cultures.”

“ . . . seeing people moving about having their breakfast in their car and in the street.”

“ . . . they were friendly and helpful. I did not have this perception before entering the program.”

“... that in a civilized country such as the U.S., that racial prejudice is still a reality.”

“... the ‘down to earth’ behavior of the instructors.”

THE IMPACT OF TRAINING ON TRAINEES’ LIVES

In response to the question, “What impact did this training experience have on your life?” 98 of 100 returnee interviewees responded with the vast majority to say their horizons had been expanded, and that they now possessed more self-confidence. The Trainees’ own words best expresses their feelings and perceptions:

Training’s Impact on Personal Life

“... has made me a more competent and well-rounded person.”

“... attained higher self-confidence.”

“... widened my experience on the cultural differences between Jamaica and the U.S.”

“... more aware of technology available.”

“... I have developed a positive outlook towards my job and now feel more in control.”

“... I am now more able to solve problems that are commonly encountered in teaching and able to help other teachers in doing same.”

“... I have become more aware of my own potential.”

“... exposure to different methods/approach to training, all achieving the same objectives. I am now more open to various techniques and have used them successfully.”

FOLLOW-ON

ACTIVITIES SINCE RETURNING TO COUNTRY

Returnees were asked to indicate contacts or activities they have had since their return. Percentages are not applicable as Trainees were asked to indicate all that apply.

The majority stayed in contact with other Trainees and read professional literature. However, only 15 are involved in a U.S.-related professional group. 27 purchase products from the U.S., and another 27 purchases services, provide products and services, or are active in some aspect of U.S. business.

CONTACTS

Slightly more than half (56) of the Returnees received program-related information or services since their return by someone connected with USAID/Jamaica or the training program in which they participated.

The Trainees reported the types of information or services provided and rated the usefulness of Follow-on efforts. They responded via a scale of 1 to 5, with “1” indicating “of no use” and “5” for “very useful.”

Twenty Returnees reported receiving correspondence, literature or information, and in one case, a visit from their U.S. colleagues. Twelve (54.5%) found this “useful,” with six (27.3%) considering this type of follow-up “very useful.”

As for contacts with the U.S.-based training site, 13 noted they received literature and other technical assistance from their U.S.-based training institution or agency. Seven (53.8%) returnees thought this “very useful,” while three (23.1%) found it “somewhat useful” and two (15.4%) “useful.”

Also, 16 reported a “useful” (47.1%) exchange with the Mission after their return. For 10 returnees, this involved a follow-up interview to review the program. The remaining six received correspondence and literature.

ACTIVITIES

Trainees were asked to rank Follow-on programs and activities which they find most useful. Respondents ranked at least three items in order of importance (“1” for “most important”). Seminars and workshops, followed by an alumni association rated highest in Trainee rankings. Receiving professional publications and a newsletter ranked second and third. (Appendix F lists workshop/seminar topics requested by Trainees.)

TRAINEE RECOMMENDATIONS

Ninety-four percent of the Returnees recommend the program to other people. When respondents were asked to explain their reasons, their explanations included those offered below:

“... excellent for sharpening skills, focus, direction for the future.”

“... it is an opportunity for self-development and learning new skills.”

“... offers an opportunity for higher training while at the same time being exposed to a different culture.”

“... it is good for general upgrading of oneself and helps in the job situation.”

“ . . . it offers opportunities to meet people in the same field, and to share ideas on approaches and experiences of mutual benefit.”

TRAINEE RECOMMENDATIONS FOR PROGRAM IMPROVEMENT

To a question seeking comments and suggestions for improvement in the program, 96 returnees offered a range of recommendations. The most often cited recommendations were for including more practical components in training, which also touched on appropriate training design and program duration, followed by examining of allowance amounts and housing.

Trainees furnished thoughtful and serious recommendations for improving the program. A sampling of responses follows:

“ . . . better planning - proper evaluation of program versus student capabilities and experience.”

“ . . . more practical exposure, more prepared about contents of program prior to going.”

“ . . . more practical exercises as components in the course.”

“People from USAID who come to introduce the program must be more positive and not make comments like, ‘This is a program for underprivileged people’.”

“ . . . schedule of events should get to participant before they arrive so that they are aware of what to expect.”

“Trainees should get a copy of the curriculum and know how their Jamaican credits apply so they can have an idea of what to expect.”

“Participants need to be told prior to entering the U.S. exactly how much the allowance will be.”

“Sponsors should have more direct contact with participant during the course of study to ensure that things are ok.”

“ . . . increase course time, state program clearly before participants leave, follow-up programs for at least one year, linking with locally-based companies to assist in reintroducing training.”

SUMMARY OF FINDINGS

As a testament to the program, overall Trainee feelings and attitudes were positive. Trainee expectations for the program were realized to a “very great extent” or to a “great extent” by seven out of ten Trainees. Also, Trainee satisfaction increased after returning home—while only one in four (24.5%) were “extremely/very satisfied” initially at program’s end. Six months or more later, two out of five Trainees (41%) were very satisfied.

Supporting these findings, more than nine out of ten Trainees responding to both protocols (96% Exit and 94% Return) strongly recommend the program to others.

In predeparture questions, however, 72 percent of the Trainees cited receiving some predeparture preparation, yet only 16.6% of the Trainees felt “prepared” for their training programs.

Departing Trainees commenting on the Experience America segment reported increasing their understanding of U.S. life, but only “to some extent,” rather than “much,” or “very much.”

Nearly all (97%) Returnees now work, with 64 percent of them in the public sector. Almost 93 percent mentioned being able to put into practice what they learned in training.

Over half (56%) of all Returnees received program-related information or services since their return by someone connected with USAID/Jamaica or the training program in which they participated. When asked to rank the Follow-on activities they wanted most, their highest ratings went to seminars and workshops, followed by an alumni association.

Trainee recommendations for improving the program include better predeparture preparation, closer sponsor monitoring, and inclusion of more practical (“hands-on”) activities in program design.

RECOMMENDATIONS

PREDEPARTURE PREPARATION

The Mission, together with its contractor, may wish to consider improving predeparture preparation with regard to timeliness of information and appraising Trainees about actual training and program content. Both content and depth of U.S. culture and cross-cultural interactions were faulted by the Trainees. The Mission may want to consider collaborating with CASS or drawing upon their extensive predeparture program.

PROGRAM DESIGN

Training program design could be strengthened to include more professionally-related practical experiences and more options to directly interact with U.S. citizens. The goal would be to acquire more insight into U.S. families, lifestyle, state and local politics, and community activism.

FOLLOW-ON

To forge stronger personal and professional links with the U.S., Trainees could be provided the option of enrolling in professional societies, and/or a one year's subscription to a professional journal.

Equally important are stronger efforts in offering continuing education and follow-up training to Returnees in-country. Since the Trainees in the teacher education program requested this most frequently, Western Carolina University might be approached about offering this as part of their in-country program.

CHAPTER 5 — EVALUATION OF THE LAC-II TRAINING PROGRAM

OVERVIEW

The LAC Training Initiatives II (LAC-II) project began in FY 1985 and proceeded through December 1989. Chapter Five examines the implementation of the LAC-II Scholarship Program in Jamaica which trained 172 scholars through December 1989. In the survey of returned participants, 73 returnees were interviewed.

While Missions administering the CLASP/PTIIC program were instructed to include data on LAC-II Trainees in their own CIS, LAC-II is a separate training program, and the CLASP selection criteria do not apply.

DISTRIBUTION OF AWARDS

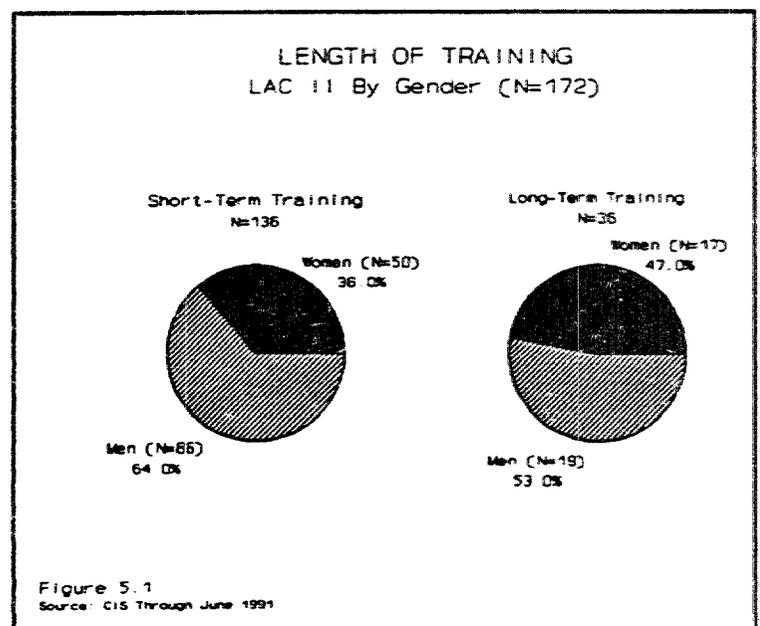
From the program's inception to its end, 172 Jamaicans—67 women (39%) and 105 men (61%)—have completed their LAC-II training. Of the 51 academic scholarships, 29 (56.8%) were awarded to women. More men, on the other hand, received technical training (68.5%).

According to the CIS data on LAC-II Trainees, only five (2.9%) were classed as "disadvantaged." LAC-II, it should be noted, did not stress recruiting of economically disadvantaged (nor used means tests for selection) as did PTIIC. The data show 43 Trainees (25%) were classified as rural.

While not required, data on youth and leadership potential were available, and showed 94 Trainees (55%) designated "leaders" with 47 of these women. Also, 73 (43% of 168) were categorized as "youth."

TRAINING MIX: SHORT-TERM AND LONG-TERM PROGRAMS

One hundred thirty six Trainees were enrolled in short-term training. In LAC-II, women made up 36.7 percent of short-term, and 47 percent of long-term participants. (See Figure 5.1.)



The time difference between training modes is interesting to note. The mean number of months for a long-term LAC-II training program (in the five project years) was 20.4. Short-term training averaged less than one month for this period. See Figure 5.2 for the trend of LAC-II training months by year.

AWARDS BY OCCUPATION

CIS data show seven of ten (70%) of the 172 LAC-II Trainees listing their occupation before training as "Professional." The next largest category was "Other" (13%), followed by "Manager" (9.9%), with "Skilled Worker" comprising 6.4% of the total. Table 5.1 shows the breakdown of occupation or type of work for 168 of the Trainees.

TYPE OF INSTITUTION OF LATEST EMPLOYMENT

LAC-II Trainees (51%) came primarily from the private, for profit sector. Thirty-three percent represented the public sector (government), while 14 percent came from non-profit concerns (see Figure 5.3).

LEVEL OF EDUCATIONAL ATTAINMENT

Mean years of schooling for LAC-II Trainees is slightly higher for women (14.4 years) than the men (13.8 years). In the Caribbean educational system, which is closely modeled after the British, the mean level of educational achievement indicates

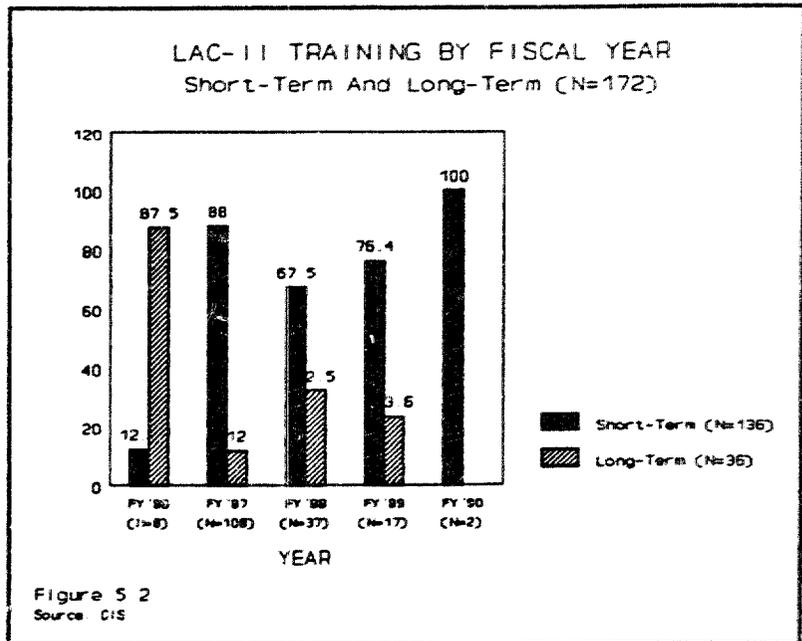
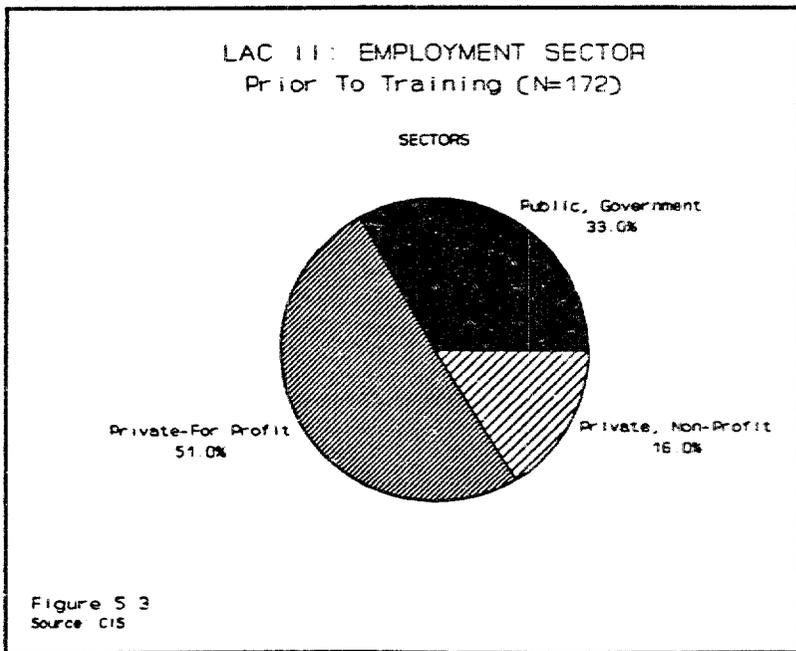


Table 5.1
Occupation/Type of Work
LAC-II Trainees Prior to Training

| Occupation/ Type | Trainees | Percent |
|---------------------|----------|---------|
| Business | 69 | 41.0 |
| Agriculture | 36 | 21.0 |
| Other | 36 | 21.0 |
| Education | 22 | 13.0 |
| Manufacturing | 3 | 1.8 |
| Engineering | 1 | .6 |
| Health | 1 | .6 |
| Total | 168 | 100.0 |



that the vast majority of the LAC-II Trainees had completed high school and had some college-level credit.

AGE DATA

The mean age for LAC-II Trainees is 34.4 years. The mean age for PTIIC Trainees was 33.6 years.

TRAINING OBJECTIVE

Fifty-one LAC-II Trainees (29%) participated in degree completion programs. The majority, however, completed non-degree short-courses (120 Trainees). Table 5.2 displays training objectives of LAC-II Trainees by gender.

| | Total Trainees | B.A./B.S. | | Short Course | | Ph.D. | | M.A./M.S. | | Seminar | |
|--------------|-------------------|-----------|-----------|--------------|-------------|----------|------------|-----------|-------------|----------|------------|
| | | # | % | # | % | # | % | # | % | # | % |
| Female | 67 | 14 | 21.0 | 38 | 57.0 | | | 15 | 22.0 | | |
| Male | 105 | 3 | 2.9 | 82 | 78.0 | 1 | 1.0 | 18 | 17.0 | 1 | 1.0 |
| Total | 172 | 17 | .9 | 120 | 69.0 | 1 | 5.8 | 33 | 19.0 | 1 | 5.8 |

FIELDS OF STUDY

Agribusiness and agricultural production was the most popular field for men with 26 Trainees (25%). The dominant fields of study for 65 women Trainees was Business and Management (22 or 34%) followed by Education at 14 (22%). The 104 men Trainees likewise concentrated on Business and Management studies (24 or 23%). Table 5.3 shows training by fields.

| Field of Study | Women | | Men | | Total | |
|--------------------|-----------|--------------|------------|--------------|------------|--------------|
| | # | % | # | % | # | % |
| Agribusiness | 8 | 12.0 | 26 | 25.0 | 34 | 20.0 |
| Agri Sci | - | - | 15 | 14.0 | 15 | 14.0 |
| Bus & Mgmt | 22 | 34.0 | 24 | 23.0 | 46 | 27.0 |
| Mktng & Dist | 1 | 1.5 | 2 | 1.9 | 3 | 1.8 |
| Communication Tech | 1 | 1.5 | 2 | 1.9 | 3 | 1.8 |
| Computer Science | 1 | 1.5 | 1 | 1.5 | 2 | 1.2 |
| Education | 14 | 22.0 | 3 | 2.9 | 17 | 10.0 |
| Engineering | 3 | 4.6 | 1 | 1.0 | 4 | 2.4 |
| Health Sciences | 1 | 1.5 | - | - | 1 | .6 |
| Home Economics | 1 | 1.5 | - | - | 1 | .6 |
| Voc Home Economics | - | - | 12 | 12.0 | 12 | 7.1 |
| Industrial Arts | 1 | 1.5 | - | - | 1 | .6 |
| Law | - | - | 1 | 1.0 | 1 | .6 |
| Liberal Arts | 1 | 1.5 | - | - | 1 | .6 |
| Science Tech | - | - | 1 | 1.0 | 1 | .6 |
| Public Affairs | 6 | 9.2 | 1 | 1.0 | 7 | 4.1 |
| Social Sciences | 1 | 1.5 | 2 | 1.9 | 3 | 1.8 |
| Mechanics | - | - | 2 | 1.9 | 2 | 1.2 |
| Transportation | 4 | 6.2 | 6 | 5.8 | 10 | 5.9 |
| Total | 65 | 100.0 | 104 | 100.0 | 169 | 100.0 |

RETURNEES' PERCEPTIONS AND BENEFITS OF TRAINING

Seventy three LAC-II Trainees were interviewed in Jamaica by interviewers trained by Aguirre International in conjunction with the Jamaica CLASP/PTIIC process evaluation. A modified Returnee Interview form from the PTIIC Trainees was administered to the LAC-II returnees.

SATISFACTION WITH TRAINING

Trainee satisfaction remained high across all the LAC-II programs evaluated. In Jamaica, of 73 returned LAC-II Trainees, 72 reported being either "very satisfied" (52.1%) or "satisfied" (46.6%), with only one returnee reporting being "dissatisfied."

COMPARING TRAINING RECEIVED WITH TRAINING EXPECTED

The large majority of Trainees who ranked the program "better" than expected mainly were satisfied with general program content, and to a smaller degree, with their specific programs. Other factors cited included having interesting and resourceful instructors, and (in some fields) interaction with the professionals.

The lone Trainee ranking the program as "worse" than expected mentioned dissatisfaction with program length.

RELEVANCE OF TRAINING

As for applying their learning in the U.S., 65 of the returnees found they could put their skills to use either "to a great extent" (43 or 58.9%), or "somewhat" (24 or 32.9%). Two returnees cited "other" to questions about applying learning. Of the remaining three who saw little applicability for the learning, one noted the training was not applicable to the current job, another that resources for applications were lacking, and a third listed no specific reason.

TRAINEES' OVERVIEW ON THE PROGRAM

Using a 7-point scale (with "7" highest), 71 returnees showed their enthusiasm for the training by recommending it fully to others. All 71 Trainees ranked the program in the 5 - 6 - 7 range (with two no-responses on this item). An overwhelming majority, 61 (85.9%) of the returnees, ranked the program a "7," an unqualified success, perhaps the single best measure of the program.

Table 5.4 shows Trainee responses regarding short-term and long-term training. Of these, 17 long-term Trainees definitely recommend the program, and 44 short-term LAC-II Trainees agree.

| Rating | Short-term | Long-term |
|---------------------|------------|-----------|
| 5 | 2 | - |
| 6 | 5 | 3 |
| 7 | 44 | 17 |
| Total | 51 | 20 |
| Number of cases: 71 | | |

Some of the returnees' reasons for recommending the program follow:

“. . . brings a new dimension, especially in cross-cultural exposure.”

“. . . interaction with people from different cultures, and exposure to the American society. I was able to better understand people as a result.”

“. . . program imparted much that can benefit the Jamaican elementary school teachers.”

“The exposure serves as a push for farmers who tend to become complacent in their own countries.”

“. . . contacts made have been very useful. The interaction helped offer modern technology to our industry which we would have otherwise not been able to access.”

TRAINEE RECOMMENDATIONS FOR PROGRAM IMPROVEMENTS

All but two of the 73 Trainees offered various recommendations for improvements. The three most often cited recommendations were program duration, specific program content and budgetary issues. A sampling of responses include the following:

“. . . entitlements not clear. Participants need to know what kind of support services there are associated with the program.”

“As courses were so intensive, materials for advanced reading could have been sent.”

“More practical sessions were needed - course was too lecture oriented.”

“Samples of seeds could be given to participants to take to try the process which was observed in the course.”

“. . . need for short orientation before departure - geography, socio-cultural areas, what to expect. Also, more job-related exposure needs to be put in the program.”

“The Follow-on program needs improvement. Cross fertilization of ideas and specific individual needs, e.g., magazine subscriptions.”

FINDINGS

- An overwhelming majority (8 of 10) of the Trainees would recommend the program to others.

- Women reflected 33 percent of the total scholarships awarded, and received quality awards in even greater proportions (40% academic awards, 36% for long-term training).
- Before training, more than half the Trainees classified themselves as professionals, and nearly two out of three came from the public sector (63%).
- The majority of Trainees (58.9%) reported "to a great extent" that they were able to apply the skills and knowledge learned in training.

RECOMMENDATIONS

Overall, the LAC-II training experience appears to have benefitted the Jamaican Trainees. Based on observations and suggestions by the Trainees themselves, the following four areas might be considered for the improvement of future programs:

- Greater attention to participant needs might be factored into training program design to increase relevance and provide more practical experience.
- Given the recommendation by participants, more timely advance information about institutions and courses of study, appears necessary.
- Also deemed valuable by participants is a more consistent predeparture orientation and orienting Trainees more fully to U.S. culture.
- Using Trainees' suggestions for improvements would assist in the development of strong Follow-on programs for all LAC-II and PTIIC Returnees.

A P P E N D I X A

Trainee Selection Rating Sheet

PRE-SELECTION FOR PTIIC LONG-TERM TRAINING

| <u>NO./NAME</u> <u>CRITERIA</u> | #1174 <u>McPHERSON</u> | #1176 <u>MARSHALL</u> | #1178 <u>EDWARDS</u> | <u>#1180</u> <u>HOCKEY</u> | Date: 01/04/89 #515 <u>THOMAS</u> | #517 <u>BARTLEY</u> |
|--|---------------------------|--------------------------|-------------------------|-------------------------------|---|------------------------|
| 10 points Economically disadvantaged | 7 | 7 | 7 | 6 | 4 | 6 |
| 2 points Development training | 2 | 2 | 0 | 2 | 2 | 2 |
| 2 points Female | 0 | 0 | 0 | 0 | 0 | 0 |
| 2 points Rural | 2 | 0 | 0 | 0 | 2 | 2 |
| 2 points Multiplier | 1 | 2 | 0 | 2 | 2 | 2 |
| 4 points Leader | 1 | 2 | 0 | 2 | 4 | 3 |
| 3 points Youth | 3 | 1 | 3 | 3 | 3 | 1 |
| <u>TOTAL</u> | <u>16</u> | <u>14</u> | <u>10</u> | <u>15</u> | <u>17</u> | <u>16</u> |

Small

PRE-SELECTION FOR PTIIC LONG-TERM TRAINING

NO./NAME 1180 / Ho Choy

SECONDARY SELECTION CRITERIA

| ITEMS | LOW | | | | HIGH | |
|---------------------------|-------------------|------------------------|------------------------|--------------------------------|--------------------|----|
| | <u>2</u> | <u>4</u> | <u>6</u> | <u>8</u> | <u>10</u> | |
| 1. Academic Qualification | 3 - 4 A'levels | Rec'nized Prof.Cert | Prof.Cert +A'levels | Diploma- (Pass) | Diploma- (Hons) | 8 |
| 2. Working Experience | None | 1-4ys not in field | 5+yys not in field | 1-4ys in field | 5+yys in field | 8 |
| 3. Exposure (Travel) | Travels often | Several to U.S. | Several to US.+ | to non- US. only | Never | 10 |
| 4. Committment to Field | None | Little | Moderate | Very Committed | | 6 |

SCORE 32.

(doc. 0156i)

1500

A P P E N D I X B

Economic Means Rating Test

PRE-SELECTION FOR PTIIC LONG-TERM TRAINING

NO./NAME 1180/ HƏCHƏY

DISADVANTAGED SELECTION CRITERIA

| ITEMS | LOW | | | | | HIGH | |
|---|-------------------|-----------------------|------------------------------|--------------------|-------------------|------|---|
| | 1 | 2 | 3 | 4 | 5 | | |
| 1. <u>Household Income P.A. (J\$)</u> No. of dependents | 8,000 and over | 6,000 - 7,999 | 4,000 - 5,999 | 2,000 - 3,999 | 1,999 and less | | 6 |
| 2. Level of Mother's education | Higher | Diploma/ B.A./BSc. | Secondary | Primary/ Skills | Less | | 3 |
| 3. Level of Father's education | Higher | Diploma/ B.A./BSc. | Secondary | Primary/ Skills | Less | | 3 |
| 4. Assets: land, house, car, bank a/c, livestock, television | Five + | Four | Three | Two | One/ None | | 6 |

SCORE 18

N.B. Items 1 and 4 earn double points, e.g., a person with 4 assets gets 8 points for Item 4. The highest score possible is 30, which indicates that the applicant fulfills the economically disadvantaged criteria.

A P P E N D I X C

Follow-on Questionnaire

QUESTIONNAIRE

PLEASE PRINT CLEARLY

DATE: _____

LASTNAME

FIRSTNAME

CURRENT ADDRESS: _____

TELEPHONE NUMBER: _____

CURRENT NAME & ADDRESS OF EMPLOYER: _____

TELEPHONE NUMBER: _____

NAMES, ADDRESSES & TELEPHONE NUMBER OF ANY PROFESSIONAL ORGANIZATIONS TO WHICH YOU BELONG:

DO YOU THINK YOU WOULD BENEFIT FROM FURTHER TRAINING IN THE U.S.?

IF SO, IN WHICH FIELD AND AT WHAT LEVEL?

DID THE TRAINING YOU RECEIVED HELP YOU IN YOUR JOB? _____

IF SO, HOW? _____

IF NOT, WHY NOT? _____

A P P E N D I X D

Modified TCA Budget Format

BUDGET WORKSHEET

NAME: PIO/P NO.:

INSTITUTION/DEGREE: Syracuse University DURATION: 24 mos.

COMMENTS:

| <u>TRAINING ACTIVITY</u> | <u>YR. ONE</u> | <u>YR. TWO</u> | <u>EXTENDED</u> | <u>TOTAL</u> |
|--------------------------|----------------|----------------|-----------------|---------------|
| A. EDUCATION COSTS | 9,000 | 7,500 | | 16,500 |
| 1. Tuition/Fees | 9,000 | 7,500 | | 16,500 |
| 2. Training Costs | | | | |
| 3. Application Fees | | | | |
| B. ALLOWANCES | 8,655 | 8,325 | | 16,980 |
| 1. Maintenance Advance | 975 | | | 975 |
| 2. Living/Maintenance | 6,900 | 7,200 | | 14,100 |
| 3. Per Diem | | | | |
| 4. Books & Equipment | 780 | 780 | | 1,560 |
| 5. Book Shipment | | 120 | | 120 |
| 6. Typing | | | | |
| 7. Thesis/Dissertation | | | | |
| 8. Prof. Membership | | 225 | | 225 |
| C. TRAVEL COSTS | | | | |
| 1. International | | | | |
| 2. Local | | | | |
| D. INSURANCES | 408 | 408 | | 816 |
| 1. HAC | 408 | 408 | | 816 |
| E. SUPPLEMENTAL COSTS | 500 | 500 | | 1,000 |
| 1. Orientation | | | | |
| 2. Academic Up-Grade | | | | |
| 3. Enrichment Programs | 500 | 500 | | 1,000 |
| 4. Internship | | | | |
| 5. Mid-Winter Seminars | | | | |
| F. ADMINISTRATIVE COSTS | 2,220 | 2,220 | | 4,440 |
| 1. AID/W Services | | | | |
| 2. Contractor | 2,220 | 2,220 | | 4,440 |
| TOTAL | 20,783 | 18,953 | | 39,736 |

A P P E N D I X E

Predeparture Program

MEMORANDUM

Date: October 9, 1990
To: The Participant
From: The Training Office, USAID
Re: Pre-Departure Processing - Phase I

This memo is intended to acquaint you, the A.I.D. participant, with some of the pre-departure requirements and procedures of the Training Office. Preparation for your departure will be coordinated by Marsha Rigazio and Joan Davis of the Training Office, telephone 926-3645-9.

1. Placements and Training Requests

In order to facilitate timely and appropriate placements, you must submit the following to the Training Office within two weeks of this meeting:

- o training request
- o 4 passport photographs
- o 2 visa photographs
- o 2 original transcripts from each secondary and tertiary institution attended
- o the original or a clean copy of each educational diploma received since secondary school
- o copies of correspondence from universities (if applicable)
- o a two-page autobiographical essay entitled 'MYSELF'
- o an essay outlining the reasons for wanting to pursue the proposed training program and describing how leadership potential can best be developed
- o 3 letters of recommendation

An A.I.D. contractor will place you in a university offering the program most suited to your needs, but you may wish to explore other U.S. universities. There is a library at the United States Information Service (USIS) which offers this facility.

The Training Office will schedule a personal appointment for the planning of your training program. Once this has been done and all documentation has been submitted our U.S. contractor, Partners for International Education and Training (PIET), will be requested to make university applications on your behalf.

If you have already applied to U.S. universities, you must inform the Training Office and advise those universities that your application will henceforth be handled by our U.S. contractor, Partners for International Education & Training (P.I.E.T.).

It is important that your placement be properly planned as it is expected that each participant will complete his/her training within two years. USAID is not in a position to grant extensions or additional funds to training programs.

2. Costs Payable by PTIIC/CLASP II

Costs normally borne by USAID are:-

Tuition/Fees
Monthly Maintenance (lodging and meals)
Health Insurance
Contractor Fees (P.I.E.T.)
Book Allowance and Book Shipment
"Experience America" costs (field trips, etc.)

The participant is normally responsible for international airfare.

If you are a graduate participant, you may have to make a contribution towards the costs of your program, the total of which is dependent on the university attended and your financial resources.

All participants must provide evidence of their ability to meet their U.S. dollar contribution to the training program before departure. AID participants are not permitted to work or apply for other scholarships and fellowships.

3. "Experience America" (Part of your program)

"Experience America" is a special component of our scholarship programs. It is designed to allow the participant to become involved and integrated into American life during the training period. Each scholar must participate in some form of "Experience America" activity, such as involvement in volunteer community groups and professional associations.

Participants are always encouraged to forge both social and professional links with the U.S.

4. Health and Accident Coverage (HAC)

All A.I.D. participants must be enrolled in the Agency's health insurance program - HAC. To this end, all participants will be required to have a thorough medical examination (at A.I.D.'s expense) prior to departure. If the A.I.D. physician determines that the participant is not medically qualified for HAC, the Agency has no choice but to withdraw the scholarship.

Most universities have their own insurance scheme, however, to avoid unnecessary expense, A.I.D. will seek to have enrollment in the university's health plan waived and HAC used in its place.

5. The Exchange Visitor Status (J1 Visa)

As an A.I.D. participant, you will travel to the U.S. on a J1 visa which will be obtained from the U.S. Consul. The Training Office will apply for the visa on your behalf, however, the Consul may reject any application for a visa as it sees fit.

The J1 visa carries a two-year residency requirement which requires you to return promptly to reside in Jamaica for at least two years. If you travel on a J1 visa, you must agree not to apply for residency or working status in the U.S. for at least two years upon your return from training. Therefore, neither a 'green card' holder nor an applicant for a 'green card' can apply for a J1 visa.

6. Project Implementation Order/Participant (PIO/P)

For each academic participant, A.I.D. issues a PIO/P. This document 'commits' a sum of money for your training and describes the type of training desired. Please remember that A.I.D. is sponsoring your training in a particular field and that participants should not change their courses without first consulting the Mission and stating the reasons.

7. Bonding

Every academic participant is required to execute a bond with the Ministry of the Public Service. The duration of the bond is dependent on the amount of the scholarship and is determined by that Ministry. Each participant must have two guarantors endorse the bond before departure.

8. Re-employment

Each employed participant is requested to obtain a letter from his/her employer, clearly describing his/her employment status while on training and assuring re-employment upon the completion of training.

9. U.S. Income Tax

As recipients of income from a U.S. source, all A.I.D. participants are bound by law to file a U.S. income tax return. This does not mean that you will have to pay income tax. Generally, if your training is job-related you are tax exempt. In the case where a participant has an income tax liability, A.I.D. will accept responsibility for payment. USAID's contractors in the U.S. will assist you in this matter and, in some cases, may file tax on your behalf.

However, you should be aware that immediate return to the U.S. to further your studies after completing an A.I.D.-sponsored job-related program of 24 months or less may lead to a retroactive tax liability for the time spent under A.I.D. sponsorship. The Internal Revenue Service (I.R.S.) has determined that length of time in the U.S., not sponsorship, is the factor involved in determining tax liability, and a brief stay in the home country does not constitute a break in residency in the U.S. Therefore, participants returning to the U.S. on their own after completing a short term job-related training may have a retroactive tax liability if they previously had none.

Participants should either:-

- 1) Fulfill their two-year residency requirement in Jamaica before returning to the U.S., or
- 2) be aware that if they choose to immediately return to the U.S. (or stay past their original program), they will be responsible for any retroactive taxes incurred as a result of their decision.

10. Drug Profile Letter

The Drug Enforcement Agency (D.E.A.) has determined that certain persons entering the United States fit a "drug profile"; that is, a pre-conceived profile of what a drug trafficker would look like.

In order to avoid any embarrassment for persons receiving funding from A.I.D., we provide our participants with a letter to the U.S. Immigration & Naturalization Service (I.N.S.) which states that the bearer of the letter is an A.I.D.-sponsored participant and has already undergone a security check in his/her country. This helps to prevent any problems at their point of entry into the United States.

11. Dependents

Participants are not encouraged to take their dependents with them while they are in training. However, if USAID approves, dependent immediate family members may join participants while they are in training, provided the Mission is satisfied that certain conditions are met. The conditions governing this request are set out on the attached sheet.

MEMORANDUM

Date:

To: The Participant

From: The Training Office, USAID

Re: Pre-Departure Processing - Phase II

You are already aware of some of the pre-departure requirements and procedures for A.I.D. participants set out in our memo to you - "Pre-Departure Processing - Phase I". This memo is intended to provide you with final details immediately prior to your departure for training.

1. U.S. Contractor (P.I.E.T.)

Our contractor in the U.S., Partners for International Education & Training (P.I.E.T.), has assigned a programming agent to you to monitor your program while you are in the U.S. This agent, whose name is on your Passport Leaflet, will assist you with information on your Health & Accident Coverage (HAC), maintenance allowances, U.S. tax obligation and matters related to your training program.

2. Passport Leaflet

The name and toll-free telephone number of your programming agent at P.I.E.T. and additional information for persons travelling to the U.S. are contained in this leaflet.

3. Maintenance Advance Check

You will be provided with a sum of money which is intended to cover routine expenses which you will incur upon arrival in the country of training for the first fifteen (15) days. These funds should cover international enroute expenses. The second payment will be made by the contractor after your arrival.

4. Passport and J-1 Visa

Your passport with the J-1 (student) visa will be delivered to you at this time. Please check it for accuracy.

5. Drug Profile Letter

You will receive this letter at this time.

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6. Any Other Information

Any additional information regarding your logistical arrangements (airport pick-up, hotel reservations, contact person at the training site) will be explained to you at this time.

A P P E N D I X F

Follow-on Seminar/Workshop

APPENDIX F

The list below is a compilation of seminar and workshop topics suggested for Follow-on by returned Trainees. It is offered for Mission staff information and assistance in Follow-on planning.

FOLLOW-ON SEMINAR/WORKSHOP TOPICS RETURNEE RECOMMENDATIONS

- computer aided education (2)
- systems management
- reading readiness
- TV production, sound effects
- regional workshops inviting other international countries
- video production
- implications of structural adjustment for political stability
- external trade (2)
- implementation of social and community-based projects
- computer applications to public relations
- educational administration
- auto mechanics brush-up course
- liable laws, new information order
- investment portfolio in film
- trade union negotiations
- making a presentation
- practice in tests and measurements
- teaching kindergarten, children nutrition and the learning process
- kinetics communication
- computer training in lotus
- new trends in biotechnology, breakthrough in ag research
- the problem of discipline - seeking solutions within the schools rather than the courts
- new techniques in teaching basic skills and professional development
- remedial reading for ages 10-12 years
- parenting, play as a teaching method
- curriculum development, effective supervision
- productivity bargaining
- employee/employer relationships
- housing and environmental issues in third world development
- computer mapping (2)
- computer study in Braille
- management skills
- investigative/research journalism
- construction innovations and technology (2)
- new teaching aids
- reading at the primary level
- small business management

- child psychology
- computer use in simulation of electronic systems
- energy conservation
- journalism in development
- impact of structural adjustment on state-owned enterprises
- leadership training
- housing and environmental issues
- surveying (advanced)
- blueprint reading
- cost cutting measures in construction
- guidance counseling
- mediation
- update on occupational health
- adult psychology
- teaching the slow learner
- media law, ethics in journalism
- role of the supervisor
- labor relations and management (2)
- micro-computer technology

A P P E N D I X G

Debriefing Notes

APPENDIX G

A debriefing session was held with the Jamaican Data Collectors to cull their personal experiences and suggestions. What follows is a summary of that meeting.

DEBRIEFING SESSION NOTES JULY 9, 1991 KINGSTON, JAMAICA

I. PROTOCOL

Three methods were used to locate participants; letters, telegrams and phone calls. The telegrams were effective in reaching hard to locate participants.

None of the participants were unwilling to be interviewed. In fact many were eager to talk about their experiences being the first opportunity.

Some of the questions were not as direct as they could have been. The Jamaicans seemed to have difficulty with many of the rating questions. Especially noted were those about race, ethnic and color prejudice. Suggestion was to leave these open-ended.

Many Jamaicans have visited the U.S. prior to the training, they therefore, had difficulty with the before/after questions on perceptions of the U.S.

The LAC II questionnaire needs to be longer, especially for professionals who had more to say.

The strengths of this process is the personal contact. Able to obtain a genuine response and delve for more information. Many appreciated the opportunity to talk about their experiences.

The participants should be contacted sooner (or more frequently) upon their return. For many it had been 2 - 4 years since they had been contacted.

II. PERCEPTIONS OF PARTICIPANTS

Depending on your definition of economically disadvantaged, none could be classified as such. The interviewers based their perceptions on the current living conditions of the former trainees. Majority were middle class with only a small number being lower class. It was obvious that some got their scholarships because of their positions at work. Others already had personal plans to study in the U.S., then the scholarship came along.

In some of the rural areas, the teachers maybe, but most had completed majority of the course in Jamaica, then finished in U.S.

Those in degree completion programs, many of the majors are offered in Jamaica. They could not have afforded study in U.S., but were capable of financing same degree in-country.

The farmers were enthusiastic about their training, but having difficulty utilizing techniques learned in Jamaica.

In some cases interviewers questioned the applicability and transferability of the training, but for the most part course content seem to be satisfactory and the experience worthwhile.

Prior to departure, participants need to be more thoroughly briefed as to course content, curriculum and choice of institution. In other cases, participants did not feel well prepared, especially about weather and finances.

Allowances were late which created problems with housing. Location of housing was an issue.

Participants suggested:

- that the courses were often too short (nothing new).
- the contractor should be more interested in the welfare of the trainees.
- accommodations should be pre-booked so trainees know where they were to be housed.
- evaluation should be done before they leave to determine their level. (Assume this refers to academic programs and need for correct assessment of academic credits and time required for degree completion.)
- more information on visas and communication on USAID procedures.
- many trainees wanted more hands-on experience. Heard from journalists and several long-termers who felt course material was U.S. focused and difficult to see relevance at times.

Interviewers suggested:

- USAID should require participants to prepare a report.
- contractors need to get their act together.
- communications between USAID and participants needs to be improved.

- USAID needs to evaluate how the participants felt or fared with the contractor.

Follow-on Suggestions:

- Have access to professional publications and be aware that those are available. (Seems could be coordinated through USIS.)
- Teachers especially felt the need for continued in-service workshops or seminars on teaching methods, materials, and specifically play as a teaching methodology.
- Access to USAID publications about activities in general and technical specific areas.
- Newsletter from USAID training office about opportunities, comings and goings of participants, staff updates and community activities.

III. ASSESSMENT

Having a reasonable time in which to complete the interviews. The time was just about right given the sample size and size of the country, but interviewers still felt pushed.

Even though the interviewers clearly stated up front, many of the participants believed they were working for USAID in Jamaica.

Yes, the interviewers would recommend the program and many felt envious they have not had a similar opportunity.

IV. ANECDOTES

One participant, as she stepped off the plane was handed a letter appointing her Permanent Secretary of Industry and Commerce. She attributes this directly to her training.

Another, obtained a promotion as a direct result of training. Mr. Hall is quite willing to assist USAID in any way possible as he feels indebted to them.

Apiculture specialist is the only trained one on the island. He outlined a training course and proposed it to USAID. He is now leading other groups for USAID.

She is now an Education Officer and would like to work with USAID to examine training opportunities in the education arena for others.

Another would like to help organize an Alumni Association.

This participant still maintains contacts with people at Harvard and gained many professional benefits from those relationships.

Some experiences were not so positive:

One participant at the Port Authority has severe medical problems resulting from illnesses she contracted during her program due to the cold and lack of money for warm clothes. She still has outstanding medical bills from the U.S. and high medical costs here in Jamaica.

One of the teachers wanted secondary teacher courses, was placed in elementary because allegedly no other program available. Now back in Jamaica is once again teaching secondary and while some course content was helpful, most was not relevant.

Group of journalists found their housing conditions to be inappropriate and while they negotiated for better, felt that should not have been their responsibility. In same group, some were concerned that all received certificates even though performance and class attendance was not equal. (One women in group went out shopping daily as she saw this as wonderful opportunity to invest in merchandise to "higgle" back home.)

With another participant, there was a rape on campus. Because he was black, he was identified as a suspect and almost arrested. The guard at the library vouched for his presence there all evening. It affected the remainder of his stay.

Several of the teachers in the degree completion program at W.Carolina commented that when the professors are in Jamaica, they are friendly and helpful. But, once the students arrive in the U.S. on campus, the professors act like they don't know them and give them the cold shoulder.

APPENDIX H

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APPENDIX H – BIBLIOGRAPHY

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Joan Davis, Training Assistant, USAID/Jamaica, June-July 1991.

Nola Mignott, Project Officer, USAID/Jamaica, July 1991.

JAMAICA PROCESS EVALUATION

Susan Hall, Project Coordinator, Canada/Jamaica Training Project. June 1991. Formerly Training Assistant, USAID/Jamaica.

Leroy Henry, CASS Director, Kingston. June 1991

Edmund W. Hughes, Director, U.S. Peace Corps, Jamaica. June 1991.

Selection Committee Members, USAID/Jamaica. June-July 1991.

Quince Francis, Chief Technical Director, National Training Agency

Benita Locke, Director/Human Resources Division, Fiscal Services

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Leo Meredith, Executive Chef, Pegasus Hotel.

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Lisa Posner, Placement Coordinator, Latin America/Caribbean Region
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