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A REVIEW OF THE H.E.A.R.T. TRUST COMPONENT  
OF THE BASIC SKILLS TRAINING PROJECT  
(PROJECT NO. 532-0083)

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November 22, 1988

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TABLE OF CONTENTS

	<u>PAGE</u>
Statement of Purpose	1
Methodology	1
Introduction	2
History and Mandate of the H.E.A.R.T. Trust	3
The Trust's Eight Divisions: Overview	4
The H.E.A.R.T. Trust as a Component of the BSTP	4
Summary of Technical Assistance to H.E.A.R.T. Trust	6
Equipment for the H.E.A.R.T. Trust	9
Management Information Systems	10
Summary of Participant Training Abroad	11

## STATEMENT OF PURPOSE

The purpose of this report is to document the work of RCA on the H.E.A.R.T. Trust component of the Basic Skills Training Project (Project No. 532-0083). Inasmuch as the goal of the U.S.A.I.D.-funded activities of the Project was the "institutional development of the parts of the Trust related to training," this review will focus on the nature and the extent of this "institutional development." Relevant documents have been reviewed to determine the services which RCA was contracted to provide, and these planned services, as stipulated in the Project Paper, the Request for Proposals, the RCA response Proposal and relevant work requests, will be compared with the services and products delivered.

[Conclusions and recommendations regarding the contractor's work on the Basic Skills Training Project are beyond the scope of this review. The main purpose of the review is to provide a summarized record of the contractor's services for reference by an evaluation team.]

## METHODOLOGY

The BSTP project documentation has been a primary source of information for this review. The relevant project documents include (but are not limited to): the Project Paper (PP); the Request for Proposals (RFP); the RCA Proposal; the Project Agreement and amendments to it. In addition, other U.S.A.I.D., and, in particular, RCA and H.E.A.R.T. Trust documents have been referenced, including consultants' reports and work products, annual reports, H.E.A.R.T. literature and division documents.

In addition to the document review, informational meetings and/or interviews have been conducted with RCA and H.E.A.R.T. Trust staff, including: Lorna Parkins, Manager, Administration for RCA on the BSTP; the Honorable Joyce Robinson, Managing Director of the H.E.A.R.T. Trust; Headley Brown, Deputy Managing Director of the H.E.A.R.T. Trust; Stanley Dunwell, Director of the Projects Division; Joyce McKenzie, Deputy Director of the Projects Division; Denys Williams, Director of the Administration Division; Van Hitchener, Director of the Training Division; Pamela McKenzie, Director of the Monitoring Division; Jacqueline Scholefield, Director of the Information Systems and Research Division; and Geoffrey Gayle, the Director of the Academies Division. [Note: Two divisions are left off this list: Finance & Planning, and Solidarity. Mr. Dunwell, Director of the Projects Division and my contact at H.E.A.R.T, expressly asked me not to contact the Director of the Finance & Planning Division because the current (Acting) Director would not be equipped to provide any information. I respected this request. At my own discretion, I did not meet with the Director of the Solidarity Division because the functioning of this division bears no direct relationship to the BSTP.]

## INTRODUCTION

The Basic Skills Training Project (BSTP), which was formally initiated on September 19, 1984, grew out of a desire on the part of U.S.A.I.D. to assist the Government of Jamaica (GOJ) to establish both "an improved skill-training system responsive to the GOJ's economic policies and labor market needs," and "a trained human resource base" (PP, p.8).

The RFP on the Basic Skills Training Project characterized the H.E.A.R.T. Trust as the "executing agency for the Project." As such, H.E.A.R.T. is directly responsible for "planning, coordinating and evaluating the Project and maintaining important liaison responsibilities with other agencies inside and outside the project."

The major goals of the U.S.A.I.D. assistance to the H.E.A.R.T. Trust are identified in the RFP as "strengthening the GOJ's ability to:

- ensure better coordination among skill training institutions;
- respond to the private and public sector's training needs in an innovative flexible manner, and
- develop the technical and managerial capacity, through the Trust, to provide a more nearly adequate supply of appropriately trained skilled, technical and supervisory level personnel."

The focus of this review will be on the goals of U.S.A.I.D. assistance to the H.E.A.R.T. component of the Project, particularly the institutional development of the Trust. In short, this review will attempt to examine the extent to which the technical assistance, participant training, and equipment provided under the BSTP have assisted the Trust in developing "the technical and managerial capacity" to fulfill its functions as described in the Project Paper and the RFP, "to ensure better coordination among skill training institutions," and to respond adequately to public and private sector needs for appropriately trained skilled workers.

It should be noted that at the time of the Project's inception, the H.E.A.R.T. academies included in the project were administered by the the Ministry of Youth and Community Development and the Ministry of Industry and Commerce through the agency of the Jamaica Industrial Development Corporation (JIDC). (Other H.E.A.R.T. academies/programs are administered by other appropriate ministries, according to the nature of the training provided by the particular academy. The Ebony Park Academy for Agricultural Skills, for example, is administered by the Ministry of Agriculture.) At that time, the H.E.A.R.T. Trust was not responsible for the administration of academies, and such authority was not envisioned in the BSTP Project Paper. Consequently, this review will address the Trust as an institutional entity and will examine the Trust's role only as a planning/coordinating/evaluating agency (and not as the administrator of one or more skills training facilities).

## HISTORY AND MANDATE OF THE H.E.A.R.T. TRUST

The Human Employment and Resource Training (H.E.A.R.T.) Trust was established by parliamentary action in 1982 to coordinate skills training and to enhance employment opportunities for young adults in Jamaica. The Trust is a quasi-autonomous "statutory" body, attached to the Office of the Prime Minister, and managed by an Executive Director (more commonly referred to as the Managing Director).

The functions of the Trust, as defined by Act 13 of 1982, are as follows:

- (a) to develop, encourage, monitor and provide finance for training schemes for the employment of trainees;
- (b) to provide employment opportunities for trainees;
- (c) to direct or assist with the placement of persons seeking employment in Jamaica;
- (d) to promote employment projects.

According to an "Operations Overview" (literature prepared by H.E.A.R.T. staff), the Trust has "national coordinating responsibility for skills training," and for "the control of, and the setting of standards for, all non-formal skills training activities."

The mandate to coordinate these training activities required some degree of fiscal and administrative authority over the "skills training system," as well as liaison responsibilities with the other agencies/ministries in the system. It is important to note in this context that no formal agreements between the H.E.A.R.T. Trust and the two other ministries involved in the BSTP were ever executed. The Trust does have a considerable degree of fiscal authority, however; it has "wide financial responsibility for generating, investing, and allocating revenue to create a positive impact in promoting employment for young people." To support its activities, the Trust is funded by a 3% payroll tax on private sector employers whose annual payroll exceeds \$86,664.00.

In terms of "liaison responsibilities," the Managing Director, the chief administrative officer of the Trust, is required to "maintain appropriate inter-ministerial relations at the levels of the Ministers and Permanent Secretaries." For the purposes of the BSTP (according to the RFP), these responsibilities include working closely with "the National Planning Agency (now the Planning Institute of Jamaica), the Ministry of Youth and Community Development and the Ministry of Education.

These liaison responsibilities and, in fact, responsibility for all inter-ministerial relations, reside exclusively in the Office of the Managing Director. This is an important fact in understanding the

way(s) in which H.E.A.R.T. has interfaced with other Ministries in her efforts to "ensure better coordination among skills training institutions."

#### THE TRUST'S EIGHT DIVISIONS

##### Overview

The H.E.A.R.T. Trust is composed of eight divisions, each headed by a Director, and one or more Deputies Director: Finance and Planning; Administration; Monitoring; Projects; Training; Information Systems and Research; Solidarity; and Academies (this is the newest division, established in June, 1988). (The last two divisions are the newest in the H.E.A.R.T. Trust, and are concerned almost exclusively with the Trust's operational activities, not with its institutional functions. Consequently, the role of the Academies Division will be addressed only insofar as it relates to the overall division of labor within the organization, and the shift in responsibilities brought about by its creation.)

While some of the responsibilities of the Trust are carried out uniquely by one division, there is some overlap in other areas, such as in the processing and evaluation of applicants. This is due, in part, to the re-allocation of responsibilities when new divisions are added, and to the fact that some divisions serve to monitor some of the activities of other divisions.

Descriptions of the responsibilities and goals of the six divisions which perform functions related to the BSTP can be found in annual reports filed by each division for the senior staff seminar in December, 1987.

#### THE H.E.A.R.T. TRUST AS A COMPONENT OF THE BSTP

The RFP articulated the central role that the H.E.A.R.T. Trust would play in the Project: "The Trust will be the focal point for contract operations and the Chief of Party (of the winning contractor) will be assigned to this component." Three RCA Chiefs of Party have served the H.E.A.R.T. Trust in the BSTP; James Wall, from the beginning of the Project until June 1987; Robert Andreyka from June 1987 to June 1988; and Craig Clauser, from July 1988 to the present. (Most of the technical assistance that has been provided to the H.E.A.R.T. Trust to date has been the long-term assistance provided by the Chief of Party.)

The RFP identifies the primary responsibility of the H.E.A.R.T. Trust: "to formulate policy, set guidelines, fund, monitor, evaluate, and coordinate skill training activities in Jamaica." (p.10) In addition, the Trust is charged with "increasing the role of private sector participation in skill training activities, and strengthening the placement of skill training graduates in productive employment." The RFP stipulated that the Trust, "will not directly undertake an operational activity unless it is a vital service that no other agency will or can perform."

The focus of the BSTP was on the integrating and coordinating function of the H.E.A.R.T. Trust, on that which would contribute to the establishment of a more rational skills training system. The RFP stated explicitly that the financial inputs from U.S.A.I.D. would "concentrate on assisting the institutional development of those parts of the Trust concerned with training."

Of the three components of the BSTP (the formal, the non-formal and the H.E.A.R.T. Trust), it is the H.E.A.R.T. Trust and the goals of U.S.A.I.D.-assistance to the Trust which are characterized in the broadest terms; contractor assistance to the Trust was described very generally in the RFP. The services to be provided by the contractor consisted primarily of the technical assistance of the RCA Chief of Party and other overseas and local consultants (a total of 150 person months to this component of the project), and the provision of overseas study and training opportunities (72 person months, including the 12 months allocated for one long-term trainee) for H.E.A.R.T. Trust staff on the Project.

The largest share of the H.E.A.R.T. Trust funding has gone to Technical Assistance. A small amount, US\$112,000 was budgeted for equipment under the H.E.A.R.T. component, and additional funds in the sum of us\$57,480 were later appropriated from the contingencies and inflation fund. This review will address the status of the technical assistance and participant training that have been provided, and the equipment that has been purchased.

A chart outlining the nature, length and implementation status of each consultancy follows.

26

TECHNICAL ASSISTANCE TO THE H.E.A.R.T. TRUST

- page 6 -

<u>Person Months Completed</u>	<u>Name of Consultant Description of Services/Work Products</u>	<u>Implementation Status</u>
<u>MANAGEMENT INFORMATION SYSTEMS</u> (Total time allocated: 6 person months)		
0.6	M. McCANN - Develop recommendations for H.E.A.R.T. Trust MIS, automation of H.E.A.R.T. Trust activities.	Unknown
0.5	J. KEPLINGER - Assist in MIS Development, and training of MIS staff and new manager of EDP at the H.E.A.R.T. Trust.	Implemented
6.7	H. SLOAN (CWS #11) - MIS: (A) Familiarization with MIS status, including studies of user requirements; development, design and streamlining of systems and reporting formats; (B) Work with H.E.A.R.T. EDP Staff to develop specifications for all systems; training staff in project mgmt. to control all phases of the MIS development process.	Recommended installation of IBM System 38, other hardware now in use
<u>7.8</u>		
<u>PROJECT DEVELOPMENT</u> (Total time allocated: 8 person months)		
3.0	A. ALEXANDER (CWS #2 ) - Development of PIP (Formal component).	Implemented
1.8	E. BOWERS - Development of PIP with emphasis on MIS (Non-formal component).	Implemented
1.1	W. STEVENSON - Development of PIP with emphasis on planning, evaluation, program improvement and research (H.E.A.R.T. component).	Implemented
<u>5.9</u>		
<u>SPECIFIC TRAINING PROBLEM</u> (Total time allocated: 16 person months)		
0.25	J. PEOPLES (CWS #1) - Training and supervision of test administration; developed interview instrument for post-testing interview.	Implemented; later modified.

121

TECHNICAL ASSISTANCE TO THE H.E.A.R.T. TRUST

- page 7 -

<u>Person Months Completed</u>	<u>Name of Consultant</u> <u>Description of Services/Work Products</u>	<u>Implementation Status</u>
<u>SPECIFIC TRAINING PROBLEM (CONT.)</u> (Total time allocated: 16 person months)		
0.2	R. MITCHELL (CWS #15) - Perform statistical analysis of trainee gain-scores to determine significant differences, and prepare written report of findings.	Implemented (Work completed and accepted.)
6.0	B. FRANCIS (CWS #19) - Developed management system and job descriptions for Academies Division; assisted in implementation of academy programs.	Implemented
<u>6.45</u>		

N.B. An additional 9.4 person months of technical assistance in this category have been expended. Although the time was allocated to the H.E.A.R.T. Trust, it was utilized under the non-formal component of the project.

ADMIN. OF REVOLVING HEART FUND (Total time allocated: 4 person months)  
[Note: As the Revolving Trust Fund was not implemented, time was re-allocated from this category of technical assistance to other areas at the discretion of the RCA Chief of Party.]

4.0*	F. JOHNSTON (CWS #8) - Audit and analyze administrative procedures; suggest strategies and priorities for improvement in written plan; design and write manuals for implementation of three training programs. *Work Statement modified by C.O.P. during consultancy to include work on H.E.A.R.T. Trust's MIS.	Work on CWS# 8 not completed; Work on MIS* was completed and is in use by the IS&R Division.
<u>4.0</u>		

17

TECHNICAL ASSISTANCE TO THE H.E.A.R.T. TRUST

- page 8 -

<u>Person Months Completed</u>	<u>Name of Consultant Description of Services/Work Products</u>	<u>Implementation Status</u>
<u>EQUIPMENT SPECIALIST</u> (Total time allocated: 10 person months)		
1.8	I. ARMSTRONG (CWS #1) - Assisted in equipment installation at Portmore (Formal component)	Implemented
2.3	H. WINBURN (CWS #3) - Assisted in development of equipment specifications for Business Education Programs at Stony Hill; conducted in-service training for Technical High School staff on "Equipment Maintenance, Facilities Management, and Safety." (Formal component)	Implemented
3.4	A. DEMPSEY (CWS #5) - Develop specifications, locate equipment and prices, prepare PIO/C, and supervise installation of equipment at Garmex and Kenilworth (Non-formal component/Garmex)	Implemented
<u>7.5</u>		

<u>OTHER CATEGORIES OF TECHNICAL ASSISTANCE</u>	<u>PERSON MONTHS ALLOCATED</u>	<u>PERSON MONTHS EXPENDED</u>
Planning and Research	22 person months	11.6**
Training Monitoring/Evaluation	6 person months	0.0
School Leavers/Placement	6 person months	6.0**
Commodity/Logistics Specialist	12 person months	0.0

\*\* Although the time was allocated to the H.E.A.R.T. Trust, it was utilized under the non-formal component of the project.

## EQUIPMENT

Funds from the U.S.A.I.D. assistance to the project were used to purchase computer equipment for the H.E.A.R.T. Trust. A Burroughs XE 550 mini-computer and accessories, were procured at a total cost of US\$151,800. This amount exceeded the US\$112,000 in the Equipment budget, but US\$ 39,800 in Contingency funds were allocated to supplement the basic amount.

An additional US\$ 17,680 were spent on the purchase of two Ford Escort wagons for the Trust. The full amount for the cars was taken from Contingency funds. To date, a total of US\$169,480 have been spent on equipment for the H.E.A.R.T. Trust.

## DEVELOPMENT OF THE TRUST'S MANAGEMENT INFORMATION SYSTEMS

Inasmuch as U.S.A.I.D. assistance to the H.E.A.R.T. Trust was aimed at ensuring coordination, developing technical and managerial capacity, and building a skills training system, the design and implementation of Management Information Systems (MIS) have been and continue to be critical factors in the Trust's institutional development. Considerable technical assistance has been devoted to the development of H.E.A.R.T.'s MIS; in the course of four and a half years, five consultancies, two long-term, were provided in this area. Mr. Franklin Johnston worked on the development of MIS from August 1, 1987 (when the RCA Chief of Party re-directed his energies from work on administrative matters) until March 31, 1988 (a total of eight months). Another consultant, Mr. Harry Sloan, worked concurrently with Johnston on MIS, from September 1987 until April 1988 (a total of eight months). In all, nineteen (19) person months of technical assistance were allocated to MIS.

Mrs. Jacqueline Scholefield, the current director of the Information Systems and Research Division (IS&R), who has held her position since April 1988, said she was not familiar with the work of the earlier consultants (Bowers, Keplinger, and McCann) but she has used Franklin Johnston's document as a working document in planning and systems development this year. Mrs. Scholefield also indicated that most of the vacancies that existed last year had been filled, and that the remaining vacancies were for short-term staff - programmers, analysts and a database management person.

While the output from H.E.A.R.T.'s computer systems is still quite limited, much of the hardware is in place and planning is underway. An IBM System 38 mainframe (upgraded from IBM's 360 series) has been installed at the computer facility at Garmex; a Burroughs XE 550 minicomputer is housed at the H.E.A.R.T. Trust offices, and there are also a number of microcomputers, which can operate either in a stand-alone mode or as part of the Burroughs system; these are distributed across several divisions and at the Trust's Documentation Center on Hope Rd. Currently, all data entry and reporting for the academies, and the school leavers and solidarity programs are handled at IS&R.

A trainee management system has been developed to store and report data on applicants and trainees at the academies and in the school leavers and solidarity programs. According to the 1987 Report of the Division, this system is capable of tracking the "certified graduates" of the academies, and reporting on urgently needed trainee and firm information, but there is no current output on these data available. In the category of financial systems, a payroll system and a cashbook reports system (i.e., a general ledger system) have been developed, and are in place.

## PARTICIPANT TRAINING

Between November 1983 and December 1987, a total of twenty-nine (29) persons participated in overseas training. (No participant training has taken place in 1988.)

Of these individuals, one, Mr. Winston Campbell, pursued long-term training at the West Virginia Institute of Technology, and as a result earned a B.A. in General Management at this institution. Mr. Campbell currently holds the position of Deputy Director for Building in the Training Division, the position he held prior to his study in the United States.

In addition to study at the West Virginia Institute of Technology, Mr. Campbell attended classes at Marshall University, and received training at the West Virginia State Department of Education, including site visits to industrial firms and vocational training centers, such as Job Corps programs. Mr. Campbell's report on his overseas training is on file both in the Training Division, and in the office of the RCA Chief of Party at H.E.A.R.T.

Fifteen (15) of the total twenty-eight (28) persons who received short-term overseas training participated in observation tours (usually less than one week's duration) -- at Job Corps Centers, at the Bobbin Show, and at annual conventions of the American Vocational Association (A.V.A). The remaining thirteen persons attended training programs/courses abroad.

Eight (8) of the total twenty-eight (28) participated in two-to-three month study/training programs, and the remaining twenty participants attended workshops/conferences/observation tours of less than one month's duration.

Of the twenty-nine who participated in overseas study/training, twenty-five continue to be employed at the H.E.A.R.T. Trust in positions of equal or greater responsibility than those held prior to the training. Four (4) of the overseas training recipients left the employe of the H.E.A.R.T. Trust subsequent to their training.

A total of US\$304,000 was allocated for participant training under the H.E.A.R.T. Trust component. Of this amount, US\$135,546 had been expended through November 1988, leaving well over half of the total appropriation, almost US\$170,000, to be spent in the last year of the project. (The short time remaining in the project may preclude the expenditure of the remaining participant training budget.)