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■ **AN ASSESSMENT OF
THE OPPORTUNITIES
INDUSTRIALIZATION CENTERS
INTERNATIONAL PROGRAM**

Reference Center
Since 1699 NH

COMMUNITY SCIENCES, INC.

PHILADELPHIA, PENNSYLVANIA

AN ASSESSMENT OF THE
OIC INTERNATIONAL PROGRAM

JULY 1971

COMMUNITY SCIENCES, INC.
PHILADELPHIA, PENNSYLVANIA

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July 16, 1971

Mr. Valfoulyae Diallo
Director
OIC International
3639 N. Broad Street
Philadelphia, Pa. 19140

Dear Mr. Diallo:

We are submitting here with our report entitled, "An Assessment of the OIC International Program". In this study we have taken into consideration that both the Opportunities Industrialization Centers, Inc. and the United States Agency for International Development are pioneering in the delivery of non-formal vocational education programs in West Africa and in providing USAID assistance to private manpower program sponsors through a third party contractor, OIC International. Thus, we recognize that contractual agreements, goals and guidelines deliberately allowed for flexibility during this first year of operation.

This report reviews the operations of the OICI central office, the technical assistance provided the programs in Nigeria and Ghana, and some of the important aspects of the two African programs. From this, certain critical areas in administration and program planning and development emerged which require action. It should be noted that, many of these critical areas were discussed with you and appropriate members of your staff and action was taken on some recommendations as the study progressed. This report contains a broad range of information, data and recommendations which forms the baseline data for future evaluations of the achievement of goals, objectives and program progress.

We wish to express our appreciation of the cooperation of all those who participated in the study. Our special thanks to those African leaders in government and industry who provided information and insights about their countries and programs.

Sincerely yours,

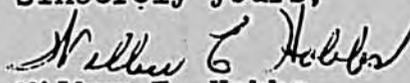

Wilbur E. Hobbs
President

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SUMMARY OF MAJOR FINDINGS AND RECOMMENDATIONS

A. The Central Office

The central office staff complement should be increased to add the following positions: Procurement Officer, Bookkeeper, two Economic Development Specialist and a Training Coordinator.

During the course of the research, it was found that the Training Division staff was performing many procurement tasks with the result that its primary function of providing training support to overseas operations have not been sufficiently developed. These procurement tasks are necessary and are the responsibility of the Administrative Services Division. The workload of the Secretary/Bookkeeper was found to be excessive. It was sufficient work for two people.

There is an urgent need to develop entrepreneurial and management training programs in Ghana and Nigeria. The research, planning and development needed to implement those programs is extensive and more than the Economic Development Manager can effectively carry. The two Economic Development Specialists to be assigned to Ghana and Nigeria are needed to assist with these researchs, planning and development tasks. Their early involvement will also strengthen their technical assistance capability when they arrive overseas.

The Training Division does not have sufficient staff to provide effective training support. A third full time Training Coordinator is needed to assist with research, curriculum planning and development, preparing course syllabi, and the resource library.

Key management staff and program advisors should be permitted to exercise authority commensurate with their responsibilities.

Organizationally and conceptionally, the division of responsibility and authority are clearly defined. Operationally the system breaks down because of the Director's efforts to exercise personal decision making and control over routine day-to-day details of all facets of the operations. The persons holding key staff positions are well

qualified and appear to be competent to exercise judiciously the responsibility and authority inherent in their positions.

A standardized report outline and format should be developed to improve communications between Program Advisors and the central office and to enable the regular and systematic analysis of all aspects of overseas program performance; management and control.

There were voluminous amounts of reports, memos, and letters granted within the central office and between the overseas staff and the central office. These communications were usually crisis or problem oriented or reflected the writers current situation with little relationship to past actions and future planning. Thus, administrative management and program performance data was not regularly reported and not reported in a way to lend it to systematic analysis for administration, program planning and budgeting.

The Training Division should be relieved of all non-training support activities to enable it to fulfill its primary function in support of overseas operations.

The Training Division was engaged in a variety of logistical and procurement activities which should be performed by the Administrative Services Division. While it is commendable that during this period of central office growth staff performed wherever needed, the Training Division, because of these additional responsibilities, was unable to develop the kinds of training support services needed by overseas programs.

Consideration should be given to rescheduling the orientation of African OIC staff and re-focusing the orientation program.

Most African OIC staff were sent to the United States for orientation as soon as possible after being hired. It was felt that they would be able to undergo orientation concurrently with the American technical assistance specialist who would be assisting them overseas. It was not possible to coordinate all of the government clearances and local administrative details to achieve concurrent orientation of these staff. It appears unlikely that this can be achieved in the foreseeable future. In addition, it was found that the Technical Assistance Teams were able to provide sufficient interim orientation to enable the African staff to begin to understand OIC philosophy and

to perform in accordance with it. Those African staff who worked in local programs before coming to America for orientation found that they had a better frame of reference to begin orientation.

Most Africans who participated in the orientation program wanted more time on-the-job with staff in similar positions in American OIC's. In addition, the Program Advisors would be able to provide the Training Division with recommendations regarding the specific training needs of each African staff member coming to orientation.

Overseas programs should have sufficient advance funds to cover contingencies pending receipt of regular monthly allocations.

During the first year of operation the programs in Ghana and Nigeria have often been without sufficient funds to acquire housing, local training materials, and to pay local staff salaries. This problem has its roots in the method by which USAID reimburses OICI. This method of reimbursement results in a program in the expanding stages being reimbursed and the basis of expenditures when the program was smaller in size. The paradox is apparent and this situation requires early resolution.

B. The OIC Lagos, Nigeria Program

The OICI Technical Assistance Team should become more active in assisting with and monitoring the Local Board's efforts to secure broader community, industry and government support.

The Lagos OIC Board has made much progress in securing the support of community, industry and government. Because it is a strong, capable Board it has been able to progress in these areas with the limited assistance the Program Advisor alone could provide. However, this Board needs additional help to extend its activities, primarily with industry and government, in order to establish a broader base for continuing support from these sources. The Industrial Relations Specialist will need to make this a first priority when he arrives in Lagos.

The highest priority should be given to providing financial assistance to the Lagos Board to enable it to obtain a training facility.

The present training facility is inadequate to service the fifty-four trainees enrolled for feeder training and cannot accommodate a skills training program. There were 446 applicants on the waiting list and 90 percent can be considered active. The program will have a poor image and local support if those trainees in the feeder program are not moved on to skill training within a reasonable time. The students currently enrolled are seeking skill training in six vocational areas. The facility evaluated by the study team would adequately house the programs for the next two years and this would provide sufficient time for the local OIC to prepare a permanent training facility.

OICI should enter into written contractual agreements with the Lagos OIC Board regarding scope and phasing of the local program and the use of funds raised locally.

There are neither written guidelines nor agreements between OICI and the Lagos Board. There are letters and memoranda covering various subjects but together they do not constitute specific, comprehensive guidelines, on agreements about the goals, objectives, scope, and phasing of the local programs and cost sharing. Until this is done, the local Board will not have a clearly defined plan to guide it, and there can be no meaningful measuring of the progress made towards achieving local goals and OICI goals.

The OICI Technical Assistance Team should be increased from nine to thirteen specialist in order to provide the needed support to each functional area and vocational skill course.

This increase in staff will provide for the addition of three vocational specialist and one entrepreneurial and management specialist, who will also develop jobs through self employment opportunities. This provides the local program with technical assistance in each functional area and six vocational areas. At least eight of the technical assistance team would be phased out before June 30, 1973.

C. The OIC Ghana Program

Job development should be expanded to include creating jobs through self employment opportunities in small business enterprises. In addition, entrepreneurial and management training should

be integrated with the skill training for those trainees who demonstrate an aptitude for and an interest in developing small businesses.

Ghana government economic policies have created a fixed labor market in the Accra-Tema area with little job turnover and thus limited hiring. The implications of these policies for OIC is that the conditions place limitations on the number of skilled trainees who can be placed in entry level jobs in the Accra-Tema area. While government agencies and industry in this area probably could absorb the first year OIC graduates it is doubtful that they could absorb larger numbers without dramatic economic changes. There is however government and business interest and support in the development of small service and manufacturing industry outside the major metropolitan areas. Training directed toward self employment and small business development outside the Accra-Tema area will increase the number of jobs available to OIC trainees.

Training directed towards improving the motivation and upgrading the skills of the underemployed should be included in the current OIC program.

Officials in both government and industry stressed the need for improving the motivation and work skill of the persons currently working but are underemployed. This training could be provided on a contract basis thereby generating funds to help defray OIC's operating costs.

The linkages between OIC, the government, and other manpower agencies should be strengthened beyond having representatives of some agencies on the OIC Board of Directors.

Although OIC is clearly filling a void by practicing the job-ready method of manpower training and his stimulated institutional change in some existing manpower training agencies it has not developed the kinds of operational linkages with other manpower programs which can assure that there will be a coordination of effort and program. Some existing manpower training programs are underutilized because their entry requirements screen out the primary school leaver whom OIC seeks to serve however, these programs do have the potential for more advanced skill training which could enable the working OIC graduate to continue to improve himself. The development comprehensive manpower training system requires strong linkage between all training institutions.

A special outreach effort should be undertaken to enroll the primary VI school leaver into the OIC programs.

About 88 percent of the trainees enrolled, at the time of this study, had completed secondary school and 23 percent had either technical or some form of apprenticeship training. This was not a result of OIC creaming but rather a true representation of the initial applicant group. In further reflects the fact that more persons with higher formal education migrate from the rural areas to the cities seeking employment than do the primary VI school leavers. When these better educated persons fail to find employment they seek additional training or vocational training in the hope of being able to obtain work. The primary school leaver is less likely to seek or to know how to seek new training experiences. If this group is to be brought into the programs they must be aggressively sought.

OICI should enter into written contractual agreements with the Ghana OIC Board regarding the scope and phasing of the local programs and the use of funds raised locally.

There are neither written guidelines nor agreements between OICI and the Ghana Board. There are letters and memoranda covering various subjects but together they do not constitute specific, comprehensive guidelines or agreements about the goals, objectives, scope and phasing of the local programs and the cost sharing. Until this is done the local Board will not have a clearly defined plan to guide it and there can be no meaningful measuring of progress made towards achieving local goals and OIC goals.

The OICI Technical Assistance Team should be increased from six to thirteen specialist in order to provide the needed support to each functional area and vocational skill course.

This increase will provide for the addition of four vocational specialists, a training supervisor, an entrepreneurial and management specialist and an administrative assistant. This provides the local program with technical assistance in each function area (not provided at the time of this study) and six vocational skill areas. At least eight of the technical assistance team should be phased out on or before June 30, 1973.

I. INTRODUCTION

This is a report of a study of the Opportunities Industrialization Centers International (OICI) which was conducted by Community Sciences, Inc. under a contract with OICI. The study was carried out at the OICI Central Office in Philadelphia, Pennsylvania; in Lagos, Nigeria; and in Accra, Ghana between March 15, 1971 and June 30, 1971.

A. Purpose and Scope

The purposes of this study are; 1) to assess the operational structure, staffing, program activities, and governmental, interagency, and community relationships of the OICI Central Office; 2) to assess the progress to date of the two African programs in Lagos and Accra; and 3) to determine future program objectives, modifications in concepts, structure, and direction; and strategies to strengthen these new programs.

The major areas upon that which the study is focused are: 1) a review of the objectives of the project and the extent to which they are being achieved; 2) recommendations for refinements of goals and objectives and for means to improve implementation there of; and 3) provision of baseline data for future quantitative and qualitative evaluations.

B. Objectives

The specific objectives of this evaluation are to assess, analyze, and make recommendations regarding:

1. The Central Office Operation

- a. The role of the OICI.
- b. The relationship of OICI to the parent OIC.
- c. The relationship of OICI to its staff in Africa.
- d. The functions, role, responsibilities, and authority of the Director.
- e. The functions, role, responsibilities, and authority of the professional staff who give direction and supervision to each of the operating and administrative units of OICI.
- f. The division of responsibility and working relationships between the Board, Director and Staff.

g. The organizational structure in relation to the goals and projected program of the OICI.

h. Staff organization and alignment including lines of responsibility, authority, span of control, coordination, and communication.

i. Administration and administrative practices and policies in relation to overall provision for business and fiscal management and control, personnel administration, policy determination, decision making, and internal relationships.

j. The characteristics and qualifications of staff.

k. The specific tasks and activities performed by staff.

l. The existing data information system in relation to planning, achievement of goals, and effectiveness of performance.

m. The assessment of instructional programs for training African personnel, including training staff, facilities, materials and methodology.

2. The Accra and Lagos Operations

a. The nature and extent of community involvement and participation.

b. The potential for local community financial support of the program.

c. The organizational structure in relation to the goals and current and projected programs of the local OIC.

d. The division of responsibility and working relationships between local Advisory Councils, Boards of Directors, and Staff.

e. The nature and extent of the involvement of private industry and management in the local OIC program.

f. The impact of private industry involvement on the skill training curriculum, job development, and placements.

g. The relationship of local OIC's to the National Governments.

h. The impact on the local OIC programs of actions taken by national governments.

i. The role on national governments in manpower training.

j. The extent to which job market analysis is used to determine specific skills in which training will be offered.

k. The attitudes and expectations of trainees in relation to their pre-enrollment, enrollment, and participation, and to their post-program experiences.

l. The extent to which technical assistance provided by OICI field staff stationed in Nigeria and Ghana is preparing their African counterparts to assume full responsibility for the local operation.

m. The relationship between the local OIC and other social welfare and manpower-oriented organizations and institutions.

n. The effectiveness of the OICI field staff in providing technical assistance in the areas of: planning, training skills, curriculum development, industrial relations, job development, community and governmental relations, fiscal management, organization and staffing, and related manpower support services.

C. Method of the Study

The data information obtained to fulfill the specific objectives listed above were primarily obtained by using direct methods and, to the extent possible, were obtained in quantifiable form. The findings of this study are based on data and information from the following sources: 1) interviews with key USAID staff in Washington, D.C., Lagos, and Accra; key board members and the entire central staff of OICI; all members of OICI field staff in Lagos and Accra; representatives of large and small businesses and industries, labor organizations, employee associations, other public and private organizations involved in manpower and economic development and training, and key civic and community leaders in both Nigeria and Ghana. 2) Questionnaires administered to over 90 percent of the trainees enrolled in the Lagos and Ghana OIC programs. 3) A 20 percent sampling of the applications of persons awaiting admission to the Nigeria and Ghana OIC programs. 4) Secondary data sources included: USAID records and reports of the OICI Central Office, the OICI field staff offices in Africa, and the African OIC programs; reports related

to manpower development in Africa prepared under the egis of United Nations Development Program (I.L.O., UNESCO, etc.), Ford Foundation, National Manpower Board of the Nigerian Federal Ministry of Economic Development, the Federal Ministry of Education of Nigeria, and the Education and World Affairs Division of USAID. Other published reports appeared in Ghana Economic Review, 1970, Survey of High Level Manpower in Ghana, 1960, National Vocational Training Acts, 1970, (Ghana) National Service Corp. Act, 1970 (Ghana); Study of Sub and Professional Course of Training for Office Personnel, 1970 (Ghana), and reports of the Office of Special Commission for Redeployment of Labor, Survey Services No. 6 - Report on Survey of Future Skilled Labor Requirements (2 to 5 years) August, 1967.

Chart I shows the Evaluation Objectives in relation to Data Sources and Instruments. This chart is keyed to the listing of objectives in Section B of this Chapter.

| Sources and Instruments | Objectives | | | | | | | | | | | |
|--|------------|---|---|--------------|----|----|----|----------|---|---|---|---|
| | 1 | 1 | 1 | 1 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 |
| | abc | d | e | f to m | ab | cd | ef | gh ij | k | l | m | n |
| Data Sources | | | | | | | | | | | | |
| USAID staff | X | | | | | | | X | | | | X |
| OICI board | X | X | | X | | | | | | | | |
| Parent OIC | X | | | | | | | | | | | |
| OICI director | X | X | X | X | | | X | | | | | |
| Central office staff | | | X | X | | | | | | | | |
| Records and documents | | | X | X | X | X | X | | | | | X |
| Direct observation | | | | X | X | | | | | X | | X |
| OICI field staff | | | | | X | X | X | X | | X | X | X |
| African counterpart staff | | | | | X | | | | | | X | X |
| African OIC staff | | | | | X | X | X | | | X | X | X |
| Trainees | | | | | | | | | X | | | X |
| National gov't. staff | | | | | X | | | X | | | X | X |
| Employers/industry leaders | | | | | X | | X | | | X | | X |
| Related economic, trade, social & manpower orgs. | | | | | X | | X | X | | | X | X |
| Local advisory councils & boards of directors | | | | | X | X | X | X | | X | X | X |
| Study Instruments | | | | | | | | | | | | |
| Interview outline | X | X | | X | X | X | X | X | | | | X |
| Central staff questionnaire | | X | X | X | | | | | | | | |
| Field staff questionnaire | | X | | | X | X | X | X | | X | X | X |
| Trainee questionnaire | | | | | | | | | X | | | X |
| African counterpart guide | | | | | X | | | | | | | X |
| Local OIC staff guide | | | | | X | X | X | | | X | X | X |
| National gov't guide | | | | | X | | | X | | | X | X |
| Employer/industry guide | | | | | X | | X | | | X | | X |
| Related organization guide | | | | | X | | X | X | | X | X | X |

CHART I - EVALUATION OBJECTIVES IN RELATION TO DATA SOURCES AND INSTRUMENTS

II. BACKGROUND OF THE OIC INTERNATIONAL PROGRAM

A. History of the OIC Movement

OIC started in the United States in 1964. According to Reverend Dr. Leon Sullivan, founder and chairman of the Board of Directors, the stated purpose of OIC is "... to train and retrain the idle and unemployed on a qualitative and massive scale in preparation for employment in industry."

OIC makes the point that all one needs to do is to begin to help one's self. Few applicants are rejected by OIC. This open door policy has had significant appeal for the individual who felt rejected by the educational or training programs that existed in the community, or felt unprepared for available job opportunities. OIC's strength rests upon its success in demonstrating that learning is rewarding and that education and training do open up new job opportunities. To implement this philosophy, efforts are made to convince the enrollee that OIC really cares what happens to him both in the training process and in the home.

Many established training agencies appear to have been ineffective in reaching the unmotivated because of their restricted concepts of the outreach required to involve this target population. Agencies seeking to serve people with special needs often overlook the crucial truth that no situation is an opportunity except for those who can see its possibilities. Equally important is the conviction of OIC that, with encouragement and understanding, every individual can become a productive member of society. In actual practice, OIC has been able to capture the significance of these concepts and has found ways to build the implementation of this philosophy into its program.

B. Typical Program Functions of OIC's

A large majority of the unemployed, the underemployed, and those working in low-paying jobs are persons who lack occupational skills, have less than a high school education, are young and have little or no work experience, are members of a minority group, or possess a combination of these characteristics. Any program that seeks to serve this group effectively must provide for delivery of a multiplicity of services. The OIC operating plan is designed to deliver a comprehensive range of services which directly affect the trainee so that the "whole man" is served as he moves from being an unskilled and unmotivated person into being a productive employee. The OIC philosophy holds that "once a person is enrolled in OIC, he remains an OIC client until successfully placed in employment, referred to other training or services, or both.

The following functional activities comprise the operating plan: recruitment; intake and orientation; pre-vocational, vocational or technical training; job development; counseling and guidance; placement; and follow-up of each trainee. Each activity is briefly described here in the same order in which the average trainee encounters it. Chart II diagrams the process.

1. Outreach

The primary objective of the outreach activity is to locate the population in need of OIC services and to enroll them in the program. This is accomplished through the use of OIC recruiters who conduct face-to-face individualized recruiting, the use of all forms of mass media, other OIC programs such as the Adult Armchair Education Program and Neighborhood Development Centers, and through a continuing relationship with formal and informal organizations in the target population.

2. Intake

All applicants for training at OIC are processed through the intake section of the feeder operation regardless of the source from which they were recruited. Thus, the feeder becomes the initial point of direct contact for the prospective trainee.

Not all applicants move from intake into the feeder program. Some applicants may move directly into skill training, some are placed directly into stop-gap or permanent employment and others are referred to the on-the-job-training(OJT) program for training in a skill not offered through the OIC program.

3. Feeder Training

Most enrollees, those who are unemployed and those who are employed and seeking to upgrade their skills, begin training in the feeder program. The major objectives of the feeder program is to provide the enrollees with a pre-vocational training experience that will prepare them for skill training or immediate employment. Specific objectives include providing remedial education to the extent required to embark on skill training, developing personal habits such as punctuality, etc. that are required by the world of work, improving social skills, developing self-confidence, learning about the potentialities that exist in the skill training areas they select, and providing such other educational, psychological and personal assistance as may be required.

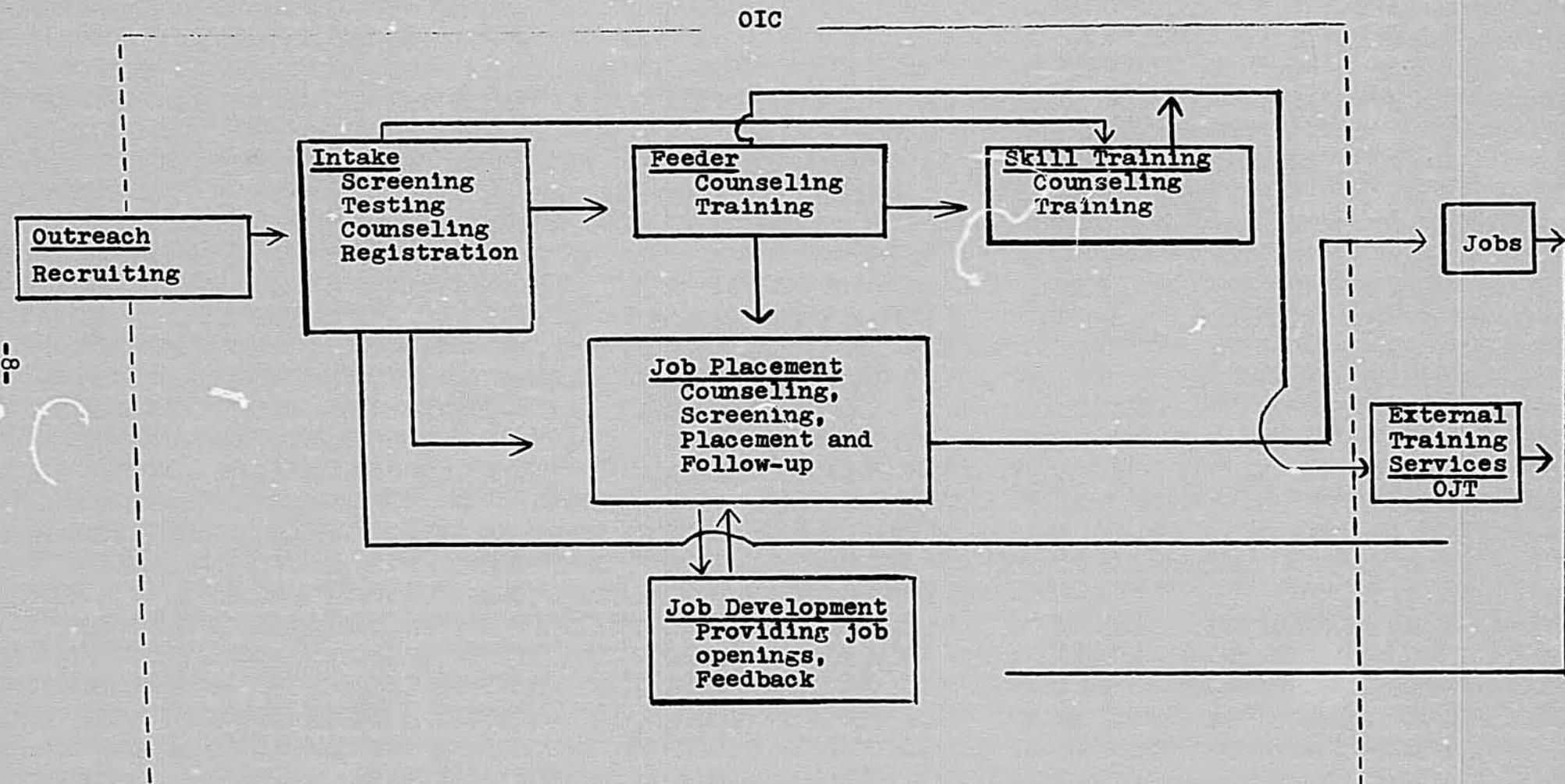


CHART II - DIAGRAM OF RELATIONSHIP OF FUNCTIONAL ACTIVITIES

A counseling service is available starting at intake and continuing throughout the program and through job placement. Each enrollee is given a battery of tests to determine his educational level in reading and mathematics as well as aptitude tests to appraise his suitability for training in the skill area he has selected.

The trainees who are ready for jobs after feeder training are referred for regular job placement or to OJT for additional skill training. During this phase trainees who require special services before they are ready for training are identified and referred to the appropriate community resource for help. Such services may include financial assistance, planning for child care, or health care such as dental services, vision and hearing correction, etc.

Trainees remain in the feeder program for two weeks to three months.

4. Skill Training

Most trainees who leave the feeder program are transferred to OIC skill training. The objectives of the skill training phase are: 1) to provide specific skill training to enable the trainee to qualify for employment as quickly as he can obtain entry-level proficiency; 2) to continue the basic education and motivation for self-help and improvement; and 3) to provide such counseling and guidance as will prepare the trainee for employment. The skill training staff evaluate each trainee's readiness for employment in the jobs that are awaiting referrals. Some trainees may leave skill training for an OJT placement to further refine their skills.

5. Job Placement

The objectives of the placement process are: 1) to provide trainees with sufficient preparation so that they will be successful in the job interview, 2) to match trainees and the jobs in terms of training and temperament as closely as possible, 3) to follow up on those trainees who are referred to jobs to determine if they were hired; 4) to bring back to OIC for counseling, training, or referral those trainees who were not hired; and 5) to provide feedback from industry regarding changes that should be made in the training courses to meet new technological developments. Most trainees who leave the skill training branches are placed in available jobs according to the level of skill attained.

6. Job Development

The objectives of the job development activity are; 1) to locate job openings with employers who can use the skills in which OIC is preparing trainees, 2) to participate in by making the final determination of trainees to be referred to specific jobs; and 3) to maintain open channels of communication between employers, labor unions, and OIC in order to enhance job development and placement potential.

Job development is carried out on three levels at OIC; by the Board Chairman and the Executive Director who interact with the highest level of industrial management; by the Industrial Relations and Labor Relations Officers who deal with middle management industry personnel; and by the Job Development Specialist who deal primarily with the operational levels of industry and small businesses. Through these series of contacts, jobs suitable for trainees are developed, new job openings are listed and lists of available openings are kept up-to-date.

C. Other OIC Components

1. OIC National Institute

The developments of OIC's throughout the United States stimulated the need for technical assistance to community groups seeking to undertake OIC programs. The OIC National Institute was created to provide help only to those communities who requested it. OIC's are only started after the local community has made initial efforts on its own. The Institute provides technical services as well as assistance in obtaining public and private funds. In addition, the Institute provides management and technical assistance on all operational needs of local OIC's.

2. OIC Extension and Development Services

The OIC Extension and Development Services provide local communities with assistance and consultation to enable them to develop their capacity to organize and operate OIC job training centers. When a local OIC reaches a reasonable level of competence, it is recommended for federal funding through the national manpower and poverty programs. Most of the existing OIC service activity is under federally funded programs.

3. OIC Management Training School

The OIC Management Training School, located in Philadelphia, was established to provide leadership training to develop the needed highly trained executive directors and deputy directors for local OIC's.

4. National OIC Industrial Advisory Council

The National Industrial Advisory Council is composed of top executives from 28 of the major business corporations in the United States. They provide continuous consultation, advice, and support and offer a vital link to the industrial community. The Council enables OIC's to provide job training relevant to current and projected industry needs. The Council provides access to plant visitation, assists in obtaining the loan of skilled volunteer instructors from each industry, solicits needed equipment and suggests improved fund-raising techniques.

III. OIC INTERNATIONAL

A. General

The OIC policy requires the local community to take its own first steps and states that OIC will assist only when requested by the community. In keeping with this policy, the OIC International came into being in October 1969 after repeated requests from local groups in several African, Asian, and Latin American nations for assistance in establishing OIC manpower programs and economic enterprises in their countries. Early in 1969, Rev. Dr. Leon H. Sullivan led a study team representing OIC, under a USAID contract (contract AID/Afr - 590), to Ethiopia, Kenya, Nigeria, and Ghana to explore the potential for, and feasibility of, establishing OIC regional centers or manpower and economic enterprise programs in individual countries patterned on the OIC programs in America. The major findings and conclusions of this study team were:

1. The labor pool in most African countries is much larger than the existing job market because this reservoir of untapped human resource is unskilled or under-skilled.
2. The skilled manpower shortage results from the fact that local technical schools train engineers rather than practical technicians and do not structure their training to the present and future needs of industry.
3. The OIC approach of involving the business and industry sector in the training program design would help to eliminate the labor shortage, job shortage paradox.
4. An enlarged awareness of self-reliance is needed in Africa and the basic OIC concept of self-help could serve to expand the people's and the governments attitudes about self-reliance.
5. The ingredients for Africa's economic and social development and the substance for its self-improvement already exist. The function of international assistance would be to offer alternative or new methods to achieve this development.
6. The OIC method of involving the community at large with industry and government representatives to combat the problems of unemployment, training managers, and initiating small scale business and industrial development schemes, would stimulate even larger community participation well grounded in commitment, dedication and self-reliance.

7. Involving a predominantly African American program in providing the African continent with technical assistance in its developmental efforts would demonstrate a new, meaningful, practical, and realistic approach to the United States foreign aid program.

Based on these findings and conclusions, the OIC International Central Office was established in Philadelphia with financial support of USAID.

B. Basic Agreement Between USAID and OIC, INC., and OICI, INC.

On August 15, 1969 USAID and OIC, Inc. entered into a basic agreement (amended June 15, 1970) "which sets forth negotiated contract clauses that will apply to future procurements of technical services which may be entered into between the parties during its term". The procurements would be made by Task Orders.

Article V of the Basic Agreement entitled "Types of Task Order Services" set for the following examples of the kinds of services which may be required under Task Order:

1. Provision of assistance in the organization, development and operation of the Opportunities Industrialization Centers programs in selected African countries.
2. Recruitment, selection, processing, and provision of administrative support to OIC technical and nontechnical personnel.
3. Plan, program, and implement training and orientation programs for selected technical and nontechnical personnel who are to be assigned overseas along with their families.
4. Provision of U.S.-based training for selected African participants involved in the OIC African programs.
5. Provision for overall program supervision and support of African-based programs.
6. Provision for the development, preparation, and reproduction of the necessary instructional materials, aids, and other related materials needed to meet the program objectives.
7. Assist in the development of African-based small business enterprises directly related to or an out-growth of the training program of African OIC program.

8. Plan and make provision to supply the basic commodities and instructional equipment which are not readily available through the African OIC groups for operating the local OIC programs.

9. Establishment of an office in Africa to provide administrative and professional support for African OIC programs.

10. Maintain contact and coordinate plans with ECA, OAU, ILO, and other Africa-based organizations interested in the development of OIC programs in Africa.

11. Survey of the possibilities of organizing and developing OIC committees in selected African countries, to implement OIC-type programs.

12. Provision of permanent staff adequate to provide administrative support in the execution of such services as may be authorized by Task Orders under this Basic Agreement. This staff and its duties will be established in Task Order No. 1.

13. "The parties to this contract anticipate that the training of African personnel for project activities assisted through this contract will be provided by OICI and will be financed under the contract with the exception of such general services for participants as USAID shall make available without charge to the contractor (i.e., The Washington International Center orientation program and the DETRI evaluation program). OICI will provide USAID Office of International Training with advance information on expected participants. Maintenance allowances and other payments for OICI participants will not exceed the amounts authorized by USAID for all participants."

C. The OICI Central Office

Task Order No. 1 to Contract No. AID/Afro-653, drafted on October 9, 1969, provides specifically for the establishment of backstopping and coordination services in (OICI Headquarters) Philadelphia, Pennsylvania for the purpose of supporting and facilitating the execution of the general scope of work defined in the basic contract and to be defined in the other task orders to be carried out under the basic contract providing services for the Ghana and Nigerian OIC programs.

Under Task Order No. 1 the OICI will provide a central office staff in its home office.

The duties and responsibilities of the central office staff include the following:

1. Recruitment, selection, orientation of personnel, and provisions of logistical support to the programs in the respective countries when AID approval of the programs in each country has been obtained.

2. Preparation of the necessary documentation for the programs in each country, i.e., project proposals.

3. Coordination of program components between local OIC African Committees and OIC International in developing the respective country programs.

4. Development and supervision of a participant training program after local OIC programs are approved by USAID.

5. Provision of overall program development, support, and supervision of each program component in each country.

6. Procurement of office equipment and supplies.

7. Evaluation of OIC activities in Philadelphia and at demonstration centers in Africa (Amendment No. 2, Task Order No. 1).

It should be noted that OICI central office staff has made significant progress in carrying out the Scope of Work set forth in this Task Order. As could be expected, during the first year the developmental process has encountered some problems, but not of such magnitude that they threatened achievement of the first year program goals. Although the problems usually related to staff inexperience in international planning the overall progress of the first year can be attributed to the basic skills and dedication of this staff. Many performed duties well beyond the skill area for which they were hired. Thus, while this report will highlight major areas of concern, it in no way is intended to diminish the positive achievements which far outweigh the improvements still needed.

1. The Relationship of OICI to OIC

OICI has been interlocking Board with OIC. The OICI Board has ten members, seven of whom are also members of the parent OIC Board and three from foreign nations, Ghana, Nigeria, and the Dominican Republic.

In addition, the OICI uses the services of the OIC National Institute staff for training and technical assistance support and the staff of various Eastern U.S. OIC's for orientation and on-the-job training support (e.g., the Philadelphia prototype, South Jersey, New York and Washington D.C.)

2. The Division of Responsibility and the Working Relationships Among The Board, Director, and Staff

OICI was incorporated under the Non profit Corporation Law of the Commonwealth of Pennsylvania in 1969.

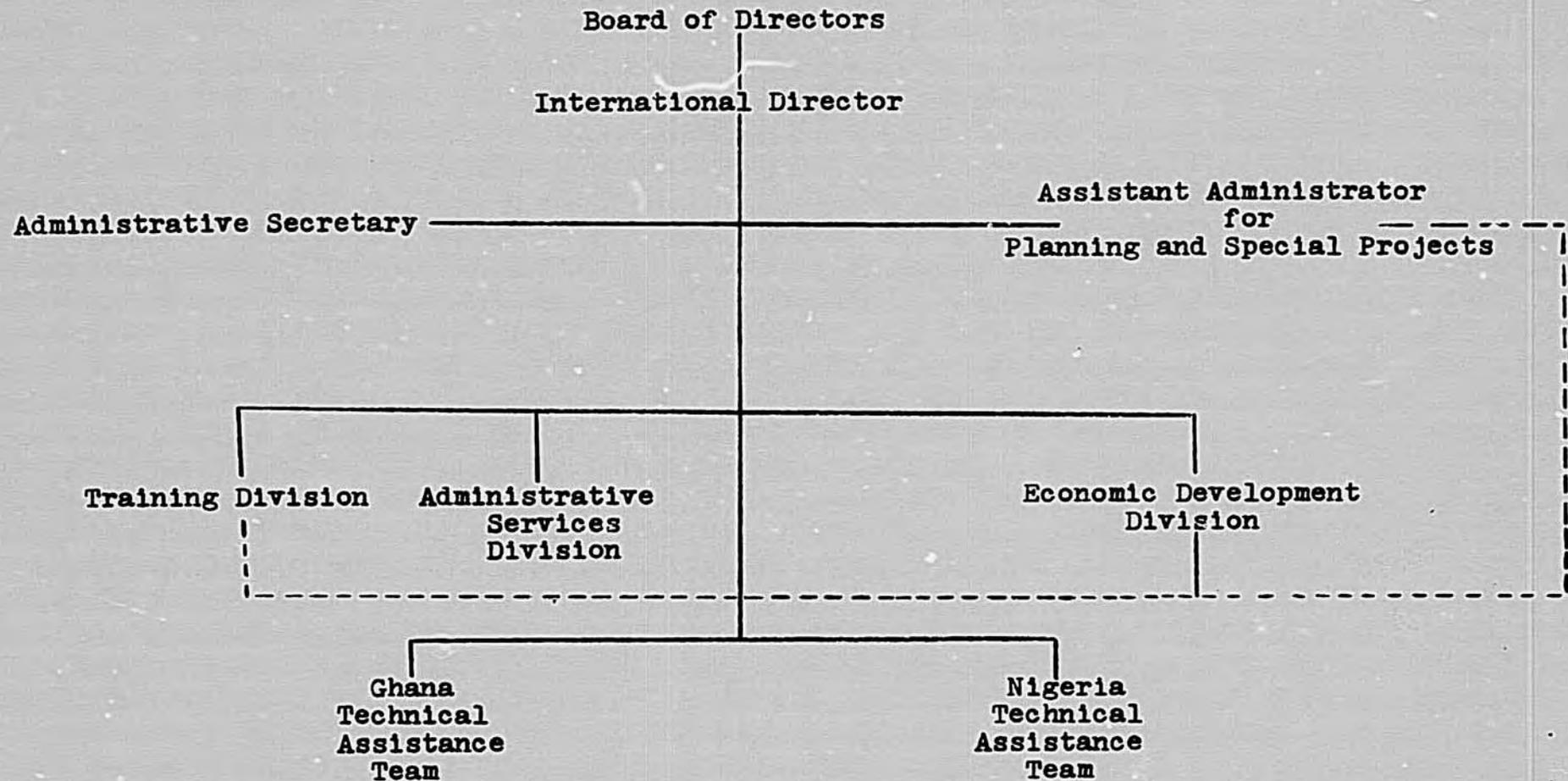
The OICI Board has met four times: January 23, 1970 in Chicago, Illinois; April 16, 1970 in Philadelphia; July 17, 1970 in Accra, Ghana; and February 5, 1971 in Seattle, Washington. Board Members from foreign nations have provided leadership to local OIC's in their own countries and have been especially helpful in expediting activities with their governments and in providing guidance and support to the OICI field staff. The Board as a whole functions as the policy-making body for OICI. It has invested its Chairman with full authority for policy decisions between Board meetings.

The OICI International Director provides staff service to the Board. In view of the distance and cost to the for Board Members, they participate in policy making largely via written communications with the Chairman of the Board and the International Director.

The Chairman of the OIC Lagos Board of Directors also serves as Vice Chairman of the OICI Board and the Ghana Board Coordinator is also a member of the International OICI Board of Directors. This Board membership lends prestige to each of these men in their respective countries and is a major strength for the African programs. However, their dual roles have not been clearly defined and this has created some problems in their relationships with the OICI Program Advisor in Ghana and Nigeria. In their role as an officer and member of the International Board, they are in a position of final authority over the program advisor. In their role as local Board Chairman and local Board Member, they are recipients of the technical assistance from the program Advisors. As International Board Members they are privy service to policy formulation information before the policy is enacted or communicated to the Program Advisor, and they have direct access to the International Director which causes some confusion and tension. It is questionable if this situation can be successfully resolved as long as each holds a key leadership position on his local Board. However, channeling all non-International Board information through the Program Advisor would help this situation.

Chart III shows the organizational structure of OIC International.

Chart III - Organizational Structure of OIC International



----- Coordinating Function

3. Central Office Staff - Organization and Alignment

As of April 15, 1971, the staff organization in the central office was as follows:

| | | |
|--------------------|---|---|
| Val foulaye Diallo | - | International Director |
| Daniel Sparks | - | Accountant |
| Cynthia Spencer | - | Secretary/Bookkeeper |
| Nadine Harris | - | Receptionist |
| Paul Dumbar | - | Consultant for Procurement/ Training Operations |
| Walter Richards | - | Training Technician (part-time) |
| John Canstorphen | - | Assistant Administrator for Planning and Special |
| Tony Wicks | - | Training Manager (resigned 4/16/71) |
| Obdiah Craig | - | Training/Research Officer |
| Joan Walker | - | Secretary |
| Nancy Brawn | - | Administrative Secretary |
| Henry Murphy | - | Economic Development Manager |
| Geraldine Parker | - | Secretary |
| Valarie Turner | - | Secretary |
| Irby Johnson | - | Administrative Services Manager |

The current staffing, staff organization and alignment of staff in the central office are shown on Chart IV. This level of staffing is appropriate for the support of the field operations in Lagos and Accra and should be sufficient if programs are undertaken in Kenya and Ethiopia within the coming year with the following exceptions:

a. the procurement officer should be a full-time staff member instead of a consultant as it is at present;

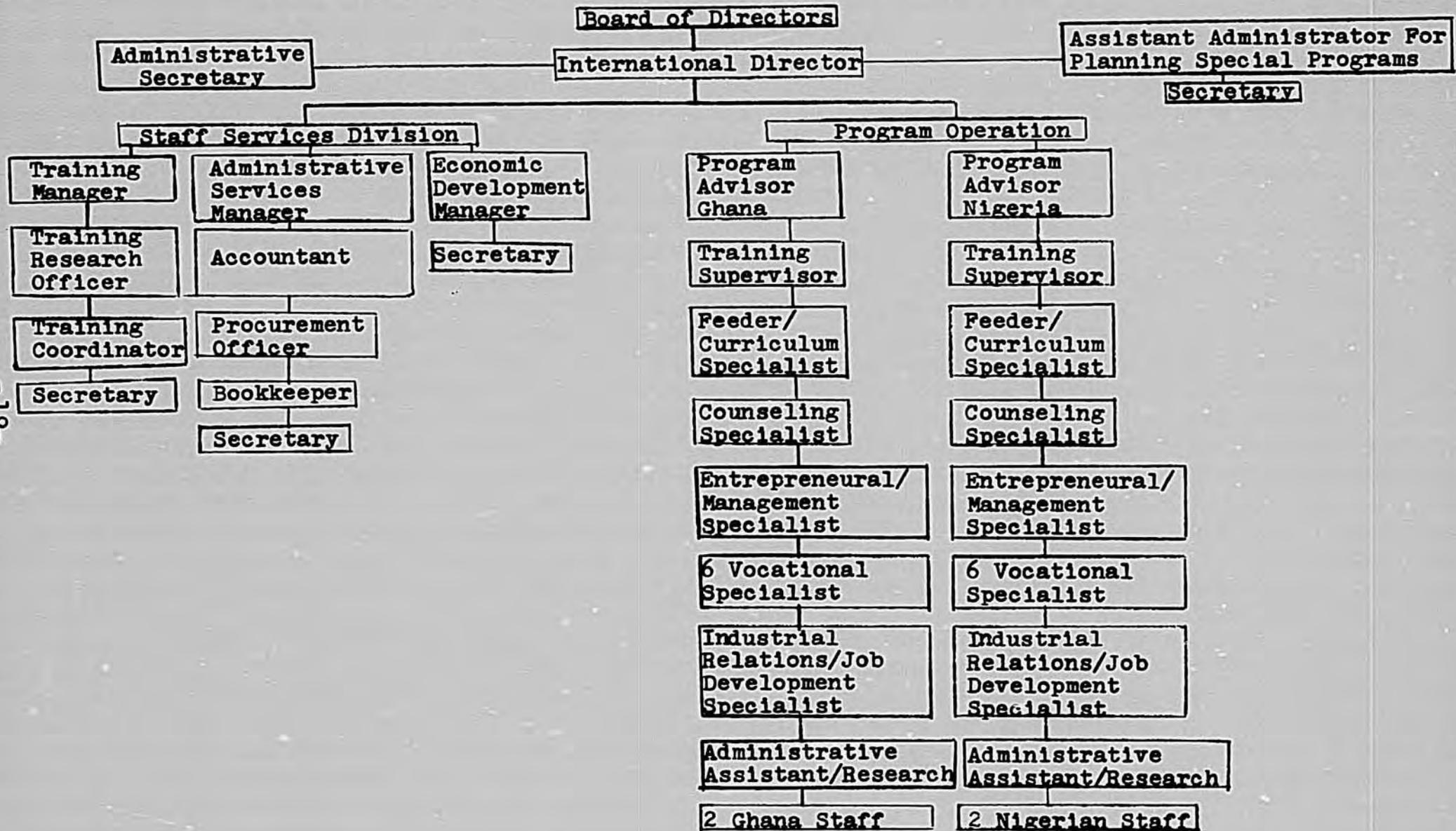
b. the position of Secretary/Bookkeeper should be separated into two distinct jobs because the workload is excessive for one person, a bookkeeper should be hired;

c. two Economic Development Specialist who would be assigned to Africa after three months on the central office payroll need to be phased in early in fiscal year 71-72. (See discussion in chapters on Ghana Program and Nigerian Program).

d. the position of Training Technician is currently being used to assist the Training Research Officer in establishing a library. A training Coordinator should be hired to provide the Training Division with increased capability to provide support to field operations.

This alignment further presupposes that the two advanced men proposed for both Ethiopia and Kenya would be hired under separate Task Orders for each of these countries rather than becoming a part of the central office staff.

Chart IV - Recommended Staff Alignment For OIC International



Titles of positions at the central office have not been standardized nor are they the same as the positions as specified in Amendment No. 2 to Task Order No. 1. The current central office are paired with jobs specified in the Amendment as follows:

| <u>Position Titles in Amendment</u> | <u>Position Titles in Central Office</u> |
|---|--|
| Director | International Director |
| Education Specialist | Training Manager |
| Training Officer | Training/Research Officer |
| Fiscal/Personnel Officer | Administrative Services Manager |
| Accountant | Accountant |
| Entrepreneurial and Management Specialist | Economic Development Manager |
| Administrative Assistant | Administrative Secretary |
| Secretary/Bookkeeper | Secretary/Bookkeeper |
| Secretary | Secretary |
| Secretary | Secretary |
| Secretary | Secretary |

In addition five positions have been added since the Task Order:

Approved Positions Added Since Task Order

| | |
|-------------------------|-------------------------|
| Assistant Administrator | Assistant Administrator |
| Receptionist/Typist | Receptionist/Typist |
| Secretary | Secretary |

Other Staff

| | |
|------|--|
| None | Consultant/Training Coordinator(Procurement) |
| None | Training Technician (part-time) |

More important, the fact that OICI has not standardized position titles in its various written publications leads to confusion. The recently published OICI training Manual includes job titles and job descriptions which are inconsistent with current practice and are, therefore, inaccurate when used in describing staff relationships and individual staff alignment and relationships. Chart IV used the position titles which are commonly used by most staff and are functionally descriptive.

4. Span of Control and Coordination

The span of control of the International Director and the methods of coordination have undergone changes with the recent addition of an Assistant Administrator. Reporting directly to the International Director are: Training Manager, Fiscal/Personnel Manager, Economic Development Manager, and the two Program Advisors for Ghana and Nigeria. The Assistant Administrator assists the International Director in planning and coordinating the work effort of the staff. Operationally, the three Division Managers and the Assistant Administrator form a core group who meet regularly with the International Director to plan for the provision of services needed in the field operations. Thus, the International Director is the only line or command person in the central office, and other personnel are supportive to him and to the field operation.

Prior to the creation of the position of Assistant Administrator, coordination of staff services and program services were inadequate. The Training Manager and the Administrative Services Manager were attempting too many tasks simultaneously in relation to the programmatic and administrative development of both the overseas programs and the central office. Crises were continuous due to staff inexperience in planning and setting up international programs and as a result of staff shortages. While it is too soon to evaluate the effectiveness of the Assistant Administrator, the concept of his role as a coordinator is sound. For example, in the past bi-monthly reports would go from the Program Advisors to the Training Manager and the Administrative Services Manager who would extract information requiring action by their respective divisions. They would then meet with the International Director to discuss these actions but follow through was inconsistent because crises were constantly arising, and many field staff needs were not acted upon promptly.

The present system calls for all Program Advisor reports to be submitted to the International Director's office which distributes to each Division Manager and to the Assistant Administrator. Within 24 hours the core group meets to decide which requests from the field staff can be dealt with immediately and which require additional staff action. The Assistant Administrator replies to the Program Advisors within 48 hours on items about which decisions were made and follows up on the progress each Division Manager has made on items which require additional action. Our observation in the field indicates that Program Advisors view the new system as an improvement.

5. Division of Responsibility and Authority

Organizationally and conceptually, the division of responsibility and authority among staff is clearly defined. Operationally, there is a lack of clarity which results in indecisiveness on the part of key central office and field staff. The breakdown stems primarily from the efforts of the International Director to exercise direct personal decision making and control over day-to-day details of all facets of the operation. In addition, there is no program management information reporting system which generates meaningful data in a systematic format, and no tested program and administrative guidelines. The result is that key staff become increasingly unsure of themselves and do not feel free to exercise the authority which should be inherent in their jobs. To a larger degree the central office uses the control of the flow of funds overseas to exercise direct control over the activities of the Program Advisors and the Technical Assistance Teams. For Example, although Program Advisors are not familiar with the local housing situation in their respective countries and have experience in leasing, each time a house is needed for a new staff member they must explain to the central office the details of their search and why a given property is desired before funds are released. This process takes two to three months before funds are sent from the central office. In two instances, staff arrived overseas before housing was available.

Similarly the Division Managers must await the International Director's approval of funds for recurrent, routine activities. For example, scheduling of orientation training programs was delayed awaiting the decision on the fee to be paid to a speaker who had been used previously.

The persons holding key staff positions are well qualified and appear to be competent to exercise judiciously the responsibility and authority inherent in their positions. Because they have not been permitted sufficient latitude to exercise this responsibility and authority, the areas

in which they may require supportive supervision are largely unknown and the program may well be losing much of the benefit of their capabilities and initiative.

Finally, an effective division of labor permitting proper utilization of the executive's time, is essential to the effective functioning of any organization. The International Director is fortunate to have adequate qualified staff who could free him to focus his attention upon problems of long range significance, and to attend to them in accordance with established priorities, taking emergencies into account. Until key managerial staff and program advisors are permitted to exercise authority commensurate with their responsibilities program progress will be slowed.

6. Communications

At the time of this study, voluminous amounts of paper were being generated within the central office and between the overseas staff and the central office. Because of the tight controls which the central office holds over the overseas operations, most of the written communications were upward and concerned justification, clarification, rationalization, and documentation of actions. Most of the downward communication was questioning, critical, demanding and directive. This further reflects the attempt to maintain field staff awareness that the final authority rests in the central office as indicated above.

The concept of communicating on a "need to know" is practiced to the extreme and hence key staff are frequently unaware of planning actions taking place in other divisions. For example, at the time the central office was being studied it was found that the Program Advisors had been denied access to the Task Orders for their respective countries. Their ability to plan program development and to communicate with the USAID mission staff in Ghana and Nigeria was obviously limited since they were not fully informed about the official statement of goals, staff, etc.

One major problem in communication is that there are no systematic report format to be followed for such items as the Program Advisors Biweekly Report. In the absence of a specific format, these reports tend to emphasize only those problems that are utmost in the Advisors mind at the time of writing. Thus, there are administrative/program areas which are not regularly covered. Appendix A is a suggested outline for the report from Program Advisors.

As indicated earlier, with the advent of the Administrative Assistants, mechanisms have been developed that will insure better communication with the Program Advisors. Also planned are informational memoranda to Program Advisors, designed

to keep them informed of the thinking and developmental activities of the central office staff and USAID/Washington, and of the business and industrial community in the United States.

7. Training Division

The Training Division consists of an Educational Specialist, Training Research Specialist, a part-time Training Technician, and a Secretary.

This division is responsible for: 1) planning, reviewing, and evaluating the effectiveness of the overseas OIC programs; 2) planning and recommending curriculum changes and standards to accomplish the OIC training goals and objectives; and 3) providing orientation at the OIC central office to OIC field staff and their families who are going overseas, and to their overseas counterparts who are responsible for operating the local OIC Africa programs.

The following are job descriptions of members of the Training Division

a. The Educational Specialist

The Educational Specialist directs and coordinates a vocational and prevocational training program. Work involves the direction of the activities of international training centers and the coordination of these activities with the OIC International central office. Work includes: responsibility for the development of training curricula; counseling, job development, and recruitment methodologies; activities for in-service training and program development; review of budgets and staffing needs for conformance with organizational goals and priorities; visits to international communities to check on operations; analysis of the effectiveness of overseas operations in the implementation of programs; and meetings with representatives of private business and industry to discuss program needs. The Educational Specialist also prepares reports analyzing various countries program operations and attends conferences and meetings related to training as a representative of OIC International's organization.

b. Training Research Specialist

The Training Research Specialist is responsible for planning and implementation of national and international OIC training programs. This work centers around development of effective means of conveying knowledge to and motivating trainees both from home and abroad.

Work includes: development and implementation of an orientation program designed to instruct national and international trainees in the purpose and function of OIC; evaluation of the effectiveness of training programs including: observation, analysis, and recommendations for changes to meet needs as indicated; conduct of research relative to training needs; provision to the OICI technical assistance staff of research materials which may serve as guides in preparing and modifying local curriculum material to meet the needs of local trainees; and preparation of reports concerning the progress and effectiveness of the training program.

c. Training Technician

Since the part-time Technician was not an authorized position, no job description had been developed. Work has included development of a curriculum and resource library for Training Division. This involved locating and ordering books for the library and collecting material and developing files on relevant subject matter.

d. Secretary

The Secretary performs all of the clerical tasks related to the operation of the Training Division.

e. Staffing Problem

The major staffing problem that the central office has been experiencing during this initial year of operation has been the development of its training support capability. One of the main contributing factors was that the central office was understaffed for a good part of the year and the Training Division staff were performing a variety of nontraining functions. The Division carried major responsibility for many activities related to procurement for overseas staff of equipment and housing, of household and other needed goods, and of training equipment. At the same time, during the year there has been a constant flow of African OIC staff and American staff assigned to African programs for whom orientation sessions had to be developed and carried out. Thus the Training Division was primarily engaged in what can best be described as procurement activities as well as orientation activities throughout most of the year. As a consequence, it has not fully developed its capability to support field staff in substantive curriculum planning and curriculum development. This service is needed even though there are curriculum development specialists on the overseas staff.

f. Division Activities

The Training Division should be free to prepare model lesson plans and unit syllabi for all courses to be taught in each local OIC training facility. They should also be responsible for modifications of training techniques and program content used in the United States as they relate to the differences apparent in the African culture and for background research in relation to training materials and development of new materials specifically directed towards the unique needs of each of the overseas programs. Most of the activity that has been undertaken, and the modifications that have been made, have resulted from the experience and efforts of the overseas staff even though they have not been provided with guidelines that would make their efforts at developing and modifying the U.S. model for training more effective.

The Training Division does provide general course outlines. The Training Manual also describes how to start an OIC and how to start a feeder program. What is lacking, however, are detailed plans which specify content to be taught, appropriate instructional materials, instructional techniques, and instructional methods for feedback and reinforcement. The value of this kind of central office service is that: 1) it provides a mechanism for establishing quality control in instructional methodology; 2) it offers a method for systematizing the instructional approach; and 3) it frees the Curriculum Specialist on the technical assistance team to concentrate on making his curricula more relevant and on supervising instructors.

g. Orientation Programs

At the time of this study of the central office, the Training Division had conducted three orientation sessions, for 23 people, 7 of whom were Africans.

Generally, an orientation program lasts eight weeks and is conducted for five day each week. The following is a brief description of the weekly activities in a typical orientation program.

1st week: familiarize trainees with administrative policies and regulations governing OICI personnel; living conditions and customs of African countries; and the philosophy of OIC.

2nd week: devoted to what is called "cross-cultural" sessions. There are usually, in-depth discussions and interchanges between Americans and African participants about the sociocultural conditions and ethnocentrism of the African countries and America.

3rd week: includes implementation of the OIC philosophy, and field trips to local branches of the OIC in Philadelphia.

4th & 5th weeks; devoted to OIC program development and methods of organizing supportive services in a local OIC program.

6th week: for more field trips including OIC programs in New York, New Jersey, and Washington, D.C.

7th week: concentrates on on-the-job training (OJT). Orientation participants are teamed with their counterparts in various local OIC programs.

8th week: a wrap-up in which the last minute matters are completed before departure to African countries.

All African participants observed that the OJT phase was too short. Most felt that they could have benefited from one or two weeks OJT with their counterparts and with fewer lecture sessions at the OIC central office. Some participants felt that the tours of OIC in New York, New Jersey, and Washington were too rushed since there was very little time to talk with Americans holding their same positions or to observe them in operation.

h. Participant Observations

The general criticism of both the American and African participants was that the total orientation program seemed disorganized and poorly planned. One general observation was that the daily sessions were not planned sufficiently far in advance. This handicapped them in that they were not able to prepare for forthcoming activities. On the other hand all participants praised the program for its effectiveness in presenting the OIC philosophy and methods of developing financial support for the local programs.

Most of the African participants felt that there could have been more down in terms of providing Africans with a broader view of American life. The absence of planned sightseeing tours, social functions and recreational activities was frequently mentioned. They felt that this would have contributed to their knowledge of American life and placed the OIC program in a better perspective.

1. Conclusions

Observation of the Training Division and interviews with its staff and trainees have lead the study team to the following conclusions:

1) Aside from its responsibilities in conducting orientation, the Training Division should perform other activities which would assist field operations. These would include the following:

a. Curriculum Planning and Development

Curriculum planning and development activities should be focused upon collecting curriculum materials which will serve as reference and background materials for the curriculum department specialist. This should include the preparation of annotated bibliographies, textbooks, excerpts of articles and other publications of educational significance, and the collection of the other resource materials.

b. Research

All available research materials on the respective countries should be collected and catalogued. Regular visits should be made to the U.N. to collect and identify up-to-date reports in the areas of manpower, employment, and training; correspondence should be carried on with colleges and universities to collect and identify research and publications on topics relevant to the African countries; and there should be contact with U.S. publishers to keep abreast of pertinent material.

c. Preparing Course Syllabi

Based on monthly reports submitted by the field staff, the Training Division should be in position to assist the local OIC in preparing course syllabi. Its curriculum library should include enough research and curriculum data to prepare model course syllabi which could then be tailored for the uniqueness of each country. While the task of curriculum development should not be the primary activity of the central office Training Division, it should provide sufficient support to enable the field staff to devote more time to managing operations and less time to preparation of course syllabi and lesson outlines.

The Training Division needs a resource library, which includes a referral and retrieval system which would enable local OIC programs to request curriculum and program information and receive responses in a reasonable length of time.

The eight-week orientation program should be scheduled so that the African participants will have been on their jobs in their own countries for at least two months prior to coming to orientation. This would allow the Program Advisor time to observe the staff person and submit to the Training Division a suggested orientation program tailored to the needs of the individual African participant. It would also permit more time to be scheduled during the orientation for on-the-job training.

8. Administrative Services Division

The Administrative Services Division is responsible for the finance and accounting, procurement, personnel, property management, and office services. At present the Division is too understaffed to fulfill these responsibilities effectively. The Division has a Manager, an Accountant, a Secretary/Bookkeeper, and a Receptionist/Typist/Switchboard Operator. At the time of this study most of the procurement and much of the personnel functions were being performed by the Training Division which adversely affected the quality of performance of both Divisions.

The Administrative Services Division has recently developed guidelines for fiscal control and personnel management. These guidelines are clear and, when fully implemented, should effectively strengthen administrative practices. There are, however, some administrative deficiencies which require urgent attention. These deficiencies include:

a. the lack of an adequate program and fiscal management reporting system.

b. the fact that overseas program unit heads responsible for carrying out a budget are not involved in the budget preparation process and are not sufficiently informed regarding the details of the budget under which they are expected to perform. Allocated funds centrally disbursed and the other divisions and overseas staff rarely know the amount of the allocation for their program and, consequently, how much they can spend.

Although the budget estimate may have been reasonably accurate in a mechanistic way, it has resulted in over-tight budget control after leaving overseas programs without sufficient funds to operate effectively. If a budget is to allow for optional growth and creativity, it should reflect the best thinking of the total staff, not just the central office personnel.

c. Insufficient knowledge about the uniqueness of each of the overseas programs for which the Division is attempting to function as the controller and disbursing authority. The decisions must, therefore, be mechanistic. Often decisions are delayed and additional information required from overseas staff — frequently the additional information requested is unnecessary or repetitive.

d. Lack of a standardized format for the semi-monthly program and statistical reports. Monthly reports, if standardized, would be sufficient to provide all the required program and fiscal management data. If desired, it could be arranged that the program section of such a report would be submitted on the 15th of the month and the fiscal part of the report on the 30th or some similar schedule.

e. Failure to provide overseas programs with sufficient advanced funds to cover contingencies pending regular monthly allocations. The problem is related to the method by which USAID reimburses OICI and can only be resolved if OICI receives sufficient funds from USAID.

f. A tendency to overlook differences between the two overseas programs in an attempt to standardize procedures and requests for materials and equipment, even though overseas programs provide sufficient information describing their unique needs. This is related to the effort to maintain tight control.

g. Lack of data related to training effectiveness, job development, enrollment and attendance, characteristics of trainees, and other aspects of the overseas operation in most reports and memos. Reports that are received do not lend themselves to systematic analysis of their implications for strengthening the program or pointing up new directions for services to trainees, employers and the community.

h. Lack of staff to handle procurement and of staff specifically assigned to personnel recruitment.

i. Lack of an administrative assistant for each overseas program.

j. Failure to develop meaningful long-range plans and strategies for achieving intermediate goals.

k. Lack of opportunity for Program Advisors to participate in the hiring of staff to be assigned to their respective countries.

9. Characteristics and Qualifications of Staff

A review of the qualifications of staffs assigned to both the central office and the field operations indicates that they are educationally qualified and most have had prior experience in the OIC movement in the United States. The study team recommends that, in adding skill (trade) training specialists, heavier emphasis be placed on technical qualifications and supervisory experience and less on prior participation in the OIC movement in the U.S. This is particularly suitable since the International Director, managerial level staff, and Program Advisors have demonstrated that they select staff whose personality characteristics are suitable for assignment overseas, and the Program Advisors provide additional on-the-job support.

10. Economic Development Division

The Manager of the Economic Development Division (Entrepreneurial and Management Specialist) was hired one week before this study was undertaken. He had formerly been a branch bank manager for a major bank in Philadelphia.

The functions of this division are to develop entrepreneurial and economic development programs using the human and natural resources of Ghana and Nigeria, and to develop and conduct managerial training programs in these nations.

Based on study findings in Ghana and Nigeria regarding the need and desire for economic and managerial development, in view of the job market situation, it is apparent that the services of this division will be vital to the progress of the OIC movement in these countries as shown in Chapters IV and V.

11. Assistant Administrator for Planning and Special Programs

The Assistant Administrator is essentially a staff position although he acts for the International Director during the latter's absence. The Assistant Administrator's responsibilities include: overseeing the day-to-day internal operations of the central office, recording the proceedings of the core group, and weekly staff meetings, preparing the 48-hour report to Program Advisors; following up with Division Managers on assignments related to overseas supportive services; assisting in preparation of budget and long-range planning for OICI; maintaining a system to review priorities for action in relation to long-range goals; developing background data and proposals for special projects and overseeing their implementation, preparing

external reports and reports for the OICI Board of Directors; coordinating staff recruitment activities such as speaking and preparing brochures; reviewing and consolidating activity reports from all Divisions and programs; expediting the acquisition and distribution of equipment and supplies; and maintaining contact with USAID and other agencies in the absence of the International Director.

The Assistant Administrator has been on the job only a short time when this evaluation was carried out. He has had more than six years experience in OIC programs and has had increasing responsibility on the supervisory and administrative level. His past experience and the observation of his work during the study indicate that he is well qualified to undertake the tasks assigned to him.

IV. THE OIC LAGOS, NIGERIA, PROGRAM

A. General

Prior to issuing the Task Orders for both Ghana and Nigeria, as government and business leaders including the Commissioners of Education, Economic Affairs, and Finance expressed interest in the establishment of an OIC in Africa, United States OIC had several staff members visit both countries to assist the local organizations in developing plans. The major efforts of the advance OIC staff were directed toward: 1) determining the skills for which the labor market has a demand; 2) assisting the local OIC group to become a corporate entity and to organize an operating Board of Directors; and 3) helping the local Board to select and obtain a training facility and staff. Based on the reports of these OIC staff persons, OICI submitted a proposal to USAID to develop the OIC Ghana and Nigerian programs.

B. OICI Technical Assistance Team

Task Order No. 3, provided for a fully staffed OICI Technical Assistance Team consisting of a Program Advisor, Industrial Relations-Job Development Specialist, Curriculum Specialist, one Counselor and four Vocational Specialists. These specialists, in cooperation with local Nigerian counterparts, were expected to develop a first-year program consisting of three basic components: a pre-vocational (feeder) element, a skill training program, and a job development and placement program. At the time that the study team visited Nigeria, the following members of the Technical Assistance Team had been assigned: Program Advisor, Curriculum Development Specialist, Counselor, one Vocational Specialist, and a Administrative Assistant who was initially hired and assigned as the Industrial Relations-Job Development Specialist. This change was made to improve the logistics aspect of the field operations in Nigeria. Although they had not arrived in Nigeria by May 17, 1971, an Industrial Relations - Job Development Specialist and two Vocational Specialist in secretarial science and auto mechanics had been employed by OICI, had completed their orientation in Philadelphia, and were awaiting visa approval. When they report in Nigeria, they will bring the field staff to full complement for the first time.

C. Organization and Structure

1. The Board of Directors

The local Board has broad representation from the community. There are representatives of the Federal, State and local governments, business and industry, education, the market women, various ethnic and religious groups, and persons from different economic levels. The total Board membership is eighty persons.

Although the Articles of Incorporation, By-laws and complete minutes were not available to the study team, information from interviews with Board members indicate that the full Board meets about four times each year. The Board has invested in a five member group of Trustees the right to take action in its behalf between Board meetings. The Trustees have averaged two meetings per month during the past year. Smaller groups of Trustees have met more frequently to conduct employment interviews and carry out other business tasks.

The Board Committee structure is functionally appropriate and most committees are active. Attendance is good at Board and Committee meetings.

The Board is strong and has considerable prestige in the government, business, and grass roots communities.

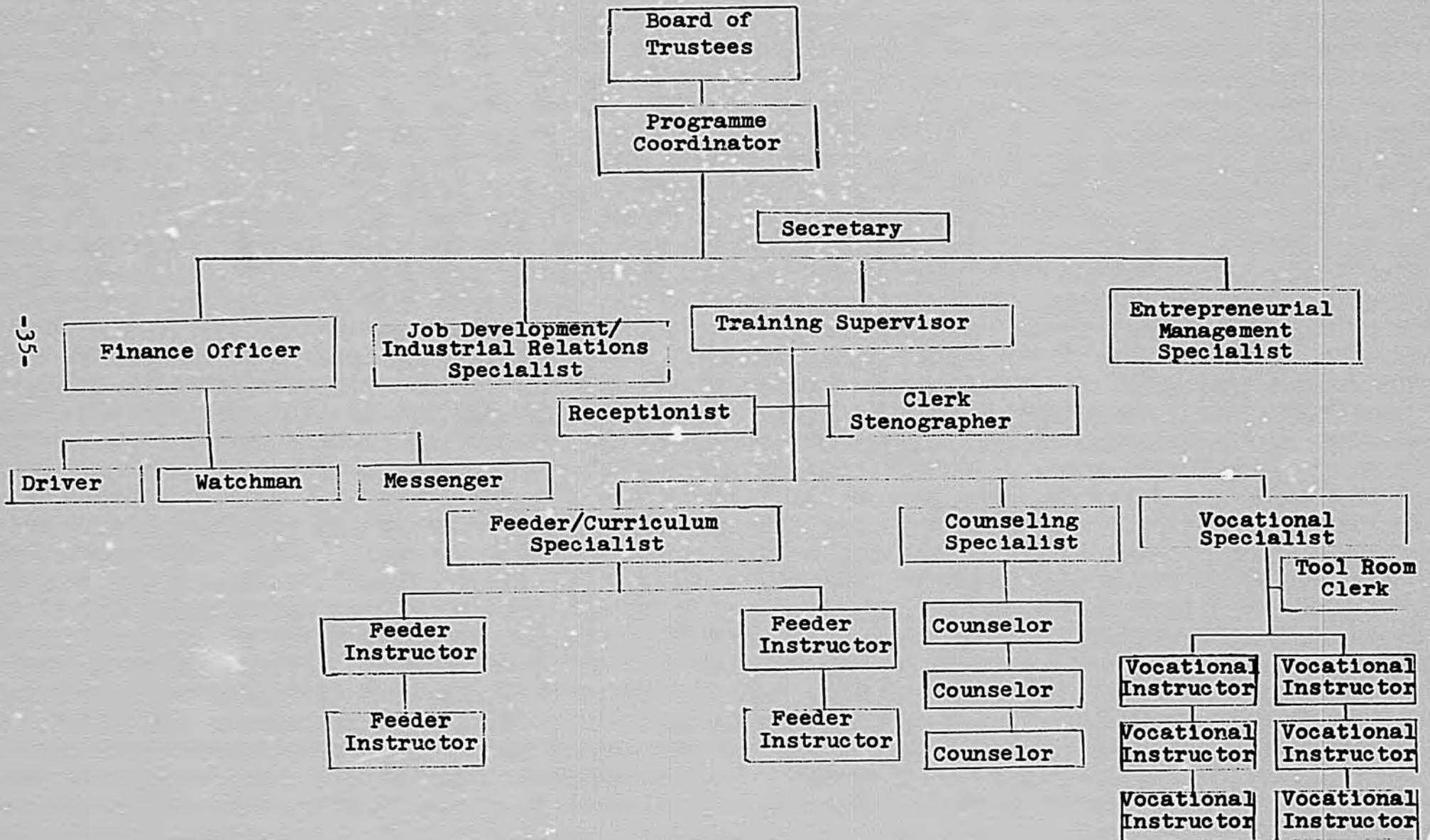
2. African Staff

Task Order No. 3 also called for the Lagos OIC, operations staff to include a Program Coordinator, Industrial Relations - Job Development Specialist, one Counselor, four Feeder Instructors and a Secretary. Yet to be hired were two additional Counselors, six Skill Training Instructors, a Training Supervisor, and a Finance Officer. Thus, of eighteen local positions authorized, for Lagos, only seven had been filled. However, the Program Coordinator reported that a Training Supervisor, another Counselor, and A Skill Training Instructor had been designated and would be formally hired at the May Board meeting. The organization and staff approved by the OIC Lagos Board is shown in Chart V.

3. Potential Effects of Delayed Staffing

The delay in assigning the full field staff to Lagos has not hampered the effective implementation of the Lagos OIC program in much as the local program has not advanced to the stage whereby it could use the expertise of all of

Chart V - Staff Organization and Structure Approved by Lagos OIC Board of Directors - 1971



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these specialists. The local Board has deliberately been slow in setting up the skill training program because a suitable training site and shop equipment has not been acquired. The present staff in terms of technical assistance expertise, offers competence in auto mechanics, secretarial science, air conditioning and refrigeration (Electronics II) and office and small machine repair. There is not yet competence in radio and television repair (Electronics I). Even if the existing OICI Vocational Specialist in Electronics II is competent to provide technical assistance to the local OIC instructor of Electronics I, it is questionable that he can efficiently allocate his time between air conditioning and office and small machine repair as well as radio and television repair.

In view of the general sociological antipathy of Nigerians to "getting their hands dirty," a great deal of attention would need to be devoted to the concept of the dignity of work in any task. The local instructors would have to be trained to instill in the trainees the values accruing to themselves from "giving an honest day's work for an honest day's pay". In Nigeria this kind of motivational training and supervision needs to be emphasized beyond the feeder phase. It is, therefore, recommended that an OICI field specialist be assigned to each local OIC instructor for a period of up to two years. This also makes it imperative that the full complement of local skill training staff be hired as soon as possible, even though the equipment and facilities for the skill training program have not been set up. Ideally, all the instructors should already have been employed in time to enable them to participate in preservice orientation tailored to the needs of their future trainees, curriculum planning, development of instructional aides, and other planning activities that would facilitate a smooth launching of the skill training program.

D. Local OIC Involvement with the Community

The Board has maintained communication with the community through a broad-based fundraising committee. Which is organized so as to reach the "prominent citizens", market women, social and business organizations, churches, mosques, businesses, trade unions, and women's organizations.

During the initial stages of organization, Lagos OIC developed communications with the community by use of the media and by distribution of printed brochures and public advertisements. However, indications are that, in the last six months, these activities have almost

come to a standstill. Additional activity could be stimulated if, when it embarks on its skill training program, the local OIC would plan an open house, including a press conference, as a means of reestablishing communication with all elements of the community.

Although the structure for a rather elaborate fund-raising campaign is organized, little has been done this year, primarily been due to the absence of a local program coordinator. In addition, there have been changes in the local Boards leadership structure and an inability on the part of the Board Chairman to delegate and follow through on assignments to Board members.

E. OIC Lagos Relations with Industry

The local program has maintained a relatively close though inconsistent relationship with industry. Initial contact with industry was made in early 1970 during the visit of the OICI advance team. At that time contacts were made with the President of Defacto Bakeries who was also President of the local Chamber of Commerce and a local OIC Board member. He pledged to hire most of the trainees who finished the commercial baking course; he also donated some funds and was responsible for bringing in a large donation.

Contacts were also made with principals of the Leventis Company, the holder of the Coca-cola franchise in Nigeria. This company has pledged support and contributed \$500 to the campaign fund. The General Manager of the firm which holds the Ford Motor Co. franchise has pledged its support and has designated a staff member to serve on the Technical Advisory Committee.

Principals of the Flour Mills of Nigeria Ltd. were contacted. This firm has donated \$ 14,000 towards the cost of baking ovens and has pledged to pay the sum of \$ 2,800 per year for the next three years towards instructors' salaries and other expenses related to the commercial baking program.

Perhaps the most significant assistance to Lagos OIC from industry to date has been in the area of curriculum planning. The OIC Board instructed personnel concerned with curriculum development to prepare a syllabus for each of the skill training courses. After these syllabi were completed, the Board instructed one of its members, the Executive Director of the Apapa-Ikeja Manufacturers Association, to select appropriate personnel from various firms to review and prepare written comments on the appropriateness and relevance of these syllabi as instructional packages. Their comments and suggestions have been incorporated into a revised set of syllabi.

The local OIC was still in the process of forming its Industrial Advisory and Technical Advisory Committees. Although the advance team made certain contacts with various firms in Lagos and received commitments from several persons to serve on the committees because the local program lacked a Program Coordinator, follow up on these contacts was not made until recently. At the time of this evaluation in May, letters were being sent to industrialists and businessmen formally asking them to serve on one of these committees.

Another area in which there has been limited activity is Job Development. Although a Job Developer was hired by the local OIC at the first of the year, there has been no systematic Job Development activity. Three major factors account for this:

1. The Job Developer was hired before the local Program Coordinator. He acted as Program Coordinator and, therefore, his initial efforts involved administrative matters rather than job development.

2. Shortly after the Program Coordinator was hired, he went to Philadelphia to attend the OICI Orientation Program and the Job Developer had to continue to serve as Administrator of the local programs.

3. Upon the return of the Program Coordinator from the United States, efforts to open the feeder program by March 1 was the priority for all staff. Shortly after the feeder program opened, the Job Developer went to the United States to the OICI Orientation Program. He was expected to return around the first of June to take up his duty on a full-time basis.

F. OIC Lagos Relations with other Social and Manpower Agencies

OIC formal relations with other public and private social welfare and manpower agencies have been almost nil except for its relationship with certain Board members who represented some of these agencies.

This is a serious gap in its linkage with the various sections of the Lagos establishment. It is essential that the program begin immediately to establish formal working relationships with other organizations involved in manpower planning such as the International Labour Organization (ILO), United Nations Development Program (UNDP), the National Manpower Planning Board, ect. These groups generate valuable information about economic trends, labor supply and demands, and employment statistics which are very useful in program planning.

G. OIC Lagos Relations with Government

The local program has been able to maintain a communication network with the Federal Government through the participation of certain government officials on the Board of Directors. At present, the Technical Assistance Director of the Ministry of Economic Development serves on the Board. The Minister of Labour is also represented on the Board. Other efforts to enlist the assistance of the Federal Government include negotiations by one group of Board members, with the help of one of the Federal Agencies, to obtain five acres of land for the OIC to use as the permanent site. Another group is continuing contacts with a Federal Agency in order to maintain surveillance on developing governmental activities to institute an Industrial Training Fund which would be used to subsidize industry in the training of the unemployed. It is believed that procedures can be developed whereby some of these funds can be allocated to OIC to train certain persons under contractual arrangements with certain industries.

The most direct impact of governmental relations with the OIC has been in the way in which one governmental official has intervened in order to secure duty free privileges for the local OIC on all commodities and equipment coming into Lagos for use in the program. This concession has saved the organization thousands of dollars.

H. Programs and Projections

1. Status of the Feeder Program

The feeder program began operation on March 1. As shown in Table 1 there were 54 students enrolled in March with a reported average daily attendance rate of 83 percent. Efforts were made to secure a broad ethnic and geographical representation in the student enrollment.

A questionnaire was submitted to the trainees. Among 44 respondents, 52 percent are between the age range of 17 and 20; 50 percent of the respondents have completed secondary education; and 5 percent have gone beyond that. Thus, the goal of reaching primary school leavers has not been achieved, because 55 percent of the students have formal education beyond this level. This has not been the result of creaming but of making selection from those who applied. Since the young primary school leaver has not voluntarily applied then active recruiting must take place if they are to be brought into the program. However, the population now being served is equally needy and probably provides the program with a greater opportunity for initial success in job placements because of their stronger educational background.

Table 1

Student's Place of Origin, Lagos OIC

Feeder Programme: March, 1971

| Student's Place of Origin | Trainees |
|---------------------------|----------|
| Total | 54 |
| Lagos State | 7 |
| Western State | 17 |
| East Central State | 6 |
| Mid Western State | 11 |
| South Eastern State | 11 |
| Kwars State | 1 |
| Benue Plateau State | 1 |

Thirty nine of the 44 respondents or almost 90 percent are male. Only 11 percent of the trainees are married, and 61 percent have lived in Lagos five years or more. About 63 percent of the trainees have never held a job for six months or more. Only 35 percent of the trainees plan to return to the place of their origin. The reason most often given for not returning is the lack of job opportunities. Seventy percent must travel more than one hour to the training site; the average length of the time for travel for most of this group is two hours.

There are 446 applicants on the waiting list. A 20 percent random sample of the group showed that among the applicants for auto mechanics, 38 percent are twenty years of age or older; 90 percent of this group are single, and 62 percent have completed the primary VI level. However, only 23 percent have had any work experience.

Among those applying for secretarial science, 72 percent are twenty years of age or older. Only 20 percent are married and 16 percent have not completed the primary VI level. Forty-eight percent of this group have had some work experience. Of interest, particularly in comparison with the secretarial science in the United States, only 16 percent of the applicants are female.

Among the applicants for electronics, 41 percent of them are 20 or older, and 88 percent had completed training above the secondary level, the largest in any group of applicants. Fifty-eight percent have had previous work experience.

There were 56 applicants for the service trades. Sixty-four percent of this group were 20 years of age or older, and had had some work experience. A majority were already employed, 75 percent have completed their secondary education, and some have had training beyond. An equal percentage of this group was male and female.

2. Administration

The program is administered by the Program Coordinator from an office in Lagos, while the program was conducted in Ikeja, some 12 miles away. However, because of traffic conditions, it takes an average of 45 minutes to one hour to get from the office to the training site. This does not permit the coordinator to provide daily supervision of the program operation and the local program staff looks to the Technical Assistance Team, also located at the training site, for extensive administrative direction. The study team recommends that the Program Coordinator set up

an office at the training site immediately in order to relate better to daily program operations and to be more accessible to his staff so that they can relate to him as their immediate supervisor.

Even though many of the Program Coordinator's functions involve activities with business, industry, and government agencies which need to be conducted in Lagos proper, it was clear that more of his time is needed to be spent at the training site, particularly in view of the fact that the African Training Supervisor position had not yet been filled. It is also recommended that the OICI Program Advisor set up an office on the training site in order to give better supervision to the Technical Assistance Team.

Local administration is weak because the Program Coordinator does not have sufficient help. No meaningful records about program or fiscal operations are being maintained. The Board Secretary keeps all of the official files and records. He recently turned this material over to the Program Coordinator. At the time of this study, the Program Coordinator still lacked trained administrative help to assist him. There are no personnel policies or written practices to guide staff and there is no job classification and salary scales.

3. Facilities

The training program is being conducted in a converted house. The present structure provides four small classrooms, each of which can hold about ten students adequately. Because the structure is a residence which is being used temporarily, the construction of blackboards, bulletin boards, and visual aides have been prohibited by the owner.

The houseboy quarters provide usable facilities for four offices, of which two are now shared by the OICI Program Advisor and the Program Coordinator. There is an additional area adjacent to the quarters which could be used as a curriculum library.

The classroom structure includes a large room which presently serves as the general assembly room. All classrooms are too small, and lighting should be improved if the structure is considered for long-term use. There should also be large electric fans for the classrooms. In fact, the entire building was too hot and cramped for effective teaching and learning.

4. Quality of Instruction

Because of the desire on the part of the local Board to get students into training, the feeder program opened on March 1, 1971.

The feeder program is staffed by four instructors who teach the following courses:

- a. Communication Skills
- b. Computational Skills
- c. Personal Development and Grooming
- d. Consumer Education
- e. Job Finding
- f. Nigerian/African History

The quality of instruction is affected by a number of factors including the competence of the instructor, the availability of instructional aid and materials, well planned syllabi and lesson plans, plant facilities, etc. Perhaps the most influential of these upon the program in Lagos is the absence of an adequate supply of instructional aids and materials. As referred to previously, the inability to construct blackboard space, along with the delay in receiving visual and training aids from the United States, has limited the potential effectiveness of instruction. Also, there is an inadequate supply of texts and reference materials for students affective learning. The following provides a baseline description of the courses:

a. Communication Skills

This Course is devided into five units devoted to 1) speaking and writing; 2) applying English to the job; 3) conducting business by correspondence; 4) using English in advertising and selling; and 5) report writing.

The course is taught by a retired teacher from the public school system. Class observation and approval of the lesson plans indicates that, while the instructor is knowledgeable, the class is structured too much on the lecture method of instruction. It is recommended that this instructor be replaced.

On the questionnaire, students were asked: "In what course (class) did you learn the most new information?" and "In what course did you learn the least new information?" Communication Skills was designated by 15 out of 37 responses as the course from which students learned the least. (Consumer Education got the highest positive response.) While the study team could not make its judgement on the quality of instruction solely on the basis of this response, it was nonetheless felt that the response was particularly noteworthy when compared with a simple positive response.

b. Computational Skills

This course is divided into ten units: the number system, addition, subtraction, multiplication, division, money and financing, weights and measures, fractions, decimals, and percentages.

It also is taught by a retired instructor who, unfortunately, was absent on the day on which classes were observed for this study. The texts used for this course include Larcombe's, New Progressive Arithmetic and T.O. Armor, Objective Questions and Answers in Arithmetic for West Africa. The first text is frequently used in West Africa for preparing students for the Common Entrance Examination, (equivalent to our G.E.D.). The second text is designed primarily for students around the junior high school level. Both texts, (one also has a workbook) provide practical problems relevant to the African life style.

c. Personal Development and Grooming

This course is taught by an instructor who was hired from the local school system. Study team observations confirmed the judgement of the OICI Staff that she is highly competent. Course syllabus and lesson plans had not been completed at the time of this study due to the difficulty of finding appropriate text and instructional materials. However, one text, Health Education for Tropical Schools, by R.T. McNeil and M.E. Anderson is presently being used.

d. Consumer Education

The title of this course is likely to be changed to "Consumer Economics" to conform more closely to the general terminology used in Nigeria. It meets on alternate days for fifty minutes. It is taught by the Head Instructor who also serves as the Department Head of the feeder program. While he is considered by the OICI staff to be a competent instructor, he needs a great deal of guidance in developing supervisory skills.

The syllabus for this course is not fully developed; however, one text, Economic Theory for West African Students, which is being used is appropriate for an OIC program.

e. Job Seeking Techniques

This course alternates with Consumer Education and is taught by the same instructor. Since its concepts are new to manpower training programs in Nigeria, it relies heavily on U.S. OIC materials. With a modification which has places emphasis on the worker's responsibility after he has been hired. This is a very popular course with the students. Thirty-one students selected it as the course from which they had learned the most new information. Twenty-three of the students selected both Consumer Education and Job Seeking Techniques as the courses from which they learned the most. Perhaps it is significant that both courses were taught by the same instructor.

f. African-Nigerian Heritage

This course is taught by the same person who teaches Personal Development and Hygeine. While the syllabus is not fully completed, there seems to be no difficulty in finding appropriate text and reference materials. Materials presently being used for the course include the following:

...A. Fajano, Nigeria and Her Neighbors, Books 1 and 2, African Universities Press, Lagos, 1969.

...Sir Alex Niven, The War of Nigerian Unity, Evans Bros. London, 1970.

...S.R. Bunting, Civics for Self-Government, Evans Bros. London, 1956.

...G.O. Onibonoje, Civics For The Nigerians, Onibonje Press, Ibadan, 1956.

Although the instruction observed appeared competent, this course was frequently mentioned as the course from which students got the least amount of new information. There was no way, however, to discern whether these responses also implied the degree of popularity of the course. Since Nigerian History is not generally taught in the public schools, these responses do take on some significance. Also, since Afro-American History in most OIC programs in the United States has proven to be a particularly useful medium within which to instill self-pride and motivation among students, an in-depth review of instructional approaches, instructor characteristics, instructional materials, and physical facilities should be undertaken to strengthen this course.

5. Projections for Skill Training Program

a. Location

Perhaps the most critical issue in the development of the Lagos program is the acquisition of an adequate site for training. The present training facility in Ikeja is inadequate for the 54 students currently enrolled and the building cannot be altered to make it more suitable for use as a training center. There is no formal commitment by the donor beyond June 30, 1971 to allow the use of this facility which belongs to a family estate in which the donor is only one shareholder.

A half-acre lot adjoining the present site has been offered and the Lagos Board was considering placing a prefabricated structure on this lot to house one or two skill training classes. This is not recommended because there can be no further expansion at this site; the building housing the feeder is inadequate and cannot be altered; and there is no definite assurance as to how long it can be used and/or whether or not rent will have to be paid beginning July 1, 1971. In addition, most students have to travel from one to three hours to reach the Ikeja site.

The Lagos Board has been very active in seeking other possible training sites for use on a full-time or part-time basis. For example, they tried to work out an arrangement to use the facilities of another vocational school during "off hours" or to scatter the training program among a number of small buildings owned by church groups and other educational facilities including All Saints School in Yaba and Kings College in Lagos.

The Board has located a 5-acre site in an industrial estates development near Ilupeja. The local Ikeja Planning Authority has agreed to make these 5 acres available to Lagos OIC either free or at a cost per acre of less than 10 percent of the rate to industry. The Lagos Board must provide the Planning Authority with official proof of their non-profit status and incorporation. The Nigerian Youth Trust has indicated favorable consideration of any application for building funds. This site would permit better access for trainees, better access to industry, and sufficient space for the programs as presently planned as well as some future expansion. To house the program as presently planned would require 2 prefabricated buildings 20' x 110' and 1 building for administration. The May, 1971 cost for these buildings would approximately be \$45,000. Land preparation and construction would require 6 to 8 months

from the time all approvals and clearances are received. The Government will provide water, sewage, and power line to the property. Moving and installing equipment will require an additional three months. Assuming no unusual delays and all clearances by the Fall of 1971, the earliest availability would be the Fall of 1972. Even this is unlikely since large-scale funding can only be obtained after OIC Lagos has shown that it is available training institution whose graduates are adjudged by industry to be job ready.

The third possibility, and the one recommended after careful study as being most feasible is also located in Ilupeja. There is an existing metal fabrication plant of 11,300 sq. ft. including a plant, office, and a separate canteen building suitable for cooking and hotel catering training. It is available on a two-year lease at approximately \$1.96 per sq. ft. or approximately \$46,000. for the two-year period. This facility can be made available within two weeks of signing a lease and operational within 60 days if all or most of the skill training equipment and instructors are on hand. This facility will need partitioning of classroom areas at a cost that can be met by the Lagos OIC Board from funds currently at hand.

This facility can accommodate the entire program as presently planned. Its acquisition would enable the program to provide skill training for those students now in the feeder program without a delay while failure to fulfill its commitments to these students will be extremely damaging to the OIC image in Nigeria. It will also enable the entire Technical Assistance Team and the Lagos OIC Staff to work together in one location and will offer OIC sufficient time to plan the permanent training facility on the five-acre site mentioned above.

The urgency for the adoption of this recommendation is further heightened by the fact that of the 54 trainees in the feeder 33 of them have already been judged by the counseling department to be ready for skill training. It would seem that if the "job ready" concept, which is so ideosyncratic to OIC training, is valid, then it is almost impossible not to expect the Lagos program to lose some of these people, before the skill training program is set up, out of frustration, disillusionment and boredom from continued in the Feeder Program.

b. Administration and Control

Equipment for the Auto Mechanics class has been shipped from the United States but the list of equipment requested by the OICI field staff was changed by OICI central office.

The most significant aspect of the change is the implication of lack of coordination and planning between the two OICI staffs. The difference in their two lists clearly indicate that the instructional methodology of the field staff in teaching of auto mechanics to trainees is significantly different from that implied by the equipment sent by the OICI central office. The concern of this study is not to assess which of the two teaching methods is better but rather that there was no communication between OICI central office and the field staff and the fact that OIC central would arbitrarily send instructional equipment to the field staff without knowing the training syllabus, floor plans, or consulting the personnel responsible for planning the course.

This problem should be corrected by a policy which states that no changes can be made in items of instructional equipment or materials without the approval of the Program Advisor who originated the request.

c. Opening of Center

There has been only a limited amount of curriculum planning for the skill training courses. The reason given by the field staff is that the African counterparts should have the experience of being involved in the enterprise. While this is a sound rationale, it is clear that this is another obstacle which will prevent the skill center from opening on the projected date of June 1, 1971, alone with the fact that facility acquisition and preparation is incomplete, the local skill instructors and American Technicians have not been hired, and equipment for most courses will not have arrived.

6. Supportive Services

Ancillary Services for the trainees have not been fully developed. This again is related to delays in hiring African counterparts coupled with the fact that, since the concept of supportive services in the training programs is new in Nigeria, there is a need to prepare and conduct in-service training sessions for the African staff.

When the feeder program began, the OICI Counseling Specialist had to perform all the intake, registration, and counseling functions. With the local Counselor in Philadelphia for orientation and no date when others will be hired, the OICI Counseling Specialist has developed intake and registration procedures and has embarked upon the development of Counselor's manual which may be used as a training instrument for the staff. This is an excellent endeavor for two reasons: 1) the process of organizing information about counseling theories

and practices helps her to strengthen her own knowledge of the field; and 2) such a manual will be useful to the African counterparts as a personal reference and text since materials on the counseling process are scarce and difficult to acquire.

The concept of systematic delivery of social welfare services in Lagos is new; and developing linkages between OIC supportive services and other agencies has, therefore, progressed very slowly. Furthermore, community social agencies are almost nonexistent. It is clear, however, that the program will have to address itself to such matters as day care for the children of women trainees if the program is to maximize its chances for success.

Job development and placement activities, as reported earlier, have been at a minimum. One crucial barrier the Job Developer will have to break through is the practice of personnel directors who have traditionally given preferences to job applicants of their own religion and ethnicity. This is a serious sociological impediment with which the program will have to deal effectively.

When it does get under way, the job development effort will need to be expanded to include up-grading and entrepreneurial and economic development in order to expand job opportunities for trainees.

7. Job Readiness

The Nigerian economy's complex problems of labor absorption call for major changes in its manpower planning. In the past most manpower planning and training activity has been directed towards human resource development to fill needs of the higher productivity or modern sector of the economy. This sector contains less than 10 percent of the labor force and is limited at its capacity to absorb more. In addition, most planning confused predicted need with expected future demand (absorptive capacity of the economy) for certain categories of skilled manpower. In Southern Nigeria at least, only a limited demand exists for qualified manpower to fill these jobs because there is a relatively small supply of persons with the required education and training. The large majority must be retrained for work in the intermediate and lower sectors, i.e. as skilled mechanics and production workers rather than as engineers. It is to these economic manpower needs that OIC has addressed itself with local acceptance.

Only a small proportion of the Nigerians complete formal education and even those who do receive no specialized training while in the system. Thus the bulk of occupational training takes place outside the formal education system. Agricultural skills are learned referentially. In the intermediate sector both the formal and informal apprenticeship system is the primary training vehicle. In the high productivity sector on-the-job training, supervisor, apprenticeship, and in-service training are the primary training mechanisms. A number of large public and private organizations have organized training culminating in the City and Guilds London Institute examinations, although the industrialist interviewed felt successful candidates still required practical performance training.

8. Potential for Local Support

However, one of the critical issues in determining the potential for success of Lagos OIC is the kind and degree of community support it can inspire. While OIC in America receives most of its funds from federal agencies, it also receives important supplementary assistance from private sources through annual fund drives, from contributions in kind, from businesses and industry, from the Annual Key Dinner, and from religious, social, and civic groups. Funds from private sources are used to meet nonfederal share obligations and to fund vital programs which cannot get federal assistance. Fund raising from nonfederal sources allows all sections of the community to demonstrate support for the "community-serving character of OIC".

Because of the high level of support OIC in America has received from business and industry, most observers place a high premium on the early development of this source of local support in Nigeria and Ghana OIC program as indicators of the program's potential viability. Many of these observers seem not to comprehend the complex economic and cultural problems involved. It is not possible or appropriate in the context of this report to attempt to provide a detailed discussion of this problem and all of its implications for Lagos OIC.

However, it should be noted that most of the industrialists who were interviewed reported a need for job-ready workers who could move into production without further literacy and adult education training and look to the OIC programs to fill this need. They are willing to provide technical staff to assist in shop layout to assure that, production techniques are learned to the extent possible in the classroom. Because these industrialist's had prior experiences with other training schemes which did not achieve their

claims and did not involve industry in their planning they will limit extent of their cash contributions until Lagos OIC has demonstrated that it can "graduate" a worker who is immediately able to fill a production slot.

In spite of this feeling on the part of industrial leaders, staff, and the overseas Technical Assistance Team have been able to generate significant contributions. Between June 1970 and the opening of the feeder program the Lagos OIC program raised close to \$35,000., mostly from business and industry which demonstrates considerable community support

Although the OIC program was funded by USAID with the understanding that support would not be sought from the Nigerian Government, the Nigerian Military Government, through the Technical Assistance Division of the Ministry of Economic Development, sponsored the Lagos OIC for U.S. Technical Aid. The Nigerian Government also has granted OIC the privilege to bring to this country free of duty all the equipment and personal goods required for the program. The Federal Ministry of Labour and the Lagos State Ministry of Education provided regular guidance and advice to the Board and Staff.

The potential for local support during the next year depends on the success with which Lagos OIC develops the capacity to graduate job ready trainees. On the assumption that the first group of graduates will be placed in industry by spring 1972, the study team makes the following projections:

| | |
|---|------------------|
| 1. Contributions from business and industry | \$ 30,000 |
| 2. Fund raising in the markets | 22,500 |
| 3. Other Contributions | 3,000 |
| Total | <u>\$ 55,500</u> |

In addition, Lagos OIC can look forward to a government contribution or write down on five acres of land at Ilupeja and a contribution from the new Industrial fund of the Ministry of Industry. The guidelines for the latter are not complete but will probably be eligible for manpower training funds.

9. Funding Considerations - July 1971 to June 1973

a. Use of Lagos OIC Funds

In order to demonstrate that it is a viable organization and that it can prepare job-ready graduates for industry, OIC Lagos must have an adequate training facility. Earlier in

the report it was recommended that the program be assisted by a grant to obtain a two-year lease on the Hassen site in Ilupeja and that Lagos OIC provide funds for renovations and alterations. Secondly, in the spring of 1972 the fund-raising efforts of Lagos OIC should be reviewed to determine the status of the five-acre site and the progress toward obtaining funds for the buildings for that site. Should sufficient progress have been made, efforts should be stepped up to have industries underwrite specific shops and equipment. Unless funds are raised which exceed the needs of the physical plant at the five-acre site the local programs should not be expected to pay any local staff salaries before the spring of 1973. It should be noted that local staff salary funds were considerably underutilized the fiscal year ending June 30, 1971. The goals for the local Board in this regard should be spelled out in a written agreement with OICI.

b. Phasing-In Local Program and Staff

Charts VI and VII show the recommended plan for phasing-in the Lagos OIC program and staff. The plan is based on the assumption that the site at Ilupeja is acquired and is ready to be occupied and operated by September 1, 1971.

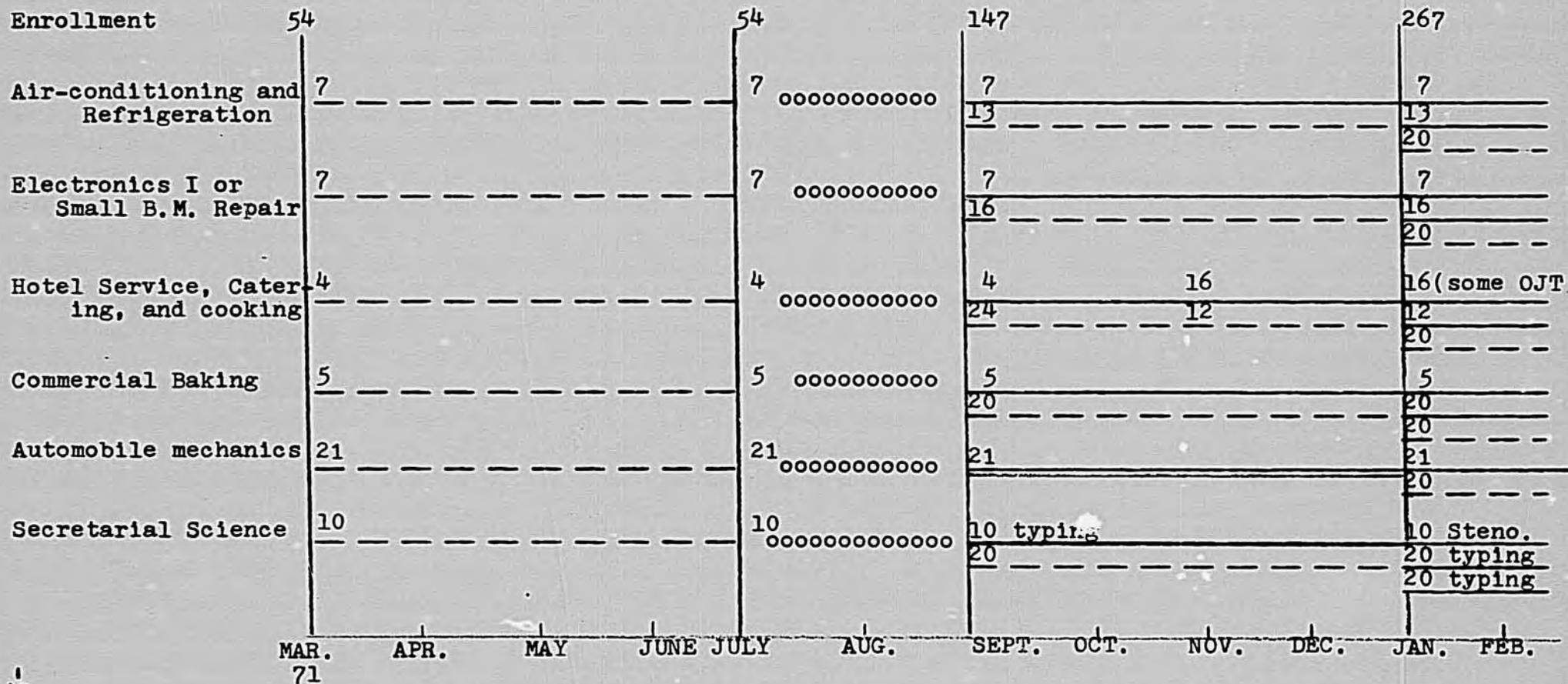
In order to provide continuity of training for the 54 students currently enrolled in the feeder program while the recommended site is being readied, it is recommended that they receive a two-month period of prevocational (or vestibule) training in selected skill areas following completion of the feeder program. Most of the training materials and hand tools needed for vestibule training for the skill training courses can be obtained locally. For the secretarial science and automobile mechanics training, it is anticipated that materials, tools, and equipment which have been ordered will arrive prior to July 1. Although qualified instructors in these two courses will probably not be available before August 1, 1971. It may therefore be necessary for the American specialist in these skill areas to conduct these prevocational training courses.

Also, during July and August the four feeder program instructors will be involved in curriculum, syllabus, and lesson planning revision and will participate with the counselors in selecting the students to enter the feeder program on September 1, 1971.

Chart VI does not show completion dates for the skill training courses for two reasons: first, the length of the training had not been firmly established at the time of this study, and second, an analysis of the training, education, and experience of trainees enrolled and on the waiting list indicates that many should be job ready before they complete the skill training sequence as outlined.

Chart VII shows that Task Order No. 3 authorized OIC/USAID funding for 18 positions for a period of 12 months each.

Chart VI - Plan for Phasing-in Skill Training for Lagos OIC



Code:

- Basic Education
- Vocational Education
- Numbers - Enrollment and Capacity
- oooooo - Pre-vocational Education

Chart VII - Plan for Phasing-In Staff for Lagos OIC Program

| -54- | Staff Positions Approval by Lagos OIC (May 1971) | Positions Authorized Under Task Order No.3 Budget Rev. No. 1 | Status of Authorized Positions May 12, 1971 | 1972 Phase-in date for Positions to be funded FY-1971 | Positions Requiring OICI/ USAID Funding to June 30, 1973 | Remarks |
|-------|--|--|---|---|--|--|
| 1 | Program Coordinator | X | filled | 7/1/71 | X | |
| 2 | Finance Officer | X | vacant | 8/1/71 | X | |
| 3 | Job Dev./Ind. Rel. Spec. | X | filled | 7/1/71 | X | |
| 4 | Training Supervisor | X | vacant | 9/1/71 | X | |
| 5 | Counseling Specialist | | | 7/1/71 | X | |
| 6 | Counselor | X | filled | 7/1/71 | X | -upgrade one counselor |
| 7 | Counselor | X | filled | 7/1/71 | X | |
| 8 | Counselor | X | vacant | 10/1/71 | X | -hire if enrollment follows proj. |
| 9 | Entrepreneurial/Man. Spec. | | | 10/1/71 | X | -date contingent on arrival of OICI Specialist |
| 10 | Feeder/Curriculum Spec. | | | | | -Local option |
| 11 | Feeder Instructor | X | filled | 7/1/71 | X | |
| 12 | Feeder Instructor | X | filled | 7/1/71 | X | |
| 13 | Feeder Instructor | X | filled | 7/1/71 | X | |
| 14 | Feeder Instructor | X | filled | 7/1/71 | X | |
| 15 | Vocational Specialist | | | | | -Local option |
| 16 | Vocational Instructor (Auto Mechanic) | X | hired 5/24/71 | 7/1/71 | X | |
| 17 | Vocational Instr.(Elec.) | X | vacant | 7/1/71 | X | -will be hired in June 1971 |
| 18 | Voc. Ins.(Commercial Baking) | X | vacant | | | -local funding committed |
| 19 | Voc. Ins.(Secretarial Sci.) | X | vacant | 8/1/71 | X | -No qual. applicant 5/12/71 |
| 20 | Voc. Ins.(Hotel Catering) | X | vacant | 7/1/71 | X | -will be hired in July 1971 |
| 21 | Voc. Ins.(air-conditioning and refrigeration) | X | vacant | 8/1/71 | X | -no qual. applicant 5/12/71 |
| 22 | Tool Room Clerk | | | | | -Local option |
| 23 | Secretary | X | filled | 7/1/71 | X | |
| 24 | Clerk Stenographer | | | 7/1/71 | X | |
| 25 | Receptionist | | | | | -Local option |
| 26 | Messenger | | | | | -Local option |
| 27 | Driver | | | | | -Local option |
| 28 | Watchman | | | 7/1/71 | X | |
| TOTAL | | 18 | 9-filled 1-hired 8-vacant | 21 | 21 | |

It appears that when "Budget Revision No. 1" to the Task Order was made in January 1971 it was anticipated that sufficient local funds would be raised to absorb the cost of the positions within the 12 months after each position was filled, minimally until January 1972. However, earlier projections regarding training facility acquisition have proven to be faulty and the study team has recommended instead that funds raised locally should first be used to acquire a permanent facility. After this has been accomplished, local funds could be used for staff salaries. Thus, it is recommended that OICI/USAID budget for staff until local funding reaches the level project by June 1973.

Since the Commercial Baking instructor is locally paid OIC should expect to pay for 17 of the 18 original positions plus 2 additional positions, Counseling Specialist, and Entrepreneurial/Management Specialist, as well as a clerk stenographer and a watchman for a total of 21 positions for the period of July 1, 1971 to June 30, 1972. This commitment should be made contingent on a formal written understanding with the Lagos OIC Board that any funds raised in excess of the agreed upon funds required for a permanent training facility, prior to June 30, 1973 would be immediately used to pay local staff salaries. This would assure the local program a sound base upon which to build.

10. Phasing-In the OICI Technical Team

Chart VIII shows the recommended phasing of the OICI Technical Assistance Team during the period July 1, 1971 - June 30, 1973.

Task Order No. 3 and Amendment No. 1 provided for a firm budget for the period from July 1, 1970 to June 30, 1971 and a projected budget for the period July 1, 1971 to July 1, 1972 which is the estimated completion date of Task Order No. 3. This Task Order and Amendment provided for a Technical Assistance Team of nine specialists.

The authorized specialists were:

- 1 Program Coordinator (Program Advisor)
- 1 Industrial Relations/Job Development Specialist
- 1 Curriculum Specialist
- 1 Counselor
- 4 Specialists in Vocational Fields
- 1 Administrative Assistant

Chart VIII - Phasing-in of Technical Assistance Team for Lagos OIC

| Nigeria Technical Assistance Team | | Positions Authorized by Task Order No. 3 | Status of Authorized Positions: May 1971 | Phase-in date for Positions to be funded; FY 1971-72 | Projected Phase-out dates | Remarks |
|-----------------------------------|---|--|--|--|---------------------------|--|
| 1 | Program Advisor | x | filled | 7/1/71 | 6/30/73 | |
| 2 | Training Supervisor | | | 8/1/71 | 12/31/72 | |
| 3 | Ind. Relations/Job Dev. Spec. | x | filled | 7/1/71 | 12/31/72 | June 20, 1971 Awaiting visa. 7/1 to 9/30/71 at OIC central office. |
| 4 | Entrepreneurial/Man. Specialist | | | 10/1/71 | 6/30/73 | |
| 5 | Feeder/Curriculum Specialist | x | filled | 7/1/71 | 12/31/72 | |
| 6 | Counseling Specialist | x | filled | 7/1/71 | 12/31/72 | |
| 7 | Voc. Spec. - Auto Mechanic | x | filled | 7/1/71 | 3/31/73 | June 1971 Awaiting visa clearance. June 1971 Awaiting visa clearance |
| 8 | Voc. Spec. - Sec. Sciences | x | filled | 7/1/71 | 3/31/73 | |
| 9 | Voc. Spec. - Commercial Baking | x | vacant | 8/1/71 | 1/31/73 | |
| 10 | Voc. Spec. - Domestic and Commercial Services | | | 8/1/71 | 1/31/73 | |
| 11 | Voc. Spec. - Electronics/Business Machines | | | 10/1/71 | 3/31/73 | |
| 12 | Voc. Spec. - Air-conditioning/Refrigeration | x | filled | 7/1/71 | 12/31/72 | |
| 13 | Administrative Assistant/Research Technician | x | filled | 7/1/71 | 6/30/73 | |
| 14 | Secretary (Nigerian) | | | 7/1/71 | 6/30/73 | Presently employed not shown in Task Order. |
| 15 | Driver (Nigerian) | | | 7/1/71 | 6/30/73 | |
| TOTAL | | 9 | 8 filled 1 vacant | | | |

As of May 12, 1971 staff trainees had to come on board at the following dates:

| <u>Title</u> | <u>Arrived in Lagos</u> |
|--|-----------------------------|
| Program Advisor | November 1970 |
| Industrial Relations/Job Development Specialist | Awaiting visa |
| Curriculum Specialist | December 1970 |
| Counselor | December 1970 |
| Administrative Assistant | December 1970 |
| Vocational Specialist - (Air-conditioning) | December 1970 |
| Vocational Specialist - (Auto Mechanics) | Awaiting visa |
| Vocational Specialist - (Secretarial Science) | Awaiting visa |
| Vocational Specialist - | Vacant |

Thus, the first five members of the Technical Assistance Team did not arrive in Lagos until the fifth or sixth month after the effective date of the Task Orders although they had begun orientation in the central office in the third month. At the time of this study they had been in Lagos about five months. (It should be noted that the three who are awaiting visas have been waiting more than six weeks since they completed orientation on May 5, 1971.) During this five-month period, program development time was lost because of: OICI's lack of experience in providing logistical support to its own overseas operation; key staff going to America for orientation thus requiring American Technical Staff to function as program operation staff; the need to await establishing and clarifying communication and operational procedures with the OIC Lagos in the absence of the local program coordinator; and the decision of the Local Board not to hire authorized local staff until the site and equipment procurement problems had been settled. The result has been that in the ten and one-half months after the Task Order was issued, the Technical Assistance Team has been able to provide only four months of on-site assistance part of which has been filling in for local staff who were not hired or not on the job.

It should also be noted that, because OICI staff are living in the inflationary Nigerian economy and do not have many of the money saving advantages of the American Government Employees, consideration should be given to provide them with increased salary or benefits.

Of prime importance in projecting the need for and duration of the stay of the Technical Assistance Team is a review of the objectives of the team and of the local programs. The overall objective of the Team is to provide Technical Assistance to local sponsors in developing a non formal training institution capable of training unemployed and underemployed Nigerians in the skills for which there is a demand in the labor market and to place them in jobs where they are ready. A second objective is to assist the local programs to gain the capability to assist other interested Nigerian communities in a settling up their own OIC programs.

In order to achieve the second objective it will be necessary to retain beyond June 30, 1973. Such staff as the Training Supervisor, Industrial Relations/Job Development Specialist, and the Administrative Assistant/Research Technician. The duration of their stay would depend on the volume of requests from other Nigerian communities and the extent to which the Lagos OIC Board can add Technical Assistance Personnel to its staff. It is anticipated that there will be a sufficient number of requests to require maximum of two years beyond June 30, 1973.

V - The OIC Ghana Program

A. General

Task Order No. 2 to Contract No. AID/afr-653, entered into on June 15, 1970, and Amendment No. 1 to this Task Order on January 8, 1971, specified that the objective of OICI would be to "support their counterpart organization in Ghana in its efforts to develop an institution capable of training unemployed and underemployed Ghanians in skills for which there is a demand in the labor market and place them in positions upon completion of their training."

The Task Order No. 2 was based on certain assumptions, implied and specified, by the U.S. OIC staff and the group who became the Ghana OIC incorporators. These assumptions were:

1. During few years prior to 1969, Ghana had imported machinery and electrical goods, which is an indicator of industrial growth.
2. The growth of the industrial sector and the Africanization policy of the Ghana Government, had created a pressing need for skilled workers and technical and management personnel.
3. Limited training facilities were producing too few qualified skilled workers and many had to be trained on the job.
4. Ghanians from rural areas were coming to the cities with no technical skills.
5. Primary school leavers had no technical skills and could not compete on the labor market.
6. Technical school graduates were not being taught new developments in industry and thus could not pass the crafts tests.
7. The responsibility of absorbing these problems of unemployment and skilled manpower needs by increasing and expanding relevant training programs was beyond the capacity of established private and industry-supported training centers and of those created by the public education system.

8. The development of a locally inspired OIC program in Ghana would provide a needed training and re-training facility and would provide the much needed technically trained manpower for an increasingly industrial society.

9. The primary school dropouts between the ages of 14 and 20 were the group with the highest rate of unemployment and underemployment.

10. Both the unemployment and the underemployed manifest a wide range of problems which require intensive counseling and urban acculturation.

11. The needs of the Accra-Terva community and its labor market could best be served by skill training in Auto Mechanics, secretarial sciences, electronics, electricity, masonry, plumbing, and carpentry. Skill training should be preceded by a prevocational or feeder training component.

A review of these assumptions in May of 1971 shows that the principal changes have occurred in the state of the economy and in the government actions in response to these changes. This is discussed in the section of this chapter entitled "Impact of Government Actions."

In relation to assumptions 3 and 7, it should be noted that most existing training facilities are still underutilized. This underutilization reflects several problems to which OIC is addressing its program. Including: the lack of involvement of business and industry in course selection and structuring to assure that training is directed toward industry needs and methods; the training which is directed toward City and Guild examination does not include sufficient practicum to provide "job ready" graduates; graduates lack motivation and are not fully aware of their responsibility to remain on a job they have accepted; and applicants who require a variety of supportive services during training are not accepted.

B. Technical Assistance Team

Using Task Order No. 2 as the guide for first year staffing of the OICI field staff, the Technical Assistance Team is fully complemented. It includes a Program Advisor, Industrial Relations/Job Development Specialist, two Vocational Specialist, Feeder Curriculum Specialist, and a Counseling Specialist.

At the time of our visit one of the Vocational Specialist was acting as the Training Supervisor. Given the job requirements as specified in the OICI Training Handbook, the study team doubts that this individual has either the necessary experience or competences to be effective in this position. The other Vocational Specialists assigned responsibility for curriculum development and planning of vocational courses. The Technical Assistance Team is discussed in more detail later in this chapter.

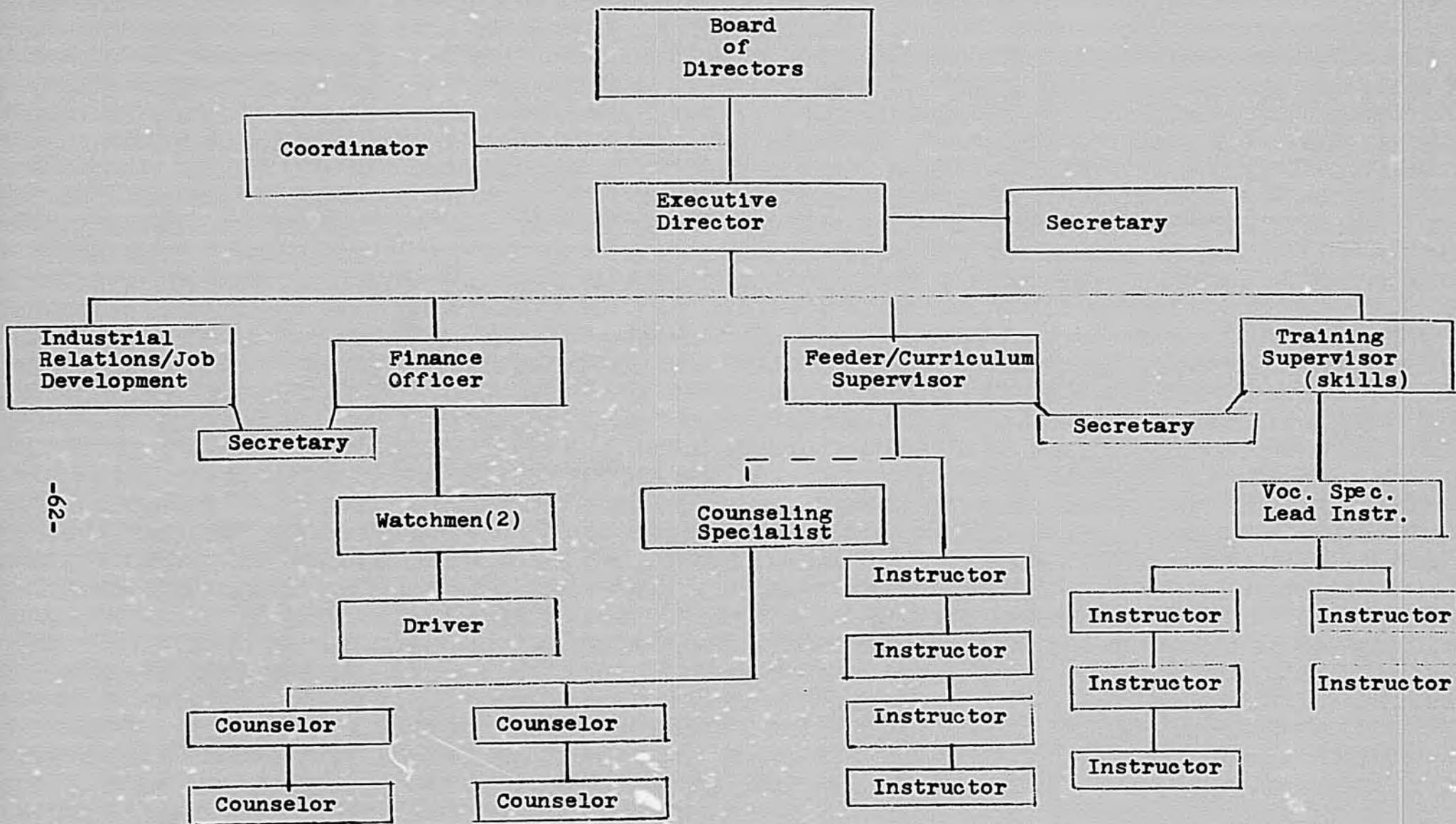
C. Organization and Structure

1. The Board of Directors

The present organization of the Board of Directors is fairly representative of all sectors of the Accra-Terna community. There are 34 Board members. However, attendance at Board meetings has been poor. The poor attendance and inactivity of permanent businessmen is related to the fact that the Board chairman lacks the necessary business stature and social prestige in the local community. Some businessmen and government officials advised that they would not be active on the OIC Board until a chairman who can command the respect of government leaders, as well as leaders of business and industry is elected. The present chairman was appointed because he was the founder of OIC Ghana. The Board has agreed to assign a more prestigious member as Board Coordinator to help bridge the communications and prestige gap created by the Board Chairman. However, the Coordinator has not been fully effective because of other professional and personal demands. This is significant because it points up how crucial it is to have the "right" person as head of the local OIC in order to obtain financial support from the community and industry on the one hand, and to avoid restrictions and possible interference by the government, on the other. Action to correct this situation was begun before the study team left. There should be close follow-up on this situation.

2. African Staff

At present, the Board has not filled the position of local Program Coordinator. This role is being performed by the OICI Program Advisor. Local staff on board include the following: Industrial Relations/Job Development Specialist, Finance Officer, Feeder Curriculum Supervisor, Training Supervisor, Counseling Specialist, one Counselor, and three Feeder Instructors. Two of the Instructors are volunteering their services at present under a gentlemen's agreement that they will be hired when budget allocations are increased. The planned staff structure is shown in Chart XI.



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Chart IX - Planned O.I.C. Ghana Staff Structure

Based upon the interviews with these volunteer instructors, both of whom resigned teaching positions in the local school system to join OIC, and on classroom observations, the study staff would strongly urge the Board to retain these two individuals. Their competence and their obvious commitment to OIC are attributes which the program cannot afford to lose.

3. Program Goals

The training program design for Ghana OIC calls for a feeder program lasting for about four months, followed by a skill training program requiring an additional six to eight months. Selected areas of skill training include the following: auto mechanics, secretarial science, electronics, electricity, plumbing, carpentry, and small business machines maintenance.

As shown in Chart VI, the first 52 trainees should be job ready at the end of February 1972, eleven months after the feeder program began. The projected goal is to train 75 persons in the first year, 150 the second and 200 in the third. While the program will be somewhat short of the first year goal due to start-up problems, by implementing the phasing plans in this report, the second year goals can undoubtedly be exceeded.

D. Impact of Government Actions

Much of the evaluator's activities in Ghana involved interviewing Board and Advisory Committee Members; local businessmen, industrialists, and labor leaders; personnel of other training institutions; government officials; and staff of social and manpower agencies. The basic purposes of these interviews were: 1) to assess what the appropriate linkage between OIC and these groups should be; 2) to ascertain as clearly as possible the manpower needs of industry in the Accra-Tema area; and 3) to assess the degree to which OIC goals and directions could meet these demands.

There is a major structural imbalance in the Ghanaian economy. As a consequence, there is long standing and growing balance-of-payments problem, a large external debt, an almost stagnant growth rate (expected to be less than 2% for 1971), and a steeply rising cost of living. The sociological effects of this situation are high rate of unemployment, low wages, and insufficient educational health, and other amenities for the growing population (estimated in 1970 at 8.5 million with a growth of about 2.6 percent).

At the time Ghana gained her independence in 1957 she had accumulated foreign reserves of almost \$ 450,000,000. When Nkrumah government was overthrown in 1966 these external reserves had nearly been wiped out and her long term debts amounted to nearly \$1,000,000,000. The immediate effect of the stabilization program on which the new governments embarked was that some 60,000 persons lost their jobs. High import duties on raw materials made industries reluctant to expand. This has created a fixed labor market with almost no turnover and thus limited hiring. Most observers in business and government feel that the impact of this policy will be felt for the next three years.

The first implication of these economic policies for a training program is that the conditions place limitations on the number of skilled trainees who can be placed in entry level jobs in the Accra-Tema area. OIC skill training programs plans should expand to include more upgrading and skill improvement. As a typical industrialist said, "What we need are training programs that teach workers how to do what they are presently doing better and more efficiently OIC must focus its training upon raising the standard of performance of workers." Perhaps the most significant single finding of this study is that the OIC training model needs to be substantially modified from the typical American model if it is to adapt to the special needs of the country.

E. Policy Changes Needed

It also seems to be imperative to integrate entrepreneurial and management training with skill training at once rather than to view it as a third and later dimension of the OIC training design. The most feasible approach is to develop a second level of training in the skill training program which combines skill training with entrepreneurial training.

In this situation job development must be expanded to involve creative jobs through self employment and others in small enterprises. While many manpower specialists agree that trainees should be taught to go into businesses for themselves, it is necessary in a program such as this, to provide seed capital to assist promising trainee graduates.

There is evidence that the government is aware of the need for capital to assist new business ventures. It has funded the Small-Scale Business Loan Scheme and the National Investment Bank considers requests for loans over \$10,000. Businessmen and government officials recognize

that additional private sources of capital will need to be developed and favor schemes which allows for small investments by a broad segment of the community. As discussed below, planning for "jobs" through entrepreneurial development should concentrate on four or five rural communities or small cities which have the potential to become regional trade market centers and should be related to agricultural development.

The Ghanaian Government has instituted a rather ambitious program of rural development giving priority to programs made possible as a result of the development of a water system and rural electrification. One of the underlying strategies behind this policy is to retard the influx of rural migrants to urban areas and to encourage large groups of unemployed urban migrants to return to their native villiages. It would seem that such a policy has immediate implications for OIC training and job development activities. A portion of the job development activities should be focused toward encouraging the trainee to return to his village to live and work and toward stemming outmigration from rural areas. The current OIC enrollment and the study team's analysis of those on the waiting list includes many of the better educated younger rural migrants who have come to urban areas seeking higher income to purchase consumer goods.

It is important to identify towns other than the regional centers such as Accra, Seckondi-Fakarodi, and Kumasi, which have a growth potential and which could improve rural access to markets for sales, purchases, services such as equipment repairs, banking, etc. entertainment, and health facilities. The problems of identifying such towns are beyond the scope of this study. However, some communities are moving in this direction and the OIC Job Developments and Entrepreneurial Specialists would find local support for these growth potential centers for building, repairing, and other agriculture based employment.

It should be noted that entrepreneurial development outside the major population centers would depend to a large extent on improved agricultural output. Thus serious consideration should be given to developing a training sequence which combines entrepreneurship with farm management and ownership. To fulfill this need OIC might develop a course in "Agritechnology" in which trainees are taught to manage and run large individual and cooperative farms. This would be particularly suitable in Ghana where land is available and the need to increase crop production is evident.

The local program should also reevaluate its open door policy regarding recruitment, intake, and enrollment to ensure the greatest return on its investment. OIC should attempt to develop recruitment and intake procedures which select trainees who have the greatest chance of completing programs and succeeding in their field of work whether as hired workers or self-employed persons.

At the same time, since conditions have changed since the OIC Ghana Board of Directors, with the assistance of the OICI Advance Team, conducted its job market analysis to determine appropriate areas of training, some of the findings of that survey should be reassessed. For example, development of a training program for auto mechanics at the job-entry level should be considered. While several existing auto training programs are unable to place their trainees who have the skills, facilities, and equipment to repair high performance cars and engines, are scarce.

Again, OIC should provide training in entrepreneurial as well as mechanical skills in order to "graduate" workers capable of operating comprehensive auto service stations. These service stations might employ several mechanics, each specializing in a particular phase of the occupation. Another strategy might be to develop an "Auto Servicing Course on Wheels" in which a large trailer would be fitted as a mobile auto shop which would move from location to location providing upgrading to the numerous existing roadside mechanics and their apprentices.

Several persons interviewed believe that there is an ample supply of skilled carpenters and electricians in Accra-Tema but that there is a need outside the city.

Several industrialists reported a shortage of trained mechanics. For example, in one large factory the study team saw a machine that had been out of service so long that it had become necessary to hire women to do behind the job performed by the machine.

F. Relations with the Community

The Ghana OIC program has made some progress in establishing linkages with the community. The Program Advisor has visited some factories and cities in the Accra-Tema area in order to tell the OIC story but most people interviewed agreed that OIC has low visibility in the community. This may stem, in part, from the fact that key Board members feel that OIC should not be given much publicity until it is established and has proven to be successful. However,

some business leaders believe that the program needs maximum publicity so that it does not appear to be an imported project imposed upon Ghanians. Unfortunately, those who could give the program high visibility had not been active on the Board.

At the same time, the OIC made a positive impact on existing vocational programs. Because industry has become enthusiastically involved in planning curriculum and syllabi for OIC, many other programs have become actively engaged in attempting to have industry make inputs into their programs. There is also evidence that the presence of OIC has stimulated interest in developing alternatives to the City and Guild Tests and in relative these changes to the job ready concept.

A women's auxiliary to the Board has been influential in improving OIC relations with the community although its efforts at fund raising have not brought in a large amount of money. The plans for local support discussed later in this chapter, will do much towards broadening OIC's relations with the community.

G. Relations with Business and Industry

The Board has attempted to maintain relations with the business and industry through the establishment of a Technical Advisory (TAC) and Industrial Advisory (IAC) Committees. The TAC has been organized and has met on one occasion. While the IAC has not been formally organized, the Board has compiled an impressive list of people who have been asked to serve. Most have accepted or have designated key management persons on their staffs to serve on the Board.

Ghana OIC also maintains liaison with business and industry through their representatives on the Board. However, few of these persons have attended Board meetings regularly but are willing to assist in other ways. As stated earlier, the study team was frequently advised that if the Ghana OIC Board would elect a different chairman, perhaps a prominent businessman, this would improve its relations with business and industry. This move is essential if the Board expects to receive any financial support from this sector of the community.

H. Relations with the Government

Relations between Board and the Government have been guarded. Some Board members suggest that since most manpower and training institutions operated in Ghana

are operated in conjunction with the State, the Government could look at OIC as imported competition and feel threatened by its innovative approach to vocational education which differs markedly from established educational practices in Ghana. One Board member observed that politics are very important in Ghana and that the Board must take an account of the politics in the situation.

Others fear that if OIC becomes a success, it may be taken over and managed by the Government. The eventual result, they fear, would be that its unique and innovative qualities would be lost.

Data from interviews with government and business leaders failed to support either of these two views. Most reported that the Government of Ghana is likely to support any manpower activity which has the potential for improving the quality of the labor force, while requiring no substantial government funds.

The linkages between OIC and the Government of Ghana should be strengthened beyond the fact that a member of the staff of the Manpower Planning Secretariat and the Ministry of Labor are active Board members, particularly since the Government employs 70 percent of the labor force. Most respondents felt strongly that a training program in cooperative farming would get government support because of the need to improve the quality and quantity of agricultural production. A program designed to complement the Government's rural development policy would receive its full support.

I. Relations with Social Welfare and Manpower Agencies

The Board has attempted to strengthen its relations with other agencies by requesting that several executives serve either on the Board or on the Advisory Committees. The Director of the Management Development and Productivity Institute, a UNDP and Government-sponsored management training agency, serves on the Board. The study team strongly urges that the OIC also seek to secure the participation of the National Training Institute, another UNDP-supported agency which is by law, the regulatory and monitoring organization over all manpower and vocational training programs in Ghana.

The Executive Director of the Trade Union Congress (T.U.C.) is a Board member, thus providing a vital linkage between the OIC and the trade union movement.

J. Progress and Projections

1. Administration of Local Programs

The Ghana OIC Board had not hired a Program Director (Executive Director) at the time of this study. The OIC Program Advisor has been functioning in this capacity at the request of the Board. The only administrative staff is a Finance Officer who is currently undergoing training in America. As indicated earlier, the Board designated one of its members as Board Coordinator which has been unsatisfactory because of his other commitments. The Board Coordinator along with three other Board members were designated as the Working or Executive Committee to act for the Board between Board meetings. This committee has not met regularly so that the Board Coordinator has been the primary decision maker, when he has been available.

The Program Advisor has attempted to provide executive leadership and to keep administrative operations functioning but this has been difficult due to the infrequent meetings of the Working Committee. In addition, this committee needs to be encouraged to discuss issues and not to act as a rubber stamp for recommendations from the OICI Program Advisor. This often results in decisions being delayed for extended periods of time. For example, the Program Advisor prepared a draft of personnel policy and practices in keeping with accepted local standard but has been unable to get the Working Committee to make a critical review and to adopt these practices. Meanwhile, there is no policy upon which to make a determination regarding medical payment although such expenses are usually paid for by Ghanaian employers. Similarly, the policy of reimbursing staff for authorized use of private vehicles has not been clearly set forth and this makes for low morale and confusion.

A key Board member claimed that the selection of a full time executive is too critical to the program to be entered into quickly. While the study team was unable to discern the real reason for delay this reason seemed spurious since no effort has been made to advertise publicly for applicants. Some Board members may lack confidence in their ability to the intangible qualities of leadership, local status, etc., in relation to the education, background, and prior experience of any applicants. However, the Program Advisor is capable of assisting the Board in these matters. OICI will need to encourage swift but sound action in filling this position if the program is to have a solid base upon which to build.

2. Plant Facilities

The OIC program is conducted in a converted police building at the Nungua District, about 20 miles from the center of Accra. The three-story building was donated rent free for the first year. The owner, Chief of Nungua, has indicated to the Program Advisor that the site will be available beyond the first year for a very nominal cost. This building is adequately constructed and large enough to house the entire OIC program. The first floor has six rooms in which it is proposed to locate the masonry, plumbing, carpentry, and electricity shops. The other two rooms will be used for counseling, intake, and the receptionist.

The second floor will house part of the feeder program, the secretarial science courses, and three offices for staff and a Staff lounge. The third floor will accommodate the remainder of the feeder program, and offices for the Executive Director, Program Advisor, Finance Officer, Industrial Relations/Job Development Specialist, and the Administrative Secretary.

The auto mechanics classes can be conducted in another one-story building on the same property which the owner will make available when the program has progressed to that point. The advisability of locating the offices of the Executive Director and the Program Advisor on the third floor should be reviewed. It is generally accepted that both these persons should have high visibility and accessibility to both the trainees and the public. In addition, the Program Advisor should be located closer to the Technical Assistance Team.

There is some concern for the fact that the facility is located so far from the center of Accra since transportation from Accra to the Nungua site is inadequate. It is our judgement, however, that locating the site near the center of Accra would offer no particular advantage since transportation within the center is also poor. A subsequent review of the attendance and dropout records along with these showing the patterns of residence of the present enrollees class may provide a clearer picture of the disadvantages of the present site location.

3. Status of the Feeder Program

The feeder program began on April 6, 1971 with 108 trainees chosen from 150 applicants. Forty-two were rejected because the program was not able to offer either the training desired or the housing and transportation services required. At the time of our study, there were 95 trainees regularly enrolled. Correspondence had been sent to all dropouts requesting that they reply to a questionnaire which sought to ascertain their reasons for termination. Only one has been returned. It may be advisable to assign counselors to conduct personal follow-up visits to the residences of ex-trainees.

The feeder program consists of the following courses:

a. Communication Skills

The objectives of this course were vague and unclear. The syllabus indicated that the course was designed for 11 units and a total of 120 hours. General focus was on the improvement of reading, writing, and speaking skills. A text had not yet been selected.

b. Computational Skills

The objectives of this course are stated as follows:

- 1) To develop a sound knowledge of the basic arithmetical operations and their application to daily living.
- 2) To apply arithmetic procedures to the measurement of geometric surfaces and volumes.
- 3) To gain introductory knowledge of simple algebraic expressions and equations.

Instructional units were built around integers, base numbers, fractions, powers and roots, percentages, rules and formulas, ratios and proportions, geometric figures, and basic algebra. The text for this course is Van Leuver, General Trade Mathematics.

c. Cultural History

This course focuses upon the history of West Africa. Special units are devoted to Ancient Ghana, Mali, Songhai Empire, Hausa States, Guinea, Ashanti Empire, and modern West Africa.

There was no syllabus for this course at the time of our visit. The instructor developed lesson plans on the basis of West Africa History by Adu Boahene.

d. Consumer Education

The objectives of this course are stated as follows:

1) To learn how to fill forms for banking and general business use.

2) To demonstrate how to get the best buys in quality and quantity for the money spent and to understand the government price control list.

e. Personal Development

The objectives of this course are stated as follows:

1) To develop an understanding of what is acceptable in industry in terms of personal appearance, manners, and conduct.

2) To help trainees to improve their work habits, health habits, personal relationships, and community participation.

The Ghana Feeder Curriculum Supervisor and the OICI Vocational Specialist prepared the feeder course since the program began before the arrival of the OICI Feeder Curriculum Specialist.

An examination of these Syllabi disclosed deficiencies in both content and pedagogy. The study team recommended that the OICI Feeder Curriculum Specialist give first to rewriting the syllabi in order that instructors may have a more relevant and realistic base from which to develop lesson plans.

Students in the feeder program were divided into three groups with secretarial science trainees in Group I and building trades trainees in Groups II and III.

Group I is given two consecutive hours of preparation in communication skills which seemed excessive to the study team. However, the instructor felt that this arrangement enabled her to provide instruction the first fifty minutes and then, after a ten minute break, to return and test the students on what they learned during the first part of the class. While the students do not seem to mind the extended period, the study team urges that this scheduling pattern be reexamined during the next evaluation.

In the same way, Building trades trainees receive two hours of computational skill training. This, too should be reviewed during the follow-up evaluation.

4. Trainee Profile

Of the 95 enrollees sixty-four are male and thirty-one are female.

Eighty-two trainees completed questionnaires prepared by the study team. The following data are based on an analysis of these questionnaires. About 60 percent are 20 years of age or older. The age range is from 16 to 36. About 70 percent of the trainees are single, divorced, or separated. Only 12 percent have not completed secondary school and about 23 percent have had either technical or apprenticeship training. Similiar to Nigeria, a special outreach effort is required if the primary VI school leaver is to be enrolled.

Trainees in Accra travel back to their native villages far more frequently than trainees in Lagos, many as frequently as twice each month. Almost all go home for holidays and festivals. About 12 percent of the trainees indicated that they plan to return to their native villages to live and work upon completion of their training. This may be related to the fact that 40 percent of the respondents have lived in Accra fewer than five years.

About one-half of the trainees have been previously employed 19 percent are presently employed. The others are supported by parents and relatives while training. Most trainees expect to be placed with the government upon completion of their training. Only about 25 percent desired to go into business for themselves or to work for private businessmen which may well reflect their awareness that government is the major employer. Sixty percent of the trainees travel 45 minutes or less to get to the training site while three must travel for more than two hours. One trainee has secured local lodging in order to attend classes. OIC should consider the feasibility of running a bus from the center of Accra to the Nungua site. Many trainees pay from 20 to 60 cents per day for transportation.

Six of the trainees were public school teachers in their native villages. However, only one of them has had training beyond the secondary school level.

The computational and communications skill courses have been rated the courses from which the trainees learned by far the most new information. The Cultural History class is the one in which the least amount of new infor-

mation has been learned.

Perhaps, the most significant finding is that at least 35 percent of all the trainees indicated that they have either dental or visual defects which need to be corrected. Several trainees indicated that they suffer from toothaches, and from dizziness when they read. This finding is consistent with those of surveys of manpower training program in the United States, where many programs now provide for initial physical exams, minor medical and dental treatment, and inexpensive prostheses, such as glasses, teeth, and hearing aids. OIC should study the feasibility of providing some of these services as part of its supportive service package.

Many trainees come to class without breakfast and some remain in classes all day without food. The study team recommended that this be looked into.

There are 364 applicants on the waiting list for the second cycle. A stratified random sample conducted among them showed that 62 percent of the sample were 20. About 77 percent of the sample were unemployed, 75 percent lived in homes where both parents worked, and 71 percent had completed education at the secondary level. About 10 percent had completed training in the technical school level. Eighty-two percent of the applicants were male.

5. Facilities and Equipment

Classrooms are suitable for instruction. All rooms have good ventilation; however, lighting in several rooms should be improved. It was reported that improving the lighting in classrooms would be one of the instructional projects of the initial electrical class. The study team does recommend that blackboard space be increased in computational and communications skills classes in order to allow for work to be done at the blackboard. This offers two advantages: 1) it helps to break the tediousness of sitting all day; and 2) it offers an incentive for trainees to participate in class.

6. Quality of Instruction

At present, classes are without visual aids. Also, there are inadequate supplies of instructional materials and texts for classes although this equipment and supplies is reported on its way from the United States.

The study team concluded that the feeder program has a competent corps of instructors. This conclusion is based upon a review of lesson plans, individual interviews with the instructors, and classroom observations in which the teacher-trainee interactions and other teacher practices necessary to the establishment of an environment conducive to learning were demonstrated. The teachers were particularly remarkable in their ability to prepare competent lesson plans and to present their material well with such limited resources and reference materials and such inadequate syllabi.

7. Status of Skill Training Program

The phase-in of the skill training program for the first cycle is scheduled for August. However, this will depend on whether the training materials and equipment arrive in time.

The instructors for the Secretarial Science and the Carpentry-Masonry courses have been hired. Since two of the instructors were in the United States for orientation, and the third is not expected to report until July, the study team had no opportunity to make any judgement about their competence. The evaluators did, however, look at the syllabi which have been prepared for each of the skill training areas and were concerned: 1) that experts in business and industry had not been consulted regarding their content; and 2) that most of the courses are patterned after typical American MDTA courses rather than adapted to the indigenous conditions of Ghana.

The fact that the opening of the skill training classes is about six months behind schedule and the lack of support for fund raising efforts by the Board, raises questions about the rate of expansion of OICI efforts in view of the rate and degree of indigenous participation. The study team believes that OICI must first develop a reliable program which would include electricity, secretarial science, carpentry, masonry, plumbing, entrepreneurship, and management training, an upgrading course in auto mechanics, and a course in agritechnology. On the other hand, however, we believe that it should explore the feasibility of offering courses in industrial machine repair and welding as well as the need for skilled persons who can repair office machines, especially typewriters. While this is an extremely ambitious program, a lesser effort probably will not produce significant results which will generate the needed local support. OICI must be prepared to underwrite the

cost of rent and local staff salaries for at least two more years since local Board is unlikely to be able to assume financial responsibility before this time.

8. Supportive Services

Ancillary services include counseling, job development, and placement.

a. Counseling

The counseling staff includes a Counseling Specialist and a Counselor. At the time of this evaluation, the counseling specialist was in the United States for orientation.

Counseling is new to vocational training in Ghana and OICI field staff will have to orient the local counseling staff to the concepts and tenets of the counseling process. One of those tenets is that the counselor must have "unconditional positive regard for the client" and must be capable of sympathetic understanding. While the present counselor has a strong commitment to OIC, and possesses attributes which are an asset to the program, the study team seriously questions whether his skills and experience are best utilized as a Counselor because he tends to be highly directive and authoritative. The OICI Counseling Specialist who arrived in May, and the Ghanaian Counseling Supervisor should provide close supervision in an effort to affect an attitudinal change in this counselor.

b. Job Development

The Job Development/ Industrial Relations Specialist is a former television personality in the city of Accra. Most of his time, thus far, has been devoted to fund raising and promoting the concept of OIC among business and industry. His output, at this stage, can only be measured in terms of activity rather than effectiveness.

Between January and April 1971 this local Specialist, with the OICI Technical Assistance, met individually one or more times with the local directors of each of ten foreign-based industries, twelve Ghana private or GIHOC industries, ten job commitments were made and a training contract was offered by one company. Ghana Manufacturing Association, Market Womens Association, Ghana Contractors Association, 25 overnment officials and many others.

- 1) to introduce or reintroduce OIC
- 2) assess the labor needs of employers

3) explore the possibility of filling any actual or potential vacancies with OIC trainees

4) seek ways in which OIC might offer technical assistance

5) develop a rapport between OIC and the business community

In a recent report, the JD/IR staff confirmed the findings of this study. They wrote that "the approaches to job placement which are so successful in America will not work here in Ghana. The fact being that the underlying reasons for OIC's job placement success in the States do not exist in Ghana. Industry is not expanding as in the States, there is no drive by business to fill current vacancies, personnel managers are in many cases subject to temptation and persuasion to hire certain people instead of others. Nepotism is very prevalent and, while not inherently harmful, it does mitigate sometimes against the most qualified person getting a job. Business is not taking chances. Financial concerns are attempting to consolidate not proliferate."

This report also found that potential employers are interested in well trained and motivated employees but, not at the Entry Level. Their primary concern is to find middle management, i.e. foremen, supervisors, and managers.

Also, upgrading of existing personnel would be a key service since most companies are dissatisfied with the performance of their current workers. This suggests that consideration should be given to an OIC evening program to provide upgrading training.

The JD/IR Staff has proposed a "Job Vacancy Enquiry Form" on which employers can not only list the numbers and kinds of jobs open but any qualifications they require.

Other activities of this staff include teaching, job finding, and orientation. Their fund-raising activities will be discussed in the section on local support.

9. Placement

Placement is an extension of job development. Since there are no trainees yet in skill training courses it would seem premature, given the present economic conditions, to devote time to job placement concerns. However, the Job Developer has conducted an overview of the employment market in Ghana

in an effort to determine whether job vacancies exist. Monthly Employment Market Reports from the Ministry of Labour show that the greatest number of vacancies exist in manufacturing and construction. These vacancies range from 1,000 to 1,500 each per month. However, the data doesn't show the skill levels required for these jobs. It was the impression of the study team that these vacancies were at the foreman, supervisor, and professional management levels. This is supported by the fact that, although the monthly average number of job applicants is about 8,000, there are about 1,000 to 1,500 jobs which go unfilled. Also, the average monthly percentage of job applicants with training above the school level is less than 3 percent of all registered applicants.

10. Potential for Local Support

a. Business Support

The prospect for substantial financial support from the community in general, and from business and industry specifically, seems difficult to assess at this time. The managing Director of one major firm said that most of its contributions to organizations such as OIC are made to the Ghana National Trust Fund, an umbrella organization which solicits and distributes funds to social welfare organizations in Ghana. It may be extremely difficult for OIC to break tradition and persuade businessmen to contribute funds outside of this organization.

In addition, most industrialists indicated that their firms would not consider contributing to OIC until:

1) its training programs had demonstrated that they could meet the skill needs of their companies specifically, and industry in general.

2) the technical competence of the training staff had been proven and the program had established confidence within the community.

One executive pointed out that OIC will always have problems obtaining financial support from the business sector because it must compete for a relatively scarce reservoir of funds with groups such as the National Vocational Training Institute which has been established for some time.

Two executives of firms representing subsidiaries of American industries, each of them partially government owned, were asked to comment upon the influence the parent organizations was likely to have upon their individual inclinations to support OIC Ghana. One indicated

that any decision to support OIC would have to be approved by the Ghana Board of Directors of the subsidiary firm since any commitment would obligate the parent company. The others expressed the same sentiment, but emphasized that he felt his Board would be inclined to continue to make its contributions to community organizations through the Ghana National Trust Fund.

The study team felt that these responses were reflective of the respondents' corporate response to an unproven scheme other than of their true hopes that Ghana OIC will fulfill its goals and make a valuable contribution to the manpower needs and unemployment problems of Ghana. It also reflects of their concern for the quality of OIC Board leadership. It should be noted that, during the latter part of the field study, steps were taken to change the Board leadership and that, as a result, key business and industry persons become visibly more interested in the OIC program.

b. Fund Raising

Ghana OIC has developed an extensive fund-raising program campaign to raise funds for 1971-1972 fiscal year. The components of this campaign are:

1) Sports Council/Income Tax Department

The Sports Council and the Income Tax Department combined to allow Ghana OIC the tax receipts on one soccer match last year, which netted NC 1,319.42. They are expected to allow five matches this year and it is hoped that this will net NC 10,000.

2) American Companies in Ghana

It is expected that American Companies in Ghana will contribute NC 30,000 NC 20,000. A concrete system of proposals to present to these companies have been developed in which the cost of each component of each skill training course has been determined, sponsoring companies are being asked to contribute a selected item such as equipment, salaries, material, etc.

3) Ghana and Other Foreign Companies

The same sponsor scheme will be used to raise an expected NC 15,000. Two companies have indicated that they will make a contribution as soon as the proposals are received and a furniture and joining factory has donated carpentry workbenches, equipment, and supplies.

4) Dances, Passbooks, Raffles, Sales Cans

These are activities of the Women's Interest Groups and the Market Women's Group and should net NC 15,000. for OIC. They had one jumble sale NC 800.

5) Other Individuals and Groups

NC 10,000 was the donated building value for the first year and a maximum cost the second year.

With such limited experience it is unlikely that the campaign will reach its NC 10,000 goal. However, the sources and approaches are sound as is the sports council estimate. The contribution from all business and industry groups depends heavily on whether the OICI central office can stimulate support among the parent companies in America. Support from local companies will probably come only after Ghana OIC has demonstrated viability and capability. Dances, raffles, etc. consume a great amount of effort for a more relatively low profit yield. Their value is more in terms of public awareness of and support for OIC than in cash. These activities, do however, have long range effects which can stimulate increased support from business and industry. The study team estimates NC 40,000 in cash and in kind from industry. Similarly all other cash contributions should be reduced to NC 12,500. Thus, it is suggested that a maximum of NC 52,000 should be used in budget projections.

It should be noted that the local program is currently paying a total of NC 3,400 for staff salaries and an additional sum for part-time carpenters to make classroom chairs.

6) Other

Other means for obtaining local support would be contracts with government, business and industry to provide upgrading training, trainees performing maintenance and repair services, sales of trainee produced goods, and services such as mobile auto repair shops, service stations operating, typing services, mechanical maintenance and repair etc. The entrepreneurial program should be developed parallel to the manpower training in Ghana for the reasons cited earlier in this report. The local program will need maximum financial assistance for staff salaries from OICI/USAID while should continue through June 1973. There should be a written agreement describing how local funds will be used for additional OICI funded program activities.

11. Funding Considerations: Ghana OIC July 1971
to June 1973

a. Use of Ghana OIC Funds

In addition to local salaries the Board will need to plan to obtain a permanent training site. The study team recommends a long-term arrangement to develop the Nungua if such an arrangement can be made. The Board should make this decision and cost it out early in 1971-72. Once the site cost has been determined, decisions can be made regarding use of funds raised locally.

b. Phasing-in Local Program Staff

Charts X, XI, and XII show the recommended phasing-in plan for the Ghana OIC programs and staff. This plan is based on the assumption that the site at Nungua will be leased for at least two years and equipped to begin skill training in September 1971.

Because of the processing time required to acquire equipment it is recommended that feeder training be extended until August 1, 1971 and for that one month vestibule training program be instituted for the building trades trainees before they begin skill training. It is anticipated that the secretarial science equipment will be received before August 1971. Auto mechanics are to be phased-into the feeder program in July 1971 and skill training is to begin in October 1971. This should allow sufficient time for the facility to be readied for occupancy. The business and machine repair course should follow the auto mechanics schedule. Training materials and equipment needed for vestibule training can be obtained locally. This scheduling will also permit the feeder staff to review and revise curriculum and syllabi.

The skill training for the carpentry, masonry, and plumbing programs are scheduled for six months each, and in secretarial science for nine to twelve months. The duration of the auto mechanics and business machine repair courses has not been determined.

As shown in Chart XII, Task Order No. 2 authorized OICI/USAID funding for 15 positions for a period of 12 months each. It would appear that when Budget Revision No. 1 to the Task Order was issued in January 1971, it was anticipated that sufficient local funds would be raised to absorb the cost of all these positions within 12 months after each position was filled (minimally by January 1972).

However, early projections regarding fund raising and phasing-in of staff have proven faulty for reasons previously discussed. Therefore, OICI/USAID should budget to fund some 21 positions for the period of July 1, 1971 to June 30, 1973. This commitment should be contingent on a formal written understanding with the Ghana OIC local Board that funds in excess of an agreed upon cost for a training facility will immediately be used for local staff salaries. This would enable OIC to operate without smothering local initiative.

c. Phasing the OICI Technical Assistance Team
(TAT)

Chart XII shows the recommended phasing of the OICI Technical Assistance Team. Task Order No. 2 and its Amendment No. 1 provided for a firm budget for the period of June 30, 1970 to June 30, 1971, and a projected budget for July 1, 1971 to July 1, 1972, the estimated completion date of the Task Order No. 2. Which provided for six specialists to comprise TAT.

The authorized specialists were:

- 1 Program Coordinator (Program Advisor)
- 1 Industrial Relations/Job Development Specialist
- 1 Curriculum Specialist
- 1 Counselor
- 2 Specialists in vocational fields

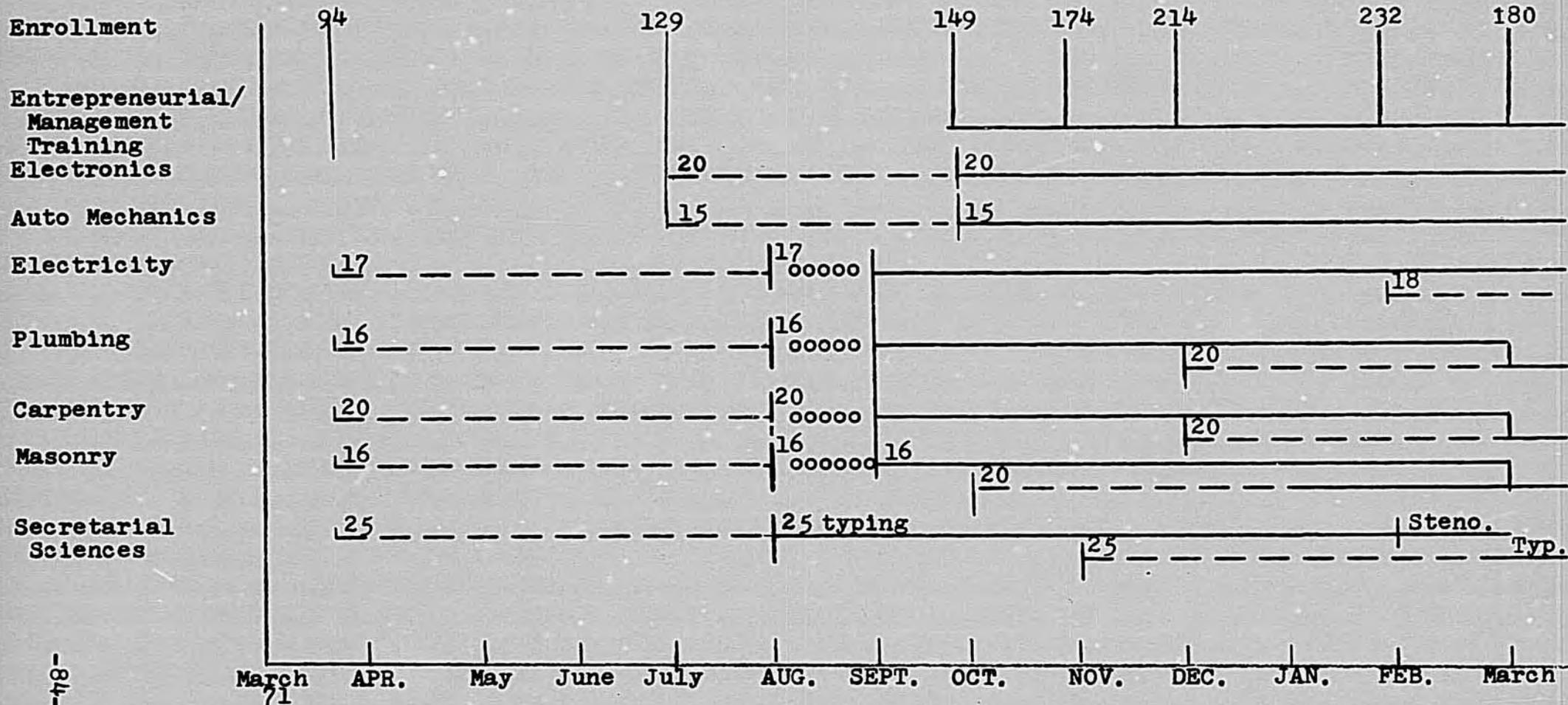
As of May 26, 1971 the following staff had been on duty since the following dates:

| | |
|--|---------------|
| Program Advisor | December 1970 |
| Industrial Relations/ Job Development Specialist | October 1970 |
| Feeder Curriculum Specialist | May 1971 |
| Vocational Specialist (functioned as Training Supervisor) | January 1971 |
| Counseling Specialist | May 1971 |
| Vocational Specialist | October 1970 |

Chart X - Staff Phase-in Ghana OIC Program

| Staff Position Approved By Ghana OIC (May 1971) | Positions Authorized Under Task Order o.2 Budget Rev. No. 1 | Status of Authorized Position May 1971 | Phase-in date for Positions to be funded FY 71-72 | Positions Requiring OICI/USAID Funding to June 30, 1973 | Remarks |
|--|--|---|--|---|-------------|
| 1 Program Coordinator (Executive Director) | X | vacant | 7/1/71 | X | |
| 2 Training Supervisor | X | filled | 7/1/71 | X | |
| 3 Job Development/Ind. Rel. Specialist | X | filled | 7/1/71 | X | |
| 4 Feeder Instructor | X | filled | 7/1/71 | X | |
| 5 Feeder Instructor | X | filled | 7/1/71 | X | |
| 6 Feeder Instructor | X | filled | 7/1/71 | X | |
| 7 Feeder Instructor | X | hired 6/10/71 | 7/1/71 | X | |
| 8 Counselor Specialist | X | filled | 7/1/71 | X | |
| 9 Counselor | X | filled | 7/1/71 | X | |
| 10 Vocational Instructor (Auto mechanics) | X | filled | 8/1/71 | X | |
| 11 Vocational Instructor (Masonry-Carpentry) | X | filled | 7/1/71 | X | |
| 12 Vocational Instructor (Secretarial Sci.) | X | filled | 7/1/71 | X | |
| 13 Vocational Instructor (Electrical) | X | vacant | 8/1/71 | X | |
| 14 Vocational Instructor (Bus. Mach. Repair) | X | vacant | 10/1/71 | X | |
| 15 Vocational Instructor (Plumbing) | X | vacant | 8/1/71 | X | |
| 16 Secretary | X | vacant | 8/1/71 | X | |
| 17 Secretary | | | | | Now Paid by |
| 18 Secretary | | | | | Local Board |
| 19 Custodian | | | | | do |
| 20 Night Watchman | | | | | do |
| 21 Week-end Watchman | | | | | do |
| 22 Driver | | | | | do |
| 23 Feeder Curriculum Supervisor | | hired (not auth.) | 7/1/71 | X | |
| 24 Counselor | | | 8/1/71 | X | |
| 25 Counselor | | | 8/1/71 | X | |
| 26 Counselor | 12/ | | 12/1/71 | X | |
| 27 Feeder Instructor | | | 8/1/71 | X | |
| TOTAL | 15 | 10 filled 1 hired 4 vacant | 21 | 21 | |

Chart XI Ghana OIC - Program Phase-In Plan



-48-

CODE: Feeder Training
ooooooo Vestibule Training
 Vocational Education

Chart XII Technical Assistance Team (Ghana) Phasing

| Ghana,- Technical Assistance Team | | Positions Authorized Task Order No. 2 | Status of Authorized Positions May 1971 | Phase-in date for Positions to be funded FY 71-72 | Projected Phase-out dates | Remarks |
|-----------------------------------|--|---------------------------------------|---|---|---------------------------|---|
| 1 | Program Advisor | X | filled | 7/1/71 | after 6/30/73 | |
| 2 | Training Supervisor | | | 9/1/71 | 6/30/73 | |
| 3 | Ind. Rel./Job Development Specialist | X | filled | 7/1/71 | 12/31/72 | |
| 4 | Entrepreneurial/Management Specialist | | | 10/1/71 | after 6/30/73 | -7/1 to 9/30/71 Include in central office. |
| 5 | Feeder and Curriculum Supervisor | X | filled | 7/1/71 | 3/31/73 | |
| 6 | Counseling Specialist | X | filled | 7/1/71 | 3/31/73 | |
| 7 | Vocational Specialist - carpentry and masonry | XX | filled | 7/1/71 | 12/31/72 | -one has been functional as the Training Supervisor |
| 8 | Vocational Specialist - Plumbing | | | 8/1/71 | 1/31/73 | |
| 9 | Vocational Specialist - Electricity | | | 8/1/71 | 1/31/73 | |
| 10 | Vocational Specialist - Secretarial Sciences | | | 8/1/71 | 1/31/73 | |
| 11 | Vocational Specialist - Auto Mechanics | | | 9/1/71 | 3/31/73 | |
| 12 | Vocational Specialist - Business Machine Repairs | | | 9/1/71 | 3/31/73 | |
| 13 | Administrative Assistant/Research Technician | | | 7/1/71 | 6/30/73 | |
| 14 | Secretary | | | 7/1/71 | after 6/30/73 | -presently employed not shown on Task Order. |
| 15 | Driver | | | 7/1/71 | after 6/30/73 | -presently employed not shown on Task Order. |
| TOTAL | | 6 | 6 | 15 | | |

Thus this team did not reach full strength until May 1971. In fact, in 11 months it had only 22 man months of service out of a possible 66 man months or approximately one-third of the anticipated level of effort during the fiscal year. In addition, the Program Advisor had also acted as the local executive director. This, along with the fact that the Ghana program staff were slow being hired and were then sent to America for orientation, has resulted in a totally different planning, phasing, and budgeting picture, and has left a large amount of unencumbered funds in the 1970-1971 budget period.

In order for the program to achieve its second-year goals, it is necessary to bring the TAT professional staff to a level of 13 persons as soon as practical. The orientation for American staff could be reduced to one month and the Program Advisors could provide continuing orientation on site. In African staff the orientation in America should be delayed until they have had at least two months of experience in their local programs. It is essential to program progress that the African staff be hired as soon as possible so that TAT can function in its proper role rather than acting as operating staff. There is a need to determine items of equipment which can be purchased locally.

Of prime importance in projecting the need for, and duration of stay of, the TAT is a review of the objectives of the TAT and of the local program. The overall objective of TAT is to provide technical assistance to the local sponsor to develop a nonformal training institution capable of training the unemployed and the underemployed in skills for which there is a demand in the labor market and to place them in jobs when they are job ready. A second objective is to assist the Ghana OIC in giving other interested communities assistance in setting up their own OIC programs.

At the time of this study, tangible measures of progress toward achieving the first objective were that the feeder program was in operation with 95 trainees and that 13 of the needed local staff of 21 had been hired. It is expected that the full complement will be working by December 1971.

For planning purposes, the Ghana OIC program and TAT began their first year of operation in January 1971. Prior to that time the few American and local staff on board did a commendable job under the circumstances even revising the local Board. In order to meet the target date projected on the Program Phase-in Chart, it will be necessary

for each function and vocational skill area to have a TAT staff person which would mean an increase of 7 TAT members by October 1971. The Chart also shows the recommended phase-in and phase-out dates and takes into consideration the dates of arrival of those staff already on board. Thus, after June 30, 1973, the TAT would consist of a Program Advisor, an Entrepreneurial/Management Specialist, and two Ghanaian staff.

In order to achieve the second goal it would be necessary to retain three additional staff, the Training Supervisor, the Industrial Relations/Job Development Specialist, and the Administrative assistant/Research Technician, beyond June 30, 1973. The duration of their stay would depend on the volume of request from other communities and the extent to which the Ghana OIC Board could add staff to create its own Technical Assistance Institute. It is anticipated that there will be sufficient requests to project that the additional TAT staff would be required for at least two years beyond June 30, 1973.

APPENDIX A

Proposed outline for report from Program Advisors to OICI Central Office.

A formal reporting system permits the central office to plan, program, and prepare more realistic budgets for both the support of activities in the central office and for field operations. While a reporting system must avoid the kinds of demands on field staff which have the effect of interfering with or impeding operations, field staff must understand that a good reporting system facilitates the following operations:

- a. making policy decisions
- b. making management decisions
- c. program planning
- d. program evaluation
- e. fiscal control and account liability
- f. compliance with USAID requirements and guidelines

The study team recommends that a report be submitted to the central office monthly. However, each of the following items may not need to be reported upon each month and the field staff should not feel obliged to report unless the information contributes data relevant to one of the above areas. The report should be divided into the following headings:

1) Programming

This section should describe field staff efforts during a given period to meet particular program objectives. It contains an overview of staff activities and should include the total quantity of manpower, facilities, equipment, and materials applied to the program. Budgeting data and a financial report should be attached to this section.

Specifically, items as they relate to the field staff activities in this section:

- a. Community involvement and participation.
- b. local financial support.
- c. Board of Directors contracts.

d. Technical Advisory and Industrial Advisory Committee activities.

e. Extent to which local OIC staff is assuming a larger share of program operation.

2) Training Activities

This section should describe the activities of the training program. It should discuss general progress of trainees, dropouts status of training equipment, and materials, equipment and supply needs, curricular materials needed, the adaptability of equipment and materials sent from central office, areas in which central office should provide support to field staff operations, and other information which will alert the central office training staff to any needs in research, curriculum planning and development and procurement of educational material.

This section should contain specific data on the following:

a. average daily attendance among trainees during the month,

b. number of dropouts and terminations,

c. curriculum development activities,

d. areas of support requested from OICI central office,

e. trainee demographic data as an aid to the Training Division in understanding trainee needs and developing suitable training materials,

f. recommendations regarding the procurement of supplies, books, and equipment in order to expand the central office training library.

3) Support Activities

This section should describe the activities of the Counseling, Job Development and Placement, and Industrial Relations Departments, and other ancillary services which had a bearing upon the program during that period. It should also include a report of special activities performed by the field staff relating to employment surveys, collection of economic base data, and development of linkages and coordination with other manpower training agencies.

This section should contain the specific date on the activities of each support service as:

a. Counseling

of counseling,

- 1) number of trainees seen and nature
- 2) medical and dental needs of trainees,
- 3) follow-up on dropouts and terminations,
- 4) contacts with other agencies.

b. Job Development and Industrial Relations

- 1) contact with employers,
- 2) list of jobs and trainees placed,
- 3) preparation of special reports on employment and economic conditions including:
 - a) patterns of employment among various occupations,
 - b) general employment trends,
 - c) technological changes in industries and occupations,
 - d) national economic priorities,
 - e) rate of job growth in private and public sectors,
 - f) data on youth employment,
 - g) shifts in productivity and demand,
 - h) emerging occupational opportunities,

4) Program Issues

This section should focus upon the program issues and problems encountered by the field staff during the month. These issues should be itemized and stated in very specific terms and each should include a recommended course of action.

This section should deal with such issues as central office and field staff relations; administrative bottlenecks; field staff-USAID Mission relations; local program operations; and matters related to the personal well being of the staff and their families. The following format is recommended for this section:

- a) subject,
- b) statement of the problem,
- c) discussion - pro,
- d) discussion - con,
- e) financial, political, etc. impact or considerations,
- f) conclusions,
- g) recommendations.

It is conceivable that, when specific issues call for special actions or considerations, the Program Advisor may submit this section as a special report.