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FINAL EVALUATION OF A.I.D. GRANT TO

YMCA OF THE USA

COOPERATIVE AGREEMENT NO. OTR-0158-A-00-9077-00

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EXECUTIVE SUMMARY

The Young Men's Christian Association (YMCA) is a worldwide confederation of one hundred and twenty two National Movements which support and conduct local development activities aimed at increasing human resources and development management capacity as well as providing opportunities for education, training, and small enterprise development. Many YMCAs, especially those in developing countries, have extended development programs from urban to rural communities. Projects and training activities are in agriculture, vocational training for youth and young adults, community development, and strengthening the development program and institutional capacity of indigenous YMCAs through management training and direct support for development staff.

The International Division of the YMCA of the USA is the unit that holds responsibility for grant administration of government and private funds awarded for international programming. The Division administers Matching Grant IV.

Matching Grant IV is the fourth matching grant that the YMCA has received from A.I.D. since the matching grant program began in 1978. This five-year grant was awarded on September 1, 1989 and is scheduled for completion by August 31, 1994. The total grant amount is \$3,315,000.

The goal of the Matching Grant is to "strengthen and consolidate the institutional capability of YMCA National Movements and their local associations in the Third World. The program aims to increase the capacity of these associations to respond to some of the more acute problems faced by marginalized people in 20 developing countries. Africa is the major emphasis of the Matching Grant especially in institutional strengthening of African YMCAs and the support of development projects. To this end, the YMCA of the USA approved a "block grant" of \$896,651 to the Africa Alliance of YMCAs, a regional alliance comprised of 26 African YMCA Movements headquartered in Nairobi, Kenya. This represented a significant change in the way the YMCA of the USA does business in Africa. Under this arrangement the African YMCAs are themselves administering the funds rather than the International Division.

The purpose of the final evaluation is to provide A.I.D./FHA/PVC and the YMCA with an assessment of the YMCA's progress in undertaking activities under the Matching Grant. The Evaluation was carried out during the period March 23, 1994 - June 4, 1994 by a three-person team. Field visits were made to the Africa Alliance and National Movements and local branches in Togo, East Jerusalem, Uganda, and Kenya.

As was reported in the mid-term evaluation, it was not a simple matter for the Africa Alliance to move from its role as predominantly that of an advocacy and clearinghouse organization to include that of a grantmaker. Staff turnover, unfamiliarity with A.I.D. regulations and reporting requirements, perceived and real initial pressure from its member Movements and Chicago to disburse and demonstrate short-term results, and the need to design an entire grantmaking process all contributed to a rocky start. It appeared that each level of the YMCA organization from the International Division in Chicago, to the Africa Alliance, to National Movements, to local YMCA branches, all overestimated the capacities of the next link in the chain.

In this final evaluation, the Evaluation Team found that considerable progress has been made in general grant processes including administration, project approval, and financial management. There has been steady improvement in communication between the Africa Alliance and the National Movements, fewer and when they occur, shorter delays in disbursement of funds, and better accountability for the funds.

RECOMMENDATIONS:

In order to build on the gains derived from Matching Grant IV, the Evaluation Team recommends that the YMCA devote attention and resources to the following institutional development issues of training, structure, and collaboration as well as community development issues of participation and project management:

1. In the future, Africa Alliance should provide intensive practical and, when possible, on-site training to assist National Movements to carry out implementation of development projects. This represents an extension of current training practices which are focused on delivery of training through workshops and conferences. It is suggested that the Alliance contract short-term regional development trainers who can assist in the planning and delivery of National Movement specific training. Funds should also be utilized for specific technical training that strengthens the beneficiary Movement's capacity for development activities.
2. National Movements, with assistance from Africa Alliance, should re-examine structures to ensure that there is a capacity to function as effective development assistance institutions rather than membership organizations. Africa Alliance should develop a check-list of indicators of institutional development for each National Movement. This check-list should describe minimal operational capacities including number and quality of staff, kind of organizational structure, and functions and relationships of each staff position. Once the check-list is developed for each Movement, Africa Alliance should verify that necessary functions are in place and seek and provide financial support or appropriate training and technical follow-up in areas not sufficiently covered.

3. In order to build on the institutional groundwork laid by MG I-IV, The Africa Alliance and International Division should explore ways to promote enhanced partnerships. This should include but not be limited to pursuing new forms of partnership for development and not for the sake of partnership. The International Division should coordinate all funds and technical assistance from the YMCA of the USA to Africa. In other words, Chicago should manage partnership relationships including seeking new partnerships, any new grants, the Africa Crisis Fund, and other sources of funding intended to benefit Africa. New partnership should be based on mutuality. As a start, the Africa Alliance should have representation on the YMCA of the USA's Sub-Committee for Africa.
4. Africa Alliance should continue to emphasize a participatory approach to rural and urban community development as exemplified in the proposal already developed for future development funding. This initiative should be supported and promoted to provide the Africa Alliance with greater capacity to realize the desired impact in community development.

FINDINGS:

The following summarizes the major findings of this Evaluation:

1. Matching Grant IV represented a significant change in the way the YMCA of the USA promotes development assistance in Africa. By providing a block grant to the Africa Alliance, program decisions were made by those closer to the problems and beneficiaries.
2. Administration of the block grant has improved since the mid-term evaluation. The Africa Alliance's development program staff exhibits a sense of commitment and understanding of the tasks entailed in management of the grant. Procedures have been established for better administration including project review and some project follow-up.
3. Some of the YMCAs visited have reformulated their organizational structures to better meet the needs of the rural communities that their projects are designed to serve.
4. The hiring of an accountant by the Africa Alliance, as recommended in the mid-term evaluation, has improved financial administration including financial controls and timely reporting.
5. Although hard to measure, MG IV has helped legitimize and strengthen the role of the Africa Alliance. The institutional benefits derived from moving from a fragile advocacy and clearinghouse organization to that of grant maker and training institution is helping to strengthen member movements. Africa Alliance is taking inspired measures to strengthen its own capacity through activities such as strategic planning and recently, a "Think Tank" forum which was held to examine its mandate in order for it to set the pace for its member movements to meet the challenges of a changing world.
6. Specific practical training in project management has so-far not been implemented. At the field level, Movements are having difficulty in applying basic practices of establishing project criteria, project planning, sequencing of activities, identification of local project leaders, capacity and skill transfer, resource mobilization, instituting collaboration, monitoring and evaluation and reporting.
7. National Movements in 13 countries have received project and institutional support through small grants of \$25,000 and under or through workshops in development and strategic planning and, in some cases, visits by Africa Alliance staff.

8. While the primary emphasis of MG IV is to promote institutional strengthening, the YMCA has no clear definition of what a developed institution looks like. Most YMCAs are modeled on traditional service or recreational structures. Leadership is most often chosen from those brought up through the YMCA system who are versed in skills relating to a Christian membership service-oriented organization and not development assistance. Furthermore, committees of lay leaders, which play a major role in YMCA policy and decision-making, are likewise largely comprised of those not adequately grounded in development matters as understood today.
9. Some professional YMCA staff in Africa complained that the committee structure was heavy, cumbersome and not efficacious.
10. Although capacities vary greatly from National Movement to National Movement, there is strong need for education and training in basic community development. To date training in this area provided by the Africa Alliance has been largely through workshops and seminars. More recently, Africa Alliance has developed 14 CLDP (Consolidated Leadership Development Program) manuals which are currently being implemented. Those manuals intended to address development issues have been criticized for being too theoretical and difficult to apply at grassroots levels. In addition, trainings have been based on one-time, one-shot workshops with little, if any, follow-up.
11. As noted in the mid-term evaluation, the YMCA needed to define success in its own terms and set up measurable indicators. Indicators were developed by the Alliance but not utilized by National Movements. The Movements do not have a clear grasp of applying indicators to measure effectiveness. Where some African YMCAs believe that they are utilizing indicators, they are checking off inputs.
12. Although questionnaires are employed to assess workshop participants, it is unclear how the information currently being collected is linked to future planning and decision-making.
13. YMCAs in Africa appear to be struggling to establish their identities. Some seem to be still stuck as direct service providers and appear to overstretch themselves trying to serve everybody in every way. Others feel compelled to address their own institutional insecurities regarding financial self-sufficiency through income-generating schemes before moving on to not-for-profit community-based activities. Some appear as nascent community development institutions working to find their niche in developing the communities which they serve.

Uncertainty about long-term economic and institutional sustainability has provoked National Movements to consider income-generating initiatives some of which may be at cross purposes with development goals.

14. Many YMCA staff and lay leaders do not seem aware of the benefits of collaboration with non-YMCA donors and partners. Some appear unable to identify and pursue collaborative efforts outside of the YMCA network.
15. There is a strong need to coordinate assistance coming from YMCA partners (both US and non-US).
16. The YMCA's worldwide network as a donor base which would likely be greatly envied by other PVOs is being largely under utilized for purposes of promoting meaningful partnerships and collaboration.
17. The roles of the International Division in Chicago which handles the Matching Grant and the Africa Desk in Pittsburgh which deals with U.S.- Africa partnerships as well as a large Africa fund are inconsistent and uncoordinated. The benefits of coordinating these resources are unrealized and this arrangement has served to lessen the YMCA of the USA's impact in Africa.

I. INTRODUCTION

1. ORGANIZATIONAL BACKGROUND

The Young Men's Christian Association (YMCA) is a worldwide confederation of one hundred and twenty-two National Movements which support and conduct local development activities aimed at increasing human resources and development management capacity as well as providing opportunities for education and training and small enterprise development. Many YMCAs, especially those in developing countries have extended development programs from urban to rural communities. Projects and training activities are in agriculture, vocation training for youth and young adults, community development, and strengthening the development program and institutional capacity of indigenous YMCAs through management training and direct support for development staff.

The YMCA of the United States has been working with A.I.D. since 1973 when YMCAs around the world expressed their commitment to social and economic development and has received Matching Grant support since the program's inception in 1978.

The general method of operation of the YMCA is that each community YMCA in a given country has local autonomy within guidelines set by its national organization (movement) and the World Alliance of YMCAs. The YMCA of the USA is constituted by over 950 corporate YMCAs in the U.S. to carry out specific functions of coordination, representation, research, setting of standards, and initiation of new programs. The International Division of the YMCA, headquartered in Chicago, is the unit which carries out these functions in international programs and holds responsibility for grant administration of government and private funds awarded for international programming.

1.1 MATCHING GRANT IV

As the name suggests this Matching Grant is the fourth that the YMCA has received from A.I.D. Officially titled Cooperative Agreement No. OTR-0158-A-00-9077-00, Matching Grant IV was awarded on September 1, 1989 and is scheduled for completion by August 31, 1994. The total awarded is \$3,315,000.

The goal of the Matching Grant is "to strengthen and consolidate the institutional capability of the YMCA National Movements and their local associations in the Third World." The program aims to increase the capacity of these associations to respond to some of the more acute problems faced by marginalized people in 20 developing countries in Africa, Asia, The Caribbean, Latin America and the Middle East. Countries eligible for support under Matching Grant include: Uganda, Nigeria, Kenya, The Gambia, Ghana, Senegal, Rwanda, Ethiopia, Tanzania, Liberia, Zimbabwe, Zambia, Sao Tome and Principe, South Africa, Togo, Dominican Republic, Guatemala, Panama, East Jerusalem, and Lebanon.

To accomplish the goal and purpose, the YMCA is focusing on four problem areas:

1. Insufficient institutional infrastructure in National YMCA movements;
2. Lack of managerial and entrepreneurial skills at the local community level;
3. Underemployment or unemployment; and
4. Necessity of long-term integrated solutions to community problems.

Africa is the major emphasis of the Matching Grant, especially in institutional strengthening of African YMCAs and the support of long term development projects. To this end, the YMCA of the USA approved a "block grant" to the Africa Alliance, a regional alliance comprised of 26 African YMCA movements headquartered in Nairobi, Kenya. Unlike prior matching grants which except for local supervision were administered by the International Division, the block grant is largely administered by the Africa Alliance. The total of the block grant is \$896,651.

Four regional activities were identified by the Alliance and the YMCA as program foci:

- a. Development of managerial capacities leading to self-reliance and entrepreneurship in YMCA's development;
- b. Institution building to strengthen national YMCA movements with the capacity to maintain effective development programs;
- c. To undertake projects leading to job creation so as to provide employment opportunities, particularly for youth and women;
- d. To provide opportunities for long term solutions to under development in food production, water, and environmental deficiencies.

1.2 EVALUATION METHODOLOGY

The purpose of this final evaluation is to provide A.I.D./FHA/PVC and the YMCA with an assessment of the YMCA's progress in undertaking activities in Africa and the Middle East under the Matching Grant. The Scope of Work for this evaluation is included in this report as Appendix I.

The evaluation was carried out during the period March 23, 1994 - June 4, 1994 by a three-person team. The Team consisted of Dr. Willis Oluoch-Kosura, Consultant, Selma A. Zaidi, Assistant Director/Development Cooperation, International Division of the YMCA of the USA, and John Zarafonetis, Consultant. Dr. Kosura is frequently employed by the Africa Alliance as a consultant in issues involving program development, project review and evaluation and was contracted through the Alliance for this evaluation. Both he and John Zarafonetis participated in the mid-term evaluation of MG IV. Dr. Kosura did not participate in the Uganda country visit and the Alliance slot was filled by Seth Kluvia, Associate Executive Secretary, Development Program.

The Evaluation Team made field visits to National Movements and local branches in Togo (May 2-9), East Jerusalem (May 11-16), Uganda (May 18-22), and Kenya (May 22-29). The Africa Alliance was visited during the period May 30- June 4. East Jerusalem was visited for purposes of comparing structure and institutional functions. John Zarafonetis visited the Chicago headquarters of the YMCA of the USA during March 24-25.

The evaluation is based on interviews and meetings with YMCA staff, lay leaders (volunteers), and project participants. In some instances interviews with community project beneficiaries were conducted through interpreters who generally were from the national YMCA or local project. Grant agreements, monitoring reports, training materials, project proposals and internal studies were also reviewed as part of this assessment. A list of people contacted for this study is included as Appendix II.

1.3 REPORT FORMAT

This report is divided into four major sections. This first section is meant to serve as introduction and background for the grant and the evaluation. Section II chronicles all institutional strengthening and project inputs undertaken during MG IV. Section III examines issues of institutional strengthening the Team considered most relevant to its review of the Matching Grant. Section IV provides brief situational analyses of the four programs visited. A summary of major findings and recommendations can be found at the beginning of the report.

II. INSTITUTIONAL AND PROGRAM SUPPORT ACTIVITIES

The following chart shows institutional and programmatic commitments under Matching Grant IV that include all forms of institutional, (i.e. training workshops, salary support, technical training exchanges), and project support to National Movements (i.e. vocational training projects, village community development).

<u>Movement</u>	<u>Project</u>	<u>Amount</u>	<u>Implementation Period</u>
The Gambia	Tolokoto	\$15,000	1990/1991
The Gambia	Penjem	2,700	1990/1991
Ghana	DS Salary	2,450	1990/1991
Kenya	Anyiko VTC	10,000	1990/1991
Liberia	DS Salary	3,000	1990/1991
Nigeria	DS Salary	3,000	1990/1991
Tanzania	Equipment	4,250	1990/1991
Uganda	NGS/DS Salary	11,685	1990/1991
Uganda	Equipment	6,500	1991/1992
Zimbabwe	DS Salary	3,000	1990/1991
Zimbabwe	Bulawayo	10,000	1990/1991
Rwanda	Equipment	2,250	1990/1991
Senegal	Child park	5,150	1990/1991
Kenya	Training	4,000	1991/1992
Sao Tome	Equipment	2,000	1990/1991
AAYMCA	MombasallWkshp	62,500	1990/1991
AAYMCA	Dev. Wkshp	32,651	1990/1991
SUB-TOTAL		180,136	
The Gambia	SP Workshop	6,263	1992/1993
Ghana	SP Workshop	10,665	1992/1993
Kenya	Anyiko VTC II	15,301	1992/1993
Togo	Women's VTC	15,340	1992/1993
Uganda	SP Workshop	6,000	1992/1993
SUB-TOTAL		53,569	
The Gambia	Tolokoto II	15,000	1993/1994
Ghana	DS/BS Salaries	16,360	1993/1994
Kenya	Anyiko VTC III	13,215	1993/1994
Kenya	SP Workshop	12,500	1993/1994
Liberia	SP Workshop	12,250	1993/1994
Nigeria	SP Workshop	13,951	1993/1994
Senegal	SP Workshop	10,000	1993/1994
Togo	SP Workshop	8,260	1993/1994
Zimbabwe	Bulawayo	2,480	1993/1994
AAYMCA	SP Workshop	22,000	1993/1994
AAYMCA	Dev. Wkshp	31,291	1993/1994
SUB-TOTAL		157,307	
TOTAL		391,012	

These allocations are inclusive of the period September 1989 - February, 1994. Projected institutional and program support activities are equivalent to \$244,543. Total expenditures for Institutional Support for the Africa Alliance and Technical Assistance are \$261,096.

III. EVALUATION ISSUES

Matching Grant IV facilitated a significant change in the way in which the YMCA of the USA does business in Africa. Rather than provide project funds directly to YMCA movements as it did under earlier matching grants, Chicago provided a block of funds totalling \$896,651 to be administered by the Africa Alliance. This arrangement enabled those at least one step closer to both institutional issues and development projects and beneficiaries to make decisions about allocation of grant resources. This was the first time in the history of the YMCA that African YMCAs were managing a relatively large pot of money.

As was reported in the mid-term evaluation, it was not a simple matter for the Africa Alliance to move from its role as predominantly that of advocacy and clearinghouse organization to include that of a grantmaker. Staff turnover, unfamiliarity with A.I.D. regulations and reporting requirements, perceived and real initial pressure from its member movements and Chicago to disburse and demonstrate short-term results, and the need to design an entire grantmaking process all contributed to a rocky start. In summary, it appeared that each level of the YMCA organization from the International Division in Chicago, to the Africa Alliance, to National Movements, to local YMCA branches, all overestimated the capacities of the next link in the chain.

In this final evaluation, the Evaluation Team found that considerable progress has been made in general grant processes including administration, project approval, and financial management. There has been steady improvement in communication between the Africa Alliance and the National Movements, fewer and when they occur, shorter delays in disbursements of funds, and better accountability for the funds.

Aside from direct financial benefits (see Section II), the Evaluation Team identified a number of institutional gains directly or indirectly resulting from the Matching Grant.

- The role of the Africa Alliance has been strengthened and further legitimized. Through MG IV, the Alliance has increased its capacity to provide institutional strengthening support to a number of its member movements. It appears unlikely that these kinds of institutional improvement funds could have been obtained from any other donor.
- The growing pains associated with early problems in administering the grant forced much needed dialog within the Africa Alliance and between the Alliance and the International Division. This resulted in clearer focus, better projects, improved transparency and communication and needed introduction of accountability.
- An improved capacity to analyze projects and a project approval process that better meets the needs of the members.

- An improved capacity to collect and share experiences on community development.
- A capacity to begin to extend YMCA services to rural areas through community development activities.
- A capacity among many (but not all) movements to plan strategically.
- An improved capacity to provide some on-site development consultations to weaker National Movements exposing them to other management styles and instilling some common and desired management characteristics.
- A greater capacity to provide training workshops in development management, financial management, and leadership development.

At the same time the Evaluation Team found that it has also not been a simple matter for the YMCAs in Africa to expand from its role of general service provider to development assistance organization. Although the YMCA has an idea of what it should do and why it should do it, it has yet to work out the operational and programmatic implications of its basic mission. It appears that the organization is still struggling with a number of fundamental programmatic issues and trade-offs. Among them are questions of definition of institutional development, YMCA structure, training methodology, and partnership. These are discussed below:

1. Defining a Developed Institution

While the Matching Grant has promoted much discussion and many activities supporting the institutional development of the YMCAs in Africa, the Team felt the need for YMCAs in Africa to define for their own purposes what a developed institution should be. Most African YMCAs are modeled on traditional American and European recreational or service structures. Leadership is based on these models and is most often chosen from those trained by and brought up through the YMCA system. These people are versed in skills relating to recruitment of members and direct provision of such services as formal classes as well as camps and other recreational programs. Moreover, staffing patterns support traditional YMCAs and are management and headquarters heavy.

It appears to the Team that this model is not the right one to promote community development in developing countries. Some National Movements have recognized this and during the period of the Matching Grant have reorganized to become more effective development organizations. Some others have not sufficiently altered their structures to best meet the needs of the people that they are trying to serve, many of whom, as called for in the MG IV Proposal, are in rural areas or represent targets not necessarily historically served by some YMCAs i.e. marginalized women, refugees, small farmers.

Both cases are illustrated to varying degrees by the different approaches undertaken in the four movements visited by the Evaluators. These are described in more detail in Section IV but briefly are as follows:

- In East Jerusalem, the YMCA has limited its development activities to two main areas: Vocational Training and Extension and Women's Training. Each area is managed by its own program director, with program assistants at the Branch levels. In this case the organizational structure corresponds to the activities.
- In Togo, where the YMCA is promoting rural development activities, staff has been divided into areas which also basically reflect the programmatic sectors of the YMCA. These are Youth and Employment Training, Women's Programs, and Environment. An agriculture technician also backstops these three program areas.
- In Kenya, which will implement a new staffing pattern in July, 1994, a Development Secretary with NGO experience is charged with assisting YMCA Branches in their development activities. He, however, has the impossible task of covering more than 20 branches which are involved in over 100 activities.
- The YMCA in Uganda also has a Development Secretary. This person is also overstretched, and is supposed to be covering five branches, 70 Y Clubs, all with numerous development activities. Much of his time, however, is spent in the role of recording secretary for seven volunteer committees, which under the Uganda YMCA Constitution, hold most of the decision making power including staff hiring and firing and resource allocation. Over the eight months that the current Development Secretary has been in the job, each committee has met at least three times thereby effectively drawing him from essential development work.

The Team found that although the Matching Grant calls for the YMCA "to strengthen and consolidate institutional capacity", these capacities have not been spelled out and consequently there has been considerable range of interpretation of what this means.

It is recommended therefore that the Africa Alliance develop a check-list of indicators of institutional development for each of its member movements. This check-list should describe minimal operational capacities including number and quality of staff, kind of organizational structure, and functions and relationship of each staff position.

Once the check-list is in place for each National Movement, the Africa Alliance should verify that necessary functions are in place and seek and provide financial support or appropriate training and technical follow-up in areas not sufficiently covered.

Similarly, it is also recommended that the Africa Alliance re-examine the structures of its member movements for the purpose of ensuring that they are organized as development, in addition to being membership, organizations.

2. Institutionalizing Development Processes and Skills

Although capacities vary greatly from Movement to Movement and from Local Branch to Local Branch, the Evaluation Team found compelling reasons for improved management of development project activities. Many of these have to do with how the YMCA, and particularly the Africa Alliance, deliver training. This is discussed in detail in the following section. Much of it also has to do with improving the organization's capacity to effect change through development projects.

As documented earlier the Africa Alliance supported a number of workshops under the aegis of MG IV in the interest of institutional strengthening. These have included sessions in financial management, strategic planning, a development workshop, and it will soon deliver a workshop on communication through use of other resources. These events have been well received for the most part by participants, although it has been commonly remarked that there has been difficulty in the practical application of workshop themes.

The Alliance has also spent considerable time developing the Consolidated Leadership Development Program (not sponsored by MG IV) which includes a series of training manuals in fourteen management areas.

As discussed in the next section, the Team found that there is a large gap between the training and what is actually happening on the ground. Some National Movement staff are aware of certain of these shortcomings and have difficulty applying certain concepts at the field level. Many are looking to the Alliance to provide more institutional support.

This situation has to do with a number of factors including training, qualifications and experience of staff as well as YMCA structures, but most of all reflects the fact that the YMCAs in Africa are in the process of moving from being service-oriented organizations to development institutions. What has yet to be institutionalized is the YMCA's development approach or development process.

The Evaluation Team believes that there is sufficient institutional experience within the YMCA to outline and develop a YMCA-specific approach. This would have to cover steps and sequence for project design, implementation, management of an on-going project, and project monitoring and evaluation.

As was the case in the mid-term evaluation, the Team identified a number of areas where the lack of skill training was contributing to staff discomfort.

These include:

- problem identification
- identifying local leadership
- project planning
- sequencing of activities
- establishing clear goals and objectives
- how and when to intervene
- skill and capacity transfer
- gathering and analyzing baseline data
- conducting feasibility studies
- project monitoring and evaluation
- collaboration (YMCA and external)
- building on success
- resource mobilization (local and external)

It is remarkable that these issues were generally addressed during the 1993 Development Workshop but it appears unlikely that they were sufficiently internalized by participants for effective implementation at the field level.

While it is hazardous to draw conclusions on the basis of short visits to four country programs, the Evaluation Team observed examples of the YMCA's discomfort at the local level: (Also see Section IV for country analyses.)

In East Jerusalem, although the pilot Women's Training Program is a collaborative and sequenced activity, it appeared that there was some re-interpretation of the original project goal at the implementation level. Rather than using economic and social improvement indicators as measures of success, the YMCA was measuring effectiveness through quantifying inputs, particularly the number of women undergoing training. Aside from not being a true measure, the lack of real indicators allowed for confusion in identifying the target population which was supposed to include marginalized women, but instead, in one of the pilot's major thrusts, was targeting middle and upper class women for vocational training.

In Togo, where the YMCA sees its niche in rural development, the staff appeared sufficiently competent in helping communities assess their needs and in village organizing, but by their own admission lacked project management and implementation skills. In effect, there was uncertainty as to what to do next. One resulting shortcoming has been the undertaking of certain low-percentage economic development activities (rabbit production, soap-making, vegetable gardening) without feasibility studies. Without these studies projects have fallen into the trap of meeting the relatively easier objectives of self-organization and production without hope of realizing the projects' goals.

In Kenya, and for that matter in much of the YMCA network, some YMCA branches have initiated community activities and encouraged by early success appear to be trying to do everything for everyone. The result is to spread obviously limited resources too thin. One branch, which began with a vocational training center, is now simultaneously involved in agro-forestry, water and sanitation, organic farming, fish culture, livestock production, bee-keeping, housing and primary health activities with a staff of three extensionists, only two of whom are paid.

In Uganda, which has been hurt by staff turnover (including the promotion of one key development staff to the Africa Alliance), staff are struggling with elementary concepts of institutional strengthening and project management and have fallen into viewing development in terms of "mortar and bricks" types of projects. Nine proposals totalling over \$500,000 were submitted to the Alliance's Project Review Committee (supported through MG IV) at its May meeting. These proposals were rejected, in part, because their amounts were excessive--there is a \$25,000 maximum and because Matching Grant funds cannot be used for building construction or vehicle purchases, facts known previously to Uganda staff.

Because of the uncertainty about long-term institutional and economic sustainability, the Africa Alliance and National Movements have initiated income-generating activities. These kinds of activities have been popular with traditional "Northern" YMCAs around the world and have generally taken the form of hostels, hotels, and for-profit multi-purpose training and production centers. For years YMCAs in Africa have tried similar approaches, and with a possible exception of the hostel and recreational facility in Nairobi Central Branch of Kenya YMCA, the results have been meager and disappointing.

The Evaluation Team is sensitive to the financial fragility faced by the Alliance and most of its member Movements. It believes that much more can be done to develop a creative and effective long range funding and program strategy that would help increase and diversify the funding base. It is felt that if the African YMCAs reach a higher level of institutional development they will become more attractive development partners both within and outside the YMCA world network. The Team believes that more effective and realistic steps could include:

- Preparation of a detailed long-range funding strategy that would set forth a gradually declining dependence on A.I.D. matching grant sources and more partnerships with US YMCAs and other NGOs. This would be broadly disseminated throughout the organization and contain individual movement and Alliance target levels.
- Design and delivery of fund-raising and resource mobilization training for National General Secretaries. This can be coordinated by the fund-raising office proposed by the Africa Alliance in its Strategic Plan.

- Concomitant preparation of Movement level program funding plans (including non-US donors) that would diversify and increase the funding base.
- Re-examination of current income-generation schemes including feasibility studies to ensure that they are viable and effectively coordinated.
- Consolidation of YMCA of the USA resources intended to benefit Africa (Matching Grant, Africa Crisis Fund, Partnerships) into one function within the International Division to enable strategic funding of the Africa Alliance and facilitate coordination and communication.

Although the issue of economic and institutional sustainability is clearly of concern, the Team cautions that YMCA income-generating activities should not be pursued at the expense of the development activities that YMCA programs are designed to serve.

3. Institutionalizing Practical Training

The Evaluation Team found that leadership is identified at all levels of the YMCA as the essential ingredient for institutional effectiveness, strength, and development. Likewise the development work of the YMCA requires ongoing leadership training, with a focus on the requisite skills for effectiveness with the intended beneficiary group. YMCAs in Africa clearly share a mission to respond to and serve the needs of the disadvantaged and marginalized groups. The Africa Alliance maintains that investment in training has been extremely high, yet the rate of attrition of trained staff has continued to outpace results due to low salaries and difficult working conditions. As a result the Alliance has refined its strategy to provide on-the-job formal training and accreditation to minimize risk of turnover. This initiative merits further support but should be complemented by the various means of informal trainings which help to build capacity in community development work.

The Team found that Matching Grant IV-funded training activities have begun to address the needs of development practitioners in the YMCA. In addition, the Africa Alliance has established a process through the CLDP (Consolidated Leadership Development Program) trainings and manual production that sets a standard, systematizes training, and provides resource materials that begin to address this vital need. These accomplishments are good and should be continued.

Nevertheless the Team found that development practitioners in National Movements offer a different challenge to the Alliance to respond to a particular type of training that is less didactic and more experiential or practical.

Interviews with Evaluation respondents demonstrate a degree of familiarity and comfort with the theoretical concepts of development. However, there exists a measurable sense of uncertainty with the practical on the level of implementation and follow-up.

This sense seems attributable to an overall perception by the staff that they lack the appropriate skills to provide guidance to facilitate problem-diagnosis and solving. For example, staff members of the Togo YMCA expressed a clear insight and understanding of the community-based development process, yet seem to be searching for clearer definition with regards to the how of effecting social change vis-a-vis their role as promoters.

As the capacity and self-confidence for effective development work derives from a practical/experiential experience, the how can evolve along with action through alternative training methods that target follow-up. Since the National Movements are the implementing unit, this training must respond to a given practical training need. The Evaluation Team found that the Africa Alliance maintains a strong preparatory role through establishing a strong theoretical base through workshops, but at the same time should provide a method of reinforcement to increase capacity of National Movements to grow strong in implementation, monitoring and evaluation. A National Movement staff member who has not had adequate practical training in community mobilization, problem resolution, project management, evaluation and assessment techniques, etc. will not be able to channel learning from a workshop venue into their everyday needs for implementation.

Some noted difficulties experienced by National Movements in the implementation of project activities funded through Matching Grant IV might be alleviated through an on-site problem-solving training capacity. Examples of the Kenya YMCA's Anyiko VTC, Zimbabwe YMCA Bulawayo Nursery, and Senegal YMCA child park, experiences are indicative of lack of capacity to implement, monitor and follow-up. These three examples have improved due to the Alliance's monitoring and recommendation for corrective actions. These efforts need to be continued and assistance amplified through on-site problem identification and resolution training.

Funds allocated to training in the Matching Grant IV were limited and therefore the bulk of institutional development funding has focused on salary support and strategic planning workshops. There were several training workshops, the most recent has been in November, 1993.

Responses from the Development training workshop of November, 1993 demonstrate the familiarity with the theoretical and the need/appeal for alternative training areas that respond to the current emerging practical training needs in development of the National Movements. Participants stated that their work closely related to the concept of development (8) but did not define such a frequent relationship between their work and baseline survey problems and diagnosis (1), strategic planning (3), project proposal and management (2), development problems (1), and training and development (1). (Numbers indicate the frequency of response).

Recommendations from the workshop included supervision of implementation of CLDP, train development secretaries more on technical and practical aspects of development, feedback through reports, visits, etc, evaluation seminars, and follow-up workshops.

The Team suggests that the Africa Alliance become more proactive in its teaching role to enable National Movements to carry out implementation. This action can be undertaken in various forms:

1. The Africa Alliance should contract several (possibly 3) short-term trainers with regional responsibility that can be attached to the sub-regions and serve as promoters (these individuals should be development trainers and possess skills in community mobilization). As short-term trainers (one-two year terms), their responsibilities are transitional and defined by their role to build institutional capacity in development programs through on-site training. These resources may need to be drawn from outside the YMCA system. The trainers role will be to equip/reinforce skills in project diagnosis, design, analysis, preparation, implementation, and follow-up. Specific goals, benchmarks, and an evaluation process should be integrated into the training process in order to measure effectiveness.
2. Funds made available for technical training exchange for development should be applied only in situations where there is defined area of expertise that can be studied and replicated in another Movement.

In some cases, this expertise may be drawn from an organization or individual outside the YMCA. Staff should be encouraged to acquire this expertise through short-term training initiatives. An agreement of terms should be established at the initiation and a reporting and evaluation process put in place.

The Alliance should play an active role sharing information between Movements or gathering information on organizations that offer such trainings in order to conduct this activity systematically.

3. Training teams could be placed in or hired by a National Movement on a pilot or rotational basis to address targeted and clearly identified training needs throughout that particular YMCA. This effort could have a three-six month duration to build capacity within a National Movement. Although staff are responsible for leadership training and development in most National Movements, they seem to be spread thin and probably do not possess all the necessary fields of expertise required to train others. Short-term monitoring visits and consultancies probably do not provide enough oversight and reinforcement to the training for it to be sustained.

4. A needs assessment of practical training needs should be carried out by the development office of the Africa Alliance during field visits. There are indications from the monitoring reports that some areas have already been identified. This assessment should be integrated into the leadership program so that needs are addressed consistently.
5. Technical resources such as books, periodicals, audio-visuals and other tools directly related to practical training needs should be surveyed and recommended where they may be used by development staff.

YMCA of the USA should purchase or make available any additional technical resource manuals that can complement the CLDP manuals, such as was referenced during the mid-term evaluation addendum (Oxfam Field Directors Handbook, Peace Corps Programming and Training Systems Manual).

Practical training is an absolute requirement to build institutional capacity to undertake development work. Therefore, the Evaluation Team felt strongly that this area merited broader discussion and recommendation as has been provided. The area has been identified by National Movements and Branches as an area for increased emphasis and investment. The Team endorses the finding and suggests that this area be given greater resources in any future funding.

4. Institutionalizing Project Monitoring

The Evaluation Team noticed that one area of institutional development since the mid-term evaluation has been the beginning of a monitoring process. Up until the time of the mid-term, there was little evidence of formal evaluation, although as was noted in that report, most staff within the YMCA were self-critical in nature. (It appears that a refreshing characteristic of the organization is the willingness to not only seek better ways to carry out its mission but to admit mistakes freely.)

Since the Mid-Term, monitoring has been provided through site visits conducted by the Africa Alliance Associate Executive Secretary for Development Programs. During an 18 month period he has visited all of the National Movements deriving benefits from the Matching Grant through the "block grant" arrangement. His reports as well as financials from recipient movements form the basis of the monitoring and evaluation system. Both feed into the consultant responsible to the Project Review Committee. Subsequent proposal considerations by that Committee take his analyses of these reports into account.

As far as it goes, this system appears to have worked fairly well. The Review Committee believes that it is working effectively and has more information based on which it can make better decisions. The Team feels that ultimately the role of the

Project Review Consultant should be changed from that of sole proposal reviewer to technical advisor. It will take time for the Committee to develop the capacity to review proposals and for individual movements to increase capacity to write and submit proposals on time.

The visits by the Associate Secretary for Development Programs have also helped provide the Alliance with better and more timely information about what is happening in the field.

Although these steps are significant and represent an improvement in the monitoring function, the Team recommends that three further actions be taken to improve monitoring:

1. Monitoring recommendations should be fully integrated at all levels into processes of decision-making. This should not be limited to monitoring of project grants but include all activities undertaken by the Alliance to benefit National Movements.
2. Matching Grant (and all) activities should be measured in terms of effectiveness in meeting goals and objectives rather than meeting input schedules. Assessing institutional development is naturally challenging because there is no broadly accepted measurable standard of institutional effectiveness. As noted in the mid-term evaluation, the YMCA needed to define success in its own terms and set out measurable indicators. Indicators of performance were developed by the Alliance but were not utilized by the Movements. The Movements did not have a clear grasp of applying indicators to measure effectiveness. Where some African YMCAs believe that they are currently utilizing indicators they are checking off inputs. Hindsight shows that these indicators should have been developed in the field.

The Team found many examples of confusion between inputs and outputs as measurements. In the Strategic Planning Workshop, for example, it was assumed that because all movements were trained in strategic planning, they were planning strategically. Visits to some National Movements showed that they are not, yet this fact was not known for a long time after the event.

In Togo the aforementioned income-generating rabbit project was considered on course because the rabbits were reproducing rapidly thereby providing more rabbits to sell. In reality this was not a true indicator of project effectiveness because the anticipated market did not materialize, few rabbits were sold, and the projected income was not realized.

3. Training Events should be measured for impact at pre-determined times after the training is delivered.

Timely, on-site verification would have demonstrated to the Alliance of the need to follow-up on trainings such as the Strategic Planning Workshop more expeditiously thereby avoiding lost time and energy on the part of the Movements struggling with the process.

5. Institutionalizing Partnership

A source of concern during the mid-term evaluation was the low incidence of support for Africa from YMCA movements in the USA. At the same time Movements in Africa expressed interest in establishing partnerships with US YMCAs and posed questions how they can best establish contacts and find suitable matches.

Despite claims in the MG IV Proposal that there is increasing interest in international programs within U.S. YMCAs and that MGIV has helped the International Division leverage additional resources, it seems that this interest and these resources are not directed at African YMCAs. Few African YMCAs have U.S. YMCA partners and those few, while appreciative of the relationships they have, are accruing neither significant financial and technical benefits nor the benefits of mutuality most often associated in this new age of North-South Partnerships. Worst of all the seemingly vast potential of the YMCA network appears terrifically undertapped.

While not studied in depth by the Evaluation Team, the challenges of YMCA partnerships are compounded by:

- Inequities of power and control due to huge disparities in resources between the U.S. and YMCAs in Africa;
- An unintentional paternalism that accompanies wanting to help "needy" people;
- Differences in language and culture;
- A level of distrust on both sides;
- A long history of the YMCA as a donor which had no systemic interest in accountability.

Just as the Matching Grant IV offered a new way of doing business in Africa for the YMCA of the USA, an expansion or new way of conducting its partnership role would seem in order. Two factors would seem to provide sufficient rationale.

First, collaboration should promote more collaboration. The Africa Alliance and the International Division have withstood conflicts over their priorities, have had a fair number of misunderstandings, and have frequently misinterpreted one another. As

was reported in the mid-term evaluation, the International Division went so far as to suspend MGIV because of financial policy entanglements during the first year. All of this has been a learning and maturation experience for both sides and relations appear to be significantly more transparent and more (although not entirely) equitable. Both share common mission and doctrine and institutionally, there is a strong capacity for governance. It would appear that the interdependency of the YMCA's mission and the problems it is trying to address require collaborative approaches.

Second, despite Matching Grant IV to the contrary, most donors, whether bi-lateral, multi-lateral, or private foundations or individuals prefer to fund "development" work. They want to see their funds go directly to the needy. Partnership offers an opportunity to invest in planning training, communicating and other hard-to-fund activities that come under institutional support or overhead.

The Evaluation Team recommends that in order to build on the institutional groundwork laid by this and earlier matching grants, that the Africa Alliance and the International Division explore ways to promote enhanced partnerships. The Team offers the following suggestions:

1. It should be clear from the start that the fundamental focus of pursuing new forms of partnership is not partnership for the sake of partnership, but development.
2. As stated earlier, the International Division should coordinate all funds and technical assistance from the YMCA of the USA to Africa. In other words, Chicago should manage partnership relations including seeking new relationships, any new Matching Grant, the Africa Crisis Fund, and any other source of funding intended to benefit Africa.
3. New partnership should be based on mutuality. As a start, the Africa Alliance should have representation on the Sub-Committee for Africa of the YMCA of the USA.

6. Institutionalizing Financial Management

One tangible institutional gain since the mid-term evaluation has been the hiring of an accountant by the Africa Alliance. His hiring has resulted in improved financial tracking and more timely reporting. The hiring of the accountant, however, did not come until December, 1993. Ideally an accountant, in addition to the bookkeeper, should have been on board from the beginning of the grant. The International Division and the Africa Alliance did not anticipate the increase in scale and therefore demand on financial procedures and controls.

7. Institutionalizing Planning

A less tangible outcome has been the results of the Alliance's effort to promote strategic planning. This process was reviewed in the mid-term evaluation which warned of the danger of product overcoming process.

This appears to be precisely what has happened in some National Movements. Rather than appreciating this process as a management tool, some Movements have fixated on "the Plan" almost as scripture. After a huge initial investment, disproportionate staff energies and time are still being devoted to improving it instead of following and effecting it. Some actions are not being taken and opportunities missed, because "they are not included in the strategic plan".

Part of the reason for this misinterpretation of the strategic planning process lies in what the Alliance was trying to address i.e. lack of planning capacity at some National Movement levels. The other lies in the Alliance's bias towards workshop training, and leaving the follow-up to National Movements which don't have the capacity for the task in the first place. It was when they were left on their own that confusion and misinterpretation set in. As was recommended earlier, future training must be include timely and relevant follow-up.

IV. SITUATION ANALYSIS OF THE MOVEMENTS PARTICIPATING IN THE EVALUATION

TOGO YMCA

Togo YMCA has a long but checkered (discontinuous) history. Founded in 1903 and housed in the Presbyterian church, the movement collapsed in 1972 since there were no motivated youth at that time to carry on with the activities of the YMCA. The movement re-emerged in 1983 through some Presbyterian church volunteers. Rather than focus on the urban problems, as the conventional YMCAs at the time did, these volunteers directed their activities to the rural areas where several agro-based and income generating work-camps were to be organized each year up to 1986. However, since there was no follow-up to these initiatives, no visible impacts could be identified. It was only in 1987 that two permanent staff were appointed to take over from the volunteers the running of the YMCA. The first staff came on board as a Program Secretary (January) while later in the same year (September) a National General Secretary was appointed. By 1988, given the existence of the few motivated staff and volunteers, the YMCA started to forge ahead with activities which would make it have its own identify and delink from the church. A 10 year plan to run from 1990 - 2000 in three phases was formulated. When the first phase of the plan was internally evaluated in 1993, the following emerged. First the movement had cultivated effective contacts with rural villagers. The villagers had confidence and trust in the YMCA movement. Secondly, the single-project-at a time approach to community development created no visible impact on the lives of people. Thirdly, sustained involvement of youth in these projects was still lacking.

With the trust already cultivated among the communities, the early months of 1993 saw a departure from a single project approach to an integrated approach to community development. There was a vigorous membership campaign to involve as many people as possible. These campaigns involved organizing successful work camps to tackle the environmental problems (sanitation and tree planting), poverty (food production especially vegetables). The Program Secretary benefited from a series of development training workshops organized by the Africa Alliance of YMCAs and translated the training to practical community development projects. In 1993, the United Nations Development Program (UNDP) designated the Togo YMCA as one of 20 organizations meeting its basic criteria for NGOs. The movement boasts about 800 registered members, mostly young people (less than 30 years) out of which 268 are very active. There are seven branches registered.

Togo YMCA, therefore appears to be growing very rapidly, since the re-emergence in 1983. It did not obtain USAID concurrence status to be able to benefit from Matching Grant IV until 1993. Following the attainment of concurrence, the Movement has taken the challenge given by the Africa Alliance to submit viable proposals for consideration of funding and within one year, three well-written proposals have been received and approved by the Projects Review Committee of the Alliance. These have included a Women's Vocational Training Center (VTC) (\$ 15,340), Strategic Plan Preparation, (\$ 8,260) and Consolidation of the Women's VTC (\$ 21,600).

The rationale for the VTC derived from the emphasis the YMCA gives to youth employment creation. The training involves women who are to undertake courses in tailoring, dressmaking and home economics. After training, the trainees are expected to be self-employed using the skills acquired at the VTC. The Evaluation Team established that this VTC is still at its initial stages of development. There are seven trainees in their first year of training. There is a qualified instructor in place and sewing machines are available for up to 15 trainees. The trainees are now able to prepare food for sale at the center. The program has been affected by civil unrest and a year-long general strike. With a favorable political environment and proper marketing skills to be developed, this VTC has a chance of creating a visible impact for the beneficiaries.

The strategic plan preparation appeared justified on the grounds that Togo YMCA is currently being challenged by the communities being served to undertake many activities. These range from agricultural projects (including vegetable farming and animal husbandry) tree nursery and tree planting, environmental education, youth self-employment, nursery schools, various other income-generating projects including soap-making, buying and selling maize. All these activities are to be carried out with very limited staff, comprised of six professionals. The Evaluation Team was satisfied by the process the movement has followed to develop. This has involved going to the rural communities where the branches are located and soliciting their views on problems, causes of these problems, possible solutions and priorities to fulfil their felt needs. The budgeting exercise is to follow where the priorities and staff needs are going to be costed and sources of funds identified (whether local or external). The participatory nature of the plan formulation appeared exemplary and should be followed by other movements intending to draw up a strategic plan.

The completion of this plan has been delayed due to the political problems the country has faced. However, once completed, the team was confident that if implemented (with reasonable flexibility as time goes), the movement will stay on a good course towards attaining the desired development for the YMCA and the community it serves.

The VTC consolidation project supported by MG IV is meant to facilitate greater impact of the VTC. The Evaluation Team established that assurance was given to the Projects Review Committee by Togo YMCA that the VTC is given priority in their emerging strategic plan before approval could be given. This action by the Projects Review Committee is a reflection of the consistency the Alliance has developed towards funding requests.

The Evaluation Team also visited some of the branches where the YMCA has its activities. It is noteworthy that out of the six branches, only two of them have a Regional Secretary. The rest of the branches depend on volunteers for their activities (in addition to the occasional visit) from the headquarters staff. The Evaluation Team was impressed by the way the communities have been mobilized in support of YMCA

activities. Of concern however was the lack of community development practical training by staff who acknowledged that they were strong on theory but needed practical training in order to implement projects on the ground. The staff specifically identified training needs in conducting feasibility studies, sequencing of activities, and project follow-up. The staff also appears to be stretched too thin and given the range of activities and the increasing number of partners willing to support them. Additional trained staff will be required or programming needs to be consolidated. It is hoped that the completed Strategic Plan will carve out the niche for the YMCA together with the appropriate number and quality of staff to support the programs.

The Evaluation Team was particularly impressed by the demonstration center on Agricultural Training Center of Bagbe, which is an initiative of Togo YMCA. The first student intake will be in February 1995 and this center is likely to become a how training and development can be integrated. First, the original idea for this initiative was reinforced by the experience of a staff person who had benefited from a training workshop in Harare in 1986 where a similar program was running in the form of a cooperative. Secondly, the students to be trained at the center are to receive almost 80% practical skills to be transferred to their homes. Thirdly, local resources are to be used in training as far as possible, with very little damage to the environment. The Evaluation Team felt that this initiative reinforces the need to have regular exchange programs among the YMCA staff and volunteers so that good programs can be replicated in other areas. These exchange programs can be facilitated by the Africa Alliance of the YMCAs.

KENYA YMCA

The Kenya YMCA was among the movements participating in the mid-term evaluation in 1992. This Evaluation Team applauds the movement for having taken the mid-term evaluation recommendations seriously and putting in place corrective measures to enhance the impact of the project supported by MG IV.

The support Kenya YMCA has obtained from MG IV fund include human resource development (training) (\$ 4,000) and a VTC project in one of the branches (Anyiko) (\$ 38,516 in three phases) and Strategic Plan preparation (\$ 12,500). In addition, Kenya benefited from participating in the workshop supported by the MG IV such as the 1990 Mombasa Follow-up Workshop, and the November 1993 Development Workshop.

The Evaluation Team established that the training provided to the Kenya YMCA volunteer (now staff) has had visible impact. The trainee, is now a Branch Secretary in one of the strong Kenya YMCA branches (Nairobi Central YMCA). The individual is a valuable asset to the movement since he has initiated several programs, including nursery programs (including feeding), membership campaigns, fund-raising activities (e.g. multi-purpose hall). The Evaluation Team hopes that Kenya YMCA will give this motivated individual the incentives so as to retain him on board and strengthen the branch.

The Anyiko YMCA VTC has taken steps to improve its capacity to carry out the project. The first phase of funding received \$ 10,000 from MG IV; the second phase received \$ 15,301 which was released only after the corrective measures recommended by the mid-term evaluation and other internal evaluations were put in place. The third phase funding to enhance the impact of the project has received approval for \$ 13,215, of which \$ 8,000 has been disbursed. The Evaluation Team found that a full-time Branch Secretary is now at the Anyiko YMCA Branch and is streamlining the operations of the branch, including the VTC.

There are qualified instructors, each with an appointment letter in the field of Tailoring and Dressmaking, and Carpentry and Joinery. However, the Masonry activity has temporarily been suspended awaiting a qualified instructor. Adequate equipment and tools for the three trades have been acquired and the tools and equipment movement register is in place to check pilferage. Regular monitoring by the Kenya YMCA Development Secretary has ensured that the project is on course as originally anticipated in the project proposal. In addition, a new and a more motivated Branch Management Committee (BMC) meets regularly to review progress and make adjustments in the running of the VTC when deemed necessary.

There are 15 students in Tailoring/Dressmaking and 11 in Carpentry. Four of the students in Tailoring/ Dressmaking and 2 in Carpentry/Joinery are to sit for National Examinations Trade Test (Grade III) this November (1994) and all feel confident they will pass their examinations.

The Evaluation Team established that some problems still persist which need to be addressed. These include inability to pay the set fees (KShs. 150) due to low income of the parents of these trainees. Most of them reverted to this training due to inability to pursue further studies due to lack of school fees. The graduating trainees did not demonstrate an understanding of how they will establish their own businesses. It is recommended that the branch begin a revolving loan fund after firmly establishing a production unit to assist their trainees. To date, accommodation for students coming from distant places is very limited, causing enrolment to be low from neighboring districts. Similarly, carpentry/joinery training takes place under a tree, and there is need to improve the workplace for this trade to attract parents eager for their children to undertake this course.

It is recommended that the branch provide hostel facilities for the trainees. After completing a formal market survey to establish demand and Anyiko's comparative advantage, the branch should establish a production unit to facilitate income-generation. A full-time trained person should be employed to undertake this activity, rather than relying on the instructor or the trainers. A shed should be built for the carpentry/joinery class. The branch should strive to have transport to facilitate marketing of the VTC products.

The Anyiko Branch should also establish staff exchange program with neighboring YMCA branches or other organization to benefit from their experiences.

The Evaluation Team was given the opportunity to visit other branches and talk to the lay leaders and staff of the YMCA. These visits and discussions proved very useful in understanding the structures and operations of the YMCA.

Generally, it appeared that the Kenya YMCA has evolved into a structure that may suit its needs to a large extent. However, given that the branches are 23, scattered over the country, the existing staff at headquarters cannot cope with monitoring over 100 activities in all the branches. There is a strong need to have regional coordinators (managers) to facilitate monitoring and follow-up activities. These regional managers can also facilitate regional exchange visits which the team felt can be very useful to the volunteers and staff in the branches in a given region. The Team also felt that although management by committees brings transparency, the number of stipulated meetings in a year for each committee may warrant them ineffective. This is because the staff are expected to be secretaries to the committees and given the size of staff, there may be no time to fulfil all the obligations expected of staff. It may also be necessary to reinstate the women and youth committee to address the issues raised at the grassroots (Branches) by the women and youth.

Some branches appear to be attracting funds from sources other than the YMCA partners and which Kenya YMCA feels should be made known to the National Council. In principle that makes sense. To ensure that branches' financial inflows and outflows are monitored by the National Council, a Regional Secretary and an internal auditor, able to visit the branches regularly need to be in place.

MG IV has supported the preparation of Kenya YMCA Strategic Plan. It is expected that the plan, when completed will reflect the priorities of activities, and the structures to support the plan so developed to fulfil Kenya's YMCA Mission and the aspirations of the communities the movement serves.

EAST JERUSALEM YMCA

The East Jerusalem YMCA received \$69,000 over two years of support under Matching Grant IV with a match from Y-Care totaling \$180,000; to support the Women's Training Program.

It is clear that contextual constraints are imposed on the East Jerusalem YMCA and have affected operations. Nevertheless this YMCA has demonstrated a capacity for innovation and adaptation through appropriate programs and structure.

The YMCA demonstrates a functional approach based on a determination to build appropriate skills in staff and depth in program initiatives to provide for greater effectiveness. This has been demonstrated through the Extension Services Unit whereby a staff configuration of six professionals hold responsibilities for differing elements of the program. Furthermore, there is evidence that the staff see a potential to draw from and benefit by collaboration with industries and other NGOs.

The Women's Training Program, although a pilot initiative, requires greater and more evident consistency between staff with regards to the goals and target groups. From the senior leadership, there is evidence that the villages are considered a primary target group, yet at the implementation level more needs to be done to accomplish this in a more consistent manner with clearly defined criteria. If economic empowerment is deemed the primary thrust of the program then the measurements for such change need to be more clearly articulated.

The training comprises activities in psycho-social counseling and vocational training. The staff need to draw greater distinction between the goals for income generation for the YMCA and promotion of self-reliance in local village communities. The uncertainty with regards to this, especially among the urban participants, leaves some doubt with regards to the purpose of the activities with this beneficiary group.

Learning and cross-fertilization of ideas from the Extension Services Unit to the Women's Program should be encouraged.

UGANDA YMCA

Since the mid-term evaluation no new project or institutional strengthening grants were provided to the Uganda YMCA except \$6,000 to support a workshop in strategic planning. Prior grants, which were documented in the mid-term evaluation, provided salary support for the National General Secretary and the Development Secretary, and paid for office furniture and equipment. These grants totaled \$24,185. Non "Block Grant" Matching Grant funds also were used to fund, along with other international YMCA organizations, a portion of a primary vocationalized school in Kakinzi. This amounted to a total of \$18,532.

Any institutional assessment of the Uganda YMCA is problematic due to recent staff turnover. Over the last year, two key staff have left. The National Development Secretary left to assume the position of Associate Executive Secretary for Refugees at the Africa Alliance. He was not replaced until four months after his departure. The National Secretary for Leadership, Programs and Training effectively left (extended leave to find other work) the Uganda YMCA in February, 1994. He has yet to be replaced.

The new Development Secretary who began in November, 1993, is confronted with having to fill both positions and this coupled with the long vacancy in his job before he arrived have left him with an impossible task. This situation is even more untenable due to the heavy committee structure of the Uganda movement. In Uganda, committees have more policy and decision making authority than in most other YMCA movements including authority to hire staff and allocate resources. Furthermore, committees meet at least every two months and require the presence of the corresponding Uganda YMCA staffer to organize the meetings, take minutes and present reports. Due to the other staff vacancy he is forced to cover all eight committees.

Additionally, as reported in the mid-term, the Development Secretary does not have a vehicle and must make most of his visits to rural projects by public transportation.

Although the National General Secretary movement expressed satisfaction with the Strategic Planning Workshop, the Uganda movement is in such a state of flux that the Evaluation Team felt that strategic planning was not especially useful at this time. As the Uganda movement is currently in a staffing, internal political, and resource crisis, the Team felt that any help from the Africa Alliance should be aimed at weathering the crisis.

V. RECOMMENDATIONS:

In order to build on the gains derived from Matching Grant IV, the Evaluation Team recommends that the YMCA devote attention and resources to the following institutional development issues of training, structure, and collaboration as well as community development issues of participation and project management:

1. In the future, Africa Alliance should provide intensive practical and, when possible, on-site training to assist National Movements to carry out implementation of development projects. This represents an extension of current training practices which are focused on delivery of training through workshops and conferences. It is suggested that the Alliance contract short-term regional development trainers who can assist in the planning and delivery of National Movement specific training. Funds should also be utilized for specific technical training that strengthens the beneficiary Movement's capacity for development activities.
2. National Movements, with assistance from Africa Alliance, should re-examine structures to ensure that there is a capacity to function as effective development assistance institutions in addition to being membership organizations. Africa Alliance should develop a check-list of indicators of institutional development for each National Movement. This check-list should describe minimal operational capacities including number and quality of staff, kind of organizational structure, and functions and relationships of each staff position. Once the check-list is developed for each Movement, Africa Alliance should verify that necessary functions are in place, seek and provide financial support or appropriate training and technical follow-up in areas not sufficiently covered.
3. In order to build on the institutional groundwork laid by MG I to IV, The Africa Alliance and International Division should explore ways to promote enhanced partnerships. This should include but not be limited to pursuing new forms of partnership for development and not for the sake of partnership. The International Division should coordinate all funds and technical assistance from the YMCA of the USA to Africa. In other words, Chicago should manage partnership relationships including seeking new partnerships, any new grants, the Africa Crisis Fund, and other sources of funding intended to benefit Africa. New partnership should be based on mutuality. As a start, the Africa Alliance should have representation on the YMCA of the USA's Sub-Committee for Africa.
4. Africa Alliance should continue to emphasize participatory approach to rural and urban community development as exemplified in the proposal already developed for future development funding. The initiative should be supported and promoted to provide the Africa Alliance with greater capacity to realize the desired impact in community development.

**APPENDIX I
STATEMENT OF WORK**

**STATEMENT OF WORK FOR FINAL EVALUATION OF
COOPERATIVE AGREEMENT (OTR-0158-A-00-9077-00) WITH
YOUNG MEN'S CHRISTIAN ASSOCIATION (YMCA)**

1. SUMMARY

This is a statement of work for the final evaluation of the YMCA's activity under Cooperative Agreement #OTR-0158-A-00-9077-00 (Matching Grant IV). Matching Grant IV is a five-year grant that began on September 1, 1989 and is scheduled for completion on August 31, 1994. This statement identifies key evaluation issues, includes an evaluation scope of work, and elaborates an evaluation methodology. The evaluation will assess the YMCA's progress in implementing its program and integration of the mid-term evaluation recommendations within the overall scope of the program.

The YMCA program seeks to develop managerial capacity to promote self-reliance and effective leadership in YMCAs; enhance YMCAs capacity to maintain and expand effective development programs; support initiatives to promote capacity for employment opportunities particularly for women and the youth; and support marginalized communities in their efforts to meet their own needs through long-term solutions for improved food production, water, and environmentally sound programs. The evaluation will pay special attention to the YMCA's institution building capacity. The evaluation will be carried out during the period March 23-25, May 1 through June 5, 1994 by a team composed of an external evaluator (Evaluation Specialist), the YMCA of the USA's Assistant Director for Development Cooperation, and key field staff from the four sites and the Africa Alliance. The evaluation will encompass programs conducted by the Africa Alliance of YMCAs, Kenya YMCA, Uganda YMCA, Togo YMCA and the East Jerusalem YMCA. The final report is due no later than June 15, 1994.

2. BACKGROUND

The Young Men's Christian Association (YMCA) is a worldwide movement composed of one hundred and twenty-two National Movements which support and conduct local development activities aimed at increasing human resources and developing management capacity as well as providing opportunities for education and training and small enterprise development. The major project and training activities are agriculture, including increased crop and livestock production and water resource development; short-term vocational training and job creation for unemployed youth and young adults, including small-scale business management training and enterprise development; integrated community development benefiting marginalized communities, both rural and urban, resulting in improved health, non-formal education, skills training and job creation; and strengthening the development program and institutional capacity of indigenous YMCAs through management training and direct support for development staff.

Matching Grant IV is a five-year program of development cooperation which seeks to enhance and consolidate the institutional capability of YMCA National Movements and their local associations in developing countries. The program seeks to increase the capacity of these YMCA associations to respond to some of the more acute problems faced by marginalized people in 20 developing countries in Africa, Latin America, the Caribbean and the Middle East. The geographic and programmatic focus of the program is as follows:

A. The major emphasis of Matching Grant IV is in Africa, primarily toward institutional strengthening of African YMCAs and the support of projects which deal directly with long-term solutions to the critical problems faced by people throughout the continent.

Through the Matching Grant, the YMCA of the US approved a "block grant" to the Africa Alliance of YMCAs to manage and implement the Africa Development Program to strengthen and consolidate the institutional capability of YMCA Movements in Africa. The major program areas include development of managerial capacities leading to self-reliance and entrepreneurship in YMCA's development; institutional building to strengthen national YMCA movements with the capacity to maintain effective programs; projects leading to job creation to provide employment opportunities particularly for youth and women; and to provide for long-term solutions to under-development in food production, water, and environmental deficiencies.

B. In addition, the Matching Grant provides support to programs in the regions of Latin America, the Caribbean, and the Middle East. The evaluation will observe the impact of the women's vocational training program in East Jerusalem.

3. EVALUATION PURPOSE AND OBJECTIVES

The purpose of the final evaluation is to provide FHA/PVC and the YMCA with an assessment of the YMCA's results in undertaking activities under the Cooperative Agreement. The evaluation is a management activity to provide FHA/PVC and the YMCA with an understanding of the process of institution building to increase capacity of YMCA associations and to support community development activities within YMCA communities. The evaluation will address the following issues in A) Institutional Strengthening and B) Community Development Program Effectiveness:

A) Institutional Strengthening:

How have the institution building activities of the YMCA strengthened local indigenous capability? What specific elements of the program have direct impact on the institution? What additional efforts have been made to further enhance institutional capacities since the Mid-Term Evaluation? (i.e. staff capacity, institutional and program planning, funding planning, training and follow-up). How significant has the grant been in enabling the YMCA to further develop and expand as a strong, viable institution?

Has the YMCA been effective in promoting and delivering sustainable activities within communities? What evidence is there of a participatory process that encourages the development of the beneficiary communities?

Has the YMCA collaborated with other NGOs, leveraged additional resources through partner support, and demonstrated a capacity to make effective use of resources both within the YMCA Movement and with other institutions?

What evidence is there to demonstrate the appropriateness and relevance of the training activities and what process is in place to monitor and evaluate the results of the training in its application in the field?

What indicators are there that would demonstrate that the YMCA is promoting adequate technical and managerial assistance to realize the institutional goals?

In summary, the critical evaluation task should determine how effective the YMCA has been in consolidating and developing institutionally.

B) Community Development Program Effectiveness:

These programs will be analyzed for the following:

Process (how did the programs develop and what has been the level of community participation), needs assessment study completed, evidence of community input and evaluative process, collaboration with other organizations, adaptability of program to changing contextual circumstances;

Evidence of value attributed within the community to the program (program ownership, delegation of responsibility, and transference of skills);

Characteristics of beneficiaries (baseline study and outputs).

Actual residual benefits in the participating communities as a result of the program intervention.

4. EVALUATION SCOPE OF WORK

The evaluation will assess the implementation process and results of the Matching Grant IV. It will be based on the program proposal goals, objectives, and projected outcomes; the recommendations of the mid-term evaluation; and modifications/actions taken by the YMCA during the grant period. The evaluation strategy directs the evaluators to assess the critical areas of YMCA activity as related to institutional strengthening and effective program delivery in community development.

4.1 EVALUATION METHODOLOGY

The evaluators will employ a methodology that includes field visits to projects; informal interviews with participants in community development activities, specifically in Kenya, Uganda, Togo, and East Jerusalem; observation/participation in program events; interviews with Volunteers, Development Secretaries, Branch Secretaries; meetings with National Development Committees and National Leadership Development Committees; and meetings with Boards/Chairmen of National Movements.

The team will review the following documentation: project proposal, project grant agreement, periodic reports, and any other written documentation provided to further program objectives.

4.2 EVALUATION OF PROGRAM ACTIVITY

The current Cooperative Agreement assists the YMCA in establishing a structure to design and implement a program which includes review, management, approval, and monitoring and evaluation of activities carried out towards institutional strengthening of YMCAs and community development activities. This includes the hiring of development staff; establishment of mechanisms and structures for analysis and follow-up; creation of a tracking system to assess program performance; implementation of community-based programs.

a. INSTITUTIONAL STRENGTHENING:

To assess the progress in institutional strengthening, the evaluation team may consider the following questions:

Are the responsibilities and roles of staff and volunteers defined for implementation of the development program? How have these roles/functions interacted in practice?

What indications are there that the structure is effective for implementation? The YMCA structure is highly complex. Does it demonstrate the degree of flexibility and resiliency necessary to be effective.

How are decisions being made? What process is in place to allow for participation and accountability on the part of the leadership and the constituency?

Does the YMCA have a useful monitoring and evaluation system in place? How and when are assessments made and how are recommendations shared and acted upon?

Using the indicators as defined for Africa during the Mombasa meetings, how effective has the YMCA been in addressing issues to promote institutional strengthening? What progress has the YMCA made towards strategic planning for the long term? In

cases where a plan has been developed, what action has been taken to implement and assess the overall effectiveness and applicability of the plan to the local context?

What assessment can be made of the leadership training, support, and follow-up activities of the YMCA vis-a-vis the goal to increase human resource capability? How are the results of those activities being measured? What evidence is there of application of training in practice on the local level and what interaction and dialogue is there between the trainers and the trainees?

How effective has the YMCA been in serving as a resource and facilitator?

The following indicators may be considered:

- Number and substance of workshops held, content, and attendees;
- Number and substance of visits by YMCA staff and consultants;
- Material and financial support provided to sub-grant recipients;
- Information provided to sub-grant recipients.

b. PARTNER AGREEMENTS AND COLLABORATIVE RELATIONSHIPS:

What evidence is there that the YMCA has collaborated with other NGOs, and leveraged human, financial, and technological resources through partner agreements?

What progress has been made towards strengthening partner relationships between YMCAs?

c. COMMUNITY DEVELOPMENT:

What progress has the YMCA made towards promoting and cultivating effective community leadership and organization?;

What progress has the YMCA made towards supporting sustainable community development activities?;

What system does the YMCA have in place to establish and maintain quality of programs, to assure against risks, to adapt to the uncertainties of the local context, to assess and modify the program and objectives in concert with the changing needs of the communities?;

What progress has the YMCA made towards addressing problems of health and sanitation, education, agriculture, and skills training and job creation?

The following indicators may be considered:

- Number of persons identified as direct and indirect beneficiaries;
- Number of sub-grants achieving objectives as determined by program reports, monitoring visits, and evaluations;
- Qualitative changes in standard of living of beneficiary group as exemplified through improved health and nutrition, increased enrollment in school, enhanced self-esteem, improved housing, water availability and quality, etc.;
- Record of performance by trainees and small business ventures.

d. MONITORING AND SUPPORT PROCESSES:

What types of assistance are provided to sub-recipient YMCAs by the YMCA of the USA staff (and Africa Alliance, where applicable)?

Are there established fora for dialogue and communication and schedules for monitoring visits?

What has been the most effective means of assistance provided in conditions of crisis?

Are standards, information, and requirements shared clearly with sub-recipient YMCAs?

4.3 EVALUATION SITES

The evaluation will be carried out at the YMCA of the USA Headquarters in Chicago, the Africa Alliance office in Nairobi, Kenya, and four field sites to include Togo, East Jerusalem, Uganda, and Kenya. The field sites are selected because the YMCA has invested in institutional strengthening of YMCAs and supported integrated community development activities in the above mentioned countries. The evaluators will be able to see a range of activities funded through the program, all of which relate to the goals and objectives of the Agreement.

5. EVALUATION TEAM COMPOSITION

The evaluation team will be composed of one external evaluator (Evaluation Specialist), the Assistant Director for Development Cooperation of the YMCA of the USA, and a designated field staff person from each site, that is, Togo, East Jerusalem, Kenya, Uganda, and the Africa Alliance.

6. EVALUATION REPORT

The final report should not exceed 40 pages. The report may include annexes to supplement the core text of the report as deemed necessary by the evaluation team. The report may be presented in the following format:

- Summary
- Principal Findings
- Principal Recommendations
- Evaluation Issues
- Assessment of Grant Activities
- Annexes

The final version shall be completed by June 15.

7. TIME FRAME (Tentative)

Phase I:

March 24-25 Briefing in Chicago (with Office Directors)

Phase II:

May 1-May 9: Field Visit to Togo YMCA

Phase III:

May 10-16: Jerusalem
(Field Visit to East Jerusalem YMCA)

May 18-21: Field Visit to Uganda YMCA

May 22-27: Field Visit to Kenya YMCA

May 29-June 3: Africa Alliance of YMCAs/
Report Preparation

June 15: Deadline for Submission of Final Report

APPENDIX II
LIST OF PEOPLE CONTACTED

INTERNATIONAL DIVISION -YMCA of the USA

Sam Evans, Director
 Scott Charlesworth, Associate Director
 Selma Zaidi, Assistant Director, Program Management
 Jerry Prado Shaw, Director, Latin America and Caribbean Office
 Desta Girma, Director, Africa Office

AFRICA ALLIANCE OF YMCAS

Sam E. Nyame, Executive Secretary
 Frank Okuthe-Oyugi, Assoc. Executive Sec. for Leadership Dev.
 Seth M. Kluvia, Assoc. Executive Sec. for Development Programs
 Peter Mutyaba, Assoc, Executive Sec. for Refugee Programs
 Simeon Muthuma, Hon. Treasurer and Chairman, Development Committee
 Michael Makale, Chief Accountant

TOGO

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 Daniel Dougblor, Agricultural Technician
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 Ruben Gameda, " President
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 Yawo Agbo, "
 Salomon Agbeli, "
 Yawo Ebe, "
 Komi Amegbe, "
 Amega Dadiveku, "
 Kodzo Azuma, "
 Togbui Agbenyo, "
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 Gerson Sedjro, Chairman YMCA Development Committee, Notes
 Village Meeting, Committee and Beneficiaries, Akata

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 Najwa Ifteha, Assist. Dir. Women's Training Program
 Mai Saba', Training Coordinator, Women's Training Program
 Issa Saba, General Secretary, Gaza YMCA
 Musa Saba, Board member, Gaza YMCA
 Abu Husan, "
 Meeting Sixteen Participants, School Girl Training Program, Ramallah
 Sahar Islim, Women's Training Program Participant, Ramallah
 Kholoud Islim, "
 Iman Abdullah, "
 Gadeer Awad, "
 Alin Husari, "
 Noha Husari, "
 Jamilla Hassan, "
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 Eliud Mambo, Chairman, National Executive Committee
 Simon Muthuma, Chairman, Resource Management Committee
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 Zeblon Malenge, Branch Secretary, Chavakali YMCA
 James Ogada, Chavakali YMCA
 Village Meeting, Chavakali Health Workers
 Committee Meeting, Chavakali Branch Dev. Committee
 Vincent Walsh, VSO, Chavakali
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 James Namenge, Branch Secretary, Busia YMCA
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