A.I.D. EVALUATION SUMMARY PART I

(BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS)

IDENTIFICATION DATA

A. REPORTING A.I.D. UNIT: RDO/C
(Mission or AID/W Office)
(ES# 538-87-03)

B. WAS EVALUATION SCHEDULED IN CURRENT FY ANNUAL EVALUATION PLAN?
yes ☒ slipped ☐ ad hoc ☐
Eval. Plan Submission Date: FY 87 Q 2nd

C. EVALUATION TIMING
Interim ☐ final ☒ ex post ☐ other ☐

D. ACTIVITY OR ACTIVITIES EVALUATED (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report)

Project #	Project/Program Title (or title & date of evaluation report)	First PROAG or equivalent (FY)	Most recent PACD (mo/yr)	Planned LOP Cost ('000)	Amount Obligated to Date ('000)
538-0073	Regional Non-Formal Skills Training	82	09/87	4,771	4,072

ACTIONS

E. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

Action(s) Required	Name of officer responsible for Action	Date Action to be Completed
1. Obtain AID/W approval for extension of the PACD to September 30, 1989 to facilitate design of an amendment for a third phase of the project	S. Griffith	03/31/87 (completed)
2. Obtain the services of a team to design the amendment to the project paper	S. Griffith S. Heishman	04/30/87 (completed)
3. Finalize the amendment to the project paper and complete the amendment to the Agreement with the OAS	S. Griffith J. Wooten	06/30/87 (completed)

(Attach extra sheet if necessary)

APPROVALS

F. DATE OF MISSION OR AID/W OFFICE REVIEW OF EVALUATION: mo 03 day 13 yr 87

G. APPROVALS OF EVALUATION SUMMARY AND ACTION DECISIONS:

	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
Signature Typed Name	Stafford Griffith		Darwin Clarke	James S. Holtaway
	Date: 09/04/87	Date:	Date: 09/11/87	Date: 9/30/87

FILE

ABSTRACT

H. EVALUATION ABSTRACT (do not exceed the space provided)

The project aims to assist countries of the Organization of Eastern Caribbean States (OECS) to improve the employability and incomes of their unemployed youth and to institutionalise non-formal skills training. The project is being implemented by the OAS and participating Governments. The external evaluation was conducted by a four-person team of experts. It was based on a review of project documents, the mid-term (02/85) Evaluation Report, implementation plans, visits to participating countries and interviews with project personnel, Government officials and trainees. The purpose of the evaluation was to assess the extent to which the project has achieved its goal purpose and objectives and to recommend appropriate modification.

The major findings and conclusions are:

The project has been effective and will meet its goals for people trained. Placement rates range from 70% to 90%. Self-employment did not play a major role in the training;
The quality of training has been high and instruction was highly oriented towards practical application;
From an economic perspective, the project appears to be viable and productive and the conditions justifying the project implementation continue to exist.

Overall the process of institutionalization has proceeded well.

The project is helping to remove a constraint to the expansion of the OECS economies.

The evaluators recommend that a new project should be funded to continue operations. However, the administration should be simplified and assistance should be restructured to a training and systems development mode with emphasis on institutionalization.

The evaluators noted the following "lessons".

The project is regarded a valuable one by the private sector and has become an important element in country investment promotion.
Training costs per participant are higher for self-employment than for industrial training.
Where political forces have influenced the choice of project staff or location of the project office, the result has been to the detriment of goal achievement.

COSTS

I. EVALUATION COSTS

1. Evaluation Team

Name	Affiliation	Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (US$)	Source of Funds
John Comings,	World Education	538-0073-S-00-7014-00	$14,491	Project
Louis Saavedra		538-0073-S-00-7017-00	$11,960	Project
Robert Girling		538-0000-S-00-7016-00	$11,465	PD&S
Erskine Rawlins		538-0073-S-00-7015-00	$ 7,692	Project

2. Mission/Office Professional Staff Person-Days (estimate) 10

3. Borrower/Grantee Professional Staff Person-Days (estimate) 15

A.I.D. EVALUATION SUMMARY PART II

J. SUMMARY OF EVALUATION FINDINGS, CONCLUSIONS AND RECOMMENDATIONS (Try not to exceed the 3 pages provided)
Address the following items:

- Purpose of activity(ies) evaluated
- Purpose of evaluation and Methodology used
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office: RDO/C

Date this summary prepared: Aug.28, 1987

Title and Date of Full Evaluation Report: Evaluation of the Regional Non-Formal Skills Training 01/29/87

This grant aims to address the unemployment problem in general, and in particular among the youth, in the Eastern Caribbean LDCs by improving the employability of youth. The program is intended to increase the qualified workforce and release a constraint on further expansion of tourism, manufacturing and small business. Thus, it is an important element in the Mission Strategy for private sector development.

The purpose of this evaluation was to review project activities completed in order to assess the extent to which the project:

(a) had achieved the goal of improving the employability and incomes of the unemployed and underemployed in the participating countries and;
(b) was effectively providing appropriate non-formal skills training and support services to the target group and;
(c) had succeeded in institutionalising such training in individual countries.

The evaluation methodology involved data collection through reviews of Mission and implementing agency (OAS) documentation, observation visits to training centers, consultations/interviews with national staffs, OAS and RDO/C personnel, trainers, graduates, Ministry officials and employers. The evaluation was conducted by a four-person team over a period of three weeks.

The Evaluation Report includes a number of major findings and conclusions in response to the questions posed in the scope of work. First, the report notes that the assumptions that were deemed essential for the achievement of the project goal appear to remain valid - the political systems in the region remain stable, support for national development exists, there is a favorable climate for economic growth and businesses are supporting an appropriate employment climate. Second, there is evidence to suggest that the goal of the project has been partially achieved and will be fully attained with an extension of the project. Substantial progress has been made with making youths employable with at least 60 % of the target being met in each country. The training and placement targets for each country were 400 and 320 respectively (except for Dominica which were 750 and 600 respectively). Overall the project trained 2659 persons of whom 2186 were placed in jobs. There is strong indication from employers that trainees who complete the training courses are more employable. Thus, the project has been effective. Third, one of the most positive findings of this evaluation is that the Skills Training Program has been able to implement on a regional basis, a training program that captures the essence of the Modules of Employable Skills (MES) used as a model. The fact that the MES software was not generally available to instructors-trainers or to instructors did not prove a handicap.

SUMMARY

Instruction was highly oriented to practical applications and low towards theoretical and academic presentations as envisioned in the Project Paper. Placement of graduates was extremely good (70% to 97%) although it is still too early to tell about the eventual success of graduates from self-employment modules. Fourth, from an economic perspective, the project appears to be viable and productive. The investment of project funds to date has produced a net return which, when discounted at a 15% interest rate over 10 years yields a net present value of $3.2million. The ratio of costs to discounted benefits is 2.56. Estimated direct costs per trainee total $1252 per employed graduate. Fifth, overall the process of institutionalization, as measured by the ability of local staff to carry on the project without outside help has proceeded well. There is a functioning training network in each of the six countries that could administratively stand on its own, but in none of the countries have sufficient funds been budgeted to support the network. Thus, the issue of more financial support by participating countries to complete the process of institutionalization is one that needs to be addressed in a future phase of the program. Sixth, the implementing agency OAS has done a good job of laying the groundwork in each of the six participating countries. Problems have arisen from the complicated management structure of OAS/Washington, OAS/Regional Project Staff and OAS/Country Directors. Nevertheless, the OAS Management of the project has been generally effective and the training provided to national staffs has been adequate. Seventh, except in Dominica where almost 17% of the participants trained went into self-employment, self-employment did not play a major role in the training. All countries expressed a desire to do more self-employment, but for this to be successful an effective mechanism for providing start-up capital would have to be established and become functional. This mechanism should also include technical assistance after the business has been started. Finally, the projects's development impact is evident. It is helping to remove a constraint to expansion of the economies of the OECS countries. By training entry level employees, the project has helped new businesses to begin operations and existing businesses to expand. One benefit which follows from the project is the additional income which accrues to the largely unemployed trainees. Employers benefit from improved levels of productivity, work attitudes and reduced time required for workers to reach job competency, as well as lower wastage and worker turnover.

Since the last evaluation conducted in 02/85, the Skills Training program has made significant progress. Most of the recommendations for that evaluation have been implemented. Two areas where progress has been made and are worthy of note are in respect of efforts to train women in non-traditional occupations. At least 50% of the trainees entering jobs in industry are women. Also, placement of graduates has been emphasised as recommended. On the other hand, the recommendations to provide management training and a loan fund for self-employed graduates, as well as to ensure financial autonomy remain as priority items for future development of the project.

The principal recommendations of this evaluation are that the project should be extended for a further two years with a modified design to focus on:

(i) institutionalization of training activities beginning with RDO/C/OAS/Country dialogue from the design stage;
(ii) a reduction of OAS management involvement;
(iii) the provision of stipends which individual countries can support at the end of the project;
(iv) regional cooperation through the OECS Secretariat; and
(v) the development of specific courses such as social skills and self-employment manuals.

The following lessons are worthy of mention:

(a) The project goal appears to be a valuable one. A good Skills Training Program can become an effective piece of a larger investment promotion package. Training for larger industries is easy and inexpensive, but the quality of placement is related to the type of ownership and management of the company

(b) Training modules for smaller indigeneous enterprises are more expensive since fewer trainees are needed in each module. These enterprises, though, appear to provide a slightly better work environment and placement is likely to be more stable.
Although self-employment modules require more time and effort and are probably the most expensive, a skills training project will contribute to an expansion of the small business sector.
(c) Some access to small amounts of credit or small grants is an essential part of helping the participants in self-employment modules succeed after training.
(d) External factors such as political, policy, economic, social and bureaucratic conditions will affect the operation of a project either positively or adversely.
(e) In a skills training program, training in work attitudes or social skills is as important as technical learning.

ATTACHMENTS

K. ATTACHMENTS (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier)

Copy of Evaluation Report and Appendixes.

MISSION COMMENTS ON FULL REPORT

L. COMMENTS BY MISSION, AID/W OFFICE AND BORROWER/GRANTEE

Generally, the report was found by the Mission and the Grantee to be well and objectively prepared. It responded satisfactorily to the scope of work and provided informative answers to the questions posed. The only exception was that the Executive Summary did not contain information about lessons learned as required for that section by the Mission's scope of work.

In the Mission's view, the evaluators used the time in the field effectively and demonstrated in their report a full understanding of the project, a careful assessment of its impact and progress to date and a lucid presentation of the few problems encountered during implementation.

In particular, the Mission was impressed by the effort to use the data gathered to determine the cost-effectiveness of the project and to arrive at a benefit cost ratio and cost per trainee.

The Mission felt that the recommendations were generally acceptable and therefore used these as the basis for modifying the project design for a third phase of project implementation.

EVALUATION OF THE
REGIONAL NON-FORMAL SKILLS TRAINING PROGRAM

United States of America
Agency for International Development
Regional Development Office/Caribbean
Project Number: 538-0073

January 29, 1987

JOHN P. COMINGS, TEAM LEADER
ROBERT H. GIRLING
ERSKINE RAWLINS
LOUIS E. SAAVEDRA

Evaluators

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I. Executive Summary

The purpose of this evaluation was to review project activities completed under the Regional Non-Formal Skills Training Program in order to assess the extent to which the project, at the time of the evaluation has achieved the goal, purpose, objectives and end of the project status as in the OAS/USAID Project Agreement as amended, and the Project Paper as amended and to make recommendations in the light of the review for possible modifications of the project.

In order to achieve that purpose, a team of four evaluators visited the six project countries between January 13 and 24, 1987. The evaluators visited antique and St. Vincent as a group ad split into 2 group for the other 4 countries. After 2 weeks of date gathering the team met in Barbados and care to agreement on the findings. The following is a summary of the evaluation.

1. Effectiveness of the Project

The Skills Training Project will meets its goals for people trained, and there is strong evidence that those people have had their incomes increased and employability enhanced. Table 1 sets out the achievement, as of January 31, 1987, of the project in reaching the goals for people trained. The goal for each country was 400 trained and 320 placed in employment (except for Dominica which was 750 and 600) with an 80% placement rate.

Table 1. Project Outcomes, Number Trained

	Trained	Placed	In-Training	% of Placement Goal Achieved		Placement Rate
				Absolute	Prorated	
Antigua	243	207	59	65%	104%	85%
Dominica	704	551	51	92%	113%	78%
Grenada	375	275	35	86%	138%	73%
St. Kitts	239	168	2	53%	84%	70%
St. Lucia	813	708	142	221%	272%	87%
St. Vincent	285	277	22	87%	139%	97%

The pro-rated numbers for goal achieved were calculated by taking the number of months of actual operation of the project (15 months in the 4 new countries and 39 months in St. Lucia and Dominica) and decreasing the goal by a factor related to the full term of the project (24 months in the new

countries and 48 in the two earlier sites). For the new countries 62.5% of the goal was used and for the two earlier countries 81.2% of the goal was used.

2. Quality of Training

One of the most positive findings of this evaluation is that the Skills Training Program has been able to implement on a regional basis, a training program that captures the essence of the Modules of Employable Skills used as a model. Staff and instructors developed, in nearly each case, country specific modules which had carefully drawn on existing MES technology. The fact that MES software was not generally available to instructor-trainers or to instructors did not prove a handicap. Instruction was highly oriented to practical applications and low towards theoretical and academic presentations as envisioned in The Project Paper. Placement of graduates was extremely good although it is still to early to tell about the eventual success of graduates from self-employment modules.

3. Cost Effectiveness and Economic Outcomes

From an economic perspective the project appears to be viable and productive. The investment of project funds has produced a net return which when discounted at a 15% interest rate over 10 years yields a net present value of $3.2 million. The ratio of costs to discounted benefits is 2.56. The payback period for the project costs is estimated at 24 months. (Table 3 on page 29)

The goal of institutionalization of the project was not achieved up to the time of the evaluation. The conditions justifying the project implementation continue to exist in the region.

In addition, the project is viewed by regional investors and IDCs as an important factor in attracting expanding production and employment and to a lesser extent - one of a number of factors which is useful to foreign investors.

One benefit which flows from the project is the additional income which accrues to the largely unemployed trainees. Employers benefit from improved levels of productivity, work attitudes and reduced time required for workers to reach job competency, as well as lower wastage and worker turnover. A significant number of employers indicated that they relied on the project to recruit their workforce.

Estimate direct costs per trainee total $1,252 and $1,755 per employee graduate. Indirect costs are estimated at $450. These figures compare with $912, for all trainees, $1,724 for employed trainees and $410 in indirect costs during the first evaluation of the project. The total expended on the project to date is $2,075,000 or 56% of the project cost.

4. Institutionalization

Overall, the process of institutionalization, as measured by the ability of local staff to carry on the project without outside help has proceeded well. St. Lucia and Dominica, with almost four years of experience are independent of outside help. The four new countries give clear indication that they, too, have learned how to implement this project, though they are still depending on OAS for some assistance. Table 2 (p. 21) provides a summary of the key findings.

All countries state that they are willing and able to take initial steps toward financial institutionalization, and are already contributing to the funding of the project. While financial support, at the present level of effort, is outside the ability of any of the participating countries at this time, additional steps toward partial contributions may begin in the next phase.

5. OAS Management

The OAS has done a good job of laying the ground work for project activities in each of the six countries. Problems have arisen from the complicated structure of OAS/Washington, OAS/Regional Project Staff and OAS Country Directors management of the project. In addition, OAS project advisors have been spending most of their time in direct project work that country staff will eventually have to do by themselves and on administration of the project. The training effort and most of the systems development effort done by OAS has been effective.

6. Self-Employment

Except in Dominica where almost 17% of the participats trained went into self-employment, self-employment did not play a major role in the training. All countries expressed a desire to do more self-employment. A loan fund of $50,000 was provided to the project, but none of that money was used - because of confusion over wording governing its disbursement. In Dominica, loan funds were secured from another source and they were used successfully.

7. Development Impact

The project is helping to remove a constraint to expansion of the economics of the OECS countries. By training entry level employees, the project help new business begin operation and existing businesses expand.

8. Specific Recommendations

o After a six month no-cost extension of the project a new project should be funded to continue operations, without a break, up to September 1989.

o In a third phase of the project, the OAS should reduce the size of its staff, simplify the administration of the project and restructure assistance into a training and systems development mode.

o The project should have specific agreements between the OAS and each country with a description of the final institutionalized project and the steps that will be taken to reach that goal.

o The present information system should be dropped and replaced by a new system which responds simply to each country's needs.

o Fiscal and budgetary arrangements should be simplified and more attention and responsibility should be given to the Country Directors to manage the budget.

o The present stipend of EC$25 should be raised in some specific cases, but the increase should be partially borne by the countries. The stipend should be continued so that the project can continue serving the poorest of the poor in the region. To eliminate the stipend would bar access to the poorest persons this project was intended to assist.

o Regional cooperation should be fostered through the OECS Education Desk in St. Lucia or a similar institution.

o Some attention by this project or another project should be paid to training first level supervisors and management people already employed.

o Some specific course development on a regional basis, particularly for the social skills course and the business skills course should be undertaken.

II. Description of Methodology

The Team Leader, John P. Comings, spent a day receiving a briefing from OAS staff in Washington, D.C., before joining the balance of the evaluation team in Barbados, W.I.

After additional time spent reviewing available project documents and briefing papers, Dr. Comings, Louis E. Saavedra, and Erskine Rawlins met with USAID staff for additional briefing. Present at the briefing included Al Bisset, D/DIR; Peter Orr, SA; David Mutchler, C/FRM; Gerrit Argento, C/PS&M; Darwin Clarke, SPS; Jason Brown, PSO; John Wooten, PDO; Mike Huffman, PDO; Holly Wise, C/HPE; and Stafford Griffith, Sepa.

The evaluation team was joined by team member Robert H. Girling in Antigua to carry out the balance of the evaluation activities.

Specifically, the evaluators considered the following matters, all indicated in the team's scope of work:

The responsibility of the Contractor shall include but shall not be limited to the following tasks:

(a) Review (i) the OAS/USAID Project Agreement and amendments thereto and (ii) the Project Paper and the Amended Project Paper so as to be conversant with the scope and intent of the Regional Non-Formal Skills Training Project.

(b) Review the February, 1985 Michael Useem and Robert Girling Evaluation Report for the project with a view to using the findings, conclusions and recommendations therein in assessing the project.

(c) Review OAS's Implementation Plans for the original and amended project, OAS's quarterly reports for the project, RDO/C'S Quarterly/Semi-Annual Reports and any other relevant documents at RDO/C or at the project offices of participating countries as sources of data to assist in assessing the project.

(d) Visit the OAS office in Washington for a briefing exercise with staff associated with the Regional Non-Formal Skills Training Project.

(e) Visit training centres in at least four of the six countries in which the project is currently implemented, i.e., Antigua and Barbuda, Dominica, Grenada, St. Kitts-Nevis, St. Lucia, and St. Vincent and the Grenadines to observe training courses currently conducted and the facilities, equipment and supplies utilized so as to obtain first hand information about project implementation.

(f) Consult with/interview the following persons (as applicable) in the countries visited: (i) staff of the National Project Office including the National Director, Job Development Specialist(s), Instructor Trainer and instructors employed by the project, (ii) OAS National Directors, (iii) OAS Regional Project Staff including the OAS Job Development Specialists (in Antigua and Barbuda, Grenada, St. Kitts-Nevis, and St. Vincent and the Grenadines only), the Regional Project Director (based in St. Vincent) and the Sub-Regional Project Director (based in Antigua), (iv) government officials associated with the project particularly those in the Ministry in which the project is located, (v) graduates from the Project and (vi) employers of those graduates, so as to obtain further sources of data for evaluating the project.

(g) Using the data collected, assess (i) the quality of management of the Project by OAS with special attention to turn-around time required for actions in the field, (ii) the usefulness of the contribution of various OAS Regional Project staff and National Project staff to project implementation, (iii) the role of the local OAS office in project implementation in participating countries, (iv) the appropriateness of the present arrangement of having the project within participating countries managed and staffed by government, (v) the extent to which of the Advisory Committees and the Technical Committees are serving their intended purpose. (vi) the adequacy of administrative arrangements for project implementation in the participating multi-island states, i.e., Antigua and Barbuda, Grenada and Cariacou, St. Vincent and the Grenadines, and St. Kitts-Nevis, (vii) progress of participating countries in putting in place a mechanism for sustaining the skills training program (financially and administratively) beyond the period of OAS-USAID funding, (viii) the adequacy of the current level of stipends paid by the project, (ix) the quality and utility of the training conducted including the adequacy of the duration of training, (x) the level of income improvement which resulted from the project, (xi) the usefulness of the project information system established by the OAS as a management and trainee-tracking device, and (xii) how (and how successfully) the project fits into RDO/C's and OAS's overall development strategy for the English speaking Caribbean; special attention should be given to OAS's employment generation criteria adopted by the Inter-American Economic and Social Council in its programmatic guidelines and the particular emphasis of RDO/C on private sector development and reduction of unemployment.

Accompanied by RDO/C staff, the evaluation team spent Jan. 13-15 in Antigua. Comings and Saavedra spent Jan. 16-19 in St. Kitts, Jan. 20-22 in St. Lucia, and traveled to St. Vincent on Jan. 22. Girling and Rawlins

BEST AVAILABLE

spent Jan. 16-19 in Dominica and traveled to Grenada spending Jan. 20-22 on the evaluation at that venue and arrived in St. Vincent on Jan. 22.

The evaluation team completed its field visits on Jan. 24 and returned to Barbados where the week of Jan. 26-30 was spent writing the evaluation report and calling by telephone those projects in which additional information was required.

Working as a group, the evaluation team found consensus on the major observations and findings in the report and apportioned segments of the evaluation report for writing. Under the direction of Dr. Comings, a first draft was made available to USAID RDO/C on Jan. 29.

III. Members of the Evaluation Team

Dr. John P. Comings served as Team Leader. He is a senior program officer for World Education, Inc., with home office at 210 Lincoln Street, Boston, Massachusetts. Dr. Robert H. Girling is affiliated with the Institute for Public Management (2519 Hill Court, Berkeley, CA) and with the California State University at Sonoma (Dept. of Management, Rohnert Park, CA). Mr. Erskine Rawlins is a retired Chief Education Officer with the Ministry of Education, Barbados, W.I. Mr. Louis E. Saavedra is president of the Albuquerque Technical Vocational Institute, 525 Buena Vista SE, Albuquerque, NM.

IV. Discussion of the Previous Evaluation

The previous evaluation of the OAS/USAID Regional Non-Formal Skills Training Project (# 538-0073) was conducted and a final report made Feb. 1, 1985, by Michael Useem and Robert Henriques Girling.

The evaluators recommended:

a. Continue the Skills Training Project in St. Lucia and Dominica;

b. Avoid delay in initiating the new phase of the St. Lucia and Dominica programs;

c. Use the St. Lucia and Dominica models to fashion national skills training programs in Grenada, St. Vincent, Antigua, St. Kitts;

d. Emphasize placement;

e. Build training flexibility;

f. Enhance project information;

g. Strengthen management training for self-employment;

h. Facilitate access to start-up capital;

i. Use part-time instructors;

j. Evaluate cost-effectiveness of training modules;

k. Experiment with fee-for-service training;

l. Draw organized labor into the training program;

m. Train women in non-traditional occupations

n. Establish a regional training newsletter;

o. Stress organizational autonomy; and

p. Press for financial autonomy.

The status of these recommendations at the time of the present evaluation was that most had been achieved except as follows:

There was not a uniform improvement of the management training needed for self-employment except in Dominica. Efforts to make start-up capital available has not progressed very far in five of the six countries involved. Because of a lack of valid information, cost-effectiveness of training modules has not been possible to ascertain. There have been no

significant examples of fee-for-service training. Organized labor has been drawn into the training program only at a very superficial level. A regional training newsletter has not been initiated. Although there has been pressure from RDO/C for financial autonomy of the project, the countries have not responded to the pressure in a significant way.

Of the recommendations which have not been fully implemented, the following remain as priority items for future development of the project:

a. Management training for self-employment graduates. This level of training focuses on basic business skills.

b. The loan fund, for which money was authorized in the project, has not been utilized because of technicalities and should be made available.

c. Financial autonomy, or institutionalization of the project, should be made a requisite of Phase III if one is approved.

Of the other recommendations, the project could be enhanced by but do not represent a significant deficiency to the project. This includes the cost-effectiveness study, fee for service activities, and a regional newsletter.

Organized labor is such a small factor in the participant countries that further attention to this recommendation is not indicated.

Women make up more than 50% of the trainees. They are being trained for work that is non-traditional to their culture, but it should be voted that entry level jobs in light manufacturing and tourism are becoming traditional women's work in the Caribbean.

V. Progress to Date

A. Goal and Purpose of the Project

Unemployment in the OECS countries is estimated to be between 20% and 30%. Regional economists and OECS country officials state that the economies of the region are improving, but growth in the labor force is keeping unemployment and underemployment unacceptably high. Among youth (15 to 25 years of age), unemployment is thought to be much higher than the average. In those countries where tourism and manufacturing have expanded, the availability of trained and disciplined workers has proven to be a factor constraining rapid expansion.

The goal of the Non-Formal Skills Training Project is to improve the employability and income of the unemployed and underemployed in the OECS countries participating in the project. The specific purpose of the project (that is, the way in which the project is going about meeting that goal) is two-fold:

1. to provide appropriate non-formal skills training and support services to individuals, particularly 15-25 year-olds, who are seeking improvement in their incomes and employment conditions, and

2. to assist participating governments to institutionalize the non-formal skills training so that it will continue to be available in the future.

The training is m ant to prepare the target group to participate in the economic growth now taking place in the OECS countries (all countries had positive GNP growth in 1986 and are expected to do well again in 1987) and, in turn, help fuel that growth by the contribution of their efforts as employees and entrepreneurs. The people trained in this program increase the qualified workforce and release a constraint on further expansion of tourism, manufacturing and small business.

The assumptions in the original project paper that were deemed essential for the achievement of the project goal appear to remain valid. The political systems in the region remain stable, and support for national development still exists. There is a favorable climate for economic growth, and small and medium size businesses are supporting an appropriate employment climate.

There is clear evidence that the goal of the project has been partially achieved. This evaluation document describes how and to what extent the project achieved the two purposes that support that goal, analyzes the lessons learned from this experience, and makes suggestions for the future of the project.

B. Inputs

1. People Trained

During the project period (March, 1985 to March, 1987), USAID was to provide $3,200,000 to help fund the project. During that same period, the OAS was to provide $440,000 of funding and in-kind services, and the six participating governments were to provide $314,000. Sufficient funds remain to continue the project at its present level of effort to September, 1987, a six month extension. This underspending was caused by late start-up due to the time required to meet the preconditions for disbursement.

Each participating country provided salaries for staff and office space. The OAS provided long term and short term technical assistance and management of the project. USAID's contribution paid for technical assistance, training funds, commodities, the refurbishing of some training facilities, and part of the OAS management costs.

Under technical assistance, a Project Director, Deputy Director/Instructor Trainer, and four Job Development Specialists from the OAS provided 12 person years of long term assistance. Short term assistance was provided in the development of an information system and staff training. Training funds were used to pay stipends to trainees and salaries to instructors. Each country now has an office with sufficient equipment and one vehicle.

C. Outputs

1. People Trained

The "End of Project Status" in the Project Paper sets goals of 400 persons trained and 320 placed in each country except Dominica which is to have 750 trained and 600 placed. This represents an 80% placement rate in all cases. The following is the level of achievement as of January 31, 1987:

				% of Placement Goal Achieved		Placement
	Trained	Placed	In-Training	Absolute	Prorated	Rate
Antigua	243	207	59	65%	104%	85%
Dominica	704	551	51	92%	113%	78%
Grenada	375	275	35	86%	138%	73%
St. Kitts	239	168	2	53%	84%	70%
St. Lucia	813	708	142	221%	272%	87%
St. Vincent	285	277	22	87%	139%	97%

The prorated numbers for goal achieved were calculated by taking the number of months of actual operation of the project (15 months in the 4 new countries and 39 months in St. Lucia and Dominica) and decreasing the goal by a factor related to the full term of the project (24 months in the new countries and 48 in the two earlier sites). For the new countries 62.5% of the goal was used and for the two earlier countries 81.2% of the goal was used.

The number of people trained appears to be accurate information. Placement, on the other hand can be deceiving. In the project records, placement is taken to be accomplished if at the end of the training a participant is provided with a job. No accurate records exist to show how many trainees remain in their job once placed. For example, 101 of St. Vincent's 277 placed workers went to work for an industry that closed down 7 months after the first training began. There is an indication that at least 40 of those workers are now employed elsewhere. The industry claims that it plans to open up again soon, but there is no hard evidence that that is true.

These statistics do not give a complete picture of the effect of the project, however they do represent an indication of a level of effort. If attention is paid to the language of the project goal, part of that goal is to increase employability and part is to increase income. There is strong indication from employers that trainees who complete the skills training project courses are more employable. If an industry goes out of business or if an individual trainee decides to leave a job, the employability remains.

Though the data is open to interpretation and some of the country statistics may be suspect, sufficient activity was observed to lead the team to believe that the numerical goals for people trained, people placed and placement rate will be met by the end of the extension or will be more than 90% of the goal. This is a reasonable level of achievement, albeit six months late.

The Project logframe also set out that each country should produce a set number of training modules varying from 19 to 54 for a total of 226. This figure was not found useful to the evaluation effort, since numbers trained and placed is much more important. This figure, though, can indicate that each country is producing a range of activities and not generating their entire output from only a few modules. The range was a bit greater, from 18 to 66, and the total was 216. Again, this is with six months of the project left to run. This goal of achieving a spread of different types of modules within each country has been achieved.

2. <u>Institutionalization</u>

The goals for institutionalization are less clear, but the "End of Project Status" gives some numerical objectives. A training network was to be established in each country that would have appropriate support services and a functioning information system. To help achieve this, training for 50 country staff was to be managed by the OAS.

There is a functioning training network in each of the six countries that could administratively stand on its own, but in none of the countries have sufficient funds been budgeted to support the network. The quality of this network now varies from sufficient to excellent. The quality appears to be a function of the staff selection, but there is an indication that the training provided by the OAS has improved the performance of that staff.

Training of country staff did take place in both formal training programs led by OAS staff or outside consultants and in on-the-job training by OAS long term technical staff. This training was not set out in a structured plan and, therefore, it is difficult to measure whether or not this goal has been met.

There is an information system that was developed for the project, but it is not being effectively used and it, in many ways does not serve the needs of the project.

Numerical goals were also set for the improvement of training facilities. Twenty-seven (27) such facilities were to be improved. Since no real description of this activity was provided, assessing this goal was difficult. Each country has set up an office which contains training facilities, but no other specific training site improvements were noted.

Overall, the process of institutionalization, as measured by the ability of local staff to carry on the project without outside help has proceeded well. St. Lucia and Dominica, with almost four years of experience are independent of outside help. The four new countries give clear indication that they, too, have acquired the skills needed to implement this project, though they are still depending on OAS for some assistance.

All countries stated that they are willing and able to take initial steps toward financial institutionalization, and are already contributing to the funding of the project. Full financial support, at the present level of effort, is outside the ability of any of the participating countries at this time.

D. Project Management

1. USAID

The USAID staff in the RDO/C office is well informed on the project. The OAS staff complained that there have been three different project officers managing the contract since the beginning of Phase I in 1981. Each new project manager has come to the job with a different point of view, and the OAS staff felt that this has caused some confusion.

Though there is an agreement between AID and the OAS, that document does not constitute an implementation plan. This leaves the Project Paper as the document used for project monitoring.

RDO/C staff has limited time available for project monitoring, and a project operating on six islands requires a lot of travel time. A clear implementation plan that would form the basis of the agreement between AID and the OAS would help facilitate this monitoring. It should be stressed that any implementation plan shall be flexible to allow it to respond to emerging needs. AID should focus its attention, not on details, but on the process of insitutionalization.

2. OAS Management of the Skills Training Project

The OAS followed a two tiered management of the regional project with the budget managed by OAS Washington and the administration and policy by the Area Project chiefs Arthur Henry and Brian Fluck. Both Henry and Fluck report to Hernan Hurtado Prem, Director of the Department of Social Affairs in the form of monthly and quarterly memoranda. The memoranda cover (a) activities accomplished by country, (b) plans for the coming quarter (c) problems and delays, (d) support requested from head office, and (e) human resource utilization. The Area Project Chiefs are responsible for (a) project monitoring and supervision, (b) training of national staffs (c) instructor training and (d) collection of information and preparation of reports.

The Area Project Chiefs request funding, after requests from national Project Directors, from OAS Washington. The money is then transferred as obligated funds through the office of the OAS National Director. The OAS National Director makes payment on the basis of vouchers and receipts. Washington is responsible for hiring regional staff and consultants.

In general the project management by the OAS has been effective. There were substantial delays (6 months) at the start of the second phase due, in part, to the slow pace of appointment of regional staff by OAS Washington. In his September, 1985 quarterly report Dr. Henry mentions this problem: "on the question of the appointment of job promotion specialists recommendations were made in July 9..... why it has taken so long for the people to be in place is very difficult to understand." And again in December he notes "job development specialists are not yet in the field. This is bound to cause serious delays in the implementation of the project".

An added problem was the naming of counterpart national staff which in St. Kitts and Nevis was still not in place as of the March 1986 quarterly report. However, the regional director sought resolution of this sort of problem (struggling valiantly against bureaucracy in Washington and Basseterre!).

On the plus side, national Project Directors reported that payment was prompt from the OAS regional offices. They note that the Project Director (Henry) was very effective in the initial project start up and in resolving administrative problems. The instructor trainer (Fluck) was reported, by national staff, as being an effective trainer and technical consultant.

Management problems which were identified by national directors were the following:

(1) The information system designed by the OAS consultant was complex and inappropriate.

(2) OAS provided for insufficient interchange of experience between the national staffs.

(3) They did not receive any reporting on their budgeting expenditures to date.

(4) The job manual which was to have been prepared for the national offices was not prepared.

(5) National staffs were unable to access the loan fund.

(6) OAS did not provide assistance requested in locating and training the business skills instructor in Dominica.

The shortcomings were discussed with the Project Director Dr. Henry who noted them and in some instances agreed to seek remedies. It should be noted that since October 1986, the project has been operating without the services of Dr. Fluck whose role has been assumed by a short term consultant. This consultant is not able to provide the instructor trainers with assistance. It appears that, now that the national teams are in place, the main functions provided by the OAS are project monitoring, budgetary control, and training.

The Job Development Specialists have been spending most of their time doing direct project work. In some cases they have been assisting the national Job Developer and in some cases they have been doing the job alone before a national Job Developer was appointed. The Job Development Specialists report to the OAS Project Director.

The efforts of the Job Development Specialists have helped to increase the level of initial effort in the project. Now, the Project is well known both by government and the private sector.

3. Country Staff

On the whole the performance of the national staffs has been good with a few exceptions. The evaluation team developed and used a four point behaviourally anchored performance rating system for measuring the quality of each national office. Each staff was reviewed with regard to its planning system and capability; information and controls, and problem solving skills. In two cases Dominica and St. Lucia the national staff was rated as "well qualified and experienced in all aspects of the project, capable of operating independently of supervision." Grenada was rated as "most project staff possess adequate qualifications needed to learn to

perform tasks". In the case of Antigua and St. Vincent the overall rating was lower with some staff members rated as possessing "minimal qualifications needed to learn tasks." St. Kitts/Nevis was rated "qualified."

A further question rated each National staff in terms of its readiness to carry on the project with minimal technical assistance. The results appear below in Table 2.

In Antigua, the country staff are new employees in the Ministry whose future is not yet secured. In all the other countries, the staff is seconded either within the Ministry or from another Ministry. Staff turnover has occurred, but new staff appear, on the average, to be well qualified and committed to the project effort. Finalizing positions for the staff would make training inputs more reliable.

TABLE 2

Readiness of National Staffs to Carry on Project

	Fully Prepared	Partially Prepared	Un-prepared/ Inadequate
Planning and Scheduling Skills	SL, D	SK, SV, G	A
Information System			
a. Currency of data	SK	SL, A, G, D	SV
b. Analysis of data		SK, D, G, SL	A, SV
Problem Solving Abilities	D, G, SL	A, SV	D
Physical Space and Facilities	SK, G, SL	A, SV	D
Staff Training and Development	D, SL	SK, A, G	SV
Counseling of Trainees	D, SL	SK, A, G,	SV
Internal Communication System	D, A, G, SL	SK, SV	
Promotion Activities			
To Employers	SL	D, A, G	SV, SK
To Trainees	D, SL	SK, A, G, SV	
Trainees Follow-up	D, SL	A, G, SK	

Key
A = Antigua
D = Dominica
G = Grenada
SK = St. Kitts/Nevis
SL = St. Lucia
SV = St. Vincent

4. Committees

The Project Paper called for three types of committees: Country Advisory Committees (CACs), Technical, and Community. Only the CACs are functioning, and in most cases, the CAC is not very active after the first year of the project. The functioning of the project has not been adversely affected by the lack of committee activity.

The CACs were to have representatives from both the public and private sector, but private sector participation, in general, was low. The CAC did seem to serve a function in the beginning of the project to secure support and set the general direction of the project. Now, the country staff deal directly with both public and private sector people and both points of view appear to be represented in the project. The major value of the CAC has been to develop good contacts for the Skills Training Project with other government agencies, national organizations, and private enterprise.

E. Information System

The project information system consists of a number of forms, files for maintaining the information collected on these forms and a quarterly reporting format.

When a trainee expresses interest in participating in the program or in a specific module he or she fills out a "Trainee's Application Form." This lists name, sex, age, address, level of education, previous job information and asks questions as to interest in types of modules, work preferences and desire for self employment. Once a trainee is accepted into a module, a "Trainee's Registration Form" is completed. This half page form provides name, address, and phone for the trainee and for people to be contacted in case of emergency or for follow-up after training. These two forms were consistently available throughout the project, though not for every trainee, arranged by module of participation or in a pending file if the applicant had not yet participated in training. These forms were developed in a workshop attended by project staff and directed by Dr. Fluck of the OAS team. The information on these forms could be useful for managing the modules or contacting a prospect after a module was ready to begin. The information on sex, age and work experience were useful to the evaluation, but the work experience data was not presented in a way that would allow precise analysis.

At the workshop that developed the above forms, an instructor's application form was also developed but appeared to be little used.

In order to secure detailed information and to maintain that information on a country and regional level, the project secured the services of TvT Associates to develop a comprehensive module information and trainee tracing system and to train the country and regional staff to use the system. TvT came down to the Caribbean in February/March of 1986 for 2

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weeks to develop the system and forms. OAS and some country staff were consulted in the design of the system and its forms. The forms capture data, on each module and for each trainee, that provides information on numbers who enter training, complete training and are placed. Follow-up forms for each trainee look at income and work experience after training as compared to before training. General dissatisfaction with the forms and the way in which they were developed was expressed by country staff. The manual that accompanies the forms is simple and direct but the forms themselves are a bit complicated. The information they capture is not being used by the project as a management tool and the data on income is not as precise as it should be for accurate analysis.

There are other forms being used in the project, a module proposal form that sets out a description, quantitative data and a budget is in use. The module proposal form has been used with the OAS and with Advisory Committees as a management tool. Some country staff are filling out the forms and some are not. Some have developed their own, simpler forms.

In general, the basic data on each module -- the number of trainees entering, the number finishing training and the number being placed -- is collected. This information is written up in a report prepared quarterly for the OAS. The reports follow a standard format that looks at accomplishments, proposed activities and problems. The format is short and provides essential information. Each half year, the Country Director and OAS staff meet and discuss progress, problems and proposed activities. A written document that summarizes the meeting and contains half yearly reports of each country is prepared and distributed by the OAS. Issues and problems that come up in the reports and at the meetings have been responded to by the OAS team. For example, the procedures between the OAS country office and the country staff have been simplified as a direct result of the intervention of the OAS team. But, these documents and meetings do not seem to function well as a monitoring and planning devise. That is, the progress to date is not compared to a detailed plan with targets and proposed activities, and no such plan is then prepared for the next reporting period.

Both the OAS/Washington, and RDO/C Barbados prepare quarterly reports that contain information from the above reports and observations made by project managers. In addition, information needed by the central office is included.

The functioning information system is the quarterly reports produced by each country. The data or project outputs is not captured in a systematic and standardized format. The TvT system is not an appropriate system and should be abandoned.

A system needs to be developed that meets the requirements of each country program to monitor its efforts and to justify its program to decision makers. This system should be simple, should not consume much staff time and should be integrated into a management system.

F. Quality of Training

The Non-Formal Youth Skills Training Project (STP) was designed to remedy the major deficiencies of traditional education programs. Some aspects addressed which are typical of traditional programs were (1) rigid structure; (2) long training period; (3) lack of flexibility; (4) inappropriate technology; and (5) the necessity for technically and pedagogically well trained instructors.

The response was to develop modules of employable skills based on logical and acceptable divisions of work which are called modular units. These modular units of work have a clear start and finish and normally cannot be further subdivided. The number of modular units needed to make a person employable depends on the division of labor in the workplace. A factory worker would need only learn a narrow range of skills - as few as four kinds of stitches on a sewing machine - whereas a person preparing for self-employment as an electrician or an auto service mechanic would need to complete many more units before being able to go into business. This approach also permits the mixing of modules from several fields. For example, a person going into hotel maintenance might receive an individually prescribed Module made up of units from work in electricity, carpentry, plumbing, mechanics, masonry, accounting, and customer relations.

Although the training program borrowed terminology and concepts from the ILO-developed Modules of Employable Skills (MES), none of the ILO/MES software was observed in use in the countries participating in the STP. The major difference is that MES software (Learning Elements) typically include texts and illustrations for each modules. No text materials were observed in use by students in the STP and only one teacher trainer had access to commercially prepared MES software used as a resource in developing country-specific modules. The fact that externally produced MES materials were not available to the STP is regarded by the evaluators as a positive factor by causing the STP instructor-trainers to develop country-specific modules with MES principles. The result has been the development of course outlines and task analysis that are accepted and used by instructors which more than makes up for the lack of illustrated texts. The one disadvantage is that the level of module development has not advanced to a stage where shared materials can be of very much help on a regional basis. Some standardization has been achieved in the social skills module by regional sharing of course outlines. Each individual teacher, however, must still develop the specific lesson plans, frequently without so much as a relevant textbook to use as a resource.

A few projects have defied the module approach to permit an exception. One country implemented a diesel mechanics apprentice course with just a broad outline. In another country, a volunteer bamboo weaving instructor, who speaks no English, is teaching his trainees, apparently successfully, strictly by the demonstration and practice method, the ultimate response to traditional "lecture and test" academic programs.

As a general observation, the STP modules aim at a mix of 25 percent theory and 75 percent practice. Most factory-based modules are more skewed toward practice and all the modules attempt to start the students on practical applications. For example, an electronics module had the trainee doing practice coil winding during the first day of training.

The steps in developing a module have provided quality control for the training activity even when two design safeguards are waived: The National Advisory Committee and the Technical Committee. Since the National Advisory Committees meet at best only quarterly, these committees provide only general direction to the overall STP plans, not fine tuning of modules. A Technical Committee is not regarded as mandatory by STP staff if the module aims at placement within a single company or if the STP staff has interviewed many persons in the industry while in the field.

Module development begins with identifying employment opportunities, persons to be trained, venues for training. Then costs are estimated and identification of funding sources, instructors, and resource personnel proceeds. Once government and Regional OAS approval is given and a course outline is approved, the instructor trainer and instructor work out lesson plans based on task analysis, frequently with the help of the job developer. A supplies and equipment list results from this process. In addition to visits by the instructor-trainer to check on the program, weekly reports are sent by the instructor to the job developer on performance of trainees.

All of these procedures were fully documented in the module files in each country visited. The only documentation gap noted in each case was availability of followup information after initial placement. Since four of the countries have not completed a year of operation, the normal one-year followup had not been done at the time of the evaluation visit.

The bulk of teachers are from industry. Particularly in factory-located training, well qualified trainers were observed. Frequently, the production manager or a line supervisor is the trainer. In only one instance did the evaluators hear of a factory-based instructor who had major problems with the teaching functions. Much credit goes to the instructor - trainers who are able to put across the module concept and the readiness of the trainees to participate in this practical kind of education.

The balance of the teachers involved covered a wide range which included professional teachers in home economics, tailors who had practiced their craft for more than 40 years, and a young man conducting a most successful vegetable production (self-employment) module who was also a dedicated Rastafarian. The common element that inspired the teachers was the enthusiastic readiness of the young adults returning for a second chance in education.

The individual country efforts in instructor training have been supplemented by several regional teacher training conference.

The much more difficult goal of training for self employment was at a beginning stage except in Dominica whose production of about 46 graduates demonstrated a mature program. Areas addressed included masonry, plumbing, agriculture, beekeeping, electrical wiring, upholstery, caning, air conditioning, building restoration, barbering, auto body repair, steel bending, wooden implements, leathercraft, livestock and others. During the period January 1984 to December 1986 loans totalling EC$19,260 were made by an agency of the government to 46 graduates, mostly for the purchase of tools, materials, and some equipment.

As indicated in Appendix I, the other countries have set up a National Development Foundation or similar entity to help self employment candidates with loans and technical assistance. The technical assistance, part of the loan process, helps the applicant focus on all the factors of production plus country specific business procedures. One of the STP countries had added a "business skills" part time instructor to provide technical assistance to individuals and groups of trainees.

Except for a limited number of modules, length of training, up to 90 days was adequate. In a few cases, the targeted jobs required more training than STP provides. The problem related to self employment modules in auto mechanics and carpentry where that the graduate did not acquire enough skills to survive except as a worker for an existing business. The "non-formal" focus of the project requires that the STP screen out job training that requires long training periods best left to the formal education system.

The inclination to expand beyond "non-formal" levels will decrease as additional industry provides an outlet for idle manpower. Linkages with apprenticeship or attachments with industry can fill the gap occasionally observed in the national training schemes.

The success of placing trainees may end if the easy part of the project is behind and the difficult part remains. To date, the training has been demand drive. As the project moves to self employment strategies, the activities will become more valuable (and more difficult). The skills of the OAS regional teacher trainer will be of the highest importance for this activity if the project is extended.

G. Self Employment

Of those trainees who have completed modules, less than 10% have been trained for self-employment. Dominica has the greatest number, almost 17%. Antigua, on the other hand, has some trainees in self employment modules in carpentry and electrical repair at this time, but those trainees will probably end up working for existing construction contractors. Yet, all the governments expressed a desire to do more self-employment training as a way to build an indigenous small business base in their country. Plans for future modules reflect this interest.

The project budget contains $50,000 to be used as loans to self-employment trainees who need assistance to purchase tools and supplies to set up business. To date none of this money has been used, despite ample need. The cause of this disregard for the loan fund appears to be confusion, from OAS's point of view, about the wording in Section VI, Article A3 (p, 61) of the Project Paper which states that a plan for disbursement must be developed by OAS and that "the Grantee must provide evidence that other existing resources of credit cannot respond to the graduates' needs." There have been action's taken by some country staffs to locate sources of loan funds for their graduates, and several have been successful. It is difficult, though, to provide evidence that no credit source exists, and no country staff or OAS team members have made an effort to develop a rationale for use of the loan fund.

In Antigua one graduate of a welding module did secure a loan from the NDF and is doing quite well. There is no indication that the country staff was directly responsible for the loan. In Dominica, the Country Director operates a EC$19,000 revolving fund which has been very effective. The funds come from a special loan fund in the Youth Development Division of the Ministry of Community Development, Housing and Social Affairs. Forty-six graduates have been assisted with this fund during the period January, 1984 to December, 1986. Loan turnover is slow, but according to the Country Director, the default rate is minimal. Approximately 42% of the loan fund has already been repaid and is available for lending. In St. Vincent, CIDA has agreed to provide loan funds to some self employment graduates.

The matter of loans was discussed with several NDFs. They state that they are prepared to manage such a fund subject to the provision that it is not treated as part of their regular portfolio. The NDF director in Antigua expressed strong reservations about the ability of the Skills Training Project to manage a loan fund. He stated that the effort required to gain repayment would be too great of a burden.

Credit is not the only constraint on success of the self employment graduates. They need training in business skills, marketing, product development, management of money and the technical skills of their trade or craft. The project is providing this training, but in some cases it does not appear to be sufficient to assure success. No amount of training is going to provide all the skills needed to run a small business, and technical assistance after start-up has proved to be critical in the development of self-employment in other countries.

No conscious effort, on a regional basis, has taken place that looks at the area of self-employment training to see what has been learned to date. This effort needs to take place. It appears that much could be learned from the experience of the Dominica staff on how to train and support self-employment trainees.

The OAS staff should help the country staffs look at their own experience and develop a plan for self-employment training and support. There is a need for development, from existing course outlines, of a manual of training for self employment to ensure that the training is at a sufficient level in all countries. Access to the existing credit and technical assistance entities, such as the NDF, should be explored. Where those entities are not able to help, some other arrangement should be made. This arrangement could be the use of the loan fund as in Dominica or it could be the delegation of the loan fund to an institution like the NDF. Consideration should be given to the payment of a handling fee as well, since the costs associated with the preparation of financial feasibility, cash flows, legal documents and so forth will far exceed the interest received on such small loans, if interest is charged at all. For self-employment graduates who are not connected to an agency providing technical assistance, the Skills Training Program should consider follow-up training sessions that would focus on identifying and solving business problems as they arise.

H. Economic and Financial Analysis

The economic efficiency of the project may be viewed from several alternative perspectives. First the project's efficiency may be measured in terms of cost-effectiveness of the training received. In this respect project costs are the total costs of training each participant and the indirect costs that can be attributed to each trainee. Returns are the discounted incremental income stream attributed to the project. This income stream will be the costs which pertain to project trainees in the first instance, but also to enterprises and employees of trainees where trainees have established their own enterprises and are now employing persons.

Direct costs include staff salaries, equipment and supplies, instructor salaries, vehicle and travel expenses, trainee stipends as well as OAS technical assistance and administrative expenses. Aggregate totals of these costs, broken down by general source and country, are presented in Table 4. Estimated direct costs to January 15, 1987 totalled US$2,075,000. Direct costs per trainee were $1,253.

The primary indirect cost to the individual trainees is in the income that they forego during the training period. From our trainee sample data, using conservative procedures we estimate that total foregone income is approximately US$450 per trainee or a total of $746,000 per year for all trainees (line 3.2 in Table 3). The main indirect cost to employers is the expenses of providing facilities and training assistance when the training is conducted on the employer's premises. We have no specific estimate for this cost, but we infer that its magnitude is very modest. Corroborating evidence is found in the fact that employers were generally readily forthcoming in response to requests to utilize their facilities for training.

The principal direct individual benefit of the Skills Training Project was the placement of young people in remunerative employment. We

estimate that the net present value of this benefit, discounted at 15 percent over 10 years, is approximately US$3.2 million (line 6 in Table 3). This calculation takes into account direct costs, direct benefits, and income foregone during the training period.

The principal direct benefits to employers will comprise (a) reduction in the time required to reach job competency; (b) improved levels of performance and productivity in the job, (c) improved work attitudes with regard to punctuality and attendance, (d) reduced product wastage and production losses, (e) reduced attrition and worker turnover, and (f) reduced costs in recruitment of workers.

The views expressed by employers underscored the value of the project in these areas. Mr. Malachy McElroy Manager of Computer Products Inc. in Antigua, remarked that the "training received has been of immense benefit in recruiting workers." The skills training program was one of the contributing factors in reducing attrition by 40% during the last year. That saved the company at estimated $2460 last year adding to its product competitiveness. In addition, the reduced time required to train an employee saved the company another $5500.

At the Jolly Beach Hotel also in Antigua, Hotel Manager Arthur Edmund reported that the skills project was a life saver. In early October the hotel found itself in dire straits with only two weeks to recruit and train workers. Their normal in-house training required 4 to 6 weeks, but they didn't even have the staff to train much less recruit the necessary workers. The STP was able to step in and train the workers in just 2 weeks, saving approximately $10,000 to $15,000 in direct costs. Thus at Jolly Beach training reduced the time required to reach competency by over 50% while improving work attitudes as again the social skills training was mentioned as important.

Table 3: Costs and Benefits of the Regional Skills Training Program

1.	Direct Program Costs		$2,075,000
	Country Programs	752,000	
	Regional Technical Assistance	869,000	
	OAS Administration	241,000	
	Local Government Contributions	196,000	
	Miscellaneous	17,000	
2.	Program Costs per Trainee (1657 trainees)		
	Cost per trainee		1252
	Cost per employed trainee		1755
3.	Indirect Program Costs		
	3.1 Foregone annual income per trainee		450
	3.2. Total annual foregone income		746,000
4.	Direct Program Benefits		
	4.1. Average annual income per trainee		1105
	4.2 Total annual trainee income		1,831,000
5.	Indirect Program benefits		
	5.1 Reduced training costs		142,500
6.	Net Present Value*		3,244,000
7.	Pay back period		24.0 months

* The net present value is calculated as total trainee income after training less foregone income and total project costs discounted for ten years' at 15 percent.

Table 4: Estimated Expenditure 6/1/85 - 1/15/87

(US$000)

	Expenditure	Budget	E/B %
Regional Technical Assistance	869	1299	68.4
In Country Training	752	1645	44.5
Antigua	(133)	(330.5)	40.3
Dominica	(115)	(158)	72.8
Grenada	(146)	(330.5)	44.2
St. Kitts/Nevis	(88)e	(330.5)	26.7
St. Lucia	(154)e	(165)	93.3
St. Vincent	(116)	(330.5)	35.2
OAS Administration	241e	355	67.9
Miscellaneous	17 e	225	7.6
Local Government Contributions	196	314	62.4
Total	2075	3708	56.0

e = evaluation Mission estimate based upon Projection of September 30 actual expenditure

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In Dominica two youths who received training in electronic repair, Cecil Scotland and David Jones, now operate a small shop called Home Electrics. They repair all types of small electric appliances, stereo systems and television sets, grossing about EC$1200 per month as shown by their accounts. They employ 2 part time employees who they are training and have plans for a new shop which would in addition to the above repair retail audio equipment and cassettes as well as computers. And another graduate of the STP, employs 2 trainees from the latest leather craft module.

In Grenada, Mr. DeCaul, managing director of Grentex a manufacturer of clothing products has relied on the OAS/USAID Skills Project to recruit and train 164 workers or 90% of his current work force. De Caul reports that he heard about the project from business contacts in Dominica. When he got a large order he realized that he urgently needed assistance in recruiting and training the workforce. "Without the Youth Skills program I could not have recruited the necessary workers or provided them with the needed social skills training." Prior to the training of his expanded workforce the company reported a 6 month loss of EC$170,000. Today the company is profitable, although he would not disclose the level of profits. Island Glove Company in St. Vincent has also used the Skills Training Project to recruit and train 30 of its 72 workers. Investor Manager Leonard Fireman states that the program has been invaluable in assisting workers to reach the target rate of 24 dozen gloves per day. An estimate of the per worker saving attributable to the STP program to Island Glove Co. is US$250 per worker and is due to a 50% reduction in the training time, supervision and spoilage.

On the basis of our interviews we estimate that the indirect benefits of the program which accrue to employers are highly valuable. A conservative estimate of US$200 for each trained workers placed in an industrial factory yields a total indirect benefit of $190,000.

A further issue relevant to the economic analysis is "To what extent has the project acted as an incentive to investment in the region?" There is little doubt that the project is an important factor in this respect. In the words of Roy Clarke, one the most respected authorities on industrial investment in the region and a staff member of the Grenada IDC, "There is no doubt that the project is an important promotional feature... We are lucky to have it." The reason for this is that the program's flexibility allows IDCs to design the training program specifically to meet company requirements. Clarke adds "companies from overseas are looking for some added feature which can help them get started. The skills training program makes the government's promotion effort that much more appealing." Nevertheless, the existence of the program in and of itself is not going to attract investors. It is one feature in a range of considerations which investors review in making decisions.

The investors with whom we spoke identified the following factors in addition to the STP: 1) low production costs; 2) proximity to the US market; 3) an international airport; (4) literacy and numeracy of the population;

5) government responsiveness to investor needs; and 6) the CBI. Tony Audain, PDAP advisor to St. Vincent, states the STP isn't in itself a significant factor; but is is one of the attractive features which they can mention to investors.

However, our survey suggests that the project may be just as important or even more so, to local investors. By providing subsidized training it has stimulated the expansion of existing firms. Without such assistance such expansion could not have taken place at the rate it did in Grentex, Grenada. And here the program is important in providing necessary training in critical occupations in short supply, such as sewing machine mechanics. This is important in supporting some of the changes in the industrial environment (such as training in computer services in Grenada and leather goods in Dominica). Th existence of trained workers in these fields is supporting the development of a data processing industry in Grenada and the rudiments of what may eventually be a shoe export industry in Dominica.

To summarize, the economic benefits of the skills training program are substantial. The program cost of $1252 per trainee is repaid in just 24 months through direct benefits to trainees in the form of increased employability and higher incomes as well as benefits to employers attributable to reduced training costs. The net present value of the program discounting the benefits over 10 years at a 15% interest rate amount to $3,244,000. Discounted project benefits total $5,319,000 which is 2.56 times the direct program costs.

It is worth noting that what emerges from this analysis is the considerable divergence between the private returns to employers and the social returns to society as a result of training. This has two important implications: First, training must be undertaken by the public sector or else it will not get done. Second, it is unlikely that employers will readily agree to pay the full costs of a training program for which they receive only a part of the returns.

Another way of looking at project efficiency is in terms of the project budget. What is the overhead and administrative burden in relation to delivered outputs? How effective is the project in its ability to spend its budget? The former is a measure of the cost-efficiency of administration, while the latter is an indicator of budgetary managerial effectiveness.

Table 6 contains estimated project expenditure to January 15, 1987. It is important to note that the consultants had to estimate these figures since OAS/Washington data was only available to September 30, 1986 and we were informed that this data was itself unreliable due to delays in the submission and entry of payment vouchers. Our best estimate is that 52.3% of project funds have been spent. In six instances due to delays in project start-up, as low as 26.7% (St. Kitts/Nevis) was spent. Figure 1 shows the approximate breakdown of expenditure by category. An estimated 42.8% of

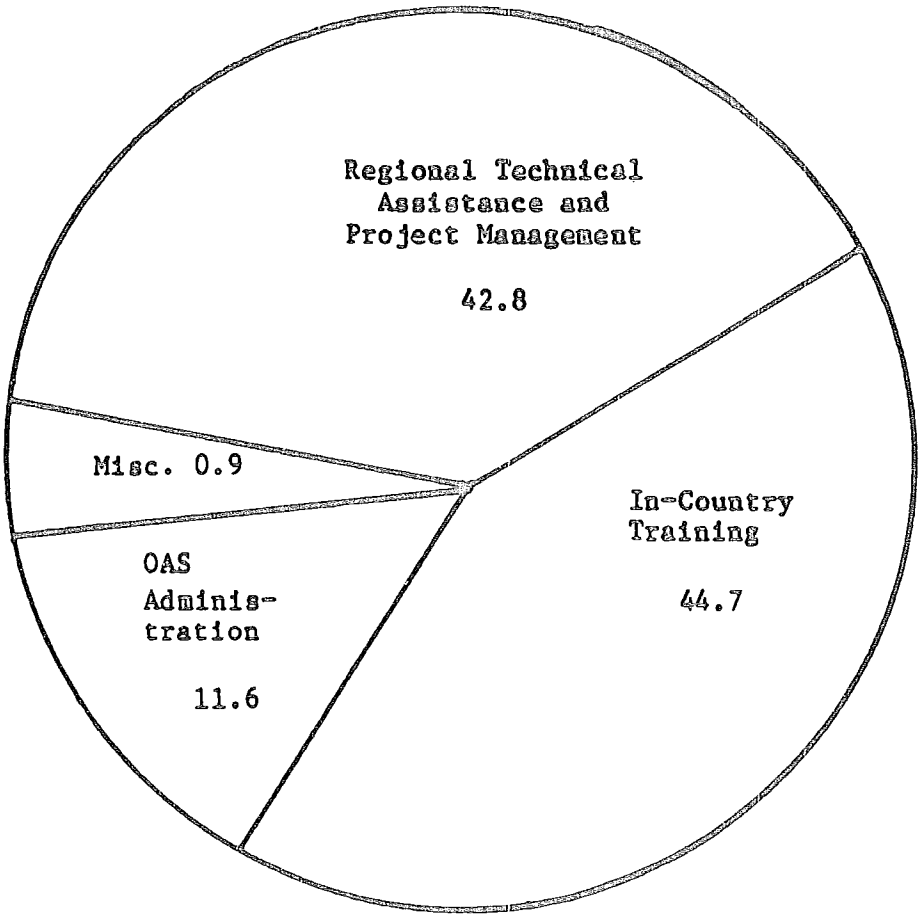

Figure 1: Project Expenditure
by Category

project funds are going to regional technical assistance and regional management activities. This includes the salaries of the 8 regional staff members, regional travel, coordinating committee meetings and short-term consulting. In-country training which includes local instructor salaries, stipends, staff training, staff travel and clerical support accounts for 44.7%. This is followed by contribution and expenditure on OAS administration in Washington, D.C. and the regional offices.

The implication is that the administration costs of the project are not unreasonable when compared to similar regional projects. About 75% of the project costs are disbursed in the region on services and salaries, 10% for supplies and equipment, and 15% for other non regional administration costs. Where underspending has occured, this money has been reallocated to countries where needed. In general, the budgetary practices apart from the lack of regular budgets supplied to the regional directors appears to be acceptable.

I. Multi-Island States

Four of the participating countries are multi-island states, consisting of one "mainland" island and one or more smaller islands. The mainland islands are making an effort to supply services to the other islands in their nation, and there is no indication that special effort needs to be made except in the case of St. Kitts and Nevis.

Nevis has a relationship to its mainland island different from all the others. Nevis has it's own Premier and cabinet. Nevis also maintains the right to withdraw from its federation with St. Kitts. One of the country staff, a job developer, is resident in Nevis and reports directly to the Permanent Secretary of the Premier's Office.

Some accommodation of the special situation in Nevis must be made if the project is to serve that island adequately. At this time the job developer is having to do all the work of a project staff, though he serves a population of approximately 10,000. The rest of the project staff serve a population of 35,000. The OAS staff, particularly the Job Development Specialist, and the country staff do travel to Nevis, but the nature of the project is such that resident staff is needed to maintain contacts with employers, monitor instructors and follow-up on trainees. Some provision for one additional staff, which would be paid for by local government, needs to be made. Support, for that staff including travel costs and a vehicle, will be needed from outside funding.

Nevis has some manufacturing, but the other small islands do not. In the multi-island states, special emphasis must be made to provide effective self-employment training.

J. Relationship to other Projects and Regional Entities

Each country has and is developing institutions that promote investment and support the establishment and growth of small business. USAID is supporting these institutions or has plans to support them with other projects. A clear link with the investment promotion agencies exists, and these institutions see the Skills Training Program as one element of their promotion strategy. Links to the small business development agencies, like the National Development Foundations, are weaker.

The only regional entity that appears to be a reasonable choice for cooperation is the Education Desk of the OECS, based in St. Lucia. The Desk Officer was the Permanent Secretary in Dominica when the project was under the Ministry of Education. He knows the project well and is a supporter of its efforts. Up to now, no active involvement of this office has taken place.

K. Placement of the Project

In each country the project efforts take place within a government Ministry. In Grenada the project is in the Ministry of Education, Culture, Sports and Youth. In St. Vincent it is in the Ministry of Labor, Housing and Community Development. In St. Lucia it is in the Ministry of Community Development, Youth, Sports and Social Affairs. In St. Kitts it is in the Ministry of Education, Health and Community Affairs. In Antigua it is in the Ministry of Foreign Affairs, Economic Development, Tourism and Energy. In Dominica it is in the Ministry of Community Development, Housing, Culture, Cooperative, Youth and Social Affairs. There is no indication that one particular kind of Ministry is a better placement than another.

Some country staff stated that the project might function better if it was a statutory body or if it came under an existing statutory body such as the Development Corporation, National Development Foundation or Industrial Development Corporation. In some countries the Ministry of Education is considering the linking of this training with the technical college, teacher training college and other post secondary institutions into a College of Further Studies.

By being part of a Ministry, the project gains the direct support of a Permanent Secretary and a Minister. That support may become critical as the move toward financial institutionalization begins. At this time, most staff are seconded to the project from other posts within the government. The nature of the jobs within the project are such that staff would reasonably come from two Ministries. The instructor trainer would usually come from the Ministry of Education and the Job Developer would come from a Ministry of Community Development, Youth or Labor. This appears to be the pattern. Once the project is fixed within one Ministry and supported by the regular government budget, it may be difficult to keep staff from another Ministry.

A statutory body would give the project more flexibility, and the project would be able to compensate staff at a higher level. Though the statutory bodies do seem to be supported by governments, that support is not as secure, most likely, as for a regular government department.

The key conclusion in this area is that the project should be given a regular position with funding, and that placement is rightly a national government decision. Once that decision is final, staff should be given regular full time appointments to the training institution.

VI. Lessons Learned

This section summarizes the lessons learned from the last two years of project implementation.

A. The Project Goal

The project goal appears to be a valuable one. The owners and managers of larger enterprises, usually foreign investment for export manufacturing or tourist hotels, state that the project is valuable. There is an indication from their statements about lower drop-out during in-plant training and after employment, about quicker learning and about better work habits that shows the project is serving a real need.

The project is being used as part of investment promotion, and statements were made that it is an effective piece of a larger investment promotion package, but this project alone would not sway an investor. The project has definitely helped existing investors expand their operations, and in some cases maintain a level of workforce needed to remain in business.

B. Focus of the Modules

The modules fall into three broad categories -- those for larger, usually foreign investor owned export manufacturing or hotels; those for smaller indigenous enterprises and those for self employment. In the case of larger manufacturing industries, many of these pay a very low wage, a wage that many workers feel is not sufficient to compensate for the type of work. In addition, these industries have a history of lay-offs and closing, sometimes related to tax avoidance. Still, there are some of these industries that are responsible and that treat their workers well. Examples are: St. Kitts Apparel and Crown American in St. Lucia. The training for these industries is easy and inexpensive, but the quality of placement is related to the type of ownership and management of the company.

The modules for smaller indigeneous enterprises are more expensive, since fewer trainees are needed in each module. These enterprises though, appear to provide a slightly better work environment and are likely to be more stable.

The self employment modules require more time and effort, and are probably the most expensive. But it is here that the project is helping to expand the small business sector and increase the number of trained and experienced crafts and trades people.

Most of the trainees in the project were trained and placed in the larger industries. The other two types of modules will not be able to produce the large numbers of placement at the level of financing that most countries can afford.

C. Stipends

Perhaps the most common issue mentioned in the course of the evaluation is that of stipends. The arguments in favor of an increase revolve around their adequacy to cover bus fare. The stipend is intended to provide the trainee with enough money for bus fare to travel to the training site and return home and to provide an inexpensive lunch. In discussions with both trainees and national staff the following groups of trainees were identified:

a. Those who live within a 5 mile radius of the training site. For them the stipend is adequate. For some of these people, no bus fare was required.

b. Those who live further than 5 miles from the training site. For these, most of whom are rural people, the stipend is inadequate to cover costs. For example, one student in Grenada was having to pay $8 per day for transportation.

c. Those who are participating in a module where the employer tops off the stipend. In most cases the employer tops off the stipend with another EC$25.

Clearly, this is not an equitable system. But an equitable system would require the determination, for each individual, of the proper level of stipend. This is an administrative load the country staff could not bear.

The opinions expressed by trainees and staff range over almost every conceivable position. Some feel the size of the stipend is a disincentive and some believe it is an incentive. Others say it makes no difference to maintaining the present level of effort.

If the stipend is to cover transportation and lunch costs equitably, it will have to be provided at different levels. This can only be done if a simple and clear system of determining stipend level is in place.

D. Loan Fund

The loan fund was designed in such a way that it was never going to be used. Some access to small amounts of credit or small grants is an essential part of helping the participants in self-employment modules succeed after training. There is an indication that at least one country program is managing a small loan fund that is almost as large as the one proposed under the project. There is also an indication that no other source for such funds really exists for most trainees.

E. Conditions that Affect the Project

There are a number of conditions, outside the control of the project that affect its operation. The team considered political, policy, economic,

social and bureaucratic conditions in each country to see how they have affected the project over the last two years.

Poor economic conditions would surely lower the placement rate of the project, but during this two year period the economies in these countries were relatively good. In Antigua, where the economy is booming, the project has become reactive. The demands of the hotel industry and the manufacturing sector are so great that the project can not meet demand. This puts pressure on the project to serve only these two sectors and neglect the others.

Where political forces have influenced the choice of project staff or location of the project office the result has been to the detriment of goal achievement.

Bureaucratic delays with regard to staffing by the OAS have had a detrimental impact on the pace of implementation contributing to the 6 month delay in implementation.

The tenuous status of some employers has had a detrimental impact on attainment of project goals. The short period of operation exhibited by several employers meant that project resources were spent on a placement that had no future.

Economic conditions in each island are such that once news of the program gets out there are many more applicants than can be accommodated at any one time by the program. Some may conclude that the project does not deliver what it promises and may become discouraged, and, this may undermine the projects' perceived effectiveness.

As the possibilities for mounting relatively easy modules for industrial training are exhausted the project will need to address self-employment. The implications are that training cost per participants will be higher and placement sites more numerous. In addition, more resources related to business skill development will be required.

F. Quality of Training

The training approach and implementation in the participating countries has created a viable national system of non-formal skills training, even in those countries with less than one year in the project. Training and placement goals have been generally achieved.

National staffing, from national director to instructors in the field, has been of sufficient quality to ensure the success of the project.

Each Ministry has facilitated development of the project although only Antigua appears to be making concrete strides toward financial institutionalization.

Each country has contributed to cost effectiveness of the project by using on-site training, industry paid teachers and/or part-time teachers. The Country Advisory Committee and Technical Committee System planned for the project has not yielded any substantial assistance nor has it hindered the project in any country. Overlapping boards in some countries make a separate country committee redundant. Training of country staff has been adequate and each is capable of operating the Skills Training Program. Regional assistance continues to enhance the STP in each country.

A surplus of trainee applicants exists in each country except Antigua where a recent surge in tourism activity has greatly reduced the number of unemployed youth available for skills training.

Work attitude or social skills training is considered as important as technical training in the modules. A regional course outline is in use for social skills training. The goal of flexibility is being served by the vast range of skills for which modules have been developed (see Appendix I).

G. OAS and RDO/C Management

The agreement between OAS and RDO/C and between OAS and each country was not set out in a logical and detailed written plan. RDO/C, therefore has no document to focus its monitoring. Consequently, RDO/C staff have sometimes looked at details (like the complaint of a factory manager in St. Kitts), while missing major project element, institutionalization.

The OAS has been treating each country about the same, but each needs to evolve an institution that meets its own needs. Individual country agreements, with a detailed plan, would help to focus OAS efforts.

VII. Relationship of Project to Development Strategy

Both RDO/C and the OAS have as explicit policy goals the decrease in unemployment and the increase in full time employment rates in the six countries of the OECS. Both also view the expansion of manufacturing, tourism, agriculture, self-employment and small enterprise as the engine that will drive economic growth and produce increased employment. In their policy documents both organizations view an undertrained human resource base as one of the significant constraints on achieving economic growth.

The OAS has as one of its eight primary aims under Social Development Assistance the establishment of special skill training programs for lower-income people, particularly those who are not served by the existing vocational training institutions. This skills training program is the primary vehicle for meeting this aim in the OECS countries.

USAID is now in a process of refining its private sector strategy. The draft strategy continues support to export oriented business, but begins to pay more attention to building a network of private and public cooperation to support economic growth. The strategy also puts emphasis on the indigenous private sector, including those companies that have no export potential.

This project is developing one element of the public sector support for private enterprise. In industrialized countries, the public sector provides the educational programs that prepare, among other goals, young people to enter the workforce. In industrialized countries this system of education is elaborate and produces a workforce able to enter the complicated industries that operate there. Here in the OECS, the industries are less complicated, but the workforce still needs training. Donor agency staff and OECS government officials have all stated that the existing educational system is not preparing the workforce needed for economic expansion. The Skills Training Project is helping the public sector respond, in a cost effective way, to this need.

AID's strategy, when focused on exports, dealt mostly with foreign investment and the cream of indigenous companies. Now, AID will begin to focus on the next level of local business. If these less powerful companies are to expand rapidly, they must lower their risk through assistance from the public sector. The Skills Training Project will be able to provide training programs that will help them to increase their workforce with a minimum of risk.

VIII. Specific Recommendations

The Evaluation Team feels strongly that the Project should be extended for another two years. The following are a list of specific recommendations that may be helpful in modifying the project design.

1. The Project Goal

The Project goal should be focused on institutionalization of the training activities. This process should begin in the project design phase. The OAS should enter into a dialogue with the government and Project staff in each country that leads to individual country proposals. These proposals would then be fit into an overall project design.

To develop these proposals the OAS should work with each country to consider and decide the following issues:

a. Where to house the project as a permanent institution.

b. What level of staffing the government will be able to support.

c. What the job descriptions of that staff will be.

d. How they will be made permanent staff of the institution.

e. Where will the funds come from to support the institution.

f. What services and financing are needed to support the project efforts until full institutionalization takes place.

g. What training the staff will require.

h. What systems, materials training designs and so forth need to be developed before full institutionalization.

There are elements from each country that will be similar, and these the OAS can assist more efficiently by regionalizing the training and the development of systems.

This dialogue should produce a design for the final institution at the end of the project and a plan for the refinement of present activities to reach that goal. This proposal can form the plan with which OAS can monitor the progress toward institutionalization in each country.

The OAS and RDO/C should begin this dialogue as soon as possible. The steps that could be follow are:

a. The OAS and RDO/C meet and agree on a format for country programs.

b. The OAS meets with he staff in each country and works with them to produce a description of what the program will look like when it is institutionalized. If there are parts of the description that cannot be made at this time (e.g., the sources of funding for the budget, the ministry that would house the institution or the names of the people who would fill each position), the options to be considered, the process if decision making and a time for each decision to be made should be included.

c. The OAS assists each country to make a plan or evolve their present institution into the one described.

d. The OAD and RDO/C discuss these country plans and, with further dialogue with each country, finalize these plans. Each country plan, when finalized, should describe the institution as it will exist at the end of the project and/or describe the decisions that will be made to finalize that description and outline the process by which that institutionalization will be accomplished. Numerical goals for trainees, graduates and placements should also be included, not only for the time of the project but projected yearly targets for after the project.

e. OAS and RDO/C prepare paper that incorporates these country plans and explains how OAS assistance will be used to achieve the goal of institutionalization.

The project paper will be able to function as a monitoring document and could for the basis for a written agreement between OAS and AID and between OAS and each country.

2. OAS Staffing

The experience of the second phase of the project, particularly in St. Lucia and Dominica, demonstrates that after the first 24 months of the project a country is able to operate with only a minimum of direct technical assistance. These two countries are doing well with no resident OAS advisor and little technical assistance. In fact, their staff have been used as trainers for the newer countries. Admittedly, some of the new countries appear quite weak at this time, but they are improving with experience.

The evaluation team recommends that the OAS project staff be reduced to a Project Director, one Instructor Trainer and two Job Development Specialists. The Project Director would administer the project and continue the dialogue with Country Directors and government officials that leads to full institutionalization by the end of the project period. The Instructor Trainer and the Job Development Specialists would manage a regional process that would identify areas of training and technical

assistance need (for example, the development of a effective self-employment skills training package) and put together the resources needed to fill that need.

The importance of the instructor-trainer must be emphasized in making this recommendation. The outstanding performance of the Skills Training Program in delivery of training to students owes a great deal to the adaptation of the ILO/MES materials to regional use. The next phase of the project, if approved, will need the services of a skilled instructor-trainer at the regional level to provide the needed development of the self-employment modules which have languished in the absence of the instructor-trainer who served as assistant regional director. This recommendation is also essential for #8 below.

As part of this effort, the OAS team should emphasize the training of country staff, learning from the common experiences within the region and the development of materials, manuals and systems that can be understood and used by new staff as they come into the project during or after the project period.

In Phase II of the project there is clear indication that the training done by OAS staff or consultants in formal group training was effective. In addition, all the country staff have stated that one the most valuable experiences of the program was learning from each other, particularly from the staff of Dominica and St. Lucia. Where models have been provided, in social skills training for example, they have been adopted and used. In Phase III of the project, these activities should increase.

3. Information System

The present system should be put aside. Each country needs to look at its information needs, both for monitoring the project and for justifying the project to decision makers. The country staff have ideas about the kinds of information they would like to collect and how that information could be recorded. They could use help to ensure that the information system they develop is useful and efficient. The OAS should begin the development of these systems at the country level and supply assistance in development of forms and filing procedures.

If similar data were collected on similar forms monitoring and reporting during the project period would be facilitated, but this need for project data should not put added burden on country staff who may not need such data later. Once each country has developed a draft system, they could get together and decide, with OAS support, on how they might standardize the system.

This process need not be time consuming or elaborate. At the end of the project period, the country staff will have limited resources for the collection and maintenence of this data. Only reasonable goals, therefore should be attempted. A system that collects data on the number of

trainees entering and completing modules and the numbers of initial placements might be a minimum goal. Then, a sampling procedure that looks at 25% of the trainees at a period of 3 months and 12 months after completion to see if they are still employed might be added. For that sample an indication of total earnings in the year prior to training and for the three months and 12 months following training would be sufficient to provide for some cost-effectiveness analysis. A format for looking at training costs in relation to the follow-up date would make the system complete.

Each country may decide they need other forms, such as module proposal forms or trainee registration forms that are filed but are not used for part of an analysis. All of the forms should fit together into a system that provides management with information they can use, and OAS can help to put each of these into manuals that can be used by new project staff as they come on board.

4. Fiscal and Budgetary Arrangements

The next phase of the project should seek to continue the excellent record of prompt payment of national office vouchers. There should be movement in the direction of increased delegation of fiscal responsibility to national officers. To accomplish this, the National Directors need regular budgetary information and should have planning sessions focused on budget needs on a quarterly basis with the OAS Project Director.

In addition, the procedures for purchasing commodities, contracting instructors and payment of stipends should be turned over to the Country Directors with OAS acting as an auditor.

The goal of these two suggestions is to make sure that the Country Directors have the skills and experience needed to forecast budget needs, manage the finances of the training and to account for the funds in a way that satisfies standard procedures for accountability. These skills will be needed when the project support ends.

5. Stipends

It appears to be desirable to provide a degree of flexibility in the determination of level of stipend. Each country should have the authority to establish levels of stipend in accord with what they feel they will be able to support at the end of the project period. The standardized EC$25 per week is working, though there are complaints. The move to a complicated system that tried to match stipend to need is not advised, but 2 or 3 levels of stipend determined under strict guidelines could be managed. If governments feels that they will eventually be able to manage it, a slight increase, to EC$30 per week, should be added to the budget. If a country wishes to go over that amount they should pay that additional stipend out of government revenues or employer contributions. This would be a good step toward financial institutionalization.

The opinion of the evaluation team supports the continuation of the stipend, if the participating governments agree that they will be able to provide funding for it by the end of the project. The stipends allow the poorest urban and rural people to participate in the project. Though many of these people would continue to participate, some would be cut out. The stipend is a small amount of money, and since the trainees begin work as a direct result of the training, the cost is recovered by increased economic activity.

The stipend should be continued to remove any disincentive for the participation of poor people. The stipend should be set at a level that the government will be able to maintain at the end of the project. And, each government should develop a policy for the stipends that is easily administered and that more accurately accomplishes its objectives. That objective should be to assist (not fully fund) in the funding of transportation and lunch costs. This system could include higher stipends for people who needed it, lower stipends for those who do not and no stipend for people who are paid a training wage by their employers.

6. Regional Cooperation

Regional cooperation, if it is to continue after the end of the project, needs a managing entity. The Education Desk of the OECS is willing to perform that task. The OAS should involve the Desk Officer or identify another appropriate institution to manage the regional cooperation after the project ends. That institution should be brought into the project as soon as possible, and funding should be provided for that participation.

7. Supervisory and Management Training

Most of the larger scale industries stated that they need training for first level supervisors and managers. This training would be at a basic level and the trainees would be staff who are now on the production line or have recently moved up to supervision. The OAS instructor trainer did run one such course for graduates of the program in St. Lucia.

The Skills Training Project might not be the right vehicle for this training, but AID and the OAS should take note that this is a constraint on the expansion of production in the OECS countries. USAID does have a management training project beginning soon with U.W.I., but that appears to target a higher level manager. There is also project with BIMAP, but this, too, is not meeting the need.

8. Specific Course Development

One place where the OAS could play an important role is in the development of specific courses. Some work has already been done in the development of a social skills course but much improvement could be made to the operation of that course.

Almost all employers state that the social skills training was valuable and was important to the development of good entry level employees. The OAS should take the lead to bring together the experience of the existing social skills instructors, improve upon that experience with outside consultants and then develop a detailed manual of social skills training that sets out the course curriculum, the methods to be used and provides prototypes of materials. With this manual of social skills training, each country would have a resource to improve the effectiveness of their existing instructors and prepare new instructors as they are needed.

Another area mentioned by the country staff is self-employment training. The OAS could develop a similar manual for this. Other manuals appear to be needed for entry level hotel work, industrial sewing, electronics assembly, and several other skills that come up over and over in each country. Where appropriate, the OAS staff should help to put the training into a manual format.

IX. A Strategy for Financial Institutionalization

How likely is it that this project can become financially sustainable by the regional governments in the course of the next three years? And what can be done to assist governments in this respect? Several questions arise in considering this issue. First, what is the likely cost of the program to each country once training is completed and there is no longer a need for a team of regional experts? It would be helpful to know costs of operating the STP entirely through current account revenues as a percentage of current levels of company taxes as well as total taxes. Second, what options are available for development of new sources of revenue? And are there revenue sources which may be related to user benefits?

To answer the first question, the estimated annual costs of the program exclusive of regional training and administrative costs during the next project phase are the following:

Country	EC$'000	% of Company Taxes	As % of Total Taxes
Antigua	238	1.9%	0.3%
Dominica	270	15.6	0.5
Grenada	347	N/A	N/A
St. Kitts/Nevis	238	5.4	0.6
St. Lucia	384	3.2	0.4
St. Vincent	278	2.7	0.4

Based upon 1982/83 Current Account data, OECSS National Accounts Digest 1985

The estimated national program costs will range from about EC$230,000 to EC$400,000 per year once the projects are institutionalized and OAS management terminated. These costs include staff costs, trainee stipends, instructor salaries, travel and vehicle maintenance, tools and supplied. Viewing these costs as a percentage of company taxes, the range is from 1.9% in Antigua to 15.6% in Dominica where the company tax level is very low. (Data for Grenada is not available). In rough terms these rates represent the rate of additional corporate taxation that would be required to finance the program by an earmarked corporate levy. Viewing the costs as a percentage of total taxes the range is from three tenths of a percentage to seven tenths of a percent.

Now the question becomes, how realistic is it to consider new taxes? In light of the complexity of factors, including current activities related to tax reform in the region, it would be inappropriate to comment on this question. This is a matter which deserves the careful study of regional experts perhaps from the OECS or, in the absence of a local authority, an outside consultant. It would appear worthwhile to review the comparative experiences of countries such as Brazil, Jamaica and Barbados which have training related taxes with reference to conditions in the Eastern Caribbean.

A strategy for financial institutionalization will need to be developed. One possible option is to consider national funding of local staff and office rent plus trainee stipends. The stipends constitute about 15 to 25% of national project costs exclusive of technical assistance and overhead. AID, then, would continue to provide funding for instructor salaries, vehicle maintenance, travel, regional cooperation, loan fund and some training materials. It is important that in developing a strategy AID does not lose sight of the economic and social contribution played by this project.

In conclusion, financial instutionalization may begin during the next project phase by adding the tipend, or a portion thereof, to the national government budget. The above evidence suggests that in most instances this would not consitute a great added burden to the corporte tax rates. However, other options may also be explored such as Jamaica's approach which sets aside the companies contribution in an earmarked fund which a company with a bonafide training plan may draw upon if it chooses not to use the skills training program. Further study of these options is recommended.

X. Other Issues

In Antigua and in Grenada, government officials asked that the project consider retaining of government employees who are about to be let go in a reduction of the size of establishment. The evaluation team considered this request. The strength of the STP appears to come from its focus onthe needs of industry and the national economy. Many similar programs in other countries have failed because they focused on the needs of a particular target population, youth, the unemployed or a particular ethnic group. When the target group becomes the focus, the needs of the private sector are, quite often, neglected, and graduates are unable to find employment.

Government employees should be allowed to enter the program, but the program should continue its focus on the needs of the private sector. If the government employees are interested and able to fill the existing jobs or take on self employment they should do at least as well as the general population.

APPENDIX I

1. Antigua

Advisory Committee

This Committee consists of ten member as follows:

1. The Permanent Secretary, Ministry of Economic Affairs
2. The Project Coordinator attached to the Ministry of Economic Development.
3. Member, Employers Confederation
4. Representative, Ministry of Education
5. Director, Women's Affairs
6. Representative, Manufacturers' Association
7. Coordinator of Technical Training
8. Antigua Chamber of Commerce
9. Antigua Trade and Labor Union
10. Permanent Secretary, Ministry of Labor

Technical Committee "meets when there is a module under construction". Persons are co-opted to it with suitable skills as the modules require.

2. National Staff: The member of the National Staff are as follows:

David Lewis, National Director
Ronnie Hodge, Instructor/Trainer
Walter Benjamin, Job Development Specialist
Denise Edwards, Job Development Specialist
Hilroy Brown, Social Skills Instructor

The National Director has a good working relationship with the Permanent Secretary and the advisory committee. He is not a dynamic leader but he seems to get the job done.

The Instructor/Trainer at the start of the Project functioned as Job Developer. We think that her strengths may be in that direction since she has had no background in pedagogy nor in technical training. She, however, is a dynamic personality with managerial potential.

The two Job Developers are both persons with high potential, persuasive and innovative. We have noted that a memorandum on the status of the project and development plans was addressed by them to the Advisory Committee. Normally, one would expect this to have been submitted by the National Director.

The Social Skills Instructor is a qualified teacher who obviously loves his job and does it well. Trainees in the factories spoke highly of his expertise and influence. The National Staff obviously profited from the

training by the OAS Chief in Antigua, Brian Fluck, who unfortunately, was out of the island when the Evaluation Team visited.

3. The Scope of the Program

The S.T.P. considered the present situation in Antigua and Barbuda and the needs of the economy. There is considerable hotel development which has stimulated the construction industry. There is also a need for workers in manufacturing and other areas of industry. The majority of trainees were therefore intended for hotel employment and for garment and computer assembly plants. Of the 243 who completed training 148 or 60% went into hotels and manufacturing industries.

Figures for the program as at December 31, 1986 were as follows:

No of modules	18
No of trainees registered	416
No of trainees completed	243
No of drop-outs	114* 5 known to be employed
No of trainees placed	207
No of trainees currently employed	212*
No in training	59

Modules:	In-Plant	(1)	Electronics Tech. Incorporated (ETI)
(Antigua)	Industry	(2)	Eagle Garments
	and Hotels	(3)	Computer Products
		(4)	Trans Caribbean Industries Ltd.
		(5)	Hotels
	Construction	(6)	Welding, (7) Building Restoration
		(8)	Carpentry
		(9)	Electrical Wiring
	Others	(10)	General Craft (11) Horticulture
		(12)	Seamstress Sewing
		(13)	Home Assistance
		(14)	Pre School Child Care
		(15)	Small Apprentices (Varied)
		(16)	Sales Distribution
		(17)	Basic Office Practice
(Barbuda)		(18)	Building Restoration

The program seemed to be centered chiefly in the capital area and there were few catering to self-employment.

The Status of the Project in the Country

At a meeting at the Office of the Deputy Prime Minister, chaired by the Permanent Secretary, the Team was informed that:

(1) The Deputy Prime Minister has "an abiding interest in the program" and was monitoring its progress.

(2) The business sector was looking forward to the program to facilitate their development plans.

(3) Government had not only met its financial obligations to S.T.P. but was prepared to go further.

(4) Government's objective is to create a pool of young people with employable skills as an incentive to development.

(5) Government considered the stipend too low and Cabinet had decided to match it dollar for dollar making it fifty ($50) dollars.

(6) Government was convinced it should subsidize training to attract industry.

(7) The S.T.P. was complimenting the Government's preemployment Training Programs whose budget was already $200,000 a year.

(8) S.T.P. is essential in helping Government to reduce numbers of non-established public service workers by training them for absorption into the private sector.

Employers interviewed were in favor of the Program and in all cases wished to have more persons trained. The industrial (manufacturing) sector is at a critical stage for workers since their wages cannot compete with those in the hotel sector.

The figures given for hotel expansion are so great that the Project can be severely stretched in this area alone.

There can be no doubt that Antigua needs the S.T.P. to function with vigor.

OAS Involvement

The OAS Regional Chief stationed in Antigua, Brian Fluck was off the island. John Campbell, a former Peace Corps Volunteer, was acting in his place. The training records show that Brian Fluck was effective and the team regrets not meeting him.

John Campbell, his temporary replacement is tackling the problems with vigor. He is doing a great deal to have some old buildings, given by the Government as a permanent in-site training base for the project, repaired and refurbished by trainees in the construction trades.

The National Director complained of slowness in transfer of funds and in disbursements.

The O.A.S. Job Development Specialist has wide responsibilities under the Project Agreement. In Antigua, neither the National Director nor the National Job Developmenters seemed to be quite aware of their respective roles and there have been misunderstandings. How far these were personality or professional differences is not clear.

As in other territories visited later the mechanisms for the Loan Scheme have not been set up.

Stipends

There were stronger feelings about the amount of the stipends in Antigua than in any other country visited. Perhaps this was compromised by the fact that in its own training program the Antigua Government pays a higher stipend to trainees. We have already mentioned the Government's intention to increase it to $50. Since this is part of Government's plan to work toward financial independence we do not recommend increase of the stipend in Antigua.

Organizational Independence:

Antigua can achieve full organizational independence within another year. The National staff needs to be cognizant of the development plans of the country and to plan an overall strategy for the S.T.P. for the next two year period. They need to be assisted in some areas, and the National Director still needs both training and direction.

The linkages with other training organizations and institutions must be established to maximize the use of national training resources, e.g. workshops for technical and professional staff.

Financial Independence

Antigua has take the first step toward financial independence by increasing the training stipend. Government has also made available a site for permanent on-site training which will be the training headquarters of S.T.P.

The Permanent Secretary, Ministry of Economic Planning, indicated that the program can become financially independent through increasing the increment from Government in its budgetary allocation; this has to be phased and will need expansion of the project for a further period.

Trainees Interviewed

(a) Electrical Wiring. Venue - Old Sugar Factory Building.

Most trainees have had secondary education or at least schooling up to 16. All trainees interviewed had some acquaintance with the skill either through family involvement or industrial arts training at school. Trainees were articulate and expressed confidence that they would obtain good jobs on leaving school. They seemed to be gaining from the training since their answers to technical questions were sound.

Some considered the stipend too low, especially those living far away from the training site and having high bus fares. Those nearer were satisfied with the stipend. None of the trainees were low achievers or dropouts and all were well suited for a skilled trade.

More equipment could have been supplied inexpensively to allow for individual development. Textbooks were in use.

(b) Carpentry - Venue. Some old buildings were being renovated by the trainees to become technical centers for S.T.P..

All of the trainees interviewed had had education up to age 16, but none had had previous employment. Interest in carpentry stemmed from high wages and demand for carpenters and from family involvement in the trade. All expected to get jobs on completion in the housing construction industry. At that stage of the training they had re-roofed a large building and had built benches and long tables for use in the Center. The carpentry instructor stated that trainees would earn about one third a journeymen's pay on completion.

We think that there would be scope for "rough carpentry" e.g. boxing and shuttering for concrete structures, for these beginners.

(c) Printing

We saw some former trainees who had been selected for training and employment by the printery before they joined the S.T.P. It seemed that while they profited from the social skills instruction the connection with S.T.P only supplemented their basic pay.

(d) Industrial Factory - Computer Products

Six graduate trainees and one floor supervisor were interviewed. All of them had been unemployed before joining the S.T.P. program at the factory. Apparently trainees are paid the minimum wage of $72.00 per week less Social Security. During training, the factory reduces this by $25, the stipend paid by S.T.P. After training, however, employees produce more than would earn the minimum. Turn-over of work force is high as workers leave for better paid hotel work.

As factory work appears to be Hobson's choice, five of the seven persons interviewed were of about average intelligence. One bright young man claimed that he could produce more than 50% in addition to the required number of units if there were greater incentives for higher productivity.

(e) Home Making

Mrs. Jean Edwards is a former teacher in the S.T.P. in a home-making aide course. The class had as its goal that of preparing them for work as domestic workers. As the women begin to receive training, they gained greater confidence and a better image of themselves. As a consequence, the participants aimed at better paying work in the hotel or guest house area and were successful. One actually worked for a time as a domestic.

The classes were held in the home economic facilities of Princess Margaret School after regular school classes had ended at 1:30 p.m. and they went on to 6:30 with the Skills Training Project. Mrs. Edwards believes there are many more women who could be helped by subsequent offerings of the training. She thought that a venue nearer the rural areas might be beneficial to women from these areas.

CASESTUDY

ANTIGUA

Alex, Hopedal, and Hazle are students in the electrical course of the NFYSTP in Antigua. Alex, the oldest of the three at 20, finished 5th Form. He heard about the Skills Training Project from his father and after inquiring what was available, he requested and was admitted to the program. He thought once he might become an engineer and still thinks about it. Alex had done odd jobs and worked for a time at a print shop.

Hopedal is a very youthful-looking 17-year-old who went to senior third. Like Hazle, he heard about the Skills Training Project over the radio. Hopedal lives at home which is walking distance from the training site. Hopedal was very reticent but agreed the social skills unit was helping him.

Hazle worked at odd jobs up until he entered the project and frequently earned more than his training stipend. He says lunch, if purchased each day, would take his entire stipend. The three participants bring at least a partial lunch to live within their stipend budget. Alex and Hazle would spend an average of EC$2.60 daily for transportation, but they frequently hitchhike for their return trip to save the $1.30 bus fare.

The three youths were aware of the assistance being mobilized by the job developers and by the teacher trainer to try to secure attachments for them. They also complimented their teacher on the work he had done with them.

GEORGE HERBERT

Mr. Herbert is the instructor of the course in carpentry in the Skills Training Project in Antigua. The eleven students were in the final stages of the course. He observed that the students needed continual prodding to do the work, but he believes all can be transitioned to "attachments." He had no trouble getting supplies, but he had to seek them from vendors himself which was time consuming. He had additional help from the social skills teacher and a teacher of blueprint reading.

ROLAND O. WALKER

Mr. Walker is general manager of Antigua Printing and Publishing. He had three trainees who were apprenticed to senior workers in his shop. He kept two of them: One to do camera, stripping and platework and the other to do presswork. His manpower needs are to crosstrain personnel (the women in particular, have proved reluctant to work on large machines). He paid the trainees five times the STP stipend while in training. The National Project staff has a pull-out program for the social skills component. Mr. Walker feels the need to bring in new workers to train because of turnover.

Conclusions

1. Lapsing Funds: Spending in Antigua was limited by the following factors:

   (a) More in-plant training than off-site
   (b) Late start of project
   (c) Inexperience of National staff
   (d) The absence of a Training Center; low spending on tools

2. Some courses, especially in the skills construction areas, need more than three months.

3. The stipend appears to be seen to some employees as a subsidy.

4. The background and training of the National Director seem doubtful for this job. He could benefit from a course in management.

5. The S.T.P. needs to establish strong linkages with other training programs in Antigua.

6. The relationship between the OAS Job Developer Specialist and the National Staff needs investigation by OAS management.

7. The Antigua Project has developed satisfactorily in spite of teething pains at the start.

8. The S.T.P. has to be adapted to the specific needs of Antigua: but it should not neglect long range training goals.

Recommendations

1. There should be distinction between the skilled operative and the skilled craftman. Module completion period can therefore vary from two weeks to six months.

2. The construction of the Central Training Workshop should be speeded up to facilitate training especially for the construction industry.

3. Instructors, however skilled, should have an orientation period and regular seminars to strengthen teaching skills.

4. All trainees should be exposed to at least a unit of training on Business Skills, particularly those trainees for self-employment.

5. National Staff should be given short assignments to observe action of S.T.P. in other Caribbean countries.

PERSONS INTERVIEWED: ANTIGUA

Donald Christian
Minister Without Portfolio, Ministry of Education

Clarence Edwards
Permanent Secretary, Ministry of Foreign Affairs,
Economic Development, Tourism & Energy

David E. Lewis
National Director, Skills Training Project

Roma Creque-Hodge
Instructor Trainer, Skills Training Project

Joseph C. Campbell, Ph.D
OAS Regional Assistant Director

Roland O Walker
General Manager, Antigua Printing & Publishing Ltd.

P. P. Fiedtkou
Personnel Director, Jolly Beach Resort,

Hilroy Brown
Social Skills Instructor, Skills Training Project

Kathleen "Kitz" Rickert
OAS Job Development Specialist

Desiree Edwards
Job Developer, Skills Training Project

Mrs. Gwen Tonge
Director, Women's Bureau

Walter Benjamin
Job Developer, Skills Training Project

Bramuel Buntin
Instructor, Skills Training Project

George Herbert
Instructor, Carpentry, Skills Training Project

Mrs. Jean Edwards
Former Instructor, Skills Training Project

Clarence Edwards
Permanent Secretary, Ministry of Foreign Affairs
Economic Development, Tourism & Energy

Eden Weston
Coordinator of Projects, Ministry of Economic Development

Wrexford Ferrance
Executive Director, National Development Foundation

Mary Lou Schramm
PDAP Advisor

Cyril Procope
Employers Confederation

Arthur Eastmond
Manager
Jolly Beach Hotel

Malacy McElroy
Plant Manager
Computer Products Caribe Ltd.

2. ST. KITTS/NEVIS

Foreword

Expansion of the industrial sewing industry in St. Kitt/Nevis was highlighted by the opening of an additional plant in Nevis at the time of the evaluation. The workers had been trained by the Skills Training Project some five months earlier and a series of problems prevented the plant from opening earlier than January of 1987.

With a fairly small population and similarly small labor pool, St. Kitts/Nevis are not too attractive to companies which plan to employ in the hundreds. Nearly all of the training was for single industry demands, voiding the need for technical committees. Two self employment modules have been attempted, but it was too early to tell if the trainees will be successful.

1. Advisory Committees

Although the advisory committee was headed by the permanent secretary (for the ministry of education), the Project had had very poor luck in attracting many of the private sector representatives of the committee, including the representatives from Nevis. A concerted effort was being made to attract better attendance. The minutes of the meetings which were held on a regular basis indicate that the staff put forward a good effort to provide status reports and other items which should have been of interest to the advisory committee.

2. Technical Committee

Most of the modules were developed with single employers as the target of employment and consequently, the functions of the technical committee were fulfilled by the employer for whom the module was designed. Where the module did not target a single employer, the job developers for the Skills Training Project, sometimes with the OAS job developer, would retrieve technical information from persons in the industry in the course of developing the module.

3. National Staff

The St. Kitts/Nevis Skills Training Project was fully staffed at the national level. One job developer was based in Nevis. The work of the national staff was complemented by the active involvement of the OAS Regional Job Development Specialist working very closely with the national staff in both St. Kitts/Nevis.

The teacher-trainer and the director were both replacements on the national staff. The previous teacher-trainer had gone on to take employment as personnel manager for a large resort in St. Kitts and the director was named after the resignation of the founding director. In the case of both

the initial and the subsequent director, they each held regular jobs within the Ministry of Education. The initial director was the director of the Technical College and the present director is also special assistant to the minister (of education) for youth, sports, culture, and community affairs. The director spends 25 percent of his time at the ministry and 75 percent for the Skills Training Project.

The Job Developer in St. Kitts was still working very much under the guidance of the OAS Regional Job Development Specialist and was working out problems in transfer of information at appropriate points in their joint efforts.

The national staff had planned to start two agriculture sector modules in January, but due to the onset of the sugar cane harvest, postponed them indefinitely. No modules were in operation at the time of the evaluation.

The Job Developer in Nevis was also playing the role of instructor trainer with help from the OAS Job Development Specialist.

4. Scope of Programs

Due to a good start in March, 1986, the Skills Training Project in St. Kitts/Nevis exceeded its goals for trainees, completions, and placement of trainees. Its 264 trainees were spread out among 30 modules. Its placement was in small groups, with no more than 32 trainees going to any one company. The detail follows:

Attachment 1 to be provided.

Attachment 2 to be provided.

5. Status of Project in Country

The project is seen as serving both the tourism industry as well as the developing industrial manufacturing sector. Because of the traditional rivalry, Nevis gets its due attention even if the target group on Nevis is much smaller.

With only one-half year of development, the project is well known among the various sectors and receives warm support from government officials. Its placement in the ministry of education ensures that it is part of the overall delivery system in education and maintains strong links to the other ministries.

The fact that the project director is also a ministry of education official leads to speculation that the position might be politicized; the other side of the argument is that the Skills Training Project is well positioned for institutionalization when the time comes.

6. Self Employment

With only a couple of efforts in this field, the Project has not fully tested the market. There are support structures in place. The Project Development Assistance Program has an active program in St. Kitts and a PDAP Advisor who is eager to help with the project if an appropriate opportunity presents itself. The Foundation for National Development has just initiated a small loan program to go along with its loan guarantee operation that has promise of helping graduates of the self employment programs when they reach the stage of implementation.

The FND reports that it makes tools and equipment loans to self employed persons now. None are delinquent at the present time. Loans of up to EC$3,000 are available through the small loan program.

7. Interviews with Trainees and Graduates

Since no modules were in sessions, there were no trainees to interview. Graduates interviewed were of the opinion that they could not hold their present jobs were it not for the Job Skills Training Program.

8. OAS Role

The OAS national office performed only a fiscal function, leaving to the OAS Regional Office all the details of project administration. The OAS national director attended the advisory committee meetings when they were held.

With a full-time Job Development Specialist, the regional OAS office was well represented. The OAS Job Development Specialist was credited by a Nevis industrialist with saving his project (a garment factory) after he had all but given up.

The national project staff acknowledge guidance and training from both the OAS Regional Director and the Assistant Director based in Antigua.

9. Stipends

The problem of stipends was ameliorated by one of the factory managers by sending a bus to St. Kitts to collect workers for his factory. In addition, he supplemented stipends with a matching amount during training. For trainees attending in St. Kitts, the stipend was barely adequate for the stated purposes (transportation and lunch).

In Nevis, some employers matched the stipend. A stipend of $35 to $40 was considered appropriate.

10. Case Studies: Nevis

a. Six women were trained to work in design and production of silk screened t-shirts and clothing. Five completed training and are now employed. Their ages range from 19 to 26. Though data is incomplete, two women had little or no employment history (less than 2 months) and three had significant work history (2-3 years), but it is unknown how long they had been unemployed. The work was probably at the minimum wage of EC$80 or less per week. The employment after training was at EC$95/week, but other benefits such as payment of government taxes and transportation might bring the wage above EC$100/week. The net increase in income in he first year after training was approximately EC$13,500.

b. Thirteen women entered training to be data entry workers in the Offshore Data Entry Services, Ltd. Twelve completed the training. The age range was 19 to 24 with one exception of a 31 year old. Though the data is incomplete, it appears that 60% of the women had little or no employment history in the year before they began training. Forty percent of the trainees listed significant work experience, but did not give the dates of that employment. Some of the employment was in St. Kitts and some was in a factory that shut down. All appeared to have been employed at the minimum factory range of EC$80/week. Salary at the end of training started at $120/week and the supervisor felt that this wage would increase with time. The net increase in income in the first year after training was approximately EC$54,090.

11. Conclusions

a. The project is exceeding its goals in terms of trainee enrollment, completions, and placement.

b. The task of the Skills Training Project is not as severe as in other countries because education is mandatory for all youth until age 16. Moreover, multipurpose workshops are being constructed at some all-age schools to provide some pre-vocational training to students. A Technical College also is a long established institution in St. Kitts.

c. At its stage of development, St. Kitts/Nevis is benefiting greatly from the OAS Job Development Specialist and the national staff is in good conditions to be on its own within a short period of time.

d. Social Skills Training is deemed so valuable, that businessmen are thinking of purchasing this kind of training from the Skills Training Project along with requesting supervisors' training which they consider the logical development of the Project.

e. Because of the large economies of doing nearly all of its training on site, the late start of the project, and the employment of mostly part-time teachers, the Skills Training Project has greatly underspent its allocation. Its one unmet need is a continuing request for a vehicle in Nevis although the rental of funds for vehicles haven't been well utilized.

f. St. Kitts/Nevis showed evidence of good orientation to the "module" training system as shown by records available for all programs. The records indicated both good work by the teacher trainer and by the teachers selected for the project.

g. St. Kitts/Nevis could benefit from some guidance in the development of self employment modules since they are early in their stage of development and have not had much experience with them.

h. By attaching the director to the Ministry of Education, it assures that the Skills Training Project has easy access to top administration and a high level of independence and autonomy. Good relations with the OAS office expedites necessary business which must be transacted.

i There is no movement toward institutionalization of the Project at St. Kitts/Nevis but government officials indicate they would plan to do so after the next phase of the project.

j. Information retrieval at St. Kitts/Nevis was in good condition, but no treatment of the data had been achieved.

k. The technical committee system has not been of much help to the project in St. Kitts.

1. In Nevis, the project could benefit from one more staff member and a vehicle.

12. Recommendations

a. The Skills Training Project in St. Kitts/Nevis should receive a no-cost extension until September 30, 1987 and the COSKN should be invited to submit a proposal for third phase funding to include goals and timetables for institutionalization of the Project.

b. Because information retrieval is fairly well advanced in St. Kitts/Nevis, consideration should be given to starting the automation of a data base management system and piloting of the information system described in the Project Paper.

c. The technical committee system requirement should be waived when the module is intended to serve a single employer.

d. Closer links with the Chamber of Commerce should be sought as a means of depoliticizing the perception of the Skills Training Project. This could involve private sector involvement in module selection and trainee recruitment, now perceived as part of the political process.

e. Nevis should, add an instructor trainer and begin a focus on self employment.

PERSONS INTERVIEWED: ST. KITTS/NEVIS

The Honorable Simeon Daniel
Premier, Nevis

Dr. Belden Bell
OAS Ambassador to St. Kitts/Nevis

L. Sidney Osborne, Permanent Secretary
Ministry of Trade and Industry

Joel M. Morton, Executive Director
Foundation for National Development

Laura Campobasso, Advisor
PDAP Advisor

Irvin R. Sweeney
Special Assistant to Minister of Education,
Health & Social Affairs

C. Cable, President
Chamber of Commerce

Benny Hodge
Plant Manager, St. Kitts Enterprise

Vincent Woods
Personnel Manager, Royal St. Kitts Hotel

Earl Morris
Minister of Education, Health & Social Affairs

Hugh Nisbett
Teacher Trainer, Skills Training Project

Samuel Franks
Job Development, Skills Training Project

Ed Munn
President, St. Kitts Enterprises

Joseph W. Parry
Permanent Secretary to the Premier, Nevis

Halsbad Byron
Job Developer, Nevis

Mr. William Stein
President, St. Kitts Apparel & Nevis Apparel

Kitty Burke
Owner, The Sand-box Tree

Jill Cohen
Consultant, Nevis

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3. St. Lucia

Foreword

St. Lucia was involved in Phase One of the project and was selected for Phase Two amendment participation. Upwards of 3000 young persons with only a primary school education are annually attempting to enter the labor market. This situation arises from the fact that only about 1000 of 4000 primary school graduates can be admitted to secondary schools because of lack of space. These numbers represent only those youth who sit for the exam and does not take into account other youth who leave school for other reasons. The training centers talked about previously have not been realized - it had been proposed that five be established, a target later dropped to two. At the time of the present evaluation, one is still contemplated on the site of Morne Technical College but it has not advanced to the "agreement in concept" stage at the country level. If such a situation could be considered to have a positive side, it is that the mass quantities of youth being pushed out of the education system are attracting labor-intensive industrial operations from southeast asia and other countries. A very good banana crop in 1986 and large numbers of factory workers receiving cash wages produced a nearly euphoric feeling in the retail trade sector because of record sales during the recent Christmas holiday period.

1. Advisory Committee

Even with St. Lucia's longer experience with the project, or because of it, the national advisory committee was not active. The situation was exacerbated by the fact that the national project staff was down to two persons at the same time that it was serving more students and delivering more modules than any other participating country at the time of the evaluation.

2. Technical Committee

With a high concentration of single-firm modules, the technical committee function had been assumed by the participating companies and in modules to serve the business sector in general, advise was sought by the director and job developer from individual businessmen at the module formulation stage.

3. National Staff

The St. Lucia national staff was the director and the job placement specialist. The teacher-trainer and secretary jobs were vacant at the time of the evaluation.

With just two persons holding down the office, their accomplishments were exemplary.

The director had easy and prompt access to his own and cooperating ministries. Business and industry executives had a high level of recognition of both the project and the director. The director was also well recognized by trainees who frequently hailed him during the evaluation visit to provide him some instant input regarding trainee issues.

4. Scope of Programs

St. Lucia met its goal for modules delivered, its goal for number of trainees, and its goal for placement. The data follow:

SUMMARY OF MODULE

SEPTEMBER 1986 - FEBRUARY 1986 — PHASE II

MODULE	NO. STARTED	NO. COMPLETED	NO. PLACED
1. Apprentice Tailoring	18	18	12
2. Cake Decorating	6	6	6
3. Pastry Making	1	1	1
4. Welding/Auto Mechanics	7	6	5
5. Food Processing	7	6	5
6. Industrial Sewing (Hortex)	16	9	9
7. Hand Painting and Decorating	22	27	9
8. Wooden Toys (K.L.V.)	48	35	35
9. Tour Guides	12	12	7
10. Home Assistants	16	8	8
	163	123	114

MARCH - JUNE, 1986

1. Glove Manufacturing	42	41	41
2. *Apprentice Mechanics	2	2	2
3. Machine Knitting/ Crochetting	10	10	9
4. *Joinery/*Upholstery	9	7	7
5. Electronics Assembly (Caribbean Electronics)	22	21	21
6. *Broom Making	9	3	3
	88	84	83

*Continued into new quarter

JULY - NOVEMBER, 1986

MODULE	NO. STARTED	NO. COMPLETED	NO. PLACED
1. Electronics Assembly (R.L.V.)	27	16	16
2. Electronics Assembly (Caribbean Electronics)	20	20	20
3. Home Assistants	10	7	7
4. Industrial Sewing (Hortex)	41	25	19
5. Furniture Making	18	7	7
6. Glove Manufacturing	40	39	39
7. Soft Toys Making	3	3	3
8. Food & Beverage Service	5	5	-
9. Boat Cleaning	7	5	-
10. Wig Making	6	6	6
11. Bee Keeping	2	2	-
12. Manufacturing of Mattresses	7	7	7
13. Welding/Auto Body Repair	9	Ongoing	

JULY - NOVEMBER, 1986

MODULE	NO. STARTED	NO. COMPLETED	NO. PLACED
14. Apprentice Plumbing	1	Ongoing	
15. Apprentice Tailoring	13	Ongoing	
16. Dress Making	3	Ongoing	
17. Hair Dressing	1	Ongoing	
18. Key Stroking	12	Ongoing	
19. Bamboo Craft	12	Ongoing	
20. Decorative Jewellery Making	20	Ongoing	
	254	142	124

In addition, at the time of evaluation, 67 participants were still in training of which 20 were in an electronic assembly module not included above. A request to training 38 garment workers was pending Regional OAS review.

The program showed a very broad development, including a substantial effort at self-employment modules.

In formulating repeat modules, the staff paid attention to the performance of employers and their treatment of the trainees with the aim of correcting weaknesses in prior performance. Most industrial employers were persuaded to augment stipends as a condition of being provided the training.

5. Status of Project in Country

Despite the widespread support by St. Lucia industrialists, there was not a firm plan for the final assignment of the project to a ministry for a potential third phase or institutionalization. Currently administered by the Minister of Community Development, Social Affairs, Youth, Sports, Local Government, Information and Broadcasting it was believed that the program should be with the Minister of Health, Housing and Labor. As to institutionalization, no definite plan existed although the latter ministry thought it could be part of a proposed new training center on the site of Morne Technical College.

Executives of the St. Lucia Development Corporation believe the project is crucial to industrial development efforts as could be demonstrated by the high demand for the project's services at the industrial park at Vieux Fort.

The project is very vulnerable because the project staff do not hold permanent status with the project and are on assignment from their parent ministry. The new teacher trainers when assigned, will be seconded from the Ministry of Education. Because there are no financial incentives to remain in the much more intense area of the project, the current and future staff could reasonably opt for comparatively easier jobs at the same wage.

6. Self Employment

Officials of the National Research and Development Foundation of St. Lucia reported making 47 "micro" loans during the past year, 12 of them to persons under age 25. One was to a former client of the project. NRDF officials say their "micro" business loans are designed for just the kind of needs that might result from self employment modules. Among their loans have been loans to joiners, tailors and seamstresses, bakers, and barbers.

The recent development of NRDF provides a functioning structure for self employment activities within the OAS/USAID project.

7. Interviews with Trainees and Graduates

When asked to recall the teacher who most impressed them, trainees often as not, mentioned their social skills instructor. Technical training

was taken for granted as an expected result of taking the training, but the social skills module expanded the trainees own personal development.

8. OAS Role

In comparison to other countries where the national OAS director took a passive and narrow role of providing fiscal support, in St. Lucia he took a very active role. He monitored the project with close attention to OAS fiscal regulations and USAID guidelines on competitive bidding even though many purchases were just beyond customary petty cash limits.

This unusual level of scrutiny has contributed to tense relations between the project and the national OAS office. The Regional OAS project director serves as both a consultant, manager, trainer and resource person to the national project staff. St. Lucia is one of two countries that does not have an OAS Job Developer based within the country.

9. Stipends

Although the center of population is Castries, many of the training activities are in Vieux Fort, a different region of the country. Moreover, the public transportation system in Vieux Fort is not sufficiently scheduled to provide the predictability required for punctual attendance at factory jobs. The relative high cost of public transportation is the leading reason for dissatisfaction with stipends. The level of stipends is also critical for trainees in self employment modules, such as bamboo weaving, where the stipend is the sole income of the trainee. Most industrial users of the Skills Training Project augment stipends at the insistence of project staff.

10. Conclusions

a. The project is exceeding its own development goals in terms of trainee enrollment, completers, and placement.

b. The prospects for expansion to government sponsored activities are not good if it is not permanently assigned to a suitable ministry.

c. St. Lucia is functioning very well without a regional OAS Job Development Specialist now that the project has achieved maturity.

d. Training in work attitudes is highly regarded by employers.

e. On-site training is particularly effective by lowering costs and enhancing placement.

f. The records showed that the teachers were trained in the use and development of modules.

g. St. Lucia can be fairly strict with employers who request training because of the good supply of cooperating employees.

h. Stipends are necessary because of the need for and high cost of transportation.

i. A high degree of national independence is given the S.T.P., but no movement was perceived toward institutionalization.

j. Regional staff support is needed to promote nationalizations and improved relations with OAS national staff.

k. The information system was not developed at St. Lucia beyond basic student records and initial placement data retrieval.

l. The technical committee system was poorly designed as it did not make provision for a preponderance of single-employer modules.

11. Recommendations

a. The STP in St. Lucia should receive a no-cost extension to Sept. 30, 1987.

b. GOSL should submit a proposal for Third Phase funding of the project to OAS which includes institutionalization at the end of Phase III.

c. Flexibility in increasing stipends may be included in (b) above provided they are included in the plan for institutionalization.

d. The Regional OAS director should develop a fiscal system that meets the needs of the Project and the participation of the national OAS director.

e. The Regional OAS Director should begin negotiations with appropriate ministries to guide the development of the proposal in (b) above.

f. USAID/OAS should provide specific guidelines for information system development.

g. The Technical Committee procedure was overdesigned for this project and should be modified in light of the steps required to construct a module.

PERSONS INTERVIEWED: ST. LUCIA

Romanus Lansiquot
Minister for Community Development, Social Affairs, Youth, Sports, Local Government, Information & Broadcasting

Clendon H. Mason
Minister of Health, Housing, and Labor

Johannes A. DeVeer
Director, OAS, St. Lucia

K.Y. Moon, Director
Kocia Mills Co., Ltd.

Desmond Paul, General Manager
NEHOC Industries Ltd.

Terry Deligny
Investment Promotion Division
St. Lucia National Development Corporation

Mike Beniah Dorh, Proprietor
Honesty Taxi Services

Arundel O. Nurse, Plant Manager
Luc Lestang, Production Manager
Caribbean Electronics Ltd.

Byram Jean, Supervisor
Crown American

Nathaniel Nuptial
Nat & Associates Woodworking

Michael Louis
Chief Education Officer

Julia Mitelle,
Lydia Anselm
National Research and Development Foundation of St. Lucia, Ltd.

Peter Sauer, Plant Manager
BRABO, Cr., Ltd.

Dexter Lambert
Knitting Machine Instructor

Edgitha Blanchard
Social Skills Instructor

Joseph Cadette
Tailoring Instructor

Sharmine Gardner
Past President, Chamber of Commerce, St. Lucia

Selwin Vincent
Labor Commissioner

Benjamin Emmanuel Director
St. Lucia Skills Training Project

Gertrude St. Helene
Job Development Officer

Daphne James
Former Instructor Trainer

Mrs. H. George
Instructor-Trainer Designate

4. St. Vincent

The Advisory Committee consists of nine members, six of whom are drawn from the Public Service Ministries and Departments and three from the private sector representing hotel interests, Chamber of Commerce and DEVCO. The Chairman is substantively the Director of the Community Development Department.

Technical Committees are set up for each module. These set standards, and interact with the Instructor/Trainer and instructors.

National Staff

Leo Jack	-	National Director
Enos Emmans	-	Instructor Trainer
Laferne Cato	-	Job Development Specialist
Julia Clarke	-	Job Development Specialist
Mary Young	-	Social Skills Instructor

The National Director has the necessary capabilities for his post but he does not appear to devote enough time to his management functions. There are no regular staff meetings and reporting sessions.

The Instructor Trainer is a qualified Technical Teacher, having been trained at the University of Toronto in Industrial Arts. Other staff state that their relations with him are excellent and he fills the leadership void in the absence of the Director. The two Job developers seem to have the background and the personality for the job.

Scope of Program

Modules were as follows:

No of modules	22
No of Trainees started	340
No of trainees completed	290
No of trainee drop-outs	28
No of trainees in training	22
No of trainees placed in employment	225
No of self-employed	47

The names of the modules were as follows (1) Industrial Sewing Island Gloves; (2) Chicken Roast; (3) Black Caribe; (4) Fast Food, Yummy; (5) Fast Foto Film Techn.; (6) Hand Crochet, Nu Carib; (7) Pipe Fitting; (8) Vegetable production, Chateua Belaire; (9) Basic Building Construction; (10) Boat Building, Buhler Yachts; (11) Handicraft, Union Island; (12) Auto mechanics (13) Hand knitting, Vinco; (14) Jewellery Making; (15) Bartendering; (16) Home Assistants; (17) Kentucky Fried; (18) Vegetable Products Troumaca; (19) Hand Crochet, Verbe.

The range of modules is encouraging and it is expected that greater attention will be paid to activities aimed at self-employment especially in Agriculture.

The Status of the Project in the Country

The Prime Minister, Honourable James Mitchell, together with the Minister of Housing, Labour and Community Development met with the Evaluation Team. The Prime Minister said that he was pleased with the Project. He wanted it to do things for the market place for people to be self-employed. He wanted meaningful projects especially for remote areas. Products should have the right designs that will sell.

The Minister said it will be unfair to abandon the project in mid-stream since St. Vincent does not as yet have the level of expertise to carry on the project. He asked that at least 75% of the present allocation should be kept if there had to be a cut in budget. He anticipated increases in industrialization and construction to both of which needs the project was critical.

One employer stated that the disciplines necessary for industrialization were not yet strong in a country in which there was a strong small farm agricultural tradition. He felt that the social skills instruction of S.T.P. was important and should be increased in order to create the right attitudes.

Self-Employment

Of the 272 persons trained and in employment, 47 were self-employed or 17.2%. Since the Evaluation Team was informed that all factory shells have been utilized, unless there is new building for new industries, there should be a concentration in modules in self-employment.

OAS Involvement

The OAS Project chief is stationed in St. Vincent and this is an advantage for the S.T.P. here. All problems with the OAS St. Vincent Office which deals with disbursements can be easily dealt with and the National staff is saved some of the difficulties experienced in other countries. Strained relations between the OAS Job Development Specialist and the National Staff need to be dealt with. All members of the National Staff reported positively on the value of the Project Chief to the Project.

Stipends

There was not enough feedback to make a proper assessment of the trainees views on the quantum of the stipends. The National Director considered it to be sufficient.

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Organizational Independence

The team considers that St. Vincent has achieved about 60% organizational efficiency.

Financial Independence

In meeting with the Minister and senior officials it was stated that Government would be making inputs into the program on an annual basis. However, there will be financial constraints since many of the community development activities already depended on funding from another external agency.

Trainees and/or Employers Interviewed

Three Trainees were interviewed at the Verbeke Center. There were working on a crochet project and all expected to be self-employed. Most however, seem to have other means of support and only intended to supplement money for house-keeping by selling work in crochet.

We also interviewed the operator of the Island Glove Factory. He claims he can employ more workers but has no space. He made a good case for the stipend paid during training since it took about 24 weeks before the trainee reaches the level of output which was economical for the pay, etc. The manager of the Young Island Resort stated that his resort had trained seven people in entry level hotel, skills-bartending and waiting on tables. His resort employed three of the trainees and the other four could find employment in other hotels. He wasn't particularly supportive of the project, but did say that the Social Skills Training helped the trainees catch on a bit quicker. One of the trainees was interviewed. He said that to his knowledge the other trainees were not employed. His monthly income when all benefits are considered has increased by about EC$350/per month. He feels he will soon change to another hotel that pays a higher wage.

Recommendations

1. S.T.P should be extended for a further two years to allow GOSV to achieve its development goals.

2. S.T.P. should concentrate on training for self-employment.

3. Proper mechanisms should be set up by the National Staff to ensure that Carriacou the island dependency is well supported by the Project.

4. OAS management should deal with problems presently affecting the efficiency of the National Staff.

PERSONS INTERVIEWED: ST. VINCENT

Arthur Henry
OAS Project Chief

Joan Thompson
OAS Project Development Specialist

Clement Ballah
Director, Community Development

Patricial Griffith
Permanent Secretary
Ministry of Housing, Labour & Community Development

Jonathan Als
Member of the Advisory Committee

Rt. Hon. James Mitchell
Prime Minister

Hon L. Scott
Minister of Housing, Labour & Community Development

Leo Jack
National Director

Enos Emmans
Instructor Trainer

Laferne Cata
Job Development Specialist

Julia Clarke
Job Development Specialist

Mary Young
Social Skills Instructor

Rosalie Gilkes
Instructor, Crochet Project, Verbeke Centre

Leonard Fireman
Glove Factory

Tony Audian
PDAP Advisor

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Frank Banfield
Sewing Maching Operation Instructor

Mr. James Cruichshank
Jewellery Making (Black Coral) Instructor

5. DOMINICA

1. Advisory Committee: Originally consisted of twelve (12) members drawn from Agriculture; Trade Unions, Education, Econ. Planning Unit, Social Services, Public Works, OAS local Representative and two representatives from the private sector. It was reorganized in 1985. It now consists of nine (9) members drawn from the Trade Unions, Economic Planning Unit, Dominica Association of Industry and Commerce, Agriculture, Education, National Development Foundation, IDC, IFAD and Tourist Board.

The Board meets regularly and its members are keenly interested in the Project.

Technical Committee: A Technical Committee was set up for each module and from the list produced, the members seemed qualified for their tasks. The quality of the modules is good and speaks well for the Instructor/Trainer and the Committees that worked with him.

2. National Staff: The National Staff consists of a National Director one Job Developer one Instructor/Trainer and a Social Skills Instructor.

The National Director - Elizabeth Alfred, is substantively the Chief Youth Development Officer. She is a highly capable person with a good teaching and community development background. The Skills Training Program operates out of the Youth Development Office. While the National Director; "wearing two hats" seems overloaded, the Project connection with Youth Development is an asset since it has the resources of the Youth Development Officers for follow-up trainees. The typography of Dominica and the around the island distribution of the project activities is offset by the help of this additional manpower.

The Instructor Trainer - Francis Severin, is possibly the most competent in all the islands. He has assisted largely in the training of instructor/trainers on the other islands.

The Job Developer, Colber Pinerd, is a good organizer and is capable of giving the Dominica STP continued impetus. He understands the needs of his country and has excellent contacts and relations with employers and self-employed persons.

The Social Skills Instructor - Isalene Delsol, is a retired school principal. She is energetic and approaches her task with enthusiasm and interest. She understands the needs of the trainees and the socio-economic setting into which S.T.P. is placed.

The National staff is operating out of very poor quarters. Every effort should be made to house this program in the manner it deserves.

3. Scope of Program: Up to December 1986, the Project had produced 57 modules. 2430 applications were received for admissions to the programs.

Of these, 832 had started, 128 dropped out, 704 completed and 55 had been placed. These figures do not include 612 who had started the cottage smocking module because no stipends were paid to those trainees and the particular industry was short-lived.

Evaluators were impressed by the wide range of subject covered by the modules and the training which reflected the needs of the country. The distribution of the training is also worthy of note and trainees have been drawn from all urban, suburban and rural communities.

The efficacy of the Project has been considerably enhanced by the improved road system of Dominica.

4. The Status of the Project in the Community

All persons interviewed saw the Skills Training Project as critical to the Development of the Country and hoped that it would continue. The Minister of Education, the Hon Hesketh Alexandar, indicated that the Project was helping the young people of the country and that Government would do all in its power to support it. There were plans to strengthen the National Staff and to house it more appropriately. He however, stated that Dominica would need the financial assistance to continue for a further period.

IDC in its publicity to attract investors has been pointing to S.T.P.'s capacity to provide training. To date, its training program with industries like Dominica Gloves has been successful and requests have been made for more training to be undertaken.

5. Self-Employment

Dominica has potential for self-employment of persons with skills and in certain activities of small craft and agriculture. A number of modules have been completed towards this end. Easy transportation of agricultural products, e.g. bananas and citrus, and improved marketing and processing are making self-employment in agriculture both popular and profitable.

Two modules have been completed in leather craft and most of he graduates are self-employed. What is most gratifying is that many of these are members of the Rastafarian cult, who apparently are being returned to purposeful civic activities and responsibilities.

Under the Terms of the Amendment Seven of this Project, Dominica was allocated US$5,000 to provide loans for self-employed graduates of this program. To date, the project mechanisms have not been set in place and no loans have been made. Loans have, however, been made to some graduates under a Special Loan Fund operated by the Youth Development Division. Under this scheme, 46 former trainees have had loans totalling EC$19,259.94 over the period January 1984 to December, 1986. Repayments to date have been $8,019.88.

6. Interviews with Trainees and Graduates on Work Sites

(a) Leather Craft. Trainees were seen working on a module on the final day of the course. There were eighteen (18) trainees several of whom were drawn from the Rastafarian cult. Most of them intended to be self-employed leather craftsman. The instructor has his own workshop and intended to employ several of the trainees who were not setting up on their own. He had set up his own workshop by means of a loan referred to in Section 6. Demand for craftwork is high and the quality satisfactory.

Two graduate trainees were interviewed in their shops. Their output was limited by their working conditions. They were in need of some "seed" money to help and would welcome loans.

(b) Service Agriculture: Eight trainees were seen under the conduct of a competent instructor, a retired Agricultural Officer. The enthusiasm and work ethic were high. The course involves (1) spraying; (2) making nursery beds; (3) the use of chemicals and chemical control; (4) nursery operations; and (5) dry and wet packing of bananas and grafting.

The trainees were all well selected and intended to be self-employed in agriculture. Their parents were nearly all small land owners. Their interest was apparently due to the good monetary returns from agriculture due to improved transportation and processing.

Facilities for this program were provided by the Ministry of Agriculture and comprise a few acres of nursery beds, covered and uncovered. A building was also provided to be used as a classroom. The country in-kind contributions to this program was about $25,000.

(c) Dominica Gloves: This factory was visited to see graduate trainees at work. Production had suffered from labor problems leading to closure in August 1986. Originally, 120 trainees and been placed but these had been reduced (either voluntarily or otherwise) to sixty (60). Two sewing machine operators trained by the project were servicing the machines most of which were old models.

(d) The following work sites were visited but trainees were not available for interviews:

(1) Superior Timbers - Portmouth
(2) Tour Guides - Portsmouth
(3) Silve Culture Module for re-forestation of areas from which timber had been cut.

7. OAS Involvement

The Director of the local OAS office in Dominica facilitated the S.T.P. by prompt disbursements and other financial arrangements. However, the National Director did not have up-to-date information on the state of the finances e.g. balances in order to plan new modules with the confidence that the necessary funds were available. Some of the problems are being ironed out and we expect better cooperation in future.

The National Team reported favorably on th OAS Job development Specialist who is stationed in Antigua, but includes Dominica in her supervision. Perhaps the greater experience of the National Staff in Dominica prevented the kind of friction we noticed in Antigua.

Then OAS directorate has quite wisely encouraged "horizontal cooperation" training programs among the participating countries. The Instructor/Trainers, Dominica, has been used as a trainer for other territories and visits have been arranged for inexperienced staff from other islands to learn from the Dominican experience.

However, the evaluators are concerned that the machinery for operating the loan scheme as set out in the Project has not been implemented. There should have been no difficulty in Dominica when some graduate trainees in self-employment are already benefiting from the Youth Training Funded mentioned in 5.

9. Stipends

There is some controversy over this aspect of S.T.P. There is a danger that some employers see it as a training subsidy to them since it reduces their wages to trainees.

Trainees are generally grateful for this assistance without which most of them could not afford to cover the transportation cost to reach the training sites The view was expressed that there should be differentials between stipends to trainees living near the work sites and those whose transportation costs were higher.

Conclusions

(1) S.T.P. is making considerable contributions to development of Dominica.

(2) The National Staff is capable and enthusiastic.

(3) There is good contact between the National Director and leading personnel in both the public and private sector.

(4) The S.T.P. Directorate has profited from experience.

(5) Plans for the future are dynamic.

11. Recommendations

(1) The National staff needs more suitable offices.

(2) Assistance to Dominica Project should be continued at the same level as presently conceived.

(3) Tracer studies of placement for not less than one year after training should be done on a regular basis.

(4) Replacement of personnel or addition to personnel of the National Staff should take into account, suitability and qualifications for the post.

(5) Closer collaboration between the National OAS Office and the National Staff in financial matters should be sought.

(6) All members of the National Staff should be placed on the Traveling Schedule. This is a Field Operation.

(7) In view of the emphasis on self-employment which suits the economy, traditions and typography of Dominica, the project should set aside a higher sum for loans than was done in the present program and the scheme should be implemented without delay.

PERSONS INTERVIEWED: DOMINICA

Elizabeth Alfred
National Director

Francis Severin
Instructor Trainer

Colbert Pinard
Job Developer

Isalene Aelsol
Social Skills Instructor

Hon. Hesketh Alexander
Minister of Education

Ken Alleyne
Managing Director, IDC

Peter Azzil
Development Officer, IDC

Peter Wright
PDAP Advisor

George Aird
Chairman, Tourist Board

Livia Inglis
Manageress, Dominica Gloves

Emmanuel Lancaster
Instructor, Service Agriculture

Kelly Williams
Instructor, Leather Work

Agatha Barry
Supervisor, Dominica Gloves

Dr. Paul Brown
Director, OAS Office in Dominica

6. Grenada

1. The National Advisory Committee consists of fifteen members drawn from the Ministry of Education, Employers Federation, Ministries of Tourism, Finance and Labor, Industrial Arts, Industrial Development Corporation, National Development Foundation, Grenada Conference of Churches, Ministry of Agriculture, NEWLO, Grenada Development Bank, Trade Union Council, and Fisheries.

The committee met three times in 1986. A sub committee of the Committee under the Chairmanship of Mr. J. McBarnette, Chief Curriculum Office of the MINED meets more regularly and deals with matters arising from the day-to-day running of the Project. The National Staff and the Project are well supported by the Committee especially through its active sub-committee.

Technical Committees: These ad hoc committees were set up for each module and appear to have functioned satisfactorily.

2. National Staff. The National Staff consists of Gladford Henry, National Director, Ronald Simon, Instructor/Trainer, Judith Williams, Job Development Officer, and Norma Glean, Social Skills Instructor.

The National Staff needs another Job Developer. Grenada S.T.P. has an OAS Job Development Specialist attached to it on a full-time basis.

The terms of reference and duties of each member of the National Staff are clearly set out.

The headquarters of the Project are located in a building on the same compound as the Teachers' Training College and the Technical Institute. The building has an area which is used as a classroom and a section which is being developed as an electronics workshop.

The National Director is efficient and has good working relations with the staff, his superordinate officers in the Ministry, the OAS directorate and the public.

The OAS Job Development Specialist is functioning well but there is a danger that the National Job Placement Officer is too much under his shadow. Further, the absence of the other Job Placement person complicates matters since the training objective intended through Horace Hamilton's assignment is not being fully achieved.

The Instructor/Trainer has replaced another officer who has been with the S.T.P. from the beginning. Ronald Simon, a trained teacher, is still feeling his way and needs to develop confidence with growing experience. He has been assisted by contact with Mr. Severin the Instructor/Trainer, Dominica.

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Judith Williams, the Job Placement Officer, has had encouraging reports from the OAS specialist but I think he has to help her to reduce her dependence on him.

The Ministry must be advised to have the other Job Development Officer in place to benefit from his Hamilton's presence which will not be permanent.

The Social Skills Instructor, Norma Glean, is very capable and feed-back from trainees testify as to her effectiveness.

3. Scope of Program

The S.T.P. during the ten months period ending December 31, 1986 conducted 24 modules in 11 areas viz.

No. of Modules	-	24
No. of Trainees registered	-	501
No. of Trainees completed	-	364
No. of drop-outs	-	137
No. of trainees placed	-	336
No. of trainees currently employed	300	
No. in training	-	71

The modules were as follows:

(1) Industrial sewing for (a) Grantex Garment Factory (b) Windward Industries, and (c) Ideal Garments; (2) Computer Science (3) Candle making, Batik and book-binding, (4) Electrical installation, (5) Plumbing and Pipe Fitting (6) Television Repair and Servicing (7) Drivers and Conductresses training for the Public Transport Service (8) Fishing (9) Printing and Book-binding (10) Security Guards training (11) Waiters and Waitresses.

The training is generally restricted to St. George's and its environs and there is not yet enough outreach to the country areas and to Carriacou the off-shore island dependency. The S.T.P. however, assisted a community-organized project at Sauteurs at the other end of the island.

4. The Status of the Programme in the Country

The Minister of Education, the Hon. E. McGuire, stated that Government would be seeking to expand the program. He said that prospects for expansion of the textile industries were bright and S.T.P. was crucial to the training and preparation for the approximate 3000 new jobs anticipated. He said that the S.T.P. "was touching the lives of all Grenadians". He indicated that it was desirable to transfer approximately 1000 - 1800 persons from the Public Service to the private sector and this

would involve training. He suggested that financial support for the programme would be needed until about 1990.

Roy Clarke of I.D.C. said that the S.T.P. was important in promoting the country to prospective entrepreneurs. He welcomed the flexibility which S.T.P. had and the wide spectrum it covered. He saw the programme as crucial to development plans for the next three years during which it was envisaged that there would be considerable expansion in the hotel industry and in furniture and textile manufactures.

Manufacturers who were interviewed favorably commented on the Project and expressed hopes of training being made available to assist their expansion plans.

Father Oliver Leary of St. Patrick's Catholic Presbytery in Sauteurs in the extreme north of the island told the evaluators of the assistance given by the project to a community self-help project in the manufacture of candles, batik and book-binding. The project hopes to expand and will again require the co-operation of S.T.P. to assist the rural areas with its employment problems.

The interest of prospective trainees can be assessed from the list of applicants vis-a-vis number accepted for training. There were 1076 applicants and 501 registrations or 46.5% selection.

Self Employment

A satisfactory number of modules completed are intended for self-employment and in the program suggested for the next six months greater emphasis will be placed on those for self employment e.g., bee-keeping, rabbit, pig and sheep rearing and activities related to fishing and agriculture. However, the evaluators noted that only 7% of the graduate trainees employed were in self-employment.

There is no mechanism to aid self-employed persons in small enterprises since the loan scheme under the S.T.P has not been implemented.

OAS Involvement:

The OAS management function is carried out through (a) its local Grenada office, which has financial control of the project, (b) the Regional Job Development Specialist who works closely with the National Staff and has his office in the same building and (c) the Project Chief stationed in St. Vincent. The working relation of the Social OAS with the National Staff are good and procedures are well streamlined. The OAS Job Development Specialist, Horace Hamilton, is doing a good job and has excellent working rapport with the National Staff.

Dr. Arthur Henry's overall management has been effective. The National Director informed the evaluators that Dr. Henry has facilitated the

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project in every way and has helped to iron out working difficulties between the S.T.P., the local office and the Ministry from time to time.

The members of the National Staff also noted that OAS facilitated flow of training materials and training in other territories e.g. the Instructor/Trainer, who is relatively new to his job is using curriculum material from Dominica.

6. Stipends

No adverse comments were heard from trainees or graduates on the quantum of stipends. However, it seemed that if trainees from the more remote areas were to be attracted stipends may not be adequate in case of exorbitantly high bus fares.

7. Organizational Independence

S.T.P. in Grenada has achieved about 75% organizational independence. However, Government needs to appoint another Job Development Specialist immediately so that the Regional OAS Specialist can train the person. S.T.P. entails keeping in touch with factories potential employers, trainees, graduates, the rural communities and the St. George's area. All staff should be traveling officers and should be recruited as such. The van provided by the Project helps, but staff should be able to drive and preferably to have their own transport. The evaluators felt that the staff tended to be too desk bound because of their lack of mobility.

Special arrangements must be made for monitoring of projects on Carriacou which has a population of six thousand.

8. Financial Independence. One source claimed that 30% of the GNP. of Grenada is from foreign aid. There is an immediate attempt to reduce the public service in the interest of economy. Under the circumstances it is unlikely that financial independence can be anticipated within the next three years.

9. Trainees Interviewed

Five (5) graduate trainees between the ages of 21 and 24 were interviewed at GRANTEX Ltd. a textile manufacturer. They considered the S.T.P. important and particularly benefited from the Social Skills instruction. Their own problems, however, were with high cost of transportation and wages which they considered inadequate.

Seven (7) graduate trainees at GrenLec could not be interviewed as they were working across the island on electrical power lines. Their instructor, an electrical engineer at GRENLEC, discussed the level of technical skill pre-requisite for the module. He was, however satisfied with the graduate trainees who have all been employed by the Grenada Electrical Corporation.

Two (2) trainees were interviewed at Johnson & Johnson's manufacturers of surgical gloves. This was their first opportunity to be employed. Their problems were similar to other graduates interviewed - wages eroded by high transportation costs.

Two graduate trainees were interviewed at Computer Entrepreneur Ltd. They are now teaching on the staff of that training institution.

10. Conclusions.

a. S.T.P. was satisfactory in Grenada and there were high expectations of its value to the economy.

b. The National Staff was well led and functioning with some success. For the future, however, they should be more mobile to reach out to the total community.

c. OAS management and training activities were effective.

d. More attention needs to be paid to Carriacou, the island dependency.

e. The financial position of Grenada suggests a longer period of financial support for the project.

11. Recommendations:

a. Government should immediately appoint the second Job Development Specialist.

b. The Social Skills Programme should be given a longer period in the Training Time Table since most of the young graduates in industrial factories have to get over the brainwashing they have had under the PRG with respect to capitalism.

c. Business Skills training should be strengthened if self-employment is a key objective.

d. The S.T.P in Grenada should be supported at the present level for another two year period.

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PERSONS INTERVIEWED: GRENADA

Marvin Schwartz, USAID Office, Grenada

J. McBarnett, Senior Education Officer, MINED

Gladford Henry, National Director

Ronald Simon, Instructor/Trainer

Judith Williams, Job Development Officer

Norma Glean, Social Skills Instructor

Horace Hamilton, OAS, Job Development Specialist

Hon. E. McGuire, Minister of Education

George Radix, Instructor, Electrical Installation

Sharon McClean, Instructor, Computer Processing

Roy Clarke, I.D.C.

Elma Thorne, Permanent Secretary, Ministry of Education

Carlyle John, Chief Education Officer

Edwin DeCaule, Managing Director, GRANTEX

Father Oliver Leavy, Catholic Priest Santeurs.

APPENDIX II

DOCUMENTS REVIEWED

Programmatic guidelines for the 1986-87 Biennium: Economic and Social Area Documents OEA/SER.H.XIV CEPCIES/1083

Implementation Plan - OAS/USAID Regional Non-Formal Skills Training Project Document Prepared for VI Meeting of Coordinating Committee

OAS Quarterly Progress Reports
April, 1985 - September 1986

Project Agreement between OAS and USAID for
The Regional Non--Formal Skills Training Project
AID #538-0073 Dated: July 16, 1982.

OAS/USAID Project 538-0073
Amendment No. 7

USAID Project Status Reports
April 19, 1983 to July 18, 1984

Project Report
April 1, 1985 to August 31, 1985

Project Identification Document
Project #538-0073

Final Evaluation of
OAS/AID Regional Non-Formal Skills Training Project
February 1, 1985
Useem & Girling

PROJECT PAPER
Regional Non-Formal Skills Training (Amendment)
#538-0073 5/29/85

OAS/USAID Regional Non-Formal Skills
Training Project; Project Evaluation
Briefing Papers, OAS, January 1987

RDO/C Private Sector Strategy Update

Annual Action Plan and Regional Development
Strategy Statement revision, RDO/C, June 1985