

PROJECT DATA SHEET

1. TRANSACTION CODE

A
A - Add
C - Change
D - Delete

Amendment Number

DOCUMENT CODE

3

2. COUNTRY ENTITY
Centrally funded

3. PROJECT NUMBER

938-0205

4. BUREAU/OFFICE
FVA/PVC

5. PROJECT TITLE (maximum 36 characters)

USFIS Program Grant

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)

MM DD YY
12 31 85

7. ESTIMATED DATE OF OBLIGATION
(Under "B" below, enter 1, 2, 3, or 4)

A. Initial FY 18 81

B. Quarter 2

C. Final FY 85

8. COSTS (\$000 OR EQUIVALENT \$1 =)

A. FUNDING SOURCE	FIRST FY 83			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total	340		340	975		975
(Grant)	(340)	()	(340)	(975)	()	(975)
(Loan)	()	()	()	()	()	()
Other: 1.						
U.S. 2.						
Host Country						
(Other Donors)	393		393	1,351		1,351
TOTALS	733		733	2,326		2,326

9. SCHEDULE OF AID FUNDING (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE	D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
			1. Grant / 2. Loan		1. Grant / 2. Loan		1. Grant / 2. Loan	
			1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1)	610	610			975		975	
(2)								
(3)								
TOTALS								

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)

920

11. SECONDARY PURPOSE CODE

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

A. Code

PVON

B. Amount

075

13. PROJECT PURPOSE (maximum 480 characters)

To continue support, through the U.S. Foundation for International Scouting and the World Organization of the Scout Movement, for local Scout Associations' community development programs giving development training and orientation to LDC youths through their participation in projects of lasting benefit to their communities.

14. SCHEDULED EVALUATIONS

Interim MM YY MM YY Final MM YY
11 08 83 11 08 85

15. SOURCE/ORIGIN OF GOODS AND SERVICES

000 941 Local Other (Specify)

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a _____ page PP Amendment)

17. APPROVED BY

Signature

Title

I. Austin Heyman, Deputy Director, FVA/PVC

Date Signed

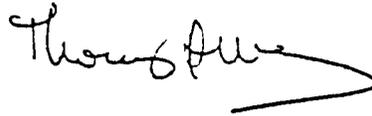
MM DD YY
11 21 82

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION

MM DD YY

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR, FVA

FROM: FVA/PVC, Thomas A. McKay



SUMMARY

The U.S. Foundation for International Scouting (USFIS) has proposed a cost sharing grant totalling \$975,000 over three years to support the community development program of the World Organization of the Scout Movement (WOSM). More than half the total program cost would be privately funded, with \$420,000 from USFIS and \$931,000 from WOSM over the same period.

A Matching Grant proposal submitted by USFIS for FY 1982 was turned down because it did not meet track record and evaluation criteria. After meeting with representatives of USFIS, the Administrator agreed to consider an alternative funding arrangement, to be worked out by FVA and USFIS. This proposal (TAB A) is the result.

Major points made in rejecting the Matching Grant proposal were: the World Organization is too decentralized to permit reasonable certainty that our funds will produce projects of demonstrable value to low-income people in LDCs; and there is an inconsistency about the Scouts' projects which raises questions about their track record as a development agency.

An evaluation completed in February 1982 noted the inconsistency of results, as related to the lasting benefits of Scout projects to the community as a whole. In terms of training, orientation and opportunity for productive activity among the youths, the evaluators found the Scouts "vastly successful."

Addressing the earlier weaknesses, this new proposal reduces the number of target countries and intensifies management of the program in the field, with assignment of four regional Project Directors. Grant funding for in-country programs would be added, and no AID funds would be attributed to Geneva operations.

We recommend approval of the grant at the level requested.

BACKGROUND

The 22nd World Scout Conference in Helsinki, in 1969, introduced the concept of community development (CD) as an integral part of the Scout program. "Scouting and Development" was the theme of the 23rd World Scout Conference in Tokyo, two years later. In

the years since, active participation of Scouts in the process of development of their countries has become the Scout movement's major program emphasis in the third world.

FVA/PVC has provided institutional grant support to USFIS for the World Organization of the Scout Movement's CD program since 1977. This program is directed by the World Scout Bureau from Geneva, through regional and national levels of the movement. The current grant has been extended through December 1982.

During 1977-79, a \$900,000 Development Program Grant increased WOSM capability to carry out its CD program by providing trained professional leadership to develop plans and techniques, and by helping volunteer leaders in LDCs gain expertise needed for village-level CD action. That grant was expected to enable the Scouts to qualify for a Matching Grant. However, at the end of the grant, the Scouts' track record was judged not sufficiently well established to meet the MG criteria.

As an alternative, PVC processed an Institutional Development Grant (IDG). The Regional Bureaus expressed a number of reservations and, in particular, objected to the long term continuation of institutional support. The grant was approved for two years, with the expectation that the Scouts would be able to demonstrate a track record to meet MG criteria within that time. At the end of 1981, USFIS again applied for a Matching Grant. The review committee turned down the proposal, finding that it did not meet MG criteria. After an evaluation by independent consultants, completed in February 1982, PVC reviewed, but did not reverse this decision. While some of the Scouts' projects were considered to be quite good, they were not shown to result consistently in lasting benefits to the community. We also had reservations about the ability of the World Scout Bureau to adequately manage the program from its Geneva headquarters. (TAB B is a copy of the evaluation conclusions and recommendations.)

The nature of the Scouts' program was an important factor behind our decision. Their track record was judged on the development benefits of their projects, but the projects are basically vehicles for orientation and training of youth. The development benefit of the latter aspect is not readily evaluable. While recognizing the value of the program, we felt constrained to limit consideration of further funding to a Matching Grant, and the key criteria of track record and evaluability could not be met.

In April 1982, representatives of USFIS met with the Administrator to discuss the decision. As a result of that

meeting, the Administrator agreed to consider an alternative funding arrangement, to be worked out by AA/FVA and FVA/PVC. This decision was based largely on two factors: (1) the Scout representatives' very strong assertion that their CD program is truly developmental and merits consideration for continued A.I.D. support; and (2) the value and the development potential of this program as highlighted in the evaluation report.

The IDG was extended through December 1982 with additional funding, for a total \$1,128,000 over 33 months, while an acceptable cost-sharing grant program was worked out. The current proposal is the result of extensive discussion between PVC and USFIS/WOSM, including review and revision of a draft proposal submitted earlier in this extension period.

ISSUES AND DISCUSSION

As noted earlier, some of our basic concerns have to do with the nature of the Scouts' program and are not susceptible to resolution in a new proposal. The Scouting movement is essentially an educational movement, of which their CD program is an integral part. The track record issue was in terms of the Scouts' projects and their long term benefit to the community. In training and orientation of youths and providing opportunities for productive activities among unemployed youths, the evaluators found that "the Scouts have been vastly successful."

A number of issues have been addressed in this new proposal. Some of the changes can be expected to result in better project quality.

Management in the Field: A major change in the Scouts' CD program would be assignment of four additional project directors (for a total of five) to be stationed full time in the regions. At the same time, the program would be concentrated in twelve target countries, permitting the Project Directors to provide intensive assistance to the national and local organizations.

Central Program Management: Senior CD program staff positions in Geneva were reduced from four to two in the past year. Concern was expressed in our review over the ability of the Geneva staff to develop effective systems for review, evaluation and reporting on field project activities. In response, USFIS advised us that they are fully comfortable with the new staff arrangements. They noted that the two full time CD professionals in Geneva will be backstopped and their strengths complemented by other professional staff in the World Scout Bureau. Nevertheless, PVC proposes to provide in the grant for a collaborative process

review/evaluation of the systems, to be conducted by a consultant toward the end of the first year.

Projects: Another major change in the program is the addition of a substantial component of direct in-country project support. The Program Director in Geneva is responsible for establishing project criteria and approval of project grants. The proposal lists general project criteria and describes in detail five typical Scout projects.

The national Scout associations in the target countries have already defined their development strategies and plans. These were not submitted with the proposal, but have been promised in response to PVC request. (The Bangladesh Scouts' five-year CD plan was readily supplied by Geneva to meet an earlier request from the A.I.D. Mission.)

Target Countries and Mission Views: The program would be concentrated in twelve target countries; eleven are initially identified: Cameroon, Togo, Kenya, Rwanda, Egypt, Sudan, Bangladesh, Indonesia, Sri Lanka, Peru and Jamaica. Copies of the proposal and PVC review records were sent to the USAIDs in these countries for comment.

All of the Missions have responded. One was "not interested," two had no comments, one had not received the documents, one was awaiting additional information, one offered a short but strong endorsement, and five commented at length. While the latter did not all state clear support of the grant, they did indicate serious and positive interest by their suggestions for specific changes or areas for program concentration. (TAB C is copies of the Mission responses.)

Since country-specific program descriptions were not included in the proposal, the grant would provide for discussions with the USAIDs prior to beginning grant supported in-country activity.

Subsequent to submitting the proposal, USFIS relayed a WOSM request that they be allowed to continue support for programs in Chile and Brazil. In support of this request, USFIS noted that these ongoing programs could serve as models for the region, and would have a negative impact if allowed to wither. The review committee agreed that these countries should not be excluded from regional activities funded under the grant, but that without more persuasive justification, A.I.D. funds should not be used for support of in-country activities in these non-A.I.D. countries.

Development Education: The proposal describes development education as one of the areas of program emphasis, bringing Scout

associations from the developed countries into the worldwide CD program. The budget included \$12,000 in A.I.D. funding toward a total \$64,000 for this line item. Although we view the development education value quite positively, we did not consider it appropriate to include such funding in this grant.

Allocation of Grant Resources: Responding to A.I.D. concern over continued institutional support, and particularly, support for the Geneva headquarters, the new proposal applies no A.I.D. funds to Geneva costs. The bulk of the A.I.D. funds would be used for in-country programs (47%) and costs of the new regional Project Directors (27%).

Of the total cost-shared program budget, approximately one-third would be attributed to Geneva and two-thirds to the field. This is a major shift from the predominance of Geneva costs under the previous grant programs. The new program would devote 30% of the total budget to direct support of in-country activities; such support was almost nonexistent under the earlier program.

Relationship of the Grant Program to Other WOSM CD Activity: The review committee sought clarification as to what part of the total Scout CD program the grant program represents and to what extent the proposed budget would support other, non-target activities. In response, USFIS supplied information on other sponsors of CD projects over the past few years. Analysis of this information indicates that such activity would equal or exceed grant activity. CIDA alone has provided over \$250,000 per year, on a matching basis.

The Geneva and regional staffs described in the grant proposal are also responsible for these other CD activities. However, the budget amounts were calculated by pro-rating costs according to estimates of the time they would spend on the A.I.D. grant program, which would be somewhat more than on the other CD activities.

The adequacy of management concentration on the target countries would be monitored closely. However, the addition of four regional positions dedicated to the grant program should provide ample management support.

Funding Level: The proposal requests A.I.D. funding of \$325,000 per year for the three years of the grant. The budget was examined and the review committee concluded that the costs were reasonable and that USFIS/WOSM contributions probably could not be increased significantly. The level requested is about 20% less than the average annual amount under the previous grant.

Minor adjustments to be made in the budget result in no change in the life-of-project total. Costs of a consultant to review the WOSM project management system would increase the first year requirement by \$15,000. This would be offset by elimination of funding for development education, which was budgeted in years two and three.

EXPECTED RESULTS AND EVALUATION: Evaluating the development benefits of training and orientation of youth will continue to be difficult. Nevertheless, we can expect the grant to produce demonstrable development benefits through Scout education programs relevant to the needs of their countries and villages. The primary long term benefit would be the contribution, as adult community members and leaders, of significant numbers of youths trained and inspired by their participation in Scout CD projects.

In the education process, the grant program would produce some 60 Scout CD projects in twelve target countries of more consistent quality and benefit to the communities involved. Intensive field management and provision for funding in-country activities with attendant systems for review of plans against criteria, reporting and evaluation of projects, would offer some assurance of this improvement in project quality.

A further result that can be expected from the grant is a stronger Scout development institution. The program would help build self-reliant national and international Scout development infrastructure and mobilize private sector support, including financing, personnel and gifts-in-kind. This progress toward independence from U.S. Government support for this program is already reflected in the substantially increased USFIS and WOSM share of the budget and the reduction of AID support from previous years. (It should be noted that USFIS considers expanding a secure private funding base, along with monitoring and accountability responsibilities to AID, as their primary contributions to the CD program.)

Evaluation of the grant program would take place in several forms and phases. The proposal describes the Scouts' program for regular evaluation of their projects, with some outside participation. Our proposal to add a process review of the WOSM systems for managing field project activities, to be done by a consultant at the end of the first year, has been mentioned earlier in this paper. Finally, we would plan an impact evaluation, to take place during the final year of the grant. Planning for this evaluation would be undertaken at the start of the grant to permit appropriate baseline data collection. The evaluation would be conducted jointly by AID or AID contracted

consultants, USFIS and WOSM. While it would include assessment of changes in project quality, an important focus would be the long term benefits from training and orientation of youth in the CD program. For this purpose, some of the earliest CD programs would be included in the review in an effort to obtain information on adult activities of former program participants.

RECOMMENDATION:

That you approve the proposed grant with the minor adjustments in annual funding levels indicated above, for a total life-of-project amount of \$975,000 and FY 1983 funding of \$340,000 for the first year.

Approved: _____

Disapproved: _____

Date: 12/21/82

Attachments:

TAB A - USFIS proposal of September 1982.

TAB B - Conclusions and recommendations from February 1982 Evaluation Report.

TAB C - Summary of Missions' comments on USFIS Grant Proposal.

Clearances:

LAC/DP, P. Maguire	<u>[Signature]</u>	date	<u>12/15/82</u>
ASIA/DP, B. George	<u>(draft)</u>	date	<u>12/10/82</u>
NE/TECH, J. Miller	<u>[Signature]</u>	date	<u>12/10/82</u>
AFR/PMR, H. Smith	<u>[Signature]</u>	date	<u>12/16/82</u>
FVA/PPE, L. Stamberg	<u>[Signature]</u>	date	<u>12/23/82</u>
FVA/PVC, A. Heyman	<u>[Signature]</u>	date	<u>12/21/82</u>
FVA/PVC, S. Bergen	<u>[Signature]</u>	date	<u>12-21-82</u>

FVA/PVC: ^B PBISEK:X58420:12/8/82 D YF II