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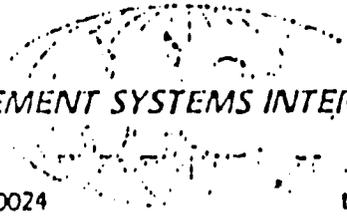
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MANAGEMENT PROCESS REVIEW  
FOR COMMUNITY DEVELOPMENT PROGRAMS OF THE  
WORLD ORGANIZATION OF THE SCOUT MOVEMENT (WOSM)

Submitted to:  
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International Scouting  
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## FORWARD

This document summarizes the findings of a management evaluation prepared by MSI, based on fieldwork by Dr. Roger Popper of MSI and officials and directors of USFIS. The report addresses a number of questions and concerns of interest to USAID and USFIS. In attempting to meet the needs of two such different audiences, we fear that a report of this kind necessarily addresses the needs of each group somewhat imperfectly. We have judged, nevertheless, that it is preferable to present a single "hybrid" document rather than to arbitrarily divide the findings into two separate reports. We thus ask the forbearance of each group when reading those parts of the study of primary interest to another audience.

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## I. INTRODUCTION

### A. A Cost Sharing Grant

A Cost Sharing Grant (No. PDC-0205-G-SS-3071-00) has been awarded by the United States Agency for International Development (USAID) to the United States Foundation for International Scouting (USFIS) to support the community development program of the World Organization of the Scout Movement (WOSM), headquartered in Geneva, Switzerland.

The grant extends from January 1, 1983 to December 31, 1985 and totals \$975,000 over the three years. Private USFIS financing of the program over the same period amounts to \$420,000, and substantial monies come from a variety of international sources. The USAID contribution goes primarily to management infrastructure at the regional level (Latin America, Africa, Asia-Pacific, Middle East). The USFIS contribution goes primarily to management infrastructure in Geneva. Other support goes primarily to direct project support in the field.

### B. A Management Process Review

The Private and Voluntary Cooperation Office of USAID (PVC), under whose jurisdiction the grant falls, has proposed that a management review of WOSM's Community Development program be conducted by a consultant. The results of the review, conducted by Dr. Roger Popper of Management Systems International in February and March of 1984, are presented in this report.

Community Development programs were visited in Peru, Jamaica, Kenya, and Egypt. And offices with responsibility for the

programs were visited in Dallas (USFIS), Geneva (WOSM), and Washington, D.C. (PVC/USAID). USFIS International Director, Mr. Jay Heim was a full partner in all overseas activities. USFIS representatives Dr. Tom MacAvoy, Mr. John R. Donnell, and Mr. Brad Starr participated in the Peru and Jamaica activities. And Ms. Margot Bogert and Mr. Eugene F. Reid participated in the Kenya, Egypt, and Geneva activities. Mr. Bud Frank of USFIS was present during the discussions with USAID in Washington, D.C.

Field work consisted of visits to four regional WOSM offices, and to approximately 16 community development projects. Interviews were held with WOSM personnel, National Boy Scout Association personnel, Boy Scout leaders, Boy Scouts, and community development project participants. We spent approximately 2 1/2 working days in each of the client countries and in Geneva.

### C. Foci for the Management Review

Discussion and documents provided by the Boy Scouts and AID lead to a focus for this management review on the extent to which WOSM:

1. Maintains policy control over its far-flung community development projects; and
2. Efficiently "delivers the goods" in terms of resources and projects at the community level.

The first focus arises from a concern that WOSM may be over-decentralized for exercising policy control over project quality and direction. And the second focus arises from the opposite concern, namely that WOSM is over-centralized, and uses up disproportionate resources in bureaucracy rather than community level projects.

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Both concerns merit examination, because they are major administrative challenges for all far-flung organizations. However, it seems ironic and perhaps unreasonable that:

1. In 1982, as a result of an evaluation, AID used the over-centralization concern to force WOSM to "regionalize" community development operations; and then
2. In 1983, AID used the over-decentralization concern to delay and then reformulate AID support of the program.

*projects  
or too far-flung*

*Is this really a  
protest?*

"Regionalization" consisted of establishing four new regional community development offices, and reducing funds allocated to community development activities at the Geneva office by one-half.

*office of  
projects*

The following quotations from a summary USAID document make it look like USAID required WOSM to decentralize in order to qualify for support, and then temporarily withdrew the support because they had complied.

*Why?  
didn't  
they  
ask  
AID?*

1. USAID concern that WOSM was too centralized, which forced regionalization:

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 Agency for International Development (AID) funds would be attributed to Geneva operations.

2. USAID concern that WOSM was too decentralized, causing temporary withdrawal of support, and switching from a Matching Grant to a Cost Sharing Grant mode:

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 less developed countries (LDCs); and there is an inconsistency about the Scouts' projects which raises questions about their track record as a development agency.

	1983				1984				1985				TOTAL			
	WSB	USFIS	AID	TOTAL												
<b>SOURCE OF FUNDS</b>																
<u>Salaries</u>	155	85	56	296	167	91	60	318	179	98	65	342	501	274	181	956
<u>Benefits</u>	31	17	11.2	59.2	33	18	12	63	36	20	13	69	100	55	36.2	191.2
<u>Program and Project Design</u>	186	102	67.2	355.2	200	109	72	381	215	118	78	411	601	329	217.2	1,147.2
<u>In Country Programs</u>		23	32	55	10	16	32	58	15	7	35	57	25	46	99	170
(Training and Project Implementation)																
(I) Training			40	40			29	29			15	15			84	84
(II) Monitoring and Evaluation			41.8	41.8			45	45			50	50			136.8	136.8
(III) Direct Support	50		70	120	75		90	165	110		73	183	235		233	468
				201.8				239				248				453.8
<u>Communications and Support Tools</u>	8		20	28	5		12	17	4		10	14	17		42	59
<u>Supplies and Services</u>	7		7	14	7.5		7.5	15	0		8	16	22.5		22.5	45
<u>Space and Equipment</u>	5		5	10	5		5	10	6		6	12	16		16	32
<u>Other</u>																
Recruiting and Placement			20	20			5	5			20	20			45	45
Audit	2		2	4	2.5		2.5	5	3		3	6	7.5		7.5	15
Development Education		10		10	3	15	5	23	4	20	7	31	7	45	12	64
Monitoring (USFIS)			20	20			20	20			20	20			60	60
<b>\$</b>	<b>258</b>	<b>135</b>	<b>325</b>	<b>718</b>	<b>308</b>	<b>140</b>	<b>325</b>	<b>773</b>	<b>365</b>	<b>145</b>	<b>325</b>	<b>835</b>	<b>931</b>	<b>420</b>	<b>975</b>	<b>2,326</b>
<b>ANALYSIS - GENEVA VS. FIELD</b>																
<u>Geneva</u>	132	102		234	141	109		250	152	118		270	425	329		754
<u>Field</u>	126	33	325	484	167	31	325	523	213	27	325	565	506	91	975	1,572
<b>\$</b>	<b>258</b>	<b>135</b>	<b>325</b>	<b>718</b>	<b>308</b>	<b>140</b>	<b>325</b>	<b>773</b>	<b>365</b>	<b>145</b>	<b>325</b>	<b>835</b>	<b>931</b>	<b>420</b>	<b>975</b>	<b>2,326</b>

te: Calculations in Swiss Francs converted at SF 2.00 = US\$ 1.00

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NOTES TO THE BUDGETSOURCE OF FUNDS

- WSB - The contribution of the World Scout Bureau of US\$ 931,000 for the three-year period represents support given by the Bureau, in cash or in services, of US\$ 696,000, together with aid given directly by Scout associations (twinning programmes) of US\$ 235,000, most of which is in cash.
- USFIS - US\$ 420,000 has already been committed by the United States Foundation for International Scouting. Of this, a minimum of US\$ 375,000 will be in cash.
- AID - A total of US\$ 975,000 over the three-year period is requested from the United States Agency for International Development in the form of a Cost-Sharing Grant.

BUDGETTED EXPENDITURESA.B Salaries and Benefits

This covers the staff needed to implement the project as shown below:

<u>Staffing</u>	WSB	USFIS	AID	TOTAL
<u>Full time personnel</u>				
Director and Assistant Project Directors	1	2	4	5
	1	2	4	7
<u>Part-time supporting staff</u>				
Secretary-General	1			1
Geneva executives	3			3
Regional executives	9			9
	14	2	4	20
<u>Plus administrative and Secretarial support</u>				
Part-time	4			4
	18	2	4	24
<u>Actual costs (three years)</u>	US\$ 601	329	217.2	1,147.2
	=====			

C. Programme and project design

This is the estimated cost of identifying needs and of developing specific field related projects and programmes to meet these needs.

D. In-country programmes

- (i) Training - The cost of training indigenous volunteers to develop and manage local community projects. The largest expenditure will be in the first year.

## II. BOTTOM-LINE CONCLUSIONS

Bottom-line conclusions are that:

*by whom? WOSB, USFIS? ← A key issue whose charge*

A) Policy control over the quality and direction of community development projects is potentially strong, but not strong in reality;

B) Goods delivery in the form of resources and projects at the community level is weak but on the way toward correction;

C) Policy control and especially goods delivery both suffer due to lack of paid professionals within the various national Boy Scout associations;

D) USAID'S investment in WOSM has contributed to building an organization capable of planning, implementing, and raising funds for community development projects. However, it may be difficult for the organization to raise funds to sustain itself. USAID is running into a "recurring costs" bind; and

E) The Boy Scouts' Community Development projects are, in general, meeting an AID mandate.

### A. Policy Control

Policy control is potentially strong because there are sufficient mechanisms to enforce community development policy. But it is not strong in reality because planning on all levels is project-by-project rather than programmatic, and there is uncertainty on what USAID's community development policy is.

Policy control mechanisms with potential for ensuring project quality and direction are:

1. Traditions, moral code, and self and societal expectation of the Boy Scouts as an institution the world over;
2. Staff Management Conferences at the regional and international levels;
3. A universal project proposal format;
4. Experienced, dedicated regional personnel;
5. Regional project monitoring systems such as those operating out of Peru and Kenya.

We say there is confusion regarding community development policy because there seem to be no simple and clear priorities, guidelines and principles at the country, regional or global levels. AID thoughts in this regard seem not to have been well communicated or understood. Our knowledge of AID's mandate leads us to suggest emphasis on projects that:

- a. Have low income people as clients and beneficiaries;
- b. Promise long-lasting, not just temporary benefits;
- c. Establish community development processes which sustain themselves beyond the immediate period of the projects;
- d. Promise to benefit community members beyond the immediate circle of Boy Scouts and their families.

*There is a need for better agreement by AID & CTRIS (and USB?) on priorities*

It is worth noting that many Boy Scout Community Development projects meet the above criteria without having been required to do so by formal policy.

Examples of programmatic thinking are:

- 1) Schools and recreation for squatter villages in Peru;
- 2) Tree planting in Kenya;
- 3) Household skills for boys in Egypt;
- 4) Merit badges as alternative education diploma system; and
- 5) Boys as a conduit and catalyst for mobilizing adults.

For details, see Chapter IV. Another example is the "Water Decade", declared for the 1980's, of which, however, we saw no project evidence.

#### B. Goods Delivery

Delivery of goods in the form of resources and projects at the community level is sparse in relation to the international administrative infrastructure supporting them.

Regionalization has done little to increase the goods delivery, but rather has had the effect of increasing demand. The major job of regional offices has been to stimulate needs' identification and project design through seminars and workshops. Some finding and delivery of resources has occurred at the regional level, but that has not been the emphasis.

The major obstacle to there being numerous, potentially beneficial Boy Scout Community Development projects throughout the world has been the lack of small packets of funding, averaging \$2,000 to \$3,000 each. Obtaining funding for projects is primarily the responsibility of the World Bureau in Geneva. However, that office has dedicated itself so far to building a system worth investing in, and not yet in massive fashion to obtaining that investment in the form of direct project funding.

Strategies being developed for funding projects are:

- The WOSM project "shopping list," which is presented to traditional development donors;
- "Twinning" relationships between Scout groups in developed and developing countries (managed by WOSM in Geneva);
- Bilateral relationships between multi-national corporations and developing countries (managed by USFIS);
- The "Universal Fund" (WOSM), and the "Friendship Fund" (USFIS).

### C. National Boy Scout Association Staff

(WOSM) and its community development staff do not form a self-sufficient organization. Above all, their effectiveness depends on the strength of national Boy Scout organizations. If national Boy Scout organizations are weak, then community development efforts will be weak. In the view of USFIS experts with vast experience in these matters, the key to a strong national Boy Scout association is a core of decently paid professional staff.

olc

In all four countries we visited (Peru, Jamaica, Kenya and Egypt) there were four or five paid Boy Scout professionals, and another 10 to 15 support personnel. In at least two instances (Jamaica and Egypt) one or two of the professionals are paid by the government. However, in all instances pay was considered too low to attract high quality people for "career" lengths of time.

It is the strong opinion of the USFIS representatives that development of national Scout associations is the responsibility of economic elites within Third World countries, and that building of those associations is an effective way to attract funds for direct support of concrete community development projects.

#### D. The Nature of USAID's Investment in WOSM

USAID has undertaken a necessary but perhaps thankless investment in human infrastructure for planning and fund-raising for community development projects. Most donors will only put up direct project money, so that they can see tangible results, so USAID is to be congratulated. However, a serious problem is that, just as no one else will make an investment in human infrastructure now, no one is likely to do so in the future either. Therefore USAID's wise stricture against exposure to long-term recurring costs risks violation.

Alternative ways to finance the WOSM world community development network must be found. One possibility is to charge "overhead" on project monies that are raised by WOSM. However the ratio of administration to project investment would be too high for "overhead" to be more than a minor income source.

E. The Boy Scouts and AID's Mandate

Our experience visiting Boy Scout Community Development projects leads us to conclude that in general they satisfactorily address a USAID mandate which includes: low income clientele, long term potential benefits, and sustainable community development processes. (Whether cost-effective impact is achieved in those areas is a different, very difficult question.)

*Why  
no  
details  
on  
projects?*

- We saw approximately 15 projects, and at least 90% were obviously and explicitly directed at a low-income clientele. We saw no middle-class, recreational projects.
- By their very nature, both educational projects and tree-planting projects promise long-term benefits. All of the projects we visited had an educational component, and approximately two-thirds involved tree-planting in an important way.
- Sustainability of process is an issue that no one handles well as a measurement or evaluation issue. However, by definition, education projects promise "sustainability."
- Financial sustainability has been attained by at least one publication operation originally financed by USAID (the Arab Region).

### III. ASPECTS OF WOSM'S MANAGEMENT SYSTEM

#### A. Regionalization

"Regionalization", which consisted in shifting financial and human resources from the center of the WOSM system toward the periphery, definitely has had the following three positive effects:

1. Community development workshops and seminars are now national rather than international, and therefore more practical and concrete, as opposed to theoretical.
2. There is definitely more intense management of community development projects and activities in the country where the regional office is stationed than before.

It is not clear, however, whether attention paid to countries without a regional office has increased. Being visited several times a year by someone from the Regional office is not necessarily very different than being visited several times a year by someone from the Geneva office.

3. Publications focusing on community development are being produced in the Latin American and Arab regions.

B. Targeting -- Why "Targeting" on 12 Countries Has Not Yet Proved a Powerful Strategy

As a condition for ~~financial support~~, USAID required the focusing of efforts on twelve target countries. This "targeting" has determined where there would be seminars, workshops, and studies of Boy Scout strength. But it has not yet determined in an important way where community development projects would be funded. A preponderant majority of direct funding comes from sources other than AID. And there is, of course, no reason for those sources to pay special attention to USAID's targets.

The criterion for choosing a target country for Boy Scout Community Development activities must be a strong Boy Scout movement in that country. It is unreasonable to ask that a Boy Scout organization solve problems of survival, and at the same time undertake community development projects. This criterion was disobeyed in the selection of Jamaica as a target country.

C. Community Development Workshops

A major tool WOSM uses to promote community development and generate community development projects is a series of seminars and workshops for Boy Scout leaders run by regional WOSM staff. An important effect of the "regionalization" has been that the seminars which used to be international and therefore necessarily general and theoretical, are now national and more practical and concrete.

The core process which makes up the workshops has four steps:

1. Participants in workshops arrive at their solution to a problem;
2. Participants present their solutions to each other;
3. WOSM regional staff synthesizes, corrects, adds "wisdom" and theory;
4. Participants go to a community and apply techniques learned.

The problems to which the core process is applied are approximately as follows:

1. Definition of community development.
2. Identification of community needs.
3. Identification of community leaders related to the needs.
4. Gaining access to and motivating the community.
5. Identification of community resources.

As explained to us, the idea is for the Scout leaders to repeat the above process with their Boy Scout troops. It remains to be seen whether:

- The seminar approach is an important source of community development projects. (There are several other sources which may have precedence.)
- Boy Scouts are capable of learning and applying the techniques taught in the workshops.

1983 SEMINARS/WORKSHOPS in Target Countries

<u>TARGET COUNTRIES</u>	<u>PLANNING-MANAGEMENT</u>	<u>SPECIFIC-TECHNICAL</u>
1. BANGLADESH		Agriculture
2. CAMEROON	Multipurpose Workshop	Community Development New & Renewable Energies
3. EGYPT	Corporate Planning	New & Renewable Energies
4. INDONESIA		Water Supply & Sanitation
5. JAMAICA		Community Development
6. KENYA		Human Settlements- Housing
7. PERU		Community Development
8. RWANDA		Rural Scouting
9. SRI-LANKA		Community Development
10. TOGO		New & Renewable Energies
11. UPPER VOLTA		Community Development
12. YEMEN	Corporate Planning	Literacy Agriculture

- Boy Scout leaders are capable of running effective community development workshops.

#### D. Staff Management Conferences (SMCs)

Major tools used by WOSM for managing its far-flung operation are Staff Management Conferences, which take place on the world-wide and regional levels, once a year for the world-wide level, and once a year for each region. Topics of the conferences vary, of course, but in general they cover:

- Community development schedules and programs for all countries
- Public relations
- Publications
- Funding
- Personnel
- Weaknesses in programs
- Staff management training exercises

The next world-wide Staff Management Conference is in May 1984.

#### E. Progress Monitoring Systems

Two examples of Progress Monitoring Systems used by the WOSM appear on the following pages.

PROYECTO	ESTADO ACTUAL	COORDINADOR	LUGAR	COSTO
<b>BRASIL</b>				
Acción grupal, Villas Popula y Santana	(T)	Aguinaldo Silva	Mairipora	50
Acción integral, Instituto Santa Terezinha	(T)	Donald Malchitzki	Mairipora	500
Artesanía, San José de Poá	(A)	José A. Gaby	Sao Paulo	25,000
Guardería (construcción y funcionamiento) Kemet	(A)	Flavio Farajota	Sao Paulo	40,000
Centro de Adiestramiento Scout y Comunal	(R)	José A. Gaby	Sao Paulo	100,000
Construcción Centro Comunal de San José de Poá	(T)	José Carvalho	Sao Paulo	30,000
Mejoramiento del Jardín de San José de Poá	(T)	José A. Gaby	Sao Paulo	00
Huerta Familiar	(A)	José A. Gaby	Sao Paulo	600
Programa piloto de Nutrición y acción comunal	(B)	Lenira Silverio	Sao Paulo	46,000
Mejoramiento de viviendas y saneamiento básico	(R)	Indra Platais	Rio Janeiro	12,000
Instalación de agua y luz, San Bernardo do Campo	(A)	Aparecida Nicrosini	Sao Paulo	00
Curso profesional (electricista), Sorocaba	(T)	Albino B. Camargo	Sao Paulo	1,200
Curso profesional (albañilería), Sorocaba	(T)	Matheus Benevenuto	Sao Paulo	1,200
Salud dental, Sorocaba	(A)	Verli Rebello	Sao Paulo	25,000
Nutrición, Sorocaba	(A)	Matheus Benevenuto	Sao Paulo	15,000
Recreación dirigida, Sorocaba	(T)	Matheus Benevenuto	Sao Paulo	500
Recreación dirigida, huérfanos de Itu	(B)	J. Correa y E. Camargo	Sao Paulo	300
<b>COLOMBIA</b>				
Transporte de un Hospital pre-fabricado	(T)	Eduardo Gonzalez	Purembara	20,000
Empresa cafetalera	(A)	Alberto E. Salazar	Risaralda	90,000
Arborización	(T)	Hernando Enciso	Nacional	25,000
Centro de Adiestramiento Scout y Comunal	(A)	Orlando Alvaran	Manizales	50,000
Huertos escolares	(A)	Luis A. Palacios	Huila Sur	2,000
Centro de Adiestramiento Scout y Comunal	(A)	Luis A. Palacios	Huila Sur	100,000
Apoyo integral Comunidad nativa Paeces	(A)	Luis A. Palacios	Huila Sur	3,000
<b>CHILE</b>				
Seis Talleres de costuras	(A)	Paul Oden Morio	Puerto Varas	10,000
Dos Hogares Scouts	(A)	Paul Oden Morio	Puerto Varas	360,000
Multitalleres	(A)	Maria Maldonado	Santiago	80,000
Centro Scout y Comunal	(I)	Paul Oden Morio	Puerto Varas	500,000
<b>EL SALVADOR</b>				
Construcción Instituto Nacional de Comercio	(A)	Martin Trinidad	Zacamil	800,000
Recreación dirigida a niños huérfanos	(T)	Hugo A. Solorzano	Santa Ana	5,000
Mantenimiento Parque Nacional Zoologico	(B)	Miguel A. Herrera	Nicaragua	3,000
Reforestación Parque Israel	(T)	Antonio Castro A.	Montserrat	500
Piscigranja	(I)	Modesto A. Reullo	Ilopango	20,000
<b>HONDURAS</b>				
Conservación Forestal	(B)	Mauricio Elvir	San Francisco	150,000
Asfotamiento calles	(T)	Bernardo Aguirre	Valle de Angeles	5,000
Pequeña artesanía	(B)	Bernardo Aguirre	Laceiba	2,000
<b>GUATEMALA</b>				
Conservación de la naturaleza	(J)	Ricardo Pinto	Guatemala	5,000
<b>NICARAGUA</b>				
Escuela de autogestión de Apicultura	(R)	Roberto Falla S.	Trinidad	35,000
Campaña antituberculosa	(T)	Luis Barrios	Managua	1,000
Campaña contra la malaria	(T)	Luis Barrios	Managua	1,000
Campaña contra el dengue	(T)	Roberto Rosales	Nacional	2,000
Campaña Alfabetización	(T)	Roberto Falla S.	Nacional	20,000

PANAMA				
Agua pura y abundante, Cuenca Hidrográfica del Canal	(T)	Jaime Quiroz	Panamá	500
Mejoras del Parque Nacional Campana	(T)	Jorge López	Panamá	10,000
Perfil Ecológico de la Costa de San Carlos	(T)	Jorge López	Panamá	100
PERU				
Construcción del centro educativo Palermo	(A)	Luis Meza	Lima	50,000
Construcción del centro educativo Planeta	(A)	Teresa Vera de Meza	Lima	27,000
Acción integrada en el centro educativo San Martín	(T)	Zarina Pastor	Arequipa	500
Acción integrada en el centro educativo Tupac Amaru	(T)	Juan Esquerre	Chiclayo	350
Preparación de materiales didácticos Mariano Melgar	(T)	Lourdes Medina	Arequipa	500
Granja de cuyes y conejos	(A)	Luis H. Giles	Chiclayo	30,000
Área de recreación Manual Duato	(R)	Zoila de Loayza	Los Angeles	5,000
Grupo Scout piloto Rural	(R)	Fernando Miranda	Chiguata	350
Arborización, San Martín	(T)	Javier Nalvarte	Arequipa	150
Arborización, José Quiñones	(T)	Marco Lazo	Chiclayo	1,500
Arborización, Comas	(T)	José Ramos	Comas	2,000
Torneo deportivo para sectores menos favorecidos	(T)	Luis Albuja	Zarate	200
Centro de Formación Profesional	(R)	Francisco Alayza	Zarate	300,000
Concurso de dibujo sectores menos favorecidos	(T)	Rosario Bruiget	Planeta	200
Concurso de dibujo sectores menos favorecidos	(T)	Luis Meza	Palermo	200
Concurso de dibujo sectores menos favorecidos	(T)	Vicky de Rebolledo	San Juan	200
Nutrición	(T)	José Cheng Bellido	Nacional	5,000
Posta Médica	(R)	Ruben Lay	Surquillo	1,000
Campaña contra la drogadicción	(B)	Jaime Herrera	Arequipa	10,000

(A) Avanzado (B) Bueno (R) Regular (I) Inicio (T) Terminado

A PROJECT MONITORING REPORT FROM KENYA

**Community Development Projects:**

**Project Title:** Watema Green Belt (Tree Nursery)

**Location:** Watema in Western Machakos District

**Name of Person to Contact:** Simon Mwangangi, P.O. Box 250  
Nunguni

**Name of Scout Association:** Kenya Scouts Association  
c/o Masaku Local Scout Assoc.

**General Description of Project:**

This is a scout oriented project. The Scouts of the school started the project a year ago, to answer the call of our president, His Excellency Hon. Daniel arap Moi, who is also the Chief Scout, for every Kenyan to fight and stop desertification and to restore natural beauty and maintain the balance of nature.

**Conditions Before the Project:**

Watema is one of the areas situated on a very swampy ground in rainy season. There is scarcity of water. Soil erosion is a very common sight around with deep gullies.

The parents of the scouts of Watema school with the help of Mr. Mwangangi decided to start the tree nursery to help arrest the situation.

Many people around the school including the parents could not believe such a thing could happen with the sort of weather they have.

**Human Involvement:**

- The scouts and parents with the help of Mr. Mwangangi a green belt coordinator and a scouter started with 59,000 seedlings with a target of 100,000. Out of the 59,000 planted 28,000 survived the the drought.
- Parents have to walk a kilometer or so to fetch water from the stream for the seedlings to keep alive.
- at present there are 28,000 seedlings.

*No. of beneficiaries?*

*(1)*

**Material Involvement:**

Relevant materials needed for the project had to be sought. Things like manure, cellophane bags, water cans were to be bought or donated.

- a few cellophane bags were donated by Green Belt Movement through Mr. Mwangangi.
- Parents brought in manure for nursery beds.
- They also made use of the milk packets after children drank the milk--these are very appropriate.
- The nursery beds and the transplanted seeds are doing very well.

**Financial Involvement:**

Like any other project they needed financial resources for the running of the project. The parents supported this project because it never required much in the initial stages.

Now to make it a success and to ensure survival of the seedlings, some permanent solutions have to be sought. The water problem has to be solved and this involves the construction of a water tank which could hold about 100,000 litres of water, or a dam.

**Current Status of the Project**

- Now the project is running satisfactorily despite the water problem.
- In total 28,000 seedlings have been planted around the schools and in the parents' homes.
- Neighboring schools have made orders to get seedlings for planting which have been supplied.
- There are still more seedlings in the seed beds.
- The parents' initiative has developed more interest which has attracted scouts and guides of neighboring schools.

**Future:**

- The future of this project is good but we still need funds to make us realize our goals as soon as we would like.
- We need the water tank if the project is to survive.

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**Remarks:**

- This project has started as part of our national campaign to stop soil erosion, we need to conserve.
- If we have forests, we are sure of rains hence water, we are sure of minimal soil erosion and land slide.
- The project needs money which would be used to expand the size as well as buying equipment needed for the project.
- The project is prepared and initiated by Mr. Simon Mwangangi, a scouter.

F. Weaknesses in the WOSM System

There is poor understanding by the various actors in the WOSM community development system of division of responsibilities. In particular, there is confusion over who approves projects, who analyzes projects, and who obtains funding.

When Regional Office personnel are stationed in a "third country," as is the case for Peru, Tunisia and Togo, etc., a three tier bureaucracy is created which may be untenable. The solution to the problem is not obvious.

There is no consensus among those concerned on the nature and objectives of AID's support of USFIS/WOSM community development efforts. For example, there is wide divergence of opinion on how much direct project support is available in the grant.

#### IV. PROFILES OF COMMUNITY DEVELOPMENT PROJECTS

In the course of our management process review, we visited approximately four projects in each client country, for a total of approximately 16 projects. It is important to remember that we had only 2 1/2 working days per country, and that our purpose in visiting projects was not to evaluate their social or economic merit. Our purpose was to understand the systems by which projects are planned, funded, implemented, managed, and evaluated.

In the following pages are brief profiles of some project types, showing such things as: participants, activities, project genesis, sources of funding, project management and monitoring, facilitating and limiting factors, and key events. The profiles do not exhaust the projects we saw, but represent those projects which correspond to USAID's community development mandate. (See page II-6 of this report.)

PERU

Types of Projects:

1. Participants: "Pueblos Jovenes," neighborhoods evolving on ancient dumps of Lima, where government provides little or no services.  
More than 1000 families in two sites.

Activities: Construction of schools, recreational facilities; training in nutrition, recreational activities

Project Genesis: Ms. Miyashiro, Education Center Coordinator

Sources of Resources: Local companies contribute materials;  
Government contributes staff once facilities are built.

Other comments: Enthusiastic support in community, especially by women.

2. Participants: Various neighborhoods around Lima

Activities: Tree planting, construction of recreational facilities

Other Comments: Active church support in some cases

Community Development Model: Boys do the initial work, then adults take over day-to-day maintenance; use boys as a conduit and catalyst for mobilizing adults.

Sources of Resources: In one instance land donated by private land owner.

Project Management and Monitoring:

1. Well developed project genesis, feasibility study, project evaluation systems run out of Peru for Andean region.
2. Community Development publication "Accion" published and distributed to Latin America out of Peru.
3. Confusion regarding line of authority vis-a-vis Regional Office (Costa Rica) and International Headquarters (Geneva).

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Facilitating and Limiting Factors:

1. Strong Boy Scout movement, and strong government support of it.
2. Strong church support of Boy Scouts.
3. Difficulty keeping National Boy Scout Association professionals due to low pay.

## JAMAICA

## Types of Projects:

1. Participants: Boys Scouts and other boys, including school-leavers and homeless boys

Activities: Vocational education in tailoring, leather work, etc.

Project genesis: Top-down; CD Director comes from Vocational Education background

2. Participants: Boy Scouts

Activities: Tree planting and vegetable gardening at Boy Scout camps

Other comments: No apparent community participation yet.

## Project management and monitoring:

The community development effort has not really started yet. Identification of needs and design of projects will evolve from workshop series beginning in July, 1984.

## Facilitating and Limiting Factors:

1. Weak Boy Scout movement due to:
  - a. Benign neglect by previous government
  - b. Lack of Scout Leaders due in part to feminization of school system
2. Catholic church willing to donate land for a new Scout camp
3. Government paying for two Boy Scout professional slots which have not yet been filled.
4. Traditional scouting not "hip" enough for Jamaican youth. Maybe community development is the answer.
5. Private sector interested in supporting Scouting

## Key Events:

1. Pan American Scout Jamboree, Summer, 1985
2. Seminar process for identifying needs, generating projects begins in July, 1984

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**KENYA**

**Types of projects:**

1. Participants: Boy Scouts, several villages and schools

Activities: Tree nurseries, planting and other erosion prevention tasks

Project genesis: Top-down. Tree planting and erosion prevention are priorities of the President, and Greenbelt, and national women's club.

2. Participants: Boy Scouts and school in a Masai village

Activities: Raise chickens, sell eggs to teachers who are not Masai, try to get Masai to raise chickens and eat eggs.

Project genesis: Hot potato passed from Ministry of Health to school to scouts.

Comments: Project is financially self-supporting at a low level due to egg sales to teachers. So far only small success at getting Masai children to eat eggs. The logic and dietary significance of this project may make it interesting to a specialized donor in the nutrition field.

AID Participation: Approximately \$1,000 of support.

3. Participants: Handicapped boys and girls, primarily polio victims.

Activities: Full education focusing on vocational education.

Comments: An example of how Scouting functions as an alternative education system. CIDA financing.

**Local and other resources mobilized:**

Government pays two full-time Scouters.

Ireland is financing and staffing a Boy Scout project for building low cost community centers and homes for teachers to attract teachers to remote areas.

Norwegian money is financing the tree planting projects through Greenbelt, the national women's club.

Canada and the Kenyan government are financing bee-keeping projects.

Mobile Kenya Ltd., Denmark, Ford Foundation have funded projects and are considering it

Project management and monitoring:

Project monitoring system; up-dated once a year. Reports used to raise local money to support the projects.

Clever incentive system for tree-planting project, in which supervisors and Scouts receive money for trees that survive.

Local fund-raising efforts seem more evolved here than elsewhere.

EGYPT

Types of Projects:

1. Participants: Boys Scouts from throughout the Arab world.

Activities: Training in household maintenance, handyman skills such as electronics, plumbing, carpentry, bee-keeping, tomato drying, sewing, etc.

Project genesis: It seems to be based on a perceived gap in the make-up of Arab men. A "programmatic vision"?

Comments: One center is operational, and another will open soon. The latter is near a village of war refugees, where a Scout troop will be formed. The effect of the camp on the village, and vice versa, will be fascinating.

2. Participants: Handicapped boys and girls in Alexandria.

Activities: Literacy, traditional and vocational education, recreation.

Project Genesis: Based on a European model for integrating scouting and education for the handicapped.

Facilitating and limiting factors:

Land is donated to the Scouts by the Government and volunteer Scouters.

There is an exodus of potential leaders to the Oil Emirates.

The Ministry of Education wants active participation in Boy Scout programs.

Other activities of the Regional Office:

The Regional Office runs a large program of Community Development publications throughout the Arab world. The original seed money came from USFIS and AID. The program is now self-financing.

Key Events:

At the Handicapped Olympics in Los Angeles this summer, there will be some entrants from the school and Scout program in Alexandria.

## V. RECOMMENDATIONS

Our recommendations address the major bottom-line conclusions discussed in Chapter II of this report, concluding with a brief list of events USFIS might consider participating in.

- A. Policy control over the quality and direction of community development projects is potentially strong, but is not strong in reality.

On page II-1 we said that mechanisms for enforcing policy exist, but there is little policy. By policy we mean general objectives, priorities and guidelines for selecting the kinds of projects to carry out.

Advantages of policy are:

1. Programs may be easier to market for funding than projects, since it takes little more effort to authorize \$100,000 than it does to authorize \$2,000.
2. With programs you may be able to take advantage of economies of scale, especially regarding technical assistance.
3. Boy Scout organizations are more likely to become expert at doing one big thing well, rather than numerous small things.

It is easy to say "think programmatically", but difficult to do it. Also one risks losing the participative nature of much community development planning.

A good way to generate programs without relinquishing community participation is to allow programs to grow out of successful individual projects.

1. Have each country or region identify its most successful project;
2. Enlist the help of scouts and participants to sell the project to other communities;
3. Document the project and demand for it; and
4. Deliver the project idea to Geneva for funding as a program.

B. Goods delivery in the form of resources and projects at the community level is weak.

There is a crying need in the field for numerous small packets of "seed money" to meet needs which have already been identified, and projects which have already been designed and begun. However, the Geneva World Scout Bureau's Community Development Bureau is structured and staffed as if its major job were to assist in the planning and management of projects.

The focus of the Geneva office must change. Planning and management must be allowed to take place at the regional level, and support from the Geneva bureau should consist primarily of fund raising. USFIS must be enlisted as a full partner in this endeavor. It is our opinion that the WOSM Community Development program is extremely marketable in the developed world, especially on a Scout troop to Scout troop basis.

C. Policy control and especially goods delivery both suffer due to lack of paid professionals within the various national Boy Scout associations.

It is the opinion of this evaluator that the major obstacle for attracting resources to Boy Scout community development

JK

activities is the weakness and ad hoc nature of national Boy Scout associations. If economic elites in Third World countries would hire, train and pay a small group of high quality Boy Scout professionals, direct monies emanating from the U.S. and European Boy Scout communities would, in my opinion, multiply in quantum fashion.

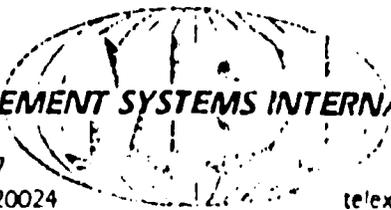
Joint venture type arrangements must be set up between economic elites in the developed and developing world scouting communities. Such an arrangement would stipulate that "developed world" parties would cover direct project costs if, and when, the "developing world" parties cover Boy Scout Association costs. These arrangements should be made explicit and be put in writing on a country by country basis.

- D. It may be difficult for WOSM to ever raise funds to support itself. AID is running into a long-term, recurring costs bind.

Most donors are reluctant to finance human infrastructure at all, and USAID is reluctant to do so over the long term. Ways for self-financing, in addition to charging "overhead" on funds raised must be explored. This is an area in which Management Systems International and several other organizations have expertise, and perhaps a small, initial study of alternatives and other organizations' experience is in order.

- E. Key Events USFIS Should Consider Participating In
1. Pan American Jamboree: The Pan American Jamboree in Jamaica in the summer of 1985 could be used to rejuvenate Jamaican Scouting and perhaps promote a community development program there.
  2. Special Olympics: USIFS could assist and publicize Egyptian Scout participation in the Special Olympics in Los Angeles in the summer of 1984.
  3. Staff Management Conferences and Community Development Workshops: There will be a Community Development Workshop held in Jamaica this summer, in English.

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**MANAGEMENT SYSTEMS INTERNATIONAL**

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April 6, 1984

Mr. George F. Frank, Jr.  
Administrator  
United States Foundation for  
International Scouting  
Boy Scouts of America  
1325 Walnut Hill Lane  
Irving, Texas 75062-1296

Dear Bud,

Enclosed are an original and three bound copies of MSI's Final Report, prepared by Roger Popper. Also enclosed is a notebook compiled by Dr. Popper containing briefing materials and other documents relevant to this evaluation.

As you will appreciate, the report necessarily addresses the concerns of several audiences -- principally, the Boy Scouts and USAID. While we believe this multiple-focus is the only realistic response to the existing situation, it also makes it impossible to concentrate the study exclusively on the interests of any one group.

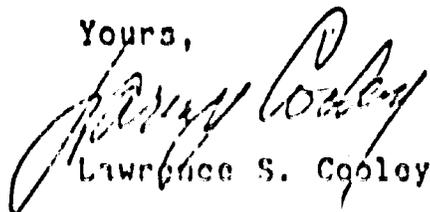
It would be our recommendation that executive summaries of 1 - 2 pages, tailored to the interests of specific groups, be prepared and incorporated as the first pages of the document, and/or be circulated in lieu of the lengthier document. If you would like, we will be happy to assist with the preparation of these executive summaries.

It has been a real pleasure working with you on this assignment. Let me know what, if anything, more you need and we will be happy to try and provide it. We will also be pleased to be of whatever assistance we can in the implementation of the report's recommendations or in meeting any future needs of USFIS.

Thank you for your confidence in us and for the opportunity to work with you.

Best regards.

Yours,



Lawrence S. Cooley

Enclosures