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SAVE THE CHILDREN  
MATCHING GRANT  
EVALUATION REPORT  
TO THE  
AGENCY FOR INTERNATIONAL DEVELOPMENT

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## MATCHING GRANT EVALUATION REPORT

### A. INTRODUCTION

The purpose of this report, as requested by the Agency for International Development (AID), is:

"To examine and evaluate the Save the Children Federation (SCF) headquarters operations under Matching Grant (MG) funds during the period 1979-1981 in order to assess the extent to which SCF programming, training, evaluation/reporting system (Field Office Reporting), project selection/implementation and fiscal and administrative process have supported the Community Based Integrated Rural Development (CBIRD) activities in the field."

Save the Children will attempt to provide an overview from the Home Office perspective of the kinds of support provided to the field, as well as a candid appraisal of issues needing to be addressed by an organization using a unique funding source for the first time.

This report is based on interviews and discussions with individual staff members of the Program Department, as well as the President and Executive Vice President at Save the Children home office. The report is also based on a self-assessment exercise carried out by the Program Department in an all-day session in which home office concerns were examined and an analysis made of program, management, and fiscal lessons learned with the Matching Grant. A third source of information has been perusal of such documents as the Matching Grant proposal, annual reports, minutes of recent meetings of the Board of Directors of Save the Children, and other country or program specific reports.

The format of this report is a series of questions and answers, the focus of which was suggested through the collaboration of USAID's Development Officer and Save the Children's Director of Planning and Evaluation. Our third and final annual report to the Agency for International Development on the Matching Grant will provide more comprehensive information and detailed documentation (reports, evaluations) on the many contributions the Matching Grant has made and the programmatic and sectoral advances the grant has allowed Save the Children to make. This paper is intended to complement the information provided in the three annual reports, which should be consulted for a more complete assessment of Matching Grant program activities.

The observations and comments contained in this report reflect a composite of the experience and opinions of the entire staff of Save the Children. One of the most pervasive feelings among staff members is that the Matching Grant has proven to be a positive step forward in terms of program flexibility. However, the full potential has been limited somewhat by conflicting signals within the Agency for International Development. It was agreed by the staff that an evaluation exercise of this type is indeed beneficial and in the future should be carried out at the home office level near the midway point of the grant to provide for earlier application of the lessons learned.

An impact evaluation of the Matching Grant based on the logical framework will be included in Save the Children's third and final report to the Agency for International Development. The final report will address the

extent to which the stated purpose of the Matching Grant has been achieved:

"Over a three year period SCF/CDF will support a community development process that will emphasize new programs, within the overall context of the agency's integrated development framework, in child/youth development; community leadership development; water resource development; credit extension; women in development; urban community development; appropriate technology; crafts production and marketing; within four new countries and four countries with established programs."

Although this statement of purpose applies specifically to the three-year Matching Grant, it should be noted that the Matching Grant is conceived as part of a longer process. The long-term directions of the Save the Children program are outlined in a concept paper for a centrally funded grant now being prepared for submission to the Agency for International Development. The remainder of this document concentrates upon a self-assessment of the present Matching Grant period.

B. AREAS OF INQUIRY

1. PROGRAM SUPPORT: PLANNING, EVALUATION, TRAINING

In what ways have the human resources at headquarters contributed to program assistance and guideline formulation; and specifically, how have planning, evaluation, and training increased the capability of field personnel?

HEADQUARTERS OVERVIEW

The Matching Grant has funded the positions of Director of Planning/Evaluation and Director of Training as well as Assistant Regional Directors for the three overseas regions. In addition, the grant has funded an assistant for planning/evaluation, three administrative assistants, and five interns. Save the Children has used private funds for the three Regional Directors, the Vice President for Program, and their respective budgets.

All of the above positions benefit not only the nine Matching Grant countries but also the other programs comprising the overseas regions. The regional staff is responsible for the supervision, direction, and coordination of all of the field offices within their geographic areas. The Directors of Planning/Evaluation and Training work closely with each other and with the regional staff to support the field offices and to facilitate coordination. They are often involved in regional or sub-regional workshops for field directors, field coordinators, and others to improve the skills of field personnel in program administration and community mobilization. While the majority of planning/evaluation and training activities take place in the field, using local resources, field personnel, and local consultants, the headquarters staff provide

support, guidance, and supervision. The training activities are further supported by the three Regional Training Coordinators made possible by the Matching Grant.

#### PLANNING

A more systematic planning process has emerged during the period of the Matching Grant. The most recent series of country plans for new Save the Children programs (Egypt, The Gambia, Sri Lanka, Nepal, Tuvalu, Kiribati, Bhutan, Ecuador, El Salvador) reflects this improved planning process and shows an increased sensitivity to the cultural and socioeconomic realities of the respective countries. In order to reach the poor who are the primary focus of Save the Children's development efforts, the planning process has continued to stress the existing political structure to ensure constructive linkages with government and social institutions. The visits to field programs by home office staff, consultants, and evaluators made possible by the Matching Grant have strengthened the planning process through first hand involvement in and evaluation of programs which serve as the basis for planning future programs. A synthesis and sharing of findings at the home office level benefits field offices in all the regions.

The planning process used in the urban shanty of Kirillapone in Colombo, Sri Lanka, provides an example of how a baseline survey can involve the local community and also provide a base for program planning, implementation, monitoring, and evaluation. The baseline survey techniques were developed jointly by headquarters staff and local consultants and are

currently being shared among the regions and programs of the agency. This experience in Sri Lanka has been shared also with other PVO's as a case study in a workshop on monitoring sponsored by the American Council of Voluntary Agencies for Foreign Service.

The baseline survey methodology is based on social science research techniques and combines a set of objective indicators of socioeconomic conditions with the subjective assessment of problems and needs as perceived by the local people. The Sri Lanka Center for Development Studies was commissioned to conduct the survey of 15% of the 350 households within the community. Extensive meetings were held with individuals, families, and community groups of youth, men, and women in which local needs and problems were identified. It was clear the people were aware of the complexity of their problems and the magnitude of their needs. They welcomed the agency's catalyst role and were committed to making their own contributions. The community formed a committee during the baseline survey and undertook several small-scale projects.

The analysis indicated that over 97% of the families were below the poverty line and approximately 45% of the labor force was unemployed. The housing and sanitary conditions were extremely poor. Although basic services, facilities, and amenities were available to Colombo city in some measure, lack of access to them for the Kirillapone community seemed to lead to a high level of frustration. A "community" feeling, a sense of belonging and mutual ownership of common problems, seemed to be lacking. This analysis also indicated that there was a high correlation

between the objective indicators of socioeconomic conditions and people's subjective perceptions of their needs, confirming the problems Save the Children should address.

Following the baseline survey, an implementation plan was defined for the program in Kirillapone with specific objectives for physical infrastructure (housing, water, sewerage), for economic development (skills training, small industries), for social development (nutrition, education), and for community organization and development (leadership training).

Since the program was launched in Kirillapone, the baseline survey and implementation plan have provided a program framework. The planning process has given a sense of program direction and has been a training tool for the newly hired staff. At the same time it has facilitated detailed annual planning by the field office team and the community. The field office staff have acquired a sense of program ownership which now is being transferred more and more to the community. The planning documents provide a common goal and program strategy for the community, the Sri Lanka Field Office, and SCF headquarters as well as the funding agencies.

The baseline survey methodology, combining socioeconomic indicators with subjective needs assessment by the community, has been or will be used by Save the Children in several new programs, including the island cluster of Kiribati, the highlands of Ecuador, and the mountains of Nepal.

However, the methodology cannot be viewed as a ready-to-use package but must be adapted by creative researchers/planners to each community with sensitivity to local situations. Community members' participation in planning does not necessarily mean their involvement in the preparation of sophisticated blueprints: if the planners listen carefully and interpret community concerns into the planning framework, community participation is possible regardless of education and income levels. An implementation plan based on the baseline survey must have sufficient flexibility to respond to community concerns and initiatives.

#### EVALUATION

Through a series of external evaluations of its programs in the Matching Grant countries as well as its other programs around the world, Save the Children has added to its cumulative record of the application of its CBIRD methodology to a variety of settings. This record provides numerous lessons in community-based integrated development. Evaluations have been conducted at various stages of program implementation. In some cases, country-wide programs have been evaluated; in other cases, specific impact areas or projects have been evaluated. Particular issues have been addressed in certain evaluations, for example:

- the application of CBIRD to an urban context (Sri Lanka)
- the institutionalization of CBIRD by local government (Indonesia)
- the extension of credit to community groups (Lebanon)
- the development "process" (El Salvador)

A new approach to evaluation is being tried in one of the agency's oldest country programs, Korea, where the Save the Children impact area is being compared to a "control" community similar in most respects to the impact area but not supported by Save the Children.

Internal monitoring and project evaluation must accommodate the wide variety of project size (10 to 10,000 beneficiaries), budget (\$250 to \$25,000), duration (2 months to 5 years or longer), and scope (single sector or multisectoral). Save the Children has in its Field Office Reporting System (FORS) a mechanism for financial monitoring of all projects. The agency is also designing a format for periodic evaluation of larger projects by field staff in order to share the results and lessons learned more broadly among regions. This will complement the Project Description form presently submitted by the field offices for every project which details project objectives, planned activities, and required cash and material inputs.

Currently the Program Department is participating in a review of CBIRD through a series of half-day and full-day sessions led by the Director of Training. In these sessions the various components of CBIRD are being examined, with experiences from all the regions, international and domestic, being shared and discussed. It is planned that this exercise will result in a refinement of the CBIRD guidelines in the Field Office Manual. It is recognized that CBIRD is not a new concept, but is based on general notions of community development practiced throughout the world. Save the Children's own interpretation includes these main components:

- needs assessment
- community representation through organized groups
- program/management support
- community education and participation
- sectoral integration
- evaluation of projects and programs
- institutionalization

The central findings of the evaluation process during the period of the Matching Grant concern the applicability of CBIRD to a wide variety of settings along with the recognition of the need to adapt CBIRD to the many different cultural and political environments in which Save the Children operates. Among the Matching Grant countries, CBIRD has been implemented successfully in such diverse environments as:

- the urban shanty of Kirillapone in Sri Lanka
- the war-torn countryside of Lebanon
- the government structures of Indonesia

The evaluation process has also led to the following observations concerning the CBIRD methodology:

- The role of the field coordinator is critical to the success of the agency's programs since the field coordinator is the link between the agency and the community.
- It is sometimes unnecessary or inappropriate for Save the Children to establish new community committees when there are existing local institutions through which the agency may work.
- There is a tension between the belief that communities should determine the direction of their development and the fact that

certain solutions are being promoted, for example, in the fields of appropriate technology or women's activities.

- The CBIRD methodology assumes that economic goals and social goals are compatible and may be pursued jointly. Initially, however, the community is likely to favor income-generating and infrastructure projects which provide immediate material benefits rather than human resource development projects. Only later does program activity tend to include a mix of types of projects. There is a practical (as well as ideological) reason for Save the Children to pursue economic and social goals, however: if delays or obstacles are encountered in one area, progress may still be made in another.

## TRAINING

The Director of Training is working to establish within each country and region a systematic, ongoing training capability based on priority needs and emphasizing learning by doing. Participants become directly involved in designing their own training activities. Thus the training experience is a model of participatory development.

To assist field staff, and through them the community, country and regional training plans are being prepared by the three Regional Training Coordinators (RTC's) with guidance from the home office. The RTC's meet with the entire staff of each field office to assess training needs and develop a training strategy. In Latin America, where regional administration is facilitated by the common Spanish language and the relatively short distances between country programs, the regional training plan is already being implemented in 1981. The plan includes a series of five regional conferences on topics such as training for

trainers, planning and evaluation, and appropriate technology. In the Asia/Pacific and Middle East/Africa regions, where the countries are more diverse culturally and linguistically, training plans are being prepared for sub-regional units, for example, South Asia, Southeast Asia, and South Pacific. The goal for all the regions is to appoint a training coordinator in every field office so that eventually the RTC's may be phased out.

An illustration of how training filters down to the community level may be seen in Yemen where field coordinators were trained in the concepts, skills, and tools for community development and later participated in an intensive program for the design and construction of small water systems. A manual, which had been developed previously for Save the Children by two engineers, was tested during this training program and was substantially improved as a result. The second phase of this training was the actual construction by villagers of four water systems in rural areas of Yemen with the coordination of the community workers from Save the Children.

For each training activity taking place in the field, the Director of Training reviews documentation on assumptions made, difficulties encountered, solutions tried, and instruments used. A series of training materials has been developed out of various training activities, which can be used to replicate projects and train field staff in other countries and regions.

The Director of Training conducts orientation at least three times annually for all new members of the Program Department, other departments as appropriate, and selected field staff. The orientation is also attended by members of the Save the Children Alliance, and other invitees. The three-week course concentrates on the agency's philosophy and methodology, planning, evaluation, administrative policies, fiscal reports, and fund raising.

2. FIELD OFFICE REPORTING SYSTEM

What progress has been made in implementation of the Field Office Reporting System and its use as a budgetary management tool?

The Field Office Reporting System (FORS) provides for:

- systematic community based planning for project development
- allocation of fiscal resources for project funding
- monthly reporting of project expenditures
- fiscal and other management information for decision makers

The implementation of FORS has required substantial efforts on the part of the Program and Finance Departments as well as the skills of an in-house financial analyst. As a result, the system is beginning to provide more project information to agency decision makers at all levels than was previously possible.

At the headquarters level, the implementation of FORS has been hampered by the fact that FORS was a parallel system to the General Ledger System of the agency. A series of working sessions between representatives of the Program and Finance Departments concentrated on making FORS a compatible financial tool for project reimbursements. As of July 1981, the agency is moving to incorporate FORS within the General Ledger System of Accounts.

Save the Children has been fortunate to obtain the services of a financial analyst seconded by IBM for one year. With extensive overseas corporate experience, she has been assisting the process of integrating FORS with the General Ledger System, working between the Program and Finance Departments and developing reporting procedures for donated services and fund reconciliations.

The Director of Planning/Evaluation has turned over the monitoring of FORS to the regional staff. As the regional teams become more familiar with the FORS project submissions of various field offices, they are able to identify the most common operational problems and provide feedback to the field offices on appropriate corrections. This feedback, though often very time consuming, has improved the field staff's understanding of the proper procedures in the use of FORS.

The regional staff now receives bi-weekly printouts of planned versus actual expenditures for each community project. and they are beginning to share these with the field offices. As the accuracy and comprehensiveness of the information continues to improve, FORS is becoming a true management tool for budget control, project monitoring, and information feedback. This will enable financial analysis of various kinds including allocation of funds by sector, source of funding, and possible cost-benefit analysis. FORS also allows for the reporting of community investment of cash and materials in-kind, which is important for the recognition of people's contribution to their own development.

A computerized management information system is difficult to implement effectively, especially in an organization operating in diverse areas of the world with people of varying levels of formal education. The process needs a great deal of guidance in order to maximize its utilization. Many of the operational problems encountered have been traced to a lack of understanding of FORS as a system. For this reason, more simplified instructional materials and visual aids are being developed for training

purposes both in the home office and in the field. Ultimately, we expect to produce a small reference handbook as part of the Field Office Manual on FORS operation, in simple terms to facilitate translation into local languages. Three workshops have been held recently: in Albuquerque for the American Indian Nations field office directors; in New York for the Domestic Region field office directors; and in Honduras for the program managers and field coordinators in the Latin America Region. These workshops have resulted in a much greater understanding and better use of the FORS system.

3. FISCAL ADMINISTRATION OF MATCHING GRANT FUNDS

What is the current procedure for approval and allocation of funds under the Matching Grant and in what ways could the procedure be made more efficient?

APPROVALS

Requests for Matching Grant project funds are generated in the field through the regular project planning process involving the community committees and the field coordinators. The requests and plans are submitted to the field directors and subsequently to the regional directors in Westport, who review the proposals and make recommendations. The Vice President for Program makes final recommendations and approvals based on the following criteria:

- a. Does the project reflect one or more of the areas of emphasis?
- b. How does the project fit into the overall program?
- c. How will the project be sustained after the expiration of the Matching Grant?

Although this may seem a rather lengthy process, the time required for handling requests at the home office level is usually only a few days. Furthermore, the wise use of project funds can better be assured when there is shared understanding and agreement at all the various organizational levels - from the community participants to the Vice President for Program.

ALLOCATIONS

In 1981 the allocation of funds among projects in Matching Grant countries was based on plans submitted by field offices through the regional

staff to the Vice President for Program. Thus each field office knew early in the year the level of funding to be made available through the Matching Grant for the calendar year. Specific projects were proposed and approved within the allocated amounts. After six months the levels of approved funding are being reviewed for each Matching Grant country, and available funds (allocated to a country but not yet approved for specific project use) may be re-allocated, if necessary, on the basis of new programmatic opportunities.

The Directors of Training and Planning/Evaluation submit budgets to the Vice President for Program at the beginning of the year. Requests from the regions for Matching Grant funds for training or planning/evaluation activities are channeled through these two directors to the Vice President. An application form is used for training activities which contains guidelines on the presentation of proposals.

Eight areas of emphasis were selected under the Matching Grant for special attention in developing projects in the nine eligible countries. Since these eight areas had previously been addressed within the agency's designated reporting sectors, the requirement to request Matching Grant funds according to the areas of emphasis instead of the agency sectors was initially somewhat confusing to the field offices. Furthermore, although requests for funds are made according to areas of emphasis, reimbursement reports under FORS are done according to agency sectors. In the future it is advisable to retain the agency sectors as a basis for planning and reporting while incorporating the kinds of projects developed under the first Matching Grant into these sectors. For example, water projects might be included within either the agriculture

or health/nutrition sector. Below are listed the Save the Children sectors and the Matching Grant areas of emphasis:

<u>Areas of Emphasis of MG I. 1979-81</u>	<u>Reporting Sectors* used by Save the Children Federation</u>
Child/Youth Development	Agriculture
Appropriate Technology	Education
Water Resource Development	Health and Nutrition
Credit Extension	Housing
Crafts Production and Marketing	Public Works
Community Leadership Development	Welfare (Social Infrastructure)
Women in Development	Industry and Commerce
Urban Development	General

\*derived from the International Standard Classification of Community Development Activities, published in 1966.

#### FISCAL MANAGEMENT

In addition to the monitoring by regional staff, as described above, Save the Children has added a full time internal auditor who has visited several field offices, including three Matching Grant programs: Honduras, Colombia, and Indonesia. He has filed complete audit reports on those programs visited and worked closely with the field offices, making recommendations to improve fiscal control procedures and further ensure the best use of available funds.

4. AREAS OF EMPHASIS

What progress has been made towards development of operational strategies and/or institutionalization within the areas of emphasis?

For a complete description of project activity within the areas of emphasis, please refer to the Matching Grant Second Annual Report.

CHILD/YOUTH DEVELOPMENT

A considerable amount of project activity has taken place prior to and during the life of the Matching Grant that directly or indirectly benefits children. Many of these projects relate to major program sectors and areas of emphasis such as agriculture, health and nutrition, appropriate technology, urban development, etc. In addition, some field offices have developed projects in which children are involved as agents in their own development, for example, youth clubs initiating and promoting their own educational, recreational and small income-producing activities.

Under the Matching Grant a major effort has been made by the Director of Training and his Assistant to develop a systematic strategy to center our development activities around the critical needs of children during four stages of their lives, (0-6 mos., 6 mos.-2 yrs., 2-6 yrs., 7-12 yrs.). This approach is designed to complement our efforts in community development by providing a frame of reference for data gathering and planning that focuses on the integrated needs of children. In particular, this strategy;

- a. helps to provide a child focus to the current project activity in the field;
- b. offers an opportunity to identify additional activities that strengthen the development process; and
- c. emphasizes the potential of children as active participants in community development.

The basic concepts of the strategy (which will be included in the third and final report of the Matching Grant) are currently being shared with agency personnel both in the home office and in the field, as an alternative approach in program planning.

This summer the child-centered strategy was presented as a training tool in the planning and evaluation workshop for field coordinators in Latin America. The participants learned to work with the strategy and to assess its utility in program planning. The agency is presently exploring the advisability of applying the concepts and instruments in the baseline studies of new programs.

#### WOMEN IN DEVELOPMENT

Since the primary goal of Save the Children is improvement in the lives of children, their families and communities, a major concern is the roles and activities of women in our program areas. Save the Children Federation set out several years ago to expand its programs related to women as described in the series of Development Program Grant and Matching Grant reports. Through a broad assessment of field projects, the Women's Program Coordinator at the home office undertook to learn the

perceptions of field staff about activities for women in their communities and how agency-supported projects were affecting women. The Matching Grant has provided an opportunity to accelerate this process and to assess the broader dimensions of change in the lives of women in the developing world.

The initial steps in evolving a strategy to upgrade the role and participation of women were threefold: fostering awareness among agency staff and community members; establishing criteria for women's programs; and encouraging field office evaluation of the present involvement of women in Save the Children programs. Since field staff are in a unique position to encourage women to attend school and to share equally in health, recreational, and training opportunities, Save the Children has formally adopted a policy to advocate and facilitate the participation of women in the agency's development programs.

Each field office now has a Social Development Coordinator or staff with responsibilities directed toward health, child care, home improvement, nutrition, family planning, and agriculture. The SDC's encourage and guide the formation of women's groups and assist in training for a variety of activities selected by the women, including technical and management aspects of small income-producing activities.

#### COMMUNITY LEADERSHIP DEVELOPMENT

A central feature of the Save the Children approach is to work with representative community committees, sub-committees, and project com-

mittees. The purpose of these committees is to serve as a forum for discussion and decision-making, planning, implementation, and institutionalization of the CBIRD process. Community committees have been organized and/or strengthened in every operational impact area in Matching Grant countries. The structure of these committees varies significantly. These committees are the focus for Save the Children's leadership development efforts.

Community leadership is considered crucial to the development process. The needs of children and women in particular can be met most effectively where strong community institutions have been established. By supporting representative community groups, Save the Children ensures that the fundamental values of child, family, and community are kept as the central concern.

An example of the institutionalization process occurs in Indonesia where the government of the Special Territory of Aceh is incorporating components of the Save the Children community development example in the impact area of Tangse into its own programs. Save the Children is sponsoring training for government officials and extension workers who will be appointed to initiate model "CBIRD" projects in the ten districts of Aceh. This strategy reflects a government priority to familiarize a large number of villagers and officials with the basics of the self-help development approach in initial project stages.

## WATER RESOURCE DEVELOPMENT

Attention to the expressed needs of community groups has revealed certain consistent patterns. One frequently observed occurrence is that the people themselves can readily come to agreement on their most basic needs. Just as the United Nations has recommended as its highest priority for the 1980's an effort to provide clean drinking water and sanitation to all communities, most of the communities with which Save the Children is working overseas have cited some aspect of water resource development as their own priority.

The frequent requests for assistance in the area of water led Save the Children in December 1980 to review and analyze its inventory of water-related activities in order to determine the desirability of establishing an overall strategy to enhance the agency's efforts in water projects. This inventory, conducted with the assistance of a consultant hired through the Matching Grant, revealed that the number of water projects supported by the agency had already exceeded the projected number specified by the Matching Grant and represented 10% of the total project portfolio for all programs.

The types of water projects receiving SCF attention appear to cut across all Save the Children programming sectors (agriculture, health/nutrition, industry/commerce, public works, etc.) rather than comprise a separate sector in and of itself. The range of existing activities includes, for example, the development of community water systems, the construction of irrigation drains, the sinking of tubewells, the

repairing of fishponds, the building of sanitary latrines, and training in the use of water.

Based on this involvement over a wide geographical distribution of programs, Save the Children is preparing a white paper for discussion which would provide for:

1. encouraging country directors and program managers to be continually aware of the social and economic impact of water problems on the world's poor;
2. monitoring and coordinating the isolated water resource development projects by means of an agency-wide computerized reference system;
3. designing training components at the country, regional and institutional level that will help maintain an appropriate response to water needs;
4. compiling and organizing a list of resources and guidelines for use by country directors and project managers, drawing upon the wealth of experience and existing materials within Save the Children in addition to other sources.

#### APPROPRIATE TECHNOLOGY

Consultants hired through the Matching Grant have not only provided expertise for special projects but also have been responsible for increasing awareness of and commitment to the widespread applications of appropriate technology among headquarters and field based staff members.

As a result, the number of impact areas (11) and projects (28) with appropriate technology applications had already exceeded the proposed numbers for the Matching Grant countries before the end of the second year, with many new projects planned for the third year.

In addition, seven SCF field offices (including the Matching Grant countries of El Salvador, Honduras, and Sri Lanka) have opened their own appropriate technology research/extension centers evidencing an interest in experimenting with innovative ways of using local resources to solve local problems and serving as a focus for training and dissemination of materials.

An agency policy statement on appropriate technology is now being prepared in final form which recognizes the interrelationship between employment, capital, technology, and locally available skills and resources. An Appropriate Technology Background Paper is also being prepared which summarizes the issues and recommendations under consideration by the appropriate technology task group appointed by the Board of Directors. This paper reviews current SCF policies and representative projects in appropriate technology; defines "appropriate technology" in various contexts to address specific opportunities or problems; explores current appropriate technology issues which will help guide future initiatives; and considers organizational requirements in staff, management time, and funding in order to carry out Save the Children's commitments to appropriate technology projects.

Recommendations and actions recently approved by Save the Children include:

- The documentation of appropriate technology related reports about SCF projects for staff use (similar to the water resource development reference file).
- The production of slide series showing step-by-step methods on each major SCF appropriate technology project with accompanying data sheets for training purposes.
- The coordination of regional or sub-regional conferences/workshops to expand Save the Children and host country initiatives in appropriate technology.
- The appointment of a home office staff member for liaison between field and technical consultants to establish a procedure for review of field needs and opportunities and to coordinate the sharing of instructional resources.
- The identification of pilot projects within each region to serve as demonstration sites; and the development of methodology for needs assessment and project evaluation emphasizing community participation in all decisions.
- The examination of alternative implementation plans comparing small grants for entrepreneurial development of low risk techniques with appropriate technology resource center experiments of higher risk techniques; and the procurement of long-term funding, possibly including a loan arrangement, for Save the Children's appropriate technology program.

## CRAFTS PRODUCTION AND MARKETING

The production and sale of crafts is increasing throughout the world as societies come to recognize the importance of preserving the artifacts of their cultural heritage, the market value of locally hand-made items, and the need to encourage a form of small industry development that is consistent with their social structure and values.

However, crafts production cannot be regarded as a small industry in the usual sense, since it is often a seasonal occupation secondary to farming or fishing and a part-time occupation of wives and mothers who work when they can. Furthermore, it is sometimes the case that those who are involved in crafts production are less educated and not as likely to organize the activity into a regular business.

A crafts consultant was sent to Honduras and Colombia under the Matching Grant to examine Save the Children supported crafts projects and their market potential. She reported conditions common to deprived areas engaged in subsistence enterprises: raw materials are often expensive and difficult to obtain, technical assistance is generally not available, and the profit margin of craft products is modest. Although there are promising economic possibilities within ceramics and weaving for some of the areas visited, in others the social benefits at this stage seem to be the most important: women's groups making ponchos for their own children, and youth groups making small books from recycled paper.

Save the Children recognizes the difficulties involved in promoting craft projects and the long-term requirements of capital investment and specialized personnel to develop quality products in sufficient quantity for economic feasibility. A Crafts Center has been opened in the new lobby of Save the Children headquarters in Westport, Connecticut, which has already begun the exhibition and sale of crafts produced throughout the world. In so doing, the Crafts Center serves to generate new sources of employment and increased family income, with an attendant decreased dependence on exploitative intermediaries and short-term external support programs. The center, which is staffed by volunteers, is an "alternative marketing outlet" offering fair prices to craftspeople without commercial profit for the center.

The center also can provide the American public with knowledge of the cultural, social, and economic condition of developing areas and stimulate awareness of their self-help activities. Given the absence of import duty on craft items and the interest on the part of Save the Children's friends to support the agency's field programs, the center offers favorable prospects for the marketing of crafts in the future.

#### CREDIT EXTENSION

As Save the Children programs have become more and more involved in income-producing activities, there has been an increasing tendency to make funds available to communities on a loan basis. Access to credit is normally only one component of a larger multi-sectoral community development effort. By setting up loan funds, donations can be recycled

in such a way that benefits continue long after Save the Children has withdrawn from an impact area. Loan funds therefore provide an important component to the institutional development goals of local Save the Children programs.

The concept of a revolving fund is introduced to community groups through the management of general project funds. Field coordinators work with the community committees in developing bookkeeping and accounting skills so that gradually the decision-making responsibility and authority for the use of funds is assumed by the community members themselves.

The mechanics of a successful loan program are complex, and the agency's experience indicates that each country must develop its own model which is responsive to prevailing economic, social, and cultural conditions. Save the Children is experimenting with several credit schemes around the world using varied institutional linkages, organizational structures, and implementation plans.

A comprehensive set of Loan Fund Guidelines was incorporated into the Field Office Manual during 1980 which synthesizes the agency's experience to date with different credit arrangements. These guidelines serve as a springboard for the development of new self-help credit programs as well as assist communities in the review and evaluation of their on-going credit programs. Agency-wide policy recommendations are also included in the Field Office Manual and will be refined periodically as new lessons are derived from innovative programs such as those now operating in Lebanon and Sri Lanka.

## URBAN COMMUNITY DEVELOPMENT

With the assistance of the Matching Grant, Save the Children Federation has been active in urban community development in three impact areas: Tegucigalpa, Honduras; Kirillapone, Sri Lanka; and Hay es-Sullum, Lebanon. These three urban communities are highly differentiated in terms of population size, basic characteristics, type and duration of program.

Although the agency's experience in urban development is as diverse as the three communities being served, some common features are beginning to emerge which distinguish community based integrated development in the urban context from that of the rural context in which it has usually been applied. An initial discussion of these features is contained in the Matching Grant Second Annual Report and is being elaborated upon through external evaluations of each of the three urban programs. As additional factors are identified which appear operational for urban community development, the headquarters staff will analyze and evaluate the ways in which the CBIRD approach might be modified for greater effectiveness in the urban setting.

The housing rehabilitation effort in Kirillapone, Sri Lanka, represents an adaptation of CBIRD methodology to urban dimensions in determining felt needs; creating community organization; providing technical training and employment prospects; promoting integrated development through attention to health, nutrition, and infrastructure improvements; and building vertical linkages with government institutions for continued support and replication of the model.

The recent evaluation of this program states that the "psychology of dependency" in the shanty is being "eroded" through the active participation of community members in self-help projects. Save the Children has been able to confront the social cleavages characteristic of this urban area and neutralize them by giving formal representation to minorities and by encouraging democratic accountability. The emphasis has been on generating a sense of trust, consensus, and solidarity -- essential to the implementation of CBIRD methodology.

5. PROGRAMMING AND PROJECT SELECTION

- a. What factors have facilitated and/or inhibited programming and project selection under the Matching Grant?

NEW PROGRAMS

The Matching Grant provided valuable funds for the development of new country and impact area programs. Feasibility studies, needs assessment, site selection, and drafting of implementation plans have been made possible in Egypt, Nepal, The Gambia, and Ecuador. However, the process of program development from initial discussions with government officials to start-up of community activities can take a year or more, allowing limited time to develop sectoral strategies and implement projects within a three year Matching Grant.

The Office of PDC/PVC within AID has been very responsive to the agency's requests for inclusion of new countries under the Matching Grant and substitution of countries wherever it became evident that the program would not be able to make the best use of funds, e.g. Ecuador has been substituted for El Salvador and Indonesia for Korea.

However, among the Office of PDC/PVC, Regional Bureaus, and Country Missions of AID, interpretations vary as to the purpose of the Matching Grant and the activities eligible for funding. This range of interpretation led to serious difficulties in communication and delays in funding of up to a year or more in some countries of the Asia Region where Operational Program Grant and Matching Grant approvals were being considered for the same program. Approval for use of MG funds was a factor in the delay, and in one case rejection, of OPG requests.

There is a need to institute specific procedures and uniform guidelines for handling OPG and MG requests, so that the concerned missions, bureaus, and PVC may work together to resolve any problems, and Save the Children may move into program development on a timely basis.

Another factor limiting the effectiveness of the Matching Grant is the requirement that funds be used for project and sectoral development in only nine countries approved by AID as Matching Grant countries. If Matching Grant funds were made available to all AID countries in which Save the Children works, an even stronger and more consistent emphasis could be given to such areas as women in development and appropriate technology. As a result, Save the Children expects to increase substantially the number of eligible countries in the second Matching Grant proposal. Nevertheless, the most effective solution would be the elimination of country limitations in the Matching Grant provisions.

#### CONSULTANTS/CONFERENCES

With a routine system of monitoring the budgetary, planning, and reporting process, the regional teams have been able to identify areas needing additional expertise and training and have been able to arrange consultants and conferences for sectoral assistance. For instance, when the Government and the Save the Children field office in Lebanon were looking for improved construction methods for rural schools and housing, a representative was sent from the Taos Solar Energy Association in New Mexico to design a solar prototype school in Southern Lebanon which will provide a comfortable year-round learning environment with minimum energy requirements. Another consultant assisted in the design and

construction of experimental water catchment systems in Honduras which are now being tested for their usefulness as part of an overall strategy of water resource development.

The Save the Children field offices in the Middle East/Africa Region were encountering difficulties in sectoral planning of agriculture, health/nutrition, and productivity projects. Specialists were called in for these three sectors and a one-week regional planning conference was held with two representatives attending from each field office. The next year's sectoral plans reflected significant improvement, which would not have been possible without funds from the Matching Grant.

#### RESOURCE SHARING

The use of Matching Grant funds has also permitted the sharing of resources among field office programs. In the Latin American Region, for example, an agronomist from CAOTACOS (Community Center for Organic Agriculture and Appropriate Technology) in the Dominican Republic visited Honduras to assist in implementing appropriately scaled agricultural techniques. CAOTACOS has also been visited by Central Americans who are planning to replicate the center in their respective countries.

- b. In what ways can we enhance programming and project selection as we develop the proposal for a second Matching Grant?

Save the Children is currently exploring several possibilities for a new centrally funded grant; one of these options is a second Matching Grant.

The proposal for a second Matching Grant will be based on field office needs and plans as expressed in priorities already established for each region. The starting point in preparing the proposal has been the agency Three Year Program Plan, and subsequent steps have involved regional staff and field office staff in the draft of the concept paper. It is considered essential that the field staff participate actively in the formulation of the Matching Grant proposal, so that the document will reflect attainable objectives.

One point on which agreement has been reached is that fewer areas of emphasis will be selected during the second Matching Grant, allowing greater concentration of resources for sectoral development and, at the same time, strengthening projects already begun under the first Matching Grant: women in development, appropriate technology, small industries, urban programs and child/youth programs.

Attention will be focused on resource and information sharing: the use of regional consultants for technical assistance and the development of regional expertise within all program sectors as well as marketing/management skills for productivity projects. The formation of impact area committees, such as already is occurring in Latin America, will facilitate sub-regional collaboration not only in technical resource sharing but also in leadership training and strengthening of community structures.

A three-year implementation plan for the second Matching Grant will be developed with a preliminary schedule of activities so that the assump-

tions and indicators of the logical framework will be based on realistic definitions of roles and responsibilities of field staff and community participants. The implementation plan will include the elaboration of goals within the areas of emphasis, building upon the guidelines and strategies already developed under the first Matching Grant.

Finally, in order to provide continuity from the first Matching Grant and avoid delays in the approval of the proposal for a second Matching Grant, Save the Children will include the countries already selected for funding under the present Matching Grant, and additional countries could be selected on a timed phase-in basis.

### C. CONCLUSIONS AND RECOMMENDATIONS

Save the Children concludes that the three year Matching Grant is providing substantial and effective assistance in the development of administrative and programming capabilities particularly at the field office level. As noted elsewhere in this paper, this assistance has been most important in:

- Initiation of six new programs (Egypt, Sri Lanka, Ecuador, El Salvador, The Gambia, Nepal), expansion in four previously initiated programs (Colombia, Honduras, Indonesia, Lebanon), and baseline studies for a number of proposed new country programs.
- Adaptation of the Save the Children approach to new urban settings.
- Strengthening of technical capabilities in specified areas of emphasis, such as: water resource development, crafts production and marketing, credit extension, and appropriate technology.
- Strengthening of program activities concerning children and youth, women, and community leadership.
- Strengthening of Save the Children's programming capabilities, especially in planning, evaluation, and training.

In particular, Save the Children is making substantial progress towards achieving the target indicators specified for the Matching Grant, as described in detail in the first two annual reports. At this point, after two and a half years of the three year period, it is possible to state with confidence that nearly all target indicators will be met by the end of the Matching Grant period and that some will be exceeded.

At the same time, however, it should be noted that Save the Children recommends an extension and continuation of the work which has been carried out under the Matching Grant. Although more detailed recommendations are to be described in other documents now being prepared, the major points can be outlined below:

1. Save the Children should apply for another multi-year grant from the Agency for International Development in order to further strengthen its field office capabilities.
2. Assistance should be made available to all Save the Children programs in AID-eligible countries in order to avoid delays and inconsistencies in the implementation of the grant objectives throughout all the agency programs.
3. Project activities should integrate the eight areas of emphasis in the Matching Grant, but should do so within the context of the standard agency reporting sectors.
4. An internal implementation plan should be prepared specifying a program of action for meeting the logical framework indicators during a multi-year grant.

Save the Children has now been the beneficiary of two centrally funded grants from AID: a three and one half year Development Program Grant (DPG) and a three year Matching Grant. The DPG concentrated on improving headquarters capabilities in programming and staff professionalization as well as on expansion into new field programs. The Matching Grant focused on strengthening a series of program emphases at the field level, while permitting continued program expansion. An additional centrally funded grant concentrating on increasing field office capabilities in

program and administrative management would be the third part of a ten year process which could advance the agency towards a self-sustaining worldwide program of development assistance.