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YMCA of the USA

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Intermovement Support & Development Cooperation Program Evaluation Report -1978 to 1982

Submitted By

The International Division of the

YMCA of the U.S.A.

Acknowledgement

The YMCA of the U.S.A. wishes to acknowledge Mrs. Agnes Pall for the skill and dedication which has made possible the program reported in this document. Agnes has provided competent leadership of designing and implementing a variety of international development programs, and is currently Associate Director for Intermovement Support and Development Cooperation. The achievements of this program have gained the respect of her colleagues, and have contributed significantly to the reputable image the YMCA enjoys as a leading private and voluntary international development agency.

TABLE OF CONTENTS

Foreward	
Evaluation Purpose and Methodology	
Executive Summary	1 - 6
I. <u>Case Study Reports</u>	
- Panama	7 - 29
- Ghana	30 - 59
- Bangladesh	60 - 98
II. <u>Consultant's Report</u>	99 - 109
III. <u>Summation and Analysis of Intermovement Support and Development Cooperation Projects</u>	110 - 129
IV. <u>Conclusions and Recommendations</u>	130 - 150

FORWARD

The YMCA of the United States has a rich tradition of international development cooperation. For over 90 years U.S. YMCAs have been involved in international activities through the International Committee. Professional staff were sent out to organize YMCAs, train indigenous staff, develop programs, and by promoting self-sufficiency work themselves out of a job. Almost two-thirds of the present ninety national YMCAs in the world were assisted in their creation and development by the YMCAs of the United States.

YMCAs in the United States have traditionally supported overseas YMCA development efforts through World Service programs administered by the International Division with funds raised through local YMCAs and individual philanthropy. Beginning in 1970, the International Committee reorganized and became a division of the National Board of YMCAs of the U.S.A. A greater emphasis was placed on the potential international role of U.S. local YMCAs epitomized by the slogan "Around the Corner, Around the World", and more recently by the concept of World Outreach.

From 1975 to 1978 the YMCA received a Development Program Grant (DPG) from the United States Agency for International Development (AID). This grant supplemented private funds for the purpose of expanding YMCA capacity to carry out effective development work, internationally and at local, national and regional organizational levels in over 40 developing countries. A Matching Grant to the YMCA, made in 1978, continued the policy of combining public and private funds for the purpose of strengthening the development management capability of the YMCA, particularly the indigenous institutional capability and human resource potential of YMCA movements in developing countries, so that socio-economic and human development programs could be effectively designed, implemented and sustained. In addition to centrally funded programs, a variety of country or project specific grants from public and private sources have been administered by the International Division, and coordination and technical support provided to bi-lateral, local-Y-to-local-Y, relationships involving development programs.

EVALUATION PURPOSE AND METHODOLOGY

The purpose of this evaluation is to examine the total Intermovement Support and Development Cooperation program of the International Division including activities funded by both public and private sources. It is intended to be a comprehensive and interdisciplinary evaluation, with a time frame corresponding to the Matching Grant period - 1978 to 1982.

The evaluation seeks to determine whether or not the program has achieved its purpose. More specifically, it seeks:

- (1) ". . . to establish the degree of improvement in the capability of indigenous YMCAs to launch and manage development programs and projects"; (Evaluation Plan)
- (2) ". . . to assess the aggregate effect of project achievements attributable or not to specific program objectives and areas of program concentration"; (Ibid)
- (3) ". . . to assess the development philosophy, underlying assumptions, and related policies of the International Division"; (Ibid) and
- (4) ". . . to identify specific areas of need for development training"; (Ibid).

The impact of U.S. YMCA support was examined at local, national and regional levels, and involved the World Alliance, in addition to other related programs of the International Division.

The purpose of this evaluation is also to provide policy suggestions for the International Division useful in the design of new programs. The evaluation will also be submitted to the special commission appointed for the "Study of Roles, Functions, and Structures of the World Alliance of YMCAs".

The evaluation methodology included both qualitative and quantitative assessment through:

- (A) Case Studies of national YMCA movements and development programs in three countries and the respective regions (i.e.) Asia, Africa, and Latin America; and
- (B) Summation and Analysis of all development programs and projects based on available written documentation, (i.e.) progress and field reports, evaluation reports, financial reports, correspondence, etc...

An evaluation committee was formed including a World Alliance representative, International Division staff, Research Division staff, local U.S. YMCA executives, and a consultant retained to analyse case study findings. The evaluation also involved, regional development directors, national staff and volunteer leaders, and program participants.

EXECUTIVE SUMMARY

This document reports the findings of an evaluation of the Intermovement Support and Development Cooperation Program of the U.S. YMCA International Division for the period 1978 to 1982. The evaluation examines the total international development program of the YMCA of the U.S.A. including: World Service programs funded by local YMCAs and private philanthropy; a Matching Grant provided by the U.S. Agency for International Development; and other related bilateral and multilateral YMCA development programs funded by both private and public sources. The Intermovement Support and Development Cooperation Program has formed an integral part of the total international program of the YMCAs of the U.S.A., and has contributed to the corporate goal, "For YMCAs to join with people around the world in working for harmonious interdependence and world peace". The purpose of this program is to strengthen the institutional capabilities of indigenous YMCAs so that they can better develop the human resource potential of the developing world through specific grass roots projects implemented by local YMCAs.

The body of the evaluation report follows these summary statements and includes: a detailed examination of program effect at the local, national and area levels provided by three case studies; the consultant's summary and analysis of these studies; a detailed annual summary analysing the aggregate effect of the total 126 individual programs and projects administered over the past four years; and finally a presentation of evaluation conclusions and recommendations.

The results measured by the number and effectiveness of development projects at the national and local levels are particularly impressive.

1978-1982

Number of Countries	50
Number of Projects	126
Funds Allocated for country projects	\$1,613,210
Number of Direct Participants	3,845
Cost Per Participant	\$617

In addition, the Intermovement Support and Development Cooperation Program supported World Alliance and area projects and served to facilitate and provide technical support to projects not funded through either World Service or the Matching Grant. These include projects brokered to other agencies as well as eight country specific "Operational Program Grants" (OPGs). These grants are larger in scale, more sophisticated, and represent a measure of the National YMCAs increased development capability. The YMCA of the U.S.A. served as the "grantee" for four of these OPGs totaling \$3,696,880. Not including projects assisted, and/or projects brokered to other donor agencies, the worldwide development assistance program related to Intermovement Support and Development Cooperation represents approximately \$11,000,000 over the past four years.

The majority of projects are funded by World Service and the Matching Grant. These projects are locally conceived and managed, community centered, involve volunteer staff, and are generally small in scale with an average project size of \$18,926. The most successful projects

have been community development and organization, leadership development, agriculture, vocational training and youth employment. The less successful involve pre-project studies ("Concept Testing"), and development management training. The evaluation examines these project areas with a view to future program recommendations. Several trends have emerged in the nature of Intermovement Support and Development Cooperation projects:

- (1) The YMCA has, with reasonable success, developed an integrated or balanced approach to socio-economic and human development in both rural and urban areas. Increasingly, YMCA projects have extended into rural areas providing training, community organization and agricultural development as well as an extension of YMCA constituency. The World Urban Program, a consortium of urban YMCAs, has also renewed interest in inner city development problems such as youth training and employment.

- (2) There has been a noticeable increase in the number of projects which address the development process, (i.e.) provide "how-to" techniques, community organizing skills, and appropriate training; as distinguished from those projects which address a particular problem with a material or capital investment. Process-oriented projects not only empower the poor to define and address their own development problems, but also involve a larger number of participants, are integrated and sustainable, and demonstrate maturity for the YMCA as an indigenous community development agency.

- (3) Greater collaboration with other community based development agencies, ("External Relationships"), facilitated at all levels of the YMCA system, has served to build networks of organizations each with a specific focus or interest which when brought together has proven far more responsive for the entire community. The increased number of these local functional linkages also indicates an increase in institutional capability.

- (4) "General Support" projects funded through World Service support, (e.g. staff salaries, operating and program development costs), have been increasingly better defined and correlated to socio-economic development cooperation programs funded through the Matching Grant. The interrelationship of Intermovement Support and Development Cooperation has also emerged due to the increased national commitment in human and financial resources to development programs, and to "mainstreaming" development as a major program priority integral to the purpose and function of YMCAs in developing countries. The area organizations have provided substantive leadership in this regard.

The growth in the number and quality of development programs at the local and national level has been achieved by developing the human resources and institutional capabilities of these YMCAs to design and manage such programs; and by strengthening the "worldwide network" required to provide technical support, coordination and training. Although area staff capability has been upgraded in this regard, and operational support has generally improved, there still remains an im-

portant need for more specialized development management training programs for professional staff. The evaluation underscores the need for improved pre-project planning, identification, and design. For example, training is needed in techniques useful for the collection of economic data and information, (e.g.) market surveys and manpower studies. Technical support services provided through the International Division could likewise be more specialized and oriented to developing self-sufficiency, (e.g.) counsel in developing internal financial resources, designing self-sustaining programs, etc. . .

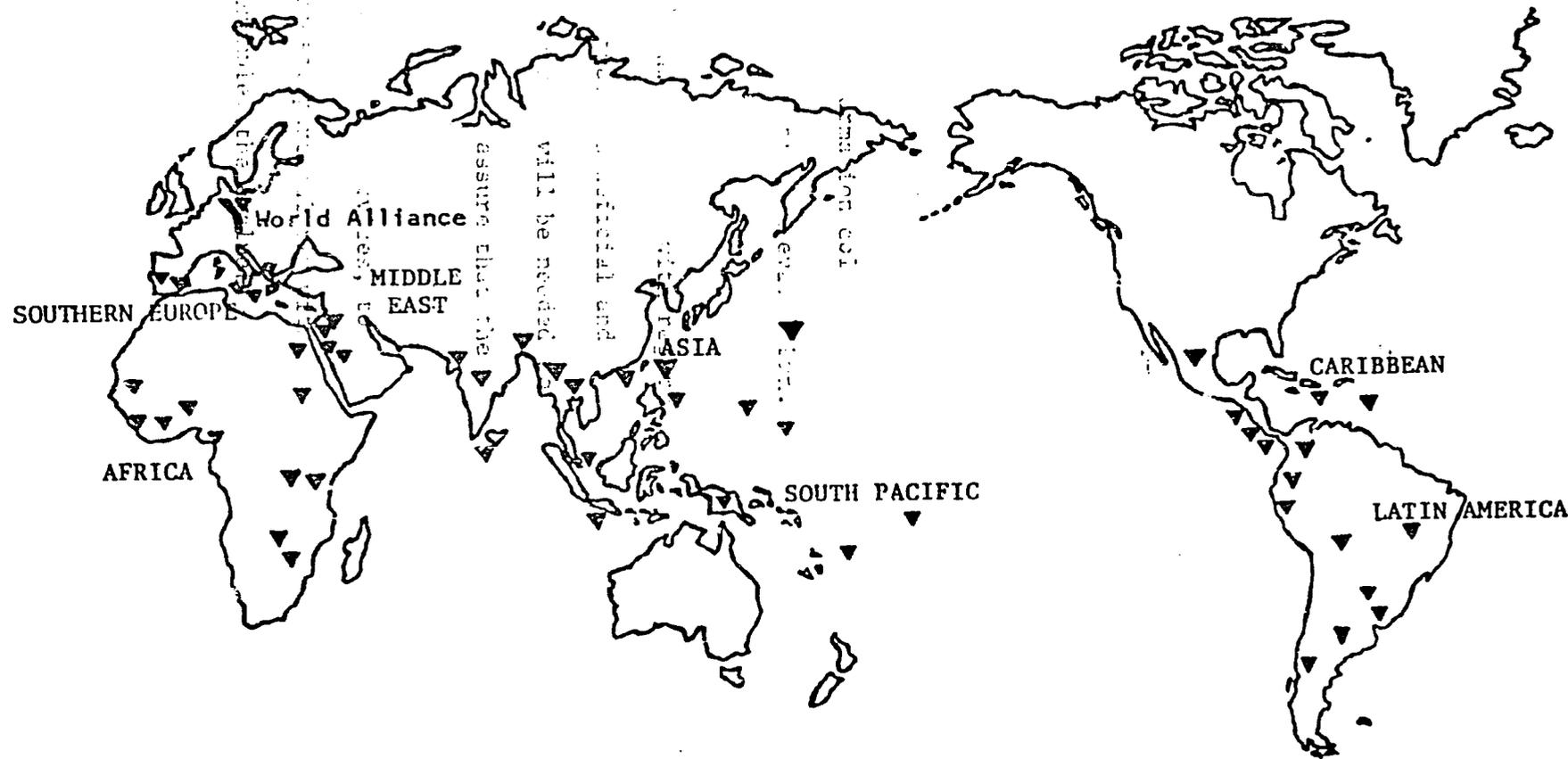
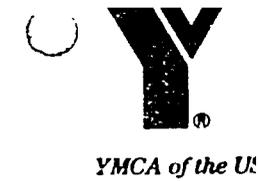
Substantial progress has been made in reducing the administrative overhead and operating costs as recommended by the Mid-term Evaluation. This progress should continue as field support systems are further developed. Program management, including administrative procedures, reporting and monitoring, has become more rigorous. However, further study is needed to develop "on-stream" methods for synthesizing, reducing and analyzing the information collected on project progress which in turn will facilitate program evaluation.

The evaluation found "considerable anxiety" and confusion with regard to the "decentralization" process. To be mutually beneficial and more widely understood adequate time and resources will be needed to effectively implement the changes proposed; and to assure that the purpose of increasing international program involvement is achieved. The World Alliance can be instrumental in providing services, to assist in guiding the decentralization process, particularly with regard to policy and communication, For example, the evaluation

notes the significant socio-economic differences between countries and regions. The World Alliance could further assist in regional analysis and program development planning, including area strategies based on well defined national policies and program priorities.

The evaluation is comprehensive and will provide the reader with a view of the scope and complexity of the YMCA worldwide organization. By its very nature the YMCA has a weak and constrained hierarchy with the local "Independent YMCA" serving as the basic national governing unit. Tracing the use of developmental funds provided by this program (including funds to area support structures and services), one is continually led to activities which occur through national and local YMCAs. Programs involve both direct institutional support (development directors, training programs, etc.), and community development projects. Development funds reach the poorest of the poor while developing the staff and volunteer leadership, the management systems, and the external relationships, essential to sustaining these indigenous development efforts. Most impressive in terms of local program results is the infusion of development into the YMCA system as an integral component to YMCA mission and purpose.

Global Distribution of Inter-movement Support & Development Cooperation - 1978 to 1982



- | | | | | | | |
|----------------------|------------------|---------------|--------------------|------------------------|------------------|---------------|
| <u>Latin America</u> | <u>Panama</u> | <u>Africa</u> | Zambia | <u>Southern Europe</u> | India | Thailand |
| Argentina | Paraguay | Cameroon | Zimbabwe | Greece | Indonesia | Truk |
| Bolivia | Peru | Egypt | | Italy | Micronesia | Western Samoa |
| Brazil | Uruguay | Ghana | <u>Middle East</u> | Portugal | Pakistan | |
| Chile | | Kenya | E. Jerusalem | Spain | Papua New Guinea | |
| Columbia | <u>Caribbean</u> | Liberia | Gaza | | Philippines | |
| Costa Rica | Dominican | Nigeria | Isreal | <u>Asia</u> | Saipan | |
| Ecuador | Republic | Senegal | Lebanon | Bangladesh | Malaysia | |
| Guatemala | | Sudan | Nazareth | Burma | Sri Lanka | |
| Mexico | | Uganda | | Fiji | Taiwan | |

Note: In addition to direct support of country programs, support was also provided through the World Alliance and Area Organizations, for special conferences, and through coordination, brokering, and technical support services.

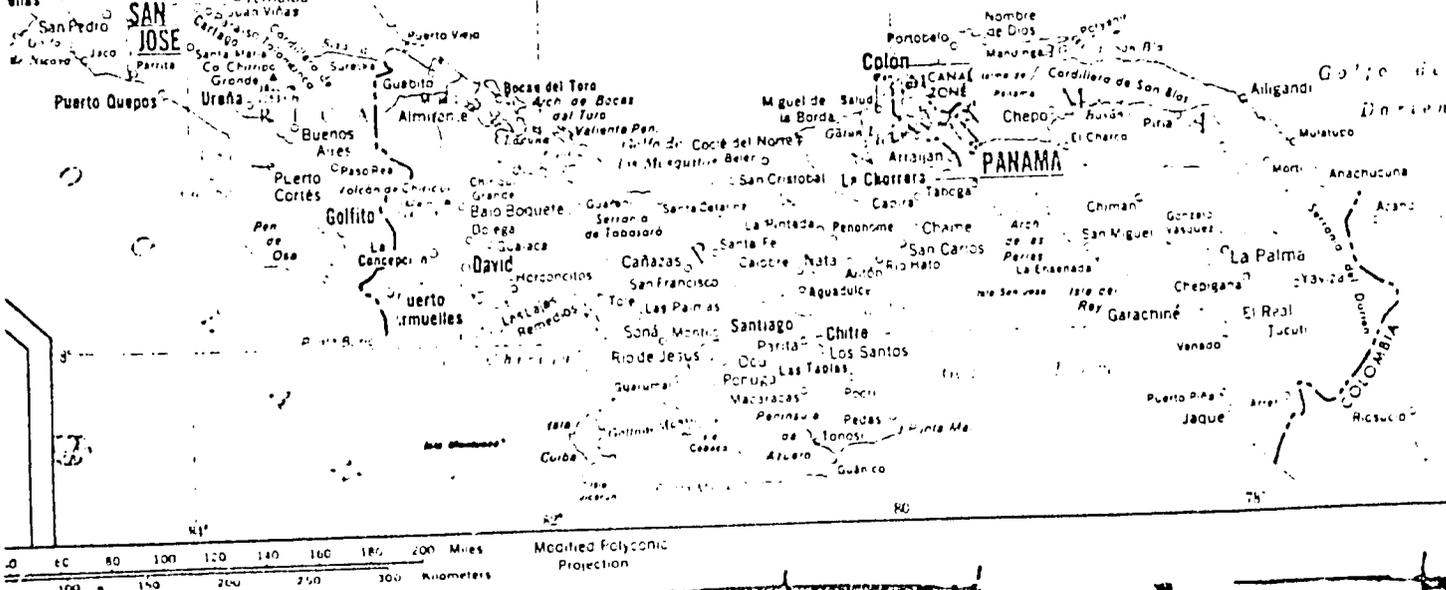
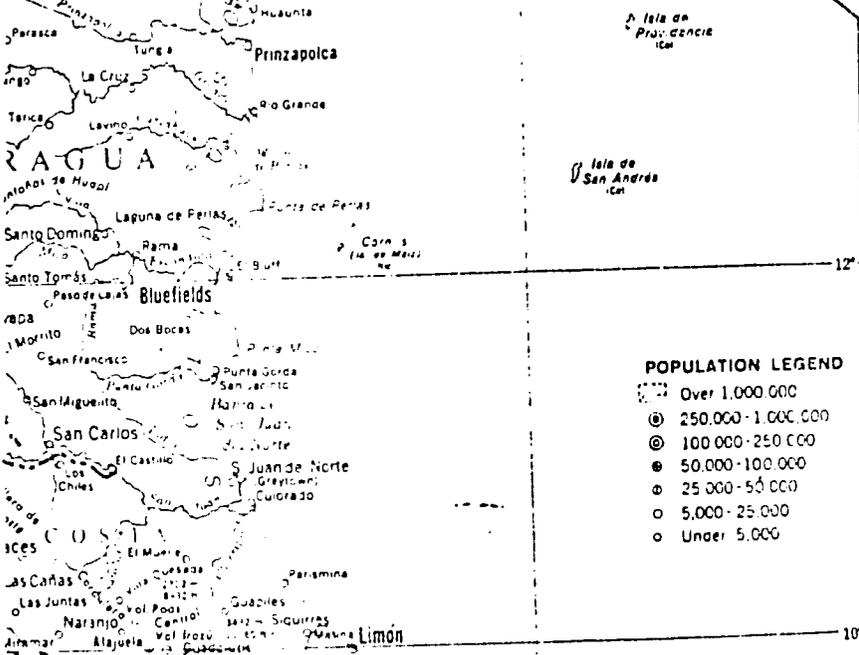
INTERMOVEMENT SUPPORT AND DEVELOPMENT
COOPERATION PROGRAM EVALUATION

PANAMA CASE STUDY REPORT
(July 3 to 11, 1982)

NATIONAL GENERAL SECRETARY: JERRY PRADO SHAW

EVALUATION TEAM

- Dietrich Rietzes
- Myrtis Meyer
- Steve LaVake
- Fernando Llosa



POPULATION LEGEND

- Over 1,000,000
- ⊙ 250,000 - 1,000,000
- ⊙ 100,000 - 250,000
- ⊙ 50,000 - 100,000
- ⊙ 25,000 - 50,000
- ⊙ 5,000 - 25,000
- Under 5,000

CENTRAL AMERICA AND PANAMA

PANAMA CASE STUDY REPORT

Panama was selected as the initial case study for the Intermovement Support and Development Cooperation Program Evaluation. The site visit involving two US YMCA staff, a representative from the Latin American Confederation, and a consultant was made from July 3 to 11, 1982.

Background Information on Panama

Statistics from the proposals for the "Feasibility Study" and the "Community Youth in Action" project provide the following data on Panama:

- only 12% of the GNP is in production, i.e. agriculture, shoes and clothing.
- 50% of the GNP comes from services to: the Canal, the Colon Free Zone, and international finance.

The population of Panama is:

- young: 44.5% is under 15 years of age
19% is between 15 and 24 years of age
- urban: 58% live in metropolitan areas
- racially mixed: 56% "Mestizos," 20% Black, 10% White, 5% Mulattoes, 5% Indian, 4% Asian

Among the specific problems of the population are the following:

- scarcity of adequate housing
- youth unemployment: estimated at 60% for people under 25
- increase in juvenile delinquency
- family problems: increase in divorce, increase in the number of children born to "irregular unions."

In addition to these general problems of developing countries, Panama is also confronted with problems unique to Panama. These problems center around the predominant role that the United States has played in the history of Panama. From its beginning as an independent country, Panama has been under a strong US influence. Panama had to contend with the presence, in the middle of the country, of the Canal Zone, which was US territory. Fenced in, Panamanians could only enter the Canal Zone with the consent of US authorities -- a situation not conducive to the development of a feeling of national identity or pride in one's country. The Carter - Torrijos treaty took some of the sting out of this situation in that the "Canal Zone" was eliminated and is now the "Canal Area." By the year 2000, Panama will be in complete possession of the canal. Even at the present time, however, there are still US military installations in Panama which are off limits to "unauthorized personnel." The US presence is also felt in many other ways: the dollar is legal tender and life in general is oriented towards the US, or at least Western life styles, particularly for the middle and upper classes.

The YMCA of Panama

For the remainder of this report, the YMCA of Panama will be referred to as the ACJ (Asociacion Cristiana de Jovenes) of Panama to distinguish it from the two Armed Services YMCAs which are in Panama.

The ACJ of Panama was founded on May 24, 1966. The ACJ was fully operational from 1967 to 1976. Due to financial problems which surfaced between 1972 and 1975, the institution's major operations were suspended in 1976. From 1976 to 1979, minimum operations were maintained by utilization of the camp facilities by special groups. The ACJ functioned during this time solely due to the interest and determination of a small group of ex-members of the Board of Directors. As a result of a series of meetings held by this group, a decision to establish the Panama ACJ as a fully operational organization was made. In January 1980, Jerry Prado Shaw became the Executive Director of the ACJ. In February 1980, the first provisional Board of Directors was installed; on May 26 of the same year, the first Board of Directors was installed for a period of two years according to the statutes.

Currently, the position of the ACJ in Panama and its relationship to the US YMCA is complex and delicate. The ACJ has been strongly supported by the International Division through its various programs. The executive director stated clearly that it was this funding support which allowed the ACJ to become an entity. There is at present a combination of appreciation for past support and resentment of this dependency. The ACJ is trying to increase its local support base and to find alternative sources of outside support.

The presence of the Armed Services YMCAs in Balboa and Cristobal is also a source of concern for the Panama ACJ. These two facilities have considerably more resources and better buildings than the ACJ of Panama, thus they tend to dominate the image that the ACJ has among even the Panamanians. The ACJ is currently located in a small second floor rental space. The only property which the ACJ owns is the Adrian Bouche camp located on the outskirts on Panama City which was donated to the ACJ. While negotiations are about to begin to integrate these two Armed Services facilities into the National ACJ, it is unclear how soon this integration will take place.

Throughout this report, the Panama ACJ is discussed as an institution. One must remember however, that the ACJ currently consists of two full-time paid professionals, one of whom has been in his position only since January 1982 and whose position is secure for one year only. In addition, the "revitalized" ACJ has been in existence only 2½ years. These factors are particularly important in considering many of the indicators which were developed for this evaluation, some of which are less appropriate for organizations as small and as young as the Panama ACJ.

Review of Major US YMCA Inputs to Panama YMCA

1979

Loan (\$10,000/Receivable), For rebuilding National Movement. General Support (\$24,000) for staff salary and operating costs.

1980

Assignment of Overseas Personnel (W.S.W./Y.P.A.-Mark & Maria Morgan; returned April 3, 1982).

Feasibility Study -- Future Youth Programs (\$15,000 MG) for four month study. (ID Committee approval 1-18-80/report dated November 16, 1981)

General Support (\$25,000) for staff salary and operating costs.

1981

Financial Development Consultation (Noris Lineweaver, YMCA of Houston).

Community Youth in Action Project (\$25,275 MG approved in 1981).

General Support (\$25,000) for staff salary and operating costs.

1982

General Support (\$12,000 WS) for staff salary.

Capital Assistance (\$14,000) for Resident Dormitory, Youth Conference & Training Center, and Camp facilities.

Assignment of Overseas Personnel (Y.P.A. - Fern Decker, Finley, Ohio YMCA).

Development of Partnership Relationship with Cincinnati, Ohio YMCA.

Institutional Capacity of Panama ACJ

Staff

The evaluation team spent the majority of its time with those staff members involved in development work. Other staff members who are not involved in development work include six part-time instructors of English, painting, sewing, swimming and card designing. Since Prado Shaw's arrival in January of 1980, he has added one full-time staff person (this position is presently funded for one year) and has secured within the past year the virtual full-time commitment of two other "staff" members although they receive no salary, only an occasional remuneration. Throughout this report, Ammy Landau and Lictor Reyna will be referred to as staff because they function as staff. This is not to minimize their lack of salary, because while their commitment to work without a salary is a tribute to Prado Shaw and the ACJ, it also must be seen as a potential weakness of the staff and their ability to accomplish their goals.

Quality of Staff

Jerry Prado Shaw - General Secretary, Panama ACJ, January 1980 - current.

Jerry Prado Shaw is a graduate of the YMCA Technical Training Institute in Buenos Aires where he received a degree as a professional YMCA director. With- in Argentina, Prado Shaw worked with the YMCA as well as the government and private enterprise. In 1975, Prado Shaw went to Costa Rica where he began a new development oriented YMCA. Additional projects that he worked on prior to coming to Panama include a refugee project in Guatemala and a feasibility study for extention of the YMCA Movement in Central America. Prado Shaw is a dynamic and competent executive. His commitment to development (as defined by the YMCA) is embodied in the programs he has initiated since coming to Panama. According to Prado Shaw, approximately 70% of the work of the ACJ can be classified as development. As is necessary for someone in his position, he is able to move seemingly without effort between the many diverse individuals and groups with whom he has contacts: the youths from lower and middle income groups from sections of Panama City and outlying areas, community groups, public officials, church leaders, corporate executives and armed forces officers. Prado Shaw has an excellent rapport with the youths the ACJ is serving as well as with his staff, volunteers, and lay leaders.

Juan Roquebert - Community Youth Action Coordinator, January 1982 - current.
(Roquebert's involvement began in 1981)

Juan Roquebert is a Panamanian citizen who also graduated as a Certified Profes- sional Director from the YMCA Technical Institute in Buenos Aires. He served on the staff of the Panama ACJ prior to the suspension of its activities in 1976 and worked for five years as the physical director of the Costa Rica ACJ and has had experience in urban and rural development work as well as refugee work. Roquebert is currently the project coordinator for Community Youth in Action which involves 100% of his time. His responsibilities are thus, all development related. Like Prado Shaw, Roquebert is very committed to development work. He told the evaluation team that ACJ's would not be justified if they did not engage in development work.

Lictor Reyna - Director of Development, 1981 - current.
Ammy Landau - SIPAS Project Coordinator, 1981 - current

Both Landau and Reyna have received training in sociology at the university level. Both have been instrumental in designing and implementing development projects: both worked with the DICO project and have participated in the design of the Beekeeping Project, the DIDAPAN project and the SIPAS project (see section on projects). In relation to the Community Youth in Action program, Landau and Reyna act as consultants to the various clubs, particularly in connection with specific projects which the clubs may undertake. In working with the Youth Council, staff act as advisors, trainers and research coordinators.

Because of the language barrier, it is difficult to assess the development staff. Each staff member appeared thoughtful, sensitive, and dedicated to his or her work.

Staff Development

The ACJ is very effective in providing staff with the opportunities for personal development. Through staff conferences, training seminars, and contact with other youth leaders at international conferences, staff members have the opportunities to improve their skills and to enlarge their perspective in dealing with their tasks. The staff members have been given the opportunity to participate in seminars and workshops within Central and Latin America. In June of 1981, Lictor Reyna attended a six-day meeting of the Centers for Education and Action for Development (CEAD) in Columbia sponsored by the Latin American Confederation (LAC). In September of 1981, Juan Roquebert attended a three-day CEAD seminar in Costa Rica. Ammy Landau, Lictor Reyna and Juan Roquebert all attended a six-day North-South Dialogue in Costa Rica in March of 1981. The CEAD workshops have covered the following areas: research techniques, design and implementation of projects, project administration, evaluation techniques and the Christian component in development. When asked how useful the training has been, the staff members differed somewhat in their responses. Lictor Reyna indicated that he had already known much of the material presented. He added however that he had found the logical framework concept very valuable. Ammy Landau said she felt the YMCA training was more useful and more practical than the training she was currently receiving in school. Both Landau and Reyna said they had received useful pedagogic materials and instruments.

Volunteers

Club leaders: Volunteer Club leaders are indigenous to the area served by the clubs. They are young adults interested in the improvement of their communities. As group leaders they participate in workshops and seminars. Some of the youth leaders have been invited to special club meetings or forums such as the North-South Dialogue in Costa Rica and other youth exchanges. Based on the team's observation of club meetings, it appears that the volunteers have the ability to relate effectively to the club members and to the ACJ staff. There are approximately two club leaders per club.

Board members: The current professional leadership of the ACJ has made considerable progress in the development of local business and professional people as board members. Beginning with the decision in 1978 to reorganize and revitalize the ACJ and the assignment of a new executive director, first steps were taken to also reorganize the board, to increase the involvement of local persons on the board, and to provide it with a strong and effective chairperson. Membership of the board has increased to 46 from about 30 a year ago. The team was told that better than half of the membership is actively involved in giving direction to the ACJ. Through board meetings and seminars, board members become familiar with the programs of ACJ and are provided the opportunity to shape its goals.

The President of the Board is Jose Chong Hon. Chong Hon is the President of the Panama headquarters of the auditing firm of Peat, Marwick and Mitchell. The ACJ benefits both from Chong Hon's management and financial expertise as well as his many contacts with business men and other community leaders. When asked how much time he devotes weekly to the ACJ, Chong Hon laughed noting that it was Monday afternoon and he had already spent five hours on the ACJ. He estimated that he devotes 5-6 hours a week. Together, he and Prado Shaw form a well balanced team.

Administrative Management

Because of the difficulty in "seeing" a management system, particularly within a five day visit, this section will be confined to a description of the ACJ record keeping system and other written documentation which demonstrates long range planning.

The Panama ACJ staff appear to be making extensive efforts to maintain documentation of their activities. The ACJ has produced a thorough annual report and has submitted the first Community Youth in Action progress report to the International Division. The report addresses goals as formulated by their proposal. In addition to these reports, the ACJ keeps records of those attending seminars, and in some instances evaluations done by the participants of the seminars.

Under Jose Chong Hon's purview, the financial reports submitted by the Panama ACJ have been on time, well documented and accurate.

In terms of planning documents, the feasibility study which the ACJ produced resulted in an institutional operational plan which the ACJ appears to be following faithfully. Similarly the Community Youth in Action proposal was designed with a month-by-month plan of action. This plan, too, is being followed as designed. In addition to these two planning documents, a calendar which lists all ACJ activities for the year is displayed prominently in Jerry Prado Shaw's office.

Financial Development

The ACJ has embarked upon an ambitious fund-raising campaign. The Board of Directors has a goal for their financial campaign this year of \$52,000. In the period June 1980 to May 1982 they raised \$41,537. Based on the number of banks and companies headquartered in Panama City, The Board's goal of

\$52,000 seems entirely possible. Jose Chong Hon was quick to acknowledge how very beneficial Norris Lineweaver's consultation had been in enabling the Board to improve fundraising skills and tactics. Chong Hon stated that Lineweaver's consultation proved to him the necessity of making personal visits when soliciting funds. As a result of Lineweaver's consultation, Chong Hon made five visits and procured donations from three of the five organizations. Chong Hon felt that all the board members learned the importance of procuring local support as well as the means for increasing the support. The new financial campaign manager was utilizing a pyramid strategy recommended by Lineweaver for this year's campaign. (See Annex 1 for list of board members) each board member is being asked to solicit donations.

The ACJ staff and Board of Directors place high priority on financial development. The staff has produced two brochures in their attempt to solicit contributions. The table below illustrates the proportion of funds raised internally and those raised externally.

Sources of Funding

	External Sources	Internal Sources	
1/1/80 - 5/3/80 (5 months)	87.6%	12.4%	
6/1/80 - 5/31/80 (12 months)	59.4%	40.6%	
6/1/81 - 11/31/81 (6 months)	55.9%	44.1%	

Breakdown of Sources of Support

1/1/80 to 31/5/80	1/6/80 to 31/5/81	1/6/81 to 30/11/81
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External Sources

US YMCA-ID (International Division)	75.1%	28.8%	19.4%
LAC (Latin American Confederation)	12.5%	2.9%	3.0%
CIDA (Canadian Embassy)		27.6%	33.5%

OTHERS

	Total 23 Months	Total 28 Months
US YMCA - ID	33.9%	37.8%
LAC	4.5%	2.5%
CIDA	25.7%	20.0%
OTHERS	<u>63.1%</u>	<u>3.5%</u> 63.8%

<u>Internal Sources</u>	1/1/80- 31/5/80	1/6/80- 3/5/81	1/6/81- 20/11/81	Total 23 Months	Total 28 Months
Programs	7.1%	10.0%	8.9%	9.3%	11.6%
Financial Campaign	5.3%	12.7%	21.9%	14.0%	17.5%
Special Donations		2.9%	12.2%	5.0%	2.9%
Others		15.0%	1.2%	<u>8.7%</u> 36.9%	<u>4.2%</u> 36.2%

Particularly encouraging is the increase in revenue generated by the financial campaign. Revenue generated in 1980 was 5.3%, the amount of revenue generated through May 1982 was 17.5%. Although dependence on external funding is ever decreasing, it does constitute more than half of the ACJ budget. The projected proportion of external support is 52.38% for 1982. Ultimately the staff and board plan to decrease external support to 40% of the budget which they believe to be a realistic goal. Clearly, much of the ACJ's ability to launch and manage development projects will be affected by the staff and board members' ability to procure and solidify internal support through program fees, the financial campaign and other donations.

External Relationships

Within the past 2½ years the ACJ has established important contacts with agencies throughout Panama City. The ACJ has already begun to collaborate on projects with the Armed Services YMCA of Colon and Balboa, the ecumenical refugee committee, the government refugee office, with the UN office in Panama City, CIDA (Canadian Embassy), the Rotary Club, United Methodist in Relief, environmental agencies, The Ministry of Education, and The Ministry of Health. The feasibility study developed was a principle reference for the "National Family Institute" and regional government commissions.

In addition, the ACJ has provided technical assistance to the following organizations in search of international funds for projects: Goodwill Industries, the Panamanian Indigenous Association, the Panamanian Association for Family Planning, National Director of Family and Children, Curunder Sanatorium and Boca La Caja Sanatorium.

Camp Bouche has been made available to over thirty ecclesiastical, educational and civic institutions.

Improvement in Facilities and Equipment

Since becoming operational in 1980, the Panama ACJ has improved the Adrian Bouche Camp with the construction of shower and bathroom facilities (including access ramps for handicapped campers); construction of a multipurpose shelter of 150 square meters; reparation of the water pumps; and purchase of a new refrigerator. In addition the ACJ purchased 2 vehicles (a minibus for twelve and a five seat Datsun). A pickup truck was donated by the Balboa YMCA. Access to a house has been obtained for office space next year.

Description of ACJ Development Projects

Completed Projects

"Feasibility Study" - \$15,000 Matching Grant YMCA - ID Funds Disbursed in 1981.

In discussing the Feasibility Study (which would be more appropriately called a Needs Assessment) Prado Shaw said it was the first study done on youth in Panama, and was requested by the Ministers of Health and Education as well as the Institute of Sport. Chong Hon also stated that the Feasibility Study had been very valuable. In general, staff members and lay leaders were unanimous in their opinion that the Feasibility Study has been the cornerstone for their work by providing an institutional operational plan which they have followed. ACJ activities appear to substantiate these statements. Because of the nature of this particular study, it should be viewed as providing institutional support.

The global operational goals of the study are:

- To promote the Christian Brotherhood which contributes to the deepening and strengthening of the ecumenical action of the Movement in the Republic of Panama.
- To coordinate and promote the expansion of the Movement in the Republic of Panama as well as the consolidation and increase of operations, programs and existing projects, giving special attention to the needs and interests of the communities where we are to act.
- To stimulate leaders and professionals in the lookout of new programs, methods and forms of actions that will respond to the reality, idiosyncrasy and needs of the Panamanian people.
- To stimulate the preparation of leaders of the Asociacion Cristiana de Jovenes, professionals and volunteers.
- To stimulate the responsibility and the active participation of leaders and professionals in efforts and development projects, according to our declaration of faith and within our declaration of principles.
- To negotiate and channel the resources from other Movements or international agencies, programmed to the expansion and consolidation of the Movement in the Republic of Panama.
- To guide the work of the ACJ, mainly towards the youth, preferably to the least privileged sectors; this not meaning that the ACJ should not work with other ages and other sectors of the Panamanian and international population.
- To emphasize the implementation of development programs, without neglecting the strength of our traditional institutional structure that will assure the effectiveness of these programs.
- To consolidate the formation of one and only one ACJ Movement in the Republic of Panama.

-To guide all action of the Movement in the Republic of Panama under the existing global politics of the government in respect to development, youth cultural and educational programs. As long as they are not contrary to our declaration of faith and our declaration of principles.

The "Youth in Action Project" as well as other activities described in this report were viewed by staff as an outgrowth of the information and analysis provided by the "Feasibility Study." Existing programs do reflect the stated goals of this needs assessment. However, there is a question as to whether the information for such a needs assessment could have been acquired with less financial investment or in a different manner.

Ongoing Projects

Community Youth in Action - \$25,275 Matching Grant. This project became operational in January 1982, with funding currently approved for one year of the two years requested. The project had been operational for six months at the time of the case study.

The Community Youth in Action Project is the most important project of the Panama ACJ and was the only project in operation at this time of the site visit. Juan Roquebert devotes 100% of his time to this project and both Ammy Landau and Lictor Reyna devote an estimated 25% of their time to this project.

The project proposal calls for the formation of 20 youth groups with an average of 25 members each at the end of the two years. After the first six months, there are 12 youth groups with an average of 25 members (the clubs are in the process of developing attendance records and membership cards). Seven clubs were in existence prior to the grant. The ACJ clearly seems to have the potential to reach its goal of 20 groups. Currently, the clubs meet weekly or bi-monthly for an average of two to three hours. Many of the clubs meet in club members apartments because the housing projects or communities from which they come have no meeting areas.

The major overall objective of the Community Youth in Action Project is the development of social and personal potential. The youth clubs serve to improve self concept, provide peer support for activities that are socially and economically productive, present adequate and functional role models, expand social horizons through contacts with different groups, and to provide skills training. The youth clubs are addressing these issues in a number of ways.

The meetings of the clubs provide the opportunity for youngsters to develop and reinforce socially desirable values. Club members demonstrated that they have learned to function as a group. Statements to the evaluation team by the participants in these meetings indicated that they have benefitted from meeting persons with positive values and that they are acquiring skills in social relations. Projects which were described as being in operation or as being planned suggest an emphasis on community service and on strengthening or at least supporting family ties.

Physical activities, such as sports and excursions to the camp, provide needed activities for young people and in many cases relief from the over-crowding and tensions of their everyday existence. The following activities have been sponsored by the ACJ for the youth clubs and other youths:

- o Friendship Olympics where 9 Youth Clubs participated with 450 athletes. There were 60 different games and six different headquarters for the sporting, social and cultural events. It took place from February 26 to March 5 of 1982. It was a high impact event.
- o Weekly sporting and cultural events with the children from the neighborhood where the Youth Clubs operate. From 100 to 120 children participate under the care of 10-16 previously trained leaders from the Youth Clubs. Each Sunday three different clubs rotate.
- o Volleyball Tournaments among the female members of the Youth Clubs on the 8, 9, 15, 16, 22, and 23 of May.
- o Periodical sporting and social exchange among the Youth Clubs and other existing youth groups.
- o Children's Baseball Tournament "Semillita 82". 150 delegates from 8 different Youth Clubs participated along with 18 volunteer leaders the 20, 21, 27, and 29 of March and the 3 and 4 of April of 1982.

Seminars, training sessions and international meetings provide young people with information and concepts which will help them to understand a variety of issues pertaining to organizations, community development, and the social reality of Panama and Latin America. At the time of the site visit, several major seminars and training events had taken place:

- o Participation with the youths in the elaboration of a document "By Laws and Functioning Regulations of the Youth Clubs." The same was approved in the National Assembly of the Youth Clubs on February 6, 1982. Ninety-eight (98) delegates of the Youth Clubs participated.
- o Workshop - Seminar for training young leaders who work in Community Development. Forty (40) prospective leaders participated from May 29-30, 1982.
- o Participation of 45 youths in a Workshop-Seminar in outdoor workshop techniques, and group work techniques. The training was conducted on the 13, 20, and 27 of May, 1982 and on the 3, 4, and 5 of June. A total of 48 hours training was provided.
- o A Workshop on specialized training in minor techniques of research and elaboration of small projects of community self-help conducted on March 3. Twenty-five (25) outstanding leaders from different communities participated. The result has been elaborated in 8 small projects which are actually being evaluated by the Technical Team of the project.

- o Visit of ten (10) outstanding youths from among the Youth Services Clubs to the ACJ of Costa Rica to participate in a reunion with young Costa Ricans who work in Development. The main themes were: poverty, human rights, disarmament, peace and development. It was conducted March 12 - 17, 1982.

It is likely that the above activities are crucial in laying the foundation for the development of characteristics in the participants which are a necessary precondition to learning economically productive skills.

At the time of the visit, club projects oriented specifically towards providing skills leading to jobs were vague and only in the planning stage. There was a lack of sophistication regarding the techniques of job oriented programs, i.e. there were no plans to conduct market studies or survey prior to planning specific programs, nor were there any formal or written plans for future projects (with one exception). It should be noted, however, that given the economic and social conditions in Panama, the development of programs and activities having direct and immediate impact on the economic status of the participants would be very difficult to design and to implement. To be effective, youngsters would have to be prepared to participate in the service sector of the economy in which the majority of employment opportunities are. This in turn, requires commitment to a work ethic, values and life styles quite different from what the young people are exposed to in their communities. Youth service organizations in the US with considerably greater resources at their disposal have not been very successful in their efforts to aid those in the lowest socio-economic sector of the country.

The evaluation team visited 4 of the 12 clubs as well as the Youth Council, each club elects one or two club leaders who meet monthly for Youth Council meetings. The clubs visited, include two clubs from low income neighborhoods (housing projects) and two clubs from middle income neighborhoods. The number of youths present at each meeting varied between 15 and 40. The ages ranged from 14 to 19. At each meeting, the evaluation team asked questions at random of the participants. The following statements were made in response to the question: "How has the club affected your life?"

"I've gotten to know other youths better from other neighborhoods.
The group is friendly and supportive."

"I became more active, more energetic and like to help others.
There was a person inside of me that opened up."

"I've had a chance to meet others."

"I've learned skills to help myself and others."

". . .intellectual advancement and human development."

The team asked a group of youth leaders to name the two most important projects or activities of their clubs. The following list contains their responses:

Club 1 - Gathering food stuffs for an old age asylum; football

Club 2 - Helping victims of a flood and fire within the Curundu community (housing project community); teaching swimming

- Club 3 - Development for women (teaching sewing, cooking); children's education
- Club 4 - Handicrafts, and helping old people to market handicrafts; raising funds for children for Christmas and recreation
- Club 5 - Development of recreational park in our community; center of culture and training with kindergarten, English handicrafts
- Club 6 - Collection of funds to provide for needy people in the community; research on recreational park development
- Club 7 - Preparation of plot of land to build basketball court; help children with constructive activities during free time
- Club 8 - School aid (tutoring); development of recreational areas
- Club 9 - Development of place where we can meet to develop service actions
- Club 10 - Creation of training course for auto mechanics.

In response to the question "What services have you received from the ACJ," the youths said they had received training in pedagogy, project implementation, leadership in development and planning sports and camp courses. When asked to explain what was meant by project implementation, one youth said that prior to being with the clubs, he had known nothing about project implementation and now he knows that one needs to conduct research which includes the community.

The team also asked the Project Coordinator, Juan Roquebert, what the main purposes of the Community Youth in Action Project are, he responded, "To give orientation and to provide a useful way to use free time. The Project's objectives emerge from the groups themselves. The ACJ organizes energy which is already there, channels and focuses groups. . .to provide training for development activities."

When asked how this project contributes to development activities, Roquebert responded "Development is something done by the community for the community. Young people belong to the community and they become channels for the development projects. The young people themselves detect problems and allow the ACJ to help."

The ACJ staff indicated that while needs and problems vary with different clubs depending on the social level of the members, overall they are striving to develop commitment to the clubs, continuity in membership, and the development of positive attitudes towards self and others. Staff members feel that the ACJ is the only organization, particularly in the poorest communities, which is actively involved in this form of youth development.

SIPA Project - \$2,000 Grant from World Alliance

The SIPA project consists of four seminars which will occur between July and September 1982. The seminars will focus on social issues (peace, human rights, the social situation within Latin America). The seminars will be attended by 250 high school students. The ACJ will work with the Ministry of Education.

Projects Funded - Not Yet Implemented

Seedling Project - CODEL Grant \$1,000

The current proposal entails planting tree seedlings in collaboration with environmental agencies.

Refugee Project - World Alliance Grant of \$4,500

This is intended to be a 5-month project, involving information workshops and some training. The ACJ is in contact with representatives from government refugee offices which requested the aid.

Project EZE - World Alliance Grant of \$1,800

This grant is towards research which will yield a project of economic impact. The current proposal is to examine the labor situation and vocational training needs of women in Colon. The Youth Service Club will organize and coordinate the research.

Projects Not Yet Funded

Beekeeping Project

Proposal currently under review by the World Alliance and CODEL. The proposal requests \$55,000 a year for a 3-year period. This would be a project of economic incidence.

DIDAPAN (Integrated Development of the Panamanian Indians)

Still in the design stage, this project will follow the model established by the DIDA project in Costa Rica involving over 2,000 Costa Rican Indians in 48 mini-projects including agricultural development, community organization, and development of consumer cooperatives. The DIDAPAN project will also involve a village health program component.

CIDA Project

CIDA has solicited proposals from Youth Service Clubs. These proposals are under revision. There is a \$40,000 ceiling on this grant.

Colon - Women's Employment Program

The LAC plans to support development of this program in the poorer neighborhoods of Colon through a subgrant from the LAC Job Creation II Program.

Obstacles Encountered

While considerable progress has been made, important problems affecting the institutional capabilities remain.

Space: A major handicap to the expansion and effectiveness of ACJ is the lack of space both for the central office and the local clubs. The current office, on the second floor of a two story building, provides space for the director, staff and for some class room type of activities. It is utilized to full capacity but does not permit major expansion of the program. Each staff member, as well as Jose Chong Hon and several youths from the clubs mentioned lack of space as a problem. Staff pointed out that the image of ACJ, already handicapped by comparison with the Armed Services YMCA (ASY), could be strengthened if the headquarters could be a "House of Youth." This would mean that in addition to office facilities there should be game rooms and meeting rooms for members.

In local communities the ACJ also is unable to provide space for its clubs. Meetings take place in apartments of members or in public facilities such as health centers. Neither is conducive to the strengthening of the ACJ. The use of public facilities also creates problems of identification for the ACJ, because these facilities claim the clubs as belonging to them rather than to the ACJ.

Staff: While the professional staff is highly motivated and trained, the number is so small that its impact is severely limited. In the case of two members it is difficult to determine whether they should be classified as staff or as volunteers. They are trained and active in the day-to-day operations of the clubs and office, and they receive some remuneration, however, most of the time that they give to the ACJ has to be considered as a non-paid contribution.

As already indicated, there is a danger that the enthusiasm of the staff can lead to overextension. Clearly the institutional capacity of the ACJ could be greatly increased if financial factors would permit an expansion of both space and staff. It is difficult to predict how successful the ACJ will be in improving its financial situation. The ACJ is addressing its financial problems both through increased emphasis on fund-raising and through procurement of additional grant money. The Beekeeping Proposal is designed to be an income generating project. Despite these plans however, both Jerry Prado Shaw and Jose Chong Hon acknowledge that the ACJ will have a continued need for some external support, particularly for development activities. Chong Hon thought the ACJ will need to have at least 40% of external funding for development projects. Prado Shaw stated there is a need for ongoing aid on a decreased basis. He recommended an annual decrease of support of 20% over a 5 year period.

Image: Another issue affecting the institutional capacity of ACJ is the image problem brought about by the existence of two YMCAs in Panama. The general public in Panama is seemingly not aware of the difference between the ACJ and the "Armed Services YMCA." In view of the delicate situation involving the relationship between Panama and the US, this confusion limits the potential impact of ACJ.

Administration: Prado Shaw indicated that a major obstacle in implementation of project activities was the delay he had experienced in receiving grant funds following their approval. Because of cash flow difficulties, he is severely hampered when funds are delayed.

The Latin American Confederation

Intermovement Support and Development Cooperation Program support to the Latin American Confederation (LAC) during the period of this evaluation (1978/79 to 82) has been significant. One purpose of this case study is to determine the relation of this support to the development program and projects of the YMCA of Panama.

Following is an outline of grants from the YMCA of the USA to the LAC headquartered in Montivideo, Uruguay:

<u>General Support</u>	<u>Matching Grant</u>
1979 - \$36,200	1979-\$20,542 " <u>Indigenous Leadership Development & Management Training</u> "
1980 - \$40,100	1980/81-\$22,000 " <u>Job Creation Program</u> "
1981 - \$46,710	1981-\$19,120 "Worldwide Network"
1982 - \$51,300	1982-\$21,900 "Worldwide Network"

General Support is provided by YMCA World Service funds and utilized for a number of small grants often involving institutional support (e.g.) leadership development, general secretary travel, office costs, intermovement coordination and programs, as well as development program and project support, evaluation, training, etc.

All of the MG funded programs and many of the general support activities fit under the LAC umbrella development program entitled, "Centers for Education and Action for Development," (C.E.A.D.)

In order to bring support services and programs closer to national movements four geographical zones were organized under the C.E.A.D. program with zone coordinators and committees. Testimony, review of project and workshop documents, visits to projects, etc. indicate that assistance from the C.E.A.D. program, (including visits from the Zone Coordinator, LAC Director for Development, publications, workshops, etc.), was utilized in Panama for research, design, administration and processing of projects.

In the past three years each national movement held an average of twelve workshops. Of the 46 associations in Latin America "21 to 25 of the larger YMCAs are actively involved in development." Tabulations from a recent LAC questionnaire indicate the following since the beginning of the C.E.A.D. in 1976/77:

- 65% increase in professional staff related to development
- 25% of volunteer leadership participated in development committees and programs
- 55% of operational costs for local YMCAs is for development projects

-64% increase in the number of development projects

-100% increase in investment income for development

In January 1980, the LAC calculated a total of 56,000 "direct beneficiaries" from development programs operated by national movements and the LAC. In July 1982, this figure had reached 227,000 "direct beneficiaries," representing a 302% increase in 2½ years.

The questionnaire which 16 YMCA movements responded to also indicated that:

-8 of 16 movements provided intermovement support through the LAC

-8 of 16 movements have a "partnership" with a non-LAC YMCA; (e.g. US or Canadian YMCA);

-10 YMCAs held workshops for youth leadership training in 1980; 13 in 1981; and 14 in 1982.

Such an increase in the commitment to development is noteworthy, and the LAC representative attributed much of the increase in development work to support from the International Division for these purposes during this period.

In the immediate future the LAC will move from emphasizing a zonal structure to strengthening the national development committees. Bilateral partnerships with US YMCAs, and participation in the US YMCAs development education program will also be encouraged. (Quotations from "Development Policy of the LAC of YMCAs (1982-86)" drafted in April 1982, follow this report and provide a view of possible future policy directions.)

Summary of Findings

The institutional capacity of the Panama ACJ has increased considerably since 1980 when the current executive director took over his duties. Staff members have been appointed and trained, the board of directors has been revitalized, camp facilities have been improved, the service to existing clubs has been professionalized and new "Youth in Action" clubs have been started. Institutional growth can also be seen by the declining degree of reliance on external or international funding, and the development of a solid resource base in Panama.

In the case of the ACJ, the question of whether the staff is capable of developing and implementing projects revolves around the issue of available project funds rather than their capabilities. As previously mentioned, their lack of salary is a danger to the continuing growth of development activities.

It would be unfortunate if lack of funds forced the ACJ to abandon some of its current projects. In many ways, the Panama ACJ could serve as the prototype of a YMCA which, having strengthened its institutional capacity, and having successfully established development education programs and begun successful community outreach projects, is now ready to embark upon more action oriented and economically oriented projects. The six month old Youth in Action program already seems to offer a good example of the YMCA philosophy of "integrated human development" - personal, social, and economic growth.

The LAC Statement of Development Policy which follows in Annex 2, also supports this integrated approach to development. (It should be noted that at the time of this evaluation this statement was still a working draft.) Although growth in YMCA development activities and the commitment of resources to development throughout the region can be documented and illustrated as having a specific, useful and practical effect in Panama; this growth cannot be strictly attributed or casually linked to the Intermovement Support and Development Cooperation Program. Nevertheless, this growth corresponds to the time period and the purpose for which support was provided, and the Panama ACJ serves as a specific example of its effect.

Members of the Board of Directors
(Updated Version of List in "Informe 80-82")

Hector Adanto
Guillermo Berna'
Carlos Bernard
Jose Chong Hon
Guillermo Cochez
Elias Colley
Ana de Garcia
Ricardo Gonzales
Joseph Harrington
Alexis Herrera
Luis Ho
Carlos Ibarez
Rodrigo Pino
Maria Pino de Vigiano
Walter Reitz
Jose Jaime Romero
Dorothy de Sing
Carlos Sucre
Raul Vaccaro
Dante Vigiana

Members of Development Committees

Walter Reitz
Ricardo Gonzales
Wilfredo Aguilar

Members of Camping Committees

Rodrigo Pino
Carlos Enrique de Ohaldia
Jose Severnio
Fernando Carrington
Manuel Lopez
Carlos Manuel Malgrat
Melsina Olga de Mintujar
Carmen de Ramos
Francisco Retally

Members of House of Youth Committees

Yolanda Cordulsa
Rosa Contretus
Tirsa Emiliani
Marth de Pardo

The following is quoted in its entirety from the "Development Policy of the Latin American Confederation of YMCAs (1982-86)," drafted in April 1982. Although a draft document, this statement serves to illustrate the maturity of the LAC as a development agency in providing leadership and guidance to the National Movements of Latin America:

(A) Definition and Basic Development Principles for the YMCAS of Latin America

- 1 - Development is a continuous process of change, through which the common good is sought. This necessarily implies the achievement of minimum conditions of social justice which allows for the progressive diminution of those negative elements of human condition, such as poverty, ignorance, forced inactivity, violence, illness and despair.
- 2 - The model for Christian development normative for the YMCA seeks that every person, group, community and society may live with the dignity and plenitude that God desires for his children.
- 3 - The development task of the YMCA consists of education for the search of alternatives of change by means of which every person and community may achieve their own integral liberation.
- 4 - To recognize that the problems of poverty, human rights and peace are totally inter-related and that as such, they must be treated in the most intelligent and effective way that the particular circumstances permit.
- 5 - The YMCA must work as closely as possible with the Christian churches carrying out work related to development, and with other private or governmental bodies. It must seek the unification of criteria and an efficient cooperation, avoiding the duplication of efforts or the poor utilization of available resources.
- 6 - The YMCA must free the enormous potential that women and young people have for development.
- 7 - Any development process in which the YMCA participates must be characterized by operative components of conscientization, human promotion, participation, organization, liberating education.
- 8 - The inhabitants of the communities with whom the YMCA works must participate fully and critically in every stage of a development programme, that is to say in the research, design, administration, execution and evaluation. The conscious participation of the population in all the components of the process constitutes the methodology "EXPERIMENTAL TRAINING" through which the communities learn in practice to design and carry out their self-development.
- 9 - The development processes set in motion through the project sponsored by the YMCA must always be oriented towards the consolidation or introduction of communal, democratic and representative organization, through which conditions of self-esteem, integration and self-help may be obtained.

- 10 - Special emphasis must be put on the creation of projects of economical impact (job creation, occupational training, organization of different associative means of production, etc.) This priority responds to the fact that a group or community which manages to improve its economic situation through educational and organizational processes, is in a better position to face -on its own- problems in other sectors of communal life (formal education, health, environment, recreation, housing, services, communal infrastructure, etc.).
- 11 - The projects of the YMCA must be seen as generators of autonomous processes of development; thus no matter how small and sectorial a project of the Association may be, by means of education and organization it must be converted into a self-supporting process of integral development.
- 12 - Utilize to the maximum the models of development in which the YMCA acts as facilitator of processes of internal change (self-determined). This does not necessarily imply converting itself into a centro pivot of activities through investment in YMCA buildings and programmes which tend to perpetuate themselves in a way detrimental to the success of the autonomy desired by the communities in their development processes. The achievement of communal self-sufficiency and independence is the main objective of every development programme of the YMCA.
- 13 - Operational basis of every development programme must be established by an adequate matching of the operational capacity of the YMCA to the felt and expressed needs of the communities detected through participatory research processes. This suitability should enable each of the Latin American YMCAs to offer development services corresponding in its capacity and to the specific socio-economic problems in its area of action.
- 14 - The YMCA must extend development work to rural areas, seeking to work more closely with populations of native origin. It is in this way that it will be able to serve the great majorities in Latin America while attacking the cause of the problem of migration from the country to the city.
- 15 - The number of participants in development programmes of various YMCAs already exceeds the number of YMCA paying members, or at least constitutes a very large institutional sector. Therefore, the associations must develop means by which these people form an integral part of the Movement, and as such are drawn into the decision-making process. One of the multiple implications of this fact is that communal organizations inspired by the spirit of the association, form their own non-traditional YMCAs, whose operative objectives will be consistent with their own reality and concerns in the development field.

(B) Education for Development-Preparation of the YMCA for Development Action

- 1 - The efforts of the YMCA in the programmatic area of development must be an integral part of its regular programme, and as such of the interest and responsibility of its professionals, leaders and a growing number of its membership in general (especially of young people and adults, technicians or professionals, whose abilities are well suited to the service of development).
- 2 - To work intently towards the Association assuming more and more financial responsibility for creating and maintaining development programmes. This implies gradually reducing in various ways the dependence which, in many cases, now exists with external sources of funding.
- 3 - To sponsor the creation, support and expansion of methods of Education for Development, through which YMCA members:
 - become aware of their Christian responsibility towards their neighbors
 - learn the methods and techniques necessary for the scientific work of development, and
 - involve themselves directly in actions of service to poor and marginal communities.
- 4 - To participate actively in and to take responsibility for the carrying out of those programmes promoted by the Confederation at the Latin American level in coordination with the World Alliance of YMCAs.

(C) International Cooperation for Development - Partnership Relations

- 1 - To establish partnership relations between the YMCAs of Latin American countries which involve the giving and receiving of human, economic and technical resources, with the aim of supporting the unity between the movements, the advance and the shared deepening of development work and Latin American integration.
- 2 - To deepen and intensify existing partnership relations with the YMCAs of Europe, the USA and Canada, and to create other new ones.
- 3 - This model of intermovement cooperation should be characterized by:
 - Affording equal importance to the relation itself as well as to the projects that this relation facilitates;
 - To be a relation between equals based on a process of mutual understanding and the investigation of problems and resources, in which these resources may be shared on the basis of specific social problems;

INTERMOVEMENT SUPPORT AND DEVELOPMENT
COOPERATION PROGRAM EVALUATION

GHANA CASE STUDY REPORT
(September 5 to 12, 1982)

NATIONAL GENERAL SECRETARY: ALFRED A. SARKODEE

EVALUATION TEAM

- Rick Jackson
- Tom LaSalle
- Joel Kinagwi

- Replace the donor/recipient relationship by one of mutual giving and receiving, according to the possibilities and needs of each one;
- Involve the maximum possible number of people, in the communication and exchange components, as well as in those related to the projects that the participating YMCAs are carrying out;
- To establish itself as a practical manifestation of the North-South dialogue and in an effective model of intermovement cooperation.

GHANA CASE STUDY REPORT

From September 5-12, 1982, an evaluation project was undertaken to better understand and assess the effectiveness of development programs supported by the United States International Division YMCA and carried out in Ghana.

I. Background Information on Ghana

Ghana gained independence from Great Britain in 1957 with a substantial physical and social infrastructure, and a positive balance in foreign reserves. During the Nkrumah era, the infrastructure was developed further, and public investments were made in the industrial sector.

By the mid-1960s Ghana's reserves were gone. Nkrumah was deposed in 1966 and the National Liberation Council tried to rationalize the economy it inherited. Declining prices for basic export commodities, especially cocoa, created a mounting trade deficit.

Although foreign assistance helped prevent economic collapse in the post-Nkrumah era, the 10-year period preceding 1972 was one of economic stagnation. In the ten years since 1972, Ghana has continued to suffer economic setbacks and political turmoil. Continued mismanagement of the economy, record inflation (over 100% in 1977), and increasing corruption, notably at the highest levels, led to growing dissatisfaction.

Present problems include a declining real per capita income, stagnant and falling industrial and agricultural production due to inadequate supplies of imported raw materials, spare parts, and machinery; serious shortages of imported and locally produced goods; increasingly overvalued cedi; flourishing black-market activities, including smuggling of Ghanaian grown cocoa across borders for a better price; serious unemployment and underemployment, particularly among urban youth; deterioration in the transportation network; and continued foreign exchange constraints.

The civilian government of Hilla Limann, installed in September 1979, instituted a 2-year economic reconstruction program aimed at increased food production, expanded exports and improved transport. Agreements were discussed with the IMF aimed at a series of economic reforms. This plan, while not succeeding greatly, was cut short in December 1981, with the ouster of the Limann Administration by Flight Lt. Jerry Rawlings. The Rawlings military government has yet to outline a plan for dealing with Ghana's numerous problems. It is widely believed that the recovery of economic and political order in Ghana is a long-term proposition.

The population of Ghana is 11,573,000 (1980). It is predominantly a Christian country made up of Roman Catholics, Protestants, and spiritual movements.

, The social, economic and political context of Ghana constitutes an extreme environment in which the YMCA must operate. As recently as November 24, 1982, attempts have been made within the military to overthrow the provisional military government of Flight Lt. Jerry Rawlings. While his most recent coup attempt was put down, no clarification of national direction seems to have emerged.

Uncertainty as to government policy adds to a general paranoia which limits YMCA efforts to address social problems. A curfew remains in effect. Military check points are numerous within Accra and on roads throughout the country. Black market rates of exchange range well over 80 cedis to the dollar in contrast to the official rate of 2.75 cedi/dollarss. The YMCA, like other non-governmental organizations in Ghana, is not permitted to raise funds through charitable contributions, and is able to raise only very limited revenues through memberships and program fees. It thus remains dependent upon foreign sources to support basic staff and programs.

Ghana is not only hindered by domestic difficulties. The international economic climate, including falling prices for basic commodities and relatively high prices of manufactured goods and services for import, place Ghana at a distinct disadvantage. Ghana is not a likely site to attract significant levels of foreign direct investment, or foreign aid, until basic reforms are implemented and clear national policies for development determined by the government.

II. The National Council of Ghana YMCAs

Formed by the British YMCAs in the 1880s, the Ghana YMCA operates currently in six of Ghana's nine major geographic regions: Greater-Accra, Ashanti/Brong-Ahafo, Western, Eastern, Central and Volta. Greater-Accra serves as headquarters for the National Council of Ghana YMCAs.

The organizational structure of the Ghana YMCA is as follows:

A. National Council

- (1) Five members represent each regional organization to form the Council.
- (2) Triennial election of New Officers.
- (3) Annual meetings to review/examine reports.
- (4) Accra is the venue for meetings.
- (5) President presides all meetings.
- (6) President - Dr. H.S. Bannerman, Private Medical Practitioner.
- (7) Patron: Mr. Justice Nii Amaa Ollennu - Retired High-Court Judge.

B. National Executive Committee

- (1) These members meet thrice yearly to discuss and decide on Standing Committees recommendations and proposals.
- (2) Accra is the venue for meetings.
- (3) National Chairman presides over all meetings.
- (4) National Chairman - E.O. Teye (since 1980), Businessman
- (5) Vice-Chairman - E. Asante-Frempong, Businessman.
- (6) National Treasurer - Ben. M. Kwawu, Businessman

C. Sub-Committees (Meet as often as necessary)

- (1) Nomination
- (2) Finance/Personnel
- (3) National Planning and Development
- (4) Program, Education and Membership
- (5) Youth
- (6) Vocational Training Center Management Committee
- (7) Production Training Unit Board of Management
- (8) Venue of meetings - Accra

D. Ghana YMCA Administrative Structure

- (1) National General Secretary: Alfred Sarkodee
- (2) Deputy General Secretary: (vacant)
- (3) Development Secretary: Aizaki H. Armoo
- (4) Secretary for Leadership Training: Samuel Anim
- (5) Hi-Y Coordinator: (vacant)
- (6) Regional Secretaries: (5)
- (7) Principal (Vocational Training Center)
- (8) Production Manager
- (9) Accountant: (vacant)
- (10) Private Secretary: (vacant)

E. Regional YMCA Council Structure

- (1) Minimum of 5 branches make a region
- (2) Minimum of 20 people make a branch

F. Regional Affiliation Fees

- (1) Minimum of \$2000.00 yearly paid to National Council

G. Hi-Y Group

- (1) Higher Institutions
- (2) Autonomous as a region
- (3) National Representative
- (4) Youth Committee
- (5) Headed by President

After World War II, efforts were made to develop YMCA work in Ghana with financial and staff assistance from Great Britain, Germany and the United States.

An "Era of Development" was initiated in 1973 by the YMCA, and given guidance by the Africa Alliance of YMCAs. For Ghana this has meant significant efforts to expand programs, especially those aimed at development. Although the six regional associations are autonomous, each having its own Board of Managers, there are several major program areas which are supported in common by the YMCAs in Ghana. A "development team," comprising the National General Secretary, his assistant and the Development Secretary, has sought to initiate and coordinate development activities.

A Vocational Training Center in Accra was organized in 1966. Some 200 young people from low income families have been trained in carpentry and masonry and placed in permanent positions.

In 1978, a major AID funded project, a Rural Enterprise Guidance Association (REGA) was initiated in the Ashanti Region where 750 craftsmen and women in traditional; kente weaving, adinkra printing, clay pot making and wood carving industries are being organized in cooperative societies and assisted in small-scale business management. The results of a series of evaluations indicate a steady improvement in technique and income generation.

The Ghana YMCA has been running a Family Life Education and Counseling (FLEC) project since 1979. This project, carried out in five regions in Ghana, is supported by Family Planning International Assistance out of its regional office in Nairobi, Kenya.

In 1978 the Africa Alliance of YMCAs requested the Ghana YMCA to submit its development projects needs for the period 1979-81 to negotiate funding support. In December, 1978, a summary of concept proposals on the following were submitted, totally \$484,500.

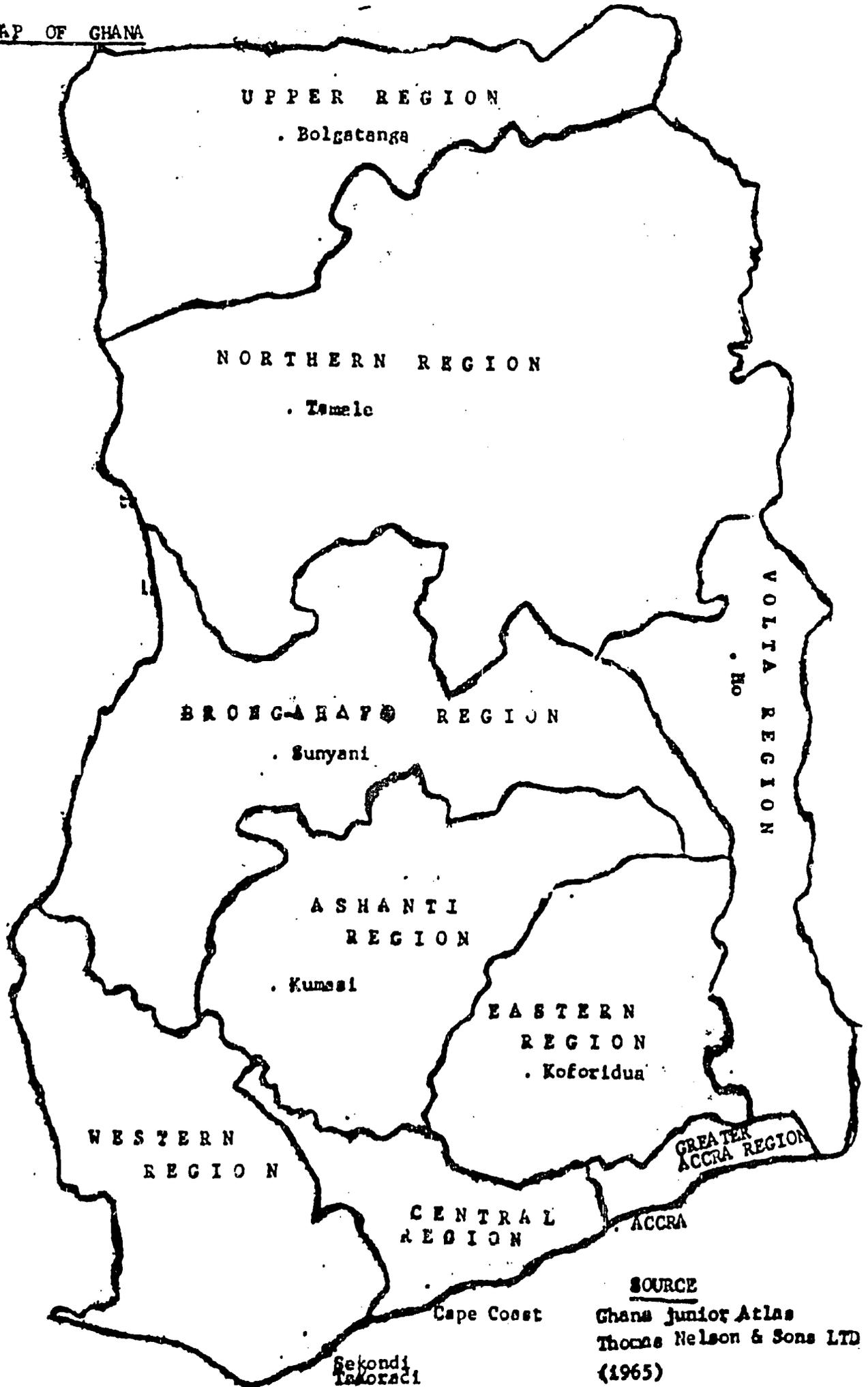
1. Portfolio of Development Secretary (\$4,814)
2. Extension of Vocational Training Center in Accra to cover plumbing and electrical courses (\$172,600)
3. Extension of FLEC project to Volta Region (\$13,080)
4. Continuation of REGA project (\$151,451)
5. Development of Rural Marketing Cooperative Project (\$132,364)

The International Division of the YMCA of the USA committed funds totalling \$37,818 for Development of the Rural Marketing Cooperative (DRMC) in the Eastern Region of Ghana. A Document of Understanding, with project proposal completed by their National General Secretary, Samuel E. Nyame, was signed effective April 1, 1980. Funds for this project were part of a matching grant to the International Division of the YMCA of the USA for purposes of helping to finance development programs. The goal stated for this program in the Document of Understanding was to help increase human resources and expertise for development. Specifically the project concept stated:

The purpose of this project is to further enable the National Council of the YMCA of Ghana to provide motivational, technical, financial and programmatic assistance to help organize farmers of 18 villages/towns of 4 zones within the Eastern Region into associations and cooperatives to ensure for the more appropriate distribution and stable marketing of their foodstuffs.

(An evaluation of quarterly reports and summary of findings relative to the DRMC project follows in the next section of this report.)

MAP OF GHANA



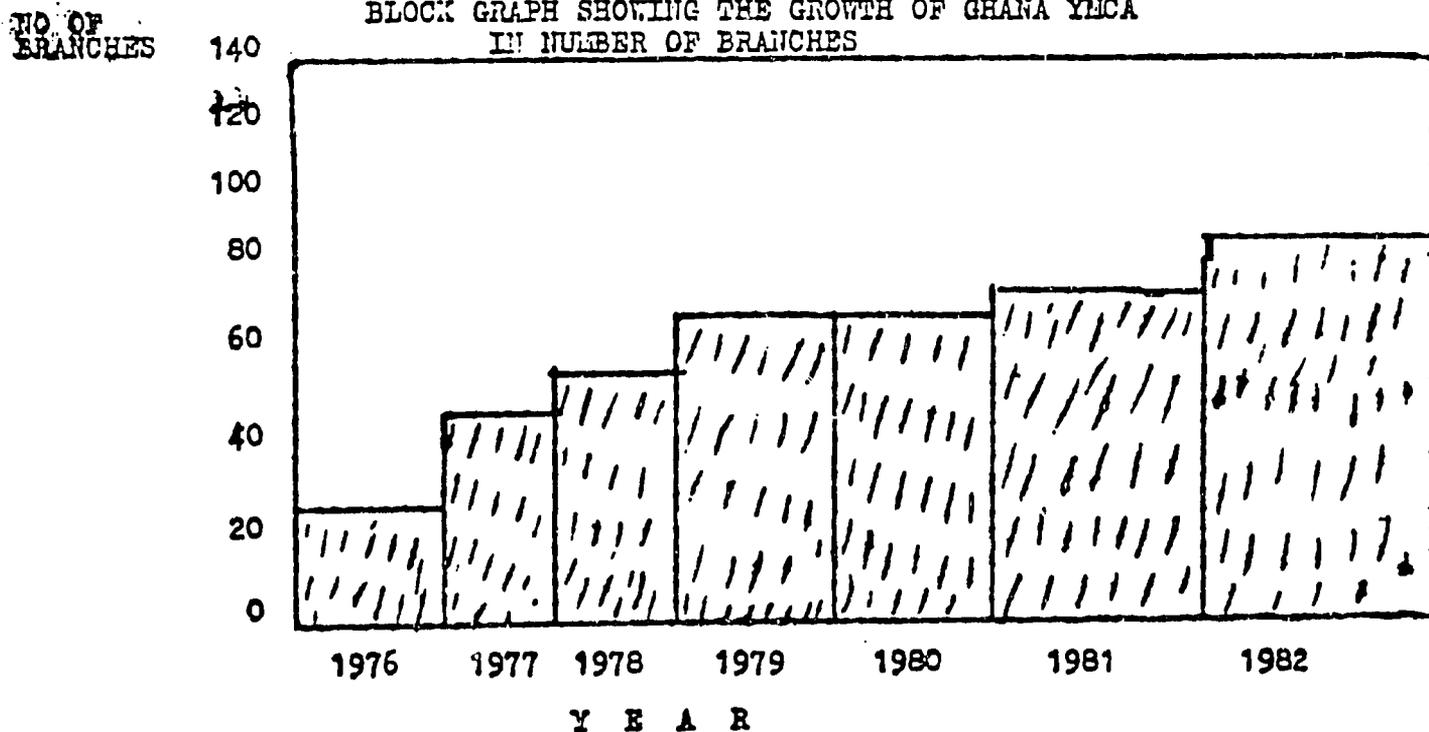
SOURCE

Ghana Junior Atlas
Thomas Nelson & Sons LTD
(1965)

TREND OF GROWTH OF
GHANA YMCA IN BRANCHES

REGIONS	NO OF BRANCHES						
YEAR	1976	1977	1978	1979	1980	1981	1982
ASHANTI/BA	3	5	6	8	8	8	10
GR. ACCRA	3	4	4	7	7	8	8
EASTERN	1	2	3	5	5	5	5
WESTERN	1	3	4	5	5	5	6
CENTRAL	1	3	4	5	5	5	6
VOLTA	2	4	5	5	5	5	5
HI-Y	18	31	31	32	32	40	42
TOTAL	29	49	57	67	67	76	81

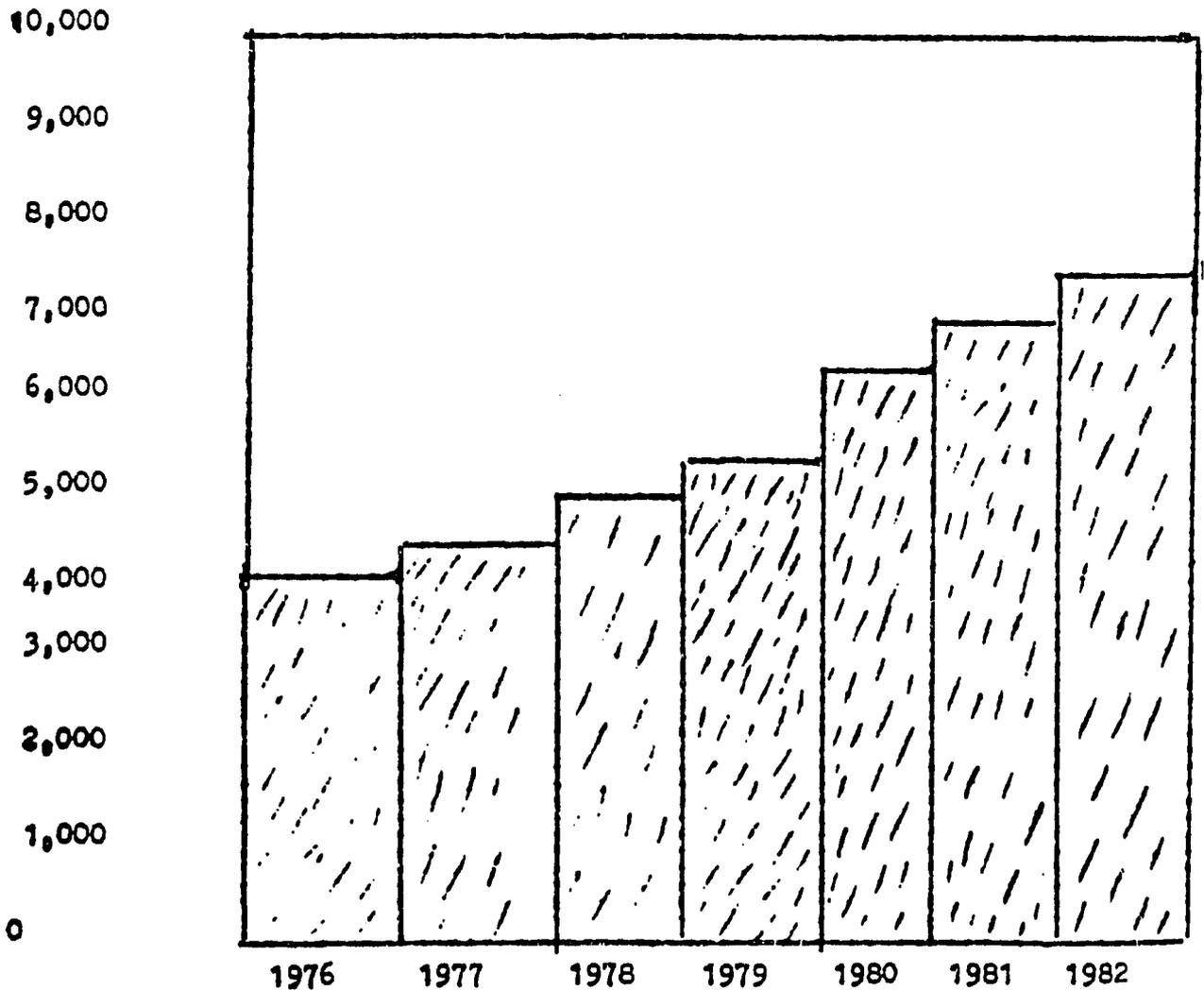
BLOCK GRAPH SHOWING THE GROWTH OF GHANA YMCA
IN NUMBER OF BRANCHES



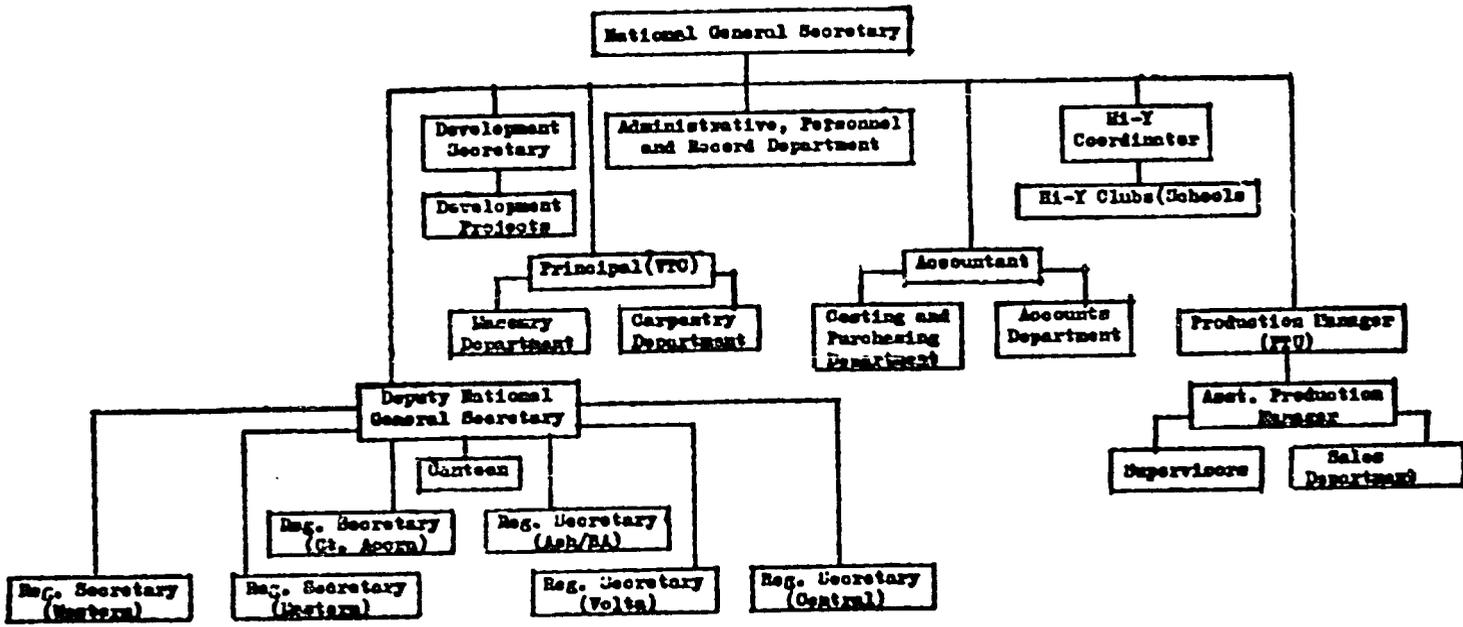
STATISTICS OF MEMBERSHIP
GHANA YWCA

YEAR	1976	1977	1978	1979	1980	1981	1982
TOTAL NO OF MEMBERS DECLARED	4020	4623	5226	5829	6432	7035	7638

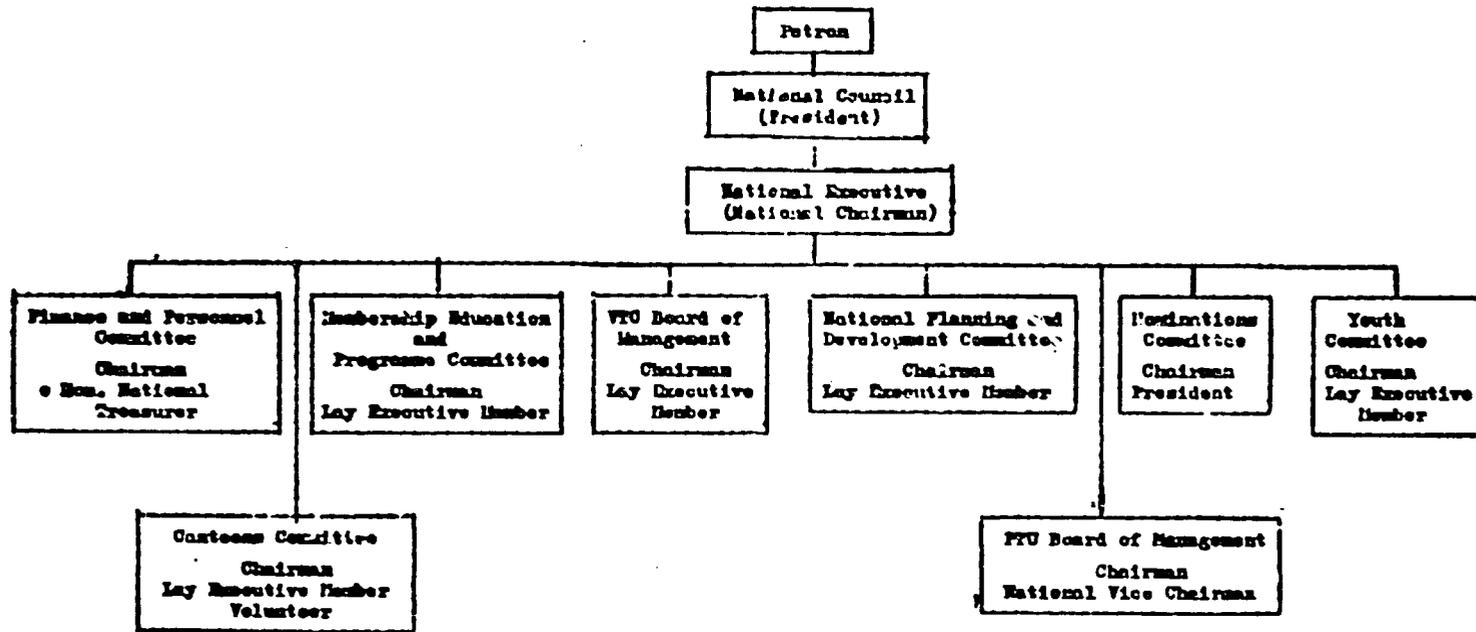
GRAPH SHOWING TREND OF GROWTH
MEMBERSHIP - GHANA YWCA



ADMINISTRATIVE STRUCTURE GHANA YMCA



LAY STRUCTURE



III. Institutional Capacity of Ghana YMCA

A. Staff

Major figures in the staff and lay structure of the Ghana YMCA are:

Alfred Sarkodee - Acting National General Secretary; as with his predecessor, Samuel Nyame - now with the Africa Alliance, Mr. Sarkodee is involved with the development programs of the Ghana YMCA. Previous to becoming National General Secretary, Sarkodee served as staff for the Family Life Education and Counseling (FLEC) project.

Training experiences for Alfred Sarkodee include: three-month participation in the International Camp Counselor program (YMCA of the USA) at YMCA Camp Iduhapi, Loretto, Minnesota; a course at the Center for Population Activities (USA) with a certificate awarded in September, 1980; one year of counseling training in Ghana, resulting in a counseling certificate.

Mr. Sarkodee has not yet been formally appointed as National General Secretary.

Aizake Armoo - Development Secretary; Mr. Armoo has been engaged in the development portfolio supported by the US International Division YMCA since 1976. During this period US YMCAs (International Division) settled a Liaison Representative for West Africa (Mr. Moses Lewis Perry) in Ghana. To date, an amount of US \$28,500.00 has been remitted by the YMCA International Division for the salary of the Development Secretary.

To upgrade his skills and capabilities, the Development Secretary has attended the following seminars, conferences and training:

April 11-16, 1977 - University of Science and Technology, Kumasi/Ghana

Residential: "Rural Development and Regional Planning" Conference.

Sponsorship: Ghana YMCA

August 1-15, 1977 - Paramount Hotel, Sierra Leone/West Africa

Residential: "Education for Development" Seminar

Sponsorship: World Alliance of YMCAs

May 27-June 23, 1978 - Kassel, Federal Republic of Germany CVJM/Westbund

Residential: "International Exchange Program" Seminar for Ghana and Sierra Leone

Sponsorship: West Germany CVJM

October-December 1978 - Selly Oak Colleges, Birmingham/UK

Residential: "Development Studies" Course

Sponsorship: USAID/Ghana Mission

November 22-December 7, 1981 - Jos, Plateu State,
Nigeria/West Africa

Residential: "Planning and Training" Course

Sponsorship: Federal Ministry of Social Development, Youth,
Sports and Culture, Lagos, Nigeria and the
Commonwealth Youth Africa Center, Zambia.

1981/1982 - Commonwealth Youth Program Africa Center,
Lusaka/Zambia

Residential: "Diploma in Youth Work" Course

Sponsorship: USA YMCA (International Division) through
the Africa Alliance of YMCAs.

As a result of the placement of the Development Secretary the Rural Enterprise Guidance Association (REGA) project has been funded in the amount US \$495,464.00 by USAID/Ghana Mission. Recently, Ghana YMCA raised a Valco Fund (Subsidiary of Kaiser Engineers - USA) in the amount of \$250,000.00 to support a Tailoring School project for Handicapped Persons in the Western Region.

Samuel Anim - Leadership Training Secretary; until his recent appointment, Mr. Anim was coordinator for the Hi-Y (youth) programs of the Ghana YMCA.

Mr. Anim's training includes a school teacher Certificate "A" and six years experience; a diploma course in Youth Leadership in Zambia at Mindolo Ecumenical Foundation (1978); Leadership Training Seminars in the Federal Republic of Germany (1980); Training Courses through the Africa Alliance of YMCA's Leadership Development Program.

Working with the Education, Program and Membership Committees of the Ghana YMCAs, Mr. Anim is presently designing a training plan for both staff and lay leaders in the Ghana YMCA.

Elias Teye - National Chairman; businessman; Mr. Teye has been an active lay leader in support of development programs. He attended the 8th World Council Meeting in Estes Park, Colorado in 1981. He plays an active role in the management of the Ghana YMCA. Mr. Teye owns and operates a travel bureau in Accra.

B. Administrative and Financial Management

Numerous project reports and extensive documentation would indicate capable management of development projects. However, independent verification of actual numbers in reports was difficult to achieve.

Presently the Ghana YMCA is operating without full-time accounting and secretarial services. The ability to carry out administrative and management functions is made extremely difficult by financial and material shortages and technical problems. Fuels shortages and government control of roads make meetings difficult. Telephone service is sporadic at best.

Quarterly reports for the DRMC project were sent on a timely basis to the YMCA of the USA. Relations with local donor contacts, including the AID Ghana mission, were positive. A local AID officer remarked, "We see the work which has been done by the Ghana YMCA as beneficial, and hope to not only see it continue, but expand."

Local funding of programs is not viable for any but the most limited projects. The weak economy and government limitations on public fund-raising are major constraints.

Review of Major US YMCA Financial Inputs to Ghana YMCA

1981

World Service	\$ 23,910.	
Sub-Grant (DRMC) (37,818. committed)	28,363.	
World Wide Network (Development Director support)	4,500.	
Other	43,446.	
Total 1981:		\$109,674.

1982

World Service	\$ 8,000.	
World Wide Network	4,500.	
Total 1982:		\$ 12,500.

C. Collaborative Relationships

The Ghana YMCA holds membership in the Ghana Association of Private Voluntary Organizations in Development (GAPVOD).

During the tenure of USAID/Ghana Mission's Farmers Association and Agribusiness Development (FAAD) Project, a number of voluntary organizations emerged and were identified through the formation of the GAPUOD in early 1980. Some of these new organizations are:

- Association of People for Practical Life Education (APPLE) - Atebubu
- Ghana Rural Reconstruction Movement (GHRRM) - Yensu (Mampong/Akuapim)
- Ghana Organization of Volunteer Assistance (GOVA) - Accra; over ten such private voluntary organizations including the Ghana YMCA constitute its total membership.

The Ghana YMCA and the YMCA of Metropolitan Minneapolis have been developing a partnership in recent years. To date this has involved exchange of staff members, a young adult group visit to Ghana in 1981, and a small supply of sports equipment to the Ghana YMCA.

The Minneapolis YMCA has committed to an initial level of funding of \$12,500 to provide basic support to the Ghana YMCA and to underwrite the portfolio of the development secretary.

Women's Involvement in Ghana YMCA Activities

Women hold positions in the Ghana YMCA, play major roles in its activities, and participate in the decision-making process on national, regional and branch levels.

National Council - four women

National Executive - three women

Finance and Personnel Committee - one woman

Youth Committee - one woman

FLEC Project Advisory Committee - one woman

HI-Y Group President - one woman

a) Greater-Accra Regional Executive - Vice Chairman (woman)

b) Fund-Raising Committee - two women

Ashanti Regional Executive - one woman

Eastern Regional Executive - two women

Cultural, Sports, Bible, Choral clubs in the regions - 55% women

Regional Branches - 30% women

Future Development Projects Planned for The Regions

The National Planning and Development Committee responsible for development thrust of the National Council of Ghana YMCAs, plans to initiate the following development activities in the regions by the year 1985.

a) Greater-Accra Region - Mobile Unit Community Education Development

Source of funds - World YMCA Family

Objectives - Dissemination and education of rural communities and be AWARE of:

- o Health, Sanitational Hygiene
- o Environmental protection
- o Food and nutrition
- o Citizenship and social communal activities
- o Planned Parenthood and Family Planning education on Childcare and home management
- o Child delinquency and social problems
- o Housing and Youth Employment

Target - Entire Region

b) Volta Region - Agricultural Development and Agribusiness

Source of funds - Not yet identified

Objectives - Introduction of improved methods of farming alongside the traditional practice

- o Encourage the introduction of cooperative farming
- o Creation of marketing channels for farm products
- o Introduction of storage and processing methodology
- o Introducing the utilization of farm bi-products for agri-business activities.

Target - Eleven village communities in Datusor District

c) Central Region - Fishing Industry

Source of funds - Australian/French Embassies

- Objectives -
- o Introduction of modern fishing practice
 - o Introduction of storage, preservation and marketing
 - o Introduction of cooperative fishing activities
 - o Education to eliminate suspicion about eatable fish species.

Target - Edina-Equafo-Komenda Constituency.

d) Western Region - Ecumenical Education and Human Development

Source of funds - A church in Wuppertal within Westbund region in West Germany

- Objectives -
- o Collection and dissemination about ecumenical and theoretical information on the Christian principle of YMCAs
 - o Collection and dissemination of Christian information policies about YMCAs and other faiths focusing on the questions of religious activities
 - o Establishment of religious guidelines for Ghana YMCAs for the benefit of the public
 - o Education programs to bring about greater awareness of the problems associated with human development and provision of alternative measures from their address

Target - Entire Region

e) Eastern Region - Development of Rural Marketing Cooperative

Status - (Under discussion with US YMCA International Division)

f) Greater Accra Region - Ada Tourism/Sea-water Transport

Source of funds - Canadian (CIDA)/Swiss

- Objectives -
- o Provide recreational activities for tourist, holiday makers and campers

- o Run sea/water transport between Ada and the North to shorten distance and costs involved in travelling alongside the south/north routes by road.

Target - Entire country and worldwide

g) National Council - Printing Press

Source of funds - Africa Alliance/World Alliance/US YMCA

- Objectives -
- o To provide printing facilities for National Council for Ghana YMCA, the Regional Council YMCAs
 - o To commercialize it to generate financial source of income to support Ghana YMCA activities

Target - Ghana YMCA/Entire Public

Expansion of Existing Development Projects

It is also planned to expand the following existing projects as soon as practicable.

a) Vocational Training Center

Area to be covered -

- o Plumbing
- o Electrical

Source of funds -

- o EZE/German CVJM
- o Ghana YMCA
- o African Alliance

Target -

- o Young boys throughout Ghana

b) Rural Enterprise Guidance Association

Area to be covered -

- o Agriculture (food production)
- o Poultry
- o Fish farming

Source of funds -

- o Ghana YMCA

Target -

- o Afomanaso (Kwabere-Sekyere District Ashanti)

Africa Alliance of YMCAs and Development Projects in Ghana

Under Circular IV/82 dated July 5, 1982 addressed from Associate Executive Secretary for Development at the Africa Alliance office in Nairobi to the Ghana YMCA, a request has been made to the latter to submit small but effective development project and programs for onward submission to funding agents on one of the following:

- i) Community Development
- ii) Agriculture (food production)
- iii) Water
- iv) Literacy and Adult Education
- v) Nutrition and Health Care
- vi) Refugee Work
- vii) Vocational or Commercial Training
- viii) Leadership Training
- ix) Equipment, Furniture and Tools for Training Purposes
- x) Youth Activities

Amount Involved - Ceiling - US \$30,000.00

IV. PROJECTS

A. Rural Enterprise Guidance Association (REGA) Project

In February, 1977, a feasibility study was conducted in Ashanti, Eastern, Central and Western Regions of Ghana to assess potential regions whose resources were suitable for the Rural Enterprise Guidance Association (REGA) Project. Ashanti Region was finally chosen and, of its ten districts, the Kwabere-Sekyere, with a population of 98,728, became the target area.

A concept proposal was submitted to USAID/Ghana Mission later in 1977 and was responded to with a Guideline for the preparation of an Activity Proposal under the Farmer Association and Agribusiness Development (FAAD) project by a letter dated June 24, 1977.

On January 6, 1978, the REGA Project proposal was formally submitted to USAID/Ghana Mission and a Grant Agreement between USAID/Ghana Mission and the National Council of Ghana YMCAs under FAAD Grant Agreement No. G-641-0072-77-9 was signed on the 15th day of February, 1978.

1. Amount involved = US\$495,464,000.
2. 6-monthly reports = May 1979; November 1979; April 1981 Yearly YMCA Internal Evaluation = February 1979; March 1980; December 1981; May 1982. External (USAID/Washington) Evaluation = May 1980; Yearly Budget Estimates = May 1979; June 1980; January 1982.

External Auditing (a) As of December 31, 1978
(b) As of December 31, 1979
(c) 1980-81 Accounts being audited
(Auditors: K. K. Lucas & Co.)
(Chartered Accountants)
Accra/Ghana.

3. Anticipated target people = 750 individual Craftsmen (men/women)
Target achieved (5-82) = 866 individual entrepreneurs (Craftsmen)
both men and women

4. Anticipated number of village communities = Three (Wononoo, Ahwia and Ntonso.)
Number of villages covered = 8

5. Anticipated areas of activities
(a) Cloth (Kente) weaving
(b) Adinkra and Kutunkuni dying
(c) Wood carving
(d) Tailoring
(e) Baking
(f) Carpentry
(g) Aluminium pot
(h) Catering Operation
(i) Crop, livestock poultry and fish farming.

6. Training Involved -
 - (a) Fundamentals of business management
 - (b) Techniques of Adinkra printing
 - (c) Use of broadloom (innovation) for cloth (Kente) weaving
 - (d) Techniques of wood carving and introduction of new wood species for carving.

7. Associations Formation -
 - (a) Two farmer cooperatives formed at Afomanaso and Bedomase.
 - (b) Attempts to form or reactivate the Craftsmen's cooperatives and/or associations did not yield meaningful result.

8. Banking -
 - (a) 83 farmer participants started savings accounts with District Branch of Ghana Commercial Bank.
 - (b) 65 farmer participants met the Bank's criteria for granting credits and received loans during 1981 farming season.

9. Related Industrial Activities -

New industrial activities were opened in these areas:

 - (a) Firewood and Charcoal production
 - (b) Saw milling
 - (c) Tinkering
 - (d) Aluminium pot manufacturing
 - (e) Gari (from cassava) processing factory

10. Revolving Loan Funds -

283 participants benefited from the loans totalling c165,700.00. c200.00 per farmer and c300.00 per craftsman allocated in the first year attracting 1% interest.

Subsequent loans attracted 8% interest on amounts to individuals up to a maximum of c1000.00 and for organizations up to c2000.00.

11. Continuity of the Project -

Plans are being made to continue the project in agricultural sector at Afomanaso where Farmers Associations have been formed solidly.

Revolving loans will be established.

Crop production, poultry and fish farming will be encouraged. c50,000.00 will be set aside for the continuing activities. The Project's Agricultural Technical Officer is being retained to provide extension services and negotiation with Ministry of Agriculture to sponsor him is being pursued.

12. Craft Shop

Craft shop is being constructed in Accra at a cost of c173,000.00 to promote and market craft works from the target communities of the project.

Although funding for REGA will phase out by the end of 1982, the project will go on. Key has been the YMCA's role in organizing people into effective community groups. We were told Peace Corps workers have also been effective in aspects of the projects. Staffing has shifted to volunteers at the local level, with coordination provided by the regional YMCA secretary.

Notable is the success of the revolving loan funds program - almost 100% payback on farmer and craftsman loans has been achieved.

Presently, a craft shop is being completed in Accra on the YMCA grounds which will promote and market craft works from the REGA project. The goal is that the 173,000 cedis of project funds used to build the shop will be paid back by the profits of shop sales. This is unlikely to happen in light of present economic conditions.

B. Family Life Education and Counseling (FLEC) Project

Ghana has had a Government supported and assisted family planning program since 1970. The program is supplemented by the Planned Parenthood Association of Ghana (PPAG) and the Christian Council of Ghana (CCG) who provide valuable and important responsible parenthood and sex education for the people of Ghana. However, the Ghana YMCA observed that there was a gap in the program which was crucial -- the Youth needed adequate information to plan and manage responsible parenthood and family life which would benefit them in their adulthood. Additionally, it was felt that there was a gap in meeting contraceptive needs of the contemporary youth and that those needs had not been adequately met by existing programs.

To this end, a study was conducted in 1976 and a proposal was designed and discussed with the Family Planning International Assistance at its Africa Regional Office in Nairobi/Kenya.

Consequently, a Grant Agreement between the FPIA/Africa Region and Ghana YMCA was signed between May 11, 1979 and June 19, 1979 under Grant Agreement Number Ghana-03.

The Ghana YMCA has been running a Family Life Education and Counseling (FLEC) Project supported by the FPIA in five regions - Greater Accra, Ashanti, Western, Eastern and Central - in Ghana, since October 1979.

Each region operates in five centres. YMCA Regional Secretaries coordinate regional activities and supervise ten Field Assistants and two Counselors in their respective regions. A full-time Coordinator monitors the project and submits quarterly reports to the FPIA/Africa Regional Office in Nairobi.

Innovative techniques in family planning information education and counseling service to the youth have been used, incorporating family planning activities into Ghana YMCA's programs, church and school meetings, cultural and sports clubs' activities and youth-oriented functions, utilizing the mass media, radio, television, simple hand-

outs and newsletters. On the whole, the project is designed to augment government and private family planning efforts throughout Ghana and, in order to make contraceptives more accessible. In response to the transportation problems in Ghana, the project has initiated a community-based, distribution system in the five regions.

The project's service target population is comprised of semi-literate persons living in remote rural areas of Ghana. The project is entering its final phase beginning October, 1982 till January 1984. During the period, the project will continue to provide services in the five regions and the Field Assistants, Counselors and Youth Educators/Motivators will intensify distribution of contraceptives to the members of their rural communities at prices which most rural residents can afford - condoms will sell at 10p per three pieces and pills at c1.00 per cycle.

First year funding (1979/80)	c122,715.00
2nd year funding (1980/81)	c178,075.00
3rd year funding (1981/82)	c369,567.00
4th year funding (anticipated) (1982/84)	c471,504.00

This program is primarily funded by the Family Planning International Assistance at its Africa Regional office in Nairobi.

Alfred Sankodee, Acting National General Secretary, was director of the FLEC Project prior to assuming his new duties.

We talked with FLEC counselors from the Accra and Eastern Regions in Accra, and with other workers during field visits to the villages of Amasama and Nnudu. We also talked with family members (clients) in the villages. There appeared to be full acceptance and very positive regard for the YMCA workers and their approach to family planning. At this point, contraceptives are primarily used to achieve child spacing. Family size has not decreased markedly. However, the children are better cared for and parents said they are grateful for the increased choice.

C. Development of Rural Marketing Cooperative (DRMC)

According to the initial concept, this project was to be the first phase of a two phase program with the following principal objectives:

1. To upgrade the existing methods of distributing and marketing foodstuffs and agricultural products of farmers on a cooperative basis.
2. To create permanent or temporary employment opportunities for the youth and unemployed people in the communities through cooperative and farmers association ventures.
3. To encourage the spirit of initiative, self-help and provide leadership training on farm management and on cooperative development.

The International Division of United States YMCAs provided funds totalling \$37,818.00 for studies to assess the viability of a Development of Rural Marketing Cooperative (DRMC) project in the Eastern Region of Ghana.

The total amount was remitted by three quarterly installments of \$9,455.00 in September, 1980; \$9,454.00 in April, 1981; \$9,454.00 in February, 1982.

The studies covered Donkokrom (Afram Plains) district, Manya-Krobo district, Asamankese district and West/East Akim districts within Eastern Region of Ghana.

First report covered October through December, 1980.
Second report covered January through March, 1981.
Third report covered April through June, 1981.

Final overall analytical "feasibility" observatory conclusion was submitted March, 1982.

Total approved study budget	-	\$37,818.00
Total remittance from US YMCAs	-	\$28,363.00
Total expenses made on the study	-	\$28,354.91
Balance refundable to US YMCAs	-	\$ 8.09
Balance withheld by US YMCAs (not requested)	-	\$ 9,454.00

Personnel involved in the studies (Quarterly Reports)

National General Secretary
Deputy National Secretary
Development Secretary
Chairman of National Planning and Development
Committee (past)
Region YMCA Council Chairman for Western Region
Pendohbruke Consultancy
Regional YMCA Secretary/Eastern
Regional YMCA Chairman/Eastern

Sources of information:

Site visits and contracts with key leaders and people
Interviews (unstructured)
Informants (discriminate)
Participation/observation processes
Documents and records retrievals

While the original project proposal did not call for a "feasibility study" in early reports, the Ghana YMCA produced a "Feasibility Report" in lieu of a fourth quarter report. This report called for the establishment of a "Rural Foodstuff Marketing Association," with a total funding required over a three-year period of \$869,183.

Reaction by US YMCA International Division staff has not been favorable to this proposal. The scope and scale of the project is far to great.

Given the current economic and political conditions which pertain, it is difficult to imagine how such a project could prove successful. Government instability and decayed infrastructure pose major problems.

The Ghana YMCA goal is to be a pioneer in rural areas, fostering community efforts to organize markets and increase production. This is a laudable goal, and the YMCA may be the only agency with the vision and potential capability to have a real impact. It is unfortunate that the external societal factors make it not the right time for such an ambitious project.

On three occasions we drove to the home/office of Mr. Brookman-Amisshah, Pendohbruke Consultancy, to discuss his role and perspective in the feasibility studies. He was never reached. It appears that the early stages of the DRMC Project included numerous meetings with a wide range of YMCA staff, lay leaders, community and governmental representatives. This phase was itself a major effort in light of the difficulty of travel and communication in the country. However, as planning evolved, and a change in national leadership in the Ghana YMCA occurred, a shift was evidently made. This shift involved the hiring of a consultant (Brookman-Amisshah) and the reconceptualizing of the scheme.

At this time, no rural marketing cooperatives have been formed as a result of the project. The project was not carried out in a way that achieved the objectives as stated in the original Document of Understanding in 1980. Of the \$37,818.00 originally committed, \$28,363.00 was allocated. The "feasibility study, while giving evidence of a great deal of productive work assembled from the project, is not an outline for a project that could achieve great success at this time.

D. Tailoring School for Handicapped Persons (TSH) Project

Timed to coincide with the UN Year of Handicapped Persons (1981) Ghana YMCA conceived the idea to organize a development project for handicapped persons in the Western Region.

In 1979 contacts were made with the Sekondi-Takoradi branch of Oakland Sister City Association on one hand, and the Sister Cities International, Goodwill Industries International, Oakland YMCA and the US YMCA (International Division) on the other hand, and were followed by submission of concept project proposal to them.

Between April 2, and 22, 1980, the US YMCA with Oakland YMCA as a host, arranged with Goodwill Industries International to sponsor William C. Wiegger and Fred R. Stickney to visit Ghana to help negotiate for funds with the Ghana Volta Aluminum Company (Valco), a subsidiary of Kaiser Engineers (USA). After their trip, the Ghana YMCA designed a proposal and submitted it to the Valco Fund in December, 1980.

Also for the period February 2, through 28, 1981, the Metropolitan YMCA of Alameda County sponsored Mark Haywood and Susan Roche to visit Ghana to conduct studies on the Handicapped project in the Western Region and to write-up a Management Work Plan on it. Following a

request from the Valco Fund to review the budget on the original proposal, a fresh project proposal was submitted in August, 1981. In May 1982 the Managing Trustee of the Valco Fund approved an amount of \$250,000.00 to support the Tailoring School for Handicapped Persons Project.

The Ghana YMCA regional center in Takoradi provides the facilities for the project activities. An Interim Committee has been set in the region to organize the project, and the Development Secretary will provide staff assistance.

Composition of the Committee is:

- a) Regional Medical Officer (Ministry of Health)
- b) Regional Social Welfare Director (Department of Social Welfare)
- c) Two Regional YMCA Staff
- d) Three coopted regional personalities knowledgeable of the project components.
- e) The Regional YMCA Secretary serves as Secretary to the Committee.

The "Tailoring School for Handicapped Persons" project in Takoradi has been in a planning mode for over three years. Not one person has been trained. No equipment has been obtained. It would appear that this may be an inappropriately capital intensive project for the conditions and pay out. Countless hours of staff and lay persons time has been consumed in committee work with no concrete progress to show for it.

It was not clear whether the YMCA initiated this project and then invited others or whether others initiated and invited the YMCA because of its available facility in Takoradi. It may be the case that the development staff is seeking to respond to the funding interests of Western sources. In the case of the Tailoring Projects, funding partners include the Valco Fund (Subsidiary of Kaiser-USA), Rotary International and the YMCA.

It was clear that the YMCA staff had not thought through all the implications of the project - the costs of transport, boarding and lodging of handicapped persons, or the dependencies which may develop on the part of those "helped."

E. Vocational Training Center (VTC) Project

Ghana YMCA's concern for the youth is reflected in its Vocational Training Center in Accra which trains young boys in carpentry and masonry. During recent years, Ghana YMCA realized the need for some form of training for young school leavers who, having completed Middle School formal education are unable to undertake further training but have skills to take up meaningful employment. Space and financial help were sought to establish a Center for the Vocational training. While the government of Ghana provided land, the Evangelische Zentralstelle Entwicklungshilfe (EZE) provided funds, personnel and materials through West German CVJM and the center was established on April 16, 1966.

It is a practical on-the-job training. About 75% of the four year training period is spent outside, and 25% in the classrooms. During training periods, trainees are attached to some reputable building as well as furniture firms where they work side by side with qualified and skilled workers. This gives them the chance to put into practice the theories they learn in classrooms.

This system has proved effective, in that, besides the practical experience that the trainees acquire in the field it makes the entire training process less expensive since much of the materials needed for their training are made available by host firms and companies.

Additional benefit from this arrangement is that while trainees have an on-the-spot practical attachment, they are paid monthly apprenticeship gross wages of \$310.00. Of the total amount due each trainee, 70% goes direct to each person and 30% paid to the school accounts for use to service administrative and training expenses, which means that each trainee on practical attachment receives approximately \$217.00 monthly. Total enrollment in each academic session is 120 and there are 17 trainees in each class. The size of the trainees class is to enable Instructors to carefully observe their movements on the shop front. Trainees pay \$24.00 a four month term towards their training which is about the lowest in the country considering the high cost of training materials.

During the initial period of the establishment of the center there was only ONE CLASS each for carpentry and masonry trades with 3 Instructors - 2 Germans and 1 Ghanaian. For the moment there are FOUR CLASSES in each trade and all at different levels. Hitherto, trainees were examined on Grade Two Trade Test but now, they are trained for the National Crafts Certificate Examination which is higher than the City and Guilds Intermediate Certificate. Before acquiring this Certificate a trainee sits for Grades Two and One Certificate during the course of training. Thus a trainee graduates with three Certificates to his credit. Until 1978, trainees were resident but the worsening economic conditions makes it impossible to run the center on residential bases. Nevertheless, some of them whose plights are unique are offered both busary and accommodation facilities at the Hostel. The vacant rooms in the Hostel are rented to the public, tourists and transients at \$10.00 per bed, an amount used to supplement expenses for running the Vocational Center.

Graduate trainees are supplied with a set of minimal tools free of charge. These supplies are also donations presented yearly by the West German CVJM. To date more than 200 young people have been trained and placed. The VTC plans to cover plumbing and electrical works in its future training program as an extension of the vocational program.

The Vocational Training Center is headed by a Ghanian Principal and is assisted by three qualified staff who had their training at the VTC. The Principal has had an additional training in West Germany CVJM.

The Vocational Training Center is a solid and successful program - well conceived and well managed.

One problem exists, and it is one over which the YMCA has little control. Each year several of the graduates of the VTC leave the country for better paying jobs in neighboring Nigeria or other nations. When this happens, the investment made in training and scholarship is mostly lost to the Ghanian economy.

F. Production Training Unit (PTU) Project

The PTU was set up early '70s for two main objectives:

- a) As a practical ground for the VTC trainees in carpentry trade.
- b) To produce marketable products and money realized used to support the VTC training activities as well as the National Council of Ghana YMCAs program activities.

Recently, it was headed by an expatriate, a Swiss and assisted by a German Technician.

At the moment, a Ghanian is heading the PTU as a Production Manager and is being assisted by a foreman. VTC trainees in the carpentry trade continue to use the PTU for practical on-the-job-training. The second objective whereby it is expected to generate funds to support both the VTC and the National Council of Ghana YMCAs has not been fulfilled due to production problem emanating from inadequate capital, old machinery, transport, inputs scarcity, cost of materials and their corresponding scarcities. The EZE through the West German CVJM provided funds, materials and equipment for the establishment of the PTU.

Numerous machines are presently idle due to lack of spare parts. The unit does turn out several items for the local economy (furniture, doors, windows). However, it does not currently produce revenue to support other YMCA programs.

G. Leadership Training Development

In 1979 from February 16 - March 7, the Ghana YMCA organized elaborate Leadership Training Courses for professional staff and Lay Members. This program was in consonance with the Leadership Development Program Phase I (LDP I) of the Africa Alliance of YMCAs. The course areas were well selected and very relevant to the Ghana YMCA movement. Some areas covered were:

The History and Structure of the YMCA
Setting Objectives in Organization
Professional/Lay Members as collaborator in YMCA work
Elements of Decision Making
Development of Manpower Resources
Management and Administration of Development Projects
How to mobilize the Youth for National Development Programs
Discussion on the Running of the Phase II of Leadership
Training Course

Among the resource persons involved in the courses were:

Mr. Moses L. Perry, the then Liaison Representative for West Africa; Mr. David Acquah - Renowned Educationist and Chairman of Ghana National Committee on Apartheid; Mr. E. O. Teye - National Chairman of Ghana YMCA; Mr. A. de Graft-Aikins, the past YMCA National Chairman; Mr. A.A. Sarkodee, then Acting National General Secretary; Mr. S.H.E. Anim, then National HI-Y Coordinator and Mr. A.H. Armoo, the Development Secretary. Again in May 1980, another follow-up Workshop was organized in which persons like Mr. Del J. Kinney of George Williams College, USA, and Mr. Samuel Nyame, National General Secretary of Ghana YMCA who had then returned from a course in the US were the resource persons.

IV. Description and Impact of Regional Programs and Services on Development Projects of the Ghana YMCA

A major organizational link exists between the Ghana YMCA and the Africa Alliance office in Nairobi. Several programs have been organized by the Africa Alliance to promote development activities:

Development Secretaries Training Course - Five YMCA Secretaries from Ghana (Armoo), Uganda, Kenya, Zambia and Cameroon completed a one year Diploma course at the Commonwealth Institute, Lusaka, Zambia, and at an institute in Cameroon.

Leadership Development - the Africa Alliance is currently organizing a Phase II of the Leadership Development Program. Funding for this program is secured from the EZE of West Germany. A three year program, the emphasis will be on community development through YMCA institutions.

Consultation - with the Ghana YMCA on the Rural Enterprise Guidance Association (REGA) and the Family Life Education and Counseling (FLEC) programs.

Youth in Development - three workshops for youth have been organized by the Africa Alliance. Young persons from Liberia, Gambia, Sierra Leone, Nigeria, Ghana, Kenya, Uganda, Tanzania, Cameroon, Zambia and Zimbabwe have participated.

"Feasibility Studies" - with the encouragement of the Africa Alliance, several YMCAs have undertaken feasibility studies to determine trends in the development work of their YMCAs. These have included:

Kenya	-	Management Review
Ghana	-	Rural Marketing Cooperative
Gambia	-	Youth Services
Zimbabwe	-	Vocational Training

The following feasibility studies are planned:

Cameroon	-	Self-reliance of the YMCA
Liberia	-	Rural Development Programs
Ghana	-	Village Water and Related Development Work

Strengthening the YMCA - since the YMCA era of Development in 1973, the Africa Alliance has seen the growth of YMCA membership, programs and finances. Kenya, Ghana, Sierra Leone, Tanzania and Zambia have experienced growth exceeding 50% in this period. New YMCAs have been inaugurated in Gambia, Senegal and Sudan since 1973.

The Africa Alliance staff has been strengthened, with the addition of a secretary for development work (Kinagwi) and leadership development (Nyame).

Major intermovement support has been supplied by the US International Division YMCA in recent years. In addition to the development project support a World Service Worker (Keith Holmes) was appointed in 1981 to work with the Ghana YMCA.

US YMCA International Division support has been pivotal to the expanding of the development portfolio of the Ghana YMCA staff. Much has been learned in the trial, error, and success of projects. Institutional capacity exists in Ghana for carrying out carefully designed and appropriately scaled projects.

The Africa Alliance development secretary, Joel Kinagwi, is a sensitive, energetic and genuinely gifted man. His vision of the basic needs of people in various African nations, coupled with a thorough understanding of the institutional strengths and limitations of various YMCA movements, is a tremendous resource to the YMCA movement.

The Africa Alliance is moving ahead with plans for the training of development secretaries, and with general youth leadership training throughout the Africa Alliance. The linkage of the Ghana YMCA with the Africa Alliance will continue to be critical to organizational problem-solving and planning in the coming years.

VI. Conclusion and Recommendations

The Ghana YMCA is doing well in an extreme situation. We would term such conditions impossible. . . . intolerable. A failed economy with constant shortages and cronic break-downs; continuing bureaucratic corruption and inefficiency; a slender funding base supplemented by erratic sources of foreign assistance. The staff has to hustle and scheme to make things work, and they do.

58a

INTERMOVEMENT SUPPORT AND DEVELOPMENT
COOPERATION PROGRAM EVALUATION

BANGLADESH CASE STUDY REPORT
(October 8 to 15, 1982)

NATIONAL GENERAL SECRETARY: MATHEW MALAKAR

EVALUATION TEAM

- Dwight Call
- Dick Ortmeyer
- Raj Salomon

The Deputy Director of Social Welfare Ministries (Accra) said, "People in Accra see the YMCA as an organization which is relevant to our society. I am proud that the YMCA has been able to survive the changes in government and inflationary forces."

In Amasama we met with an American medical missionary (nurse) who has been working in rural Ghana for 34 years. She had positive things to report about the YMCA workers involved in FLEC. They served to provide referrals to her infant and child health clinic. When asked if she had seen improvement in the quality of life and health in the villages in which she worked she thought long and struggled for a response. Had their, and her, efforts made a difference? Yes. Were things better? Unfortunately, no. Deficiencies in diet and other basic needs - clean water and shelter - were even more problematic now in the present national crisis. A focus on basic human needs emerged.

It is the opinion of the evaluation team more could be accomplished for "development" by allowing and encouraging a "basic human needs" approach on the part of the development staff. This could include such projects as well building in villages, vegetable growing and village crafts.

The world wide network of the YMCA will be responsive to appropriately scaled straight forward development projects. The Africa Alliance is presently encouraging the design of smaller scale, locally identified development programs which will not require great amounts of administrative time.

Training programs conducted by the Africa Alliance will be very helpful as the Ghana YMCA continues to seek to strengthen its staff and lay leaders. At this point in time, training of indigenous leaders may be one of the top development priorities in Ghana.

The aggregate effect of the development programs and projects of the Ghana YMCA is very encouraging. A strong sense of vitality and enduring hope exists within the YMCA network that is not so apparent in the general society. The YMCA remains a critically important social service organization in the context of uncertainty and general disruption that exists in Ghana today. The community building and service goals of the Ghana YMCA deserve to be supported and strengthened.

Evaluation team members:

- Joel Kinagwi - staff, Associate Executive Secretary for Development, Africa Alliance of YMCAs, Nairobi, Kenya.
- Thomas LaSalle - lay, businessman; member of the Board of the University of Minnesota YMCA.
- Rick Jackson - staff, Executive Director, University of Minnesota YMCA.

The Bangladesh Case Study Report

(Conducted October 8 to 15, 1982)

I. THE COUNTRY

Bangladesh is a beautiful, flat and extremely fertile alluvial plain formed by the convergence of the Ganges, Brahmaputra and Meghna Rivers. With an area of 55,000 square miles, it is slightly smaller than the state of Wisconsin. There are a number of facts and statistics that should be noted in understanding the YMCA and development in Bangladesh.

A. POPULATION

Bangladesh has nearly 100 million people, about 1530/square mile. This is similar to having all of the present world population living within the continental United States. The annual population growth is about 3%, and conservative projections are for a population of 150 million by the year 2000. Average family size is 8.

B. ECONOMY

The country is 90% agricultural and rural. The main food crop is rice, and the main export crop is jute, for which the world demand is falling. During the past two decades the demand for food has risen faster than the increase in production. Eighty percent of the population do not get enough to eat. Over 55% of the agricultural population is landless and this percentage is growing as the wealthy landowners consolidate their holdings. Four percent of the people own over 36% of the land, and the majority of the population are sharecroppers or day laborers. The average per capita income is about US\$100/year. Exports finance only about 40% of import requirements and the country depends heavily on foreign aid for the balance.

C. CLIMATE

The Monsoon season often brings flooding, severe typhoons and tidal waves. One tidal wave in 1969 killed 1 million people and set the stage for introduction of relief agencies into the country.

D. HEALTH

Even though much decreased due to modern medical techniques, the mortality rate is still high due to malnutrition, malaria, cholera, typhoid and other diseases. Modern medicine combined with a Muslim opposition to family planning has contributed to the very rapid population growth. The average life expectancy is now 46 years.

E. EDUCATION

Seventy-five percent of the population is illiterate, and the country is struggling just to keep the present level of literacy. Sixty-five to seventy percent of the 0.03% Christian population is literate.

The Bangladesh Case Study Report

F. FAMILY

The male dominates as the head of the family in a predominantly Muslim country. A proper Muslim wife must remain in isolation from the outside world and cannot seek medical attention. There are few women on the streets. By the age of five, children are usually caring for younger brothers and sisters, gathering wood or cow dung for fuel, working in the fields and fishing. Girls marry between 14 and 17 and boys between 17 and 22.

G. INDEPENDENCE

Revolution and independence from Pakistan came in 1971. During the Liberation War, 3 million, primarily educated and young, persons were killed. Bangladesh again became the prime object of international relief efforts with over 200 foreign agencies aiding the people of the country. Today the number of such agencies is about 100. According to many interviewees, "most are still relief agencies though they call themselves development". As the recipient of large grants of assistance, the government has found it difficult to contain corruption and there have been 11 changes in government over a ten-year period.

H. RELIGION

Bangladesh is 83% Muslim and 16% Hindu. Christianity was introduced into the Bangladesh area in 1640 by the Portuguese, and the Christians today number only 300,000 (0.03%). Roman Catholics comprise 2/3 of the 300,000 Christians. The Protestant-based National Council of Churches has recently split with a strong feeling into separate ecumenical and evangelical groups, and there are many denominations which do not belong to either the remnant National Council of Churches or the Association of Evangelical Churches. Each denomination has direct funding and control through its own overseas "pipeline". Because of this, Christians have often been taken as foreigners in a Muslim country. In 1970-71, they overcame this image by identifying strongly with the liberation struggle. The church is the center of socio-economic as well as spiritual life for Christians. After the Liberation War, many of the private funding sources were Christian agencies, and the Christians of Bangladesh increased the relief and humanitarian programs of their own churches with the assistance of overseas funding. Because of the immense size of the relief effort and partly because of evangelical missionary emphases, the control of incoming monies has come under the strict governance of the External Resources Division of the government. Worldly goods have often been given for conversion, promoting the "church compound mentality".

II. THE BANGLADESH YMCA

A. HISTORY

The Bangladesh YMCA was first started as an association of volunteers at Dhaka in 1965 by a group of young Christian men living together in a hostel.

The Bangladesh Case Study Report

Attempts were made for contact with YMCAs in other countries, but the young men were continually referred to the Karachi YMCA for guidance. Bangladesh was at that time East Pakistan, and Karachi was in West Pakistan. The Karachi YMCA gave absolutely no support or encouragement to the group in Dhaka. It was not until after the Liberation War and Independence that the growth and development of the Bangladesh YMCA actually began. World Alliance staff operating relief efforts in the new country did give encouragement to the fledging group. In 1972-3 YMCAs were organized at Chittagong, Barisal, Dinajpur and Birisiri, and together with Dacca these became the charter member of the National Council of YMCAs in 1974. The Kaligram and Foiljana YMCAs joined the National Council in 1980. In addition, there are 11 small YMCA groups that are not members of the National Council, one YMCA Model Agricultural Project and two boys homes.

B. PHILOSOPHY

According to its literature and as team members observed in practice, the Bangladesh YMCA is "a Christian endeavor founded on principles of self-respect, self-reliance and selfhood." It considers itself ideally "committed for a New Society".

C. MEMBERSHIP

The mainstream and core of the Bangladesh YMCA is its volunteers. Membership is by application and the approval of the local Board of Directors. Leadership of the city associations is usually found comfortably within the status quo of the middle class, but it is strongly committed to serving the poor within society. To understand the YMCA of Bangladesh, consideration must be given to its functioning in a non-Christian society. Its Board and "full membership" are exclusively Christian, although non-Christians are consulted for technical resources and can become "associate members". About 95% of program participants and project beneficiaries are Muslim or Hindu. According to one interviewee, the militancy of the Muslim faith has kept non-Christians out of decision-making positions in the YMCA. One man said that "if they become full members, the YMCA can't retain its Christian principles". Program participants are, however, involved in decision-making regarding their own programs.

D. PROGRAM

There are two chief program emphases of the Bangladesh YMCA:

(1) Programs for members and others who pay for program participation, including games, religious meetings, training events, secretarial and English classes, hostels and cafeteria. Many meetings are given to spirited religious discussions, classes are well received and of a high quality, hostels and cafeteria generate income, and games and sports events are exceedingly popular. According to at least one enthusiastic interviewee, "many people come for recreation" to the YMCA. Board members gather at some of the city YMCAs nearly every night for games.

(2) Social and economic outreach programs for negelected and deprived people to provide motivation, education and training. These programs include primary schools for slum children, farmers' credit unions, vocational training programs and cottage industries. According to one interviewee, the YMCA is different from other groups of well meaning individuals in its members' desire to "work with them . . . to get involved with the downtrodden people. We put our hand in the work." The evaluation team observed that members do provide direct medical care, build bath houses, supervise vocational training and a multitude of other jobs.

E. NATIONAL COUNCIL

The National Council is made up of 21 members, elected annually, 3 from each local member YMCA. At the annual general meeting of the Council, eleven are elected to the National Board. Four of these must be from Dacca and four from Chittagong. One interviewee noted this could be a problem as the rural and smaller YMCAs do not have votes equal to the cities. All projects to be submitted for overseas funding must go through the National Board.

The four Board members who live in Dahka meet every month while the full Board meets six times a year. In 1982 there are Board sub-committees on Personnel, Finance, Program and Project Development and Extension, and Planning. Each committee has 5 members, some of whom may come from outside the Board. Technical resource people are brought into committees as needed from government and other PVOs.

Manik Gomes, National Board President, noted that the local YMCAs present programs and projects to the National Board at which time technical resources are brought in if needed. If the Board endorses the project, funds are sought if necessary. Implementation and monitoring of projects is often done by volunteers but under staff supervision.



two members of evaluation team chat after interviews- Manuel Gonzalez, left Matthew Malakar, right

picture display at National YMCA office of projects and programs of local community YMCAs.

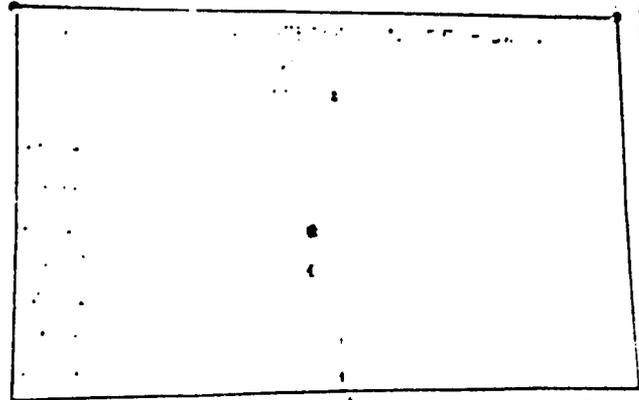


Officers of the Dahka YCA Board with M. Malakar, right

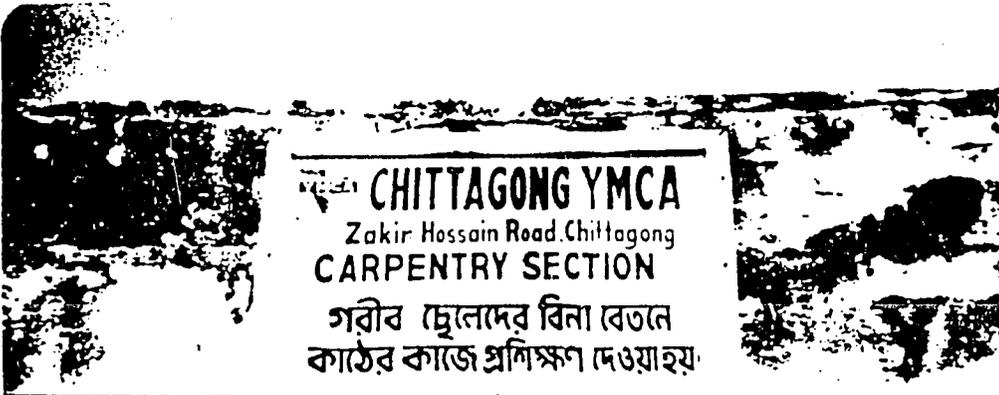


Dahka YMCA primary school for children from slums - nearly 70% of the students are girls.

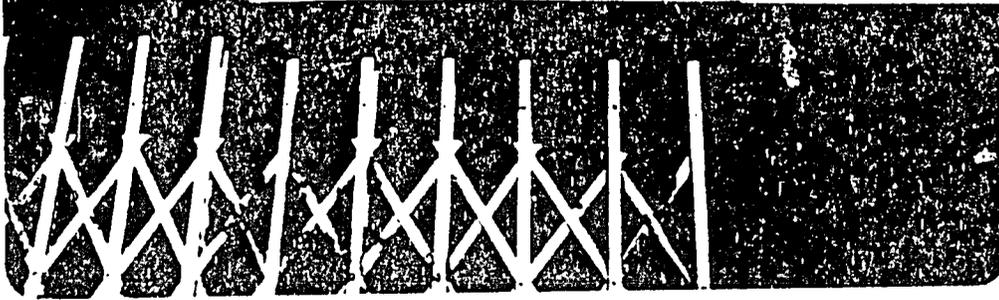
Chart at Dahka YMCA primary school showing cleanliness records.



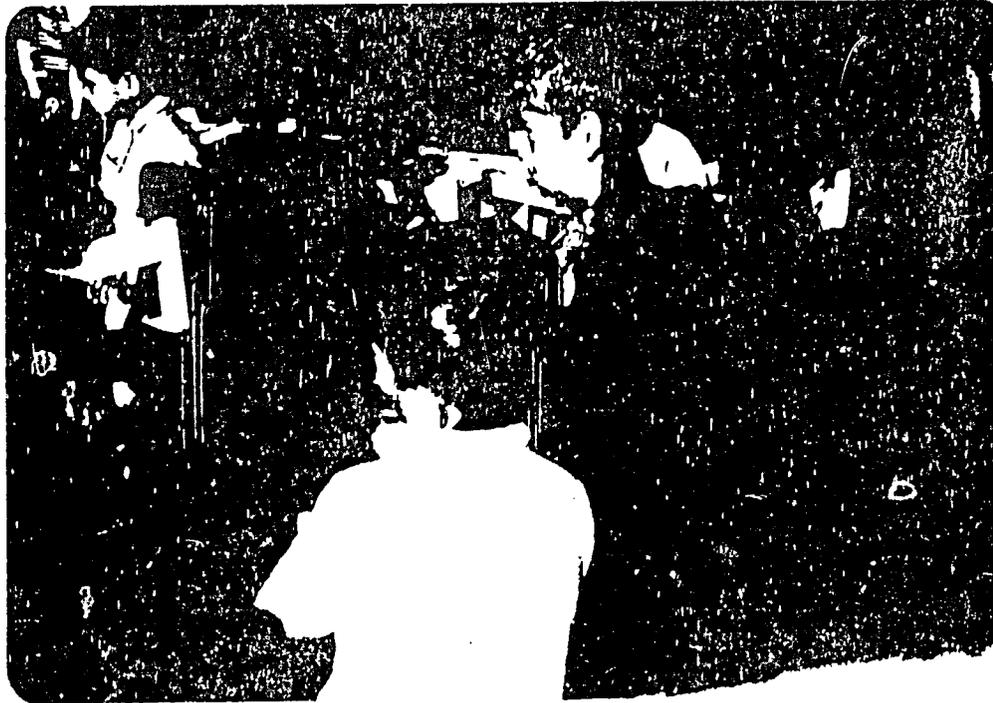
Dinajpur primary school for sweeper's children.



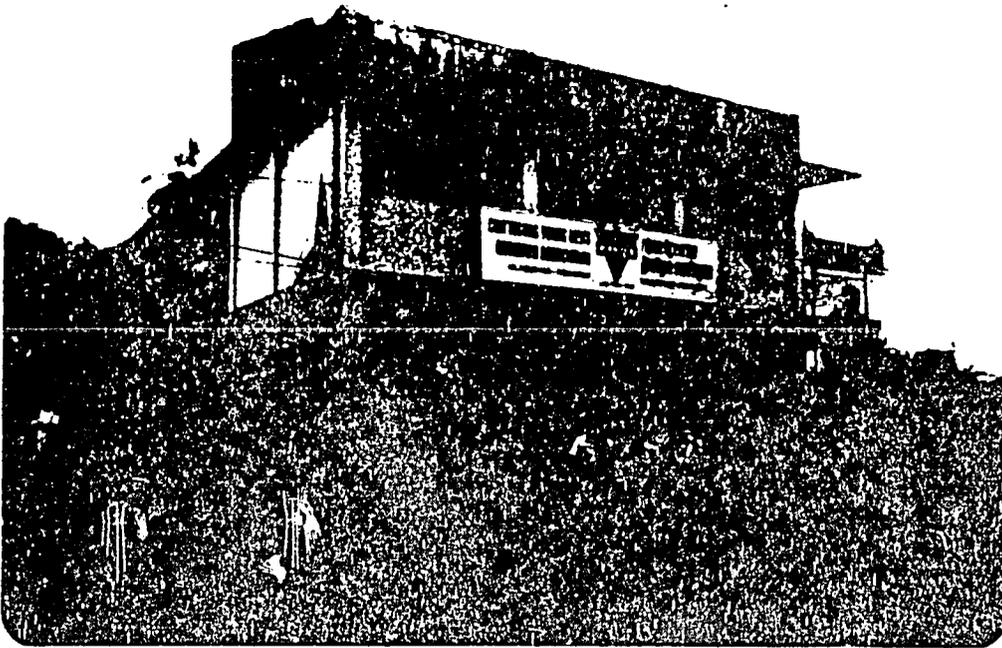
Zakir Hossain Rd. YMCA vocational training in carpentry for boys from slum areas



the boys receive carpentry training and basic education

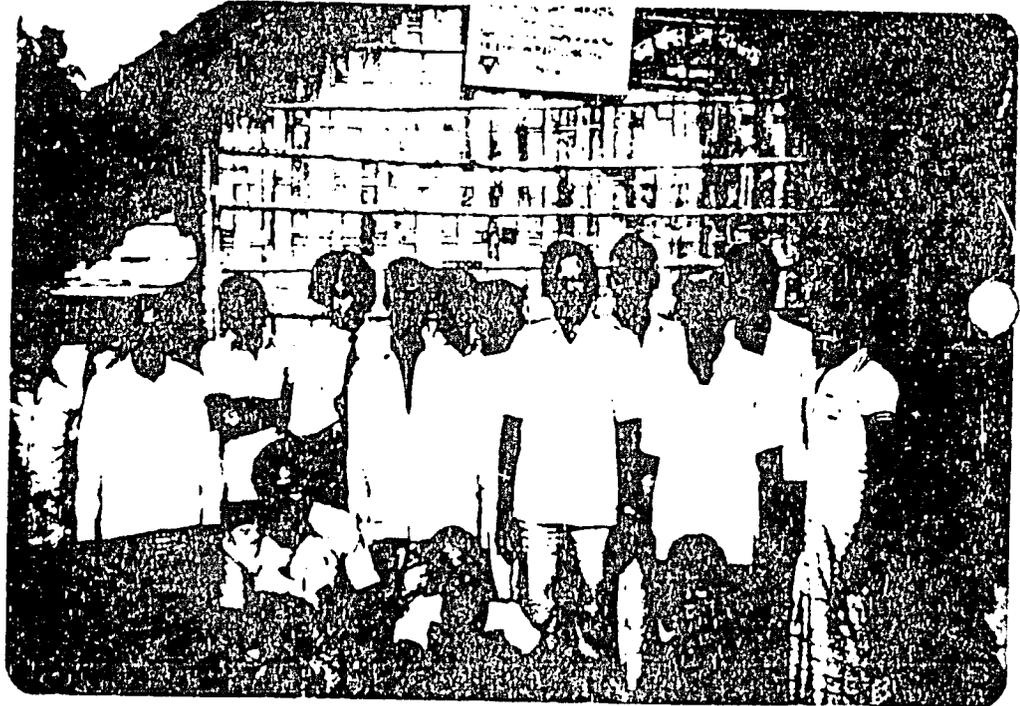


girls and women receive training in sewing - girl at right had made her dress

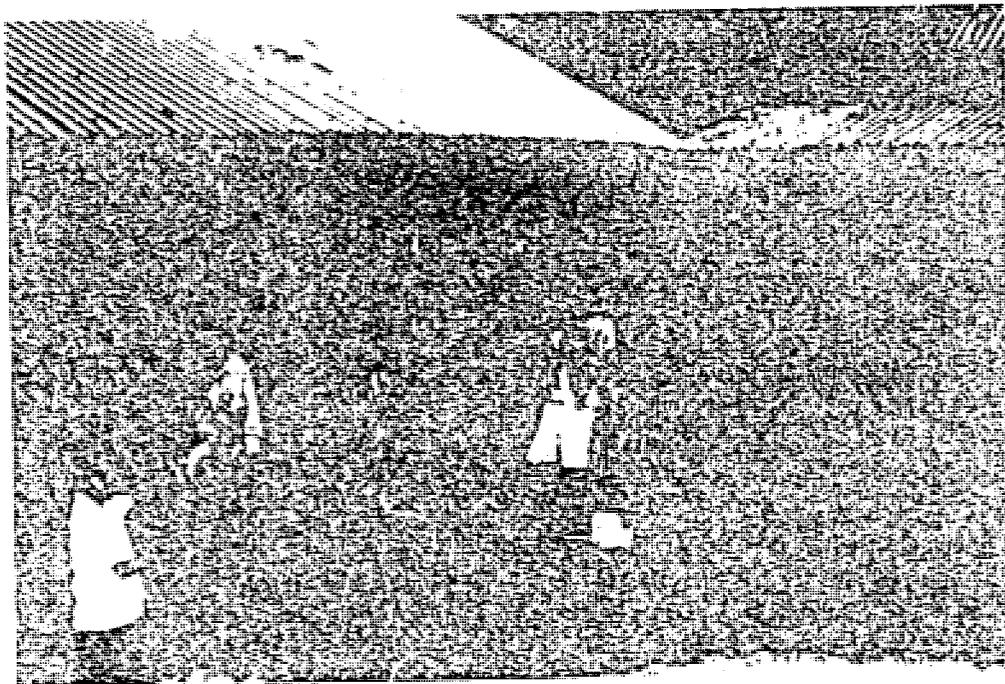


Chittagong YMCA head-
quarters on upper floor
of rented building

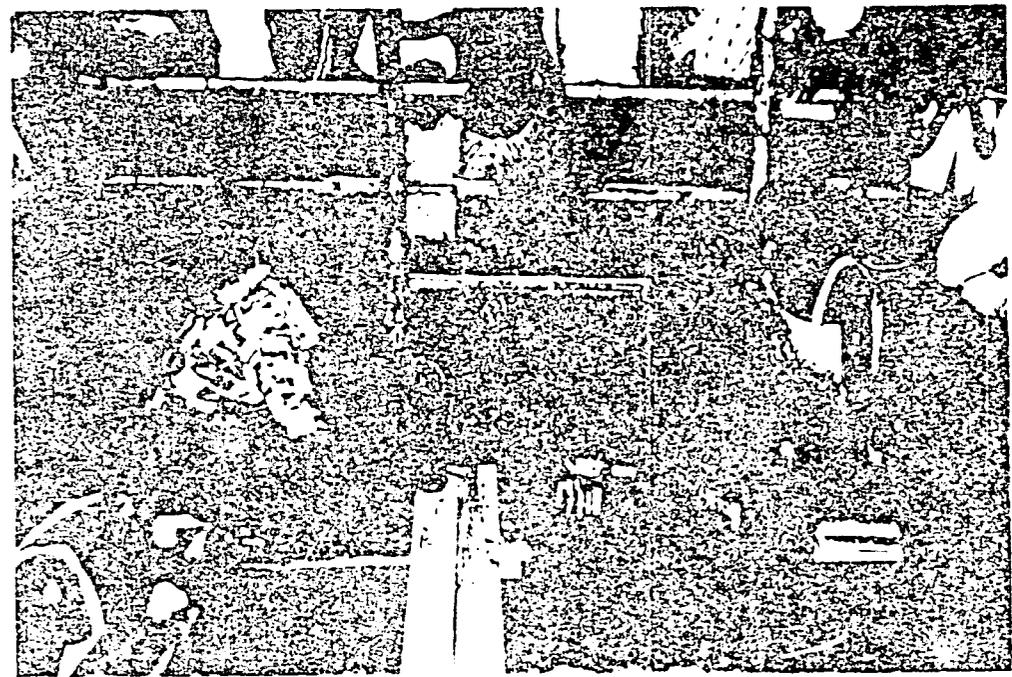
members of the YMCA Board
meet in front of the school
with the local fishermens
school committee. The
structure was built by the
local committee



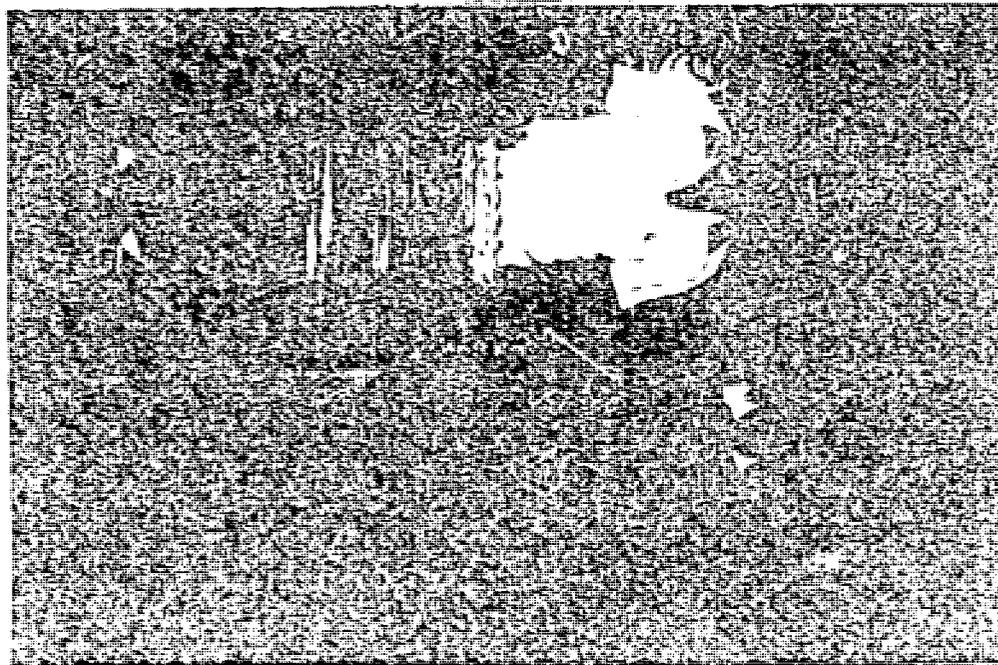
fishermens children
primary school - the
crowded conditions will
be eased when the school
structure is enlarged soon



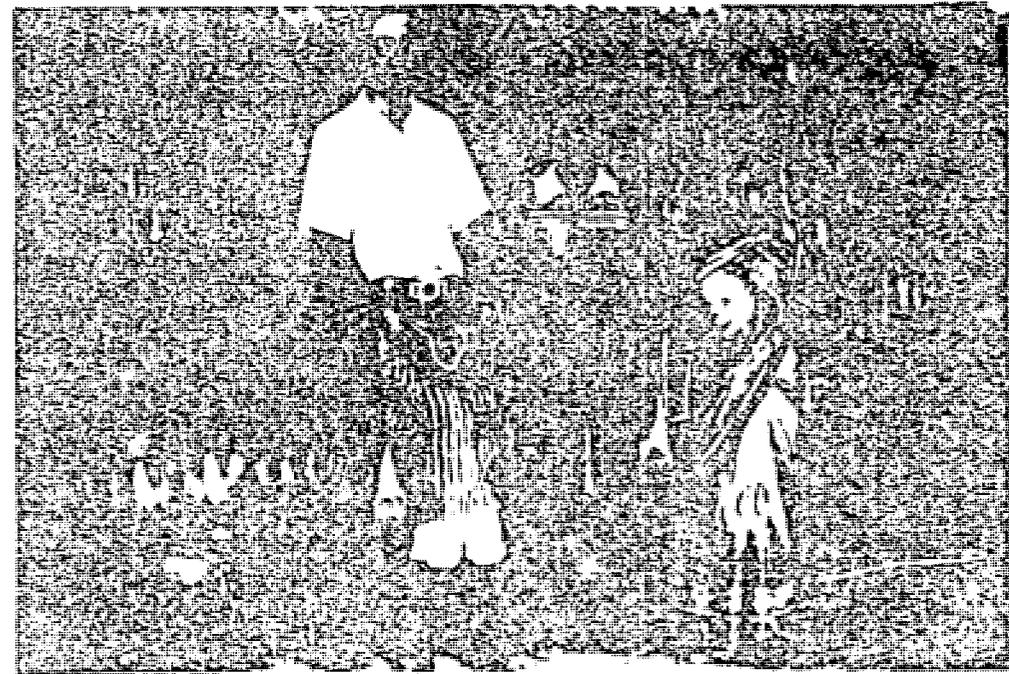
Kaligram YMCA: shelter for Carpentry Workshop (left) and YMCA building (right).



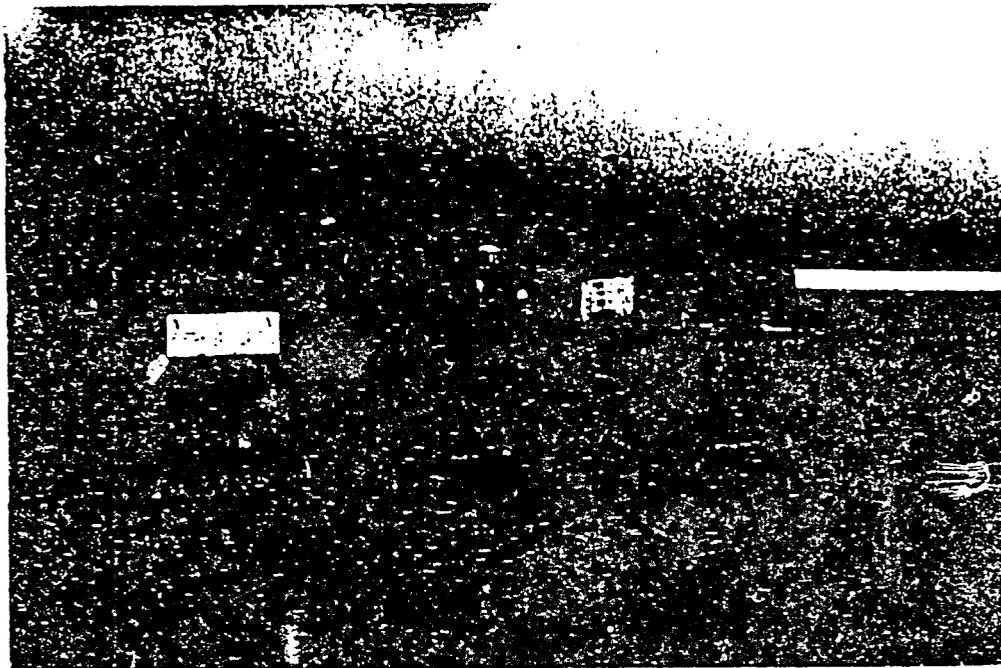
Kaligram YMCA: master carpenter and trainees of Carpentry Workshop.



Kaligram YMCA: Matthew Malakar, National General Secretary and Amor Pairogee, Kaligram YMCA President, with chairs made in Carpentry Workshop.



Kaligram YMCA: Dwight Call, evaluation team member with Amor Pairogee, Kaligram YMCA President, and his family in front of Pairogee house.



Dahka: plot of land enclosed by brick wall bought for use by National Training Development Program.



Dahka YMCA: secretarial school class.



Barisal YMCA: office of YMCA with (left to right) Wilfred Probir Guha (president), program secretary, Matthew Malakar (National General Secretary) and Andrew Biswas (Barisal General Secretary).

III. INCREASED INSTITUTIONAL CAPACITY

The Bangladesh YMCA has expanded and developed tremendously since its inception. According to many enthusiastic interviewees, "interest has grown".

A. PERSONNEL

1. STAFF

Matthew Malakar, National General Secretary, was appointed in April 1977. He had been a volunteer leader in the YMCA of Bangladesh and assisted in drawing up the first five year plan. Prior employment was with the National Council of Churches and International Volunteer Services. He has a B.A. Degree from the University of Dahka and studied at Coady International Institute of St. Francis Xavier University in Nova Scotia, Canada. He had initial contact with the YMCA at Wm. Sloane House in New York and took ideas and literature with him when he returned home, where he was instrumental in the formation of the Dahka YMCA. He gives particular leadership interpreting YMCA program, anticipating and seeking to influence change, attracting and absorbing resources and in providing the needed information for the Board's decision making.

Stephen Sushil Halder is Assistant Secretary for Administration. He is the longest employed YMCA professional in Bangladesh, having started work with the Dahka YMCA in March 1973 and joining the National staff in 1978. He has a B.A. Degree from the University of Dahka. He deals with personnel and extension issues and problems and travels frequently in the country. When the team visited Bangladesh he had just returned from a conference in Madras, India sponsored by CODEL in project planning, implementation and evaluation.

Raphael Biswas is Assistant Secretary for the Primary School Program and Extension. He was formerly employed by HEED (Health, Education & Economic Development). He has an M.A. in History from Dahka University and was employed in January 1981 primarily to coordinate and administer from the national level the large primary school program for children from slum areas.

Jacob Choudhury was employed as National Training Secretary on April 15, 1982, and was formerly a professor at the Teachers Training College in Dahka and employed by World Vision. He has an M.S. in Education from the University of Dahka.

James Sarker was employed as an Accountant in October 1977, and has a Bachelor of Commerce Degree from the University of Dahka.

During the four years covered by this evaluation the National Council staff has grown from two to five persons in response to growing programs and increased needs of local YMCAs.

A complete listing of local YMCA staff and comparative size between 1978 and 1982 does not exist. However, as an example, at the Barisal YMCA in 1978 there were 5 staff and 6 teachers, and in 1982 there are 6 staff and 12 teachers.

2. STAFF TRAINING

It is common for professional staff to attend training events outside the country. In 1981-1982 these staff attended longer training events which included development management skills.

Christopher Fernandez, Dhaka General Secretary. Two year graduate program, George Williams College, Chicago, USA.

Subal Seraphin Hasda, Dinajpur General Secretary. One year study at YMCA Institute, Bangalore, India.

Harold Biswas, Hony. General Secretary Bogra YMCA. One year study at YMCA Institute, Bangalore, India.

Nirenda Chisim, General Secretary Birisiri YMCA. One year study at Asia Rural Institute, Japan.

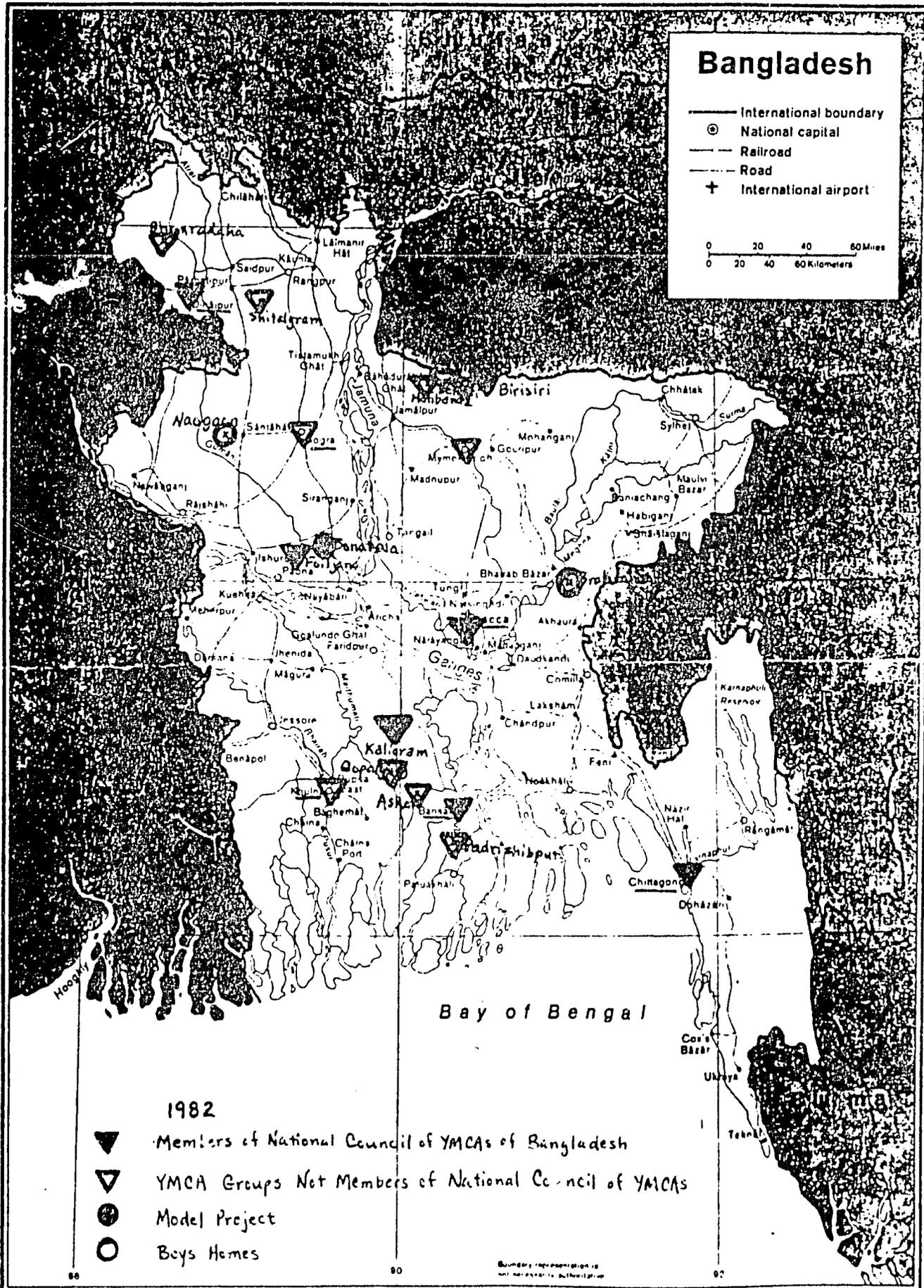
In addition, local YMCA staff have participated in increasingly more frequent and more sophisticated training program through the National Training Development Program of the National Council of YMCAs.

3. LOCAL YMCAS

There were five local YMCAs in the National Council in 1978. Two more joined in 1980 and a third is expected to join in late 1982. In addition there were 5 other YMCA groups started prior to 1978 and 6 new YMCA groups formed between 1978-1982. Before such groups can join the National Council, certain requirements must be met: knowledge of the nature, purpose and way of organizing; a membership and dues paying plan; and certain kinds of training need to be conducted.

The following table and map show the growth to 1982:

	1978	1982
Members of National Council	Dahka Barisal Chittagong Dinajpur Birisiri <u>5</u>	Dahka Barisal Chittagong Dinajpur Birisiri Foiljana Kaligram <u>7</u>
Non-Member Groups of National Council	Foiljana Kaligram Haldibunia Chuskia Munnuam Rangrapara Khulna Askor Hatibanda Betkuri Bogra <u>11</u>	Khulna Askor Hatibanda Betkuri Bogra Bhomradaha Shitalgram Ranikhong Gopalganj Padrishibpur Mymenghama <u>11</u>
Model Projects	<u>Sonatala</u> 1	<u>Sonatala</u> 1
Boys Homes	Nagon <u>Brahmanbaria</u> 2	Nagon <u>Brahmanbaria</u> 2
TOTAL	<u>19</u>	<u>21</u>



Bangladesh

- International boundary
- ⊙ National capital
- Railroad
- Road
- ✈ International airport

0 20 40 60 Miles
 0 20 40 60 Kilometers

1982

- ▼ Members of National Council of YMCAs of Bangladesh
- ▽ YMCA Groups Not Members of National Council of YMCAs
- ⊙ Model Project
- Boys Homes

Boundary representation is not necessarily authoritative

4. BOARDS OF DIRECTORS

Although many Christians in rural areas do live below subsistence levels, urban Christians on the YMCA Boards have stable incomes, even though they may not be wealthy. Those serving on the Dahka YMCA Board generally earn US \$1,200-1,500 per year professionally or in business, which places them effectively in the very small middle class.

The evaluation team found that almost without exception YMCA Board members are capable, informed entrepreneur-minded persons who have time and creative spirit to give to YMCA work as a major form for action by Christians. Board members have a strong commitment to democratic principles and to self-reliance. Through various Board committees they feel strongly and effectively in charge of their organization.

There are no comparative figures available from 1978 and 1982 to describe the local boards of directors. However, in 1978 there were only three National Board committees compared to four in 1982.

5. MEMBERSHIP

The following table shows growth in membership from 1978 to 1982 in six of the seven local YMCAs.

Y M C A	1978	1979	1980	1981	1982
<u>Dinajpur</u>					
Full Members	25	25	25	51	51
Associate Members	33	47	65	53	41
<u>Chittagong</u>					
Full Members	38	51	54	66	66
Associate Members	150	163	306	442	479
<u>Dahka</u>					
Full Members	150	280	310	260	253
Associate Members					
<u>Barisal</u>					
Full Members	66	55	60	63	65
Associate Members	10	26	53	65	69
<u>Kaligram</u>					
Full Members	78	79	44	44	46
Associate Members	46	41	18	12	20
<u>Birisiri</u>					
Full Members	45	45	49	60	64
Associate Members	7	7	8	9	10

Full Members have the right to vote in the Board elections. They must be Christian.

Associate Members do not have voting rights but are participants in programs and make program specific decisions. Ninety percent are of the Muslim faith.

Each YMCA also has participants who are not members but no count is kept of this number.

6. SCHOOLS FOR SLUM CHILDREN

There is one national staff person who coordinates the school program. He was added to the staff in 1981. His office furnished the following data on 1982 enrollments:

<u>Local YMCA</u>	<u>No. of Schools</u>	<u>No. of Students</u>	<u>No. of Teachers</u>
Askor	1	126	6
Barisal	2	171	7
Chittagong	2	190	7
Dahka	1	166	7
Dinajpur	2	415	12
Sonatala	3	304	10
Foiljana	1	65	3
Total:	12	1,437	52

1978 enrollments figures are not available. In 1978 three local YMCAs operated 4 primary schools and in 1982 seven operate 12.

Each school has a committee that oversees the work of the school. The Chittagong school committee noted the crowded conditions of their school and the fact that they will remedy the situation through their own efforts of self-reliance by expanding the school building.

7. BOYS HOMES

An asset in the Brahmanbaria Boys' Home administration is the local committee made up of ten persons. They meet 4 times a year and review applications for entry to the home, review financial reports and deal with relationships between the home and the surrounding community.

8. PROGRAM

Both membership and program participation have shown healthy increases from 1978 to 1982. Statistics from the Dahka YMCA will serve as an example:

	1978	1982
English School Students	478	820 (through October 1982)
Secretarial School Students	398	649 (through October 1982)
Hostel Guests	544	945 (through October 1982/1024 in 1981)
Adult Literacy Students	30	31
Office Staff	8	10
School & Cafeteria Staff	18	33
Membership	150	253 (through October 1982/260 in 1981)
Pre-School Children	About 250 throughout	
School Children	About 150 throughout	

From 1965-73 the programs were primarily recreation, games and Christmas programs in a small 15' room. The English and secretarial schools and hostel began in 1975. The secretarial school is one of the best in Dahka and graduates can find immediate employment. The football team recently won two coveted trophies, one awarded by the Chief Martial Law Administrator. Games include carrom and cards, board and members gather nightly, and the YMCA becomes central to the social life of Christians in Dahka. The cafeteria started in 1978.

The constitution of the Dahka YMCA allows women members and there are a few. Program class participants are about half male and half female.

B. FINANCE AND MANAGEMENT

1. NATIONAL COUNCIL BUDGETS

There are three budgets of the National Council:

- (a) a general administration budget
- (b) a projects and program budget, and
- (c) a Boys Homes budget

The general budget for 1982-83 totals 332,000 Tk of which 267,000 or 80% is to come from overseas. A similar budget for 1977-78 totals 149,400 Tk of which 146,300 or 98% was to come from overseas. The general budget has increased 2.22 times and the percentage of the budget raised from local sources has increased from 2% to 20% between 1978 and 1982. The 1977-78 and 1982-83 budgets follows:

1977-78 BUDGET
(Exchange rate 1978-\$1.00 = 15Tks)

<u>EXPENDITURE</u>	1977-78
Salary: N G S at 2,800 x 12 -	33,600
Office assistant at 800 x 12 -	<u>9,600</u>
	43,200 Tks
Office Maintenance:	
Postage and stationery	2,500
Printing & Telephone	<u>6,000</u>
	8,500
Programmes:	
Visitations	5,000
Meetings	7,500
Training	<u>24,000</u>
	36,500
Subsidies:	
a) Salaries	
Dahka 'Y' GS at	1,500
Dahka Program Sec. at	<u>900</u>
	2,400 x
	12 mths
	28,800

b) Barisal, Birisiri & Dinajpur Secretaries at 650 x 3 x 12 months	23,400
c) Chittagong GS at 1500 x 6 months (1978) at 1500 x 12 (1978-79-80)	<u>9,000</u> 149,400 Tks

INCOME

Local YMCAs Membership fees:

Dahka	1,000	
Chittagong	500	
Parisal, Birisiri & Dinajpur at 200 x 3	600	2,100
Registration fees		1,000
Long range plan		37,000
Refugee office		12,000
Japan YMCA		23,400
Deficit		<u>73,900</u>
		<u>149,400</u> Tks

Office Equipment:

Duplicating machine	15,000
Typewriter	4,000
Filing Cabinet	500
	<u>19,500</u>

(Extra budgetary expense)

1982-83 BUDGET
(@ Tks. 20 = \$1.00)

EXPENDITURE:

Establishment:

Repairs & Maintenance	5,500.00
Furniture & Fixture	10,000.00

Supplies:

Printing & Stationery	13,000.00
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Salaries & Wages:

Administrative	57,600.00
Christmas Gift (Service Benefit)	5,100.00
P.E. Contribution	5,000.00

Programme:

Salary Support to Local Associations	79,800.00
Committee Meeting	32,000.00
Affiliation Fees and Fair Share Contribution	18,000.00
Annual General Meeting	7,500.00

Transportation:

Local (Fuel & Conveyance)	15,000.00
Travel (in country)	12,000.00

Administration:

Postage, Cable & Telephone	20,500.00
Bank Charges	2,000.00
Audit Fees	5,000.00
Office Tea (Entertainment)	3,000.00
Donation, Contribution, etc.	12,000.00
Subscription & Periodicals	3,000.00
Hospitality	10,000.00

Total Expenditure Taka: 316,000.00

Contingency and Inflation 5% 16,000.00

Grand Total Taka: 332,000.00

INCOME:

Local:

National Council Affiliation Fees	5,000.00
Fair-Share Contribution	18,000.00
Registration Fees	2,000.00
Local Contribution	20,000.00
Miscellaneous	20,000.00

OVERSEAS:

From: Asia Area Committee of YMCAs, US\$13,350.00 X Tk: 20.00.	
USA YMCA, W.A. & Japan YMCA	267,000.00
Grand Total Taka:	<u>332,000.00</u>

The money received for projects and programs is not exactly a budget but more a means of receiving overseas funds for specific uses. The largest amount received in 1982-83 is from Norwegian Youth Action in the amount of 1,070,231 Tk or about \$50,000 US. National Training Development Program funds are received through this channel, as were funds from the Asia YMCA Development Fund during the four year period. (The amounts for NTDP and AYDF supported projects are covered elsewhere in this report.) The amount received for projects and programs has substantially increased. In 1978, schools were operated, by the Dinajpur, Chittagong and Barisal YMCAs with a grant of 45,000 Tk (\$3,000 US). There was no NTDP in 1978. In 1982-83 the amount to be received from overseas for projects and programs will be from \$60,000 to \$70,000.

In 1982 the twelve schools have a combined budget of 1,070,231 Tk (\$48,647 US) for a cost of \$33.85 per student. Most of the expenses are met by a grant from Norwegian Youth Action; formerly, the Norway Childrens Fund assisted also.

Between 1978 and 1982 the Boys Homes budgets did not substantially change.

The fund received from the World Alliance for support of the Boys Homes is kept in a separate bank account and is audited each year, as are the general account and the overseas project funds. The amount received from the World Alliance is between US \$45,000 and \$50,000 annually.

2. LOCAL YMCA BUDGETS

The general secretary keeps the records. Record keeping in some YMCAs is still very poor, but the very existence of records in 1982 where they did not exist in 1978 is an improvement.

The Barisal YMCA 1982 budget is about US \$43,500, including secretarial and primary schools. No records were located for the 1978 budget. Local income is primarily from the secretarial school and hostel. The membership fee is 2 taka/month for students, 5 taka/month for employed adults and 6 taka/month for board members. Norwegian Youth Action supports the primary schools, and staff salaries are mostly from the National Council. For membership programs the members raise all of their own money. Fundraising events for 1981 included a cultural program pageant and a fair-bazaar.

The 1982 budget of the Chittagong YMCA is 333,550 Tk. while in 1978 it was 101,000 Tk. The growth in the budget over these 4 years is 330%. According to the President, Joseph Matthias, in 1978 the budget was 40% financed locally and in 1982, 60% of the income is from local sources.

The Kaligram YMCA general secretary keeps the accounts and the treasurer keeps the bank book. Two of three signatures are needed on checks. Financial reports are not complete. They know only that the general secretary receives his salary from the National Council, the carpentry grant is expended as planned and that 16,599 taka were raised in 1981 from the sale of furniture (which was used for the carpentry workshop or other expenses.) In 1978, the membership fee was 1 taka/month and brought in 168 taka for the year (about US \$9-9). In 1982 the membership fee was 2 taka/month and brought in 708 taka through October.

Since 1978 according to the Dahka YMCA Board of Directors there has been more involvement on the part of the directors, there has been the rental of two new buildings and the primary school, cafeteria and football have been added. The Dahka YMCA's basic program has grown to sustaining itself without outside funding, and it supports the salary of one trainee secretary from a rural YMCA.

The board members are planning to support a larger share of the National YMCA budget. Outside funding may be needed for the primary school and is needed for a vocational training program and for two plots of land that are in process. The Dhaka YMCA has a plan, however, of having their school supported by donations from persons of their city. Board members would make monthly contributions to support one or more children in the school. In addition, the school and the YMCA would have money making events to support the student in their studies.

(Annual reports do exist for all YMCAs for 1981-82 and for half of those YMCAs for 1977-78.)

BUDGET 1982-1983		ASKOR	BARISAL	CHITTAGONG	Dhaka	DINAJPUR	SOMATANA	FOILJANA
1. Accomodation	Tk	3,000.00	32,700.00	35,600.00	73,000.00	16,000.00	9,240.00	
2. Supplies	Tk	31,152.00	46,640.00	70,930.00	60,102.00	149,005.00	69,188.00	
3. Salaries/Wages	Tk	25,800.00	40,500.00	45,900.00	44,100.00	54,900.00	54,300.00	
4. Program	Tk	2,320.00	3,000.00	5,700.00	4,980.00	9,050.00	4,920.00	
5. Transportation	Tk	1,500.00	3,000.00	3,000.00	1,500.00	3,000.00	2,000.00	
6. Others	Tk	2,240.00	2,800.00	3,850.00	2,990.00	7,225.00	4,500.00	
TOTAL	Tk	66,012.00	128,640.00	164,980.00	186,672.00	239,180.00	144,148.00	5,520.00
Local YMCA 4% Administration	Tk	4,622.00	9,006.00	11,550.00	13,068.00	16,743.00	10,090.00	
TOTAL	Tk	70,634.00	137,646.00	176,530.00	199,740.00	255,923.00	154,238.00	5,520.00

Total + Local 4% = Taka 1,000,231.00
 National 3% Administration = 70,000.00

Total Budget = Taka 1,070,231.00

Total No. of Students = 1,437

Each rate \$1 US = 22 Tk

Taka 744.75 per student
 US 33.85 per student

3. LONG-RANGE PLANNING

In September 1975 the National Board in conjunction with the Asia Area Committee held a 3-day meeting attended by AAC, Japan, and US YMCA representatives along with National Board members. At this time a five-year plan was drawn up, designed to provide professional staff first of all of the Dahka YMCA and later for the Chittagong Association and the National Council. It laid plans for the first YMCA, Dahka to acquire land and construct a small building. The Council was to be staffed by the World Alliance representative to the Boys Homes who would become the National Training and Development Secretary. The plan was to be implemented with the assistance of funds from India, Japan and US YMCAs and Y's Mens International. During the five years following its adoption the plan was generally followed even though it has taken a long time for the Dahka YMCA to acquire the land and the professional staff of both Dahka and Chittagong YMCAs has changed due to overseas employment or training. The plan led into the National Council's acquiring a General Secretary in 1977.

The National Council developed its own plan in 1978, calling it the National Training and Development Plan (NTDP). The plan, formulated without outside assistance, represents a determined effort to increase institutional strength of the Bangladesh YMCA. It has been reviewed and revised in December 1982.

During the period from 1978-82 the Bangladesh YMCA has sought to make clear the bases for its position as a Christian institution engaged in development work for all the people in a non-Christian country. It has done this through training programs for members and articles in various publications. The bases are expressed in a document, National Council of YMCAs Policy and Thrust, authorized by Matthew Malakar and endorsed and published after 1978 by the National Board. It states that the YMCA is "an open platform for all where creative thinking and planning will be encouraged."

In an interview with Manik Gomes, National Board President, he noted the local YMCAs are self-governing, although their staff's salaries are supported from the National budget, with the exception of Dahka. He listed the 3 biggest problems of the National Council as:

- (a) splits within local YMCAs leadership (favoritism shown),
- (b) acceptance of professional staff leadership by volunteer Board members, and (c) dependence on outside funding. Even though he noted these as problems, he also noted the successful handling of some of them as being among the 3 major successes: (a) the expansion of the YMCA has come about fast enough - "Our goal is 17 Associations within about 5 years,"
- (b) control of outside funding so money is used effectively, and (c) the local YMCAs are "not just seeking money for projects."

In the local YMCAs there are regular meetings for discussion and planning. The members of the Kaligram YMCA designed the carpentry project, assessing local employment needs. The national general secretary visits to monitor and evaluate the carpentry project. Women do not appear to be involved in any way in the work of the YMCA except as recipients of the bathrooms. The feeling of success and cooperation and self-reliance as a result of the carpentry workshop is high for the YMCA. The carpentry workshop could be easily replicable.

C. COLLABORATIVE RELATIONS

1. INTERNAL AND EXTERNAL RELATIONSHIPS

The National Council of YMCAs is registered with the government under the Societies and Charitable Organizations Act. In 1981 its application was approved by the Government for tax exempt status. It has a close working relationship with the Department of Social Welfare at the national level and in the districts where the Boys Homes are located. The latter are jointly controlled by the Department and the World Alliance of YMCAs under arrangements made by the World Alliance in 1973. A major development project, the Vocational Training Workshop (VTW) of the Dhaka YMCA will require approval of the Government before funding can be received. The government has also cooperated with the Dhaka YMCA in nutrition program through providing milk and food; this has also been done at the Boys Homes. The YMCA's acceptance by non-Bangladesh organizations has also greatly increased in the last 4 years -- World Vision, CODEL, Norwegian Youth Action, EZE, etc.

The National Council of YMCAs has built up a strong acceptance for the YMCA in the Christian community since 1978. It has had joint activities with the YWCA through a consultation on schools and crafts training programs. It works closely with the National Council of Churches and the Student Christian Movement through providing meeting space and through consulting on issues of the Christian population of the country. The local YMCAs have had limited funding support from Caritas, World Vision and the Baptist Union. The National Board members have extensive contacts with other agencies through being volunteers also in the Christian Cooperative Credit Union, Christian Housing Society and Bible Society.

The Bangladesh YMCA has close ties with Japan YMCA through visitation and funding arrangements. Its relationships with the Indian YMCA since 1978 have included Board and staff exchange visits and numerous staff attending long and short term training programs in India. India is increasingly acting as a "big brother" with training and technical assistance. Its ties with the Asia Area Committee and the World Alliance, as a member YMCA of both bodies, have been supportive. The Bangladesh YMCA, in spite of limited funds, pays its membership dues to both bodies, and makes special contributions to emergency needs of other Asian YMCAs on occasion.

These relationships with other organizations, both within and outside Bangladesh, are seen by the evaluation team as indicating considerable growth of the YMCA toward the goals of being an equal member in a world organization and being a responsible and conscientious agency in its national community.

2. BANGLADESH-U.S. YMCA RELATIONSHIPS

Between 1978 and 1982 two young adult U.S. YMCA World Service personnel were assigned to the Bangladesh YMCA where they have worked for two years, each under the supervision of the National General Secretary. One was described by a National Board member: "He was a big help and well placed." Both received useful professional training in the Bangladesh YMCA.

The National General Secretary has made extended trips to the U.S. in 1977, 1978, 1980, and 1981 for interpretation, to address delegates to the U.S. YMCA's National Council meeting and to attend the World Council meeting.

Two general secretaries of the Bangladesh YMCA have received or are receiving their M.A.'s from U.S. colleges between 1978 and 1982. These visits were for the purpose of assisting on the first long-range plan (1976), discussions with World Service Workers, monitoring of the NTDP and consultation on development projects. Another visit was made in December 1982 to assist in discussions with other international YMCA persons on a two-year planning scheme which will become NTDP II.

The YMCA of Bangladesh is aware of the YMCA of USA's program to decentralize its international work so that local U.S. Associations may develop a direct linkage with an overseas partner. The YMCAs of Bangladesh have indicated their interest but so far no specific linkages have been made.

The funding support of the YMCA of USA to Bangladesh is noted below:

GRANTS FROM U.S. YMCA TO BANGLADESH YMCA

1978-1982

Year	U.S. Source	Amount	Purpose	date Money sent
1978	W.S.	\$5,000	Support for National Council budget	
1979	M.G.	\$1,500	National Training & Develop Plan (NTDP) (purchase of motor scooter for use in development work)	December, 1979
	W.S.	\$5,000	Support for National Council budget	
1980	M.G.	\$1,733	Dinajpur YMCA Sweeper Colony (through AYDF)	June, 1980
	M.G.	\$2,067	Extension of YMCA to 12 villages (thro. AYDF)	June, 1980
	M.G.	\$40,617	Vocational Training at Boys Towns (Through World Alliance)	October, 1980
	W.S.	\$5,000	National YMCA Staff Support	
1981	M.G.	\$10,000	N.T.D.P. - training	August, 1981
	W.S.	\$20,000	N.T.D.P. - use in land purchase	
	CODEL	\$10,000	N.T.D.P. Training & training Centre	August, 1981
	C.W.S.	\$20,000	N.T.D.P. Training & training centre	August, 1981
	M.G.	\$3,000	N.T.D.P. Evaluation of total YMCA program	September, 1981
	W.S.	\$5,000	National YMCA Staff Support	
1978-81	W.S.	\$17,494	support costs for Michael Diamond & Gilbert Halstead as World Service Workers in Bangladesh	
1981-82	Trng. Fund	\$14,300	training costs for Christopher Fernandez at George Williams College (General Secretary, Dahka YMCA)	
1982	W.S.	\$5,000	National YMCA Staff Support	
Balance pledged	M.G.	\$10,000	N.T.D.P.	
	CODEL	\$10,000	N.T.D.P.	
			<u>Total input 1978-1982 \$165,711 + 20,000 pledged but not sent.</u>	

Glossary

- N.T.D.P. - NATIONAL TRAINING & DEVELOPMENT PLAN, BANGLADESH Y.M.C.A.
- A.Y.D.F. - ASIA YMCA DEVELOPMENT FUND
- CODEL - COORDINATION IN DEVELOPMENT
- C.W.S. - CHURCH WORLD SERVICE
- M.G. - MATCHING GRANT, YMCA OF U.S.A.
- W.S.W. - WORLD SERVICE WORKER, YMCA OF U.S.A.

IV. PROJECT DESCRIPTIONS

A. NATIONAL TRAINING AND DEVELOPMENT PLAN (NTDP)

From the earliest formation of the National Council training has been a central focus. Its first staff person, an expatriate, was named National Training & Development Secretary as noted in the first long-range plan of the YMCA in Bangladesh, and he served two years.

The focus continued under Mathew Malakar, who told the visiting evaluation team members, "When I became General Secretary I readily saw that unless I organized training, the organization cannot keep running."

Training workshops were held under the sponsorship of the Dahka YMCA as early as 1973. From then until 1977 when the National Council was formed, 9 training events were held for staff, members and other interested persons. Most topics in the training involved YMCA principles, how YMCAs are organized and their place in the Christian society. Two events were held in which management was the topic.

In 1977 and 1978, the NTDP plan was developed by the General Secretary with assistance from other staff. This set forth a plan of training programs and called for employing a qualified full time Training Secretary. A second part of the plan was the purchase of land and establishment of a training center building; this would also serve as National Council headquarters. The NTDP was submitted by the National Council through the Asia Area Committee to the US YMCA International Division for funding assistance. During 1979 the International Division arranged for \$84,500 to be available over a three year period. The funding sources were: \$24,500 AID Matching Grant, \$20,000 Church World Service, \$20,000 CODEL and \$20,000 YMCA World Service. The last \$20,000 together with \$6,000 from the AYDF was to be used for land purchase. Another \$20,000 of the total was toward the cost of a small building, leaving an amount of \$44,500 for direct training, and administration costs of the NTDP.

These funds started to support the training work from July 1, 1980. An extensive report by the National Training Secretary in March of 1982, and an update in September lists the following events:

July 1-3, 1980	Secretary Training Conference	Dahka
Oct. 30 - Nov. 1	Secretary Training Conference	Comilla at BARD hdqtrs.
Dec. 28	Member Workshop	Padrishipur
April 8-9, 1981	Secretary Training Conference	Dahka, National YMCA
May 8	Member Workshop	Hatibanda
May 11	Member Workshop	Foiljana
May 20	Member Workshop	Birisiri
May 28	Member Workshop	Kaligram

June 6	Member Workshop	Chittagong
Aug. 18-19	Secretary Training Conference	Chittagong
Aug. 24	Member Workshop	Dahka
May 28, 1982	Leadership Conference	Dahka
June 3-5	National Training Convention	Mogbazar
June 19	Leadership Conference	Dinajpur
June 20	Member Conference	Dinajpur
July 13-15	Secretary Training Conference	Dahka
August 14	Leadership Conference	Chittagong
August 15	Member Conference	Chittagong

The topic matter of the conferences in 1982 has been community organization and development, leadership, and the nature of the YMCA as a Christian organization. Several of those held in local YMCAs analyzed their associations' weaknesses and strengths, including projects and programs.

The original NTDP proposal was a two-year plan. Later it was extended to 3 years. It called for types of training programs: Secretary Training for professional staff (3 per year), Members Workshops for each YMCA (2 per year) and Leadership Conferences for Board members (2 per year). In addition, it called for Special Skill Training Workshops, mostly on technical training for development (6 per year). These latter were not held because of delays in hiring a National Training Secretary who was not hired until the spring of 1982. The second part of the NTDP called for acquiring land, construction of a simple training center, and organizing a development library and information pool. A major obstacle in implementing the NTDP was the National Council's being unable to employ a Training Director from its start in July, 1980 until the spring of 1982. The work of organizing training events was done by other staff who already had full-time work loads. Based on reports of the training events before April, 1982, sometimes they were not sharply focused toward particular objectives but more general discussions. A small but adequate library on YMCA and development topics was organized at the National Council offices.

There were delays in finding suitable land. A plot of land was purchased in 1981, but at a price of US \$62,500 higher than the US \$40,000 which the NTDP budget included. Its location is some 18 miles outside Dahka. Some have questioned this as too far from the city for the national offices and training centre to be located. It will have been a good long-term financial investment in a growing part of the city.

While there are ample funds now allocated to NTDP to carry on the training program and other departmental expenses for two more years, there is a shortage of funds to complete the land and centre construction. A December 1982 planning meeting including the YMCAs of the USA, Japan, India, Canada and the AAC laid out the plan that already purchased land will be used as a site for a training center and agricultural demonstration production unit. In addition, there will be a Dahka urban site for a national office and guest house. The training center will be phase one of NTDP II which, along with the urban site, will require about US \$350,000 outside funding over the next 4-5 years.

The NTDP has been effective in defining 3 types of YMCA personnel who require training: professional staff, volunteer Board and Committee members, and members and other participants. It is a national plan, organized entirely by the Bangladesh YMCA, even though largely funded from overseas. The evaluation team members felt that in spite of obstacles, it has progressed toward its two main objectives: it has unified the YMCA in Bangladesh among the Council's 7 member YMCAs and other Bangladesh YMCA groups, and it represents increased capacity building of the YMCA to plan for change, attract and absorb resources and manage resources to achieve YMCA objectives. The results of the training and increased communication of the NTDP will create greater motivation and make for more informed decisions. It has been the major project of the Bangladesh YMCA with which the U.S. YMCA International Division is identified. Simon Roy, a former Bangladesh YMCA National Board member, and present private consultant, now making an in-country evaluation of the YMCA, stated that "There is a great need for training - the NTDP is the instrument through which it can be achieved."

Below is the 1981-83 training budget of the NTDP (excluding the training center budget):

	Revised for 1981-82	Proposed for 1982-83
Secretarial Training Conference:	10,000.00	7,500.00
Membership Training Workshops:	6,000.00	7,500.00
Leadership Training Conference:	17,000.00	5,000.00
Special Skill Training Conference:	-----	4,000.00
Salaries	15,000.00	48,000.00
Transportation - Conveyance	500.00	1,200.00
" - Travel	2,000.00	6,000.00
Printing & Stationery (information, publication, etc.)	5,000.00	15,000.00
Furniture & Fixture	8,000.00	30,000.00
Books, magazines, papers, etc.	2,000.00	10,000.00
Postage & Telegram	1,000.00	5,000.00
Sub-Total Taka:	66,500.00	139,200.00
Contingency and Inflation 10% Taka:	<u>6,500.00</u>	<u>13,800.00</u>
Grand Total Taka:	73,000.00	153,000.00

Dated, Dahka,
the 25th May, 1982.

Exch. rate (1982) \$1 US = 22.5 Tks.

B. THE BRAHMANBARIA BOYS HOME

This Boys Home along with a similar one at Naogaon were projects started by the Refugee unit of the World Alliance for YMCAs in 1972. During the War of Liberation, refugee work in the country had been supported by the World Alliance of YMCAs. Following independence, a great need existed to provide homes for boys orphaned by the war. Because there was only one YMCA at Dahka and no National Council, arrangements for the Boys Homes were made between the World Alliance and the Government's Department of Social Welfare.

In 1973, the Home started in a rented house in Brahmanbaria with 100 boys, ages 9-12. In 1974 six acres of land were purchased on the edge of the city and in 1975 dormitories, classrooms, kitchen and dining units, fish ponds and garden areas were constructed. Total cost of the land and constructions was 865,000 Tk. (US \$57,600) of which the World Alliance provided 700,000 (US \$46,700).

Until 1979 expatriate staff of the World Alliance were stationed in Bangladesh to oversee the Homes and other refugee work. They did much to establish the YMCA in Bangladesh.

Both homes include vocational training for the older boys; at the homes this includes tailoring, farming and fish pond operation. Older boys go into the city for apprenticeships in carpentry, electrical work, textile making, radio and TV repair or to government vocational training centers. The total number of graduates to 1982 from the two homes has been 220. The Assistant Superintendent at Brahmanbaria estimated 90% of them are employed in textile making, in small businesses and repair shops or in other industries. Six are in the Army.

The annual expenses for both homes - most of them which are met by World Alliance donations - is 768,000 Tk. (US \$35,000). The annual contribution of the Alliance is about 1,000,000 Tk. (US \$45,000), the difference being used toward National Council support and national administrative costs. An AID Matching Grant of US \$40,617 for the Bangladesh Youth Education Training and Employment Project provided this support through a Document of Understanding in 1980.

Since the expatriate staff of YMCA Refugee Services (World Alliance) left in 1979, the National General Secretary has been named the World Alliance representative for the boys home. The staff of the Brahmanbaria Home includes the Superintendent, Assistant Superintendent, a headmistress, a general subjects teacher, a religious teacher, 4 part-time teachers and a few persons employed as cooks and gardeners. The boy residents share in the work at the Home and its surrounding farm. Produce is sold on the market wire. Seventy-five per cent of the proceeds going to the Home and twenty-five per cent to the boys' accounts so when they graduate each one has a sum of money. About US \$800-1,200 is earned annually.

The evaluation team also visited a government run orphanage which had an equal number of boys and girls. It was more crowded and located in a smaller, rented compound without a farm; it did have a school and living arrangements.

C. PRIMARY SCHOOLS FOR SLUM CHILDREN

Seven of the YMCAs in the country operate free primary schools for children from slum areas; these include tribal peoples, sweeper families and fishermen's children. They are well run under very crowded conditions. Several of the schools have expanded from primary education to vocational training for the older students and functional literacy for adults. One interviewee noted there has been some discussion given to further work with the students' families through health clinics, family planning education and cottage industries. A clinic is operating in Dhaka. Evaluation team members rate this as the most active national program, starting as an education venture, but now including a more integrated development approach.

Below is the 1982-83 budget of the primary schools:

BANGLADESH YMCA PRIMARY SCHOOLS FOR SLUM CHILDREN

BUDGET 1982-1983	ASKOR	BARISAL	CHITTAGONG	Dhaka	DINAJPUR	SONATANA	FOILJANA
1. Accommodation	Tk 3,000.00	32,700.00	35,600.00	73,000.00	16,000.00	9,240.00	
2. Supplies	Tk 31,152.00	46,640.00	70,930.00	60,102.00	149,005.00	69,188.00	
3. Salaries/Wages	Tk 25,800.00	40,500.00	45,900.00	44,100.00	54,900.00	54,300.00	
4. Program	Tk 2,320.00	3,000.00	5,700.00	4,960.00	9,050.00	4,920.00	
5. Transportation	Tk 1,500.00	3,000.00	3,000.00	1,500.00	3,000.00	2,000.00	
6. Others	Tk 2,240.00	2,800.00	3,850.00	2,990.00	7,225.00	4,500.00	
TOTAL	Tk 66,212.00	128,640.00	164,980.00	189,672.00	239,180.00	144,048.00	5,520.00
Local YMCA & Administration	Tk 4,622.00	9,006.00	11,557.00	13,086.00	10,743.00	10,090.00	
TOTAL	Tk 70,834.00	137,646.00	176,537.00	202,758.00	249,923.00	154,138.00	5,520.00

TOTAL + LOCAL 4% = Taka 1,001,231.00
 National 3% Administration = 70,000.00
 TOTAL BUDGET = Taka 1,071,231.00
 TOTAL No. of students = 1,427

Taka 744.76 per student
 US \$33.85 per student

Exch rate \$1 US = 22 TK

In 1978 the Dinajpur YMCA responded to a request from a sweepers' colony (persons who by caste are born to be sweepers) to start a school. This was done with a budget of 1,500 Tk. In 1979 a grant of \$1,730 was made by the U.S. YMCA International Division (Matching Grant) through the A.Y.D.F. By then a small building had been donated by one of the "better-off" sweeper families to house the school. Today there is the sweeper colony school and a second school at Roghudebpur which serves educationally-neglected tribal peoples. The two schools together have 415 pupils and twelve teachers. Their budget for 1982-1983 is 255,923 Tk. (US \$11,683) and most of these funds come from Norwegian Youth Action. The cost is \$28.15 per student.

At Chittagong the budget for the two primary schools including vocational training is 176,530 Tk in 1982 (US \$7,845). In 1978 one school was operated by the Chittagong YMCA with a budget of about 15,000 Tk. and 45 students. The annual cost per student is \$39.00.

At Dahka the school is about half boys and half girls. YMCA leaders believe that the children do have some advantage because of their literacy, and they assist children in their admission to high school. The school administrator receives a salary of about US \$35 per month, the teachers receive about US \$23 per month, and the building costs about US \$3,500 per year.

Dr. Neville D. Rozario is the highly dedicated and motivated chairman of the Dahka board's education committee. He talked of the Dahka YMCA plans for initiating vocational training in carpentry, tailoring, leather and handicraft and electricity in the primary school after Class V. A proposal has been submitted to the National YMCA for support. Funding of US \$12,000 for the school came in 1980-82 from the Norway Children's Fund. This has been cut for 1983, and the education committee has undertaken plans to raise money for the school locally: each YMCA member will be asked to support a child, a kindergarten for rich children will generate some additional income ("Children for Children") and artists will sell tickets and perform in rich private schools. "How can we ask foreigners for money if the rich people in this country won't give first? How can we ask others in the YMCA for money if the education committee won't give first?" Dr. Rozario's words follow good fund-raising principles. The five members of the education committee have already committed themselves to support a child for 1983.

D. SONATALA MODEL PROJECT

Sonatala is a rural YMCA project located near the Foiljana YMCA. There are 10,000 people in the village, none of whom are Christian. Therefore, it will be impossible for the group ever to become a full YMCA. The project was started outside of the YMCA by Matthew Malakar and was brought into the YMCA when Matthew Malakar became National General Secretary. The YMCA has worked closely with Sonatala and offered advice and support.

Sonatala was started in a very poor area in which it was difficult to grow crops because of a large depression in the land terrain. The rural committee bought five shallow tube wells with the help of the Bangladesh Agricultural Development Corporation and the YMCA and five blocks were cultivated. The farmers regrouped, pooled their money and bought more. Now there are more than 50 blocks under cultivation. Many farmers have increased their annual yield from 30 mounds (a measurement) to 300-400 per acre.

Specific project funding came for the tube wells. Money came from Norwegian Youth Action for the primary schools (3). A family planning project has begun. The local committee works directly with the national general secretary of the YMCA. The project is known as the Sonatala Rural Development Committee, and Sonatala has become the granary of the area.

E. BIRISIRI YMCA FARMERS' COOP

The majority of the members of the Birisiri Farmers Coop are also members of the YMCA. In 1982 there are 40 members, an increase from 4 years ago. The Farmers Coop was started by local farmers in cooperation with the YMCA in order to counteract the oppressive usurers who gain as the result of drought and famine. The Farmers Coop gives loans for seed, farming tools, etc. The YMCA provides information from the Department of Agriculture.

The general secretary keeps the records and the money. The committee meets every two weeks, the secretary brings information and the committee decides loans. No women are directly involved. The secretary prepares the annual report.

A fund of 5,000 taka (about US \$100-120) was raised by the coop through annual donations and a special thanksgiving donation of produce. In 1982 the coop requested and was granted a loan of 10,000 taka from the National Council. They will repay this over 5 years. In 1981 loans were given two times to 20 farmers to buy seed.

One obstacle that needed to be dealt with was the fact that the many credit unions (100,000 usually government sponsored) in Bangladesh are "usually the venue of exploitation of the majority by a few." In this cooperative, however, enthusiasm is growing.

An important impact is that unlike loans from usurers, there is no interest charged for coop loans. Farmers are likely, therefore, to keep their land. It is difficult to measure the impact of information on the farming community.

F. KALIGRAM YMCA CARPENTRY WORKSHOP

The carpentry workshop is an impressive development project which teaches the skills necessary to build furniture and cupboards. It began in 1978 with a small grant from the National Council of about US\$100 for expenses and US\$10 each for tool boxes. Application to the workshop was by application and interview with preference given to the most needy. There were five graduates in 1978. In 1981-82 a further grant of US\$2,860 came each year from AYDF to pay for five students each six months. Expenses covered the salary of a master carpenter, materials, a small allowance to trainees and a tool kit for each trainee. A carpenter is trained for six months for \$286; this is about what he can earn now that he is trained. Four six-month training courses are now completed: there are 20 graduates, each supplied with training and a tool box and five more students in process. Sixteen are working away from the village in the city and four are working part-time in the village. Before training most of the young men tended cows (in exchange for some food for themselves and 10 taka/month, about US\$.50), worked as day laborers or assistant fisherman. Now the skilled laborers can earn 450-500 taka/month, about US\$20-25. The day laborers who are working at carpentry only part-time can be expected to earn 15 taka/day with their skill. One 18-year old trainee who was interviewed has four brothers and three sisters, used to run a small hand-operated ferris wheel at fairs and wants to go to Dahka to get a better job.

G. BARISAL YMCA JUTE HANDICRAFTS

The Barisal YMCA operated a Jute Handicrafts Project for one year during 1981 with USAID funding of \$3,675 through the AYDF. There was one supervisor and two instructors, 30 women were trained and the women had a savings club in the YMCA for the duration of the project. The project closed because no market for jute goods could be located. The board members feel, however, that "all is not lost", because housewives have been trained so that they can make some products in their home for extra income. The feeling of board members is that the U.S. YMCA could work to develop a market for handicrafts projects of Third World countries: "The U.S. YMCA could assess market needs and place orders." Handicrafts "promote self-reliance and self-respect".

H. CHITTAGONG YMCA COIR SCHOOL

The coir school of the Chittagong YMCA was aimed at helping destitute women increase their earnings by teaching them to make the raw materials as well as finished products (doormats). The YMCA would help market them. A small grassroofed house was rented in a squatter area and four wooden frames for mat making installed. Highest priority in training was given to the disabled, beggars, women and unemployed men. Literacy training classes were also held there. In 1980 a grant of \$3,000 was secured from AYDF for the coir training school. The project continued for about 2 years and during this time 1,000 coir door mats were marketed. One shipment was made TEAR Fund Ltd. in London. The chief reason the project was discontinued was a lack of a market for the mats. This was due to their uneven quality and to high shipping charges due to their weight. Another negative factor in the project was that the frames for making the coir are 9' long and too large for the small homes where women could use them. The benefits of the project were that 20 women were trained in coir making and found employment in private enterprises. There were also 25 persons trained to read and write simple Bengali.

I. OTHER PROJECTS

The night school adult literacy class at Kaligram closed because World Vision and the Christian Health Care Project started similar schools and could pay teachers while the YMCA depended on volunteers. There was an endi-silk project which closed. There is a volunteer community development project building riverside bathrooms for women.

The jute works project at Chittagong was planned in a village about 20 miles from the city, to train women in the making of products out of the jute fiber. Jute, the mainstay of the Bangladesh economy, is usually exported as the raw fiber or sold to the manufacturers of bags. In principle, the project seemed to be a sound one but it was not implemented perhaps due to the general secretary's leaving for a two-year graduate study in the U.S. in 1979.

At Barisal, a secretarial school offering typing (English and Bengali) and shorthand was started in 1979 and is doing well. There are currently 40 students in three courses, studying in a tiny room with very old machines. More than 100 students have finished the course and found jobs.

VI. CONCLUSIONS AND IMPLICATIONS

A. In an extremely poor country such as Bangladesh, it is unreasonable to assume that the YMCA can be entirely self-supporting. However, there is a strong leadership in the National Council and the local YMCAs that is dedicated and in effective control of the organization. From 1978-82 the YMCA in Bangladesh had developed capacity and self-reliance in terms of capacity-building criteria considered by the evaluation team in which capacity-building is the ability of people (and organizations) to deal with their own problems. The YMCA has stabilized and the organization has grown in both size and numbers. The team rates the Bangladesh YMCA's capacity-building growth strongly and in the following order of ability:

- (1) to attract and absorb resources,
- (2) to anticipate and influence change,
- (3) to make informed decisions and
- (4) to manage resources to achieve objectives.

The hope within the Bangladesh YMCA is for country-centered revenue-generating programs. Poverty within the country does dictate that member YMCAs of the National Council cannot themselves support the administrative budget. The YMCA in Bangladesh has developed to the point where it could sustain itself at a minimum level without outside funding because of the commitment of its members. However, because of the depth of commitment and effective management practices that have been developed, it is the opinion of the team that outside funding will be used sparingly and in direct benefits to the poor. The YMCA of Bangladesh understands development as changed minds and habits and not as direct capital investment. For the near future, however, the National Council will need to continue to seek assistance abroad for administrative expenses, literacy programs, economic development projects and vocational training programs.

B. The creation and carrying out of a national training program indicates management capacity and an ability to anticipate and influence change. The training program does not, however, appear to meet some specific on-site needs especially of management. The team feels that some training might better be done in the field at program and project sites, and that skilled board members might be effectively used more often in training.

C. The evaluation team judged the extension of the YMCA in Bangladesh 1978-1982 to be substantial both to new communities and in improving the program and organization of existing associations. The extension is a result of many forces, chief of which would be the stronger National Council and second of which would be the National Training Development Program. In addition, a small USAID Matching Grant in 1980 which specifically supported small-scale development projects in 12 villages where YMCA groups were forming had a positive effect on the extension of the YMCA in Bangladesh.

D. The YMCA of Bangladesh needs to improve management and timing of training for staff members. A number of trained leaders have left the movement. According to one well-placed interviewee, "If men are well trained in the YMCA, they can get better money elsewhere. This will continue." On-the-job training needs perhaps to precede and to complement outside training events.

E. Lay leaders are strong, committed and hard working. There is limited decision-making by professional staff in the Bangladesh YMCA except at the National level. Local staff also need to be strong individuals who can meet lay leaders on their own level of societal respectability and also manage the organization effectively. Otherwise, their idealism is frustrated and they may be forced to leave the movement. This has been true in several instances. The National Council and the local YMCAs need to deal with the issues of policy and management and determine which responsibilities are those of board and which are those of general secretary. It is possible that the executive role might better be assumed by the board president and that the general secretary should better serve in the position of program secretary.

F. One interviewee noted that "the direction which Christian groups are taking in relation to socio-economic issues is an important consideration. The YMCA is a key Christian group as it is non-denominational." The general secretary of the National Council of Churches said that "the YMCA is the right type of ecumenical organization. . .the only forum to approach all the churches."

G. Through reading the Bangladesh YMCA literature, analyzing its training program and discussing principles with national leaders, the evaluation team found that this YMCA sees its base to be the Christian faith interpreted through socio-economic activity for all people but particularly those living below subsistence levels (80% of the population). The literature notes the "YMCA is a community based people's organization." This phrase may be more the ideal rather than the present situation because the YMCA can only be formed where there is a sufficient number of Christians with the capacity and time to lead it. However, non-Christian program participants (the large majority) are involved in program-specific decision-making. The Bangladesh YMCA is not the only YMCA placed in this paradoxical situation as most in developing countries where Christians are in the minority share this if they take both their policies as a Christian organization and their development philosophy seriously. It should be noted that the team members nowhere saw or heard of any difficulty of the YMCA in relating to non-Christians of the poverty sector of society through projects and programs.

H. Record-keeping within the YMCA of Bangladesh is better in 1982 than in 1978. The very fact that records exist in 1982 where they did not in many cases in 1978 demonstrates a growth in management capacity. Present records, however, are still not always clear and consistent from separate sources. This demonstrates the need for more management training courses and for the continued improvement and standardizing of movement records.

I. The primary schools may be considered as development projects and they are proceeding successfully to meet a great need for children who would not otherwise get a basic education. The addition of vocational training to these schools is a very useful step as without it the basic education would not prepare the children for employment. The vocational training should be expanded. There are also opportunities to do more with the families of the primary school children. Health and nutrition education, family planning and money-making activities might be introduced for the parents and older brothers and sisters of the pupils. The schools are well run with a low cost-benefit ratio.

- J. Local YMCAs and the National Council see the procuring of land and buildings of importance for the stability of the organization (building rentals are very high), for status in the community and for visibility. The YMCA of Bangladesh is not unusual among YMCAs in either the developed or the developing world in this emphasis.
- K. Rural development projects which foster handicraft training and the development of cottage industries have often failed because of lack of market for goods produced. The YMCA of the USA could perform a needed service in helping developing YMCAs to locate markets through existing channels such as Project Servv and Oxfam.
- L. There are many project opportunities for the YMCA and there is a tendency for YMCA leaders to uncover these opportunities but then not to have either time or resources to do thorough feasibility studies. The coir making and jute works are examples. Institutional capacity building and training for project design, needs assessments, market surveys and feasibility studies are necessary to the future of development work in Bangladesh.
- M. When one counts the number of Boys' Home graduates who have benefitted 1973-82 (220), the cost-benefit ratio is \$2,480 per boy. This is not so high for several years of care and training for each boy, but in a developing country such as Bangladesh it is probably more than the government or in country agencies can afford and more than the YMCA should afford.
- N. The Department of Social Welfare of the government has not recognized the National Council's role in the operation of the Boys' Homes, but has related to the National General Secretary only as the World Alliance representative. The U.S. YMCA International Division should encourage the World Alliance to take a stronger role in identifying the National Council to the Department of Social Welfare so that the physical resources of the homes are not lost to the Bangladesh YMCA when World Alliance funding ends in 1984.
- O. Care should be taken by the U.S. YMCA International Division in the future in regard to funding projects such as the Boys' Homes which are external to indigenous YMCA movements. The YMCA cannot have sufficient input into decision-making and the resources can be easily lost to the indigenous YMCA movements.
- P. It is difficult to ascertain the amount of development work being done in relationship to total work of the YMCA in Bangladesh. It is the opinion of the evaluation team and those interviewed that development work (including primary schools for slum children, vocational training program, group conscientizing, etc.) makes up about 70% of the total.
- Q. The evaluation team felt the YMCA relations with government are good and handled diplomatically by the National General Secretary and the Board. While the Caritas Executive voiced considerable frustration over government slowness in approving overseas funding, the YMCA seems to have adjusted to these requirements fairly well.
- R. Team members, although recognizing the need for the changing patterns of international work within the YMCA of the USA organization, recognize these changes have been the source of some confusion as the Bangladesh YMCA looks to

its continuing relations with the YMCA of the USA. The U.S. Movement is encouraged to consult with the Bangladesh YMCA as early as possible when it's changes are expected to affect joint programs such as personnel exchange, staff training and visitations, local-to-local association linkages and funding.

NOTE: Interviews with 9 YMCA staff, 16 YMCA laymen, 5 non-YMCA community leaders and a number of program participants have been combined with observations of the four members of the evaluation team and analysis of YMCA records and reports to provide the Case Study of the Bangladesh YMCA. Additional evaluation team materials on the Bangladesh YMCA are available from the YMCA of the USA.

9/20

II. CONSULTANT'S REPORT

INTERMOVEMENT SUPPORT & DEVELOPMENT
COOPERATION EVALUATION

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The Program Evaluation Plan (Draft 3, 6/15/82) identifies the purposes of the evaluation as including an examination of "the total development program of the International Division including activities funded by both public and private sources." (p. 1) In addition, "an important purpose of the evaluation will be to assess the development philosophy, underlying assumptions, and related policies of the International Division. It will be useful for policy formulation to measure the program's impact on the US movement, and correlate findings to policy implications wherever appropriate." (p. 2)

Based on these guidelines and on the data provided by the case study reports, comments will first be presented on the evaluation plan and then on the implications of the actual findings.

I. EVALUATION PLAN

OBJECTIVES

Intermovement support and development cooperation program goals are listed as "(a) To develop the human resources potential of the developing world; (b) To strengthen the institutional capability of indigenous YMCAs; (c) To support specific grass roots projects implemented by local YMCAs." (p. 2) Based on the data provided by the case studies, it is recommended that these goals be stated in a way which would indicate their interrelationship and also that they be ranked by priorities, i.e.: To strengthen the institutional capabilities of indigenous YMCAs so that they can better develop the human resource potential of the developing world through specific grass roots projects implemented by local YMCAs.

METHODOLOGY

This section proposes that a "participatory approach" will be used. This phrase indicates that there would be involvement in the planning of the evaluation process by "program participants and beneficiaries" and that "regional YMCA staff will be involved in the design and implementation of the evaluation." (p. 2) This concept was well intended but not well implemented. The actual participation of local YMCAs in the planning process was minimal. In the case of at least one country the unfulfilled expectation to participate in the planning process led to resentments about the whole project and to distrust regarding the project objectives. It somewhat interfered with the relationship between the local staff and the evaluation team. It is recommended that the concept "participatory" be either removed or more effectively implemented.

CASE STUDIES

In general the case studies provided relevant data for the evaluation process as specified in the plan. However, the proposed interviews with local staff members, participants, and beneficiaries of programs could only be segmentally implemented. Since most of the members of the case study teams were not fluent in the local languages such interviews that took place required the services of local staff as translators. This obviously introduced a potential bias in the statements made by the respondents. There is also the danger that local staff, local members, and local participants would perceive the team as evaluating the performance of the local YMCA and would have a tendency to be protective of it. Therefore, it is recommended that at least one team member be fluent in the local language

and that that person is sufficiently skilled in interviewing technique to overcome possible bias.

The plan also indicates that "Prior to the country visit the site team will review available data and information to familiarize itself with the National YMCA and its development program and projects. The site visit will obtain additional data and documentation, and test the validity of previous data collected." (p. 3) Local conditions prevailing in the country as they affect the YMCA generally and development projects specifically add important dimensions to the site visits. It is recommended, therefore, that the team be briefed systematically on local conditions, special problems, and special sensitivities for the country to be visited.

INDICATORS

In general the "indicators" as specified in the plan provided a very useful tool for data collection. Based on the findings, however, an important weakness of the indicators as presented in the plan is the emphasis on "improvement." While it is very desirable to identify improvements as the result of specific development projects, the case studies show that this is not always a relevant or measurable item. Careful consideration has to be given to specific circumstances that affect the relevance of YMCA programs and projects. These factors include political turbulence, declining economic conditions generally, local markets, or declining markets for specific national exports specifically. In many cases mere survival can be considered an achievement. It is recommended that criteria of success be developed which take special circumstances into account. Indicators should then be developed based on data showing the extent to which overseas YMCAs have achieved institutional capacities to deal with the specific issues that confront the country or city in which they are located. This is particularly relevant in dealing with the special problems that may confront their particular communities. The case studies make it clear that an important aspect of the ability to cope with special problems deal with the extent to which networks of organizations and agencies concerned with specific issues can be formed and mobilized. It is recommended that the indicators dealing with "external relationships" should be given high priority in the data collection process.

II. FINDINGS

A. General Background Information on each Country

This item is important for two reasons: 1) it sets the stage for an understanding of the specific conditions which confront the various YMCAs in different countries in planning and implementing development programs; 2) it shows the variations in settings in which YMCAs have to function. Even as few as three case studies illustrate the great variations of factors that can impinge on organizations in different countries. The important background items for the countries, as indicated by the case study reports, are: political stability, economic conditions, economic base, demographic factors, and special conditions.

PANAMA

Politically Panama is relatively stable and the expectations are for continued stability. Since the site visit there has been a change in Presidents, but this did not create nor was it the result of political upheaval. The economic structure of Panama is essentially based on services rendered to the Canal, the Colon Free Zone and international finance. These services constitute 50% of the GNP, while all production, including agriculture, only accounts for 12%. Panama therefore is different from the other countries in which site visits were conducted in having relatively well off middle class as well as occupational opportunities at the middle class level of occupations or to service the middle class sector. Together with this middle class there is extended poverty, particularly among the "mestizos" which constitute 56% of the population and among the blacks which constitutes 20% of the population. The report also indicates that Panama is an urban society (58% of the population live in metropolitan areas), and a predominantly young society (44.5% of the population is under 15 years of age).

The special problems of Panama concern the search for national identity. The country from its beginning has been under the strong influence and domination of the US. Until 1978, the "Canal Zone" was a constant reminder of the dominance of an outside force. With the Carter-Torrijos treaty this irritation was removed. However, the continued dominance of western business interests in Panama and the presence of American military personnel continue to make the idea of the independence of Panama a sensitive issue. This problem is further aggravated by the presence of the Armed Services YMCA as symbolized by the two large buildings in Colon and in Balboa.

GHANA

Ghana continues to be plagued by political turmoil and uncertainty. It is ruled by a military government established in 1981 which in turn had to fight back an attempted overthrow in November, 1982. The country gained its independence from Great Britain in 1957 and since that time the economic structure has steadily deteriorated. The case study report indicates that Ghana's economic problems seem to be due to both internal corruption and mismanagement and the international economic climate, particularly the falling prices for basic commodities which Ghana produces. The consequences of this economic and political deterioration are: Ghana does not have reasonable expectations of attracting foreign investments and support; the general uncertainty regarding conditions in Ghana create difficulties in travel in the country and thus reduce communication between the various parts; the government has prohibited private organizations to raise funds through charitable contributions and in general hampers their operations.

Ghana, therefore, is confronted not only with the economic problems of developing countries but in addition with the problems of political instability and constraints exercised by the government. All this increases dependence on outside assistance.

BANGLADESH

The country gained its independence from Pakistan as the result of the Liberation War in 1971. The case study report indicates that there have been eleven changes in government since then; however, these seem to be due more to the corruptive influence of extensive foreign aid rather than to political turmoil. The major problems in Bangladesh seem to be due to an economy which is 90% agricultural and based on crops for which world demand is falling. The resulting poverty is aggravated by great population density and a high birth rate. The country cannot feed its own people to the extent that 80% of the population do not get enough to eat. Another important problem is that 55% of the population is landless, and this percentage is growing. Population characteristics indicate a poor, landless population, 75% illiterate, with a family structure which is male dominated.

A special problem in Bangladesh is that here the YMCA has to function in a country which is 83% Muslim and 16% Hindu, with the Christian population making up only 1/3 of 1%. Furthermore, the Christian population seems to be part of the upper economic structure since it is 70% literate.

B. YMCA Background in each Country

PANAMA

Due to the special relationship of Panama to the US, the national YMCA of Panama is emphasizing the designation ACJ (Association Cristiana de Jovenes) to distinguish itself from the Armed Services YMCA. Originally organized in 1966, the ACJ was dormant from 1976 to 1979 when it was revitalized by a small group of former board members. The current Executive Director started in January, 1980; the one full-time staff member and the two "volunteer" members started in 1981.

GHANA

The YMCA was started by the British in 1880. Under the guidance of the African Alliance of YMCAs an "Era of Development" was started in 1973, and in 1978 both AID and the International Division, YMCA of the USA, started their support of development projects.

BANGLADESH

The YMCA started when Bangladesh was still part of East Pakistan in 1965. Its real growth did not begin, however, until after Bangladesh became independent. In 1972-73 various local YMCAs were organized and in 1974 the National Council of YMCAs was formed. The first National General Secretary took office in 1977, and in the same year the YMCA of Bangladesh became a full member of the World Alliance of YMCAs.

C. Institutional Capacities of YMCAs

In view of the variations in situations in which the various YMCAs operate, and in view of the different historical backgrounds of the national YMCAs, the most important single factor determining the impact of the development programs in the three countries is the institutional capacity of the specific national

YMCA. The great differences that exist between the situations in the three countries, and between the historical background of the three national YMCAs make other criteria of impact of questionable validity. All three case study reports give high praise to the staff and boards which they observed. Based on these reports it is difficult to distinguish between the capacities of the three YMCAs or to determine the specific capacity of each. The three reports strongly suggest that institutional capacity is influenced by two sets of considerations: 1) forces and factors outside of and independent of the YMCA itself; and 2) structures and processes of the YMCA. Among the first set are the conditions and problems already touched upon for each of the three countries. In addition to these factors, however, consideration has to be given to the topic of organizational maintenance. Research on social organizations in Europe and in the US has shown that all organizations are concerned with their own survival and will utilize a portion of their resources and energies to that end. Since all three YMCAs involved in the case studies are at least in part dependent on support from the YMCA of the USA, the changes in the process by which the YMCA of the USA collects and distributes resources in support of YMCAs in underdeveloped countries is creating considerable anxiety in these YMCAs. It is certainly one of the factors which will determine the institutional capacities of these YMCAs to deal with the issues in their respective countries.

PANAMA

External Factors: In addition to the situation already described under background information, the institutional capacity of the ACJ is greatly affected by the presence of the Armed Services YMCAs. The continued presence of these institutions, and particularly their high visibility, greatly increases the problem of the ACJ to communicate to the people its position as the national organization in Panama. This is clearly a situation which cannot be resolved by the ACJ itself.

Internal Factors: Both the board and the staff of the ACJ in their program priorities give indications of their awareness of the major issues in Panama with which the ACJ can deal. Their major project "Youth in Action" focuses on personal development. Considering the status of their target groups, the young people from the poorest segment of the community, the program attempts to provide skills and values to move the group towards the service economy, thus addressing itself to the major issues. The same considerations apply to the improvement of the Adrian Bouche' camp.

External Relationships: The ACJ is aware of the importance of developing a network of agencies with common service objectives. It is collaborating on projects with the Armed Services YMCA of Colon and Balboa, the ecumenical refugee committee, the government refugee office, the UN office in Panama City, CIDA (Canadian Embassy), the Rotary Club, United Methodists in Relief, environmental agencies, the Ministry of Education, and the Ministry of Health. The ACJ has also provided technical assistance to other agencies and has made Camp Bouche' available to over 30 ecclesiastical, educational, and civic institutions.

In fund raising the Board of Directors has utilized its contacts to increase the potential of self-sustaining institutional capabilities. This resulted in a significant increase in the financial support of the ACJ from sources within Panama

Staff Training and Projects: In staff training the report does not indicate any major problems. It does suggest that in general the training process seems to be effective. The number of projects undertaken is not a good measure of the effectiveness of the organization in view of the small size of the staff and the short period in which the organization has been in existence. The report does give the impression that projects undertaken or planned seemed to be well thought through.

GHANA

External Factors: The major external forces affecting the institutional capacity of the Ghana YMCA concern the serious political and economic problems facing the country. This is fully described in the case study. The general confusion that exists in almost all aspects of Ghana society makes the establishment of a development program extremely difficult. In contrast to Panama, the Ghana YMCA does not have a strong economic or political structure to which it can relate its target populations. Under the circumstances the very existence of the YMCA and the programs it administers and initiates represents a considerable accomplishment.

Internal Factors: The staff of the Ghana YMCA received high marks by the evaluation team. Objectively, the backgrounds of both the staff and the top leadership indicate good preparation for their respective positions, and the participation in training programs on the part of the staff were reported as appropriate. The performance of the staff in administering the various development programs was good. The staff also maintained positive relationships with the local representatives of various donor organizations.

External Relationships: As far as relationships to other development organizations are concerned, the YMCA is a member of the Ghana Association of Private Voluntary Organizations in Development (GAPVOD) but the implications of this membership in strengthening either the YMCA or the development program are not clear. There are also no indications of leadership positions held or initiatives taken by the Ghana YMCA in developing networks of agencies supporting development programs.

Staff Training and Projects: The development projects administered by the Ghana YMCA address themselves to the major issues which the country faces, and they seem to have been administered adequately. Some projects, however, require further comments. The Family Life Education and Counseling Project (FLEC) addresses itself to the important use of family planning, particularly by the young people. The site visit report indicates that the program was well accepted by the target population. However, at the time of the visit there was no indication of a change in family size. The major achievement of the project was considered to be one of better child spacing. The established objectives of the program do not indicate the extent to which this result is in line with what the project attempted to accomplish.

The Tailoring School for Handicapped Project points to another problem in the development program of the Ghana YMCA. The report indicates that this project has consumed a considerable amount of time and energy of both the staff and volunteer personnel of the YMCA. So far no positive results have been achieved. This failure seems to be due to weaknesses in long-range planning on

the part of the YMCA, particularly the failure to carefully consider all the implications of the original proposal. A similar lack of results was obtained by the Development of Rural Marketing Cooperative (DRMC) project. The handling of this project indicates a weakness by the staff to adequately conceptualize and consider the implications of suggested projects. The evaluation team suggested that in presenting proposals the local staff and leadership of the YMCA may be too much influenced by the perceived interest and concerns of donor groups. If this is the case, it suggests that there is a need to emphasize active participation by the local development staff in the identification of needs in the country and in the formulation of projects to deal with that need. This should include an adequate assessment of available resources to assure successful implementation of the proposals both on the part of the staff and of the target population. The evaluation team suggested that local development staffs should be encouraged to use a "basic human needs" approach, i.e. a focus in projects on well building, vegetable growing, and the marketing of products of local crafts. This would require further analysis of the impact of these kinds of projects in dealing with the basic issues of the communities.

BANGLADESH

External Factors: As already indicated the YMCA in Bangladesh is confronted with a situation in which an overwhelmingly agricultural country has to deal with extreme poverty, one of the greatest population densities in the world, a rising birth rate, and a shortage of food for the population. In addition, the YMCA as a Christian institution is attempting to serve a population which is over 99% non-Christian.

Internal Factors: The evaluation team gives the Bangladesh YMCA high marks for institutional strength in the ability to attract and absorb resources, anticipate and influence change, make informed decisions, manage resources, and to achieve objectives. Based on the data presented there is no reason to question these conclusions. However, the report also indicates that as an institution the YMCA has two major problems. One problem concerns the issue of restricting Board membership and "full membership" to Christians in a country which is over 99% non-Christian and in an organization whose program participants and project beneficiaries are about 95% non-Christian. The Christians of Bangladesh feel that to protect the Christian character of the YMCA and to prevent the organization from being taken over by others, its control has to be maintained by Christians. As a Christian organization the YMCA is also more likely to attract western money. However, the policy raises serious questions regarding the validity of the claim by the Bangladesh YMCA that it is a "community based people's social organization." On the other hand, consideration has to be given to the differences which according to the evaluation report exist between the YMCA and the Christian churches in Bangladesh. Church activities seemingly are limited to the Christian community while the YMCA programs are open to all faiths. This enables the YMCA to provide important services to the poor. Because of these services to the poor, program and project beneficiaries of the YMCA are mostly illiterate with no capacity for participation in the governance of the organizations which serve them. The report states that "It should be noted that the team nowhere saw or heard of any difficulty of the YMCA in relating to non-Christians of the poverty sector of society through projects and programs." (P. 7) How long this important control gap between giver and receiver can continue without causing major problems is another question.

The other institutional question deals with the power relationship between board members and staff members of the Bangladesh YMCA. There are several indications in the report that board members not only determine policy for the YMCA but also participate strongly in the administrative function of the organization. That condition is likely to cause difficulties with strong and capable staff members, and there are indications in the report that this situation has developed in Bangladesh as well. It is not clear, however, to what extent this situation is due to the relative strength, commitment and hard work by the board members or to a kind of usurpation by the board. It could be that in order to provide strong leadership to the YMCA extensive involvement by board members is required in the day to day functions of the organization. In the long run, however, this situation would prevent the development of a strong, capable staff and would limit the potential of YMCA impact.

External Relationships: The Bangladesh YMCA has established strong relationships with other organizations and groups relevant to its own activities. The YMCA is registered with government under the Societies and Charitable Organizations Act and has tax exempt status. It is working with the Department of Social Welfare at the national and local levels. The evaluation team judges that both the national executive and the board had handled the relationships to the government well.

The YMCA also has good working relationships to other PVOs. It provides meeting space to the National Council of Churches and to the Christian Student Movement and consults with both groups to help them deal with issues emerging from relationships with the Christian population and the rest of the country. These network relationships are further strengthened by informal contacts between board members and other agencies. Board members are active as volunteers in the Christian Coop, the Credit Union, the Christian Housing Society, and the Bible Society. The National Board President is the primary language teacher for USAID and the US Embassy staff. A board member of the Dhaka YMCA works for USAID.

The evaluation report also indicates that the Bangladesh YMCA has developed strong relationships to non-Bangladesh organizations in the last four years. Through joint funding and planning ventures, and through staff and board visits, contacts have been established with the US, the Indian, and the Japanese YMCAs.

Staff training and projects: Training is considered to be an important function of the National Council. The report describes the activities of the Dhaka YMCA between 1973 and 1977, and of the National Council since 1977. Topics of training programs dealt with the organization of YMCAs and their place in a Christian society. From 1980 to 1982 eighteen training conferences and workshops were held. They dealt with community organization and development, leadership, and the nature of the YMCA. The personnel identified as requiring training were: professionals, board members, and participants. Seemingly the training program adequately fulfills a need.

Professional staff also have the opportunities for extended training outside the country. These included a two year program in the US and one year programs in India and Japan.

D. Relationships of National YMCAs to Area YMCAs.

For Panama the area organization is the Latin American Confederation (LAC). LAC has an umbrella development program entitled "Centers for Education and Action for Development" (CEAD) which utilizes all of the M.G. funded programs and many of the general support activities. The Panama Case Study Report states that "testimony, review of project and workshop documents, visits to projects, etc. indicate that assistance from the CEAD program, (including visits from the Zone Coordinator, LAC Director for Development, publications, workshops, etc.), was utilized in Panama for research, design, administration and processing of projects."

For Ghana the area organization is the Africa Alliance. The Ghana YMCA has a major organizational link to the Africa Alliance office in Nairobi. Ghana YMCA staff and members, together with representatives from other National YMCAs, have participated in several training programs organized by the Africa Alliance. These included: "Development Secretaries Training Course" and "Youth in Development"; the Ghana YMCA has utilized the Africa Alliance for consultations on several projects (REGA and FLEC) and on feasibility studies. The Ghana Case Study Report states that "The Africa Alliance is moving ahead with plans for the training of development secretaries, and with general youth leadership training throughout the Africa Alliance. The linkage of the Ghana YMCA with the Africa Alliance will continue to be critical to organizational problem-solving and planning in the coming years."

For Bangladesh the area organization is the Asia Area Committee (AAC). The relationship of the Bangladesh YMCA to the AAC is reported as "close and supportive." The AAC aided in the first long range plan of the Bangladesh YMCA in 1976 and coordinated funding efforts. The AAC helped in conducting a Secretarial Training Conference on Development in Bangladesh in 1979 which was attended by eighteen secretaries.

E. Summary and Recommendations

The three reports are in agreement that in all cases the national YMCAs have good relationships to their area organizations and are drawing on this relationship for advice, support, and training opportunities.

The reports also indicate the crucial importance of institutional capacity in the formulation and implementation of meaningful development projects. Direct comparisons in results achieved by the three national YMCAs is not functional. The variation in the external conditions, their size, and difference in historical background is too great. Overall, the reports indicate that in each country the respective YMCA worked effectively with the resources at its disposal in dealing with the problems the country is facing. There was no question regarding the dedication of both board and staff. The technical competence of individuals is more difficult to assess. Judging at a later time the impact of the decisions made by local staff under difficult conditions is easier than making decisions under the circumstances in which most of them had to be made. However, since available resources of aid to underdeveloped countries are scarce, it is important to maximize the impact of the projects funded.

In general the specific projects organized by the three National YMCAs have been well conceived and effectively implemented. (Some exceptions to this have been discussed.) Projects tended to deal with specific issues as well as general strengthening of the organizational capacity of the YMCAs.

In Panama staff members and lay leaders were in agreement that the "Feasibility Study" provided the foundation for the operational plan which has guided ACJ. It was the first study on youth in Panama. The ACJ staff considered the "Youth in Action Project" as an outgrowth of the "Feasibility Study." It is the most important project of the Panama ACJ. The case study team assessed the impact of the "Youth in Action Project" as "laying the foundation for the development of characteristics in the participants which are a necessary precondition to learning economically productive skills."

In Ghana the "Rural Enterprise Guidance Association (REGA) Project" has enabled the YMCA to organize people into effective community groups. Even though funding for REGA was phased out in 1982, the project is expected to continue. The problems of the "Family Life Education and Counseling (FLEC) Project" and the "Tailoring School for Handicapped Persons (TSH)" have been discussed. The Development of Rural Marketing Education and Counseling (DRMC)" is an indication of the YMCA's vision and capability to foster community efforts in the organization of rural markets and in the increase of rural production. The case study report indicates, however, that unfortunately, "the external societal factors make it not the right time for such an ambitious project."

In Bangladesh the YMCA, in addition to providing programs for its own members, is involved in "social and economic programs for neglected and deprived people - in an effort to provide motivation, education and training. These programs include primary schools for slum children, farmers' credit unions, vocational training programs and cottage industries.

The experiences reflected in the case studies suggest that regardless of specific variables, effective program design and implementation are characterized by:

- 1) Identification of the major issues facing a country which can be addressed within the institutional capacity of the YMCA. This requires an assessment of the situation, including a priority ranking of various issues. It would also involve an assessment of the capacity of the YMCA to deal with the issue with proper consideration of the impact that involvement with the issue would have on the YMCA. Since the ability of an organization to deal with an issue depends on its organizational strength, it is important that specific projects do not weaken this capability. (Experiences with delinquency prevention programs in Chicago have indicated that over involvement on specific projects, particularly when funded by outside sources, can easily have this weakening effect.) An assessment should be made as to the stress that additional projects put on the organizational structure of the local YMCA. Based on this, the amount of funding for specific projects should include financial support for overhead expenses to the YMCA as well as for the administrative cost of the project. Consideration also should be given to help the organization in planning the absorption of specially funded projects into its regular budget. If that is not done there is a danger that innovative projects will be dropped when outside funding ceases.

2) Identification of potential support structures in the community which can be utilized and/or mobilized in strengthening various projects. One danger with outside funding of development projects often is that in the process of obtaining and maintaining this funding potential, strengths and supports within the community are overlooked or ignored. Yet, every community, even the very poor ones, have some sources of strength which, if properly identified and involved, can provide important help to the projects. This identification and mobilization can be an important factor in assuring the lasting impact of a project beyond the time when outside funding is no longer available. This mobilization of internal strength can also have a very positive impact on the lasting improvement of the institutional capacity of the YMCA.

3) Sophistication on the part of the board and staff of local YMCAs in the appropriate planning of development projects. Of great importance in this is the awareness of actors which could affect the project as it progresses and of the problems and issues that the project might generate. Awareness of unanticipated and unintended consequences of specific action is of great importance here.

4) Increased attention to the training process of board and staff members, both before they join and during their tenure with the organization. Desirable skills for board members and staff have to be identified and a recruitment process has to be initiated which will attract people with these skills. This should also include a determination as to what kind of background is most likely to result in the person having the desired qualifications. After the person has joined the organization, in-service training programs will have to be established which further develop needed skills or which provide the bases for them. In this area the case study reports were weak. Information on the background of board and staff members described their general qualifications but not their specific skills nor their relevance to specific tasks. The same criticism applies to the description of in-service training programs.

Of special importance is a careful examination of the relevance of extended training programs outside the country. Since the objective of the training is to improve the capacity of staff members to deal with the social conditions in their countries, these conditions, as well as ways to deal with them, have to be specifically identified. Training acquired in developed countries cannot always be applied in underdeveloped countries. Therefore, programs offered in "foreign" countries must be carefully monitored to assure that they are applicable and useful to the trainees' home situations.

An alternative approach would be to utilize training resources within the country or to send qualified trainers to the trainees' country. A good example of the effectiveness of this approach is the impact made by a successful US fund raiser who was sent to Panama to help the ACJ in its local fund raising efforts.

III. SUMMATION AND ANALYSIS OF INTERMOVEMENT
SUPPORT AND DEVELOPMENT COOPERATION PROJECTS

- A.) Projects approved for funding through US YMCA, Matching Grant Sub-Grant Program.
- B.) Projects approved for funding through the YMCA World Service Program.
- C.) Annual Summary by Region of both World Service and Matching Grant Supported Country Specific Development Projects.
- D.) Summary of "Participants" in Country Specific Projects and Area Administered Projects funded through the Matching Grant/Sub-Grant Program and categorized by: A.) "Grassroots" Community Development Projects; and B.) Projects Promoting Human Resource Development and Institutional Capability.
- E.) The Worldwide Network; US Operational Support Services; related Development Programs and Functions; and Country Specific "Operational Program Grants."
- F.) Observations and Analysis.

DEFINITION OF TERMS

Abbreviations:

- MG - Matching Grant
- WWN - Worldwide Network
- WS - World Service
- OPG - Operational Program Grant
- LAC - Latin American Confederation
- AAC - Asia Area Committee
- AYDF - Asia YMCA Development Fund
- AA - African Alliance
- IS&DC- Intermovement Support and Development Cooperation

The "Areas of Program Concentration" given in the original proposal were not used for this analysis. Rather, all actual development activities are attributed to one of the two basic purposes of the IS & DC Program, (ie) Grassroots Community Development Projects; and Development of Institutional Capacity and Human Resources. The actual development activities which occurred can be traced to stated program objectives and "Areas of Program Concentration" as follows:

<u>Types of Development Activities</u>	<u>Objectives</u>	<u>Areas</u>	<u>Purpose</u>
-Youth Training/Employment	I. { C.) "Specific Grassroots Projects"	3.) "Addressing Obstacles to Youth Employment"	I. <u>"Grassroots Projects"</u>
-Agricultural Development			
-Health/Nutrition			
-Community Development/Organization			
-Leadership Training	II. { B.) "Strengthen Institutional Capability" A.) "Develop Human Resources Potential"	2.) "Create Process for Concept Testing"	II. <u>Human Resources/Inst. Capability.</u>
-Staff/Management Training		1.) "Increase Human Resources Expertise"	
-Concept Testing		4.) "Strengthen Indigenous Mgmt. capacities"	
-Staff Development & Support			

I.) "Grass Roots" Projects: This term refers to the IS & DC objective (C) "To support specific Grassroots Projects implemented by local YMCAs", (e.g.) Youth Employment, Agricultural Development, Health/Nutrition, Community Organization/Development, etc. . .

II.) Human Resources/Institutional Capability: Refers to IS & DC Program objectives (A) "To develop the Human Resources potential of the developing world"; and (B) "To strengthen the institutional capability of indigenous YMCAs", (e.g.) Staff Employed, Staff and Volunteer Leadership Training and Development Management Training, Concept Testing, etc. . .

Participant: Direct project beneficiaries, number served, involved, trained, etc... Only direct beneficiaries were counted - no indirect beneficiaries such as families, occasional users, etc... Where the number was not clear or not available, no figure was given. Where several activities each listing participants occurred on one project, only one number for a single activity was used unless it was clear that the other activities involved a different set of participants. "Interviewees" were not included, (e.g. Panama Feasibility Study interviewed 520 people), however, staff and volunteers involved in conducting the study were counted. The figure of 215,000 participants reported for the Bangladesh "rural centers" was considered as "indirect" and not used as this would distort the findings and purpose of this analysis. The figures used to calculate number of participants are therefore minimum verifiable figures. These figures are based on information available and should be understood as indicative rather than precise.

Analysis:

- Only projects actually implemented under the MG sub-recipient grant program were included for summary and analysis, and not projects "approved" but never implemented.
- Information was not available for number of "participants" for World Service projects. These projects were largely of an "institutional support" nature with a limited number of "participants." Therefore, "participants" were calculated only for the MG sub-recipient grant program.
- World Service support to the AYDF was tabulated as one project each year. The MG sub-recipient grant program, project numbers "6 to 12" represent a "block grant" made to the AYDF. With the exception of the Burma YMCA "Staff Training" project adequate information was available. Therefore, each of these projects was counted separately.
- Observations and analysis was based on judgements formed by reviewing individual country and project files in detail, and from the summary findings of this study.

3 January 1983

PROJECTS	FUNDS COMMITTED	FUNDS X	FUNDS DISB.
@1 Africa Alliance Training Feasibility Study	\$ 40,326		\$ 40,326
@2. Ghana YMCA Rural Market Cooperative Development	37,818	9,455	28,363
@3. Kenya YMCA Commercial School Development Project	18,800	751	18,049
X4. Liberia YMCA Youth Training and Development Project	3,666	3,666	-
*5. Nigeria YMCA Development Management and Leadership Tr. Prj. Asia Area Committee (\$28,300)	44,461		11,115.25
@6. Bangladesh Rural YMCA Development and Extension Prj.	3,800		3,800
@7. Burma YMCA Staff Training in Management & Program Dev.	2,000		2,000
@8. India Tribal Communities Development Project	6,000		6,000
X9. India Revolving Fund for Rural Villages	4,000	4,000	-
@10. Indonesia Youth Training and Employment Creation Prj.	6,000		6,000
@11. Taiwan, Kaoshiung Community Development Project	2,500		2,500
@12. Thailand, Bangkok Community Development Project	4,000		4,000
*13. Bangladesh National Training and Development Plan	24,500		24,500
@14. Bangladesh Youth Education Training and Employment Project	40,617		40,617
*15. Guatemala Community Development Project	32,500		32,500
X16. LAC Central American Feasibility Study	4,000	4,000	-
@17. LAC Indigenous Leadership Development & Management Training	20,542		20,542
@18. Mexico National YMCA Training Support Program	20,000		20,000
X19. Paraguay YMCA Program Development and Training Support	4,000	4,000	-
X20. Egypt YMCA Education Development Program	10,000	10,000	-
@21. East Jerusalem YMCA Vocational Training Program	10,000		10,000
*22. African Alliance National Development Officers Training Prj.	25,975	1,214.91	24,760.09
X23. Gambia YMCA Leadership Management and Development Training	12,500	12,500	-
X24. Uganda YMCA Values Education Project	52,500	52,500	-
X25. LAC Central American Feasibility Study	5,000	5,000	-
@26. LAC Job Creation Program	45,000	23,000	22,000
@27. Panama YMCA Development Feasibility Study	15,000		15,000
X28. San Lorenzo Paraguay YMCA Vocational Training Project	4,000	4,000	-
X29. Portugal YMCA Vocational Training School for Artistic Tiles	62,000	62,000	-
X30. Bangkok Raka I Village Water Development Project	12,500	12,500	-
*31. Dominican Republic Integrated Community Development Project	61,355		61,355.
@32. Philippines YMCA Workshop on Socio-Economic Development	8,500		8,500
@33. Kenya YMCA Women in Development Project	4,366		4,366
@34. East Jerusalem YMCA VTC Electrical and Refrigeration	40,000		40,000
@35. East Jerusalem YMCA VTC Carpentry Blacksmithing Painting	50,000		50,000
X36. East Jerusalem YMCA VTC Feasibility Study	10,000	10,000	-
X37. LAC Central American Feasibility Study	5,000	5,000	-
@38. Indonesia Yogyakarta YMCA Leadership Development Workshop	1,966		1,966
*39. Colombia YMCA Games Project	49,960	3,015.83	46,944.17
@40. Indonesia YMCA Development Education Workshop	2,871		2,871
@41. Philippines YMCA Hollow Block Project	6,741		6,741
*42. Kenya YMCA Community Development Education Project <i>in Feb will</i>	20,900		15,675
*43. LAC Job Creation Project (Corrected 8/31 from 25,300)	23,000		11,500
*44. Chile Juan Montedonico Community Development Project	26,000		26,000
*45. Panama Community Youth in Action Project	25,275		25,275
*46. Taiwan, Shinning Community Development Centre Program	7,632		7,632
@47. Indonesia, Workshop on Corporate Planning for Development	7,350		7,350

TOTALS:

Projects in Process	Total Funds Committed:	\$924,921.
Projects Cancelled	Total Funds Cancelled:	226,602.74
Projects Completed	Total Funds To Be Disbursed:	698,318.26
	Total Funds Disbursed:	648,247.51
	Total Funds Remaining:	50,070.75

3 January 1983

A.) Projects approved for funding through US YMCA MG Sub-Grant Program

Number of Projects Approved	-	47
Number of Projects Canceled	-	13
Number of Projects Implemented-		34

1.) Projects Administered by the Areas

1. African Alliance Training Feasibility (1979)	\$40,326
2. LAC Indigenous Leadership Development and Management Training (1979)	20,542
3. African Alliance National Development Officers Training Project (1980)	24,760
4. LAC Job Creation Program I (1980)	33,500
5. LAC Job Creation Program II (1982)	23,000
<u>Subtotal Area Administered Projects:</u>	<u>\$142,128</u>

2.) Projects Administered by National Movements

1979

1. Kenya YMCA Commercial School Development Project	18,049
2. Bangladesh Rural YMCA Development & Extension Project	3,800
3. Burma YMCA Staff Training in Management and Program Development	2,000
4. India Tribal Communities Development Project	6,000
5. Indonesia Youth Training and Employment Creation Project	6,000
6. Taiwan, Koashiung Community Development Project	2,500
7. Thailand, Bangkok Community Development Project	4,000
8. Bangladesh National Training and Development Plan	24,500
9. Guatemala Community Development Project	30,000
<u>Subtotal Country Specific Projects (1979):</u>	<u>\$96,849</u>

1980

1. Ghana YMCA Rural Market Cooperative Development	28,363
2. Nigeria YMCA Development Management and Leadership Training Program	11,115
3. Bangladesh Youth Education Training and Employment Project	40,617

4. Mexico National YMCA Training Support Program	\$20,000
5. East Jerusalem YMCA Vocational Training Program	10,000
6. East Jerusalem YMCA Carpentry, Blacksmithing, and Painting	50,000
7. Panama YMCA Development Feasibility Study	15,000
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<u>Subtotal Country Specific Projects (1980):</u>	<u>\$175,095</u>

1981

1. Dominican Republic Integrated Community Development Project	\$61,355
2. Philippines YMCA Workshop on Socio-Economic Develop- ment	8,500
3. Kenya YMCA Women in Development Project	4,366
4. East Jerusalem YMCA VTC-Electrical and Refri- geration	40,000
5. Indonesia Yogyakarta YMCA Leadership Development Workshop	1,966
6. Colombia YMCA Ganines Project	35,960
7. Indonesia YMCA Development Education Workshop	2,871
8. Philippines YMCA Hollows Block Project	6,741
<hr/>	
<u>Subtotal Country Specific Projects (1981):</u>	<u>\$161,759</u>

1982

1. Kenya YMCA Community Development Education Project	\$15,675
2. Chile Juan Montedonico Community Development Pro- ject	19,500
3. Panama Community Youth in Action Project	18,956
4. Taiwan, Shinning Community Development Centre Program	5,724
5. Indonesia, Workshop on Corporate Planning for Development	7,350
<hr/>	
<u>Subtotal Country Specific Projects (1982):</u>	<u>\$67,205</u>

Subtotal Projects Administered by National Movements (1979-82): \$500,908

Subtotal Projects Administered by the Area Organization (1979-82): \$142,128

Total for Projects Implemented: \$643,036

MG Subgrant Program Summary

Project Status:

Number of Country Projects currently in progress:	9
<u>Number of Country Projects completed:</u>	<u>20</u>
Number of Country Specific Projects:	29

Average Country Project size: \$18,926

(including \$47,952 in funds committed but not yet disbursed for ongoing country projects)

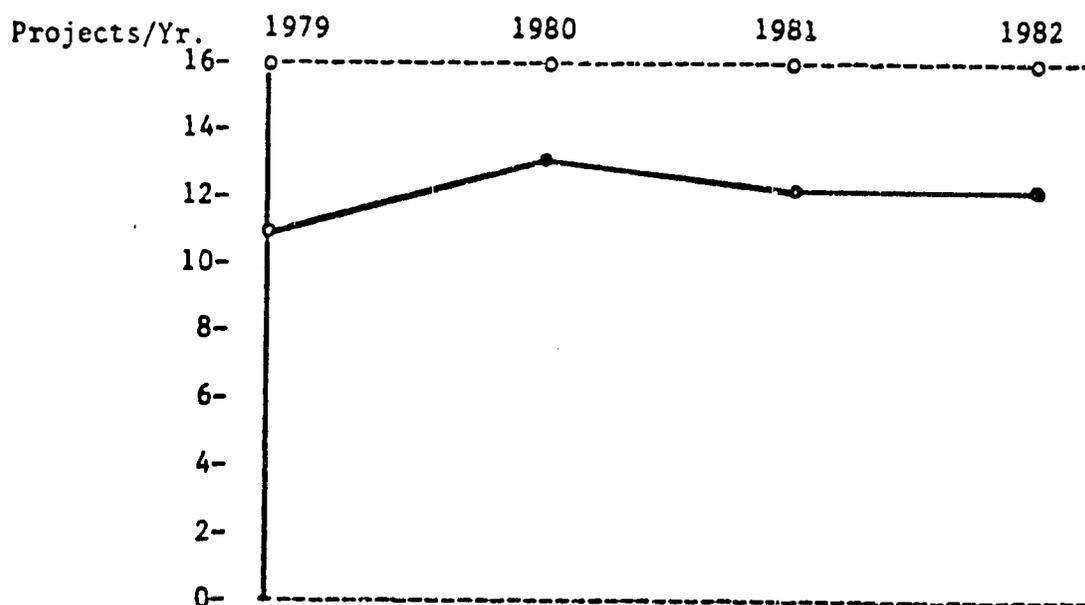
Number of Area Administered Projects: 5

Number in Progress:	2
Number Completed:	3

Average Area Project size: \$30,726

NUMBER OF PROJECTS IN PROGRESS PER YEAR

(i.e. Accumulated, or those projects implemented plus those ongoing into second calendar year.)



The above chart provides only an indication for the MG Subgrant Program of sustained performance rather than success or failure. Many projects are designed to be completed within one year or as a one-time event (i.e.) workshops, conferences, etc.....

B.) Projects approved for funding through the YMCA World Service Program

1.) Projects Administered by the Areas

1979

- 1. LAC Administrative Support and additional Inter-
movement Cooperation and Extension Staff \$ 36,200
- 2. Hong Kong Training Institute - AAC for support
of Training Program 6,000

1980

- 3. LAC - General Administrative Support 40,100
- 4. AAC - Institute/Leadership Committee for training
program and leadership development office. 6,000

1981

- 5. African Alliance - Administrative Support 30,200
- 6. AAC - Training and Development Program 23,510
- 7. LAC - General Administrative Support 56,710

1982

- 8. AAC - Development Office & Leadership Development 6,000
- 9. LAC - Leadership Portfolio, travel, Office Support,
Intermovement Cooperation Support and Development
Support 51,300
- 10. Caribbean Area General Support 6,000

Subtotal Projects Administered by the Areas: \$262,020

2.) Projects Administered by National Movements

	<u>"Grassroots" Community Development Projects</u>	<u>Institutional Support</u>	<u>Total Number</u>	<u>Total Funds</u>
1979:	6	24	30	\$ 262,517
1980:	3	18	21	\$ 193,300
1981:	6	21	27	\$ 481,485
* 1982:	4	15	19	\$ 165,500
TOTAL :	19	78	99	\$1,102,802

(Figures include only WS project allocations and not other WS allocations such as World Alliance Support, consortia membership dues, special appeals, etc. . .)

*Incomplete

C.) Annual Summary by Region of both W.S. and M.G. Supported Country Specific Development Projects

AREA/YEAR	1979	1980	1981	*1982	TOTAL
<u>Number of Projects</u> (\$ Total Amount)					
<u>Latin America</u>					
W.S.	10 (54,567)	6 (53,100)	6 (54,100)	5 (27,000)	27 (188,767)
M.G.	1 (30,000)	2 (35,000)	2 (97,315)	2 (38,456)	7 (200,771)
<u>Africa</u>					
W.S.	6 (64,750)	5 (73,700)	5 (111,125)	5 (90,000)	21 (339,575)
M.G.	1 (18,049)	2 (39,478)	1 (4,366)	1 (15,675)	5 (77,568)
<u>Asia</u>					
W.S.	4 (29,000)	5 (29,000)	9 (102,060)	6 (31,000)	24 (191,060)
M.G.	7 (48,800)	1 (40,617)	4 (20,078)	2 (13,074)	14 (122,569)
<u>Middle East/S. Europe</u>					
W.S.	5 (43,700)	5 (37,500)	6 (164,200)	3 (27,500)	19 (272,900)
M.G.	0 (-0-)	2 (60,000)	1 (40,000)	0 (-0-)	3 (100,000)
<u>Other (Refugee Services)</u>					
<u>Special Projects</u>					
W.S.	5 (70,000)	(-0-)	1 (50,000)	(-0-)	6 (120,000)
M.G.	(-0-)	(-0-)	(-0-)	(-0-)	(-0-)
<u>Sub-Total</u>					
W.S.	30 (262,017)	21 (193,300)	27 (481,485)	19 (175,500)	97 (1,112,302)
M.G.	9 (96,849)	7 (175,095)	8 (161,759)	5 (67,205)	29 (500,908)
Total:	39 (358,866)	28 (368,395)	35 (643,244)	24 (242,705)	(126)(1,613,210)
(*Incomplete)					

D.) Summary of "Participants" in Country Specific Projects and Area Administered Projects funded through MG Subgrant Program and categorized by:

- A.) "Grassroots" Community Development Projects, and
 B.) Projects Promoting Human Resource Development and Institutional Capability.
 (not including WWN)

YEAR/AREA	P A R T I C I P A N T S (No. of Projects)		TOTAL
	COUNTRY PROJECTS	AREA ADMINISTERED PROJECTS	
<u>1979</u>			
<u>Latin America</u>			
A.) "Grassroots" Projects	148 (1)		148
B.) Institutional Capability		50 (1)	50
<u>Africa</u>			
A.) "Grassroots" Projects	110 (1)		110
B.) Institutional Capability		10 (1)	10
<u>Asia</u>			
* A.) "Grassroots" Projects	628 (5)		628
B.) Institutional Capability	6 (1)		6
<hr/>			
Subtotal 1979:	892 (8)	60 (2)	952

(* Six country projects were funded through a "block grant" in 1979 to the AAC - AYDE. No information was available on the Burma YMCA Project - "Staff Training in Management and Program Development," (Project No. 7). Neither was the figure "215,000" provided for the number of participants in the Bangladesh "Rural YMCA Development and Extension project used for this report. This figure represents indirect beneficiaries for "8 new YMCA Rural Centers," and would distort the total number of direct participants listed in this section.)

D.) Summary of Participants

YEAR/AREA	P A R T I C I P A N T S (No. of Projects)		
	COUNTRY PROJECTS	AREA ADMINISTERED PROJECTS	TOTAL
<u>1980</u>			
<u>Latin America</u>			
A.) "Grassroots" Projects			
B.) Institutional Capability	211 (2)	24 (1)	235
<u>Africa</u>			
A.) "Grassroots" Projects			
*B.) Institutional Capability	4 (2)	8 (1)	12
<u>Asia</u>			
A.) "Grassroots" Projects	200 (1)		309
	109		
**B.) Institutional Capability	23 (1)		23
<u>Middle East</u>			
A.) "Grassroots" Projects	302 (2)		270
B.) Institutional Capability			
<hr/>			
Subtotal 1980:	849 (8)	32 (2)	849
<hr/>			

(* Includes the Ghana "Rural Market Cooperative" and Nigeria "Development Management & Leadership Training" Project, however, no participants were counted for this latter project as the Development Officer was never hired to direct the program.)

(** Several projects have elements of both "grassroots" community development and institutional/human resource development. The Bangladesh "National Training and Development Plan" included the formation of "Boys Home" which had 109 students "at year end" in 1981; and also provided development planning and management training for 23 YMCA staff. Therefore, the number of participants under this project were divided between "grassroots" projects and "Institutional Capability" and listed under 1980 rather than 1979 as in Sections I and III, for purposes of this summary).

D.) Summary of Participants

YEAR/AREA	P A R T I C I P A N T S (No. of Projects)		TOTAL
	COUNTRY PROJECTS	AREA ADMINISTERED PROJECTS	
<u>1981</u>			
<u>Latin America</u>			
A.) "Grassroots" Projects	519 (2)		519
B.) Institutional Capability			
<u>Africa</u>			
A.) "Grassroots" Projects	70 (1)		70
B.) Institutional Capability			
<u>Asia</u>			
A.) "Grassroots" Projects	30 (1)		30
B.) Institutional Capability	189 (3)		189
<u>Middle East</u>			
A.) "Grassroots" Projects	58 (1)		15
B.) Institutional Capability			
<hr/>			
Subtotal 1981:	866 (8)		823
<hr/>			

D.) Summary of Participants

YEAR/AREA	P A R T I C I P A N T S (No. of Projects)		TOTAL
	COUNTRY PROJECTS	AREA ADMINISTERED PROJECTS	
<u>1982</u>			
<u>Latin America</u>			
*A.) "Grassroots" Projects	402 (2)	166 (1)	568
B.) Institutional Capability	16 (1)		16
<u>Africa</u>			
A.) "Grassroots" Projects	371 (1)		371
B.) Institutional Capability			
<u>Asia</u>			
A.) "Grassroots" Projets	276 (1)		276
B.) Institutional Capability			
Subtotal 1982	1,065 (5)	166 (1)	1,231

(* The second phase of the "LAC-Job Creation Program" is focused on country specific projects, however, as many of these projects have just begun, only partial data was available at this time, (i.e.) Paraguay VTC - 90 students; Costa Rica Production Cooperatives - 76 students; Ecuador, Chimbacalle VTC (no figures); Panama - Unemployed Women in Colon (no figures); etc. . .)

** Figures are not complete for 1982.

D.) Summary of Participants

Recapitulation - 1979 to 1982

<u>P A R T I C I P A N T S (No. of Projects)</u>			
<u>AREA</u>	<u>COUNTRY PROJECTS</u>	<u>AREA ADMINISTERED PROJECTS</u>	<u>TOTAL</u>
<u>Latin America</u>			
A.) "Grassroots" Projects	1,069 (5)	166 (1)	1,235
B.) Institutional Capability	227 (3)	74 (2)	301
<u>Africa</u>			
A.) "Grassroots" Projects	547 (3)	- 0 -	541
B.) Institutional Capability	4 (2)	18 (2)	22
<u>Asia</u>			
A.) "Grassroots" Projects	1,243 (8)	- 0 -	1,243
B.) Institutional Capability	218 (5)	- 0 -	218
<u>Middle East</u>			
A.) "Grassroots" Projects	360 (3)	- 0 -	360
B.) Institutional Capability	- 0 -	- 0 -	- 0 -
<hr/>			
Total (1979-82):	3,662 (29)	258 (5)	3,920
<hr/>			

E.) The MG World Wide Network, US Operational Support Services Related Development Programs and Functions, and Country Specific "Operational Program Grants"

1.) The Worldwide Network (WWN)

In order to provide the technical support and coordination needed to administer the worldwide development program of the US YMCAs, including those projects listed in previous sections as well as Operational Program Grants, and numerous other programs and projects supported by other donor movements and agencies, a "Worldwide Network" (WWN) was required. Many YMCA projects not summarized in this report were brokered out to other church agencies, government agencies, and other private voluntary agencies.

The primary purpose of the WWN was to develop human resources and institutional capability. As the original proposal reads, "In countries where there is a national YMCA, the US YMCA International Division's cooperation and assistance will continue to focus on: . . . 2. Strengthening the indigenous YMCA infrastructure capability to sustain an on-going development program." (pps. 21-22).

Throughout the grant period the WWN contributed to support the portfolio of National Development Directors in the following African countries:

- Cameroon
- Ghana
- Kenya
- Liberia
- Uganda
- Zambia
- Zimbabwe

In addition, the WWN contributed to support the operation of area Development Officers in Africa, Latin America, and Asia. This support provided for executive staff travel, improved communications, US staff assigned to work with area development officer, etc. . . The World Alliance "Development Information Service", which during the period of this program provided "Development Kits", manuals and practical "How-to" handbooks for development managers in the field, was also supported through the WWN.

Following is a financial summary of support provided through the MG/WWN for October 1978 to December 1981:

Africa	Asia	Latin America	World Alliance	International Division	Total
\$205,256	\$49,730	\$52,005	\$85,288	\$217,161	\$609,440

2.) US Operational Support Services

The MG program also provided for the operational backstopping required by International Division headquarters staff which included a variety

of technical support services to country specific projects, and to the WVN. This support involved financial administration, program monitoring and evaluation, financial and program development and management training, coordination of requests and brokering of projects, consultants, commodity purchases and shipping, travel arrangements, etc. . . .

Following is a financial summary of YMCA Operational Support Services provided through the MG and through the World Service Program, and International Division Administrative charges for the period of October 1978 to December 1981:

	<u>Oct. 78-Dec. 79</u>	<u>1980</u>	<u>1981</u>	<u>Total</u>
Support Services YMCA/WS	\$504,627	\$ 85,456	\$ 82,861	\$672,944
Operational Support Services/ AID/MG	195,465	261,767	116,978	575,210
Administration Charges	110,173	190,820	90,324	391,317

3.) Related Development Programs and Functions

During the period of this evaluation the Intermovement Support and Development Cooperation unit has worked closely with other development programs of the International Division. Programs which are functionally and substantively related to IS & DC have been claimed as part of the YMCA match with regard to the AID/MG program.

Notable among these programs is the Overseas Personnel Program and the Center for International Management Studies (CIMS), and the World Urban Program. The Overseas Personnel Program has placed and provided continuing support services to YMCA staff assigned overseas during the past four years as illustrated below:

	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>Total</u>
(1) Young Professionals Abroad	10	11	16	16	53
(2) World Service Workers	14	7	21	12	54
(3) Senior Professionals (Liaison Rep.)	8	7	7	5	27
(4) Overseas Service Corps (English Language Training)	39	44	41	31	155
Total:	71	69	85	64	289

In addition, a variety of short term consultants or specialists were provided based on specific country requests. The Overseas Personnel Program has not only provided human resources to assist community development programs often related to projects funded through "IS & DC" program, but internally has also assured continuing human resources and leadership for the US YMCA in the area of international development planning and management.

The YMCA Center for International Management Studies (CIMS) has provided an avenue for the private sector to participate directly in international development. CIMS has sponsored a variety of professional training and dialogue opportunities including: bilateral seminars, multinational conferences, and country specific management workshops, in addition to providing a network for the flow of information relevant to business and management. Participants in CIMS programs include developing country managers and leadership from the public and private sector, and senior corporate executives, managers, entrepreneurs, public administrators and academicians from the industrialized countries.

Following is a financial summary for those programs related to "Intermovement Support and Development Cooperation" for CIMS and the Overseas Personnel Program for the period October 1978 to December 1981:

	<u>Africa</u>	<u>Asia</u>	<u>Latin America</u>	<u>Middle East/ S. Europe</u>	<u>International Division</u>	<u>Total</u>
Overseas Personnel	\$247,574	\$240,569	\$115,167	\$341,357	\$87,920	\$1,032,587
CIMS	76,135	9,086				85,221

Following is a comprehensive summary of the Intermovement Support and Development Cooperation Matching Grant Programs for the period October 1978 to December 1981:

	<u>YMCA MATCH</u>	<u>AID GRANT</u>	<u>TOTAL</u>
World Service	\$1,042,301		\$1,042,301
Development Assistance	74,050		74,050
Overseas Personnel	1,032,587		1,032,587
CIMS	85,221		85,221
YMCA Support Services	672,944		672,944
Administrative Charges	194,144		194,144
Other Sources	20,000		20,000
Capital Assistance	39,589		39,589
SUB-TOTAL	\$3,160,836		\$3,160,836
Sub-recipient Grants		\$ 438,487	438,487
Worldwide Network		609,440	609,440
*YMCA Support Service		575,210	575,210
Administrative Charges		197,173	197,173
SUB-TOTAL		\$1,820,310	\$1,820,310
GRAND TOTAL			<u>\$4,981,146</u>

	<u>Oct. 78-79</u>	<u>1980</u>	<u>1981</u>	<u>Total</u>
YMCA Match	\$1,348,827	\$968,987	\$843,002	\$3,162,836
AID Grant	<u>543,779</u>	<u>747,693</u>	<u>528,838</u>	<u>1,820,310</u>
	\$1,892,606	\$1,716,680	\$1,371,860	\$4,981,146

4.) The World Urban Program

The MG has also supported the YMCA World Urban Program concerned with inner city development programs for youth. The MG contributed to the first Urban Outreach Leadership Program, an executive training program conducted under the auspices of the YMCA World Urban Committee, between September 15 and December 10, 1982.

The Urban YMCAs of the world, representing the largest and most troubled cities, formed a consortium in 1977, called the World Urban Committee, to work together in meeting their common challenges. The World Urban Committee has taken as its organizing principle for program development the concept of "urban outreach", which means extending new programs of social service to urban youth who are not now affiliated with any conventional YMCA activities. This is done by taking programs of assistance to them in their neighborhoods, or by reaching out and drawing them into new programs.

The leadership program provided training for middle-level urban executives and younger professionals, in design and management skills needed to implement these special outreach programs. Thirteen (13) of the 17 executives trained were from the developing world: India, Kenya, Korea, Taiwan, Philippines, Pakistan, Bangladesh, Sri Lanka, Malaysia, Thailand and Paraguay.

Although not as directly related to the "Intermovement Support and Development Cooperation" Program, many other programs and functions of the International Division continue to be related to international development; to the National Board of YMCAs corporate goal of ". . . improving human conditions in communities at home and abroad"; and to the International Division's program thrust: "For YMCAs to join with people around the world in working for harmonious interdependence and world peace." Following is a list of these YMCA programs for the period 1978 to 1982, (not claimed as part of the "YMCA Match" IS & DC Program):

- A- International Camp Counselor Program
- B- International Camp Counselor Program Abroad
- C- International Student Services
- D- Educational Travel
- E- YMCA World Ambassadors
- F- Internationalizing YMCAs
- G- Local Y to Local Y Overseas Partnerships
- H- Peace and Development Education
- I- Refugee Resettlement and Rehabilitation
- J- International Program Centers, and Training Coordination Centers
- K- World Urban Program
- L- Y's Men's International
- M- United Nation Relations (and Model UN Programs)

F.) Oberservations and Analysis

OVERVIEW

The 34 MG projects implemented directly involved 3,845 participants or an average of 113 participants per project with an average project size of \$18,926, (i.e.) a cost of \$167 per participant. The scope of the entire development assistance program is seen when the Worldwide Network, operational support services, and "Operational Program Grants" are added to the listing of area and country projects. Including OPGs, but not those projects brokered to other donor agencies, the worldwide development assistance program related to Intermovement Support and Development Cooperation is approximately \$11,000,000 over the past four years.

AID Grant	1,820,310	
YMCA Match (Oct. 1978 to Dec. 1981)	3,160,836	4,981,146
OPGs - U.S. YMCA as Grantee		3,696,880
OPGs - Country Direct w/U.S. YMCA Technical Assistance		2,359,300

Total: \$11,037,326
(Note: figures not completed for 1982)

WORLD SERVICE

Adequate information was not available to measure the direct effect of World Service grants. This is due largely to the "general support" nature of these grants with 78 of a total 97 projects related to institutional support, and the remaining 19 to "grassroots" community development. "Participants" in WS projects are limited primarily to staff, whereas the reverse is true for MG subgrant projects. Mechanisms and procedures have been implemented during the period covered by this evaluation to make WS projects more accountable and the effects more measurable. For example, fixing a more definite time frame to the grants many of which are now provided on a "declining basis" and requesting annual reports to document general progress during the grant period. The underlying assumption for general W.S. support is that without adequate staff and office support the means or vehicle to conduct or to sustain indigenous community development programs does not exist. Nevertheless, additional documentation and better mechanisms are needed to correlate the \$1,102,802 total spent on WS projects to the development programs and projects generated by a particular YMCA. Based on experience, evaluation reports and observation, the underlying assumption seems valid and viable. However, there remains a noticeable lack of quantifiable means or a system in place to provide information and better demonstrate the relationship between WS and development. Even in the broadest sense of an "integrated human development" philosophy, outreach and development programs can be distinguished from general membership, recreational, religious, or other YMCA programs.

IV. CONCLUSIONS & RECOMMENDATIONS

Summary

1. Achievement of Program Goals and Purpose
2. Progress on Mid-Term Evaluation Recommendations
3. Development Philosophy and Underlying Program Assumptions
4. Worldwide Network -- The World Alliance and Area Structures
5. Movement Toward Greater Decentralization
6. Project Trends -- Successes and Failures
7. Program Management, Operational Support and Monitoring
8. Training Programs
9. Interagency Cooperation ("external relationships")
10. The Evaluation Process -- a Model for the Future

PROGRAM
AND INFRA-
STRUCTURE
SUPPORT
COMPARISON.

Likewise, the findings of this study suggest that a stronger case will increasingly need to be made for infrastructure support as compared to program support and country specific project support. A movement in this direction can already be seen in 1981 and 1982 with significant reductions in administration, headquarter's salary support, and support for US staff assigned to area organizations. The following comparison can be made for the period October 1978 to December 1981, (omitting for this analysis the - WVN which included both support to structure and to programs and projects):

<u>Programs</u>		<u>Infrastructure</u>	
- World Service	\$1,042,301	o <u>YMCA Match</u>	
- Subrecipient Grants	438,487	- Capital Assistance	\$ 39,589
- CIMS	85,221	- Administrative Charges	194,144
- Overseas Personnel	1,032,587	- YMCA Support Services	672,944
- Other Sources	20,000	- Development Assistance	74,050
		o <u>AID Grant</u>	
		- YMCA Support Service	575,210
		- Administrative Charges	197,173
<hr/>			
Subtotal:	\$2,618,596		\$1,753,110
Total:	<u>\$4,371,706</u>	(60%)	(40%)

Support to infrastructure is necessary and is related to development. However, the end-use effect of the entire program is measurable in terms of projects and programs. The relationship between support to infrastructure and support to programs should be more direct and more clearly demonstrated to improve program efficiency and better determine program effectiveness.

SUMMARY

Conclusions

Recommendations

1. Achievement of Program Goals and Purpose

- A. The statement and relationship of goals, objectives, program areas and progress indicators in the original proposal is somewhat vague and confusing making program monitoring and evaluation difficult.
- B. The Intermovement Support and Development Cooperation Program (IS and DC) achieved its two-fold purpose of expanding the YMCA worldwide development network and capability to deliver development programs; in addition to improving the quality of life for poor people in developing countries. Local and national programs were generally effective in achieving objectives, and involved a large number of people for a relatively small cost.

2. Progress on Mid-Term Evaluation Recommendations

Progress on the recommendations made in the 1980 Mid-Term Evaluation has been significant particularly with regard to reducing to a minimum the costs for administrative and "Operational Support Services" provided by U.S. YMCA staff. Increasingly this support is provided by the area organizations

3. Development Philosophy and Underlying Program Assumptions

The underlying assumption of an integrated or combined social, economic, and human approach to development, upon which the program was originally designed, is still valid, in evidence in many existing community development projects, and accepted and practiced by the worldwide movement.

- A. Future program design and proposals should provide measurable achievement indicators, and goals and objectives clearly stated in such a way as to indicate their priority and interrelationship.
- B. With the modifications and improvements suggested in this evaluation, and the continued development of direct relationships between U.S. and overseas YMCAs; the basic International Division program model of integrating development cooperation and intermovement support is effective and should be continued.

Future intermovement or institutional support should be more directed at providing technical assistance and training focused on developing internal financial resources for essential operating costs, in addition to providing technical support in the design of self-sustaining programs.

"Integrated Human Development," which on the individual level is reflected in the YMCA triangle - "body, mind and spirit" is an effective YMCA philosophy upon which to conceptualize future development programs. Likewise, the combined program thrust of Intermovement Support (human resources and general institutional support), and Development Cooperation (specific projects and programs), promotes this broad and balanced approach to development of the whole person and the entire community.

Conclusions

Recommendations

4. Worldwide Network - The World Alliance & Area Structures

The World Alliance and area organizations should continue to examine in consultation with national movements, the respective roles and functions which reflect the changing programmatic and organizational needs of member movements.

The World Alliance and area organizations should examine ways in which to:

- promote local association involvement; further encourage inter-agency collaboration and local networking; provide technical and planning support services to assist in guiding the decentralization process; assist in communication and elaboration of area development plans; assist with a professional "training of trainers" program designed to upgrade development management skills; further examine the question of YMCA status for special constituencies formed in relation to specific development programs.

5. Movement Toward Greater Decentralization

- The decentralization process has created "considerable anxiety" on the part of staff and volunteer leaders from developing country YMCAs, some of whom misinterpret the shift to local YMCA initiatives as a curtailment or redirection of program commitment with regard to the U.S. YMCA's development cooperation program.

Adequate time and resources will be required to coordinate and effectively involve a larger number of associations in the international development process. To assure continued mutual interest and growth in development cooperation programs, the International Division must provide communication, development education, and leadership.

6. Project Trends - Successes & Failures

A. An important trend in the nature of projects supported is the increased number of "process oriented projects" which emphasize techniques and community organization skills, rather than projects with substantial material and equipment budgets that address a particular development problem.

A. "Process" oriented projects provide the forum & training which empowers the poor to define and address their own development problems. These projects contribute to creating "self-help" activities which are sustainable; they significantly increase the participants and number of people reached; demonstrate maturity for the YMCA as an indigenous development agency; and should be continued and encouraged in the future.

Conclusions

Recommendations

- B. The weaker or less successful projects involved "feasibility studies", and development management training. More successful projects included community organization, rural extension/agricultural development, vocational/training/youth employment, youth values/education, and leadership training. The nature and the success of projects varied greatly from country to country, and between areas.
- C. Successful community development project and the extension of YMCA community development programs has created "special YMCA constituencies" related to these programs.

- B. The type of projects which have proven successful should provide models for determining the program areas and types of projects encouraged in the future. More specialized development management training programs for national and regional leadership are needed. (See pt. 8 Training Programs)
- C. Guidance should be provided by the World Alliance with regard to the question of YMCA institutional status for "special YMCA constituencies" forming in relationship to specific development projects.

7. Program Management, Operational Support & Monitoring

- A. The relationship between general institutional support and development program support lacks qualifiable detail on a program or country specific basis.

- A. Methods should be developed and tested for collection and organization of information which demonstrate the relationship between more general (World Service) support and more discrete development projects (Matching Grant). By demonstrating this correlation and making W.S. service allocations more discrete and directly linked to programs with a more definite time frame, program coherency and the measurement of achievement and impact of a single program purpose will be more accurately determined.

- B. Functional relationships developed between IS & DC and other programs of the International Division, have proven mutually beneficial in contributing to a common international program purpose, and expanding the scope of the U.S. YMCA International development program.

- B. Functional relationships with other YMCA programs, should continue to be developed with a focus on local field utility. In the case of "Operational Program Grants", direct relationships between AID Missions and National YMCAs should be encouraged with the International Division continuing to provide assistance and function as facilitator rather than grantee.

Conclusions

- C. Program management and administration, including the project review and approval process, reporting, technical assistance and monitoring has generally improved over the past four years, although a need for improvement remains particularly with regard to project monitoring and follow-up.

- D. A wide variety of socio-economic and cultural conditions result in a variety of development needs from different areas and national movements.

8. Training Programs

Project funded as "Feasibility" studies have served multiple YMCA planning purposes. The relationship to specific projects, and effectiveness of such general studies is questionable. YMCA capability to deliver the programs identified by these studies is not adequately determined. This may indeed detract from the IS and DC programs' purpose of strengthening the institution.

Recommendations

- C. Increased efficiency of in-country monitoring and involvement of the area organizations, particularly with regard to program identification, planning and will improve the worldwide network management system. Again, further study is needed to develop methods for synthesizing, reducing and analyzing information collected on individual project progress which in turn will facilitate program evaluation, and better determine the aggregate effect of these projects.

- D. Consideration should be given by the IS and DC subcommittee to modifying "criteria" and adjusting procedures used for approval of project requests so that the varying needs and conditions of each area are considered.

A specialized "Training of Trainers" Program for area, and selected national development directors, is needed to provide practical development management skills. The program should be sponsored or co-sponsored by the World Alliance and emphasize pre-project identification, planning, and design including studies and survey techniques which collect and analyze economically relevant information, (e.g.) manpower surveys, market studies, etc. . For example, such a training program would provide a model for conducting a "needs assessment", and suggest other research alternatives to the current all-purpose "feasibility study".

Conclusions

9. Interagency Cooperation

The IS and DC program has promoted inter-agency cooperation in terms of project funding, technical support, and implementation. Working relationship with a number of private and public agencies have developed on local, national and regional levels and often through U.S. YMCA participation in private and voluntary agency consortia. Local networks of community organization interested in the same or similar development programs have evolved. These "external relationships" serve as an important measure of institutional growth and capability.

10. The Evaluation Process

An interdisciplinary of "team" approach was effective in bringing together different skills and perspectives, and assuring the quality of the evaluation.

Recommendations

Inter-agency cooperation directed at locally functional linkages should continue to be encouraged by donor movements, area organizations and the World Alliance.

A similar interdisciplinary process with regard to training program development, technical assistance involving corporate planning and financial development, and evaluation should be considered in future program design and implementation.

1. ACHIEVEMENT OF PROGRAM GOALS AND PURPOSE

The "AID proposal for a Matching Grant" dated August 15, 1978, stated the following "sequential objectives":

- (1) To extend and further develop the human resources potential of the developing world by engaging in training, manpower and organizational development for meeting those basic human needs of adequate food, clothing, shelter, safe water, sanitation, health, and education facilities.
- (2) To enable the indigenous YMCA to expand its program thrust in the area of human resources development by strengthening its institutional capacity to generate improved leadership, technical and financial resources.
- (3) To provide incentive and support to local YMCAs in developing countries for the implementation of specific grass roots projects in leadership development, community organization, skill training, employment creation, improved health, nutrition and sanitation.

This was followed by four "Areas of Program Concentration":

- (A) Increasing Human Resources and expertise for development;
- (B) Addressing the basic obstacles to youth employment;
- (C) Creating a process for program concept testing;
- (D) Strengthening the indigenous development management capacities.

The statement and correlation of these objectives and program areas is vague and confusing. A goal statement is not identified in the original proposal, and very few specific progress indicators are provided. The Document of Understanding (DOU) required as the formal sub-recipient grant agreement for each project provides a more detailed format against which progress on individual projects has been measured. However, a system or uniform method for accumulating the project information reported and correlating this to the total program in an ongoing manner would enable a better determination of IS and DC program achievement, as well as provide for more effective project monitoring and follow-up. The IS and DC program is large and complex. A clear and specific statement of goals and objectives and measurable achievement indicators linked to these goals and objectives built into program design from the outset would enable an evaluation to better demonstrate how and to what extent the program purpose was achieved. Design of future programs and proposals should take this into consideration.

Following the Mid-Term Evaluation the IS & DC program developed the following goal statement:

To support, in harmony with World Alliance, the expansion of the YMCAs worldwide program of developing human resources potential including the training, manpower and organizational development required to sustain indigenous development efforts and improve the quality of life of poor people in Asian, Latin American, and African developing countries.

The consultant has recommended that the preceding objectives be stated in a way which would "indicate their interrelationship and also that they be ranked by priorities", (i.e.) "to strengthen the institutional capabilities of indigenous YMCAs so that they can better develop the human resources potential of the developing world through specific grass roots projects implemented by local YMCAs.

The IS and DC program has basically two types of programs reflected by the worldwide network (institutional support, national development directors, region offices), and sub-recipient grants including a variety of training, employment and production projects.

The section on project trends describes which projects have achieved the greatest success. "Concept Testing" appears to have been the weakest program area with training suggested in project identification and design, as well as for specific pre-project studies. The most successful projects have been small scale community development, leadership development, agricultural and vocational training and youth employment. The number of participants, the number of projects completing and surpassing objectives, and an in-depth examination of several projects through the Case-Study reports, demonstrates that the objective of "providing support to local YMCAs in developing countries for implementation of specific grass roots projects..." has been effectively achieved. From 1979 to 1982, 126 local and national projects (97 W.S. and 29 M.G.) for a cost of \$1,613,210 have been implemented, in addition to four (4) Operational Program Grants totaling \$3,696,880. The 34 MG. projects alone (including 5 projects administered by Area Organizations) directly involved 3,845 participants.

The YMCA, as a worldwide institution, has witnessed an upsurge in socio-economic and human development programs in the past decade. More YMCA staff and volunteer leaders are committed to making development programs an integral part of the total YMCA program and purpose. For example, significant increases in institutional commitment are illustrated through studies completed recently by the LAC, (see Panama Case Study). The effect of training programs and "human resource development" is difficult to measure. Africa now has eight (8) national development directors and a well qualified and completely indigenous African Alliance staff supported in part by the IS and DC program. By the measures of institutional capability applied in the Case Study reports, indigenous YMCAs have greatly increased their capacity to "generate improved leadership, technical and financial resources." However, care must be taken in the future to avoid dependency on staff support provided by external sources. This will involve technical support and training focused on developing internal resources and design of self-sustaining programs.

The IS and DC program achieved its purpose of expanding the YMCA worldwide development network and capability to deliver development programs. In addition, the program achieved the broader purpose of effectively improving the quality of life for the poorest of the poor. A specific example, one of 126 local and national projects, can be used to best illustrate this program impact:

"The Dinajpur YMCA started in 1974 with a membership of 45. By 1978 this had grown to 58 and by 1982 to 92, 51 full members and 41 associate. In 1978 the YMCA responded to a request from a sweeper's colony, people who by caste are born to be sweepers, to start a school. This was done with a budget of 1,500 Tk. In 1979 a grant was made by the International Division (MG) through the AYDF of \$1,730 to this school. By then a small building had been donated by one of the "better-off" sweeper families to house the school. Today there is the sweeper colony school and a second school at Roghudebpur which serves educationally-neglected tribal peoples. The two schools together have 415 pupils and twelve teachers. Their budget for 1982-1983 is 255,923 Tk (\$11,683 US) and most of these funds come from Norwegian Youth Action. The cost is \$28.15 per student."

(Bangladesh Case Study Report)

2. PROGRESS ON MID-TERM RECOMMENDATIONS

The Mid-Term Evaluation examined the extent of institutional support relative to the number of "grassroots" community development projects this support was intended to generate. The final evaluation has found the ratio of institutional support to project support to have remained fairly constant over the past four years. As stated earlier, reasons for this include the 3½ year delay in the formal resolution of the D.O.U./subrecipient audit question which stood as an insurmountable obstacle for many national movements who would otherwise have submitted project requests. Furthermore, as documented by the case studies and project analysis, those projects supported were successful in reaching large numbers of the poor for a relatively small cost. However, a more important explanation for the even balance between institutional support and project support is the continuing need for a comparable level of growth for institutional capabilities and resources to go hand in hand with the number of development projects undertaken. Although there is an interrelationship, institutional support should not be viewed as Phase I, and a proliferation of projects as Phase II or the result of having completed Phase I. Support for institutional development and development of human resource potential, including training and technical support, will need to continue. However, this support can be reduced over past levels as has been the case for Worldwide Network and U.S. Operational Support Services since the Mid-Term Evaluation. Institutional support to national movements can also be gradually reduced and more directly tied to development programs, as training and technical support services are directed at developing internal resources for support of basic institutional costs.

Following is an update on the action taken on the findings and recommendations of the Mid-Term Evaluation:

Specific recommendations made in
1980 MG Evaluation Report (P. 21b)

Action taken through September 1, 1982

- | | |
|-----------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| A) Review relationship to and performance of area organization. | A) African Alliance staff now completely indigenous with U.S. staff Jim Poole being replaced by Sam Nyame from Ghana and Joel Kinagwi from Kenya. A separate office is operated in Asia specific for support and coordination with U.S. supported programs (Dick Ortmeier). |
|-----------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

B) Education for development upgraded.
(More comprehensive Leadership Training/development management programs needed.)

- B) Subgrants contributed to:
1. Indonesia workshop on Leadership Development.
 2. African Development Directors Training Program;
 3. Various special workshops for staff on management, evaluation, financial reporting, etc. . .
 4. LAC "Centers for Education and Development" program support in part by MG, (See Case Study Report).
 5. Indonesia, Workshop on Corporate Planning for Development
 6. Kenya YMCA Community Development Education Project
 7. Philippines YMCA workshop on socio-economic development.

The "Training" section of this study outlines the outstanding need for more specialized development management training. The IS and DC program had proposed a comprehensive "Training Program for Development Management" skills, however this has not materialized pending the findings of this evaluation.

C) Review support functions of World Alliance.

C) An organizational study on the "Role, Structure and Function" of the World Alliance is underway and the Study Commission will receive the findings of this evaluation.

D) Improvements needed in data collection and communication systems.

D) An Administrative Procedures Manual has been developed, and procedures, project criteria and reporting requirements have been clarified in writing with different area organizations. Reporting requirements are more strictly enforced with national movements. However, a more systematic data collection and project monitoring and follow-up plan remains to be developed.

As outlined further in the section on "Program Management", improved methods for collecting, and analyzing information and to assure project monitoring and follow-up are needed.

E) The level of MG Support to "Operational Support Services" or headquarters support functions reduced and limited to % of direct MG program involvement.

	Past 1980	January to September 1, 1981	Current Sept. 1 ¹
1. Director, Inter- movement Support and Development Cooperation Unit - 100%		1. None	1. None
2. Assoc. Director - 100%		2. None	2. None
3. Director Financial Management - 35%		3. None	3. None
4. Management Interna- tional Development Administration -100%		4. 100%	4. None
5. Executive Secretary for Financial Admini- stration - 100%		5. 100%	5. 100%
6. Senior Correspon- dence Secretary-100%		6. None	6. 100%
7. Senior Combination Secretary - 100%		7. 100%	7. None
8. Executive-Overseas Personnel - 100%		8. None	8. None
9. Executive - African Alliance		9. 100%	9. 50%
10. Liaison Representa- tive East Africa-50%		10. 50%	10. 100% (to one indi- genous staff-WWN support)
11. Liaison Representa- tive-Asia-50%		11. 50%	11. 50% (Manager, Program Support Services)
12. Liaison Representa- tive Southern Europe - 50%		12. 50%	12. None

(The above reductions in salary support indicate the trend toward decreased use of donor funds for institutional support.)

3. YMCA DEVELOPMENT PHILOSOPHY AND UNDERLYING PROGRAM ASSUMPTIONS

This evaluation has reconfirmed the validity and viability of the YMCA's "Integrated Human Development" philosophy. The combined personal, social and economic approach to development is successful and is well suited to the YMCA as a multi-service human care agency. This philosophy is shared by the world movement, and should continue to provide the underlying development philosophy for programs and purpose.

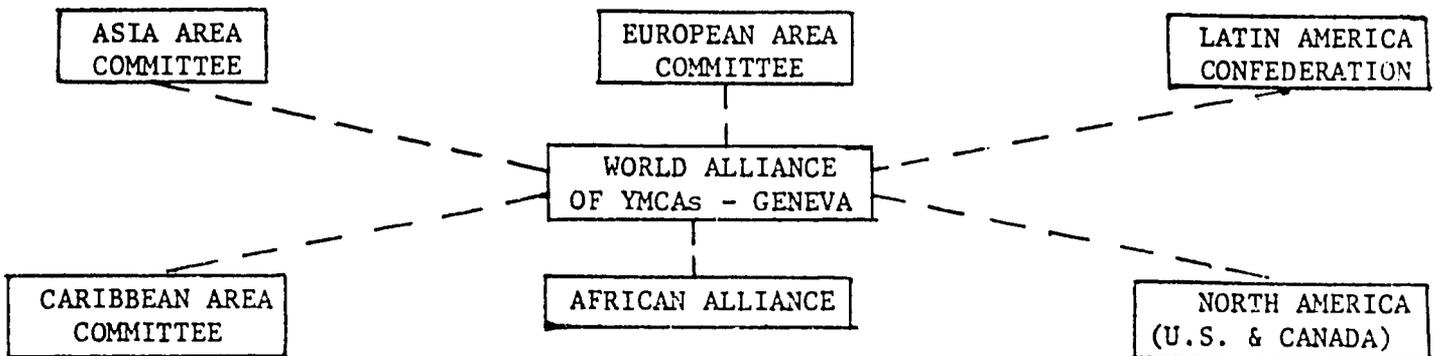
"Integrated Human Development" functions for both the individual and the community. In both cases it represents a broad based and balanced approach to development, rather than a sectoral or segmented approach. The person and the process is at the center, rather than infrastructure or quantitative outputs. On an individual level "Integrated Human Development" refers to development of the total person - body, mind and spirit as reflected in the YMCA triangle. On a community level, concern is given to development of the entire community - social, economic and human, and this reflecting the realistic needs and wishes of the community. For example, a village agricultural program would seldom be restricted to a vegetable production, but might also involve village elders as a governing council, include a day care center so women could participate in production activities, provide a cultural or recreational program, etc. . . . so that the project is integrated into the entire life of the community.

The Panama YMCA "Youth in Action Project" offers a good example of YMCA development philosophy. The project is basically social organization with "Youth Clubs" providing a variety of community services. The project has an economic component which calls for several youth training and employment activities, (auto-mechanics, cottage industries, etc.). However, the developmental stage at which these youth are currently can only be understood by viewing the degrading living conditions they are found in. The first need is to improve self-concept, provide peer support, present adequate and functional role models, and to expand social horizons through contacts with different groups. These activities are a prerequisite to introducing skill training or employment programs. Yet for a total fulfillment, and to assure sustained development, economically productive skills must also be integrated.

The combination of Intermovement Support with Development Cooperation on an institutional level is supported by the same underlying assumption for a whole and balanced approach to development. The program has supported the institution and the various actions of that institution. This study has found that although institutional support and project support are inseparable, the balance and relationship must be continually monitored and tempered to assure that they are mutually beneficial parts of the same coherent program.

4. WORLDWIDE NETWORK - THE WORLD ALLIANCE AND AREA STRUCTURES

THE YMCA WORLDWIDE NETWORK



World Alliance--Area Structures--National Movements--Local Y's People

Suggested objectives for consideration by the World Alliance include:

- 1) To enable all YMCAs throughout the World, both national and local, to become an integral and responsible part of a global community of YMCAs;
- 2) To develop an effective system for the delivery of services to member movements and their local associations, in both developing and developed countries, which specifically meets their programmatic and organizational needs as well as supports them in carrying out their objectives;
- 3) To expand the participation of YMCA members in local associations on a world-wide basis, thereby encouraging their own self-development as well as sharing their resources through the world (organization) body;
- 4) To more effectively achieve the principles of intermovement cooperation particularly in the areas of funding, human resources, technical assistance, training, and leadership development;
- 5) To supply a capability as a world body for action in international relationships with appropriate governmental and non-governmental agencies and organizations having a direct bearing on the affairs of the total movement.

More specifically, this evaluation suggests the following:

- 1) A more active role in promoting inter-agency cooperation in the design and implementation of specific development projects and programs;
- 2) Provide communication, coordination and technical and planning support services to assist in guiding the decentralization process on a worldwide and inter-regional basis;
- 3) Assist in developing area priorities and strategies, and providing current information to donor movements on the related development programs of other donor movements;

- 4) Sponsor and/or provide direct assistance in a "training of trainers" program designed to upgrade development management skills for regional staff and selected national development directors.
- 5) Examination of the question of institutional status for the special YMCA constituencies formed in relationship to successful YMCA development programs, (See Section 6 - Project Trends).

A more direct involvement of the area is also suggested in the packaging, brokering, and reporting of national and local projects; as well as in developing and communicating long and short term area priorities and strategies.

5. THE MOVEMENT TOWARD GREATER DECENTRALIZATION

The "Independent YMCA" is the basic unit of YMCA movements worldwide, and ultimately the final authority. Local YMCA associations, particularly larger corporate YMCAs are seeking a more active and direct role with international programs. Accordingly, the YMCA of the USA and several other National movements are designing programs and services which refocus operational scope toward greater local YMCA involvement and management of the international development process. With 2,000 associations in the U.S. and 12,000 YMCA centers worldwide, a significant potential clearly exists to involve a greater number of people and increase the impact of YMCA development programs.

Managing this change, or operational shift, is not without difficulty in either the U.S. or overseas YMCA movements. The Case Studies revealed "considerable anxiety" on the part staff and volunteer leaders from developing country YMCAs receiving both institutional and program support from the YMCA of the U.S.A. For example, the Bangladesh Case Study concluded "Team members, although recognizing the need for changing patterns of international work within the YMCA of the U.S.A. organization, recognize these changes have been the source of some confusion as the Bangladesh YMCA looks to its continuing relations with the YMCA of the U.S.A. The U.S.A. movement is encouraged to consult with the Bangladesh YMCA as early as possible when it's changes are expected to affect joint programs such as personnel exchange, staff training and visitations, local-to-local association linkages and funding." (Pt. R, Page ____) The most serious effect is that overseas YMCAs confused about future U.S. relationships have difficulty in planning and managing the changes occurring; misinterpret the shift to local YMCA initiative and support as a curtailment of the U.S. YMCA development cooperation program; and view themselves more as victims than partners.

The decentralization process will require sufficient time and resources to coordinate, assist, and effectively influence local association involvement. Participation must be increased and support must be continued for community development programs, which directly effect the quality of life for poor people in developing countries. Sixty-six (66) of the ninety (90) national movements comprising the YMCA worldwide fellowship are from developing countries with a primary program thrust and need related to socio-economic and human development. The International Division must provide effective communication, development education, and leadership to demonstrate that such projects are in the best interest of local U.S. communities, and within the ability and resources of U.S. YMCAs to address. Exchange and travel programs, educational programs, refugee resettlement programs, and other bi-lateral and multilateral development programs will have little effect if the vision and substance required for involvement in socio-economic development programs which effect basic human and community needs of overseas YMCAs fails to remain a central focus throughout the decentralization process.

The International Division has planned conscientiously to assure that ongoing "World Service" commitments are met. A new IS and DC Matching Grant proposal, including the option of local YMCA funding matches, has been submitted to AID. Consultations continue with the World Alliance, area structures, and a number of National movements. It should be noted that the movement toward decentralization is not a unilateral U.S. initiative. This is illustrated by the Policy Statement under consideration by the LAC. (See Panama Case Study). The U.S. National Board of YMCAs has clearly been supportive of these new directions in international program development. Future recommendations include consistency and continuity in the pursuit of these recommendations for which coordination and communication will play an integral role. The World Alliance and area organizations will also need to re-examine their role allowing for adequate time and resources to manage the coordination, communication, and technical support required. Domestic development education, technical support and training programs will need to be further developed for U.S. YMCA staff and volunteer leadership to assure both effective constituency involvement and quality standards for international program development.

6. PROJECT TRENDS - SUCCESSES AND FAILURES

In reviewing country and sub-recipient project grant files, several trends were noticed in the general nature of programs and projects implemented over the four year period.

The most successful projects, in terms of achieving objectives and sustainability, were those which empowered the poor to direct their own programs; which provided tools, "how-to" techniques and community organizing skills; and which viewed development as a process; rather than those projects which addressed a particular problem with a capital investment. More of these process oriented projects are in evidence at the end of this period (1981-82). For example, the Shinning Community Development Center Program (1982), the Kenya YMCA Community Development Education Program (1982), and the Indonesia Workshop on Corporate Planning for Development (1982). This is in keeping with the general finding of a shift in 1981-82 to "country specific" projects with regard to those projects categorized as developing "institutional capability and human resources", (3 such projects - 1979/80; and 5 in 1981/82). The movement toward "process" has also increased the number of participants, and demonstrates maturity for the YMCA as a indigenous community development agency.

Projects were reviewed against IS and DC objectives, achievement of specific expected results, and sustainability or where appropriate "institutionalization". Generally, the types of projects which succeeded and failed could be listed as follows:

Strong

Rural Extension
Agricultural Development
Vocational Training
Youth Values/Education
Leadership Training
Community Organization

Weak

Management Training
Feasibility Studies
("Concept Testing")

The most efficient projects in terms of a general participant-to-cost ratio were in Asia, and the most problematic projects were most often in Africa. Other area administered programs varied greatly, and their relationships to National movements is illustrated in the Case Study reports. Design of future IS and DC programs should concentrate on these areas of strength or proven success with regard to national and grass-roots projects (e.g. small scale community development, leadership development, agriculture, and vocational training/youth employment), and encourage area training programs which relate to these specific project areas. A case-based field training approach could be further developed, with a focus on specific and appropriate design and management skills including project identification, "needs assessment", and other pre-project studies. (See Section _____, "Training Programs".)

Although in Ghana there seemed to be some drift away from a basic human needs approach to development, this did not represent a trend. To the contrary, the focus on "process" has generally been complemented by more small scale, "grassroots", community designed and implemented projects. Increasingly the YMCA provides the network and technical support, serves as a catalyst and provides some initial investment to promote local community initiatives and a "process" oriented approach to development.

New constituencies have also coalesced as a consequence of successful community organization and community development projects. Particularly in Latin America, the question of YMCA institutionalization of these development project constituencies represents a policy concern for the LAC. An ongoing structure related to the YMCA is suggested, however, the appropriateness to traditional YMCA programs and broader constituency is being studied by the LAC. In India, YMCA extension to rural areas is a major program effort, entitled "Upliftment of the rural poor", and with a goal of forming 300 YMCA rural centers. In many ways this can be viewed as successful achievement of the combined IS and DC approach to development as well as the stated goal of expanding YMCA program and human resource potential including the "organizational development required to sustain indigenous development efforts and improve the quality of life of poor people" However, the question of forming these special constituencies into a common and sustained movement, (perhaps w/ special membership status), should be further studied by donor movements and the World Alliance as YMCA capability to design and launch development projects increases. Institutional support over the period of this evaluation has contributed to the survival, development, and in some cases the re-birth of National Movements for whom the design and implementation of various community development projects is the major program thrust.

The project Summary and Analysis indicated the need to develop methods which better demonstrate the relationship between general institutional support and development program support. The study suggests that W.S. support be more discretionary and directly linked to programs. Improvement has been made in this respect as W.S. allocations are now attributed on a declining basis with a fixed time frame. However, to minimize the "dependency" related to sustained or continuing salary and operating support, World Service should be re-directed to provide additional program-related training and technical support. Essential costs such as staff salaries could in many cases be provided by modest internal sources, particularly if technical support were provided to develop these sources.

A notable number of International Division programs related to IS and DC, and addressing different areas of international development, have been developed over the past several years. Although not financed by the IS and DC budget, these programs are functionally related and support a common development purpose. These related programs include the Center for International Management Studies, the World Urban Program, the Overseas Personnel Program, Refugee Rehabilitation and Resettlement, Services, and Operational Program Grants. Country specific Operational Program Grants alone have doubled the scope of the U.S. YMCAs international development program. With greater decentralization in program management, and effective training and technical support, the number and impact of these programs will increase. Internal functional relationships, and interagency cooperation should continue to be developed. In the case of Operational Program Grants, and with resolution of the A.I.D. audit question, a greater emphasis should now be given to developing direct relationships between A.I.D. Missions and National YMCAs with IS and DC continuing to provide assistance and function as facilitator rather than grantee.

7. PROGRAM MANAGEMENT - OPERATIONAL SUPPORT AND MONITORING

Thirteen (13) of a total of forty-seven (47) projects approved for funding by the IS and DC Committee were cancelled. The reasons for the cancelations include: (1) Political Considerations (e.g. Thailand, and Thailand-Cambodia conflict); (2) The ID approval process, (including criteria, the role of the committee for Intermovement Support and Development Cooperation, and other procedures), which lacked clarity and consistency particularly at the outset of this 4 year program period (fewer projects have been cancelled since the mid-term evaluation); (3) Developing country YMCAs changed their request because of insufficient staff, or similar obstacle to project implementation (e.g. LAC "feasibility study"); and (4) Resolution of the AID Subrecipient and audit question was delayed for 3½ years with projects submitted pending sooner resolution.

The criteria, guidelines, and approval process for project requests have been well refined over the period of the last four years. Consideration is given to requests which fall within either of the following categories:

1. Basic support necessary for maintaining the life and welfare of the particular movement, Area Organization or World Alliance Unit:
 - A. YMCA Extension
 - B. General Institutional Support
 - C. Staff Support

2. Program and project support important to maintaining ongoing programs, program extension, leadership development, and new projects emphasizing socio-economic development:
 - A. Increasing human resources by strengthening indigenous development management capacities.
 - B. Addressing the basic obstacles to youth employment.
 - C. Creating a process for program concept testing.

Other criteria which are applied to requests from overseas YMCAs include:

1. Realism of budget and financial implications.
2. Comparison of socio-economic impact to cost.
3. Quality of project design (e.g. clearly defined objectives, progress indicators, etc.)
4. Local "in-kind" human and financial participation.
5. Proposed and/or endorsed by Area, National Movement, or U.S. YMCA partner with local beneficiaries and local YMCA involved in planning and implementation.
6. Institutional capacity/management capability.

YMCA experience over the past several years has led to additional considerations which characterize YMCA development projects and offer guidelines for new projects:

1. Generally small in scale and labor rather than capital intensive.
2. Foster self-help initiative among the poorest of the poor.
3. Mobilize private financial and human resources.
4. Strengthen people-to-people contact.
5. Are innovative and replicable.
6. Create conditions for self-sustained development efforts.

Following endorsement by the Area and/or the World Alliance, projects are approved by the IS and DC Sub-Committee of the International Division Committee. Given the wide variety of conditions and needs from one area to the other, consideration should be given by the IS and DC Sub-Committee to modifying specific project criteria and guidelines to correspond with regional development priorities and strategies while maintaining a uniform funding approval process and program areas. Adjustment of criteria to reflect individual area and national development needs would require a development plan from each area including a statement of priorities and strategy.

The delay time between project submission and disbursement of funds is comparatively short with an estimated two to four months average delay.

Disbursement of project funds is contingent upon receipt of satisfactory six month program and quarterly financial reports for the preceding period(s). Enforcement of this policy has steadily improved as fund disbursements have been withheld pending receipt of satisfactory reports. Reports have generally included more quantifiable data, to the point where in some cases accompanying narrative is missing. Unless translation capability is provided assurance will need to be made that all project reports are in English.

Reports and other documentation are kept in individual country files. Both the information and organization of these files has improved in the past several months. Many files now have a cover sheet "memorandum" which outlines what is contained in the file, and what is needed or outstanding for follow-up. A Project Monitoring Board continues to track individual project progress, and an Administrative Procedures Manual has been developed. Monitoring operations have generally improved over the past four years. Nevertheless, further study is needed to develop methods for synthesizing, reducing, and analyzing information and data collected on project progress which in turn will facilitate program evaluation.

Improved in-country monitoring of projects would also improve the quality of reports and contribute to improvement in the total intermovement information collection and management system. The Ghana Case Study Report indicated that project success is often attributed without reference to stated objectives or what the project set out to accomplish (e.g. FLEC and DRMC projects). Problems with project monitoring and the "redirection" often eventually needed are in turn related to project planning, the "active" participation of local development staff in "appropriate" project identification and design, and the subsequent need for training in these initial stages of project development which are ongoing and form an integral part of project management. This issue is addressed further under "Training Programs - findings and recommendations".

Operational Support Services including technical support in project design, proposal writing, negotiation, and communication, coordination, evaluation, etc. is provided by U.S. field and headquarters staff. These services which include staff visits also assist in providing information and project monitoring. As recommended by the Mid-Term Evaluation (1980) the level of support to "Operational Support Services" or headquarters support functions has been significantly reduced. A U.S. YMCA field support office is maintained in Hong Kong to work with the Asia Area. The African Alliance has eliminated expatriate staff support and increased its staff to three including one full-time professional for development management and support. These measures, coupled with more specialized training programs for National Development Directors, should assure continued improvement in both national management capability and regional management support services.

8. TRAINING PROGRAMS

All three case studies indicate a need for training in design and management skills related to the initial stages of project identification, in addition to training in the design and conducting of surveys and studies which provide economic data for project identification and design. In Ghana and Bangladesh, projects suffered because market demand for products was insufficient. The Panama, Youth in Action Project calls for youth training and employment, and income-generating activities, yet no manpower studies had been conducted of local industry needs.

"Feasibility Studies" have been used to include anything which contributes information useful to YMCA planning or program design, rather than determining whether or not a proposed activity was "feasible". Although these studies have generally been useful to YMCAs, a more specific "need assessment" conducted by trained YMCA staff and complemented by appropriate manpower studies and market surveys would normally be adequate for purposes of development program design. More emphasis must be placed on pre-project, economic studies which contribute to project planning and design. For example, the Bangladesh case study concluded, "Rural development projects which foster handicraft training and the development of cottage industries have often failed because of lack of market for goods produced." (Pt. K, Page ___)

The Mid-Term Evaluation also underscored the need for more specialized development management training programs. The areas have begun to implement such programs, but at least in the case of the African Alliance Development Directors Training Program, the regional training program had less than full participation from the National Movements. This suggests an in-country, or more of a practical case-based approach to specialized training, and the direct utilization of those

techniques acquired. Like technical support, training should be provided on a country specific basis by regional staff. This targeted training approach would respond to varying National socio-economic conditions, more fully utilize local resources, and emphasize the practical project applications of the skills acquired. Consideration should also be given to a "training of trainers" program sponsored or co-sponsored by the World Alliance to upgrade management skills of regional staff.

The Ghana case study indicated that a certain sophistication had developed with regard to donor-pleasing rhetoric, and the selection and design of programs on the basis of donor appeal and available funding. Training programs should, of course, avoid this backwards approach, focus on development skills and concepts, and avoid passing donor rhetoric on to developing country YMCAs.

The consultant identified the need to consider the wide variety of social and economic factors and other specific local and national conditions in the process of identifying appropriate development projects. This concern is related to the correct determination of existing YMCA capability to deliver the program identified. Projects poorly selected may detract from institutional strengthening or in fact drain or decrease institutional capability. Country specific training programs would also assure the active participation of local development staff in the identification of needs in the country and formulation of projects which respond to these needs.

The requirement to consider both social and economic factors, and provide more specialized development management skills, suggests a two phase or two semester training program for professional regional development staff. This training of trainers program might include: development theory and practice, survey of development economics, social anthropology in developing countries, regional analysis and resources, urbanization in developing countries, and rural development planning in the first phase; and project identification and design (including data collection techniques and the studies, surveys mentioned above, project monitoring and evaluation, financial planning, management and cost-effectiveness, case-studies in community development, appropriate technologies, etc.) in the second phase. The world movement through the World Alliance would need to support a program of this scope and importance; and it is likely that a major university would need to be involved.

9. INTER-AGENCY COOPERATION - "EXTERNAL RELATIONSHIPS"

All three case study reports commend the national YMCAs for the number and quality of working relationships formed with other development agencies, and groups or consortia, located both inside and outside the country. These relationships between agencies are often paralleled through the worldwide network at regional levels, and also represent a relationship between a U.S. headquartered PVO and the YMCA. Although primarily with other PVOs and church related agencies, a variety of public and private sector relationships are included (e.g. U.N. agencies other international donor agencies, regional organizations, etc.). Cooperation and coordination are further achieved through YMCA participation in several consortia including: Cooperation in Development, (CODEL); American Council of Voluntary Agencies, (ACVA); Private Agencies in Development, (PAID); and the Division of Overseas Ministries, (DOM).

The Consultant's Report indicates the value of "external relationships" in providing an overview of the local/national situation and in assessing the importance of various development issues, and the appropriateness and ability of the YMCA to address a particular issue. Development of these relationships should continue to be given a high priority as specific community needs can effectively be identified and addressed through networks of organizations each with a specific focus or interest. These relationships also serve as a measure of institutional development or YMCA maturity as a reputable community development agency. The International Division, World Alliance and regional bodies must continue to reach out to related development agencies and encourage direct functional linkages with local YMCA development programs.

10. THE EVALUATION PROCESS - A MODEL FOR THE FUTURE

An interdisciplinary or "team" approach was used which brought together different skills and perspectives. An Evaluation Plan and chart of work was developed by the IS and DC Program Evaluation Committee which met periodically from May to December, 1982 to review evaluation progress. Members of the Evaluation Committee included:

- Mireille Gilles, Executive for Development, The World Alliance of YMCAs
- John O'Melia, Director, International Division, YMCA of the U.S.A.
- Agnes Pall, Associate Director, I.S. and D.C.
- Steve LaVake, Manager, International Education and Technical Support
- Brad Smith, Manager, I.S. and D.C. and Center for International Management Studies
- Dick Ortmeyer, U.S. Program Support Services, Asia Area
- Jean Bedger, Director of Research, YMCA of the U.S.A.
- Myrtis Meyer, Research Associate, YMCA of the U.S.A.
- Dietrich C. Reitzes, Professor of Sociology, Roosevelt University
- Dwight Call, Executive Director, the General Convention of Sioux Indians YMCAs
- Rick Jackson, Executive Director, Minneapolis YMCA University Branch

Members of the evaluation team participated in individual case studies as well as reviewing and critiquing other sections of the report. Involving the expertise of the National Board's Research Department with the perspective of local YMCA executives experienced in international and community development programs not only brought added dimensions, depth and objectivity, but also provided a learning experience for team members and field staff. A view from the summit was provided by Mireilles Gilles, and Dr. Reitzes served as an independent consultant. As indicated by case-study reports, the evaluation involved regional development directors, national staff and volunteer leaders, and program participants.

The Case-Study teams consisted of:

Panama

Dietrich Rietzes
Myrtis Meyer
Steve LaVake
Fernando Llossa
(Latin American
Confederation)

Ghana

Rick Jackson
Tom LaSalle
(Vice-Chair,
Board of Directors,
University YMCA,
Minneapolis)
Joel Kinagwi
(African Alliance)

Bangladesh

Dwight Call
Dick Ortmeyer
Raj Soloman
(Asia Area Committee)

These Case Study teams worked closely with development program staff and the respective National General Secretaries including: Mathew Malakar, Bangladesh; Alfred A. Sarkodee, Ghana; and Jerry Prado Shaw, Panama.

A similar interdisciplinary process with regard to training, and to technical assistance involving corporate planning and financial development might be considered in designing and implementing new directions in institutional support to developing country YMCAs.