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**Salesian Society, Inc.,**

**Matching Grant Evaluation**

Prepared for

**The Office of Private and Voluntary Cooperation  
Bureau for Food for Peace and Voluntary Assistance  
Agency for International Development**

\* \* \*

Conducted by

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## Table of Contents

	<u>Page No.</u>
I. BACKGROUND .....	1
II. EVALUATION METHODOLOGY AND CONTACTS .....	4
Persons Contacted and Interviewed .....	4
III. EVALUATION FINDINGS .....	5
Headquarters Activities .....	5
The Field Projects .....	8
IV. EVALUATION RECOMMENDATIONS .....	11

## Salesian Society, Inc., Matching Grant Evaluation

### I. BACKGROUND

The Salesian Society, Incorporated (SSI), whose charitable work is known as the Salesian Missions, is Headquartered in New Rochelle, New York. SSI was incorporated as a private non-profit corporation in the State of New York in 1907, and it has been engaged in assistance activities domestically and abroad from that time. Named Salesians to honor and continue the commitments of St. Francis of Sales, the order is known widely today as the Salesians of St. John Bosco, after its founder. Formed in 1864, they constitute the second largest Order within the worldwide Roman Catholic Church. (The largest Order is the Society of Jesus, i.e., the Jesuits.) The Salesians number approximately 40,000 Priests, Lay Brothers, Sisters and Lay Cooperators, and have worldwide voluntary humanitarian and developmental assistance responsibilities in over one hundred countries, through over 1,650 projects. Some seventy of these countries coincide with AID missions and program assistance areas.

The development work of the Salesian Society, outside the United States, is designed to assist the recipient areas to achieve self-sustaining economic growth, to improve the lives of the poorest, and to increase the equitable distribution of the benefits of that economic growth. The principal work of the Society in this regard is in the education of the poor and disadvantaged urban and rural youth through trade and agricultural schools. This development is realized by inculcating job skills of life-long application, and enhancing the youths' appreciation for, and interests in, the contribution of their labor to the well-being of themselves, their families and their communities.

The constitution governing the work of the Salesians establishes that it is their primary mission to work with the young who are "poor, abandoned, or in danger." The Salesians regard the stages of adolescence and the dawning of adulthood as a decisive time for the formation of values in a person's life, and they view each generation with renewed hope, believing that in our evolving world the problems of youth assume fresh proportions and particular urgency. This emphasis is directed first to the poorer youth: "... to those who, on account of economic, social and cultural poverty - at times extreme - have no normal chance of self-betterment."

The curricula at the trade schools for these youths are designed to improve the productive skills of these youths by training them for available enterprises. The program of study at the agricultural schools for these youths is designed to strengthen management and other capabilities so as to increase food production in the lesser developed areas in which these schools are established. Techniques are incorporated into the programs for land improvement and marketing improvement. Most importantly, potential management competence is significantly raised and capacities to plan and implement in the field are nurtured. The educational assistance provided by the Salesians improves the productive skills of the rural and urban poor, their formal educational systems, and the management capabilities of those institutions.

The Salesians' work overseas is carried out in some of the most economically deprived areas of the world. An activity is most typically located in an area where average life expectancy is low, the average annual income is a fraction of that of the developed world, absolute poverty is common, hunger and malnourishment frequent, high illiteracy exists, and the lack of adequate food, water, clothing, shelter and medical care is all too apparent.

Discussions between FVA/PVC and Salesian Missions leading to this matching Grant began in 1985. The emphasis of the United States Government on development projects of enduring benefit closely paralleled the objectives of the Salesian assistance. A matching grant to SSI could provide more focused cooperation between the public and private sectors to alleviate the conditions affecting the disadvantaged in developing countries as a successful means of improving the standard of living of those less fortunate.

The Salesian Society believed that the recognized impact of its programs in developing areas and the aims of AID Mission programs were compatible, and it would therefore seek to increase the level of government assistance flowing to these projects. In order to do so, however, SSI would need to improve its programming abilities. There were currently three Salesian projects receiving OPG funding (Papua New Guinea, Swaziland and the Dominican Republic). These, in addition to the projects funded under the matching grant request, would provide an excellent basis for improving the Salesian headquarter's ability to monitor additional projects in other parts of the world. SSI would, therefore, need to take the necessary steps to prepare itself for increasing levels of AID funding through specific actions taken at both the headquarters and field levels.

The 1985 PVC Proposal Review Committee agreed that Salesian Society, Inc. merited tangible AID support because of their

extensive outreach in AID Countries. This was especially true in African countries where SSI is frequently the only operationally established PVO working in the many overlapping areas of mutual SSI/AID priorities, including private enterprise, job creation, training, institution building, technology transfer, improved agricultural production, and assistance for the basic human needs. The committee, however, agreed that mission Operation Program Grants (OPGs) were the more appropriate long-term AID funding mechanism for SSI, given the smaller size and locally specific nature of monitoring the SSI projects.

The resulting three year matching grant was awarded with the main purpose of strengthening the project planning, design, monitoring and reporting to the headquarter's office of the Salesian; Society, and to generate and manage additional AID mission funded projects.

A secondary purpose of the grant was to field test a number of agricultural and vocational training projects that have the potential to be replicated in other AID countries. Two of these projects are in Bolivia and the third is in Lesotho.

The program components included:

1. Headquarters strengthening which would organize a SSI Overseas Program Office and give it the capability to plan, generate, monitor, evaluate and report on an expanded portfolio which is compatible for funding by AID/Mission OPGs. It should result in five new OPGs.
2. Project assistance which would field test an agricultural skills training project in Bolivia and vocational skills training projects in Lesotho and Bolivia. These adult non-formal training projects have the potential for replication in other AID countries. It should result in 720 men and women, 240 in each of the three projects, receiving basic skills training (1,440 student/years) and follow-on support to enable them to earn a living and support their families.
3. Evaluation/documentation of the grant program field-testing will be carried out. It should result in a lessons learned document developed to use for project replication and disseminate to the PVO community.

## II. EVALUATION METHODOLOGY AND CONTACTS

Because of the size of the SSI Matching Grant, it was decided that the evaluation would be conducted by one person in collaboration with Salesian Mission Personnel. To meet that end Franklin Moore began meeting with William Sigler, the Salesian Missions Director, Overseas Development Program and Shane MacCarthy the Project Officer, in February of 1988 to begin to establish evaluation parameters.

The Headquarter's Component consisted of a series of interviews with the Program Director which were based upon the statement of work developed between February and June. It was decided that a review of projects operating in the field should include a review of both project assistance as enumerated in the Matching Grant, as well as some field activity which resulted from an expanded AID OPG Portfolio. It was decided that the vocational skills training project in Lesotho would represent direct grant project assistance. The Salesian Boy's Town and satellite projects in Kenya would represent OPG Portfolio activities.

### Persons Contacted and Interviewed

Headquarters: William Sigler, Director, Overseas Development Program

Kenya: Barbara Kline, USAID/HRD  
Brother Tony Pinto, Salesian Mission's Satellites Extension  
Brother Joseph Cherian, Salesian Mission's Director of Boy's Town School

Lesotho: Adrian DeGraffenreid, USAID  
Father Matthew Agustonelli, Salesian Mission's Director of Vocational Training  
Father Tim Leahy, Salesian Mission's School Director  
Sister Margaret, Salesian Mission's Director of Women's Training

### III. EVALUATION FINDINGS

#### Headquarters Activities

Implementation at the headquarters level was to entail the placement of an experienced Program Director who could assist the Director of Development to modify and improve the existing program planning methodologies and create new systems where appropriate.

One of the first activities was to be the development of a questionnaire for dissemination to all the Salesian field offices. The Questionnaire was to survey for the type of programs and program activities, the existence of A.I.D. Missions in those countries, and the potential of collaborative activity, particularly in reference to agricultural and vocational training projects. Numerous field trips were to be utilized over the course of the program to make contact with potential collaborating countries and to monitor the activities in the projects funded under this grant (Bolivia and Lesotho). Each of these latter countries was to be visited at least once each year to monitor progress; and a minimum of six new prospective project sites were to be systematically studied for their potential as OPG submissions.

The lessons-learned document was to be produced by asking the country directors in Bolivia and Lesotho, as well as other sites, to write about their experiences in a systematic manner. These were to accumulate and be analyzed in a single publication in a systemized fashion. This was to be done during the second six months of each year.

The ability to monitor AID-funded country projects was to be further enhanced by numerous conversations with Mission personnel in individual countries, through guidance provided from AID/Washington technicians, and as the result of suggestions/counsel from other USPVOs operating similar programs.

Management of the Matching Grant envisioned that the Salesian Mission's Overseas Program Office would include the personnel below:

1. Executive Director - The Executive Director of the Salesian Missions is Father Edward Cappelletti. He is directly responsible for all activities carried out under all divisions of the Salesian Missions.
2. Director of Overseas Development Program - Has direct management responsibility for all overseas mission projects, reporting and evaluations of projects funded by USAID. He is responsible for approving all projects to be presented to

all US Agencies both home and abroad. He is responsible for applying for funding from USAID missions abroad and staff training in the U.S.

- 3.\* Program Director - The Program Director is responsible for visiting all Salesian Missions throughout the world to evaluate projects and make recommendations to the Director of Development for the funding of new projects. He reports on the progress of all projects and assists the individual missions in the preparation of suitable proposals to the Director of Development for funding. He is the worldwide trouble-shooter for the Salesian Missions.
- 4.\* He is assisted by the Assistant Program Director whose responsibility it is to receive all project requests, statistics and inquiries from all the Salesian Missions. The Assistant Program Director is also responsible for preparing all proposals for the training of women in the Salesian Missions.
5. In addition to the permanent staff, outside consultants will be employed, when necessary, with training, evaluation and project writing and editing. Mr. Loren Finnell was employed to assist with the writing of this matching grant proposal. Mr. Finnell is the president of The Resource, a consulting firm located in Larchmont, N.Y.
6. Project Directors for Latin America and Africa-Asia - Some time in the future two new assistants may be added to the headquarter's staff. The addition of these two will depend on the success of the present staff during the next two years and the success of the present staff during the next two years and the amount of requests from the field missions for project funding.

A Project Director for Latin America whose duties will be to facilitate correspondence and reports for all our Latin American Missions. He will act as agent and troubleshooter for preparing, evaluating and administering of projects in the Latin America area.

A Project Director for Africa-Asia whose duties will be to facilitate correspondence and reports for all our African and Asian Missions. He will act as agent and troubleshooter for preparing, evaluating and administering projects in Africa and Asia.

\* = new positions for grant program

The grant became operational in September of 1986; however, the implementation of the grant was slower than expected. It was agreed by the Salesians that the New Rochelle Overseas Program Office would be augmented to include, in addition to Father Germaine, a second staff member experienced in program planning and management; this was to be the Director, Overseas Development Programs. This person was to have experience working with A.I.D. reporting and proposal policies and procedures. A person with such skills was not easy to find and it took the Salesian Society six months to find someone with the necessary skills. With the eventual addition of William Sigler in March of 1987, as Director, Overseas Development Programs, there began a division of duties and definition of the responsibilities to be implemented by him. The Director, Overseas Development Programs (ODP), became responsible for the A.I.D. specific program. His responsibilities included field travel, project evaluation and new project generation.

There was much mentioned, early in the discussions of this grant, of a Program Director and an Assistant Program Director. There was also mention of two, perhaps field-based, Project Directors (one for Latin America and one for Africa-Asia) if project volume so merited. With both Father Kenneth Germaine and Father Jim Chiosso on board, planning was modified so that the Program Director and Assistant Program Director positions were co-equal. Father Germaine was to have responsibility for Africa and Asia, and Father Chiosso responsibility for Latin America.

The new Director (ODP) began implementing the Matching Grant activities listed above. The questionnaire was produced and disseminated as a way of surveying programs and program activities with potential for collaboration between USAID Missions and SSI. However, upon review of the information received, it was concluded that the questionnaire did not elicit the kind of information needed. The Director (ODP), instead, with guidance from PVC and other offices in AID/Washington, was able to undertake a systematic series of inquiries to and visits to USAID Missions in search of Mission OPGs. While in Thailand participating in another activity, the evaluator discussed the background activities which lead to such an OPG with the USAID Mission in Thailand. It has since been signed. The Director chose to make visits to potential countries of collaboration because it allowed him to also engage in two important activities which, while not specifically mentioned in the Matching Grant, would enable SSI to begin to take the necessary steps to prepare itself for improving programming and monitoring capabilities and increasing levels of funding.

Those activities were to assess the Salesian Society's aims and operations to determine what must take place to make the

organization more responsive to donor relations, particularly AID; and to experiment with institutional arrangements and support mechanisms which would allow that responsiveness to take place. The program Director also inventoried the needs of the the Society to both plan and document projects, as well as a needs assessment of skills which are needed at the country, implementation level to initiate and implement those projects. The results of his findings will be discussed in greater detail below.

As mentioned above, the volume of projects in the field was not at a level which merited hiring project directors in the field. However, the level of activity was too great to be handled from Washington by one person. To fill this void, part-time consultants were found, who were already on location in the countries of operation, and who could provide some much needed services to the local Salesian brothers, priests, and sisters. Two countries where this took place were Kenya, where Paula Bertolin, who also works part-time with the Ambassador Self-help Fund, was secured, and Zambia where Karen Jenkins, a former Africare Zambia country representative and private consultant, was hired. To provide short term project development and implementation skills, this system has worked well.

#### THE FIELD PROJECTS

The first field project visited was that of the Kenya Satellite and Boy's Town Technical High School. The field visit included site visits to satellite workshops and the Technical school in Karen, Kenya. Both locations provide formal training in Carpentry and Masonry. The training at Boy's Town leads to certification by the Government of Kenya. The Salesians began discussions with USAID/Kenya on the possibilities of an OPG in July of 1987. Although the OPG was approved in October of 1987, operational problems with the funding mechanism in Kenya delayed official funding until September of 1988. By that time missions were permitted to "Buy-In" matching grants which took place.

As mentioned, this project includes satellite workshops. The satellite workshops are located in areas inhabited by the poorest of the poor. The satellites are administered in partnership with the parishes. The parish provides the training facility and the Salesian project provides the training equipment and instructor. The boys are recommended for training by both the parishes and Kenya social service agencies. It is worthwhile noting that places are provided without regard to the religious practices of the boy in question. Within the satellite locations, the Salesian brothers enjoy excellent relations with both the residents and boys who attend. Three satellite sites were visited during the evaluation. The locations visited were all very marginal

settlements; two were permanent squatter settlements.

The residential technical school in Karen is considered to be among the very best in Kenya. There is a long waiting list of interested boys; and the institution is busy expanding its boarding capacity. It is very clear that the Salesian Brothers administering and instructing at the school enjoy excellent relations with the boys who attend.

Discussions with the USAID mission and evaluator observations and questions revealed what the Director (ODP) had already hypothesized about the Salesian's needs to be more responsive to the reporting requirements of A.I.D. as a donor.

The Salesians do not have an accountant among them. The USAID Mission felt that the Salesians did not have the types of financial procedures in place which allow for the smooth transition of information to USAID/Kenya. The operation of the training institutes is in excellent hands. The Salesians involved know their environment very well. They enjoy the respect and support of both the students and government officials with whom they interact. While at the Boy's Town Technical High School the government examiners were in the midst of examinations. They had nothing but praise for the attention given to the boys at the institution; referring to it as one of the nation's best. However, the Salesian brothers involved with the project have almost no skills in financial management. Prior to the buy-in, the Salesians had no accountant, no financial procedures in place and difficulty with A.I.D. proposal and financial procedures.

In Lesotho another vocational training center was also visited. This training center, located in Maputsoe at St Luke's Mission, was a part of the Matching Grant. There was an existing building within which training could begin. As a part of the project, another building was to be constructed for the training program. The construction of this building was to be a part of the training program. Other projected in-country benefits were to include 80 students in the project during the first year, 160 in year two, and 240 in year three. It must be noted that all projected country outputs were generalized across all three training programs; and therefore, did not account for differences in country circumstances or selection processes. This reflects the centralized nature of the grant proposal process and lack of familiarity with AID, not the operational style of the Salesians. Comparing the training program with both what was proposed as well as the Kenya program described above, the difference in the style and types of training taking place reflected the detailed knowledge which the Salesians possess of their environment and the needs of residents within those environments. The training in Lesotho is less formal than in Kenya, and suits well the needs of a population which is very different from the population in Kenya.

Unlike the Kenya training population, the "students" at the Lesotho training center range in age from youth to mature adults in their 40's. Because of the age range, the training is more experiential and paced more along individual and small group needs. This is acceptable, even preferable, because training is not geared toward any formal certification. Most students are not historically urban dwellers. The majority are rural with little or no formal education. Most come to the Mission, home of the training center, because they have experienced major crop and livestock failure. Therefore, the training does not commence and end on a yearly schedule. The objective of training is to provide individuals with enough skill to be employed by builders and others as semi-skilled urban laborers. The projected numbers, while they might be relevant in a formal training, such as is found in Kenya, are not as relevant for Lesotho. That they existed as expected benefits tells more about the relative experience of the Salesians at project Proposals not project implementation in 1986.

In Lesotho there should never have been an expectation that 240 persons should be trained per year.

Accompanying the male training program is one implemented by the Salesian sisters for women. This program has as its main objective the training of women in sewing skills. Maputsoe has a large clothes making factory which is always short of labor. A part from women trained to sew at St. Luke, the women seeking jobs are unskilled. These unskilled women must apprentice themselves at the factory; and receive no salary until their skills are good enough to produce salable clothing. Since the women trained by the Salesians are skilled enough to receive a salary when they report to the factory this method of training is preferable to both the factory managers and the women.

Again through discussion with the USAID Mission and through evaluator observation and questions, it was learned that the Salesians involved with the project are doing an excellent job. As with Kenya, training is taking place without regard to the trainee's religious beliefs. The training is very good and well targeted. Again there is some question in the evaluator's mind as to the financial reporting capabilities of the Salesians involved.

#### IV. EVALUATION RECOMMENDATIONS

1. It is clear that for the Salesians to continue to implement such highly regarded and successful training projects it is necessary for the Society to acquire more skills in the area of project development, financial management and accounting. While these skills should be developed by individuals who are members of the Salesian Society (priests, brothers, sisters); their knowledge should also be supplemented by consultants, both in the field (as has been done) as well as by personnel from headquarters.

2. It is also clear that for the development to take place over the next five years which can successfully build on what has taken place thus far, headquarters must have additional personnel. The headquarters needs two more individuals now. As headquarters personnel.

3. The Salesians Society's current operations makes excellent use of part-time personnel found in the field to consult with project and USAID staff. This has been a very good use of resources and should continue into the future.