

6200802 - (5)
 RB
 REPORT U-446
 PD-AAB-20-114

PROJECT APPRAISAL REPORT (PAR)

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1. PROJECT NO. 620-11-610-802	2. PAR FOR PERIOD: July 1970 to April 1972	3. COUNTRY NIGERIA	4. PAR SERIAL NO. 1972-3
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5. PROJECT TITLE

OPPORTUNITIES INDUSTRIALIZATION CENTER

6. PROJECT DURATION: Began FY <u>71</u> Ends FY <u>75</u>	7. DATE LATEST PHOP Oct. 8, 1971	8. DATE LATEST PIP -	9. DATE PRIOR PAR -
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10. U.S. FUNDING	a. Cumulative Obligation Thru Prior FY: \$ <u>204,375.00</u>	b. Current FY Estimated Budget: \$ <u>493,377.00</u>	c. Estimated Budget to completion After Current FY: \$ <u>773,880.00</u>
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11. KEY ACTION AGENTS (Contractor, Participating Agency or Voluntary Agency)

a. NAME	b. CONTRACT, PASA OR VOL. AG. NO.
OIC/International	Contract
OIC/Lagos	Host Institution

I. NEW ACTIONS PROPOSED AND REQUESTED AS A RESULT OF THIS EVALUATION

A. ACTION (X)			B. LIST OF ACTIONS	C. PROPOSED ACTION COMPLETION DATE
AID	AID/W	HOST		
X			1. OICI should develop a new staffing pattern to specify the positions required over what time period to support the OIC/Lagos program. This new staffing pattern should include a position for an additional OICI staff member responsible for an improved records and reporting system. This system would reflect OIC completers' job performance for two years rather than the present one year.	
X			2. AID should be prepared to consider funding for OICI staff based on the new staffing pattern developed.	
X	X		3. OIC/I and AID/W should be prepared, if necessary, to continue subsidizing the OIC/L operation for a longer period than presently planned.	
X			4. AID should amend the OIC contract to provide additional funding as necessary to provide adequate housing, furniture and educational and other direct cost allowances for maintenance of the OICI staff.	
		X	5. OIC/L should contract with a consultant to carry out a comparative field follow-up survey of OIC completers and a sample of non-OIC-trained personnel in similar jobs. This should be done within the next few months to permit the selected firm to begin work on the survey design. An effort should be made to identify a suitable local firm.	
X			6. OICI should work out an agreement clarifying the (see cont.)	

D. REPLANNING REQUIRES	E. DATE OF MISSION REVIEW
REVISED OR NEW: <input checked="" type="checkbox"/> PROP <input type="checkbox"/> PIP <input type="checkbox"/> PRO AG <input checked="" type="checkbox"/> PIO/T <input type="checkbox"/> FIO/C <input type="checkbox"/> PIO/P	

PROJECT MANAGER. TYPED NAME, SIGNED INITIALS AND DATE	MISSION DIRECTOR. TYPED NAME, SIGNED INITIALS AND DATE
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Opportunities Industrialization Center.

6. PROJECT DURATION: Began FY _____ Ends FY _____	7. DATE LATEST PROPOSAL	8. DATE LATEST PIP	9. DATE PRIOR PAR
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10. U.S. FUNDING	a. Cumulative Obligation Thru Prior FY: \$	b. Current FY Estimated Budget: \$	c. Estimated Budget to completion After Current FY: \$
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11. KEY ACTION AGENTS (Contractor, Participating Agency or Voluntary Agency)

a. NAME	b. CONTRACT, PASA OR VOL. AG. NO.

I. NEW ACTIONS PROPOSED AND REQUESTED AS A RESULT OF THIS EVALUATION

A. ACTION (X)			B. LIST OF ACTIONS	C. PROPOSED ACTION COMPLETION DATE
USAID	AID 'W	HOST		
			<p>(No.6 cont.)</p> <p>working relationship (i.e. lines of authority and responsibility) between its field staff in Lagos and the board and staff of OIC/L. This agreement should be drafted and signed by both parties as soon as possible.</p> <p style="text-align: center;"><u>Clearance:</u></p> <p style="text-align: center;">PRM/E: _____</p> <p style="text-align: center;">PRM/O: _____</p>	

D. RE PLANNING REQUIRES	E. DATE OF MISSION REVIEW
REVISED OR NEW: <input type="checkbox"/> PROP <input type="checkbox"/> PIP <input type="checkbox"/> PRO AG <input checked="" type="checkbox"/> PIO/T <input type="checkbox"/> PIO/C <input type="checkbox"/> PIO/P	

PROJECT MANAGER: TYPED NAME, SIGNED INITIALS AND DATE	MISSION DIRECTOR: TYPED NAME, SIGNED INITIALS AND DATE
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James H. Kirk

William R. Ford

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II. PERFORMANCE OF KEY INPUTS AND ACTION AGENTS

A. INPUT OR ACTION AGENT CONTRACTOR, PARTICIPATING AGENCY OR VOLUNTARY AGENCY	B. PERFORMANCE AGAINST PLAN							C. IMPORTANCE FOR ACHIEVING PROJECT PURPOSE (%)					
	UNSATISFACTORY		SATISFACTORY			OUTSTANDING		LOW		MEDIUM		HIGH	
	1	2	3	4	5	6	7	1	2	3	4	5	
1. OICI			X										X
2.													
3.													

Comment on key factors determining rating

OIC/I inputs, though much delayed, have been highly satisfactory as to quality of personnel, equipment and backstop support. Most of OIC/I personnel and equipment are currently in place or in transit. OIC Philadelphia has had difficulty in living up to some AID regulations and procedures, but specific problems (i.e. reporting on commodity procurement, and contract expenditure) were addressed in an AID audit in June 1971 and have since been remedied. In addition, OICI and AID/W have jointly developed a set of guidelines which spell out the responsibilities of all parties and provide the framework for improved communications among the parties as well as improved administrative management of the project. (see cont.)

4. PARTICIPANT TRAINING					X									
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Comment on key factors determining rating

Participant training was carried out as planned and adequately meets the needs of the project.

5. COMMODITIES				X										
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Comment on key factors determining rating

There was some delay in the arrival of commodities. The quality and quantity of commodities was adequate.

6. COOPERATING COUNTRY	a. PERSONNEL			X										
	b. OTHER Visas, trainees, site & facility.				X									

Comment on key factors determining rating

1. OIC/L's provision of personnel has been satisfactory given the delay in the arrival of key OICI specialists and equipment and the generally slow start of the program. During the course of this evaluation, however, the Mission has become aware of some inconsistencies in OIC/L's authorized versus its actual staffing level. In January, 1971 (amendment #1 to T.O. #3) OIC/I was authorized to use AID funds in support of 18 local positions (17 professionals, 1 secretary). At present we are informed that OIC/I is actually supporting twenty local positions (18 professionals, 2 secretaries). As far as we can determine, the staffing level has not been officially amended by AID and we are unable to confirm the origin of this change; therefore we cannot present an accurate picture of how actual performance compares with expected performance.

(see cont.)

7. OTHER DONORS														
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(See Next Page for Comments on Other Donors)

SECURITY CLASSIFICATION
UNCLASSIFIED

PROJECT NUMBER 620-11-610-302

PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

PAGE 2 PAR (Cont.)

A. INPUT OR ACTION AGENT - Comment:

However, owing to several factors, OIC/I provision of housing, furnishings and health care facilities for its staff in Lagos has been inadequate and the primary reason for at least three staff members leaving the program ahead of schedule and for a continuing morale problem among the field staff. Among these factors are: the constraint imposed by the amount awarded for this contract; the substantial rise in the cost of living in the Lagos area since the award of the contract and administrative determinations made by OIC/I in order to conserve funds which placed limitations on certain categories of expenditures.

Based on the anticipated needs of the program and information obtained from three local realtors and two local furniture dealers provided by the OICI program advisor the housing and furniture allowances required to secure adequate accommodations are at least \$7500 per family per year 3 years in advance and \$5000 per housing unit respectively.

In addition, the OIC/I Field staff maintains that the original allowance made for local operating costs did not include the costs of operating and maintaining a vehicle although the expenditure of AID funds for this purpose is specifically authorized in T.O.#3, Special Provisions, F. It appears to the Mission that OIC/I made an administrative determination to eliminate vehicle operations/maintenance from the "other direct costs" category. The OIC/I field staff has estimated \$2400 per year maintenance and operating costs and \$2380 for 2 drivers. If these costs are to be included the "other direct costs" allowance would have to be raised from its current \$5000 per year to \$10,200 per year. Attention may have to be given also to adjusting the educational allowance as local tuitions at schools which OICI staff dependents attend are expected to increase for the Fall 1972 session.

Finally, indications are that no formal agreement was ever reached between OICI Philadelphia and OIC/Lagos regarding the specifics of the working relationship of the OICI field staff in Lagos and the OIC/L staff and BOD. The OICI program advisor in Lagos indicates that he knows of no formal guidelines which might clarify these relationships.

As a result, neither the OICI staff nor the OIC/L staff and Board are clear as to what their specific responsibilities and authority are. Because this situation has produced friction between the two groups and is at least potentially detrimental to the program, it seems desirable for OICI and OIC/L to develop guidelines to clarify the working relationship between the two.

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PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

PAGE 2 PAR (Cont.)

6. COOPERATING COUNTRY - Comment:

As far as actual performance is concerned, by January 1972, 15 professionals were on board. Four professionals (job development specialist, a counsellor, 2 feeder specialists) have left the staff since January. As a result, the OIC/L staff presently has 11 professional staff positions filled and plans to fill six more. Interviews are currently being conducted to fill 3 (job developer, vocational instructor for airconditioning and refrigeration, and a feeder specialist). These positions are expected to be filled within 4-6 weeks.

However, because of the delay in the arrival of the U.S. specialists and key equipment and the initial difficulty of keeping local professional staff under these conditions, counterpart development has not proceeded as planned. Where U.S. specialists have had sufficient overlap with their counterparts optimum training conditions did not exist because of delayed arrival of necessary equipment and parts. In other instances delayed arrival of technicians because of visa and other problems has resulted in insufficient overlap of technician and counterpart. Finally, the delays referred to before have produced a situation in which some U.S. specialists' positions will be ending before the program begins to operate at full capacity or shortly thereafter. Technical advice and assistance would thus not be available to these counterparts at a crucial point in their development. For these reasons, it seems desirable for OICI to reconsider its staffing requirements in light of the present needs of the program and develop a new staffing pattern reflecting these needs. Further, AID should be prepared to provide funding for any additional man-months required.

2. FMG failed to grant visa to one OICI professional in timely manner resulting in loss of approximately 13 man months.

3. OIC/L's performance in provision of candidates for training was excellent. Number of qualified candidates provided exceeded number required.

4. Provision of site is minimally adequate. Temporary site and pre-fab building currently being used and expanded to allow optimum level of operation. Negotiation currently underway for permanent site.

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II. 7. Continued: Comment on key factors determining rating of Other Donors

III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage/Rate/Amount)					
		CUMU- LATIVE PRIOR FY	CURRENT FY 72		FY 73	FY 74	END OF PROJECT
			TO DATE	TO END			
Nigerian administrative staff.	PLANNED	4					4
	ACTUAL PERFORM- ANCE	0	3				
	REPLANNED						4
Nigerian instructors	PLANNED	-	10	10	10	10	10
	ACTUAL PERFORM- ANCE	-	9				
	REPLANNED						11
Annual trainees enrolled.	PLANNED	100	150	300	300	300	300
	ACTUAL PERFORM- ANCE	54	130				
	REPLANNED						
Average enrollment/annual successful* completers of feeder program.	PLANNED	100/90	150/140	300/285	300/285	300/285	300/285
	ACTUAL PERFORM- ANCE	0/0	123/115				
	REPLANNED			123/115			-
B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS		COMMENT:					
1. Establish Board of Directors. Appropriately staffed by 1971.		Board of Directors fully constituted and functioning adequately. Board is composed of prominent private citizens including doctors, lawyers, university professors and has FMG representation through Ministry of Economic (see cont.)					
2. Site and physical plant. Capable of handling 300 per year by 1973.		COMMENT: Program currently housed in temporary facility under two year lease through August 1973. Process of making this facility fully operational through pre-fab construction will be completed in 6-8 weeks. Negotiations with Local Planning Authority currently underway to secure plot of land for permanent site.					
3. Development of entrepreneurship management program. Appropriate program within scope of present project.		COMMENT: Originally, the entrepreneurship/management component and the job development function were to be the responsibility of the same person. However, the OICI budget submission for FY 73 proposes that these two areas will be operated independently and that a different specialist will head (see cont.)					

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II. 7. Continued: Comment on key factors determining rating of Other Donors

III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage/Rate/Amount)					
		CUMU- LATIVE PRIOR FY	CURRENT FY <u>72</u>		FY <u>73</u>	FY <u>74</u>	END OF PROJECT
			TO DATE	TO END			
Average entrants/completers of vocational training.	PLANNED	80/80	130/130	260/260	260/260	260/260	260/260
	ACTUAL PERFORMANCE	0/0	115/0				
	REPLANNED						
Average completors of total program (including those who go straight to employment from feeder training.)	PLANNED	90	140	285	285	285	285
	ACTUAL PERFORMANCE	4	9				
	REPLANNED			12	-	-	-
Vocational course developed and offered.	PLANNED	6	6	6	7	7	7
	ACTUAL PERFORMANCE	6	6				
	REPLANNED						
	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED						
B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS	COMMENT:						
4. System for job market analysis and for self evaluation of OIC/L programs. Applied, and capable of documenting project's achievement of targets.	OIC currently keeps extensive records files on trainees and relevant job market conditions. The data on trainees includes those entering and completing both the overall program and its major components, i.e., the feeder and (see cont.)						
5. Criteria and system for selection of trainees. Appropriate and applied to target population.	COMMENT: Following criteria developed with Nigeria Feeder Committee (sub committee of BOD): 1) Age: 18-35 years; possibility of outer limit being extended in future with phase in of adult basic (see cont.)						
6. Qualitative measure of trainee success. Appropriateness: consider job level, retention, LTT performance.	COMMENT: Follow up system established includes measure of appropriateness of job level, retention, advancement, and LTT performance if necessary for all OIC completors.						
							LTT - Labor Trade Test

II. 7. Continued: Comment on key factors determining rating of Other Donors

III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage/Rate/Amount)					END OF PROJECT
		CUMU- LATIVE PRIOR FY	CURRENT FY 72		FY 73	FY 74	
			TO DATE	TO END			
	PLANNED						
	ACTUAL PERFORM- ANCE						
	REPLANNED						
	PLANNED						
	ACTUAL PERFORM- ANCE						
	REPLANNED						
	PLANNED						
	ACTUAL PERFORM- ANCE						
	REPLANNED						
	PLANNED						
	ACTUAL PERFORM- ANCE						
	REPLANNED						
B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS		COMMENT:					
7. <input checked="" type="checkbox"/> System for acquiring job and financial pledges/commitments. In operation and effective by end of 1972.		No formal system established. Extensive contacts and discussions with industry and government officials, a media publicity campaign and fund raising drives have been initiated. This effort has brought in financial (see cont.)					
2.		COMMENT:					
3.		COMMENT:					

PAR CONTINUATION SHEET

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III.B.1 (Cont.)

Development and Reconstruction presence on BOD. The BOD has been in existence for a two years and actively participates in OIC program by interviewing prospective staff members, making curriculum suggestions, etc.

III.B.3 (Cont.)

each area. The division of these functions into two positions will need to be justified by OIC/I in the new staffing pattern recommended by this evaluation. The job development specialist arrived in early May and is presently setting up the job development operation.

III.B.4 (Cont.)

vocational programs, job performance, retention and advancement. Data on completors is collected however only for one year. A statistical compilation is prepared every two months and a fuller report is prepared twice annually. The reports are prepared with little central coordination out of segments prepared by various individuals on their areas of concern. The OIC/I Nigerian staff feel the need for more systematic collection and use of data. They feel that it would be appropriate for the Nigerian project to adopt the system used by the OIC in the US to meet the requirements of such US domestic agencies as H.E.W., Dept. of Labor and the OEO. This would require the assignment of an additional OIC/I staff member whose job would be to manage and coordinate the collection of data and the preparation of reports based on that data. The main benefit would be much improved accuracy and utility of the information available to concerned observers of OIC.

Another limitation of the evaluation system as presently constituted is that it will yield little indication of the comparative effectiveness and efficiency of the OIC approach as compared to alternative means of developing similar types of skilled manpower. Specifically, it will produce only a small amount of information concerning on-the-job performance of OIC completors in comparison to non-OIC trained persons. This deficiency can be helped by following the performance of OIC completors for two or three years, rather than the present one year, and by collecting data on non-OIC personnel for comparison purposes. A field survey conducted by an independent consultant seems the best way of obtaining this information.

III.B.5 (Cont.)

education component.

2. Education: Primary 6 to (not inclusive of) West African School Certificate.

3. Employment Status: Unemployed or underemployed.

4. Lagos Residence: Selection criteria were effectively applied and an effective selection process was being used until April 3, 1972. At this time, the selection process was restructured by the Chairman of the OIC/L Board of Directors. This restructuring involved both a change in the composition of the selection panel and in the

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III.B.5 (Cont.)

criteria applied. Under the new system, OIC Lagos Board members and a representative of the West African Examination Council have replaced a panel composed of OIC/L counsellors and the criteria of proficiency in spoken English and general deportment and attitude have been added. The OICI Field staff view this change as unnecessary since the original selection system was functioning well and see the new criteria as anomalous to the OIC concept and philosophy. They further suggest that the abandoned selection process (panel composed of counsellors supported by the training staff) was far superior in terms of efficiency and cost than the present system. It would seem that the problem involved here reflects a lack of communication and perhaps agreement between OICI and OIC/L with regard to at least some areas of the program which should be addressed in the written working agreement recommended for this project elsewhere in this evaluation.

III.E.7 (Cont.)

contributions enabling OIC/L to pick up cost of 7 local non-professional staff for FY 71/72, and to develop a budget for FY 72/73 in which OIC/L picks up about 40% of local staff costs. Additionally, groundwork has been laid for securing additional financial contributions and job placement for trainees by setting up an Industrial Advisory Board composed of representatives of 14 business enterprises in Lagos and a Technical Advisory committee composed of local business men. Individuals on these committees have indicated they will hire OIC trainees upon demonstration of their competence in on-the-job training.

IV. PROJECT PURPOSE

A. 1. Statement of purpose as currently envisaged. 2. Same as in PROP? YES NO

Establish that the OIC method, compared to existing educational training programs, can effectively and efficiently mobilize community resources:

- (a) to develop the job potential of needful persons.
- (b) to reduce the shortage of intermediate level skilled manpower and,
- (c) to create new job opportunities.

B. 1. Conditions which will exist when above purpose is achieved.

2. Evidence to date of progress toward these conditions.

General:

Though some individual trainees have been placed in employment, a full class has yet to complete a full course and project not yet operating at level to allow adequate assessment of progress toward achievement of project purpose. Delay is result of:

- (a) Nigerian/American staff shortages in vocational areas.
- (b) Delay in arrival of equipment (did not begin arriving until July - August 1971).
- (c) Delay in securing suitable site and addition of required space to facility (present site not secured until October 1971 and construction of additional space not able to be started until AID waiver of host government ownership secured).

American staff shortages have been resolved. Nigerian staff shortages expected to be resolved by September 1. Though program currently operating at less than optimum level, OICI staff has been able to compensate for delayed equipment and personnel to some extent through input of (see cont.)

V. PROGRAMMING GOAL

A. Statement of Programming Goal

Develop intermediate level skilled manpower resources to meet Nigeria's needs.

B. Will the achievement of the project purpose make a significant contribution to the programming goal, given the magnitude of the national problem? Cite evidence.

If operationally successful and replicated, the OIC method, as adapted to local conditions, could make a significant contribution to developing intermediate manpower to meet Nigeria's needs. However, it is too early to tell for sure whether the pilot project's success will merit replication.

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IV. PROJECT PURPOSE

A. 1. Statement of purpose as currently envisaged.

2. Same as in PROP? YES NO

<p>B. 1. Conditions which will exist when above purpose is achieved.</p> <ol style="list-style-type: none"> 75% trainees find suitable employment within 90 days of completion and 75% retained for year. 100% entrepreneurship program completors establish own businesses and 75% survive two years. ___% management course completors placed in trainee or other managerial positions and ___% successful after one year (define criteria when new advisor arrives). CIC technique under consideration by education training authorities for wider application. 	<p>2. Evidence to date of progress toward these conditions. extra time and effort, and anticipates that program will be operating at full capacity by September 1972. Specifically:</p> <ol style="list-style-type: none"> First class not yet completed full course. Inadequate information available for assessment. Entrepreneurship/management program not yet begun. Entrepreneurship/management program not yet begun. Program not operational long enough to adequately assess this indicator. However, prominent citizens in a number of Nigerian communities i.e. Kwara State, South Eastern State, and North Central State have expressed (see cont.)
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V. PROGRAMMING GOAL

A. Statement of Programming Goal

B. Will the achievement of the project purpose make a significant contribution to the programming goal, given the magnitude of the national problem? Cite evidence.

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IV. PROJECT PURPOSE

A. 1. Statement of purpose as currently envisaged.

2. Same as in PROP? YES NO

<p>b. 1. Conditions which will exist when above purpose is achieved.</p>	<p>2. Evidence to date of progress toward these conditions.</p>
<p>5. OIC/L has capacity to continue full volume operation and adapt to changing needs without further international assistance by June 30, 1975:</p> <p>(a) Adequate numbers and quality of Nigerian staff.</p> <p>(b) Minimum annual budget of \$90,000 by 1975; financial support from private groups and government equal budgetary requirements.</p>	<p>interest in having OIC/L model replicated in their communities. Chairmen of citizen committees in these States are scheduled to attend OIC orientation in Philadelphia within next 3 months. Additionally, Ministry of Economic Development and Reconstruction has reviewed OIC operation. Director of Development Aid Division has expressed support of OIC concept and has intervened personally to assure clearances of personnel and equipment.</p> <p>5. Program not operational long enough to adequately assess this indicator. However, indications of progress at this early stage are as follows:</p> <p>(a) 11 professional staff positions have been filled; two others expected to be filled within 60 days.</p> <p>(b) OIC/L began to pick up local support costs in FY 71/72 i.e. the cost of 7 local non-professional employees. OIC/L 72/73 budget projects that 40% of total local staff costs will be met by local contributions. (see cont.)</p>

V. PROGRAMMING GOAL

A. Statement of Programming Goal

B. Will the achievement of the project purpose make a significant contribution to the programming goal, given the magnitude of the national problem? Cite evidence.

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IV. PROJECT PURPOSE

A. 1. Statement of purpose as currently envisaged.

2. Same as in PROP? YES NO

B. 1. Conditions which will exist when above purpose is achieved.	2. Evidence to date of progress toward these conditions.
(c) 50% of financial support comes from private sources and pledges of financial support and job placement 75% honored.	(c) At present 100% of OIC/L's local financial support comes from the local private community. Too early to assess extent to which financial support and job placement pledges met.
(d) Program direction and content progressively modified to meet changing job market and applicant trainee needs.	(d) Planned business machinery repair course dropped when survey of local situation revealed that local businesses trained own machine repair personnel. Courses adjusted to provide instruction to enable trainees to sit for Labor Trade Test if necessary. Also, are negotiating with appropriate officials to modify formal requirements for employment such as the Labor Trade Test requirement.
6. Cost per job ready trainee consistent with chosen criterion.	6. Criterion includes cost of placement plus training per trainee. Projected OIC/L budget for FY '73 and projected number of trainees completing program (approximately \$110,000 and 285 individuals) indicates cost for training and placing OIC trainees will be substantially less than that for existing post primary technical training schools in Nigeria.

V. PROGRAMMING GOAL

A. Statement of Programming Goal

B. Will the achievement of the project purpose make a significant contribution to the programming goal, given the magnitude of the national problem? Cite evidence.