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**YMCA OF THE USA  
INTERNATIONAL DIVISION**

**MATCHING GRANT V**

**ANNUAL REPORT**

**SUBMITTED TO  
U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON, D.C.**

**OCTOBER, 1995**

**MATCHING GRANT V**  
**ANNUAL PROGRAM REPORT**  
**(September 30, 1994 - October 1, 1995)**

**Matching Grant V**, a three-year institutional support grant funded by the U.S. Agency for International Development, through the Office of Private Voluntary Cooperation seeks to "strengthen the Africa Alliance of YMCAs and the 23-member African YMCA National Movements' organizational effectiveness and institutional capacity to design, implement, and manage programs".

The YMCA of the USA, in collaboration with the Africa Alliance of YMCAs, initiated an intensive capacity-building program entitled "Capacity Development for Development" in January, 1995. The Africa Alliance designed a workplan for Year 1 which is comprised of the core elements: 1) needs assessment; 2) review of training manuals; 3) development of training teams; 4) technical training exchange/staff development fund; 5) institutional development process; 6) measurements of institutional strength; 7) monitoring; 8) financial management; 9) financial development and issues of sustainability. The target date for completion of design of the training programs has been set for November 30, 1995.

Actual accomplishments for this period are: 1) needs assessment for 10 YMCAs and distribution of findings to 23 YMCAs; 2) review of training manuals and consolidation into one manual for trainers; 3) guidance and information-sharing for development of training teams; 4) initiation of technical training exchange/staff development fund with request for additional proposals; 5) establishment of regional zones for training (Eastern, Western, and Southern); 6) design of training/orientation session for January, 1996; 7) outline of financial development strategy and training for fund-raising for Africa Alliance and National Movements.

The identification and strengthening of African YMCA leadership capacity in development depends on the design of relevant, appropriate, and sustainable training activities in the areas of organizational structure, project design, management (both financial and program), implementation, income-generation and fund-raising techniques, base-line data collection and analysis, monitoring and evaluation, etc. During the first year of Matching Grant V, the Africa Alliance has concentrated on assessing the strengths and weaknesses with National Movements and has sought to identify, in collaboration with the participating National Movements, areas to be emphasized during the implementation of the training activities.

The Africa Alliance, through Matching Grant V, has amplified its role to one characterized of technical skills building in addition to the traditional role of facilitation and support to National Movements of YMCAs. This training and capacity-building role, which has been one contemplated by the Alliance for many years, is now expanding and becoming more clearly defined. The de-centralization of training to the Zones (Eastern, Western, and Southern) has begun to take shape. The training activities for the next period will take

place in January and February, 1996 in the Zones. Therefore, training will be held for Senegal, Sierra Leone, Liberia, Ghana, Benin, Togo, Nigeria, Cameroon, Sao Tome and Gabon in Bagbe, Togo; Egypt, Sudan, Ethiopia, Kenya, Uganda, Tanzania, Rwanda, and Eritrea in Nairobi, Kenya; and Angola, South Africa, Zambia, Zimbabwe, Madagascar in Johannesburg, South Africa. To realize this objective and engender ownership throughout Africa of the concept, the Africa Alliance has sought broader participation and open communication with the leadership throughout all member National Movements in Africa, in particular during the conceptual and program planning phase of the training.

The Africa Alliance of YMCAs, in its role as the regional representational body of the 23 National Movements that comprise its membership, has undertaken the task of surveying the skills and capacities within the membership. This role has reinforced the leadership and capacity-building function of the Africa Alliance of YMCAs. Moreover, it has provided the Alliance with increased knowledge of the priorities and concerns of the membership.

### 1) **Needs Assessment:**

One first step in this direction has been the needs assessment conducted with 10 National Movements. The participating YMCAs were: Uganda, Cameroon, Nigeria, Senegal, the Gambia, Zimbabwe, Angola, Ethiopia, Mauritius and Egypt.

Recognizing the impossibility of sampling all National Movements for the Needs Assessment due to questions of costs and timing, the Africa Alliance drew a sample of 10 National Movements based on a criteria intended to cover as complete a range of experience and capacity with African YMCAs as possible. This sample grouped YMCAs with diverse backgrounds. They included YMCAs with many programs and years of experience, newly-emerging YMCAs, and YMCAs that re-emerged following a period of dormancy or inactivity due to national government intervention or civil war. Also included were YMCAs that had experience with traditional programs that were transitioning into development organizations as well as YMCAs that have functioned as relief/emergency assistance organizations.

The guidelines for the needs assessment process were to study present structures, capacities, and current state of development programs in National Movements. The research endeavored to determine whether the requirements and appropriate skills exist and what reinforcement and specific targeted training is required. The assessment considered the following areas:

- Decision-making processes and relationships;
- Skills, strengths and weaknesses of the Movements;
- Level of comfort and self-confidence of staff in implementation of programs in development;
- Depth of experience and skills for effective interaction on the community level;
- Leadership capacity for innovation, creativity, and change;

- Impact of previous training events;
- Relevance and ownership of programs in communities;
- Determination how effectiveness of National Movements can be increased, and;
- Analysis of the effects of the country (social, political, economic) contexts on each National Movement.

The **scope of work** for the Needs Assessment included analysis of the following institutional and programmatic areas: 1) structures, decision-making processes and relationships; 2) capacity for development administration; 3) logistics; 4) extent of engagement in development work through analysis of the budget; 4) number of years involvement in development; 5) National Movement's overall strategy to implement organizational mission, goals, and objectives with emphasis on development; 6) National Movement plans and prior accomplishments in training; 7) management process comprised of planning, organization, and implementation for projects; 8) decision-making process to identify projects; 9) project viability; 10) participatory development process; 11) determination of existing skills, strengths, and weaknesses in National Movements; 12) extent of self-confidence and motivation in the organization's staff and volunteer leadership; 13) degree of outreach into the community; 14) capacity for innovation, creativity and change; 15) opportunity for access to new/additional resources; 16) adverse influences of external factors; 17) means to stimulate re-growth and innovation in YMCAs; and 18) the range and composition of actual and potential beneficiaries.

The **purpose** set forth in the assessment was to "identify existing needs related to the provision of development and to recommend practical areas of training as a way of meeting these needs. Training in this case would be designed to supplement the other training tools and resources currently available through the Africa Alliance and individual national movements".

The Africa Alliance contracted two consultants to undertake the Needs Assessment, Dr. Willis Oluoch Kosura and Dr. Mutahi Ngunyi (see Attachment 1). The consultants were selected to provide an appropriate balance of experience to analyze the material and to assist in the design of the training content and identification of trainers. Dr. Kosura, through previous evaluations, and based on his understanding of the YMCA, provided key insight into the history and experience of the development program work in the YMCAs in Africa. Dr. Ngunyi, an experienced professional who is currently undertaking research on the actual results of programs funded in the NGO sector, provided critical insight into YMCAs capability to identify and implement programs and measure goals and outputs. Dr. Ngunyi has had significant experience analyzing civil society and the roles and functions of non-government organizations. He will be designing a matrix for the Africa Alliance which shall provide a tool for assessment of the results of the training program over the three year period and beyond.

The **findings** of the Needs Assessment report will assist the Africa Alliance in the design of the training and identification of the training teams. The issues as outlined in the report

are: 1) structure and organization, 2) policy formulation and planning capacity, 3) administrative capacity, 4) financial resource mobilization and management, 5) participatory community development program implementation capability, and 6) human resource development. (see Attachment 2). These issues were identified by the Africa Alliance as a result of the implementation of Matching Grant IV and the strategic planning process, the Mombasa workshop, and the training undertaken over the years through the Consolidated Leadership Development Program (CLDP).

Key findings from the Needs Assessment include:

- Lack of clarity and common understanding of the Mission of the YMCA;
- Similarities in organizational structures with variation in style of operations;
- Some confusion on distinctions between roles of staff and volunteers;
- Policy formulation that was not necessarily grounded in the reality of the local context;
- A range in planning capacity often resulting in a gap between long-term planning and the short-term via-a-vis undertaking specific activities;
- A range of institutional depth in terms of human resources available to the task and administrative systems in place and some need for "organizational elasticity" with regards to innovation and change;
- Substantial range in percentage of local financing versus foreign funding with no indication of self-reliance in community development initiatives;
- Scarce evidence of actual community participation;
- Differing emphasis on leadership training and capacity building with need for practical training.

These findings provide clear indication to the Africa Alliance of the relevance and desirability of the Matching Grant V program. At this stage, the report has been shared with twenty-three National Movements who are being requested to analyze the report and identify their training plans and resources. Each National Movement's training plan is expected to include objectives, course content, method, and duration. The National Movements are being asked to analyze the observations in the report in relation to their own experience and to indicate where and how they can strengthen their own institutions and where and how they are in disagreement with the findings.

Based on the information in the report, training seems necessary in the following areas:

- YMCA philosophy, mission, and guiding principles;
- Management of non-profit organizations, organizational structure and operations; institutional roles and responsibilities, inclusive of staff and volunteer functions;
- Participatory planning process; base-line surveying and analysis, organizational models and structures that adapt to local context, project design, implementation, and follow-up;
- Results-oriented management (including motivational tools, recognition of effort, performance guidelines, establishing clear goals and objectives, monitoring and evaluation, measuring impact, skill and capacity transference);
- Assessing local resources; mobilization of local resources in communities; community organization; local collaboration between institutions; financial management; models of self-reliance and income-producing programs that subsidize social programs; local capacity building through problem diagnosis, assessment of resources, enhancing resource use.

## 2) Review of Training Manuals

The Africa Alliance decided to review and revise a number of the training manuals from the Consolidated Leadership Training Program (CLDP) manuals that would apply to the Matching Grant V training program in "Capacity Development for Development". These are the following:

No. 3	Development
No. 5	Conflict Management and Resolution
No. 6	Human Resource Planning and Development
No. 7	Managing for Non-Profit Organization
No. 13	Project Planning and Evaluation
No. 14	Project Proposal Writing

These manuals would be reviewed in light of the findings from the Needs Assessment and revisions made to make them more applicable to the context of local National Movements. The Africa Alliance hired three consultants: Willis Ochieng, Mutahi Ngunyi, and Vincent Simiyu. Each consultant brings experience that will assist the Africa Alliance's effort to focus on practical training for YMCAs at the local level. Ngunyi brings the experience of participating in the Needs Assessment and Ochieng has been extensively involved in community organization and mobilization at the local community level. Simiyu participated in the design and preparation of the CLDP manuals and has served as an advisor to the Africa Alliance on the Consolidated Leadership Training Program (CLDP).

The following terms were agreed upon between the Africa Alliance and the Consulting Team:

- i) The manuals would be incorporated into one volume with chapters on each subject area;
- ii) The manual would be a resource for national trainers to use and would be useful to local leadership in communities;
- iii) The content would be simplified but the quality of the material would be maintained;
- iv) Flexibility would be encouraged so that examples may be drawn from the local context/reality.

Moreover, it was established that the program must depend entirely on a participatory planning approach and that this methodology would be incorporated into all themes that are to be addressed.

The outline for the structure of the manual is envisioned as follows:

- Introduction: Terms of reference on YMCA philosophy, mission, participatory methodology definition and process, leadership training goals and rationale.
- Chapter One: Understanding Development (basic concepts; integrated approach to development; incorporation of progressive socio-cultural factors; value systems; gender issues; development and environment; human rights; transparency and accountability).
- Chapter Two: Project Proposal Writing (review of CLDP manual #14; incorporation of participatory planning concept)
- Chapter Three: Management for Self-Reliance (understanding management; models of management; cultural components in popular participation in human resource mobilization; management for popular participation-- planning and resource mobilization; basic elements in bookkeeping; financial and narrative reporting)
- Chapter Four: Project Monitoring and Evaluation (popular participation, techniques and models in project monitoring and supervision; popular participation in project evaluation).
- Chapter Five: Conflict Management and Resolution (understanding conflict; review of CLDP manual #5; practical examples based on grassroots experiences)

The methodology draws from group dynamics and role play approach; uses practical

examples and illustrations; employs appropriate language and experience; and has clearly stated objectives.

The chapters shall be produced in draft form and readers will be drawn from several National Movements to provide preliminary feedback on the content. The material will also be reviewed by Africa Alliance staff and shared with twenty three National Movements for input.

The Manual will be produced as material for discussion and reference during the training/orientation event planned for January, 1996 with National General Secretaries and Chief Volunteer Officers.

A successful outcome to this process will be production of a manual that serves as a resource to YMCA national trainers and which provides national YMCAs with confidence and ownership of the concept subscribed to in the training program. A preliminary assessment on the viability of that effort will be seen during the training/orientation event during January, 1996.

Additional materials shall be researched and sought that will supplement the issues. Significant emphasis will be given to encourage YMCAs to draw from experience of local NGOs or regional organizations.

### **3) Development of Training Teams:**

In addition to the Needs Assessment and training materials required, there is a definite need to identify the human resources best suited to provide the training and carry out the follow-up work.

To this end, each National Movement has been requested by the Africa Alliance to put together a training team. These teams may be comprised of YMCA staff and expertise from other non-government organizations. The National Movements have been encouraged to draw from the Needs Assessment report to determine the areas of training or skills pool that they would require under this program. As was stated when the program was designed, the teams would not necessarily be fixed but might tend to change in composition depending on the specific training needs and priorities of each local context.

The Africa Alliance has made staff available to the National Movements to provide guidance to YMCAs in structuring their training teams and has taken advantage of other scheduled events to provide additional information on the program.

The Africa Alliance's goal is that each National Movement will have a team identified prior to the training event in January, 1996. This would facilitate a rapid transition from planning to implementation throughout the regions (Western, Eastern, and Southern) once

the program training is initiated in January. Follow-up training events on the regional level are scheduled over the three-month period following the first event in Nairobi.

#### **4) Technical Training Exchange/Staff Development Fund:**

The Africa Alliance has been in the unique position, as a regional organization, to identify and suggest ways to build capacity within YMCAs based on exposing them to experiences undertaken by other YMCAs or of other NGOs. This concept has been in existence for some time but has not been implemented prior to Matching Grant V. The grant has enabled the Alliance to identify opportunities, solicit input and requests from National Movements, and provide some resources to enable this learning process to take place.

One such example took place between the YMCA of Uganda and the YMCA of Sri Lanka. Through matching resources and a contribution from Matching Grant V, the Development Secretary and the Leadership Training Secretary visited and participated in training held by the Sri Lanka YMCA. In Sri Lanka, the YMCA has implemented a highly successful poverty alleviation program which has focused on training health promoters in rural communities. This program has the potential for replication in Uganda and the Uganda YMCA felt it worthwhile to invest in training the staff through the exchange concept.

Similar initiatives are being encouraged with other YMCAs throughout Africa and include the possibility of a staff person participating in a short-term course held by an NGO in their country. These funds are limited but invaluable in terms of the potential for direct impact and application of the training to the needs in the field. Since MG V focuses on practical training, it is expected that this Fund will derive the most visible outputs in terms of results.

#### **5) Institutional Development Process:**

Matching Grant V provides the Africa Alliance with the resources to build a comprehensive institutional strengthening process with the YMCAs throughout Africa. The success of this effort shall depend on the will and capacity of the member YMCAs and the Alliance to communicate effectively with each other with regards to the goals, objectives and expected outcomes of the program. Previous experience has highlighted the importance of clear and effective communication as a determinant for success. The Alliance has articulated a strong commitment to responding to this concern. The leadership has indicated that input will be requested from the member movements and that a hoped for outcome of this effort is a common understanding by all parties of the shared goals within the African movements to be strong institutions.

#### **6) Measurements of Institutional Strength:**

To continue the process that was initiated under Matching Grant IV, the Africa Alliance

hopes to facilitate and expand the process of institutional development. The Alliance intends to motivate the membership by providing challenges while at the same time encouraging participation and criticism. This process of dialogue, debate, and exchange will have direct bearing on the ability of the Alliance to measure the outcomes of the activities undertaken in this grant. As outlined in the grant proposal, the process for analyzing the results shall be framed within a list of indicators that characterize minimal operational capacities (planning, management, and implementation), kind of organizational structure, and functions and relationships of staff and volunteer positions, program models, diversity of resource base, capacity for collaboration.

Some specific actions and areas for measurement which were previously identified are as follows:

Activity: National Movements have been involved in strategic planning through Matching Grant IV.

Process: New efforts will focus on analyzing and providing appropriate follow-up and support to National Movements in the implementation, monitoring, and evaluation of the planning exercise.

Action: Re-focus to short-term objectives with measurable outcomes and encourage avoidance of merely listing activities.

Activity: Coordination and mediation among National Movements.

Process: The Africa Alliance, in its role of representation and oversight, will advise and counsel National Movements on institutional development issues of structure and organization through application of a review process and through provision of appropriate practical training.

Action: Training/orientation event in January, 1996 with National General Secretaries and Chief Volunteer Officers.

Through Needs Assessment, identify areas where training should be concentrated and develop or identify tools that are appropriate.

Activate the Training Exchange Fund and provide clear guidance on objectives and expected outcomes.

Multiply and seek opportunities to solicit input from National Movements at all phases/levels of the program.

Activity: Review of Constitutions of all National Movements through provision of a model constitution and guidelines on organizational policies,

procedures, and mechanisms for effectiveness.

Process: Africa Alliance will provide guidance on institutional effectiveness and suggest modifications of current practices, where necessary.

Action: Based on Needs Assessment and additional information provided to Africa Alliance, provide guidance and counsel to National Movements that require assistance in revising constitutions, organizational policies and procedures. Establish specific benchmarks for action.

Activity: Establishment of mechanisms for ensuring security of tenure of staff.

Process: Long range fund-raising planning and policies shall be in place to provide greater assurance to YMCAs of issues of longer term sustainability. (As non-profit organizations, the YMCAs will inevitably face insecurities due to financial dependency, and consequently the primary goal for institutional sustainability over the three-year period will be to diversify funding sources).

Action: Initiate fund-raising planning through extra session at January, 1996 training to focus on fund-raising to be assisted by YMCA of the USA.

Activity: Establishment of a database of YMCAs in Africa for sharing amongst partners and National Movements.

Action: Introduce computer systems at Africa Alliance and formulate a matrix for data gathering in National Movements.

Process: The Africa Alliance, through its coordination, information, and resource sharing role will be apprised of the status of National Movements, their programs, provide information to interested National Movements and advocate on their behalf.

Activity: The Africa Alliance and the International Division shall seek to ensure that partnerships are based on a well-defined mutual agreement in line with the mission of the YMCA and are consistent with development objectives.

Action: Seek close collaboration between Africa Alliance, YMCA of the USA, and other donor partners.

Process: Partnerships focused on development will be encouraged. The Africa region is one of the priority areas for support and resource mobilization in the International Division. The International Division will

invest in encouraging resource-sharing between Partner YMCAs to support the strengthening of the Africa Alliance and National Movements.

Action: YMCA of the USA to continue to advocate for increased Partner involvement in Africa and to facilitate contact and meetings between interested parties.

#### 7) **Monitoring:**

The monitoring visits undertaken during this period are part of the planning and promotion phase of the program. Since the Needs Assessment, the Africa Alliance and the YMCA of the USA staff have analyzed the report and discussed the recommendations. One outcome of the discussion is a need to design a matrix for each National Movement that would allow it to assess and demonstrate the current capacity according to the categories for training. Each National Movement will be asked to standardize the measurement according to the guidance provided by the Alliance and shall present their findings for discussion during the January meeting.

In addition, the National Movements from the Western Zone discussed their perceptions of the program and provided direct feedback to the Leadership and Development Secretary. The Western Zone identified leadership (Seth Kluvia from YMCA of Togo and Istifanus Akpoko from YMCA of Nigeria) to serve as trainers who will assist with monitoring. Similar actions are anticipated from the Eastern Zone and the Southern Zone.

#### 8) **Financial Management:**

The International Division has agreed to provide support to the Alliance's accountant on computerization of accounts at the Alliance level. The accountant will visit the Chicago office during November, 1995 and will learn about the financial management system of the Division. Moreover, the accountant will receive assistance in computerizing the accounts and shall receive informal training on the DACEASY accounting program. This process shall strengthen the Alliance's financial management system by enabling them to produce reports with greater efficiency.

#### 9) **Financial Planning and Issues of Sustainability:**

The Africa Alliance and the YMCA of the USA have discussed collaboration on this area and following a request from the Alliance for human resource support have agreed to provide a short-term specialist to build capacity in fund-raising within the Africa Alliance and to initiate steps towards enhancing capacity for local fund-raising for National Movements. The first steps are as follows:

- Design and delivery of fund-raising and resource mobilization training for National

General Secretaries and Chief Volunteer Officers during the meeting in January, 1996.

- The YMCA of the USA will provide a short-term consultant to spend six weeks in Nairobi (January, 1996) and assist the Alliance with coordination and implementation of a fund-raising plan (including non-US donors) to diversify and increase the funding base.

#### 10) **Recommendations/Conclusions:**

The Africa Alliance plan for "Capacity Development for Development" depends on the active participation and response by the 23 National Movements in Africa. This will be observed at the training/orientation event in January, 1996 and will also be measurable through the preparatory work done in advance. Given the vast scope of National Movements from the West, East, and South and considering the diverse experience, it will be a challenge for the Africa Alliance to establish a common understanding of the training goals and objectives. To be successful, the Alliance will need to maintain a highly visible and articulate posture in terms of promotion of the program and follow-up on the regional/national level. This will require strong regional endorsement and involvement by key leadership in National Movements from the regions.

The concept, based on the evaluation of Matching Grant IV and the findings of the Needs Assessment, is well grounded. Further, it should have large appeal throughout the National Movements due to the flexibility implied in the fact that it is focused on the needs on the local level and reality/context and driven from the bottom up rather than imposed from above. Where it is likely to be challenged is in situations where there may be skepticism or doubt due to incomplete understanding of the benefits of the program or where there may not be shared ownership of the concept. Bearing this in mind, it will be essential for the Alliance to maintain a pro-active posture and invest its resources in engendering a participatory mode of behavior in all levels of YMCAs and aspects of work. If that goal is realized the Africa Alliance's potential for strong delivery on the program objectives would appear optimistic. Moreover, if the Alliance leads by example, the National Movements will seek additional support and counsel and seek to replicate the standards that are being proposed.

The Africa Alliance is faced with the challenge of building capacity throughout a YMCA Movement which is characterized by great diversity. Nevertheless, through a clear will and strong endorsement of African YMCAs that demonstrate institutional strength and capacity in areas prioritized by the training, these YMCAs--while maintaining their diversity derived from a different local context/reality--will at the same time comprise an institution that will provide strong leadership throughout the African continent.

## *SUMMARY CURRICULUM VITAE*

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**Present Status:** Lecturer, Dept of Government University of Nairobi.

**Other Positions:** Research Fellow, 'Aid and Political Reform Programme' Dept of Politics, University of Leeds.

**Education:** B.A.(Govt) M.A. (Govt) 1989.

**Age:** 32 years

**Marital status:** Married.

**Date:** March 1995.

### *ON-GOING RESEARCH WORK*

#### Women Institutions in Civil Society in Kenya.

Research funded by the Centre for African studies, Governance Institute, Florida USA. (February 1994 - May 1995).

#### The Role of the Church and Labour Movement in the Formulation of Social Policy.

Funded by IDRC, Nairobi regional centre. ( From Feb 1995-March 1997)

Aid and Political Reform in Kenya, Zambia and Nigeria.

A Study in 'Political conditionality'. Funded by the ADF British Government in conjunction with Leeds University, UK. (June 94 - September 95)

*RECENTLY COMPLETED RESEARCH WORKS*

Religious Institutions in Political Liberalisation: Building Democracy in a Polarised Civil Society.

Research undertaken for the Scandinavian Institute of African Studies, Uppsala Sweden from March 1992 to April 1994.

Praetorian Politics in Farmer Organisations in Kenya: A comparative Study of KGGCU and KPCU.

Monitoring Report for SIAS June 1993-April 1994.

The Impact of Structural Adjustment Programmes on Interest Groups and Professional Association in Kenya.

Funded by SIAS, Uppsala Sweden, August 1991-March 1992

*RECENT PUBLICATIONS AND PAPERS GIVEN TO INTERNATIONAL WORKSHOPS*

- |               |   |
|---------------|---|
| June 1992     | <u>State-Civil Society Relations in Kenya.</u> Paper given to Africa Day Workshop, SIAS, Uppsala Sweden.  |
| November 1992 | <u>Toward An Understanding of Kenya Politics.</u> Paper given to Workshop on Social and Economic Dimensions of Change in Sub-Saharan Africa, Maseru Lesotho |
| June 1993     | <u>Interpreting Political Liberalisation in Kenya.</u> Paper given to the Centre for Development Studies (CDR), Copenhagen Denmark.                         |

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- August 1993      *Reconstituting Civil Society in Kenya: Civil Institutions in Political Liberalisation*, Paper Presented to Workshop on "Transition to Multi-party Politics" in Kenya, Nairobi.
- October 1993      *Forces Conditioning the Transition to Multi-party Politics in Kenya: Building Democracy in a Polarised Civil Society*" presented to 'First Regional Conference on Low Politics and Multi-party Democracy in East Africa, Dar-es-alaam.
- December 1993      *State-Civil Institutions Relations in Kenya in the 80s'* in Social Change and Economics Reform in Africa by Peter Gibbon (ed)(Uppsala SIAS)
- April 1994      The Role of Religious Institutions in Political Liberalisation in Kenya. Research Report prepared for workshop on Dimensions of Economic and Political Reforms in Contemporary Africa. Organised by SIAS, Uppsala, CMI, Birgen and CBR Kampala. Kampala Uganda.
- January 1995      Economic Aid and the Food crisis in Kenya. French Institute for Research in Africa (IFRA).
- January 1995.      Resuscitating The 'Majimbo Project': Politics of Deconstructing the Unitary State in Kenya.
- Monitoring report prepared for presentation to SIAS. Discussed at a workshop on 'Challenges to the Nation State' IDS, Helsinki Finland, February 1995.

BEST AVAILABLE COPY

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EDUCATION

Level	Institution	Dates	Achievements
University	Cornell, U.S.A.	1979-1983	Ph.D. Agric. Economics
University	Australian National University	1977-1978	M.Sc. Agric. Economics Coursework 1 Higher Distin. & Distinctions (among the best results in the class) M.Sc. thesis.
University	University of Nairobi	1973-1976	D.Sc. Agriculture. 2 Distin 5 credits (best results in the class).
Higher Sec.	Friends School Kamusinga	1971-1972	East African Advanced Certification of Education 3P 15 (2nd best results in class).
Secondary	Mwihila	1967-1970	East African Certificate of Education 1st Division (13 points) (best results in class).
Primary	Luanda A.C.	1960-1966	Kenya Preliminary Exam. qualified for Secondary Sch.

EMPLOYMENT RECORD

1. Dec. 1970-May, 1971 Worked with the Ministry of Co-operative and Social Services
2. July, 1976-Oct. 1976 Employed as a Demonstrator in the Department of Agricultural Economics, University of Nairobi.
3. Sept. 1970-Nov. 1970 Employed as a Junior Research Fellow in the Department of Agricultural Economics, University of Nairobi
4. 1979-Sept. 1983 Assistant Lecturer, Department of Agricultural Economics, University of Nairobi.
5. Sept. 1983-March, 1988 Lecturer, Department of Agricultural Economics, University of Nairobi
6. March, 1988 Current Senior Lecturer, Department of Agricultural Economics, University of Nairobi.

RESPONSIBILITIES AT UNIVERSITY

1. Teaching Agricultural Policy, Industrial Book-Keeping, to undergraduates; Development Economics, Research Methodology, Project Planning and Evaluation to graduate students. This amounts to over 150 contact hours per academic year. Departmental Examinations Co-ordinator.
2. Supervision Graduate students writing their M.Sc. Theses on Agricultural Mechanization in Raringo; Goat and Goat Products Markets in Kakamega; Maize Marketing in Kenya; Economic Analysis of the Problems facing Tanzania's Sugar Industry; Analysis of Labour Utilization in the Production of Tobacco in South Nyanza District, Kenya; Determination of Optimal Allocation of Resources and Enterprise Mix for the West Kano Pilot Irrigation Scheme. Agricultural Credit in Kakamega District; sisim production in Kwale District, Resource Allocation in Muranga Tea Farms.

3. Research:
  - a) The Status of Farm Mechanization in Kenya
  - b) Agriculture - Industry Relations
  - c) Rural Factor Markets, Agricultural Investment and Farm Productivity.
  - d) Determine Social Prices for Policy Analysis Matrix in Kenya.
4. Warden, Mandela Hall.
5. Acting Chairman of the Department - Sept.-Oct., 1988

#### AWARDS

1. 1979 The University of Nairobi Gandhi Smarak prize for the best final year results in Agriculture Faculty.
2. 1977 The Australian Government Scholarship (SCAAP) to enable my study in the Australian National University.  
1978
3. 1979 Ford Foundation Scholarship to enable my study in Cornell University for the Ph.D.  
1980
4. 1985 Kellogg Foundation Travel Grant.
5. 1985 USAID Travel Grant to IAAE Conference in Argentina.

#### CONSULTANCY\_EXPERIENCE

1. Dec. 1978 Member of a consultancy team of 4 members evaluating the FAO/UNDP assisted Agricultural Training in Kenya for one month.
2. May, 1979 A member of a team of 4 evaluating the National Poultry Development Program for the Ministry of Agriculture for two weeks.
3. May, 1984 A World Bank Consultancy to undertake a Study on the Evolution and Status of Agricultural Mechanization in Kenya.

4. July, 1984 A consultancy to prepare a code book and variable list for computer analysis of the Grain Storage Study for Western Kenya for the Development Planning and Research Associates, the main consultants for the program.
5. 1984-1986 A Member of a network study team for Africa on Agriculture-Industry Relations, funded by United Nations University.
6. Sept. 1986 Consultant for a Development Training Workshop in Harare for Field Workers in Africa associated with Africa Alliance of YMCAs.
7. Oct. 27-30, 1986 Consultant-Africa-Canada YMCA Consultation in Nairobi.
8. Feb. 1987 Consultant - CPC International Starch/Starch Product Market.
9. 1987 Technical Reviewer for Project Prop submitted to Voluntary Agencies Development Assistance (VADA).
10. 1987 Resource person, Rural Development ceas, Ltd.
11. 1987 Resource person, Africa Alliance of ....
12. 1987 Resource person, UNICEF - Kenya
13. 1987-1988 Core Consultants: Agric. Consult Ltd. Agricultural Policy Assessment Study for USAID.
14. August 1988 Consultant: International Association of Agricultural Economists Conference; Discussion Group on Production Relations Agrarian Structure and Reform.
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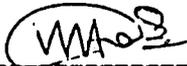
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AFRICA ALLIANCE OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS  
ALLIANCE AFRICAINE DES UNIONS CHRETIENNES DE JEUNES GENS

**REPORT OF THE NEEDS ASSESSMENT SURVEY FOR THE AFRICA  
ALLIANCE OF YMCAs DEVELOPMENT PROGRAMME**

BY

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JUNE 1995

25

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## **NEEDS ASSESSMENT MANDATE**

The research work for which this report is produced was commissioned by the Africa Alliance of YMCAs (AA) under the Matching Grant V. The broad mandate of the assessment was to determine the levels of institutional capacity of AA member movements to administer sustainable development. In particular, the study was to focus on levels of skills acquisition at the national level and the extents to which the movements are involved in capacity building at the grassroots level for effective service and programme delivery. In so doing, the study was to look at the national movement's structures, capacities and current state of development programmes, with a view to establishing whether appropriate skills exist and what reinforcement and specific training is required. To guide the assessment, the AA provided the researchers with 21 issue areas which are attached as appendix II.

The primary aim of this undertaking was therefore to identify existing needs related to the provision of development and to recommend practical areas of training as a way of meeting these needs. Training in this case would be designed to supplement the other training tools and resources currently available through the AA and the individual national movements.

## **ACKNOWLEDGEMENTS**

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It is our hope that this report will help to strengthen the African YMCA movements so that the mission as well as desired development goals can be achieved.

## EXECUTIVE SUMMARY

Community development issues have concerned the Africa Alliance of YMCAs (AA) since it was constituted in 1977. The AA regards itself as an agent of social change, committed to the improvement of the quality of life of the people it works with. Given the multifaceted crises in Africa including civil wars, natural calamities, poverty, ignorance and disease, the Alliance in its 1994-99 **Strategic Plan** projected itself to carry the YMCA mission as envisaged in the Paris Basis and affirmed in Kampala in 1973 and Mombasa in 1988. These tenets urge the YMCA movements to strive for the development of the whole person and the enrichment of the lives of people without discrimination.

Having tried to "promote" development among the affiliated movements for almost two decades with the support of partners, the AA felt it necessary to assess where the umbrella *movement came from, where it is and where it is going* if it is to achieve desired development. Given its new development thrust, which emphasises grassroots development, it became clear that a needs assessment survey should precede the implementation of the development programme. This was the rationale for the survey.

The needs assessment survey was conducted from April 10th to May 23rd 1995 by visiting a sample of 10 YMCA movements affiliated to the Africa Alliance. The following summarises the major findings and recommendations of the survey.

### 1 Mission of the YMCA

A clear mission statement did not exist in most of the movements we visited. Where this existed, it was doubtful that the leaders in the movement had internalised it. This became clear when we asked them, to talk about it and what it meant to them without referring to the constitution.

The mission in some movements existed only at the level of sloganeering. Some of the "vocabulary" from the Paris Basis, the Kampala Principles, the Manilla Declaration etc., was borrowed by cheer groups in the making of their chants. At this level, the "mission" was buoyant. Beyond "mission chanting" in sporting activities, the other activities of the movements were rarely informed by the mission. This was absent in planning, resource and community mobilisation processes, and the general governance mode of the movements.

The mission should be the heat and light of organisational action. It should be the organisational lifeblood. It should flow through all its veins energising the entire anatomy of the movement. It should be the axis around which all else rotates. In most of the sampled movements, the mission did not advance from inside - out. The inside did not matter, what mattered was that aspects of the mission were worn on the outside like a 'priestly cloak'.

Those YMCA movements whose leaders have difficulty in articulating their respective missions clearly must therefore strive to develop a clear mission statement and subsequently vigorously carry it out. This will enable the members to be motivated, encouraged and even challenged to follow suit. Happily, these national movements can be guided by tenets established at world and regional meetings, (e.g the Paris Basis (1855), the Kampala Principles (1973) and the 1988 Mombasa Covenant). What remains for them to do is to adapt the YMCA mission statement to suit their local environments and situation so that the YMCA image reflects the expectations of the communities.

Similarly, the National Movements currently regarding their YMCAs as an evangelical organisation, should be persuaded to accept the principles now recognised by the world-wide movement. The Mombasa covenant recommended a revision of the constitution by the movements affiliated to the AA. So far, not all have obliged even though those participating in the Mombasa meeting signed the covenant.

Movements will also need to constantly consider their mission with a view to internalising it so that it advances from inside-out. They should aspire to have it as the central concern in the decision-making and planning processes, identification of organisational tasks and the right talent for the tasks, in locating projects and implementing them and in the general administration of all of these. Community development will have multiple effects if it is guided by a clearly understood and internalised mission.

## **2 Structure and Organisations**

It appeared that the YMCAs visited have adopted relatively similar structures for managing the affairs of the respective movements. This may be because the YMCA is a world-wide movement which lets individual national movements to operate autonomously but with some guidance from AA and the World Alliance of YMCAs. For instance, the AA's initiative in organising the Mombasa meeting which came up with the Mombasa covenant in 1988 must have helped in influencing the adoption of similar structures of organisation for each of the YMCA movements in Africa.

However, despite the similarities in the organisation's structures, the style of operations within the structure differed significantly from one country to the other. While there may be strength in diversity and no one expects uniform structures, some movements adopted styles of operation which would likely not lead to a strong YMCA institution. Those movements whose leaders or members do not respect time-honoured established structure (organisation) cannot expect to achieve institutional effectiveness. Although organisations need not be rigid, once reforms have been agreed on by the entire membership of the organisation through a democratic process, everyone must subsequently respect the organisational structure which has emerged until a new one is developed.

In some of the movements, relationships between different offices were not clearly defined. Where these were defined constitutionally, there was a tendency for some leaders to encroach onto the functions of others using informally constituted rules. This problem was pronounced in the relationships between the volunteers and staff, and between the top staff and the middle-level staff. For the most part, the volunteers tended to encroach the domain of staff while the top staff wanted to perform some functions of the middle-level personnel. This had the effect of reducing effective use of "organisational space" as leaders crowd around certain organisational functions neglecting others.

- Role distinction must be made clear for institutional health to be guaranteed. The role of the volunteers should be constitutionally defined where this is not done. Similarly, the functions of different offices in the structure must be delineated to avoid overlaps and duplication.
- Where the constitution is clear about roles but the above problem still exists, the 'informal rules of management' must be looked into. These rules exist in any organisation and operate outside a constitutional framework. They can be used for self preservation or for group perpetuation. In this case, they can either be destructive or constructive. In the case of YMCA, care should be taken that these are not based on suspicion and fear, but that they develop from faith and goodwill. They should not seek to dislodge but to reinforce. These rules should develop out of a sense of trust and should seek reciprocal action.
- Under such circumstances, institutional capacity would be developed by having *complementary* rather than *competitive* roles in the movement's structures.

### 3 Policy Formulation and Planning Capacity

In most of the movements, policy formulation had little or no "popular content". In 80% of the sampled movements, no baseline surveys were conducted before development interventions were introduced. Hence policy had a tendency to be at variance with the reality on the ground. Baseline surveys were conducted in the other 20%, but our observation was that these were intended to *legitimise* an **existing policy agenda** and finding out how popular it would be more than it was meant to assess the needs of the membership/beneficiaries.

Planning capacity existed in some movements but needed improvement in others. In some movements, plans were confused with the organisation's "shopping lists". While strategic planning in the long-term was very impressive in most movements, the breaking down of plan items into activities and processes did not exist. As such, short-term plans were either absent or resembled a schedule of activities with no details on *how* some of the goals would be realised.

- Short-term planning should be improved on to address itself to specific goals and objectives, activities and processes. Only then can the vision entailed in the strategic plan be realised. Those strategic plans that have not addressed themselves to the question of training programmes for leadership formation would also do well to revisit their plans and incorporate this important aspect of institutional development
  
- Policy formulation and decision making process should be *reflective* of and *linked* to the mission of the YMCA in a specific country. These should draw their rationale from the mission. For them to be effective, they should allow for a reasonable measure of "popular content". Our observation was that those policies and decisions whose processes had been popularised tended to have more sustainable results than those made without grassroots consultations.
  
- If community development is to be sustainable, decisions and policies regarding it must be popularised. When a decision is popularised, the communities will have the sense of owning it and standing by it whether it bears fruit or not. This sense of ownership is crucial for community development activities.

#### **4 Administrative Capacity**

Two emerging tendencies in the movement's administrative capacity are worth mentioning. a) There are those who tended to spread their capacity too thin. These were incidentally also the upcoming movements. b) There were those who chose to spread their capacity deep. These were the advanced movements. The two tendencies are symptoms of poor institutional health.

Those spreading too thin did not have staff or resources to sustain their interventions. Ironically, those spreading deep utilised more resources on an intervention than was economically necessary. They tended to "over-perfect" an area at the expense of other emerging interventions. While the former's problem has to do with lack of an administrative capacity, the latter's has to do with uneconomical use of this capacity

- The two sets of movements should probably switch places. The movements spreading thin should consolidate what they have already began. This gives such interventions a chance for sustainability. Those spreading deep should be encouraged to spread their activities horizontally rather than vertically to allow for an *even* growth of interventions.
  
- Where the staff is limited, the temptation to spread the activities of the organisation beyond the capacity of the existing staff should be resisted. If the movements plan to expand the activities they must also plan for the needed staff to shoulder the additional workload. Similarly, if additional activities are planned for, the necessary logistical support must also be considered. This will ensure efficient operations with expansion.

- Some form of "organisational elasticity" should also be encouraged. This should allow for innovativeness, opening the movements to new areas of work and new approaches to this work. This is particularly necessary in the area of community development where techniques of development work change by the day. The YMCA movements should keep abreast with these changing techniques through networking with other NGOs operating in these areas in their respective countries.

We also observed in some movements a very high staff turnover. This was compounded by lack of a systematically organised succession platform and strategy.

- To attract and retain good quality staff requires that the remuneration package be similarly good. The YMCAs must grapple with this requirement if they have to build and sustain a strong institution. One way of minimizing high staff turnover is to ensure that the staff coming on board understand clearly what the YMCA mission is and what the limitations regarding higher remuneration are. A good orientation programme on the job is necessary. Once on board, such staff should be given opportunities to be creative to build the organisation. The staff will likely identify himself or herself with the organisation and strive for its survival.
- Any training opportunity meant to enhance the skills of the staff when available should be offered to the staff without the fear that the staff will defect upon completion. It is to be recognised that good remuneration package need not only be in the form of high salaries. In many cases, non-direct salary benefits such as medical benefits or housing, children education, transport as well as opportunities for career advancement may even be more attractive if accompanied with clear personal policies, which are devoid of conflicts of interests and full of opportunities for close working relationships. The staff loyalty and confidence in the organisation will be strengthened and this will ensure institutional strengthening occurs. The staff will then feel committed to the YMCA mission and take pride in its achievements.

## 5. Financial Resource Mobilisation and Management

Two extremities exist in the area of resource mobilisation among the movements we visited. If a movement is not 80-90% *locally financed* it is 80-90% *foreign funded*. The two extremities present their own unique problems with respect to community based development. While the foreign-financed movements are yet to attain self-reliance, and the locally-funded movements can pride in self-reliance, in neither of the two is self-reliance at the level of community development attained. There are even no signs of encouraging community initiatives with respect to the funding of development interventions.

In the locally funded movements self reliance exists only within activities situated on YMCA sites, primarily at the national level. Little is done to make the community development work self-sustaining by asking the communities to fund it and showing them how they could do it.

On a more general level, the YMCA's strength is in the membership it commands at the national or branch levels. The members are usually expected to pay membership fee as well as annual subscriptions. The volunteer members who may or may not be board members normally are very resourceful to the extent that they offer material, financial or moral support to their YMCAs. The communities where development projects are located usually offer their land and labour voluntarily without expecting payments.

In addition, YMCAs which have forged linkages with other YMCA partners or other organisations willing and able to assist them have opportunity to obtain funds from these sources. The YMCAs also can in principle have fund-raising campaigns to obtain funds for their programmes. Other YMCAs in Africa managed to invest in hostels and multi-purpose training centres in the past and this is helping them generate income to support or maintain their activities. Opportunities for small-scale business also exist and some enterprising YMCAs have captured such opportunities.

It is therefore evident that the YMCAs have enormous opportunities to diversify their resource base. Any tendency to rely exclusively on one source would be risky since sustainability may not be assured from donors. It is recognised that best measure of an organisation programmatic autonomy is the degree to which it can stick to the course it has chartered for itself and thereby buffer itself from the intervention of well-intentioned donors.

- Since many YMCAs have now developed their strategic plans, it is incumbent on them to resist the temptation to divert from a well-thought out strategic plan because of the whims of donors. To the extent that the National YMCAs claim to be autonomous bodies, their drive for diversification of resource base should be obvious.
- This does not however mean that they should be lax in their fundraising activities. They should instead sharpen their abilities in this area. Training must focus more closely on project proposal writing and in particular budget rationalisation. If a movement has a good project proposal, with a well rationalised budget, the donor will have a hard time imposing his project preferences.
- The available resources should also be managed well. The notion of accountability and transparency need to be inculcated in each of the movement's staff and leaders. The accounts departments need to be strengthened to facilitate efficient financial tracking and management. A common understanding and system for financial management among the YMCA movements affiliated to the AA may be desirable. Establishing this understanding will mean offering the desired training to the Accountants, book-keepers as well as National General Secretaries and any relevant staff to avoid conflicts during the implementation of the systems learnt.

The equipment and materials to facilitate the smooth running of the movements is often overlooked when establishing YMCA institutions in Africa. It is important to realise that the development of the physical infrastructure to facilitate productive work should go hand in hand with human resource development to achieve institutional effectiveness. Once in place these facilities must be maintained and managed properly to ensure sustained use.

## 6. Popular Participation and Community Development

From the movements we sampled, popular participation in community development work was practised in only a few of them. What is interesting is that some movements had a very high level of community mobilisation with a negligible level of participation. The community was therefore mobilised simply as a consumer of development and not as an active facilitator of the same through participation. Development in this case advances from *above* and not from *below*. It was also seen as an *end* in itself and not as a *means* to the empowerment of the individual.

Where participation existed, we noted that this was confined to the elementary level of project implementation. But even then, this was dominated by the use of "reverse psychology" as opposed to "positive reinforcement". That is, since the community is desperate, it should "travel" to the YMCA offices for help.

The movements would be kind enough to provide the help and the community would be content with the role of "project implementation" which includes the *building* of pit latrines, clinic blocs etc. Participation at the more advanced levels of management - even through community project committees - rarely existed.

The YMCA therefore needs to rethink its approach to development to allow for popular participation. The reason for the re-orientation in approach to community development lies on the realisation that past efforts in development which imposed programmes on the communities have in most cases failed to achieve desired development. The national movements must therefore be encouraged to promote the community participatory development, once they have achieved sufficient capacity for development administration. This promotion can be achieved by doing the following:-

assisting the people in problem diagnosis, identifying with their needs and resources, and finding better ways of using the resources in a supportive manner to ensure a good quality of life.

empowering the people at the grassroots to organise themselves and to manage development initiatives for self promotion to guarantee grassroots participation and enhanced self-esteem.

- helping in forging a partnership relationship and collaboration among the communities and other government and non-governmental organisation for mutual benefits.
- prioritizing the activities such that emphasis be put on women and children who are known to be hitherto disadvantaged in terms of welfare and access to production resources.
- promotion of conservation of natural and environmental resources.

To embark on community development programmes requires that the YMCAs know the communities they are to work with in the first place. It is therefore crucial that the target groups be defined clearly, given the YMCA mission. Once the target groups are identified, the YMCAs ought to conduct a baseline survey to facilitate understanding the community resource base, problems and capacities. With that understanding, the types of assistance or intervention needed by the community can then easily be identified. This also facilitates eventual evaluation to determine the progress being made.

## **7. Human Resource Development**

Training was embraced differently by the sample movements. There are those who trained rigorously and those who simply did not have time for it. There was also difference in emphasis on leadership training and capacity building in areas of work. While some embraced both, others tended to emphasise on leadership training as opposed to capacity building or vice versa. systematic planning is a *sine qua non* in the area of training for all the African YMCAs.

This is so because, education and training enables development of capacity to analyse situations and required skills to manage or implement programmes meant for development. Organisations such as YMCAs require quality leadership able to articulate and carry out the YMCA mission as we know it. The leaders should have vision hence capable of leading others, knowing where the organisation is, and where the organisation is going. Quality leadership also implies being able to tackle issues on the basis of known principles rather than personalities. Since it is through training that those leadership qualities are acquired and developed, it is important that the movements attach great importance to training if they have to achieve tangible progress in achieving the YMCA mission.

For the training to be useful to the organisation, there must be rationale for it. The potential trainees must know why they have to train (objectives), what they are to train in (course content), how they are to be trained (method) and for how long the training is desirable (duration). If these issues are not clearly spelt out, the trainees as well as the organisation will not reap the benefits expected.

The universal objective of training is to enhance the skills and broaden the horizon of participants. Most people are trainable and therefore the organisation should strive at giving opportunity for leaders, staff, and other members to be trained in lines which interest them and which will eventually boost performance in their allocated duties. In the rare case that an individual becomes untrainable, such an individual can still be of use as a member of the organisation in providing unskilled labour service. The temptation to retain such individual as staff or leader with responsibility requiring skill should be resisted.

Training can be theoretical or practical and problem solution oriented or both. The emphasis given depends on the objectives of the course. For staff and volunteers with adequate academic background, practical training is usually preferred since such training give orientation to the participants on how to apply the theory as well as how to solve real rather than imagined problems. For YMCA with a mission to improve quality of life in communities, interest should be on practical training within the communities. Specific aspects of training such as those in project proposal writing and practical project management require emphasis.

The method adopted for training also depends on the objective. For practical training which has been identified as desirable for YMCA staff, the demonstration method appears preferable. Such method of training can be effected through staff or volunteer exchange programmes where the individuals would learn why some projects fail while others are successful and subsequently adapt the good practices to his/her situation once the training programme is completed. Such exchanges foster creativity and replicability of programmes within national movements (between branches) or across national movements.

# I INTRODUCTION

## 1.1. Background

Community Development issues have been of primary concern to the African Alliance of YMCA (AA) since it was constituted in 1977. This is because AA regards itself as an agent of social change with commitment to facilitate the improvement of the quality of life of the communities it works with. This mission has become more real in the face of Africa's multifaceted crisis. In particular the ravaging civil wars, drought and natural calamities, stagnating development processes and the resultant hopelessness experienced by the individual under these circumstances have forced AA into the forefront in the campaign for sustainable development.

Given the emerging challenges of the continent therefore, the AA has in its 1994-99 **Strategic Plan** projected itself as taking on a new mandate "...to liberate the people from the bondage of ignorance, disease and poverty". This mandate has borrowed its rationale from the Kampala Principles of 1973 which urged the African YMCAs "...to work for the development of the *whole* person.." and the Manilla Declaration of 1977 which calls on the world fraternity of YMCAs to work for the "...enrichment of the *lives* of people.."

The Alliance is the representative organization of the 26 National YMCAs (movements) in Africa with headquarters in Nairobi, Kenya. The National Movements with affiliation to the Alliance are given in Appendix I. The 26 national movements affiliated to the Alliance are heterogenous and have diverse physical as well as socio-economic characteristics. The general method of operation is that each movement in a given country has local autonomy to select its leadership, programmes and purpose within guidelines set by the national organisation, Africa Alliance and the World Alliance of YMCAs.

By 1988, it became apparent that the YMCAs in Africa were facing crises which warranted correction. These crises emanated from lack of clear understanding about the YMCA mission, leadership roles as well as clear vision for the movement. The situation culminated in a meeting being held in Mombasa, Kenya to sort out the problems faced by the movements. The Mombasa Covenant emerged from the meeting where the movements agreed to follow a set guidelines of operation. The Mombasa Covenant recognised that the YMCA all over the world derive their mission from historical roots since 1855 when the Paris convention was convened. This convention acknowledged Christ as the centre of the movement, conceived as a world-wide fellowship uniting christians of all confessions. The Paris basis, as it was subsequently called was reaffirmed at Mombasa.

The reaffirmation particularly highlighted the principle that YMCA is an open membership organisation committed to the ways of Christ and also to develop a whole person, i.e the mind, the body and the spirit (which form the characteristic YMCA triangle). This guiding principle has been the basis for the AA's development programmes aimed at enhancing the quality of life of the communities.

For almost two decades now, the AA has strived to promote development among the rural and urban communities in the movements in Africa with affiliation to the Alliance. During this period, with the assistance of their partners, AA has undertaken many activities aimed at achieving development. These activities have included initiating a wide range of community development programmes, vocational training, day-care centres, staff-scale support to mention a few. The AA has also organised seminars, workshops and conferences meant to articulate the development concerns and to provide the mechanism for those attending to reach the grassroots beneficiaries. In all these activities, the AA has accumulated a wealth of experience which should now enable it to forge ahead with an appropriate development agenda.

The Development Programme of AA has benefited from support from partners eager to promote social and economic development as the AA sees it. In particular, the International Division of the YMCA of the U.S.A, the unit with responsibility for grant administration of the U.S.A government and private funds awarded for international programming has since 1978 worked with AA by using a series of Matching Grant (M.G) funds obtained from U.S.A government. The Matching Grants codenamed I to III were administered from Chicago office and were meant to support Community Development initiatives in the African YMCA movements. Matching Grant IV which operated between September 1, 1989 to end of 1994 was the fourth as the name implies and signified a change in the way the previous M.Gs were administered. This is because AA was recognised as the legitimate body to make decisions on development problems facing the African YMCAs. The final evaluation of the M.G IV established that this move by the YMCA of the U.S.A has helped legitimise and strengthen the role of the AA as the "tone setter" for much of what the YMCA is doing in Africa.

The M.G IV aimed at strengthening and consolidation of the institutional capability of the YMCA National Movements and their local associations so that they can respond to some of the acute problems faced by the marginalised and disadvantaged communities in their respective areas of operation. Considerable gains were realised by the AA and the National Movements benefiting from M.G IV. These gains were identified in the final evaluation as encompassing progress in general grant processes, such as administration, project approval and financial management. Improvements were evident in communication between the AA and the National movements such that relatively fewer and shorter delays in disbursement of funds existed. Better accountability for the funds was also evident.

To build on the gains derived from M.G IV, it was recommended that future efforts in development spearheaded by AA be devoted to further institutional strengthening at the National level. This would facilitate the achievement of the much needed critical mass to ensure sustainable development programmes within those movements.

## **1.2. MATCHING GRANT V**

Following the successful completion of the M.G IV in 1994, the AA secured the fifth Matching Grant code-named M.G V to begin in January 1995 and to run for five years. The M.G V aims at strengthening the institutional capacities of the national movements further (at grassroots level) to enable sustainable development programmes in the movements. Given the lessons learnt by the AA particularly during the implementation of the M.G IV and the recommendation emanating from the M.G IV final evaluation that institutional weakness within the movements may stand on the way to greater progress in development, the workplan of the M.G V begins with a needs assessment survey of a sample of the movements. The needs of the national movements are critical in determining targeted interventions from the grant administrators. Since the M.G V emphasizes institutional building at grassroots level the national movements together with the communities where they operate would be best placed to identify their felt needs at this stage. This formed the basis for a needs assessment survey.

## **1.3. NEEDS ASSESSMENT METHODOLOGY**

Given that the overall aim of the M.G V is to strengthen institutional capacity for sustainable development within the movements, the needs assessment survey should identify targeted effective intervention to ensure the achievement of programme goals. Therefore, it was considered that the assessment should provide information from a sample of 10 (out of 26) movements on specific targeted intervention which can lead to the evolution of strong YMCA movements in Africa which eventually have to stand on their own.

The assessment was carried out between April, 10 and May, 23 by two consultants, Mutahi Ngunyi and Willis Oluoch-Kosura. Both are specialists in the field of development. There was a briefing session at the AA office before the field work began. The briefing covered the scope of work (see appendix II) and the national movements to be visited. Mutahi Ngunyi was to make field visits to five movements (Zimbabwe, Mauritius, Ethiopia, Angola and Egypt). Oluoch-Kosura was to cover Uganda, Nigeria, Senegal, Cameroon and the Gambia. The itinerary is in appendix iii.

An interview guideline was prepared by the consultants and sent to the movements before their arrival. These guidelines included the scope of work itself, and the type of respondents the consultants were to interview (appendix iv) and the nature of the questions. This advance preparation was necessary to facilitate effective discussion as well as arrangements for relevant project site visits.

The needs assessment report is therefore based on the following:

- (i) Responses given by respondents during field visits. These included current or past YMCA staff (where applicable), current and past YMCA leaders (board members), ordinary YMCA members, other lay people, various committee members, those with interest in YMCA and past or current beneficiaries of YMCA programmes. Government and other Non-Governmental Organisations were also interviewed in the aspects relevant to the scope of work. The list of those interviewed is given in appendix V.
- (ii) Written reports obtained in the files or documents during the visits.

#### **1.4. ORGANISATION OF THE REPORT**

This report is divided into four major sections. The first section is the introduction chapter and is meant to give the background for the AA Development Programme as well as the Needs Assessment Survey. The method of the survey is also given. Section II of the report examines and elaborates on the needs assessment issues. The scope of work is evaluated to give the basis for identification of the needs for each of the movements. Section III forms the main body of the report and gives the situation analysis for each of the participating movements as well as the specific needs identified by the consultants to enable them attain sustainable development. Section IV gives a summary of the entire needs assessment survey in table form by movement. The executive summary detailing findings and recommendations is at the beginning of the report.

## **II NEEDS ASSESSMENT ISSUES**

To the extent that the new development programme aims at institutional strengthening at the national movement and grassroots level, it is crucial that everyone in the YMCA movement has a clear understanding of what constitutes institutional effectiveness in the environment where they operate. Since organisations such as YMCA, are basically not for profit, it is not easy to have a standard measure or definition of institutional effectiveness that applies in all places, times and circumstances. Success or failure of the development endeavours they pursue cannot be measured by a simple "bottom line" formula, as in the case of profit making entities. For the purpose of this needs assessment therefore, the institutional effectiveness either at the national movement level or grassroots level should be based on the demonstrated capacity of the management to attain the goals they have set for themselves.

Given the above premise, a checklist of certain attributes or indicators considered necessary for an organisation to ensure institutional effectiveness was developed. These institutional and organisation attributes drawn from the scope of work provided were consolidated into six major themes. These themes included:

- 1) Structure and Organisation
- 2) Policy Formulation and Planning Capacity
- 3) Administrative Capacity
- 4) Financial and Resource Management Capacity
- 5) Participatory Community Development, Programme design and implementation capability
- 6) Human Resource Mobilisation and Development

Under each of the themes and for each movement visited, a detailed checklist on the sub themes was derived signifying the current situation, potentials for development, expansion or consolidation of the particular indicator/attribute and sustainability of the attribute once consolidated by the respective movements. Specific areas warranting any external intervention were identified in the process.

## **2.1. Structure and Organisation**

Any viable organisation must have a definite well structured organogram in place. Such a structure gives the framework upon which the organisation functions or operates. It is the structure which should clearly specify the hierarchical relationship as well as the roles to be played by each member or participant in the organisation. In the case of YMCAs, the place of the board, the staff, the members various committees and partners should be specified. The relationships within and without the management become clear. A functional structure must be honoured by participants. Conflicts and overlaps in functions are therefore avoided. The chain of command becomes defined just as accountability is enhanced.

While we were interested in the general and specific dynamics ensconced in the structures of the different national movements and the organisational distribution of power and responsibility, we were also interested in the *process* of constituting these offices. This is important because it defines the relationships within the management structure and how it relates to the entire organisation. In other words, the process *legitimises* or *delegitimises* the offices and their actions.

At a specific level, we were interested in the *grassroots* as opposed to the *glasshouse* nature of the management structure. That is, how responsive is it to the needs and demands of the target beneficiaries and its members. How often does it touch ground either through proxy or directly? And when it does, how do the changing priorities and needs on the ground feed onto the structure? Does it for instance change as the needs of its membership and beneficiaries shift.

Although we focused on organisational rules, and in particular how they are laid down in the **constitution**, we were also interested in the sense of goodwill generated between the leadership and the membership. We argued that while rules are important to the health of an organisation, the most crucial dealings in an organisation occur within the rubrics of the "informal rules" of management. This is where corruption, nepotism, and other such ills take place. We were therefore interested in going beyond relationships governed by formal rules to look at the creation of acceptable non-formal rules of organisation running.

In assessing this, we looked specifically at each movement's mode of what we call "organisational governance". Under this, we were looking at four specific indicators that would generate goodwill between the leadership and the membership/beneficiaries of a national movement. The four include

- a) Accountability: which is the extent to which the members/target beneficiaries exercise influence on the leadership
- b) Trust which refers to the consensus between the leaders and the membership/beneficiaries on what they think is good for the organisation/project
- c) Reciprocity: which are the *non-quid pro quo* gestures between the leadership and the membership/beneficiaries of the organisation. These are based on a sense of goodwill
- d) Moral authority<sup>1</sup>. Where there exists a general agreement between the leaders and the members that a decision is effective and has been arrived at properly and that the methods of implementing such a decision is acceptable, then we can say that the leadership exercises *moral authority*.

## 2.2. Policy Formulation and Planning Capacity

Once the structure of an organisation is in place, it becomes crucial that the structure be supported by strong leadership with ability to define the mission as well as the vision of the organisation. The entire membership will then be able to understand and follow what the organisation's goals and objectives are.

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<sup>1</sup> These indicators of a good governance model are developed by Goran Hyden (1992).

The mission defines the purpose for which an organisation exists. It should serve as the basic reference point for policy making, decision making, planning, staffing, resource allocation as well as all other functions of the organisation. The mission statement should therefore, serve as the organisation's basic source of energy and strength. It follows then that no organisation can sustain itself and flourish if it works without constantly referring and applying what is in the mission statement which should ideally be updated with the times. Our interest in this assessment was to establish if the movements have a clear mission which they are carrying out effectively.

Along with the mission statement goes the constitution which should clarify and define who the members of the association should be and what they are expected to do. The constitution should legally empower the decision makers to take actions deemed beneficial for the association. It legalizes the kinds of structures, relationships and programmes the association wishes to undertake to attain its set goals.

Logically, the constitution must change with the times and should be subject to amendments when circumstances warrant it. It is therefore critical that national movements update their constitutions to reflect the changing cultural and socio-economic environment. For instance, currently, the YMCA is widely regarded as a lay, Christian, ecumenical movement with a commitment to build society based on values of justice, peace and equal opportunities. It is an open membership organisation committed to the ways of Christ and to develop a whole person. Non christians can become associate members without violating the YMCA mission. The movement's leaders ought to maintain an environment in which relationships among people are characterised by love, understanding, honesty and integrity. Leadership and programme patterns should exemplify the varieties and depth of christian experiences and principles and not personalities. These issues can be reflected in the constitutions to support the legal standing of the local associations. Our concern here was to establish whether the movements have an updated and functional constitution.

The challenges for effective policy formulation and planning require leaders who are innovative, proactive and able to provide a sense of identity for their local associations. They should act as role models. While such leaders are rarely born, through an effective training policy, they can be formed or created. We were interested in establishing the strength of the leadership and the extent to which the youth were being prepared for leadership.

In examining policy formulation and planning therefore, we also looked at three levels of policy formulation and decision- making. The first had to do with the *downward flow* of decisions from the leadership to the membership. This we also called *policy enforcement*. We were interested in finding out the process involved here. The argument is that a policy is not a policy until it is implemented.

The second had to do with the *horizontal flow* of decision-making and policy inputs or *policy reinforcement*. It involves the process of sharing decision-making inputs between the different departments before a final decision or policy is taken. Apart from providing a broad-based critique to policy, this process has the value of providing sectoral networking.

The third level involves the *upward flow* of policy and decision-making process. This is probably the most crucial process. It involves *decision-making dialogue* between the membership and the leadership. It is what the membership/beneficiaries would want to see in the movement's development policy. It comes in form of feedback, but even more importantly, it comes in form of participating in policy design from which feedback is finally sought.

These three directions of decision-making and policy processes told us *Who* is involved in decision-making, and also *How* decisions regarding project implementation, areas of research, and conflict resolution in management are taken. In this case, the policy results were as important as the *process* used to arrive at the same.

### **2.3. Administrative Capacity**

Institutional effectiveness depends heavily on the manner in which the laid down regulations and procedures (by the policy making body of the organisation) are carried out. It is the staff who should implement the policies of the organisation. In order that the staff measure up to the challenges given to them by the policy organ, their calibre or quality must be good in the first place. On the other hand the policies meant for implementation, be they personnel, finance or any desirable policies must be clear without any ambiguities. The communication channel between the staff and the national boards should be kept clear and busy to enable feedbacks to flow effectively. If the feedback mechanisms are not firmly established, institutional growth will be hampered since there will be a tendency for conservatism. Innovativeness will be stifled and both the staff and volunteer leaders will be content with what has always worked in the past without trying alternative ways of performing the same duties better. We sought the extent to which these attributes were in place in the sample movements visited.

The lines of responsibility of each staff in the organisation needs to be made clear through specific job descriptions. This will minimize overlaps or conflicts. Once the responsibility is assigned to the relevant staff, it is always desirable to give the staff the necessary authority and support to perform his or her duties without interference. In that way, delays in carrying out necessary tasks will be avoided. At the same time, it is often useful to instill on every staff in the organisation that delegation of responsibilities with authority is important. This is because programmes of work in an institution should continue with or without a specific individual or personality. In cases where there is limited staff as is usual in many organisations, it should be acknowledged that an individual cannot be everywhere at the same time. Failure to recognize the usefulness of delegation of responsibility with authority often leads to frustrations among staff and subsequently to lack of growth and development of an institution. We were eager to find out among the movements visited if they practised these ideal management systems.

## 2.4. Financial Resource Mobilisation and Management

Creative and effective long-range funding and programme strategies to help increase and diversify, the funding base offer good prospects for institutional growth. Some of the strategies which can help in that direction may include:

- the preparation of a detailed long range funding strategy by each movement that would aim at gradually declining dependence on one major donor for instance, but increased diversified donor sources and local income generation activities.
- Design and delivery of fundraising and resource mobilization training for National General Secretaries, Development Secretaries and formal leaders.

The task of the assessment team was to establish whether movements visited had such plans

The team was also interested in the movement's fundraising techniques. Two levels were assessed. One, fundraising from locally and externally situated northern NGOs. How effective have the techniques of fundraising here been and what inhibitions exist. Two, fund raising from local donors. There are two types here. a) the *glasshouse* partners who include development-friendly industrial and commercial concerns b) the *grassroots* partners and beneficiaries who include the consumers of the development process initiated by the national movements.

Of the local input, we were interested in funding out in what form the local contributions come ie: membership fees or project collections/contributions?

We were also interested in finding out the percentage contributed to the budget by the national movement's income generating activities. Desegregating this contribution from all the others was important because 50 year old income generating activities like hostels do not necessarily tell us about levels of community mobilisation and their individual contribution to development activities initiated by the YMCA. Hence, a YMCA could be 100% self-sponsored but these funds do not come directly from project beneficiaries or members which means that the latter are not 'empowered' to fund their own activities.

## 2.5. Participatory Community Development Programme Implementation Capability

The challenge facing the YMCAs in Africa appears to be that of changing their image as service providers to development assistance organization in an effort to improve the quality of life of the relevant communities. This challenge will be faced effectively and forcefully once the YMCAs institutions have developed the critical mass required for sustainable development. This is perhaps the reason why institutional strengthening must precede involvement in community development projects since strong institution infers greater capacity for development administration.

Development as understood today should be "people centred". It is a multidimensional process that aims at improving the quality of life of the people. If development is to benefit the people, the people must participate in considering, planning and implementing their development plans. Any external influence aimed at achieving development for a given community must ensure that a partnership arrangement evolves. The community must be directly involved in the conceptualization, planning, implementation and evaluation of the relevant development projects thus, development projects must originate from the communities felt needs, otherwise the projects will head for failure. To what extent do the movements involve the communities, then becomes a critical question.

For sustainable development, the communities should be helped to help themselves through harnessing the local resources available (land, labour, capital and management) and supplementing with external resources in the short run where necessary. The strategy to meet basic needs continuously cannot rely on relief or charity approach. In the long-run the community needs can be met effectively only through increasing their capacity to become self-reliant. We were eager to establish whether the YMCAs and the communities were preparing themselves for self-reliance.

Before the community can be mobilized to participate in a development activity the movement must cultivate a working relationship with it for purposes of building confidence. Communities usually have questions regarding why an external agency is interested in their welfare is it for political legitimization or personal goals for instance? These questions are answered in the process of relationship building.

Similarly, creation of awareness to the community about their role as partners in development and not as recipients is important in the process. In that way, the participation of the community will be enhanced. Therefore, how a community gets mobilised for development programmes determines the sustainability of such programmes. Establishing whether what the leadership identifies as "participation" corresponds to what is happening in the ground is important. We may for instance have development village committees "participating" in the running of a project, but whose "participation" is heavily monitored, "controlled" and shaped by the national movement.

The extent to which the monitoring and evaluation of programmes is done as well as the capacity to report regularly on activities will be a measure of the strength of the institution. In designing participatory development programmes, monitoring and evaluation as well as efficient reporting mechanisms should be established. This presupposes that the administrative capacity exists and the staff are dynamic and result or goal-oriented. These issues were of interest in the needs assessment survey.

## 2.6. Human Resource Development

A crucial factor in development is the human resource which is expected to marshal and manage other resources to achieve improved quality of life of people. Usually, the skills necessary to manage resources efficiently are acquired through education and training and rarely through inheritance. Institutional effectiveness heavily depends on the availability and utilization of skilled manpower able to translate good decisions into actions. Manpower development is realised through education and training programmes.

The duration of training depends on the objectives, complexity of the training material and the kind of participants. Usually, academically oriented training programmes take longer while practically oriented programmes take relatively shorter periods. Adults prefer shorter periods of training.

For purpose of this assessment, interest was on the extent which the national movements do empowerment programmes for the sustainability of the development projects/programmes they have in place. For instance do movements with community projects integrate training programme of the community to ensure sustainability? Similarly, what form of training receive focus in the YMCAs. Is the interest on improvement of professional skills used in the enhancement of people to people initiatives or are members more interested in academic training? The process used at arriving the type of training areas also an issue. This would determine if the training is relevant to the development needs of the people or not. Where training takes place outside the national movement, interest was on finding whether it was adhoc occurrence, or whether it was planned. If it is usually adhoc, is the reason lack of training plan in the movement which has identified specific needs or is it that the need "arises" as the training opportunities pop up?

The AA has in the past promoted its training through Consolidated Leadership Development Programme (CLDP). An assessment of how far the national movements had gone on CLDP was done. Apart from assessing the progress in the implementation of the programme, interest was in finding out the existence of a "local content" to the programme so far at the level of practical use. This would be useful in determining whether the movements used CLDP training to address certain local-specific development needs.

Another avenue for promoting human resource development within YMCAs is networking with other development institutions within or without the organisation. Some of these organisations such as Young Women Christian Associations or International Fund for Agricultural Development (IFAD) have aims which are complementary to those of YMCA. Networking or collaborating with such institution may increase the impact of YMCAs work. Interest was to determine the extent to which the YMCAs are willing and able to share ideas or work with other organisations.

### III NEEDS ASSESSMENT OF THE SAMPLE MOVEMENTS

#### 3.1 THE UGANDA YMCA

##### 3.1.1. Background

The Uganda YMCA has a long history, beginning 1959. The growth of the movement has however been checked by the frequent civil unrest in the country and unstable economy since 1970s. This unrest has left behind many orphans, widows, street children, unemployed youth and the homeless or displaced people. Poverty with its associated problems of poor nutrition, health and sanitation is evident both in the rural and urban areas. Moral degeneration is apparent among the communities. Currently, the YMCA appears to be one of the NGOs in the country struggling to promote the on-going rehabilitation and reconstruction programmes in the country. In an environment of relative political stability, the YMCA faces the challenge of carrying out its expected mission effectively to boost its image as a partner in development.

##### 3.1.2. Situation Analysis and Related Needs

The Uganda YMCA is characterised by high professional staff turnover and numerous challenges which need its attention. The high turnover may be indicative of lack of job satisfaction once the staff come on board. This lack of job satisfaction is largely due to a number of related issues which fall under the six themes identified in this report. The many challenges to the YMCA come as a result of the problems facing the communities they work with following the civil unrest and the economic hardships over the years. The high staff turnover leads to checked growth and development of the YMCA institution. Before the factors causing the high staff turnover are effectively addressed, and solved once and for all, institutional growth as well as development in the movement will hardly occur.

##### 3.1.2.1 Structure and Organisation

The Uganda YMCA has an established organizational structure laid out in an organogram. The organogram has a hierarchical relationship in which the National Council forms the supreme body governing the YMCAs six branches and is expected to have general assembly meeting once in every three years. The national council is composed of a patron, a president, five trustees, three vice presidents, one honorary treasurer, member of the National Executive Committee (NEC), persons nominated from branches and the National General Secretary (NGS) who acts as a secretary. Thus, a part from the NGS, all other members of the National Council are volunteers or lay leaders expected to volunteer their services in one way or another without expecting to be paid. The council's main functions are to lay down policies and programmes and sets up relevant standing committees.

The NEC is elected by the General Assembly and performs the administrative functions of the National Council. It is expected to meet quarterly or whenever necessary provided two weeks advance notice is given. Its functions is given as carrying out the policies and programmes of the YMCA laid down by the National Council, enforce the constitution, maintain the finances, set up specialized committees, organize branch associations, as well as hiring and firing staff. The clause in the constitution that the NEC should carry out the policies and programmes of the National Council creates a recipe for role conflict between NEC and staff. The NEC consists of a chairman, a vice chairman, a honorary treasurer and other members not exceeding twenty, although it has power to coopt additional members from within or without the National Council. The NGS or his representative staff is the secretary.

The trustees are expected to be the custodians of the YMCA. The patron is a distinguished person interested in YMCA activities although the role in the National Council is not specified.

The staff forms the administrative arm of the organization and consists of NGS, the chief executive officer and currently two Deputy General Secretaries (to be in charge of branches) and Supporting Staff. In more established branches there are Programme Secretaries.

There are Standing Committees, consisting of those of Development and extension; Finance; Personnel and training; Membership; Programme and public relations; Religious and bible study. Education is a subcommittee of personnel and Training Committee. These committees consist of lay leaders and volunteers expected to provide guidance in matters expected to provide guidance in matters of policy and direction for the relevant committees. They are expected to be resourceful so that they should volunteer their services freely without expecting pay. Currently, some committees have members who are unemployed and have difficulty in attending scheduled meetings regularly. There is no spirit of voluntarism. A relevant staff person to the standing committee acts as the committee secretary. If there is no relevant staff, or the available staff is over loaded with other work, those committees hardly function. For instance, records show that since February, 1993 to the time of the visit, the scheduled Finance Committee meeting did not take place. It is reassuring to note that since March, 1993, out of the six scheduled development committee meetings, only one failed to take place, while for the programme committee two failed to take place over the same period.

Each of the five branches has a board of directors with similar standing committees as the National Council. The branches have had problems in retaining professional staff since there is usually conflicts between the staff and the lay leaders. Some of the branch board members expect to run daily affairs of the branch level activities and when this is resisted by the staff, conflicts arise. It appears some of the members of the board are not clear about their roles.

Each of the branches have several YMCA clubs. There are club executives and committees which are expected to run club affairs and assist in membership recruitment drives for the branches. Since the YMCA strength stems from its membership, branches are similarly relatively stronger. Branches such as those of Jinja, and Mukono appeared to attract more members and therefore having more activities.

It was not clear if all members pay their annual subscriptions regularly. To have a functional structure for Uganda YMCA, the following actions are needed.

1. (a) Revise the constitution to (clarify) or streamline the roles of lay leaders and staff, eliminate ambiguities in the roles of various committees and staff.
- (b) Educate the members who are potential leaders and staff about these roles.
2. Define who should qualify to be a board member and elect to the board only committed members, who can attend meetings regularly. Nomination Committees should be constituted or strengthened. At the same time consolidate the committees to avoid duplication of roles. This will help reduce the number of committees to the desired effective ones.

Once a functional structure is in place, the members should respect of honour it until a change in the structure is made democratically and constitutionally.

### **3.1.2.2 Policy Formulation and Decision Making Process**

The Uganda YMCA has a mission statement which derives from the YMCA mission world wide as contained in the Paris Basis of 1855, Kampala Principle of 1973 and the Mombasa Covenant of 1988. It is committed to helping persons develop a christian character and maintain such activities and services which contribute to their physical, social economical, mental and spiritual growth. It seeks to transcend all divisions and barriers of sex, class, race, nationality, religious and political opinion. It therefore strives to be a partner in overall national development in Uganda through working with communities, especially the vulnerable groups such as women, children and the refugees.

The structure of the organisation specifies that the National Council is the supreme policy making body. Since the council meets once in three years, it delegates the regular decision making process to the NEC. The NEC in turn has standing committees which are expected to formulate policies in the relevant areas of concern to the YMCA. This arrangement fails to empower the staff, including the National General Secretary to make instant administrative decisions pending ratification at the NEC or National Council Meetings. The decision making process is long, tedious and not in line with modern management techniques. Since the committee meetings are irregular at best, so many actions remain pending because the hands of the staff are tied before the NEC acts. This complications applies to the branch management also. Although branches are expected to be organic components of the National Council that

maintains interdependence between them. some branches seem not to recognise the chain of command and occasionally claim autonomy. The branches have committees which stifle the growth of these branches because of frequent misunderstanding between the committees (composed of lay leaders) and staff.

A constitutional review should be able to sort out the problems in the decision making process and the chain of command. A good working relationship between staff and lay leaders is of crucial importance for institutional growth. It is recommended that while the lay leaders should formulate policies, the policies should be implemented or carried out by the staff, not NEC. The National General Secretary should be empowered to carry out the policies on behalf of the NEC of National Council as the may be.

If the NEC does not delegate responsibility with authority to the NGS, the chief executive will continue to be frustrated in the effort to manage the organisation effectively. The result will be the inability to retain the NGS for any reasonable period of time necessary for institutional development.

The number of the boards as well as staff should be persons able to articulate the Uganda YMCA mission well. This is because the mission should be the reference point for all policy formulation and decision making processes. This infers that the board should be composed of quality leaders with vision and with full knowledge of how YMCAs operate. Volunteers with expectation of material reward form the YMCA will often tend to aspire for leadership only to bring conflicts among personalities instead of tackling issues meant to further the aims of the YMCAs.

In order to make good decisions, the committees should have accurate and relevant information. This information should be communicated to all concerned in a timely fashion. Without established clear channels of communication, decision making process become problematic. It is therefore necessary to have clear lines of communication among staff and lay leaders and between the National Council and the YMCA branches. Communication between the National Council and the partners appear to have been kept active.

### **3.1.2.3 Administrative Capacity**

The Uganda YMCA National Council is headquartered in Kampala and has branches located in Kampala, Jinja, Mukono, Kasese, Mbale and Mbarara. The National Council staff currently consists of the National General Secretary as the chief executive, one Deputy General Secretary in charge of Development and extension, one Deputy General Secretary in charge of Programmes and Training, one Office Manager, a book keeper a secretary and a typist. There is provision for a Deputy General Secretary for Finance and Administration but this position has never been filled. This core staff is expected to coordinate the activities in six branches with projects numbering over twenty.

By the time of the visit all the senior professional staff had been on the job for not more than six months. Each of them reported having received no adequate orientation on the job. The branches outside Kampala are located between 50Km and 300Km from the council office. The National Council currently has no functional vehicle no fax machine, no phones at the branch offices. This reflects poor infrastructure and logistical support to facilitate effective coordination. There was no professional staff or full-time staff in three of the branches. The management of those branches therefore fell on the volunteers. Mbale, Mbarara, Kasese branches do not own office space. Crises were evident in Kampala branch on account of alleged misconduct of the Assistant Secretary General. Kasese branch faced crisis due to wrangling between staff and the board. Disciplinary cases take long to resolve, leading to more speculation and bickering among staff and leaders. Each staff expressed fear about job security due to the current disciplinary procedures adopted by the movement. All these issues have rendered the administrative capacity weak in Uganda YMCA. The limited staff continue to be overstretched with responsibilities accompanied with poor working conditions and uncertain job security. It is no wonder that the staff turnover rate is high.

Uganda YMCA needs to have a clear personnel policy commensurate with the resources it commands. It is necessary for the movement to limit its programmes to those which can be managed by the staff. Any expansion in programme activities should be accompanied by additional staff and appropriate facilities if efficiency in performance has to be ensured. Any staff coming on board should have a clear job description and adequate orientation on the job. The criteria for assessment and reward for satisfactory performance should be objective. Similarly disciplinary actions should be objective and follow the principles laid down in the personnel policy. This notion of transparency in dealing with staff will make staff be motivated, accountable and strive to work for the growth of the YMCA. The administrative capacity will consequently be strengthened.

#### **3.1.2.4 Financial Resource Mobilization and Management**

The Uganda YMCA has some fixed assets but relatively weak liquidity position. The YMCA owns the building and the grounds where the National Council together with the Kampala branch offices and activities are located. Apparently there is disagreement about how this asset should be shared between the council and the Kampala branch. However, the council rents out some section of the building for limited rent to a computer school. The open grounds are rented to tourists to pitch their tents for overnight stay. Most of the space is taken by the branch to run its activities such as the vocational training. Attempts to generate funds to build a hostel in Kampala have not yielded fruits. The council also owns 40 acres of agricultural land at Buwambo which has remained idle since 1987 due to lack of effective land use implementation plans. The branches such as Jinja and Mbale have building and land respectively but due to non payment of land rates dispute exist about ownership and the properties are therefore not being used or have been reallocated by government. The rents owed Jinja Municipal Council for instance amounted to about US\$. 10 million by end of 1994. The buildings themselves are in a state of disrepair.

The members are expected to pay membership fee at the branch level and 20 per cent of that money should be remitted to the National Council. Funded programmes are expected to remit 5 per cent of the budget. For the last two years no branch has permitted any money to the National Council. It was curious to learn that some board members have actually not paid their annual subscriptions for some time.

The National Council and the branches have limited capacity to organise local fundraising campaigns. Fundraising is a specialized activity requiring experience which is lacking at the moment. The few attempts that have been to organise fundraising activities by staff such as drama festival have resulted in losses instead.

Opportunities for entrepreneurship exist but there is lack of entrepreneurial ability now. The lay leaders are risk averse to the extent that they fear to take the risks necessary for innovation and entrepreneurship. Perhaps most of the leaders expect to reap the results of investment immediately. For instance, the National Council has the title deed for the property they are housed in. No attempts has been made to investigate the possibility of mortgaging the property for building the hostel in the open ground near the offices. Buwambo agricultural land has been lying idle since its acquisition almost 10 years ago. Since the YMCA has no experience in farming, an attempt should have been made to rent out the land to those interested in farming in the area to enable the YMCA to get some revenue at least.

Because of the inability to generate funds locally, the Uganda YMCA is heavily dependent on funds from donors. Almost 80% of the budget is supported by donors through various projects. The movement is encouraged to have a long-range financial plan to de-emphasize dependence on external support over the years. Otherwise sustainability of programmes will become difficult as the donors change their funding interests and priorities. One way of promoting self-reliance is to initiate programmes which may be self-supporting or income generating without sacrificing the aims of the YMCA. Such programmes include creating opportunities for employment in the land at Buwambo or in the proposed hostel construction and subsequent operations. Resourceful volunteers and lay leaders should also be sensitized to support the organisation. Once the image of the YMCA becomes appealing and the mission is articulated properly, well-wishers within the country with resources will be willing to support the course of the organisation.

The National Council has no accountant. The accounts department has a book-keeper who has little experience in the field of financial management. He is assisted by the Finance Committee Chairman who is fully employed by a bank. The chairman understandably has little time to come to the YMCA office to supervise the book-keeper instead, any documents requiring his attention are taken to his office. In some cases, urgent payments must be delayed because of lack of direction from the Finance Chairman. To make matters worse, the Finance Committee has never met for the last two years at least to document the steps needed for withdrawing money from the accounts to enable the book-keeper follow the steps easily.

At the time of the visit, it was difficult to get from the book-keepers the actual procedures he follows in receiving and banking money or making payments. It also appeared that vote books were not kept for individual projects programmes. Registers for outgoing cheques or incoming cheques are not maintained. Filing is poor. The accounts department needs to be strengthened. For a start, the current book-keeper could benefit from some refresher training in maintaining the books of account in an organisation such as YMCA. The idea of having a uniform accounting system for the YMCAs affiliated to AA should be pursued to help the book-keeper be acquainted with such a system. If the accounting system is standardized, then it is to be recommended that the NGS and the relevant staff and leaders dealing with YMCA finances ought to be exposed to such a system also.

### **3.1.2.5 Participatory Community Development Programme Implementation Capability**

The Uganda YMCA currently has community development programmes covering primary health care, clean water and basic sanitation, Primary education and adult literacy and programmes meeting the needs of children and refugees in the community. Most of these projects are run at the branch levels but expected to be coordinated by the National Council. The projects heavily rely on donor support.

The Kakinzi Village Youth Centre, was supposed to be a 3-year project, beginning 1992 with support from German YMCA and Y.C.A.E and YMCA of U.S.A. At the time of the visit, a headmaster's house a tuition block for seven classes and a toilet block had been completed. A borehole for the community is also functional. The health clinic is non-functional due to mismanagement and the community appears to prefer going almost seven kilometre for health services. The project is supposed to be in its final year, yet practically it is still in the first phase of implementation. The phase is also to include a shallow well construction, underground water tanks, the eighth classroom and finishing touches for the buildings. The project funds for the first phase have all been remitted but are unlikely to complete funding for the expected activities. The second phase will include a workshop and hosting of a German expert to initiate the VTC programmes.

Problems of implementation for this project sound familiar: low community participation in construction, lack of transport, failure to stick to the budget, delay of disbursement of funds by both donors and from the National Council, and lack of financial accounting and reporting. There is evidence to support the observation that the community was not effectively involved when this project started. The administrative capacity to implement the project was weak. For this project, it is necessary to sensitive the community in retrospect now that they appreciate the services of the borehole. They may be convinced to support the health facility through some cost-sharing arrangement. The next phase should await the sensitization of the community to fully participate in the programme. Similarly, financial reporting should be made a pre-condition to the remittance of additional funds.

**Muukuyu Technical Centre at Kasese stalled due to mismanagement of funds at the branch and failure to mobilise the community. It is reported that the money disbursed was not accounted**

**for and there was evidence of diversion of project funds to other unauthorized expenditure. Similarly, in Kasese, Rugendabara appropriate technology development and training project is facing problems due to mismanagement of funds and misunderstanding between the staff and board members. There appears to be lack of transparency in accounting funds although the agroforest programme has eight hectares of land planted with trees. There appears to be need for intervention in the management conflicts at Kasese Branch if the project is to be salvaged.**

**The Jinja Primary Health Care appeared to be the most promising project of all. The community is deeply involved in project implementation and the limited staff appear to be motivated despite the harsh conditions of work. The staff complained of lack of housing, transport and delayed salaries. There are trained village primary health care committees, community leaders, and staff working as a team. Already, in its second phase, the construction of two clinics, one at Babugu and the other at Nawangoma is in progress. The district medical officer is very supportive of this project. The project secured a vehicle which has helped ease the problem of transport. However, lack of active involvement of some board members in the Jinja Branch may be a threat to the project success. The Babugo programme officer had an impressive work plan and should be supported.**

**The refugee and rehabilitation project at Mbarara which is largely being run by Red-Cross has had some help from the YMCA especially in delivery needed facilities like bankers, and utensils. Through this programme, the National Council hopes to secure a vehicle to facilitate helping in the refugee programme.**

**The Buwambo Community Centre is at an advanced stage of being completed. The leaders have been able to mobilize the communities to support the health and school programmes. With initial financial support from Y-care and World Alliance, the community is likely to be on its way to sustain the programmes without seeking outside help, unless they outstretch their programmes beyond what they can manage.**

**These examples of community development initiatives illustrate the point that where communities are involved in the project design implementation chances of success are enhanced. If in addition the staff are motivated and willing to help the communities, the success of the projects will be assured. Moreover, being able to work with other NGOs such as Red Cross to complement efforts enhances success of community development progress.**

**Therefore, it is essential that the YMCA institution strengthens the staff capability to effectively manage development programmes through working with and not for the rural and urban communities.**

### 3.1.2.6 Human Resource Development

Evidence existed that the working relationship between staff and lay leaders was not good largely due to conflict of roles and failure to give proper orientation to incoming staff. This led to high staff turn over and low morale of remaining staff. To correct this particular situation, there is an urgent need to have an education programme for both lay leaders and current staff on their roles to avoid conflicts or overlap of responsibilities. The YMCA mission should be exposed to all with interest in YMCA particularly the leader or staff. New staff should receive induction or orientation programmes on the job they are expected to do as well as the YMCA mission to be clear about the organisation.

The current professional staff of the National Council appear to be academically qualified. To be able to face the challenges the Uganda YMCA has, there is need for more staff with diversified interest and capabilities. Currently, the limited staff are confronted with all manner of problems some of which they are not prepared to handle. The branches, which actually implement the projects on the ground need practical training in several aspects of community development. These include community mobilization, baseline surveys, problem diagnosis, proposal writing, community project planning and management, specific aspects of reporting such as narrative and financial reporting (especially for donor funded projects). Training is also needed fundraising techniques (resource mobilization) entrepreneurship and computer literacy.

Apart from Mbale branch, all the other YMCA branches offer various educational and recreational programmes for the youth. These educational programmes have commercial courses like Accounting and Business Administration, Secretarial, Tailoring and Design, Nursery Teacher Training, Brick-laying, Carpentry and Joinery. It was not clear why the movement does not use the facilities to train their own staff. For instance, Kampala branch offers diploma level course in Accounting and Business Management. Yet the National Council book-keeper seemingly was not taking advantage of the proximity of the facility to enhance his skill in the job he has assigned.

Seemingly, the branches appear not to be making use of relevant CLDP manuals prepared by AA as resource materials for the courses offered. It may be that orientation of the courses is different from those in CLDP manuals but this needs to be clarified. It appears no staff at the moment is familiar with what the CLDP aims at. There is need to give orientation to the incumbent Deputy National General Secretary in charge of training on the thrust of CLDP. In turn she can popularise the programme in the branches after adapting the course materials to suit particular local situation. In that way the CLDP manual will find some practical use at the grassroots level. Evidence existed that the staff in the various YMCA branch colleges are highly qualified. These individuals can be made use of to train others within the branches provided a clear programme is made out to their present duties. At the same time an incentive structure should be built in the programme to enable them take up the challenge to train other staff as well as lay leaders in the relevant disciplines.

It is highly desirable for staff and leaders to have a scheme for exchange "working" visits. These exchange programmes can facilitate practical learning by the participants. Visits of appropriate duration, depending on the nature of what is to be learnt should be organised between the branches. The National Council Secretariat should identify successful programmes which can be used to show others the secret of success of similar programmes which failed elsewhere.

## **3.2 ZIMBABWE YMCA**

### **3.2.1. Background**

The Zimbabwe YMCA predates political independence. Its current organisational structure and processes however were established in 1993 following the drawing of a strategic plan in 1992. This was highly influenced by the Mombasa Covenant and redefined the direction and tempo to be adopted by the movement. Currently, it has branches in Harare, Kadoma and Bulawayo. Before 1993, it did not have a structured development department. This was only established after 1993 and since then, numerous development activities have been initiated.

Unlike the Mauritius or the Angola YMCA where the ecumenical activities are high, the Zimbabwe YMCA runs like a secular voluntary organisation. The movement has no clear statement of mission. This was the case from the top leadership to the rank-and-file members I interviewed. As such, the mission of the YMCA is not a dominant force that influences the daily activities of the movement. This can be attributed in part to the pre-93 organisational difficulties in which the movement's activities either slowed down or halted. The process of re-working the mission in light of existing challenges is however on-going.

### **3.2.2. Situation Analysis and Related Needs**

The Zimbabwe YMCA has great potential to carry out community development programmes. The development staff has the relevant training in the area and has embraced the philosophy of popular participation in community development. Attempts have been made to have the communities involved in some of the movement's interventions. Although this has been on a small scale, it is indicative of the existence of "popular content" in the movements development processes. This could be elaborated to include the entire project cycle.

The institutional inhibitions to community development initiatives in this movement have to do with the role of the volunteer brigade in the day-to-day running of the organisation. The constitution of the movement is clear about the role of this brigade but using the 'informal rules of management' the group has apparently situated itself on a more authoritative plane other than that provided for by the constitution. This has tended to erode the feeling of goodwill between the volunteers and the staff. It has also reduced the movement's ability to deliver on development promises.

Community development initiatives have also been limited by poor human resource mobilisation and training, lack of policy dialogue between the community and the movement, unfocused planning processes, especially on short term basis, and the de-participation of the larger part of the movement's target beneficiaries. The movement's lack of an ecclesiastical mission that reflects on the world-wide mission of the YMCA has failed to give a christian rationale to its development interventions.

For the movement to play an important role in Zimbabwe's development space, it will need to address itself to the relationships constituted "informally" outside its constitutional framework. These are the relationships that are based on values, experiences, interests, norms and practices. These define the 'informal rules of management'. In redressing them, a sense of goodwill should be encouraged. This will reduce suspicion between the staff and the volunteers, and bring about a sense of faith and respect for the roles played by each.

The movement also needs to have a functional mission statement, one that would become the focal point for its human resource development, planning and decision making processes, and for community mobilisation.

### **3.2.2.1 Structure and Organisation**

#### **(a) Membership**

The movement's current membership totals 239 persons - half of whom are an indifferent white population. The total beneficiaries of the activities in the development and service sectors number approximately 10,000 persons. In essence, therefore, only 2.5 % of the total target beneficiary group comprises of members. Put another way, out of every 40 persons benefiting from the YMCA in Zimbabwe, only 1 is a member of the movement. This does not compare well with the general situation in the rest of the African YMCAs where out of every 3 beneficiaries, at least 1 is a YMCA member.

Of all the staff we talked to, only 20% were members of the organisation. Non-membership among staff was highest in the middle and lower ranks of the movement. Of all the project coordinators, social workers and secretaries to the different departments we interviewed, none was a YMCA member. The case of Kadoma Dressmaking School was interesting because its coordinator is currently very active in the recruitment drive in the region. But in her own words, '..it never occurred to me that I should become a member of the YMCA..!'.

If membership drive is a primary mission of the YMCA, this scenario presents a host of potential members of the movement, both within its physical structures and within the confines of its activities as well. But a functional recruitment strategy is conspicuously absent. There is need to activate this strategy and to rid the movement of its dressing as an "exclusive club".

From among the members, there is a reasonable group of volunteers. Their roles are confined to positions of membership in the movements management committees. The number of volunteers working in the technical or professional fields of the movement is negligible.

## **(b) Offices and Committees**

The top decision making organ is the National Council which meets once every 2 years. This is headed by a National President. Below this, there is the Executive Committee in which sits 23 people. Of these, only 5 are staff. The others include the National Chairman, and three vice-chairpersons. Each vice-chair is in charge of a particular programme of the three key programmes in the movement, viz a) development, b) leadership development and c) finance. Since the national structure is replicated in the region, the Regional Chairs and their three deputies in charge of the regional components of the three key programmes mentioned above and the Youth Co-ordinator sit in the National Executive Committee (NEC). Below the NEC are three sub-committees headed by the national vice-chairs. The sub-committees are:

- (a) The development committees
- (b) Leadership development committee
- (c) Finance committee.

In these sub-committees sit the Deputy National General Secretaries in charge of each of the areas managed by the committees. The chairmen of these sub-committees at the regional levels also sit in the national sub-committees. A fourth but subsidiary committee is the Youth Committee. This is the succession planning platform for the movement.

The functional unit of the movement is the secretariat. This is headed by a national General Secretary (NGS). He has three deputies - each in charge of three departments, viz., development, finance and leadership development departments. Each of these departments have their own personnel at the national and grassroots level. Their operation and programmes are dictated to by the national sub-committees under which they work.

The main strength of this structure lies in the way its sub-committees and even the national executive committee has representatives from the grassroots. As such, it tends to be quite responsive to the concerns of the grassroots. The fact that it is dynamic also makes it a viable structure. Given that the movement currently has only three branches, in the event of growth, its structure have in-built mechanism capable of accommodating geographical growth without compromising on grassroots representation.

## **(c) Organisational Governance**

The relationships existing between different committees is basically cordial. They have a reasonably high level of networking and reinforcement. At the level of personalities and office holders, relationships are to a large extent wanting.

The volunteer brigade is, for instance, too domineering and tends to perform the roles of programme monitoring and supervision - instead of the less technical roles of expanding the movement and propagating its mission. One staff compared them to '...a driver who drives

looking only at the rear mirror'. That is, their role is more retrospective than visionary and their concerns are more over "what happened" as opposed to "what should be done".

Their overindulgence in the technical aspects of running the movement has tended to result in duplication, with the volunteers performing the role of the senior staff. This tends to shrink the operational space availed to the staff.

The need here is one of clearly defining the role of the volunteers vis a vis the staff. This will reduce the scramble for technical roles and create more space for the staff to execute their functions. It will also ensure a thoroughgoing division of labour and see to it that the neglected roles have a defined group of players. In so doing, creation of good will is essential.

The relationship amongst the staff is basically professional. The NGS, however, lacks in moral authority when it comes to some issues regarding his top staff. While he and the national chair agreed that there was a crisis in the leadership development department they seemed helpless in resolving this crisis. The dilemma of the NGS in dealing with colleagues must, however, be contextualized. Admittedly, this office has to keep a precarious balance between the pressure brought to bear on its functions by the domineering volunteer brigade and the need to produce results without antagonising the staff.

For the NGS to function efficiently, the hold that the volunteer brigade has on him must be broken. In a sense, the NGS should not desire to be patronised by this brigade. His security of tenure should be guaranteed through a constitutional order and practice. He must therefore operate as a professional technocrat and not as a "protege" of the top volunteer group.

### **3.2.2.2. Policy Formulation and Planning Capacity**

#### **a) Policy Formulation**

The mission of the YMCA in Zimbabwe was not very clearly stated to us. Similarly, its policy and planning processes were not as such informed by this mission. This however does not mean that policy did not have any rationalisation. What we could not establish was the linkage between policy and planning rationale on the one hand and the mission of the YMCA in Zimbabwe on the other.

Formulation of policy in this movement is dominated by "glasshouse consultations". The upward flow of policy inputs from the membership/clientele of the movement to the top leadership is negligible where it exists. Interestingly, very little policy input from the staff in the field, finds its way to the top decision making body.

The de-participation of the rank and file in policy formulation in this movement exists at two levels. First, at the level of the initial conception of policy items. That is, once needs are assessed, the process of itemising the areas that need policy interventions remained the preserve

of the top leadership. The only level at which the rank and file participate in this process is in the ratification of these interventions. Secondly, at the level of policy feedback. Potential feedback exists, but the rank-and file members we talked to and the lower administrators felt that this is not taken seriously by the top leadership.

Policy dialogue is inhibited by the 'corporate' nature of the movement. The movement does not see itself as a *partner* in development with the community. It is not even a *facilitator* of development except in isolated cases like the building of what they call blair toilets. It is more a *provide* of development. As such, the movement does not 'require' policy inputs from the target beneficiaries. The same rationale applies to the actual process of decision-making.

It must be mentioned that this institutional anomaly is borne of several factors. Top among them is the fact that the movement is in a transition from being an agency providing social 'services' alone, to one that does community empowerment through development.

The horizontal flow of policy inputs or what we call *policy reinforcement* is probably the strongest part of decision-making processes in this movement. Each department formulates policy in consultation with the other departments. But while this is a commonplace practice in any result-oriented organisation, there is a sense in which each department keeps the policy interventions of the other in check. This emerged very strongly in my meeting with the representatives of the different local and national committees in Kadoma.

## **b) Planning Capacity**

The movement's capacity to plan differs from one department to another. While this capacity is high in the development department, it is latent in the training department. Even then, planning capacity in the development department exists only at the levels of the national committee and the technical department executing these plans. At this level, the vision is very clear and there exists well established objectives and goals, and a workable strategy to achieve the same.

Capacity to plan at the level of interventions/projects in this department is however weak. This emerged strongly in our interviews with the co-ordinators of the Nhamburiko computer and dressmaking schools in Harare and the dress-making school in Kadoma. What they call plans in these schools read more like work schedules. They have goals and targets but these are not dynamic. The apparent rationale in the manner in which they are constituted is that, as long as the project is running smoothly, there is no need for interventions. Projection plans for the improvement of quality does not exist.

There are no signs of the planning capacity in the training department being exploited. The department has set goals and objectives, but it lacks a strategy in the pursuit of the same. We shall demonstrate this in the human resource development section.

At the general management level, planning is in some instances "supply-driven". That is, it is dictated to by the availability of a viable project. When such a project is identified, planning is done retrospectively. This is the approach used in funding the Brick-Making Youth Project in Harare. The youth began this project as an income-generating activity and presented it to the leadership for funding consideration. The opportunity availed by the youth looked viable to the leadership of the national movement. Although this did not necessarily fall within its plan, they funded it. The project finally collapsed and my reading of the situation was that funding was done as per the spur of the moment. No adequate feasibility study was done to determine its viability. The movement simply felt that it "owes the youth department a project".

Overall, planning co-ordination is at best weak. There is need to strengthen the movements short term planning capacity. Although its strategic plan is reasonable, the mid-term goals and objectives, the processes and activities associated with them, are not properly defined. The role of the NGS is particularly crucial here.

### **3.2.2.3 Administrative Capacity**

#### **a) Staff**

The staff of the movement at the national level is of high managerial and administrative aptitudes. These qualities are however applied differently. While part of the staff is highly motivated and results-oriented, the other part is either cynical or experiencing "organisational fatigue". While part of the staff finds little rationale in spending money hiring elaborate office space because it would prefer being on the ground with the community, the other part prefers the 'desk and the telephone'. A combination of these dispositions has the effect of demeaning administrative capacity. This basically happens because one set of staff finds itself producing results while the other group covers its non-performance with the returns from the active group.

My discussion with the rank and file staff revealed a low level of motivation. This was as a result of poor salaries, lack of training opportunities and an eclectic upward mobility. Some complained of unclear job descriptions. The Co-ordinator of Kadoma Dress-Making School was for instance an instructor in the school, its book-keeper, secretary/receptionist and the secretary to the Kadoma regional board. Incidentally, she has no training in any other areas except in dressmaking.

#### **b) Innovativeness**

Generally, both the volunteer brigade and the staff have a streak of conservatism. They prefer to work with what they have already tried out and whose results they can predict. The trouble with this is that it tends to overstretch one mode of doing things. Although it has the positive attribute of perfecting a given methodology of work or a particular "trade", it also has the tendency of closing in, and resisting innovative interventions.

This conservative streak accounts for the movement's reluctance to get into participatory development. Its argument is that the community is not as yet ready to use the participatory approach. I had to test this position with another voluntary organisation working in similar areas as the YMCA - the World Vision.

My discussions with the World Vision staff in Harare proved this position to be true. But it also revealed that the world vision is doing something about it and that the results are phenomenal. They confirmed that this does not require any extra resources as such. it only takes a new attitude to development.

According to this NGO, they have began eradicating the dependency syndrome by first de-educating the communities on welfarism and by giving them new types of social learning. This has led to a reasonable creation of social awareness which has ultimately led to popular participation. But given the rigour with which this process is applied and the patience required, most voluntary organisations would prefer to do 'what has always worked in the past'. This is the trajectory the YMCA in Zimbabwe has chosen and the trouble with it is that it is not always cost-effective and results-producing.

Another area of lack of creativity and innovativeness has to do with the movement's passion for dressmaking interventions. I had to ask why the movement has only dressmaking colleges and not brick-making workshops for the boys or a soap-making project for the women. What rationalisation is attached to dressmaking ?. The response I got was that after baseline surveys, the needs emerging from the communities pointed basically at dressmaking. While this is true and the World Vision confirmed that dressmaking has a special place in Zimbabwe community work, there was an extent to which the movement was scared of moving away from what it already knows and has perfected, to new areas of work.

The movement's fundraising techniques and recruitment styles were also of the conservative and risk-free order.

### **c) Spread of Activities**

Generally, the movement has spread its activities to areas it can administratively handle. This is with the exception of the training colleges. Apart from the co-ordinator of the Kadoma Dressmaking school who is administratively "over-taxed" in her multiple roles, the co-ordinators of the Nhamburiko dressmaking and computer schools complained of rapid expansion not being matched with staff expansion. They argued that their administrative capacity to run these schools was being overstretched against poor pay packages and low morale.

The Sanyatti dressmaking project in Kadoma is yet another case of the movement getting tempted to spread its activities beyond the capacity of the existing administrative elements. This is a case where the thin administrative capacity in Kadoma is not only stretched through the creation of another school, but also by the use of a thoroughgoing approach they are not at home with - that is the participatory approach.



### **3.2.2.4. Financial Resource Mobilisation and Management**

#### **a) Mobilisation**

##### **i) Local resources**

These contribute only 10% of the total operational costs in the movement. Most of it is raised through the movement's training colleges across the country. The colleges remit 25% of their incomes to the national office. But even then, this does not amount to much. The YMCA has therefore resulted in expanding student enrolment in order to generate more funds at the expense of teacher - student ratio and quality in education. This is particularly true of the Nhamburiko School in Harare.

In total, the contribution of the membership fees to the movement's budget is negligible. In the past the 239 members were paying Z\$ 40 per year which has now reduced to Z\$ 20. From membership fees alone, the movement raises about Z\$ 4780 annually. This translates to slightly less than US \$ 600 annually.

As already indicated, the movement has a potential membership of 10,000 people who in annual subscription could raise close to 50 times what the current membership is raising. This is an area that could be exploited to raise resources.

Unlike in Mauritius or Ethiopia, the volunteers in Zimbabwe do not make any financial contributions to the movement. They do not even make material contributions from the companies they work in. I could not establish whether they receive a sitting allowance.

Apart from the fees paid to the training schools, the community's contribution to the movement's interventions is negligible. In a sense therefore, the community is not involved in generating resources that go into sustaining YMCA interventions in their midst. This is out of choice on the part of YMCA but it has the result of project non-sustainability in the long run.

There is need to involve the community in the funding of YMCA interventions among them. This creates a sense of "project ownership" in the community and ultimately leads to sustainability.

Entrepreneurial opportunities exist in the environment of the projects but currently the administrative capacity of the movement is overstretched. These could however be exploited in the future.

## **ii) Foreign contributions**

Up to 90% of the movement's financing comes from external sources. These include fraternal partners, locally and externally situated northern NGOs, and the AA. Most of the external funds go to specific projects and are mobilised following the writing of a project proposal.

## **b) Financial Management**

At the national level, there exists a reasonably complex financial management system. This is supported by a finance committee at the national level and a finance department. The two coordinate the movement's budgetary and auditing processes.

At the local level however, financial management is not handled professionally. The personnel is not qualified and the regional leaders are not necessarily given to accounting. Although we did not observe any definite financial anomalies, the accounting techniques at this level, especially book-keeping, did not adhere to strict professional rules.

This can be resolved through the training of regional accounting personnel, especially where income generating activities exist.

### **3.2.2.5 Popular Participation in Community Development Activities**

This movement's development interventions are of two types - the Income Generating Activities (IGA) and the service projects. Under the IGA, there is the Nhamburiko college which has secretarial, accounting, computing and dress making departments. There is also the highfields college which has all the Nhamburiko departments except for the computer component. The Kadoma college has the dress-making intervention alone. The movement has childcare centres in Harare and Bulawayo and had a brick-making project for the youth which collapsed.

The service projects are meant to empower the communities and have no monetary returns. These include a co-operative project in Bulawayo, 108 Bare Toilets (these are ventilated pit latrines), scattered across the country, Bore holes in Kokwe and a relief programme spread to 4 provinces.

Popular participation in most of these activities existed to a limited extent. But even then, it was guided and controlled, taking place at the less crucial stages of the project circle.

### **(a) Pre-participation**

Where popular participation existed, relationship-building and social awareness creation preceded mobilisation. The building of Blair toilets is a case in point. This was possible not solely out of YMCA initiatives, but also because of the way in which the state has organised the community. The YMCA mobilised the community through Village Development Committees (VIDCO) which has an already existing relationship with the communities. In this way, the YMCA did not have to go through the huddles of confidence-winning and explaining its motives to the communities because a social framework already existed.

The only other case where pre-participation preparations were done is in the Sanyatti dressmaking project. The YMCA volunteer was able to break through certain social barriers in this draught-stricken community to create a certain level of social awareness. However, after this awareness creation, the community was not sufficiently mobilised. The rationale of the YMCA was that '...if they are in need, they will come to us..' In the ultimate end, this did not bare fruit and to date the Kadorna regional committee is still waiting for the community to pay the Z\$ 10 per project member for the movement to match this effort and begin the school.

The apparent assumption of the YMCA was that the desperation of these people would "drive" them to its regional offices to follow up on the promised project. What such a community needed was role-playing, where the community mobiliser practically shows them what he expects of them without getting impatient. This is indeed how some of the voluntary organisations working in the refugee sectors in Zimbabwe have managed to mobilise the despondent communities. Otherwise the use of reverse psychology in mobilising a desperate community will most probably not work.

### **(b) Actual Participation**

In cases where participation existed in bona fide form, it took place only at the level of implementation and to a certain extent in management. There was no participation at the conception, initiation, monitoring and evaluation levels. While in the cases of monitoring and evaluation, sophisticated modes of participation are expected, rudimentary ones can be applied at the level of conception. This can even be done through a baseline survey to assess the needs.

At the level of implementation, there were limitations to the levels the community can participate. In the refugee camps for instance where levels of community mobilisation were high, we noted that the community's extent of participation was limited. While as a "food for work programme" was a welcome idea, only little work could be generated in the camps and its environs. Similarly, where giving the children food was contingent upon their providing some water, the water most of the children brought was unfit for human consumption. This could not be used in the mixing of the food. Hence, the community was willing to participate, but the opportunities were limited.

We established that a participatory approach to needs assessment and prioritization existed in some projects. It did not exist in others because of 'donor conditionality'. In this case, a donor would specify for a project X in location Y. Under such circumstances, the community was not able to participate in the conception and initiation of the projects. In some instances, also, the top leadership 'identified' a need and prescribed a solution by initiating a specific project.

Our observation was that those projects with a high level of participation from conception to evaluation had a high level of sustainability. This tended to "release" the YMCA to explore other areas of need within the community. A case in point is the co-operative project in Bulawayo. The conception of the activities funded by the YMCA in this co-op project originated from the community running it. They shared the idea with the YMCA who then provided the funds and professional support. The movement simply facilitated development and after a period of support, was in a position to hand over the project to the community.

### **c) Capacity to Manage Participatory Development**

In Zimbabwe this capacity is on average low although great potential exists. The major drawback inhibiting this capacity is the attitude of the leaders. They believe that the people do not expect to participate in social development activities. That since the "retreating" government used to provide development without asking the people to participate, the communities expect the same of the voluntary sector.

There is an extent to which this is true. But talking to the other voluntary organisations in Zimbabwe, this dependency syndrome is increasingly being broken and the communities are beginning to appreciate their role in helping themselves. The people-to-people initiatives began by these organisations have a very high level of popular participation. Our observation was that the leadership in YMCA is either apprehensive about a new approach to development, or is uninformed of the changing social context within which development is currently taking place in Zimbabwe.

Also inhibiting this capacity is the movement's tendency to want to 'own' development projects. The rationale has been that the 'ownership' of these projects tends to legitimise their existence. The YMCA therefore wants to be *seen* to be present on the national 'development site' by owning and controlling numerous development activities. The trouble with this is that it de-participates the community and shifts all the costs of maintaining such activities to the movement and easing the movement's resource involvement.

There is therefore need for the movement to involve the community in the processes of creating development interventions. In this way, the 'ownership' of the project will either be joint or wholly the communities. This has the advantage of tapping the skills and material resources available in the community for the running of the projects.

### **3.2.2.6. Human Resource Mobilisation and Development**

#### **a) Mobilisation**

At the national level, human resource mobilisation is high. The staff is highly qualified and so is the national volunteer brigade. Interestingly, the movement's chair, and two of his vice chairs are trained in the areas of human resource development. They also work as heads of human resource development departments in several companies. This notwithstanding, it is evident that the skills of these volunteers are not utilised in the development of human resources within the YMCA. The existing volunteer brigade can offer much more to the movement.

At the regional levels, resource mobilisation exists. This is confined to projects and is dominated by unskilled labour, although skilled manpower does exist in the project's environment. Notably, human resource mobilisation goes with the creation of social awareness which we have identified as a component of participation. If the people are not aware of the need to give their skills to community work without pay, they will most probably not do it. Hence, so long as social awareness creation is low, the mobilisation of voluntary human resources will be low.

#### **b) Development**

The top-level management of the movement, both staff and volunteers have undergone reasonable levels of training. This is however not true of the middle-level staff. None of the ones we sampled for interview had been trained in their respective disciplines after joining the YMCA. None had been trained in leadership either.

We attributed this to a poor process of identifying training needs and courses. Where training is identified, the nature it takes and its relevance to the operations of the trainee poses another problem.

We established that training is basically driven by the availability of a "relevant course". The department does not go in search of such training opportunities, an indication that a strategy in the area is lacking. The leadership department is informed of such opportunities by the volunteers or the staff in need of training and on the basis of this information, the staff takes relevant action. But even then, we were able to establish that this does not happen often simply because no formal channels or practice caters for this.

An ideal situation would be one in which, the department identifies through systematic planning what it needs and hopes to achieve through training. It would then plan on what type of training is needed to meet this goal and what of it is available in the house and what needs shopping from the market. This would ensure discreteness and the adherence to the training agenda. It would also lead to the development of a training ethos and respect for high professional aptitudes.

In the case of this movement however the training agenda is determined by the availability of training opportunities in the market. It is not "demand-driven" but "supply-driven". There is therefore need to institute a planning process which would asses the training "demands" of the movement and charter a methodology of meeting these.

Little is also done about CLDP. Both the NGS and the Leadership Development Deputy NGS cast aspersion over its application in Zimbabwe. They preferred a "home grown and cultivated programme". They showed no signs of "growing" such a programme in the near future and no enthusiasm about starting CLDP altogether. The National vice-chair in-charge of Leadership Development was also less sanguine about it, but unlike the former, he was apologetic that the movement has done nothing about it.

### **3.3. THE CAMEROON YMCA**

#### **3.3.1 Background**

The cameroon YMCA had its origins in 1955 when the Evangelical Church Missionaries registered the constitution with the government. Since that date, the organisation has been regarded as an evangelical movement with its policies and programmes very intricately associated with the evangelical church of Cameroon. Available reports indicate that before 1985, all NGOs in cameroon had to align themselves with a recognised religious body such as evangelical church, the Roman-Catholic Church or Moslem organisation to be registered. In 1985, this condition was removed and the NGOs were expected to delink from the respective churches and re-apply for registration. Despite that directive, it seems the Cameroon YMCA has not officially re-registered as an independent movement from the church. This situation has consequently, lead to a protracted wrangle between the church leaders portraying YMCA as an evangelical movement on one hand and those who insist that YMCA is a lay, Christian ecumenical movement on the other hand. The seemingly unending crisis has apparently stifled the growth and development of the YMCA movement in Cameroon.

#### **3.3.2. Situation Analysis and Related Needs**

The Cameroon YMCA appears to be in search of direction to be in conformity with the recognised world-wide YMCA movement principles such as the Paris Basis, the Kampala Principles and the Mombasa Covenant. These principles stress that the movement is an open membership organisation committed to the ways of Christ and to develop a whole person irrespective of faith, sex or race. The movement also strives for equal opportunity and justice for all.

The movement has no full-time staff. In the past, the church had responsibility for nominating staff (secretary) or hosting a fraternal secretary from partners. Often, such a staff would be the pastor of the church. There is now an active move to delink the movement from the evangelical church structure and the emerging volunteer leaders, handling most affairs, although church members, are not necessarily pastors.

It is reported that the YMCA had a building erected by partners in the past. The building which is in the evangelical church compound has been confiscated by the church and the YMCA sign board removed. Apparently, no documents are available to establish ownership of that building even if one wanted legal redress. The volunteers have no office space and therefore run YMCA affairs from their homes. Membership of the YMCA has been confined to those belonging to the evangelical church. Therefore, though over 6,000 have YMCA membership cards, they are not championing the mission of YMCA as we know it.

### **3.3.2.1 Structure and Organisation**

The Cameroon YMCA is currently in a structural crisis. One National Board was elected in 1992. This board consisted of President, 1st vice president, 2nd vice president, National Treasurer, 1st Assistant Secretary, 2nd Assistant Secretary, Accountant, 3 Counsellors. The secretary was to be appointed by the church. The youth was to elect the 2nd Assistant secretary. In 1994, a new structure emerged after the strategic plan and the CLDP training workshop. The president and 2 vice presidents positions were retained. A post of Honourary National General Secretary was created. Two vice secretary positions were also retained. A pilot committee of 5 persons in addition to 3 advisory committee members were also appointed. The pilot committee, the advisory committee together with the NGS were mandated to work on a new functional constitution with a clear YMCA mission and vision and complete their work by November, 1995. The post of the NGS would be advertised and a full time staff employed.

The problem with the membership of the new structure is that those from the old structure see themselves as having been imposed on the movement. This is because election to the new structure was based on those who attended the strategic plan and the CLDP training workshop rather than the general assembly of the movement. The counter argument by those in the new structure is that there is currently no "registered" members of the YMCA movement in Cameroon carrying out the mission as is world-wide known and that they want to register "real" members of the YMCA with a new image reflecting lay Christian ecumenical organisation with open membership. This has resulted into lack of recognition from some quarters within the movement. For instance, the role of the treasurer in the new structure is diminished for there is "no money" to look after. One deputy secretary in the old structure was not elected in the new structure.

It appears that once the workable acceptable constitution is registered, the roles of leaders and staff as identified will be defined clearly and this structural problem will disappear. It is therefore urgent for the constitutional review committee to finalise its work and register it. A word of caution is necessary. The constitution should have input from a wide segment of those with interest in YMCA. The document should therefore be discussed from club level right to the branches before being passed as acceptable and a workable instrument to guide the future operations of the YMCA movement. The potential members of the new-look YMCA, should however be wary of the likely problems ethnicity and sectionalism can bring to an organisation. Once the movement has clarified its mission and vision, quality leadership should be identified irrespective of ethnic background. It is the leaders with vision that can articulate the mission of the organisation and achieve the desired goal.

For a start, the strategic plan, which gave guidelines as to the mission and vision of the organisation should be applied to test its practicability. If the progress is seen to be forthcoming in terms of growth and development of the new-look YMCA, the apparent hostility of the church to the emerging YMCA may disappear.

It appeared that one of the branches (Tombe) in the English-speaking region has been operating as YMCA in isolation without the Cameroon YMCA knowing until they sent a proposal to U.S.A for support. This demonstrates the current weakness in embracing the YMCA activities happening in the country by the movement.

### **3.3.2.2 Policy Formulation and Decision Making Process**

With the current structural problem, policy formulation and decision making process is not streamlined. There appears to be suspicion between the volunteers and the current honorary secretary. An organisation cannot thrive in an atmosphere of suspicion among leaders. There is need to find amicable solution to the causes of the suspicion. Happily, the forthcoming constitution will likely clarify roles of all the players in the movement and the YMCA will be back on the road to growth and development because the policies and decision making roles will be defined.

The registration exercise for members of the new Cameroon YMCA should start immediately. To facilitate this exercise, new cards should be available for purchase by the interested members. Membership fee should be based on the category as determined in the forthcoming constitution.

### **3.3.2.3 Administrative Capacity**

With no full time staff, no office and necessary office equipment, the administrative capacity of this movement is rather weak. Once the working committee complete its task, there will be need to have a full time staff to implement the day-to-day activities of the movement. Similarly, there

will be need to have at least a rented office space to demonstrate that the YMCA activities are taking place: communication linkages within and without the country will also be enhanced.

The NGS will need to have a good orientation on what his job entails. This can be achieved by sending him for exchange visits to countries with established YMCA programmes like Togo. He should spend sufficient time (at least 2 weeks) in such a place to get to know how the YMCAs function.

The AA should consider arranging for some start-up fund to enable the Cameroon YMCA to be firmly established. Since the AA has already invested in facilitating drawing up a strategic plan for the movement, it will be necessary to consider giving initial funds for core staff, office rental, basic office equipment and necessary institutional infrastructure for the YMCA work. The budget for this start-up fund should be solicited from the movement. They should prepare a detailed proposal for that start up support. The interim pilot and advisory committee has the capacity to prepare what is required for a start-up fund as well as show how progressively they will sustain themselves without external support.

The honorary secretary general has presented a 12 month budget to the AA to establish an office for the secretaries office. This budget amounts to US\$ 25,254 and includes office rental space and various office equipment. At the same time there is an outstanding dept incurred by the YMCA for engaging staff (US\$ 7310) and holding a training workshop (US\$ 1256) If certified to be valid, the debts ought to be paid if the emerging YMCA has to be in good standing in the eyes of the public.

#### **3.3.2.4 Financial Resource Mobilization and Management**

Given the weak structure and administrative capacity and the entanglement of the YMCA with the evangelical church it is not easy to determine what the actual YMCA resource base is. However, it appears the new-look YMCA will start building its resources from its newly registered members. If the new staff and leaders cultivate a culture of effective fundraising within and without the country, they will have resources to start programmes which will build their image also.

There may be need to have on board somebody with skills in fundraising. At the same time because of lack of an accountant at the moment, one of the staff to be considered as a core staff should be an accountant to assist in managing the funds likely to be coming to the organization.

Already the honorary secretary general is pursuing the possibility of acquiring almost 20 hectares land from the municipality for development at Kotto-Bonamoussigi. If this asset is acquired, that will be a big boost for the emerging YMCA.

### **3.3.2.5 Participatory Community Development Programme Implementation Capability**

Until the YMCA institution becomes strong in terms of structure, policy formulation and decision making process as well as administrative capacity, it is hard to recommend any effective involvement in community development activities. The existing YMCA is currently involving the youth in choir and some recreational activities. There is an agropastoral project located almost 500Km from Duala whose status is not known clearly due to communication problems. Partners like Switzerland, Germany, Canada and U.S.A YMCAs used to assist in development programmes but all have now stopped. It appears unlikely that these partners will be enthusiastic to rejuvenate their partnership if Cameroon YMCA does not improve its image after institutional strengthening anticipated with the new initiatives.

### **3.3.2.6 Human Resource Development**

Although Cameroon YMCA has currently no full time staff, the volunteers have already been exposed to the CLDP. It was expected that those who participated in the initial CLDP training held in 1994 would spread the training thrust to the grassroots. So far, this has not taken place effectively. There appeared to be difficulty in translating the manuals from English to French so as to circulate them to the branches and clubs. Some club leaders who attended the training workshop did not even report to their members about their experience. Thus, the CLDP had not penetrated to the grassroots by the time of the visit.

The 1st vice president in charge of training, indicated that CLDP raised the expectation of the YMCA member initially. However, he expressed disappointment that the follow-up activities anticipated have not been possible due to lack of funds and training material. Although the capacity exists to mount training at the branch levels, this cannot be possible without financial resources. He also asserted that exchange training programmes within Cameroon can be organised since diverse skills are available in various regions where YMCA clubs exist. What is then needed is to back up those programme plans with material and financial resources. He was ready to come up with a suitable programme to adapt the CLDP training thrust to the local situation if he is given the necessary financial support.

The urgent training needed in Cameroon YMCA include Leadership Development, Proposal writing, Financial management, Practical project planning and management. Trainers can be obtained from within the movement to offer the practical courses at designated locations, provided the administrative capacity to organize such training exists in the first place and the financial resources to pay for the activity is available.

### **3.4. MAURITIUS YMCA**

#### **3.4.1 Background**

The YMCA-Mauritius was established by Rev. Richard Simon in 1952 with the simple aim of ensuring amicable relations between Christians and non-Christians in Mauritius. The movement was however re-organised in 1988 after a long period of comatose. This came after Rev Simon announced that he was ready to abandon "his" association and pass it over to younger people. This process was however not easy and the personalisation of the 1952 YMCA under Rev Simon has greatly influenced the structure and governance processes of the existing YMCA.

#### **3.4.2. Situation Analysis and Related Needs**

This movement is comprised of volunteers alone and has no paid-up staff. It is physically situated at the Silver Jubilee Hall of the St. Thomas Church Beau Bassin. The office space is actually donated by the St. Thomas church to the YMCA-M at no fee. The only money expended by the YMCA-M has been on a few renovations on the hall/office. It was indicated to me by the movement that their stay in this hall is temporary and is occasioned by lack of funds to hire an office of their own. The temporary stay was authenticated by the church authorities.

The movement has no postal address or telephone line. All mail and messages go to the officials' private lines and addresses. It has no means of transportation and most of its transport needs are either met through the use of public means (which the volunteers pay from their own pockets) or by use of the President's personal car. In spite of this modest operational situation, the movement has a fairly complex programme. It has rigorous local human and financial resource mobilisation techniques, an elaborate planning process, the best gender parity in all the movements we visited, and a very motivated volunteer and leadership teams.

It is the only movement among the ones we visited that had a clearly stated mission and an ecumenism department to ensure "spiritual alertness" in the pursuit of the same. With financial support to establish a functional secretariat, the existing structure and programmes are bound to be energised and to produce tremendous results. One however fears that the promising dynamism of this movement is as a result of the "smallness" paid-up of the organisation and that once it is consolidated to the level of the well established YMCAs, it is faced with the danger of organisational retrogression.

### **3.4.2.1. Structure and Organisation**

#### **a) Membership**

The movement has two branches. These are the northern and the southern local associations. They are of moderate sizes of between 6-8 people while their activities are equally limited. The total membership of the movement is 50, with one honorary member -the Rev. Simon. All these members are paid-up and apart from being members of the movement's general assembly, they are also members of individual committees either at the national or branch levels. The "smallness" of this movement allowed me to meet all its members in different occasions.

The organisation differentiates between its membership and its clientele. The clientele are the beneficiaries of its activities while the members are the recruited/interviewed people who pay a certain fee to the organisation. The movement is discrete in the way it recruits its members. Its argument is that it wants to maintain quality of membership. Currently, there is a host of people undergoing "screening" before admission into its membership. A decision by the committee in charge of recruitment is pending. Apparently, this recruitment style has potential to discriminate against some people and to negate the YMCA policy of open membership. It also has the possible result of turning the organisation into an "exclusive club". No signs of "exclusiveness" were observed however.

The movement would do well to consider its membership policy to allow for an open membership. This can be done without necessarily compromising on membership quality.

#### **b) Offices and Committees**

The Executive Committee is the functional arm of the movement and it comprises of twelve members. These include the President, vice-president, Honourary General Secretary, Assistant Gen. Secretary, Treasurer, Assistant treasurer, Public Relations Officer, and five ordinary members. Under the executive falls the 6 sub-committees which include:

- Education and training
- Welfare and Humanitarianism
- Ecumenism and Peace
- Sports, Recreation and Culture
- Development and Environment

We established that the holders of the offices were elected in an open and democratic forum. This is with the exception of the office bearers at the levels of sub-committees. Apart from the head of each sub-committee, the ordinary office bearers are not elected. Due to the small membership, each member is asked to choose which committee they prefer to work in. This has a tendency of having people "crowding" in the popular and active sub-committees.

It is noteworthy that the movement's top leadership sits on two of its most crucial subcommittees. The Hon. GS sits in the Development and environment sub-committee which is headed by the Vice president while the President sits on the Education and Training sub-committee headed by the Ass. General Secretary.

During my interviews with these committees, between 80-90% of the issues I raised were responded to by either the president or the Hon. GS in their respective committees. This is not to mention that they did not head these committees. Arguably, they may have a clearer vision and expression of the same, but one could see the probable underdevelopment of the "small leaders" in the face of the dominant forces in the movement.

Interestingly, in our concluding meeting with the executive committee, the national Vice-president thanked the President and the NGS for "allowing" him to serve in such a high capacity in the movement. While one cannot attach much meaning to such action, in a subtle manner, it does say something about the dominance of the two people in the national movement - not by virtue of their offices but because of their personalities and founder roles in the movement.

There is need to create a succession platform where the younger and less confident leaders of the movement can be trained to take over. This notion already exists in theory and is borne of experiences of the 36 years of domination by the movement's founding member the Rev. Simon. This theoretical position needs to be actualised in practice. The AA could help by also inviting the upcoming dynamic members of the organisation for its training seminars. Alternating between the NGS and the younger leadership in the AA training programmes has a far reaching and reinforcing effect. It tends to create more poles of strength rather than strengthening only one pole.

### **c) Organisational Governance**

Because of the size of the movement, levels of fraternity and goodwill are reasonably high. The membership is able to exercise influence over the leadership with ease because after all 24% of the total membership sits in the executive. This allows for accountability and trust. Between the leadership and the membership, the *non-quit pro-quo* gestures are visible and high while at the same time the leadership is able to exercise authority over the membership with ease. However, none of the four aspects of organisational governance accounting for goodwill that we used that is, accountability, trust, reciprocity and authority exist between the leadership and its clientele.

The idea here is that the YMCA goes to the clientele. The clientele does not go to the YMCA. Hence, the YMCA operates like a "service organisation" that occasionally travels to its clientele to supply development requisites. The clientele has no business in the running of the organisation. Although the leadership intimated to me that they involve the clientele in the prioritisation of its needs, my scrutiny of the situation indicated that this process was only a form of "participatory dressing".

### 3.4.2.2. Policy Formulation and Planning Capacity

#### a) Policy Formulation

In drafting the sub-committee annual plans, the Annual General Meeting/ Triennial Assembly gives each sub-committee broad policy guidelines which the committees in turn convert into workable goals and objectives. These regard specific areas of project implementation which are passed over to the management committee for assessment and ratification.

I was interested in how the policy agenda is drafted, debated and later adopted at all levels. I was able to establish that the agenda is drafted after a baseline survey with the relevant beneficiaries of the given policy. I was able to see a questionnaire as evidence for this process.

The sifting of issues into agenda items is, however, done by sub-committees with little or no participation from the membership or the clientele. This level is crucial in that it summarizes the broad areas of needs into probable policy items and a broader participation is desired. Here, many needs can get 'lost' depending on the sub-committees interpretation and interests.

Once policy is agreed upon, the downward flow of decisions/(policy enforcement) is swift. Nevertheless, the horizontal flow of decision-making inputs or policy enforcement is lacking. Although the respondents we talked to were of the position that departments consult each other in the development of policy and the making of decisions, clear evidence of this consultation was absent. However, due to the size of the organization, this lack of systematic networking between departments had no serious repercussions. This was primarily because there is duplication among the members of different committees. One person could be a member of up to 3 sub-committees. This had the tendency of having information from one sub-committee finding its way into another.

There existed a reasonable level of consultation with the membership regarding policy and decision making. We were able to establish that policy dialogue is perpetual. But this dialogue does not extend to the movements' clientele whose opinion is not sought with regard to the policies that affect them. Policy dialogue would be enhanced to if clientele participation in decision-making is sought. This can be done by having needs assessment advancing from *below*. That is, by having the clientele identify their problems, prioritise them and identify possible ways of resolving them. The YMCA need not follow these to the letter, but can have its policies informed by this process, something that is currently amiss in some of its interventions (eg; the senior citizens programme).

## **b) Planning Capacity**

The national movement has a clear vision of what it would hope to accomplish. It was, however, hazy on how it hoped to arrive there. It has a reasonably comprehensive five-year plan with clear mission, goals and objectives for the entire movement, its branches and its sub-committees and clubs. What was impressive was that each member of the sub-committee understood this plan well and could elucidate on most of its issue items affecting their individual sub-committee and the entire movement. This was indicative of the collective nature of plan-drawing in this movement.

Its development planning was fairly complex. This was divided into short-term, mid-term and long-term projections and activities. The short-term activities were simple and inexpensive. They include such things as renovating sanctuaries and homes for the aged. Interventions in the mid-term activities were more complex. They range from existing activities like the creation of people-to-people intervention through self-help projects to projections such as the establishment of a computer literacy programme.

At the long-term level of planning, most items were projections. These include inter alia the building of a permanent YMCA house on a piece of land availed to the movement by the Catholic diocese in the north of the island; the purchasing of a YMCA van, etc.

While the movement understood the vision on the long-term plane very well, it did not have a coherent strategy of how to put this into practice. While the house is meant to cost a total of 1.5 million Rupees, the movement had at their disposal the humble sum of only 10,000 Rupees. That which was interesting is that they had put together a proposal for this project, but they had not indicated how they hoped to raise funds for it or even how they hoped to be assisted financially. This, in my opinion, is basically a short-fall in proposal writing for fund-raising purposes. There is need for training in financial and strategic planning for long term projects.

### **3.4.2.3 Administrative Capacity**

With no staff or permanent office, it is difficult for this movement to administer community development tasks. Its lack of any communications and transportation facilities also limits its ability to carry out any development related cores. In spite of this, it is remarkable that the movement has been able to stretch its thin volunteer administrative unit to provide numerous welfare and development interventions.

This existing capacity could be galvanised by giving the movement a start-up fund to allow them set up an office and buy the necessary equipment. A small grant has already been pledged by the Y's Men international to help the movement buy a computer. This could be supplemented.

The movement had been given a fraternal secretary from the Asia Alliance of YMCAs whom they rejected. Their ground was that the money used to support such a secretary could do much for the movement. There was also a sense in which the movement did not want an Indian fraternal secretary because they did not want the YMCA to be flooded by the Indian community and to be turned into a "small" Rotary or Lions clubs.

Since then, the movement has operated with an honorary General secretary. There are however some individuals who work as volunteers and who could be employed as full-time staff. Providing the movement with even a skeleton staff would boost its already thoroughgoing work and prepare it to handle more advanced development interventions.

#### **3.4.2.4. Financial Resource Mobilization and Management**

##### **a) Local Resources**

###### **i) Contributions from Volunteers**

The daily running of the movement is done from the pockets of the volunteers. During my visit, they paid, in turn, for all my travel expenses within the country. Amongst them was one unemployed couple.

I was able to establish that among other things, each volunteer pays his way through CLDP training. Accommodation expenses, training material and any other expenses are met by the individual.

###### **ii) Glass-house Partnerships**

The movement has numerous partners who aid some of its interventions. These include large local firms who offer certain services like transportation for holiday camps. Among the techniques they have adopted in raising support from these partners is one they call the *Robin Hood Formula*. Whereas the movement cannot 'steal from the rich and give to the poor' the way Robin Hood did, their scheme is designed to raise money from the rich to give to the poor. On a smaller scale it approximates the "Matching Grant Model" in that the movement is required to match donor support by raising a percentage of what they require. In the painting of a sanctuary, for instance, the movement provides one tin of paint and the partner matches this with two tins.

### **iii) Government Support**

The government through the Ministry of Social Services supports certain YMCA interventions, though these resources are at best meagre. Through the taxation system, the government has allowed the entire voluntary sector to draw up to 2,000 Rupees from individual annual income tax returns. The movement has used a technique they call "Operation 2000" to net these funds. So far, however, only 3 members give the 2,000 rupees regularly on an annual basis.

The movement has no income generating activities (IGAs) and does not raise any of its funds from the clientele it serves. In a way, therefore, it does not involve its clientele in supporting its interventions. Where this does happen, it is merely paid to the movement as a 'fee' and has no 'empowerment content' aimed at alleviating dependency.

### **b) International Resources**

The movement has managed to draw very little international support. This comprises of less than 5% of their total project budget. So far this has come basically from the Y's Men International and negotiations with the YMCA of Sweden are still on-going. The main drawback in this movement's fundraising strategy abroad has to do with proposal writing. In its project summary proposal called "The YMCA: Yesterday, Today and Tomorrow" one gets the impression that the movement does not need any financial support from external sources. The proposal indicates that all the seven proposed projects would be funded by the YMCA-M. In some instances, it is indicated that the project would be undertaken in conjunction with a local or foreign donor who is yet to be identified.

Therefore, there is need to for the movement's leadership to be trained in the area of fundraising through proposal writing.

### **c) Resource Management**

There exists a simple financial management system capable of handling the thin resource base of the movement. The treasurer of the movement is a qualified accountant and handles all its financial matters on a voluntary basis. Should this resource base expand through external support, a permanent book-keeper or accountant would have to be employed.

There were no resources been generated from the branch level and the question of resource management at this level does not arise.

### 3.4.2.5 Popular Participation in Development Interventions

Where development interventions exist, levels of popular participation in the entire cycle are either absent or essentially low. The movement's development activities are of a simple nature which could explain the conspicuous absence of relationship-building with the communities, social awareness creation and general community mobilization.

The argument of the movement was that it had to carve out a niche for itself in the over-populated development space. It had to deal with the "forgotten" people in society such as the aged. The assumption here was that the "forgotten" do not have the capacity to participate. Hence, their projects were chosen for them by the movement in conjunction with the leadership of the "forgotten" - though not in consultation with the "forgotten" themselves.

This had the effect of ramifying the dependency syndrome among the institution enjoying support from the movement. The Catholic Home for Orphaned Children that we visited in Bonne Terre provides such a case in point. There, the sister-in-charge gave us a list of things she thought the YMCA should do for the Home to compliment the already existing YMCA sponsored projects. It was clear that the movement had cast itself as a "donor" and that the Sister was simply out to rightfully expend 'donor funds' in her requests.

Interesting to note about this case and that of most of the YMCA activities was the movement's non-interventionist position. Their attitude was one whereby the movement facilitated development but did not 'own' the end result. At most, it became a partner and not a partaker of the result through joint ownership. This had the effect of giving back the entire process to the community. Though this is a desirable relationship, this arrangement would have greater potential if the community had been involved in the conception of the projects and even in funding part of it. In this lies the potential for sustainability through popular participation.

### 3.4.2.6. Human Resource Development

The training programme in the movement is comprehensive and well-planned. Before the introduction of the CLDP, they had an existing programme known as the Leadership Training Course (LTC). This is done in three stages and is a *sine qua non* before anyone can join the CLDP classes. It basically covers the mission of the YMCA and its social standing in society.

The movement also has a fairly rigorous training programme for its social activities - like the holiday camps. This is very well-planned, probably because of its short-term nature. Training for social animation is, however, conspicuously absent. This is where development processes take place.

YMCA-M was the only movement I visited that had done substantial work on the CLDP programme. This I was able to establish through talking to the leadership and the members as well. The entire leadership and part of the membership is currently undergoing the training programme. Those not training for CLDP are all training for LTC.

To encourage this trend, there is need to speed up training support from AA on CLDP to the movement. This would boost morale and would ease the member's burden of paying their way through CLDP training.

## **3.5 NIGERIA YMCA**

### **3.5.1 Background**

The YMCA of Nigeria was established in Lagos in 1944 although there were earlier attempts of starting the movement as early as 1925 in the city of Kano. Given the long history of the movement and the size of the country, the National Council of YMCAs in Nigeria has potential to be a very strong organization if the human and material resources can effectively be mobilized to respond to the YMCA mission as stated in their just prepared strategic plan of 1995 - 1999:

"Providing relevant community based programmes and services that develop the mind, spirit, and body of the youths, and the less privileged on the basis of equality and justice; and in accordance with the christian mandate"

There are 37 local YMCA Associations in the country which are found in 19 out of the current 30 states of the Federal Republic of Nigeria and the Federal Capital Territory, Abuja. Each association is expected to enjoy some degree of autonomy carrying its own programmes and activities and executing projects related to the needs of the community in which it is located. The National Council of the Nigeria YMCA acts as the umbrella body with headquarters in Lagos and provides the link between the local Associations and the external world. The Council is currently trying to create three zones for the local Associations comprising Northern zone (10 Associations), Western zone (22 Associations) and Eastern Zone (4 Associations) in addition to Abuja. The Northern zone is already established with a Zonal Coordinator located in Jos.

### **3.5.2 Situation Analysis and Related Needs**

The YMCA of Nigeria considers itself as an agent of social change faced with myriad of problems in the communities they work with. Given that over 50% of the population is under 30 years of age, the major problem is that of youth unemployment and the challenge is to give them opportunities through programme and activities that make them useful citizens. In an environment of political and economic instability the YMCA is faced with dealing with the problem of the increasing number of the economically and socially vulnerable groups like children, women and the aged. For Nigeria YMCA, institutional strengthening must be given top priority if it is to face the emerging problems adequately. It will have to increase its institutional effectiveness and increase or improve its programme thrust through participatory community development efforts to eventually help build its image.

Although the dichotomy between Christian and Muslim faith in the country has made some local Associations not grow and develop fast, the way some of them were initiated may also be responsible for lack of growth. Many local associations were started by the YMCA pioneers



such external support stopped, the activities could not be sustained and the membership dwindled. Such local YMCAs are "stunted" in growth. Therefore, although local Associations number about 37 not more than 20 can be regarded as active.

### 3.5.2.1 The Structure and Organization

The YMCAs of Nigeria is structured in such a way that while the National Council is expected to unite the Local Associations (currently 37) the council on the other hand is to promote their permanence and render assistance as may be appropriate without prejudice to the principle of reasonable autonomy of each YMCA. This clause in the National Council constitution has been interpreted by other local YMCAs to infer "complete" autonomy. Thus, while the Centre, which is regarded as the National Council needs to be strong enough to unite (hold) all the local YMCAs, the "complete" autonomy some YMCAs have adopted has meant the centre is not able to hold them together since the council has not attained the needed institutional strength to do so.

There are of course advantages and disadvantages of giving autonomy to local associations. Advantages include facilitation of local initiatives and commitment as well as easing the financial and administrative burden on the National Council. The disadvantages, which appear to outweigh the advantages include the following. The local association members and leaders may adopt a strategy of dual control and allegiance: vested interests within the local association may discourage participation in National programmes, making national development planning difficult. Similarly, rational application of certain National Council policies such as staff or financial policies may be rendered difficult in cases where the local YMCA feel they are strong enough not to follow such regulations. Autonomy may also hamper the attainment of unity of the YMCA members leading to the violation of the YMCA motto: "That They All May be One".

Recognizing the current structural problems of the movement, the Task force on the implementation of the just prepared strategic plan recommended an alternative structure called "The Way ahead". This structure, meant to strengthen the "Centre" gives greater authority and responsibility to the National Council over the Local Associations. It encourages inter-personal relationship amongst and between the YMCA membership as the YMCA mission implies. It facilitates the setting, enforcement and coordination of YMCA national policies, and programmes. It facilitates efficient resource mobilization and utilization and consequently promotes development of the emerging YMCAs. The communication channels among the associations on one hand and between the associations and the National Council stand to be strengthened. Conflict of interest will be minimized and above all, the YMCA corporate image both within and outside the country will greatly be enhanced.

Although some conservative leaders in the movement may consider the recommended changes to achieve a stronger Nigeria YMCA structure a threat to their autonomy and interest, it is

desirable that in the spirit of the YMCA mission and vision articulated in the Strategic Plan, they be persuaded to adopt the change. However, by adopting the change, the National Council must be prepared to assume increased financial and administrative responsibility. The move should not automatically dampen the local enthusiasm and initiatives hitherto regarded as the reason for the strong local YMCAs. Instead, through enhanced institutional capacity to be developed at the National Council (the centre), these initiatives should be promoted and properly coordinated.

The move by the National Council to have three zones is laudable. Nigeria is a big and diverse country geographically, culturally and socio-economically. The zonal coordinators will facilitate effective liaison between the zones and the National Council. The zonal coordinators can also be used to advise on YMCA policy matters at the Local Association Areas under their jurisdiction. Since only the North has a zonal coordinator to date, the National Council should speed up the process of appointing the zonal coordinator for the eastern and western zones.

### **3.5.2.2 Policy Formulation and Decision Making Processes**

The National Council, being the umbrella organization formulates policies and guidelines expected to be followed by the Local YMCA Association. The council which is constituted as National Executive Committee (NEC) for decision-making purposes is headed by a National President. Other officers include Deputy National President, Immediate Past President, national Treasurer, Chairmen for the standing committees, including the National Camp, Christian Emphasis Leadership and Development, Hostel and Programme; the State Presidents of the 19 YMCA Local Associations are also members. In addition there is provision for 5 trustees, 2 Youth Representatives, One Women Representative and Y's Men Club District Governor. The council may coopt other lay leaders to participate in the NEC meetings if need arises. The NGS is the secretary to the NEC and is the chief executive of the National Council. Such a composition, reflects a wide representation covering the entire country where the movement operates. One would expect decisions passed at the NEC meetings to be binding to all the local associations. Seemingly, there have been problems in the implementation of National Policies due to the structural problems discussed above (Section 3.3.2.1). The National Executive Committee and the standing committees are expected to meet at least twice a year unless insurmountable problems such as political instability render such meetings unsafe or impossible. The Annual General Meeting is expected every year and the meeting expects reports from the NEC and the standing committees for final decision making on the issues raised.

The professional staff, headed by the National General Secretary implement the policies made at the Annual General Meetings. This presupposes that the NGS has the ability to enforce the policies throughout the National Movement. The Local Association have General Secretaries who owe their allegiance to their local boards. As indicated above, if the local boards insist on complete autonomy, they can in principle chart their own course of action, even though they are represented at the NEC by the YMCA state president. It therefore appears that the issue of autonomy at the local Association level must be resolved once and for all if the National Council is to become a strong entity with ability to make decisions and see those decisions implemented

by all the YMCA professional staff in Nigeria.

In 25 Local Associations, where no professional staff exist, honorary secretaries stand in to implement the decisions. If these honorary secretaries have full-time employment elsewhere, it is conceivable that the speed and efficiency of implementation of decision will be low. It is therefore desirable to strengthen these local associations by having full-time staff to effectively implement the YMCA programmes and activities in the affected areas once the constitution has been reviewed to resolve the issue of autonomy.

### **3.5.2.3 Administrative Capacity**

At the National Council level, the professional staff structure is such that there is the National General Secretary, one Deputy National General Secretary, two Associate National General Secretaries (one in charge of Finance and Administration and the other for Leadership and Development) and a Programme Secretary. Of these professional staff three of them are approaching retirement age. One has just joined the council after over six years of absence while the programme secretary is relatively new. It is apparent that sooner or later the National Council office will be left in the hands of relatively new staff. It is desirable to have adequate advance preparation for proper succession if the administrative capacity at the National Council is to be maintained or improved.

Currently, the office space for the National Council is rented and the office infrastructure is relatively weak, given the long history of the YMCA and the national resource base. Office equipment consists of two typewriters and a duplicating machine. There is one telephone line and non-functional fax machine. There is no photocopier or computer facility. This condition makes communication with the local YMCAs and the rest of the world relatively difficult. Moreover, out of the 37 associations only 12 can be reached by telephone and 16 have at least a typewriter. The coordinators of the Northern Zone has no secretary and no office equipment. Only 11 of the local associations have full-time professional staff with the rest being manned by honorary General Secretaries. Thus, taking the movement as a whole, the poor logistical support available makes the administrative capacity relatively weak.

There is urgent need to strengthen the office infrastructure at the National Council office to begin with. To ease communication there is need for a functional fax machine, a photocopy machine and a computer facility which can be used at least for word processing. Although the two typewriters function, it is conceivable that in a busy office, which the National Council office is, the users of the typewriters cannot cope with the many typing needs of the four professional staff in the office. In the just prepared strategic plan, the Nigeria YMCA has recognized these weaknesses and has identified acquisition of modern office equipment as one of the activities to cost a total of 0.45 million Naira. Secondly, the three zonal offices to be created need to be adequately equipped otherwise they will not be effective in their functions. The strategic plan has given a budget of 2.8 million Naira for the creation of the zonal offices.

The location of the Associate National General Secretary in charge of Leadership and Development in a camp far from the National Headquarters does not enable him to perform his expected duties effectively. It may be that the Eruwa camp needs a staff of his calibre to fuel the development of the facility. If that is the case, that assignment should be given to a camp director with specific responsibility to develop the camp. As it is now, it is difficult to conceive of the Associate National General Secretary being able to effectively fulfil the function of a camp director as well as coordinating the leadership and development activities in the entire movement. It may also be that his location at the camp is due to lack of sufficient office space at the National Council office. It is necessary to accommodate all the National Council professional staff with responsibility to coordinate National Programmes at one location. This will be possible by acquiring or renting additional office space for that purpose.

#### **3.5.2.4 Financial Resource Mobilization and Management**

The National Council expects to receive remittances from the local Associations as their fair share contribution. This mode of internal fund generation has recently been unreliable as local associations in turn complain of not being able to raise sufficient funds to meet their pressing obligations from their membership. It has been only the relatively strong Associations such as Lagos, Ibadan and Kaduna YMCAs that have honoured their obligation to remit their dues regularly. By end of 1994, the local associations owed the council about 207,004 Naira. The finance committee occasionally threatens the debtor Associations of the possibility of losing their voting rights or benefits which may accrue from the National Council such as access to external grants or nomination of their staff for some training. However, because of the national economic downturn, the Local YMCAs report that it is hard to raise funds locally. The hostel revenue has dwindled following the termination of the Namibian students programme in 1994.

It therefore appears that the National Council is heavily dependent on donor funds which come through donor-supported programmes. The partners such as the German YMCAs pay most of the professional staff both at the Local Association level or at the National Council level. The functional council vehicles for instance are donations from the German YMCA.

The Local Associations with past investments in Vocational Training Centres with production lines or hostels are able to support some of their programmes from the proceeds of the VTC or hostel activities if they are well managed. The Ibadan printing press and the Kaduna General fitting and Machining programme have the potential to generate funds to support their respective local associations. YMCA VTC staff exchange should be encouraged to enable the weaker VTCs to learn how to manage the VTCs better so as to support the local associations where they are located.

The council has plans to raise funds to implement the programmes and activities identified in the strategic plan. Over the next 5 years, the council intends to raise almost 150 million Naira. Of this, almost 74% is expected to come from local sources while 25% is expected to come for

German YMCAs and other partners. The bold initiative the council is taking to raise funds locally is commendable. However, no specific details are given on how it is going to reverse the trend from almost complete dependency on donors to being only 25% dependent. For instance the council expects to raise almost 10 million Naira by end of 1995 yet no concrete arrangements are yet in place to realise that goal.

To enable the council to effectively raise funds locally, it is absolutely necessary to have an experienced fund raiser on board immediately. Such an individual, will assist in laying out the strategies for fundraising locally and elsewhere and implementing that strategy.

Available reports indicate that the books of account are audited regularly although late for the annual general meetings. It is necessary to have audited accounts in time for the general meeting to deliberate upon them.

There appears to be concern about delays in processing payments. This might be related to the financial management procedures adopted by the council. For instance, if it is that the treasurer must sign all cheques and the treasurer is not available for whatever reason, payments will delay. It may be prudent to have an alternate signatory to the treasurer to speed up necessary payments if the treasurer is out of town. It may also be necessary for the chief executive, the finance and administration secretary, the treasurer, as well as the finance committee to streamline procedures which are known to cause delays in processing payments. This will facilitate efficient implementation of programmes.

### **3.5.2.5 Participatory Community Development Programme Implementation**

As stated in the annual report of 1993, the Nigeria YMCA's programmes and membership in the main lack grassroots involvement (p60). Not being known by the majority of the Nigerian population is as a result of that weakness. It is reassuring that the strategic plan just prepared recognizes that weakness and emphasized the need for a complete change in approach to the development thrust.

Given the mission statement, it is clear that to carry out the mission effectively, the movement must involve the communities they work with. The National Council should be strengthened to provide leadership and coordinate the activities at the Local Association level since it is at these levels that grassroots involvement is possible. In fact it is possible that part of the reason local fundraising has not been successful is associated with lack of involvement of the local population some of whom are likely to be very resourceful. The programme committee intends to have a publicity campaign in 1995 where the aspiration of YMCA are going to be highlighted. At the same time they expect to have a standardized programme of induction of new members to strengthen the local associations. These programmes should be vigorously promoted.

The National camp at Eruwa appears not to give a good example to the community around it what YMCA as an organization can do to be self-sustaining. If the YMCA is to involve the

communities around the camp, the management of the camp must be exemplary. The camp management committee should address the issue urgently. As already indicated, it appears appointing of a full-time director for the programmes at the camp may be a good first step.

The creation of the National Committee on Women as a separate standing committee may spearhead the involvement of rural and urban women in YMCA community based programmes. For the committee to be effective it needs to have committed lay leaders in the committee and full support from the National Council by way of providing leadership. Similarly, promotion of youth involvement appears likely if the newly created youth committee becomes serious with the work it has been mandated to do. Through the various youth programmes, the communities are likely to become interested in YMCA affairs and that will build YMCA image in Nigeria.

An attempt to involve the community in the VTC project at Ipetu - Ijesa is commendable. It appears the community leaders at Ipetu - Ijesa are motivated to make their cloth-weaving project succeed so that young girls not able to proceed with formal education can find useful training and employment. However, the national Council must still be able to provide guidance in terms of the direction the emerging VTC should take. If the community rushes to make the project an income-generating project (production line) to the detriment of a training project for young girls, the original aim of the project will be defeated. The production line should be established after the training component has been made strong enough to serve the community.

### **3.3.2.6 Human Resource Development**

It is commendable that the 1995-1999 National strategic plan put the first objective as being "to strengthen and sustain the National Council of the YMCAs of Nigeria". To fulfil this objective, major strides will have to be made in the area of human resource development. Considering that four of the eleven professional General Secretaries resigned in the recent past, the necessity for the movement to train and retain relevant staff for effective development administration appears very urgent.

The council has acknowledged the value of training for their existing staff and has planned for advanced training for ten general secretaries. The council intends to recruit and train five General Secretaries to man the YMCAs currently manned by honorary secretaries. A research and development officer is also to be recruited by 1996. Orientation and Training for about 500 volunteers is anticipated beginning 1995. These are good plans and funds should be made available to make them a reality.

The Leadership Development Committee has directed that fresh guidelines be sent to local associations to enable them run local programmes that are considered suitable for their needs and in conformity with CLDP guidelines. Training manuals for courses are expected to be reproduced and made available for sale to Local Associations that can afford them. It is necessary for the National Council to consider supporting the emerging local associations by providing copies of these relevant manuals at a subsidy.

The Associate National Leadership Development Secretary ought to have a work-plan for the courses required by the Local Association. To facilitate formulating a workable programme, Local Associations should establish Leadership Development Committees that will relate to the National Committee and promote active participation in Leadership activities at the grassroots level.

The National Council is also keen to indiginize VTC instructors. This is aimed at phasing out the expatriate personnel in the VTCs such as in Banchi and Obi. This eventually will lead to self reliance in VTC programmes. Training for the middle-level staff appear not to be given sufficient emphasis. It is important to realise that this cadre of staff require training just as the professional staff. It is particularly worthwhile to have strong accounts clerks and efficient administrative secretaries. This can only be achieved if the staff get exposure to relevant training in those fields.

For Nigeria, an assessment was made on the existing staff's capability to train others in various fields identified in the CLDP series so that an exchange programme can be organized within the movement.

The results showed the following pattern:

<b>Subject</b>	<b>Number of staff able to train</b>	<b>Number of staff requiring training</b>
1. YMCA Mission	6	18
2. Social Work	7	17
3. Development	4	20
4. Communication	4	20
5. Conflict Management & Resolution	3	21
6. Human Resource Planning & Management	5	19
7. Managing Non-profit Organisation	6	18
8. Book-keeping	3	21
9. Hotel and Catering	2	22
10. Budgeting	3	21
11. Office Administration	4	20
12. Research Techniques	2	22
13. Project Planning & Evaluation	3	21
14. Project Proposal Writing	2	22

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The pattern shows that within Nigeria, trainers can be identified within the movement to train others. These training sessions can be coordinated at the zonal headquarters for the three zones anticipated. Exchange programmes can also be organized for trainees to take full advantage of the practical aspects of the theory in the local associations which have demonstrated successes in their on-going programmes. For instance at the moment no movement has conducted a comprehensive baseline survey in the communities they work with. Since at least two professional staff have the ability to train others on research techniques, the movement can arrange for these staff to give an exposition to others on the elements of baseline survey and the actual implementation of baseline survey. Similar arrangements can be made for other fields of development. Once a programme is worked out, this is an area where the Africa Alliance can facilitate by providing the seed money for logistics. The pay-off in terms of institutional strengthening will be high.

## 3.6 EGYPT YMCA<sup>2</sup>

### 3.6.1 Background

This movement began as an illegal association in Assuit in 1917. It was registered in 1923 and prompted the formation of similar associations in Cairo in 1925 and Alexandria in 1928. The fact that it did not begin as a national movement but as separate local associations has resulted in the national YMCA becoming a loose confederate of all the local associations. Currently, the movement has 23 branches across the country with a membership of about 40,000 people and a target beneficiary of about 250,000.

### 3.6.2 Situation Analysis and Related Needs

The Egypt YMCA is probably one of the most complex movements in the continent. It has very refined and elaborate social intervention programmes spread across the entire country. It also has hefty capital investments most of which generate the funds that run the movement.

Although the local associations are very well organised and run, the national office has certain operational difficulties. It has very able decision making units and personnel but very weak channels of policy implementation. Hence, policy at the national level rarely percolates to the local associations.

For national policy to be effective on the ground, there is need for the national body to be strengthened and to be given a reasonable mandate even within the boundaries of its current existence as an advisory body. Its functional arm should also be elaborated to include a few professional operatives who would break-up committee policy decisions into digestible items for the local associations.

Despite the government's retreat from development activities in Egypt, the YMCA has taken to very negligible community development activities. Its social services sector is however very well developed and has attained a remarkable level of community mobilisation. This sector is as developed as the community development unit is undeveloped.

But this scenario does not mean that the movement has no capacity to implement development work. This capacity exists but it has not been put to use yet. The movement should consider devoting some of its resources to development using the model of popular participation. Given its remarkable levels of mobilisation, participation would not be uphill. Apart from moving to areas of pressing need by getting involved in community development, this has the result of

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<sup>2</sup> My visit to this movement coincided with the AA Executive meeting in Port Said. This meant that the national office was fully engaged in organising for this meeting, something that saw my schedule entirely mixed up. I was therefore unable to cover as much as I would have wanted to.

empowering YMCA members and beneficiaries, something the social intervention programmes do to a very limited extent.

### **3.6.2.1. Structure and organisation**

The local associations are both financially and administratively autonomous. Their activities are however co-ordinated by the national office which also co-ordinates YMCA activities in the middle-east. This loose association of local branches has meant that each of the branches has its own unique features. We however observed certain related aspects and features from the branches we visited.

#### **a) Membership**

Close to 90% of all the members of this movement pay their annual membership fee faithfully. This includes children. The defaulting 10% for the most part pays this in form of services to the movement. We observed a very high level of membership mobilisation. This is facilitated basically by the movement's fairly developed recreational facilities.

The volunteer brigade is also very well developed. It is highly professional and is distributed through out the entire structure from teachers in the daycare centres to the national board directors. In Assuit for instance, out every 2 leaders and staff members, at least 1 is a highly qualified volunteer.

Talent mix at this level is also unique. The talent ranges from university professors, professionals, business people, and government officials, to peasant farmers and accomplished sports men. The combination of this talent produces a very specialised division of labour.

#### **b) Committees and Offices**

The highest decision-making organ in the movement is the General Assembly. This is followed in the hierarchy by the Board of Directors. In this sits 12 members, 8 elected, 3 co-opted and 1 representative of the movement's executive arm which is usually the National General Secretary. The co-opted members are usually influential people in society with business and governmental links. Below the board is the executive committee which does the functional duties of the movement.

Two types of activities are distinct in this movement. There is the technical programme activities which fall directly under the executive committee and the community-based functions which fall directly under the national Vice-president's office but are co-ordinated by the NGS.

Under the programmes activities, we have four committees. These include:

- a) The international Relations committee
- b) Environment and Development committee
- c) Finance Committee
- d) Leadership Committee.

These do not have corresponding national departments that see to the execution of their specific policy. It was not clear who does the execution of specific policy initiatives from the committees. The committees are headed by a board member and the general membership is drawn from the local YMCAs.

Under the community-based activities fall:

- a) The sports education committee
- b) Premises committee
- c) Public relations and projects committee.

Three other committees fall under this category but their strata in the organogram is lower. These are:

- a) Childhood committee
- b) Women Committee
- c) Youth Committee.

To a large extent, the movement could not rationalise the hierarchical ordering of this organogram. The movement could not explain why for instance some committees fall under the vice-president's office while others fall under the executive committee and why some committees are lower in the hierarchy than others. This tends to blur the chain of command. Similarly, some of the offices could not be rationalised. The role of the Assistant Vice-presidents was unclear for instance.

These organisational ambiguities need to be cleared. The channels for implementation of decisions also need to be defined.

### **c) Organisational Governance**

The movement's mode of organisational governance is fairly well-developed. There is an enormous sense of good will at the levels of accountability, trust and reciprocity. The exercise of moral authority also exists although operating on a very precarious balance. This is because at the national level, the movement works as an advisory board to the local associations. These associations therefore chose what to take from the national office because the latter can not enforce decisions on the former. The national office can only exercise moral authority on the

local associations depending on the relationship cultivated between the two.

At the levels of local associations, there exists a reasonable level of membership participation in the running of the affairs of the movement. The children's department is for instance ran by a cabinet composed of children members. These do so with the supervision of staff and reveals a very high level of member involvement.

### **3.6.2.2. Policy Formulation and Planning Capacity**

#### **a) Policy Formulation**

The capacity to formulate policy at both the national and local levels is high. At the national level however, down-ward flow of decisions and policies is wanting. There exists some very qualified policy makers and decision-takers at the national level but the process of "Percolating" these policies to the local associations is left to the office of the national secretariat which is very thin on personnel. Hence, decision and policy enforcement is done by the different national committees whose members are volunteers. This presents a problem of effective monitoring of policy flow from the national office to the local associations.

Although the process of policy making at the local level has a better downward flow than at the national level, it lacks in "popular content". All the committees we interviewed in the Assuit YMCA for instance indicated that they hardly consult their membership when making decisions and policies. We observed that when they consult the membership through a survey, this is basically to find out the popularity of the policy intervention they have in mind. This is particularly so because of the sizes of these local associations. The bigger they get, the harder it is for the local committees to be efficient in information gathering. There is therefore need to decentralise certain decision-making functions from the central local committees to smaller grassroots units.

This is so because for policy to have sustainable results, it must have a bonafide "popular" content. Decisions should also be made in close consultation with the affected membership. In the case of Egypt, this would enhance to an already superior planning capacity.

#### **b) Planning Processes and Capacity**

The movement has a complex planning process both at the national and local levels. Its committees have a reasonable capacity to plan. Plans do exist at all these levels and through the help of an interpreter, we were able to go through them. They have clearly defined and articulated goals, objectives and a workable strategy to achieve them. They are however not as such reflective of the movement's mission.

There is need to clearly state components of the mission of the YMCA in Egypt in light of its dominant muslim force. Planning and policy formulation should then be developed within the framework of the desegregated components of the mission.

### **3.6.2.3. Administrative Capacity**

#### **a) Staff**

At the national level, my assessment was that the staff is overstretched. The office has a functional staff of four people - the NGS, his deputy a secretary and a messenger. It has no departments to implement different aspects of policy. This is done by the national committees with the co-ordination of the NGS. My visit to the movement coincided with the AA general Assembly meeting, a fact that revealed the "thinness" of its administrative unit. My visit to some of the local associations could not be realised because the NGS had the travel arrangements but could not be traced most of the time. When reached, it would be late for me to make the trip.

There is need for further division of labour, delegation of responsibility and probably the recruitment of more staff at the national level. The process of restructuring the national office after the election of the new NGS should probably take care of this.

Staff at the local associations we visited are very well endowed with know how. Its morale is high and the organisational space it operates in is sizable. It has managed to attain remarkable levels of community mobilisation and has an undoubtedly reasonable administrative capacity to handle development. This is complemented by government personnel support. The Executive Director of the Assuit YMCA is for instance a government officer on secondment to the movement.

#### **b) Spread of Activities and Innovativeness**

Unlike in the other YMCAs we visited where the movements' activities spread too thin, the activities of the Egypt movement go deep. All the interventions in this movement are elaborate and well developed. One got the impression that at some point, these interventions will begin to experience marginal returns. That is, some of them are too elaborate and detailed that one wonders if their returns are commensurate with the resources invested in them.

The elaborateness of some of these interventions has been done at the expense of other activities in the movement. The finesse of the language school at Assuit cannot compare with the "roughness" and simplicity of its tailoring school for instance. While there is logic in developing some interventions to an advanced level, this should not be at the expense of developing others. A balanced spread of emphasis within the organisations activities should be maintained.

There is an extent to which the detailed development of some aspects of the movement's activities has bred and reproduced conservativeness. We observed similar activities in all the local associations we visited. These differed in levels of advancement only. There were no attempts to move to other areas of need. The drive was to perfect the existing interventions even where this perfection was not necessary.

#### **3.6.2.4. Financial Resource Mobilisation and Management**

##### **a) Resource Mobilisation**

##### **i) Local Resources**

Close to 95% of the movement's budget is met from locally generated resource. These are from the membership fees and from capital investments. The volunteers give donations to the movement's specific activities, although this does not consist of a substantial component of the budget. The three co-opted members of the board are however influential in fundraising from the business and industrial community. Unlike the cases of Mauritius and Ethiopia, the movement has not been able to create a pool of glasshouse partners from this community.

It must be noted that a substantial percentage of the local input comes from capital investments. The movement's associations were able to acquire property in the first half of the century. This is basically situated in the prime areas of the country and returns to capital are very high. Such capital investments exist in almost all the local associations established in the first half of the century.

While this qualifies this movement as self-sufficient, it does spell a problem with respect to the creation of a development base in the movement. This form of self-sufficiency is not linked to community activities. It does not derive from community participation and it does not empower the community. Hence, in the event of community work, the community ends up becoming parasitic and "feed" from it. In such a case, the foreign donor is replaced by the national movement as the community shifts its dependency from foreign funds to locally generated funds.

Hence, self-sufficiency is better if developed alongside with community empowerment. Empowerment and self-reliance can be achieved in this movement using its elaborate resource base.

## **ii) Government funds**

The government subsidises a number of the activities of the movement especially in the area of social service provision and education. This however has the tendency of the government dictating the projects the movement or local associations should get involved into. But from my discussions with the Cairo, Alexandria and Assuit staff, such interventions from government do not present an serious problem.

## **iii) Foreign Resources**

These have been minimal. Where the movement has been able to solicit for such funds, it has been for specific project interventions and has not been regular at all. There is need however to improve on the national movement's proposal writing techniques. We were able to establish that poor project proposal writing has something to do with low external funding.

Some of the movement's volunteers are research proposal specialists and could be used in the drafting of the same.

## **b) Financial Management**

The financial management systems at the national level are not as sophisticated as those in the local associations. Even then, at both the levels, the capacity to manage financial resources exists. Budgetary systems are advanced and so are the accounting and auditing processes.

### **3.6.2.5 Popular Participation in Development Interventions**

The local associations have a remarkable level of community mobilisation. The community is mobilised to 'participate' only at the level of consuming what has been created by the leaders and not in the process of creating interventions. Their de-participation is more by default and less deliberate. More because the interventions the movement is involved in do not as such require popular participation.

Except in scattered cases, the movement does not have any community based initiatives. Like in most YMCAs, in Egypt the community comes to the YMCA, the YMCA does not go to the community. The only case where the YMCA has gone to the community is in the environment conservation programme. The "treeing" project in Alexandria is a case in point.

In our meeting with the Alexandria YMCA officials, we identified religious barriers as inhibiting the movement's venture into community work. The predominantly muslim community is bound to be suspicious of Christian initiatives among them. Under such circumstances, the muslim members of the YMCA could be used to initiate community activities as this would draw less

suspicion. This looked viable to the Alexandria group which has always wanted to start community work within its environment.

#### **a) Capacity to Manage Participatory Development**

Undoubtedly, this movement has a capacity to manage participatory development. It has useful techniques of community mobilisation and a high standing of social service work in the country. At the theoretical level, some of its top leaders understand participatory development very well. Some of them have formal training in this area and could impact the same knowledge to the others in the movement.

What this movement needs is to be prompted into getting into development work. More so given the shrinking activities of the welfare state and the encouragement of community-led development interventions. Awareness creation is in this respect a *sine qua non* at the level of the movement leadership.

### **3.6.2.6. Human Resource Mobilisation and Development**

#### **a) Mobilisation**

At the national level, the mobilisation of human resources is undoubtedly phenomenal. This is particularly so with respect to the volunteer brigade. These exhibit all shades of local talent and skills. At the level of local associations, resource mobilisation is fair. There is a marked difference between departments with respect to staff calibre. While the sporting department (which in my view is "over-developed") in most of the associations we visited is of high quality, the catering and hostel staff is certainly underdeveloped.

In the running of the youth and children departments, there is a remarkable mobilisation of resources at the level of the associations. In Assuit for instance, the summer school for the children is run by a group of professional artists and craftsmen on a volunteer basis. The children department is also managed by a group of talented children who constitute a cabinet and government under the supervision of staff.

#### **b) Development**

Despite the high level of resource mobilisation, the development of the same is minimal. For instance, CLDP manuals were received two years ago and to date, no leadership training is undertaken using them.

On paper, there exists a comprehensive training programme. But none of the respondents I talked to had benefited from this training probably because of my small sample size. Interestingly though, none of the people we interviewed was aware of this comprehensive training programme. And this is probably because it is constituted at the national level where mechanisms of implementation are weak.

The existing training programme is conducted through short seminars which in my view are academic in nature. There is however a proposal to establish an Institution for Leadership which will take care of all the movement's training needs. My impression about this institution was that, while it is borne of real need, it can not thrive in an environment where a culture of training does not exist.

In other words, the movement has not developed a convincing training culture to warrant a whole training institution. Such a move should be incremental and contingent upon the achievement of certain training standards. Otherwise, this institution might just be another "show piece" indicative of the movement's advancement, but having little training going on within its walls.

Overall, our observation was that planning in the training department takes place at the national level. This has very feeble links with the local associations meant to implement it. Hence, while the human resource development's scheme is grandiose at the national level, it needs strengthening at the levels of the local associations.

For training to be effective at the level of the local association, more "local content" in terms of participating in drawing a training agenda is imperative. The effort of the committee of professors who draw the training agenda should also be complemented by a more pragmatic team of social workers and men on the ground.

### **3.7. SENEGAL YMCA**

#### **3.7.1 Background**

Senegal YMCA owes its origin to Robert Sagna, who, when he was Minister for Education in 1978 helped to raise funds from the United States for building a VTC for youth and women. The YMCA of the U.S.A, International Division raised money for the building on condition that a YMCA would be started in Senegal. With the cooperation of the Senegalese government, the funds so raised built the VTC in 1979. The VTC was to be headed by an American until 1984.

From the beginning, establishing YMCA in Senegal was not easy since the muslim dominated communities did not understand why they should belong to a christian organisation. This misunderstanding was resolved eventually by educating the communities on the YMCA mission and allowing the muslims to become associate members who are not to occupy leadership position in YMCA structure. It took upto November, 1982 to appoint a National General Secretary and to consider establishing branches at Dakar, Thies and Kaolack. By this time there were no funds for these activities but the staff was promised payment when funds would be available. Fortunately, the YMCA Milwaukee sent a fraternal secretary together with a grant to help in establishing the YMCA. This fraternal secretary stayed for six years.

When the contract for the American expert heading the VTC built in 1979 expired in 1984, Senegal YMCA failed to take over and the government took full control of the VTC. Fortunately, in 1986 Senegal YMCA with the assistance of Africa Alliance of YMCA, the YMCA of the U.S.A, international division and other partners managed to raise funds to acquire a US\$ 200,000 building on a 9000 Sq. metre land in Dakar city. This Building was meant to generate income for the emerging YMCA to enable its sustainability. This goal was not realised for the Senegal YMCA failed to honour the terms of the agreement by housing the National General Secretary in part of the building and using part of it as office - space thereby foregoing the potential rental income. Therefore, the utilization of the building became the centre of a protracted controversy between the Senegal YMCA and several partners. Coupled with the belief that YMCA is a charitable organisation with funds to give out provided there is some YMCA membership, the movement has had staggered growth with occasional evidence of a "one man show" syndrome or a few dominating individuals in the National Board.

#### **3.7.2. The Situation Analysis and Related Needs**

Senegal YMCA appears to have been in crisis since its formation! The YMCA began by recruiting staff with no secure source of income to pay the staff. When a grant was received amounting to US\$ 10,000 per year for staff support from a partner, the National General Secretary salary alone pitched at a relatively high level for an emerging YMCA (US\$ 14,400 per year) could not be sustained. The YMCA failed to take opportunity of the acquired building

to generate income. The YMCA failed to acknowledge the imminent financial crises and continued to retain staff for over 2 years, thereby incurring salary arrears for unduly long period amounting to a staggering FCFA 14 million (US\$ 56,000) including government taxes. With no clear financial policy, regulations and procedures, opportunity for mismanagement was created. Utility bills accumulated without being paid while YMCA property could not be secure due to lack of proper inventory control. Unfortunately, YMCA was also involved in a project, an irrigation project in FAO village and by accident, water tank fell on one of the workers, injuring him seriously. Although YMCA met the treatment bills, the YMCA was compelled by the court to pay US\$ 2,400 to the aggrieved party. The movement currently has no full time staff but has volunteers who form the National Board.

The Senegal YMCA situation is therefore characterised by crises. A very comprehensive recovery process need to be put in place of the YMCA is to be salvaged. Fortunately, some initial efforts are being undertaken by some of the dedicated members and partners eager to steer the movement out of the current crisis.

### **3.7.2.1 Structure and Organisation**

The Senegal YMCA has an organogram similar to the other YMCAs in Africa. It has a National Board consisting of National President, first vice President and National Treasurer. The National Council consists of members of the National Board plus 2 representatives each from the youth, women and unions respectively and one representative from the adult members of the association. The National General Secretary is the Secretary to the council and when in place, oversees the day-to-day activities of the movement. There are Regional Boards and Branch Boards adopting similar structure to the National Council. The General Assembly is attended by delegates from the various unions and branches.

Such a structure gives the framework for a strong organisation. However, in the case of Senegal, the structure appears to have been unstable due to lack of cooperation among the holders of the position in the structure. This might have been due to lack of clear definition of the roles of the incumbents. It may also be that it is a new structure yet to come in operation.

Establishing a stable and functional structure will only be possible if the YMCA members come up with a constitution which is acceptable to all the members. Once such a constitution is in place, all the members should adhere to it. It was observed that a new constitution is now being drafted. The completion and adoption of this constitution should set the stage for a new-look Senegal YMCA. The structure should be supported with quality leadership able to articulate YMCA mission with vision.

The movement has six unions currently. Each union has branches. Dakar and Thies unions have three branches each, Kaolack and Fatick unions have one branch each, University union has two branches while Ziguinchor has five branches. Each of these unions and branches has currently no staff, no office space and no equipment. To an outsider, these branches appear to be YMCA clubs which are not active on a continuous basis. Although it is desirable to have a serious membership recruitment drive, the recruitment must be based on letting members know the YMCA mission, the role of volunteer leaders and professional staff. The temptation to recruit members on the basis of "giving" them donor-supported projects should be resisted.

### **3.7.2.2. Policy Formulation and Decision Making Process**

The seemingly unending crisis in Senegal YMCA was a direct result of lack of policies, regulations and procedures for the staff to follow. The staff therefore adopted the procedures which suited them best; e.g occupying the YMCA building, not having proper inventory control, accounting system, persistent delays in responding to any communication from partners. The National Board which intended to correct the situation also fell in the same trap. With no functional constitution approved by General Assembly, in place, the board members resorted to procedures not conducive to YMCA growth and development. There was complete lack of transparency and accountability from the board to the entire YMCA membership they were leading. When a transitional executive committee was constituted to streamline the crisis the board members refused to hand over all the documents in their possession. The situation culminated in complete breakdown of procedures for running the YMCA. At one point everyone felt free to communicate to partners about the affairs of Senegal YMCA. For instance the partnership arrangement between Senegal YMCA and Milwaukee YMCA degenerated to personalisation of the relation between the two YMCA at the expense of the institution. YMCA meetings could be arranged between the two groups without going through the official channels.

It is evident that for Senegal YMCA to be back on track to achieving the YMCA mission the current leaders must facilitate coming up with an acceptable constitution spelling out the mission, the vision and the roles of staff, lay leaders and members of the Association. All the past, present and future leaders must consider the overriding interest of the institution whose motto is "That all may be one"! and de-emphasize personal interests. It appears the way the YMCA was introduced in the country is influencing the establishment of branches (clubs) and aspiration for YMCA leadership. There is expectation of a funded project in case of branches or financial reward in case of some aspiring leaders. It is necessary for the Africa Alliance to intervene and have an education campaign to enlighten current leaders, the members and any future staff about the YMCA mission. Such an intervention may involve an exchange programme where the leaders and potential staff get exposed to a movement in Africa which is relatively more successful in pursuing the YMCA mission as is world-wide known.

A strategic plan was formulated in the midst of the crisis explained above. This strategic plan needs to be revisited once an acceptable constitution has been reached. It is then that clear responsibilities and roles can be assigned for the implementation of the plan.

### 3.7.2.3 Administrative Capacity

Currently, the movement has a part-time volunteer acting as a National General Secretary. He has practically no functional office equipment to facilitate his work. He hopes to resume his studies in due course. The other members of the National Board come to the office to "assess" the situation occasionally. The National President who is keen on learning and working for a better YMCA in Senegal appears resourceful but can only give about 10% of his time due to the demand on his time as an advocate of the high court with two offices located over 300Km apart! With the exception of Dakar and the University of Dakar branches, the branches are difficult to reach by phone or any other means of communication since the movement has no vehicle. Reaching any of the branches requires that their respective leaders be located in their official work places (for those who are employed) or in their houses since no branch has office space. This infers that the administrative capacity is very weak due to lack of full time staff and poor infrastructure and logistical support.

Any attempt to revitalize the movement must address the issue of strengthening the administrative capacity, especially at the National Council office. This requires that the board should look for a qualified and motivated General Secretary to run the National Council office, but not before coming up with a personnel policy. Any attempt at employing a General Secretary without adequate financial base should be avoided lest the movement repeats the past mistakes. Happily, the YMCA building and property if properly managed may generate sufficient funds to recruit some core staff, including a General Secretary. On the other hand, Africa Alliance should explore the possibility of influencing African YMCAs with qualified staff to second the relevant staff to act as fraternal secretary in the Senegal YMCA for a period sufficient for the Senegalese staff to gain experience.

The movement has prepared a budget necessary to strengthen the administrative capacity covering the period 1996 to 2000. The annual budget for staff at the secretariat amounts that to FCFA 1,235,000; that for equipment FCFA 11,935,000; furniture and utilities FCFA 2,020,000 and transport FCFA 3,300,000. Africa Alliance may consider investigating the reality of such a budget and if Senegal YMCA can indicate how they plan to sustain the office after initial support, then the current AA development budget can be used to provide the support for take-off if such expenditure was provided in the AA budget. This, however presupposes that the outstanding salary arrears will have been paid, otherwise the affected staff will view the new initiatives as sidelining them. They may be tempted to take court action which may lead to auctioning YMCA property.

#### **3.7.2.4 Financial Resource Mobilization and Management**

Without a clear financial policy, Senegal YMCA has been unable in the past to mobilize the resources and manage them effectively. Internal fund generation has been negligible, comprising membership fee which in some cases is not adequately accounted for. For instance, no one knows exactly what the membership strength of each of the branches is and yet each member is expected to pay some membership fee. The government no longer gives any subsidy to the organisation. Africa Alliance facilitated some funds to the tune of US\$ 7,700 to defray the arrears. There are indications that part of the money was used to reduce the arrears, but no one is sure since not all documents are available for perusal.

Currently, the local income sources include, the rental income from leasing the 2nd floor of the YMCA building (about US\$ 500 per month), reception room (about US\$ 200 per month) children's playground (about 150 per month). The YMCA is currently putting up a structure (meant for accommodating more people at reception) which will hopefully generate additional income once completed. This is evidence that the current leaders, especially the president is keen at achieving self-reliance. The expenses the YMCA must pay on a regular basis include the utilities for their building which approximates US\$ 200, part time secretary and other administrative cost US\$ 150 and a watchman (US\$ 120) per month. Annual fair contributions to AA and World Alliance of US\$ 800 and US\$ 1000 respectively is also considered a necessity for the movement to get recognition.

The YMCA has partners including Milwaakwe YMCA, YMCA of U.S.A, Africa Alliance and France which continues to come to their aid whenever there is critical need. These partners are encouraged to help the Senegal YMCA develop their constitution and strategic plan with policies aimed at self reliance in the long run. However, priority should be given to the settlement of the salary areas to set the movement free from the present predicament which hinders any implementation of programmes.

#### **3.7.2.5. Participatory Community Development Programme Implementation**

With the current crisis, no programmes or activities are being effectively implemented. Lack of resources and supportive members has lead to the collapse of the few programmes which were started in the 1980s. The exception is Dakar University branch which has members voluntarily assisting in the social programmes including helping the sick children, teaching destitute children in SOS village and health care, no branch is active enough to implement sustainable programmes.

It is therefore necessary to strengthen the National Council before expecting viable community based programmes to be implemented. Once, the administrative capacity is enhanced, opportunity for effective coordination of programmes will be created.

### **3.7.2.6 Human Resource Development**

Practical training programmes will be needed for the volunteers and staff of the new-look Senegal YMCA. To begin with, all potential members, and leaders in the YMCA require some understanding of the YMCA mission. This will come about through training. Although the strategic plan has indicated that the CLDP training will be undertaken, the capacity to undertake that activity is limited. The CLDP manuals have not been translated into French so far. No one appears to have followed up the matter to the branches where the leadership training is even more crucial in the relevant development fields.

Some volunteers within the movement may have the ability to train in certain aspects of development. But this requires that a training programme be developed so that these volunteers can be slotted to offer the training at designated YMCA branches. Without any full-time staff to coordinate this activity, it will be difficult to implement the training necessary to strengthen the YMCA institution in Senegal.

## **3.8. ETHIOPIA YMCA**

### **3.8.1. Background**

This movement was established in 1920. By the time of the Marxist revolution of 1976, it was the most influential local voluntary organisation in Ethiopia. The Mengistu regime banned the movement for its western and in particular American links. All its physical structures and social programmes were taken over by the state.

The movement was only revived in 1992 after a change of government. It has been able to repossess some of its attached property by the state and is in the process of renovating the same.

### **3.8.2. Situation Analysis and Related Needs**

The Ethiopian YMCA is in the process of reconstituting its former structures. It is therefore still inchoate although institutional consolidation is taking place rapidly. The reconstruction process is dominated by two needs: a) Fundraising through local industrial and business concerns b) the desire to "recreate" the defunct YMCA structure and processes.

While on the one hand the two needs have tended to augment the movement's revival, on the other, they present numerous drawbacks that undermine institutional capacity. Emphasis on fundraising for instance has led to social exclusion and the subsequent marginalisation of talent that has no financial muscle.

Similarly, the desire to recreate the old YMCA is a "social project" of those who had benefitted from the movement in the 1940s and 50s. What they therefore hope to recreate is an improvised form of "YMCA" in the first half of the century.

These two concerns have brought to the fore an 'aristocratic' group of leaders with similar socio-historical experiences from the first half of the century. This group dominates the emerging movement and all the processes associated with it.

Without compromising on the intended purposes of the two concerns, there is need to open up the movement to many other social groups especially the younger "turks". This will not only generate fresh ideas befitting contemporary challenges, it will also create a successor group that will ensure the movement's continuity. This will also forestall the possible development of an "organisational oligarchy" bred from the old generation of leaders.

### **3.8.2.1. Structure and Organisation**

#### **a) Membership**

Currently, the movement has only one branch situated in Addis Ababa - Katema branch. The total national membership ranges between 250-300 people 40% of which are of the Muslim faith. This raises the question of whether the Muslim members are in agreement with the mission of the YMCA. This question was not addressed to although we did not observe any religious differences between the two faiths.

The movement has only two paid staff while all the others working in its departments are volunteers. Most of the volunteer work takes place at the levels of social work with street boys and the disadvantaged social categories.

#### **b) Offices and Committees**

Because of its emphasis on fundraising, all the members of its management board are all influential personalities either in government or in the industry. These include assistant Ministers, influential lawyers and leading owners of capital.

These are selected through a process of nomination that is highly controlled and guided. Apart from having both political and financial influence, these are selected on the basis of their record as 'voluntary social engineers'. Most of them have been members of other voluntary organisations and have links with northern donor groups. The Board chairman is for instance a former President of the Rotary Club of Ethiopia. We were made to understand that once the election for national parliament in the country was done, some of the board members would be replaced. These would be those members who will lose their positions of power through the election. The rationale is that the "fallen" politicians are bound to have little use for the movement.

Under the National board of directors is its executive board. This is the policy implementation unit and is dominated by the two top technocrats in the movement - the National General Secretary and the Associate National General Secretary. It is worth noting that the Ethiopian movement is all about the personalities who occupy these two positions.

These two persons are the movement's lifeblood. They control its entire operations from influencing the selection of board of directors to the choice of social interventions. The two have also positioned themselves strategically with other donor and voluntary organisations for purposes of identifying and "tapping" potential board members and where possible, resources. They told me that the NGS is poised to join the Rotary Club of Ethiopia while the Ass.NGS is meant to join the Lions club.

Under the NGS falls the regional YMCAs and their secretaries. The NGS is also in-charge of three committees which are

- a) Adult Education Committee
- b) Physical Education Committee
- c) Youth Work Committee.

Components of the Adult Education Committee include adult literacy, panel discussions, Seminars and symposiums. Adult and youth, physical education fall under the physical education committee. Under the Youth work Committee falls the camping programme, club leadership and primary education. The assistant NGS is in charge of CLDP and the development leadership programmes.

Development *per se* is not an integral part of this structure. The Movement does not have a body that brings together all its members in the process of decision-making - eg: a general assembly.

This structure is still being debated and it was presented to me in its most unfinished form. It however reflects the sub conscious intentions of the leadership to exclude the general membership from decision-making processes by not incorporating them in the structure.

### **c) Organisational Governance**

We observed that due to its current process of reconstitution, the movement is basically run by the NGS and his assistant. The beneficiaries and members are deliberately excluded from its major operations until the movement reaches a reasonable level of institutional consolidation. This has turned the movement from being a social movement into a 'social service corporation'.

As a result, the organisation's mode of governance lacks in "popular content". There is no mutuality in the relationship between the movement's clientele and its leadership. The clientele is on the receiving end, while the leadership is on the elevated position of authority, removed from social reality. What we observed is that this has the possible effect of later turning the movement's leadership into an 'organisational oligarchy' which 'owns' the processes and projects of the movement.

### **3.8.2.2. Policy Formulation and Planning Capacity**

#### **a) Policy Formulation**

Decision-making is the preserve of the top leadership and so is the process of policy formulation. The NGS and the Ass.NGS prepare the organisation's agenda. The process of preparing this is determined by what they observe to be the needs of the movement and what requires policy interventions. The agenda is presented to the board which debates on it before taking a position.

When I talked to the various board members, I got the impression that decision making process at this level is very rigorous. The enforcement of decisions is equally checked and monitored by the board on a monthly basis. This allows for the swift flow of policy to those it is designed for.

The horizontal flow of decision-making inputs is also rigorously treated. This is basically because there primarily exists two technical decision makers in the movement (the NGS and the Ass. NGS). They debate policy inputs from the respective departments they run before presenting them to the board. The same process is followed in choosing methods of implementing these decisions. This has the effect of reinforcing policy and ensuring checks and balances.

Upward flow of policy inputs is however conspicuously absent. Policy dialogue between the members/beneficiaries and the leadership does not exist at all. Although it could be argued that this is because of the reconstitution nature of the movement, what emerged from my interview with the leadership was that the involvement of the membership/beneficiaries smacked of 'intrusion'.

Hence, the choice of projects, methodologies of implementation, and the monitoring of the same all depend on the direction given by the top leadership - in particular the technical leaders. Where 'participation' is intimated, this concerns non-essential issues like the choosing of a team leader in a *ping-pong* club.

During the process of reconstituting this movement, there is need to involve the membership in defining its new goals and vision. Undoubtedly, the vision of the existing policy makers can be sharpened by the involvement of the rank and file members in chartering the direction of the new movement.

#### **b) Planning Capacity**

Insofar as we were able to establish, the movement is still in the process of conceptualising a broad strategy that will guide the implementation of its mission, goal and objectives. It is observable though that development is not a major concern in this process. The NGS argued that the process of social animation would be confined to more 'recreational and service oriented' activities as opposed to development empowerment programmes.

The above notwithstanding, there exists a planning process in the movement. A strategic plan is however still in the making and what they are operating with currently is a Work Plan. My assessment of this Plan was that it was more of a schedule or programme of activities than a plan. It has 101 listed item of which only 4 relate to development qua development. Even then, 3 of these were meant to be met by March 1995 but when I visited in May, none had been realised.

My observation was that the monthly targets in this schedule were too many and indiscretely mixed. In a month, these would range on the continuum from presentation of certificates to some sports club to the scientific process of designing a functional literacy programme. While it could be argued that this balances out well, the trouble with it is that, due to lack of time and resources the 'grand targets' tend to be unrealised. These are then pushed to an already crowded schedule for the following month. In the process, those targets that are related to development get sidelined and the 'recreational ones are given priority.

The reasoning behind this is that the development targets require more finance, time and expertise. In the face of scarcity, attempting to implement them tends to slow down the tempo of the movement. These are abandoned for the easier tasks which also have the effect of animating the movement and giving it life.

Overall, the planing capacity of the movement has potential for improvement. It would however generate better results if it has inputs from the rank and file membership and where items to be adopted in the plans are popularised.

### **3.8.2.3. Administrative Capacity**

The capacity that exists is only capable of handling the current activities of the movement. The volunteer brigade's occupations do not allow them to participate actively in the administrative processes of the movement. This is left to the two members of staff whose responsibilities range from the complex process of planning, to the manual work of planting football pitch posts.

If this movement is to handle community development programmes, it needs a functional secretariat with a reasonable number of staff. With such facilitation, potential for community development management exists.

Given the emerging nature of the movement, the leadership has a streak of innovativeness. Nonetheless, this is constrained by the desire to recreate the pre-revolution YMCA. The emerging strategy of the movement is to revive the YMCA of the 'good old days'. This has the limitation of being out of touch with social realities. It for instance outrightly de-emphasises development because in the Pre-revolution period, the welfare state provided development while the voluntary sector provided services and recreation. The reconstituted YMCA under the old thinking is therefore not sanguine about development interventions. This calls for a whole process of social learning in order to socialise its leadership on the changing challenges of the voluntary sector.

#### **3.8.2.4. Financial Resource Mobilisation and Management**

Financial mobilisation in Ethiopia is remarkable for an emerging YMCA. Little of this however is development-financing as most of it goes to the development of "consumer activities" mainly in the area of sports. These activities depend on the donations given by its glasshouse partners in the industry. There are however some on-going negotiations with several northern donor groups interested in funding specific interventions.

It is significant that the grassroots are not involved in the process of fundraising in this movement. Hence, while the movement has a programme for self-generating activities at the national level, nothing exists in terms of generating similar processes within the communities they work. The possible results of this is, as the national movement moves towards self-reliance, this process does not take place at the same time on the ground. We end up having a self-reliant national movement carrying the burden of a completely dependent community in the periphery. We noticed the same thing in Egypt and Mauritius is heading in the same direction.

There is need to mobilise the communities to give towards those interventions that affect them. This has empowerment effects and also gives them a sense of "owning" the specific development interventions.

At the level of financial management, the movement does not have a financial system yet, the NGS doubles as its accountant and auditor although he is accountable on this to the national board of directors.

#### **3.8.2.5. Popular Participation in Development Interventions**

Given the newness of this movement, we were not able to determine the levels of popular participation in its development interventions. In fact, such interventions do not as such exist except on paper. We were however interested in determining how needs are prioritized and how they are ultimately translated into policies and programmes. For instance, I wanted to establish why certain interventions in sports are funded while others are left out and if the funded ones are popularised.

I was able to establish that levels of popular participation in the prioritisation of needs was either absent or negligible. This means therefore that in the management of development interventions, the popular participation model would have to be introduced to this movement. The leadership here would present some resistance as it is not as such ready for 'internal democracy'. The question that emerges then is, if it can not handle popular participation, can it handle development altogether?

### **3.8.2.6. Human Resource Mobilisation and Development**

At the board level, the mobilisation of human resources is impressive. It is doubtful however that the board members have the ability to give both finances and talent to the movement. From our observations, financial donations were preferred to talent by the movement.

The Staff is highly qualified and of good calibre. The NGS is a medical doctor and a former university professor while the other staff is of university education as a minimum. These qualifications reflect to a certain extent on the nature of their work.

In the area of planning, the movement's strategic plan addresses itself to certain aspects of training. This is however hazy and not integrated into the general direction of the movement. We raised questions about how training needs were arrived at and we were made to understand that some of the training strategies and programmes existed before the banning of the movement by the marxist regime. Hence, the movement is simply reviving them. But the question we raised was whether these are relevant to the needs of the challenges facing the current generation of Ethiopians. This questions was not addressed to adequately and as the leaders tended to be driven by the desire to recreate the old YMCA in the structure.

CLDP is yet to begin in this movement. It is noteworthy that the leadership showed alot of enthusiasm about it.

### **3.9. THE GAMBIA YMCA**

#### **3.9.1. Background**

The Gambia YMCA was established in 1979 in Banjul and occupied rented premises having a team of only 2 full-time staff. After one and half decades of existence, the YMCA now has its own headquarters with a full-time staff of about 20 and a membership that has doubled to reach almost 400 (full members) and over 10,000 (associate members) and is keeping growing. It is remarkable that with a christian population of not more than 5% of the total population of just over a million, the YMCA has been able to attract membership from both the christian and Muslim communities. The secret behind this relatively fast progress of the movement lies in the dedication, drive and commitment of the incumbent National General Secretary. To a casual observer, it appears the activities of the YMCA in the Gambia reflect what could be called a "One Man Show" kind of syndrome. With the recognition that the YMCA is an institution, attempts are being made to involve all staff, volunteers and members to take an active role in the evolution of a strong Gambia YMCA.

The YMCA has three branches, located at Kanifing, Banjul and Bakote. Except for Banjul where there is a full time staff with a rented office, the rest are run by volunteers with no office space.

#### **3.9.2. Situation Analysis and Related Needs**

The challenges facing the Gambia YMCA which it must be prepared institutionally to tackle and therefore achieve its mission include those of youth unemployment, drug abuse, teenage pregnancy and poverty occasioned by the structural adjustment programmes. In an environment dominated by Muslims, the movement must also strive for effective inter-faith dialogue to facilitate working together so as to improve the quality of life for all people irrespective of their faith. The Gambia YMCA must therefore address the issues of skill development of the youth as well as participation in social programmes meant to alleviate poverty among the rural and urban communities.

##### **3.9.2.1. Structure and Organisation**

The Gambia YMCA has an organizational structure which puts the National Council as the sole governing body of the YMCA. The council consists of upto 25 full members elected at the Annual General Meeting with National General Secretary being an ex-officio member. Provision is given for the NGS to coopt upto five other persons with relevant useful skills to promote YMCA activities. The office bearers of the council to be elected at the annual meeting includes the Chairman, the Vice Chairman, and Honourary Treasurer. These officers can hold office for three years but can be re-elected if necessary. The council has a management board that defines

overall policy and direction as well as interface with external collaborators. The NGS manages the day-to-day activities of the association and is to be assisted by line managers representing each of the programmes undertaken by the YMCA. As found in other YMCAs the council has identified seven standing committees to assist the National Executive Committee in making policies. These include Development and Membership, Christian Emphasis Programme, Resource Management, Inter-faith, Leadership Training and Women committee. There are also branch committees. Each committee in turn has sub-committees on various aspects of the activities falling under their mandate.

The Gambia YMCA constitution currently has a clause that can cause confusion between the roles of staff and volunteer leaders. It states: "The duties of the National Council shall be to administer the affairs of the Gambia YMCA,....."

The council cannot necessarily administer the affairs of the YMCA since the members for the council may have no time to do that. The constitution alludes to the idea of delegation of day-to-day administration of the activities to the NGS. The confusing clause should be revised. Otherwise, the structure is sound enough, provided the standing committees have committed and resourceful members with vision and ability to articulate the YMCA mission. In that way, they will attend scheduled meetings meant to deliberate on important issues for the growth and development of the organisation.

There appeared to be confusion about roles of some committees. For instance, the programme committee chairman was not sure whether he was handling development committee matters as well, yet in the structure these are different committees. It may be necessary to ensure that those in the committee have knowledge about the committee through an awareness creation programme or induction before serving in the committees.

### **3.9.2.2. Policy Formulation and Decision Making processes**

The Gambia YMCA's structure allows it to formulate policies through the National Council which meets quarterly. The agenda for the meetings is set by the NGS in consultation with the chairman, staff and other leaders. The committees also present issues relevant to their mandated roles for deliberation and decision making. With that arrangement, it appears the Gambia YMCA policy and decision making process is sound in principle. If all members of the council and the respective committees have internalized the stated YMCA mission which is an adaptation of the Paris Basis and if the current constitution clarifies the roles of staff, leaders and members, then the organisation can expect to run smoothly and achieve its mission.

### 3.9.2.3 Administrative Capacity

The Gambia YMCA has designed an administrative structure which is felt likely to cope with the challenges the organisation faces. This came out of the just completed strategic plan. The chief executive is the National General Secretary, who has steered the movement from humble beginnings to the current status where the movement owns a building housing its offices, hostels and a Vocational Training Centre in addition to being involved in a number of community development programmes. The structure has a slot for an Assistant General Secretary which is vacant at the moment.

The line managers include the Development Secretary, National Training and Programme Secretary, The Principal of the VTC and Financial Secretary or an Accountant. The Development Secretary has obtained a series of training meant to strengthen his ability for the task. He should be capable of running that office if the complementary logistical support is available. Similarly, the programme secretary has had adequate exposure to enable him handle the office. The VTC appears to be running well with an Acting Principal. The Principal is away on training. The Finance and Accounts section is handled by a very energetic and committed young man who has learnt the practice on the job. However, as the movement grows and the financial management becomes complicated, requiring professionalism the young man will be inhibited unless steps are taken now to train him in financial management for an organisation like YMCA. There is no accountant. This means that the Finance department should be strengthened to cope with the imminent growth and development of the YMCA.

Provision is made for secretaries for inter-faith programme, Women Affairs and Assistant Programme Secretary. The position for Assistant Programme Secretary is vacant. The inter-faith programme secretary and the acting secretary for women affairs require training in the lines of responsibility they have been assigned if they are to be effective.

There are slots for branch secretaries. While there are no staff at two branches, the Banjul branch has a secretary who appears not to be motivated. He complains of lack of training opportunities. To make these branches grow, the Gambia YMCA must make arrangements to recruit qualified and motivated staff to run those branches. Such incoming staff should be given orientation on the Gambia YMCA mission before confirming them as YMCA staff.

The existing staff have relatively adequate logistical support. There are two vehicles, a tele fax machine, and the office infrastructure is generally good. Those staff who fall short of expectations must blame themselves or seek further training.

To date, the staff have been working under a strong leadership and the activities seemed to be moving in the right direction. There appeared to be some concern that with the imminent departure of the NGS to take leadership in the Africa Alliance of YMCAs the standard of efficiency that has characterised the movement may drop. The remaining staff should strive to prove that the Gambia YMCA is an institution and the tempo of progress must be maintained or improved with or without a single individual.

### **3.9.2.4 Financial Resource Mobilization**

The movement currently generates between 10-15% of the required budget through its hostel and limited local fundraising efforts.

Almost 85% comes from external sources through partners collaborating in various programmes with the Gambia YMCA.

The strategic plan has identified that weakness and plans are underway to become self-sufficient. The hostel is being expanded to accommodate 20 more guests. The YMCA has a transport service that generates income. The VTC is being expanded to diversify courses and admit more students who have to pay fees. These moves are likely to pave the way towards financial self-sufficiency for the YMCA.

As already indicated, with the growth of the movement, the financial management and control require professionalism. The movement should be encouraged to recruit a professional accountant or train the incumbent staff handling such matters to cope with the requirements for efficient financial management.

### **3.9.2.5 Participatory Community Development Programme Implementation**

The Gambia YMCA has given as its mandate "to work with government and the community at large, to develop programmes that address the social and material concerns of especially young Gambians towards their material and moral upliftment". In the past, the YMCA has had social service and skill development programmes.

The Gambian YMCA has a shining example of what participatory community development implies. Visitors to Tolokoto and Penjem are now constantly reminded that without YMCA, they could not have achieved what they have. They are now running some of the programmes like the garden project and the water project. The young men around Kannifing never get tired of coming to the YMCA grounds to play basketball and therefore abstain from delinquency. The YMCA has created a good image in the communities.

The VTC is achieving excellent results in its programmes which include Business Education. Currently, computer classes have been added and this is gaining in popularity. The YMCA is diversifying its courses to include tailoring. An extension of the building to accommodate this programme is nearing completion. It is expected that a production line will emerge from this activity to help the YMCA generate income, but not before the training component is strong enough. These are programmes which respond to the people's needs and they should be enhanced or expanded to achieve the Gambian YMCA mission.

A classical case where communities are involved in designing a project can be found in Kabakel village. Through a village coordinator, the women have come up with an excellent proposal on "Kabakel Women's Promotion Project". The project aims at reducing the population growth by 2% in a three year period.

- Create awareness through adult literacy classes by introducing family life lessons and film and video shows
- Create business opportunity for themselves
- Reduce the high rate of dependency on husbands
- Creating skills suitable for capturing business opportunity
- Having a savings programme to enhance welfare of the group

This community has already started some of the activities and are not "waiting to be assisted" They are already undertaking the activities which do not require heavy financial allocation.

The village coordinator is so practically oriented that the communities find him very acceptable to work with. It is highly recommended that any future exchange visits aimed at exposing community participation should include a visit to this village.

#### **3.9.2.6. Human Resource Development**

The Gambian YMCA must address the issue of how effectively to run the many programmes which are on-going or planned in the strategic plan.

A good programme can fail to achieve results if there is either inadequate staff or unqualified staff to run it. It is reassuring that the YMCA has recognised that need and incorporated staff and volunteer training in the strategic plan. In areas with a shortfall of staff and therefore making the administrative capacity weak as mentioned, efforts should be made to recruit qualified staff.

The volunteers should be exposed first to the YMCA mission and secondly what their role ought to be for the growth and development of the YMCA. Within the movement, there are those with knowledge about those issues. The programme secretary should develop a programme for such training so that those with ability to train others on the YMCA mission can do so.

The staff already on board require enhanced skills to cope with the current management trends. It is incumbent on the staff to indicate what specific training is required to enhance his/her performance. Generally, it appeared that training was needed in project and financial management. However, the Gambia YMCA is lucky to have one community leader - Timothy Sanyang in their midst. This individual has the capacity to expose staff on practical community development planning and implementation. In addition, the Gambia YMCA need to network with similar NGOs within the country to learn the management practices for organisations which aim at providing service to the community or working with the community to improve their welfare.

Although CLDP manuals are familiar to the staff, no attempt has been made to make use of them on the ground. It may be necessary to have a training session within the Gambia of how best to make use of these valuable reference material at the grassroots level. This activity will enable the staff to popularize the approach to building the institution through systematized and standardized training of staff and leaders.

### **3.10. ANGOLA YMCA**

#### **3.10.1 Background**

The national movement was began in December 1976. Apart from operating in a war situation, it has had its own internal instabilities ultimately leading to a schism. This split has seen two YMCA movements operating on parallel lines but with different names. While the bonafide movement is known as the ACM, the splinter group is known as the ACJ. Although the activities of the ACJ are non-existent, its parallel existence to the ACM has had some negative effects on ACM operations.

The movement has six branches across the country. These are in Kwanza Sul, Cabinda, Malanje, Vige', Bengo and Luanda. All of these branches are not operational because of the war. Activities in the Malanje branch were for instance suspended after war broke out in 1992.

#### **3.10.2 Situation Analysis and Related Needs**

Because of the turmoil experienced by the country, the movement has consolidated its Christian mission substantially. Some of the people we talked to on the periphery of its activities thought that it was actually a church movement. While the movement's Christian mission is solid, its position is not clear with respect to the '...development of the whole person' and '...the enrichment of the lives of the people..' as envisaged in the Kampala Principles of 1973 and the Manila Declaration of 1977 respectively. It's role in social development is undoubtedly visible but it advances in a piggledy-piggledy manner. This is probably because of the war situation and the internal instabilities within its structures.

The movement has great potential to carry out community development activities but this is inhibited by lack of professionalism in the manner in which the organisation is managed. It is dominated by "relationships of affection" which tend to demean efficiency and productivity. The dominant role of the NGS also tends to "de-energise" the other staff. It is also characterised by a very noticeable level of wastage in terms of time and resources something typical of "affectionate" management systems.

This situation could have been bred by years of war. Hence, training to introduce professional standards of leadership is desperately required here. This should focus basically on resource use, and management efficiency with emphasis on productivity. If this is not redressed, there will be a tendency to extend these "relationships of affection" to the communities should the movement get into serious community development work. This is likely to lead to wastage, but this time on a large scale.

### **3.10.2.1 Structure and Organisation**

#### **a) Membership**

From what we were able to establish, the organisation is not certain what its membership level is. The different heads of department we talked to gave us different figures. Figures given to us by the national chairman and the National General secretary also differed. This figure ranged between 3,500 and 5,000 people. These include children and members of different youth clubs. Close to 80% of these do not pay the membership fee.

The need is therefore there for the movement to streamline membership recruitment especially as a way of raising funds for its activities. The members need to be sorted out and categorised. This will help in defining what the movement's actual base is.

The volunteer brigade in this movement is very unlike the one in Zimbabwe. It has a very well defined role which complements that of the staff. They are spread in the entire organisation from the national committees to the less 'prestigious' positions of project functionaries in the rural villages. They have a fairly developed spirit of service although this is confined to service at the level of human resources. Although they conspicuously lack in material endowment, this has worked out well for the movement because experience has shown that once the volunteers begin to fund the movement, they tend to own its processes and projects. Ethiopia is a case in point.

#### **b) Offices and Committees**

The top decision-making organ in the movement is the National Assembly headed by a President. Under this falls the secretariat run by the National General Secretary. Next in command is the Finance officer whose office is placed at the same level as the Y's Men and a consultancy group. Immediately after this are the development, youth and women departments all headed by staff. Programmes fall in the strata below these three departments.

My assessment of this structure was that it did not have any forms of rationalisation. For instance, there was no rationale in placing the finance department at the same level as the consulting and the Y's Men. The movement could also not explain why these three are placed in a higher strata than the development, women and youth departments. Similarly, the placing of programmes in the lowest strata in the organogram could not be rationalised.

A detailed look at the different departments also revealed inconsistencies. The women department for instance has nothing to do with gender parity and the promotion of women interests in the movement. It has nothing to do with women issues. It simply runs child care centres and tailoring schools. What is interesting is that some of these concerns are also monitored by the development department.

With respect to the relationship between the officers and the different departments, this was more fraternal and less professional. The General Secretary is the axis around which all the activities of the organisation rotate. He has a personal relationship with all the members of staff - one that is based on a sense of loyalty rather than duty.

There is an extent to which he has personalised the operations of the movement. We established that the President of the national youth department is the NGS' brother while the staff in-charge of the department at the YMCA headquarters is a first cousin. Similarly, the offices occupied by the NGS and part of the secretariat are his personal property and he draws a rent of 180 million Kwanza (US \$ 100) per month from the movement. My reading of the situation was that this personalisation occurred more out of default rather than calculation.

The structuring of the offices and committees need some professional finishing. The relationship between staff and volunteers could also do with some professionalism. By reducing 'relationships of affection' within the management of the movement, one is likely to raise its productivity, efficiency and output. The compartmentalisation of the structure also needs some rationalisation.

### **c) Organisational Governance**

Within the management structures of the movement, an advanced form of organisational governance in terms of trust, authority and reciprocity exists. I was in doubt about the accountability processes however. The finance department could not explain why some of its functions are in the office of the NGS for instance. This department has no idea how fundraising by the movement from northern donors is done.

This form of organisational governance is however watered down by lack of formally defined relationships. Hence, what we have is a high sense of goodwill that is not moderated by formal rules. This is what we have called 'relationships of affection'.

The way the structure is constituted does not allow for popular participation. It therefore has a very low sense of responsiveness to the needs of its membership and clientele. Hence, organisational governance with respect to the way in which the leadership relates to its membership is totally absent.

Overall, the structure should allow for more representation from the grassroots in order to gauge the changing needs of its membership and target beneficiaries. Our observations were that the branch structures tended to be more representative of the populations they served than the national structure. This is an indication that "popular content" does exist in the structure of the organisation. What is left is for it to spread to the national level.

### **3.10.2.2. Policy Formulation and Planning Processes**

#### **a) Policy Formulation**

The activities of the YMCA in Angola are basically of a social welfare and interventionist nature. Policy dialogue between the leaders and the target beneficiaries of these activities is therefore either non-existent or negligible. Policy formulation takes place at the level of the leadership alone. Nevertheless, there is a sense in which decision-making processes are decentralised to incorporate inputs from the local branches. Popular participation in decision-making ends at this point. Decisions are based on the general observations of the leadership as no baseline surveys are conducted before policies are formulated.

In making the decision to start the Pentangola training College for instance, the NGS observed that he had "noticed" that there was not college in the community in where he lives. His concern for the need to benefit this community (not necessarily for personal gain), led to the decision to start one of the movement's most elaborate programmes. What we established was that most policies and decisions are formulate and taken in a similar manner to this one. While not casting aspersion on the NGS' ability to "identify" a need for the community, it cannot be assumed that this is representative of the priority of the community. The community en masse should be consulted before making such a decision

The horizontal flow of decision-making was also poor in this movement. The youth department has no input in the decisions taken by the development department for instance. Similarly, the Finance department operates purely as a "cash office". It disburses funds to the departments, balances the books and sees to it that the budget items are adhered to. Beyond this, it does not act as a financial critique to departmental policies and decisions.

There is need to create policy networking between these departments. This will help to synchronise decisions and policy positions and to have the departments share their experiences with each other.

#### **b) Planning Processes**

The planning capacity of the movement is still formative. At the level of the entire movement, planning processes exist, but this is not well developed. Departmental plans specific to the needs of each department were available only in certain departments. Others like the youth and the women departments may have had targeted goals and objectives but these do not exist in plan form. More so, there was no functional strategy identified by these departments in the pursuit of these goals and objectives.

At the branch level, the plans that exist read more like a 'shopping list' of things the branches want. There is therefore need to have this capacity enhanced through training. The training should take place at the national and local levels with emphasis on different things. The conceptualisation of goals and a functional strategy to attain them should be pursued at the national level. At the local branch level, training should focus more on 'what planning is'. At both levels, emphasis should be laid on the fact that planning should reflect on the broad and specific mission of the national movement. These are lacking.

### **3.10.2.3 Administrative Capacity**

#### **a) Staff**

At both the national and local branch levels, the staff of the movement is very highly motivated. They appeared to enjoy their work. They are well equipped, at least for field work, although their office environment is at best poor. Their work is also well facilitated in terms of communication and transportation, at least in the national office. The only limitation we observed with the national staff is in its talent mix.

Almost all had a similar managerial disposition, probably reflective of the qualities desired by the movement's recruiting body. This limits creativity and innovativeness. If for instance the executive Secretary in Kwanza Sul was at the national staff, the thinking of the national movement would get a different angle to development issues.

The need to mix talent and to bring together different dispositions at the national level is bound to enhance the movement's administrative capacity. What is needed here is a blend of the existing staff with a few critical and analytical minds. Incidentally, these kinds of minds exist at the volunteer level and if the financial base of the movement could be enhanced to, it would be possible to hire such calibre of development managers from the labour market.

#### **b) Innovativeness**

Given the state of war in Angola, it was argued that it would be difficult to come up with new types of interventions and approaches to development against a thin budget. Innovativeness however does not refer to the replacing of old systems with contemporary ones. It could also refer to the creative use of resources within a thin budget. This creativity was inhibited in this national movement.

In the Bengo refugee camp we visited for instance, the movement has been "baby sitting" the refugees for two years now. They do not ask anything of them although they have skills and needs that could be met by these skills. When we visited the camp, the refugees were indifferent to the idea of starting some people-to-people activities like the digging of pit-latrines. The gardens they were cultivating were faced with collapse and they did not seem bothered. Although they have teachers among them, the idea of starting an 'open-air' school repelled them.

While in the past such activities were not demanded of victims of war, as the war gets prolonged, it has become crystal clear that such victims will need to develop an attitude for work or even a skill. Giving them food as the YMCA is doing will only sustain them for the moment.

There is need to show them how to get their food through hard work. The movement needs to break away from the old order of treating war victims as fragile people and adopt the innovative and empowering approach of "food for work". This is the approach used by numerous other NGOs working in the refugee sector in Angola. Although it faced initial resistance, its current results are phenomenal. The refugees could be made to dig pit-latrines and such like jobs for the food they get. This in a way is a form of "buying participation" a technique used in war torn areas of the world.

### **3.10.2.4. Financial Resource Mobilisation and Management**

#### **a) Local Resources**

The resources generated by the movement from the members is negligible. Its volunteers are also "thin" with respect to financial resources. Their contribution is more in terms of skill and time and less in financial form. They have no glasshouse partners in industry or commercial ventures and the communities they work with do not contribute much to their activities.

The little resource base the movement has built is from running the training centres. Even then, the centres are not run like commercial ventures as their fee structure is far below the market rates. The tailoring school we visited in the Ingombata township for instance charges 1.5 million Kwanza (less than US \$1) per month. We learnt that this is the rate for all the YMCA tailoring schools and is occasioned by the poverty level in the country. The irony about this is that, a can of coca cola costs more than the school fee at 2 million Kwanza ( Us\$ 1.1). Talking to the students I was able to determine that they could not count the number of sodas they drink in a month. Effectively, this was indicative of the fact that the fees in these schools were low and unrealistic and that more money can be raised through the fees.

If the movement is to raise resources locally, it will need to revise its sympathetic view of society. Not by being harsh on it but by treating it as per its real potential. This will not only make light the YMCA burden, it will also teach the communities to appreciate voluntary work.

#### **b) International resources**

About 80% of the movement's operational costs are met by fraternal partners, and international northern NGOs situated outside and inside Angola. The movement has been able to attract resources because of the war situation in the country.

So long as there is civil strife in Angola, the movement shall attract international resources. Nevertheless, it should think of starting to mobilise existing local resources for purposes of self sustainability. The argument that there is little to mobilise from among the local people is ill-informed because other NGOs we visited like ACCORD and World Vision are actually involved in resource mobilisation activities from among the poor.

### **c) Resource Management**

Although this movement handles a reasonable size of resources, its financial management systems need consolidation. In particular, there is need for the financial co-ordinator to handle the office without interference from the NGS. This was one problem area we identified. Although it did not seem to cause any "irritation" to the finance co-ordinator, the independence of this office is crucial for purposes of accountability.

#### **3.10.2.5. Popular Participation in Community Development**

This is completely absent in this national movement. The development co-ordinator emphasised its existence to us but when we visited the project sites, this could not be confirmed. The only place where popular participation existed was in the building of a clinic in Kwanza Sul. Even then, participation existed only at the level of implementation of the project and not at any other level of the project cycle.

In prioritising the needs of the communities, the movement has no rudimentary research techniques. We established that its social workers or the development co-ordinator go to the community and ask the people "if they need a school" for instance. This is different from asking the community "what its needs are".

If you ask a community if it needs a school, it will most probably answer to the affirmative in the absence of a list to choose from. But the choice of a school does not mean that it is top on the community's priorities. This could also mean that once the school is in place, the community may become indifferent to it because it is not in the first place important to them in the absence of say water and health facilities. This form of prioritisation leads to de-participation.

The development office at the national level has a theoretical understanding of what community mobilisation is. There is however the fear of 'doing development using new tools'. Where participation exists, it needs to cover the entire project cycle. This need not be done at once, but gradually.

### **3.10.2.6. Human Resource Mobilisation and Development**

The level of human resource mobilisation in this movement is reasonably high. However, there is a very salient lack of talent mix in the persons mobilised. There is need to take this into account because a poorly constituted group with similar talents will most possibly be fraught by duplications and low productivity.

Training in this movement exists. CLDP has already taken off and several training workshops have already been held. Almost all the respondents I interviewed from my leadership sample had undergone some form of leadership training of some kind or another. On average, these leaders were given one week of training per year. By the standards of all the other movements we visited except Mauritius, this was reasonable.

Apart from YMCA training, these leaders had also been involved in training activities carried out by other NGOs operating in Angola. This had the effect of broadening their experiences beyond the YMCA.

There is however need to synchronise training with the YMCA mission in Angola. Most of the leaders we interviewed could not state to us what they considered to be the YMCA mission. The leaders will also need to be trained in the practical dimensions of popular participation. They have the theoretical cliché on this model, but they do not seem to understand the dynamics of the model and how it would work in a practical life situation.

## **IV SUMMARY TABLES OF SAMPLE MOVEMENTS**

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**1. SUMMARY TABLE OF ASSESSMENT OF SAMPLE MOVEMENTS  
MOVEMENT: UGANDA YMCA**

<b>ISSUE</b>	<b>Situation</b>	<b>Prospects for improvement</b>	<b>Prospects for Consolidation</b>	<b>Sustainability</b>	<b>Needs</b>
<b>Structure and organisation</b>	Organogram exists	Yes	Yes	Possible	Reduce the number of committees by merging some
<b>Policy formulation and Decision making</b>	Role conflict evident between staff and leaders  Mission statement exist	Exist	Yes	Yes, if role conflict eliminated	Revise constitution to clarify or define roles. Educate staff and leaders on YMCA mission and role. Define who should be on boards
<b>Administrative Capacity</b>	Relatively weak  High staff turn-over	Exists with current motivated thin staff	Yes	Possible on some conditions	Recruit qualified staff  Give orientation to staff.  Motivate staff  Clarify roles and empower NGS  Improve the logistical support  Have personnel policy

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ISSUE	Situation	Prospects for improvement	Prospects for Consolidation	Sustainability	Needs
<b>Financial. Resource Mobilization and Management</b>	Have assets but weak liquidity position	Exists. If the finance department is strengthened	Exists. If the assets are well managed or utilized	Yes, on some condition	Motivate staff and improve Adm. Capacity Recruit or train a fundraiser Recruit a qualified accountant Strengthen finance committee
<b>Participatory. Community Development Initiatives</b>	Community projects exist but no evidence of participation in some of them	Yes	Yes	Yes, if communities actively involved	Community mobilization Strengthen the Admin. Capacity Reduce management conflicts through role definition Increase Networking with other NGOs

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<b>Human Resource Development</b>	<p>Current staff academically qualified but overstretched</p> <p>No sufficient orientation given</p> <p>Undertaking of CLDP and strategic planning weak</p>	<p>Exist if roles of staff and leaders defined and honoured</p>	<p>Exist if staff given motivation</p>	<p>Possible</p>	<p>Recruit more staff</p> <p>Orientation on practical aspects of development</p> <p>Management training</p> <p>Exchange programmes within and without the movement</p> <p>Adopt CLDP approach to Uganda structure</p>
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**2. SUMMARY TABLE OF ASSESSMENT OF SAMPLE MOVEMENTS  
MOVEMENT: ZIMBABWE YMCA**

ISSUE	Situation	Prospects for improvement	Prospects for Consolidation	Sustainability	Needs
<b>Structure and organisation</b>  - Membership  - Volunteers versus staff relationship	Currently stagnant  Overlaps and duplication	Yes. A pool of potential members exist	Yes, through practice		A recruitment strategy  To define the roles through constitutional means
<b>Policy formulation and Decision making</b>  - policy formulation  - Planning capacity	Not related to YMCA mission  No policy dialogue with grassroots  Exists but differ from dept. to dept.  It is "supply driven"	Yes, through mission restatement  Low  Yes, high	Yes, where it exists already	Yes, so long as the mission remains clear always	To address the <u>process</u> not the end result.  To improve on short term planning

<p><b>Administrative Capacity</b></p> <ul style="list-style-type: none"> <li>- Staff</li> <li>- top level</li> <li>- middle level</li> <li>- Innovativeness</li> <li>- Spread of activities</li> </ul>	<p>Some motivated others tired</p> <p>demotivated</p> <p>Afraid of new ideas</p> <p>Well handled except in the training schools</p>	<p>Low</p> <p>Yes</p> <p>Yes through new social learning</p> <p>yes</p>		<p>Yes, so long as the YMCA keeps networking with other NGOs</p>	<p>Introduce new challenges</p> <p>Improve on terms</p> <p>Provide new experiences and approaches to doing things</p> <p>Better planning to ensure student expansion is matched by staff expansion</p>
<p><b>Financial, Resource Mobilization and Management</b></p> <ul style="list-style-type: none"> <li>- Local resources</li> <li>- International resources</li> </ul>	<p>About 10% of total budget</p> <p>About 90% of total budget</p>	<p>low</p>	<p>Yes</p>	<p>high</p>	<p>Change attitude of leaders and members</p> <p>Improve on membership fee collection</p> <p>disentangle from donor-dictated projects</p>

<p><b>Participatory, Community Development Initiatives</b></p> <ul style="list-style-type: none"> <li>- Participation</li> <li>- Actual participation</li> </ul>	<p>Exists in some cases</p> <p>Exists in some projects but at the level of implementation</p>	<p>average</p> <p>average</p>			<p>Need to teach leaders on relationship building, and social awareness creation</p> <p>Train the leaders and beneficiaries on its importance</p>
<p><b>Human Resource Development</b></p> <ul style="list-style-type: none"> <li>- Training of top leaders</li> <li>- Training of middle level staff</li> <li>- CLDP</li> </ul>	<p>Well done</p> <p>"Supply-driven"</p> <p>Not started</p>	<p>high</p> <p>average</p> <p>low</p>	<p>high</p>	<p>Yes</p>	<p>Train in participatory approach</p> <p>Have it all planned out</p> <p>retrain leaders on its usefulness</p>

**3. SUMMARY TABLE OF ASSESSMENT OF SAMPLE MOVEMENTS  
MOVEMENT: CAMEROON YMCA**

ISSUE	Situation	Prospects for improvement	Prospects for Consolidation	Sustainability	Needs
<b>Structure and organisation</b>	<p>Has been developed but still under discussion</p> <p>Structural crisis persists</p>	Yes, if potential members cooperate	Yes, if workable constitution adopted and registered	Possible, if potential leaders cooperate	<p>Revise the constitution defining the structure and register it</p> <p>Delink movement from church but continue to cooperate</p> <p>De-emphasize ethnicity &amp; sectionalism</p>
<b>Policy formulation and Decision making</b>	<p>Volunteers and interim staff not cooperating</p> <p>No effective policy making</p>	Yes, if roles clarified and leaders with vision identified and educated on YMCA mission	If leaders and staff honour or respect structure and roles	If the registered constitution is acceptable and good will created between church and new-look YMCA	<p>Start registering members "immediately"</p> <p>Register a workable constitution.</p> <p>Recruit qualified staff on their role minimize standing committees</p>

<b>Administrative Capacity</b>	<p>Weak</p> <p>No full-time staff</p> <p>No office and equipment</p> <p>Current interim NGS no orientation on staff role</p>	<p>Exists, if qualified staff identified and supported by leaders or volunteers, office infrastructure established and start-up fund is available</p>	<p>Exists, if leaders and staff cooperate and the church accepts to cooperate</p>	<p>Possible if staff with skill in management and fund-raising trained or recruited</p>	<p>Start-up fund to establish office infrastructure and administrative staff</p> <p>Orientation to staff and leaders on roles.</p> <p>Exchange visits to successful YMCAs</p>
<b>Financial, Resource Mobilization and Management</b>	<p>No financial resources</p> <p>Assets (building) confiscated by the church</p>	<p>Exists. If church cooperates and a new constitution registered. Also if staff and leaders with vision identified</p>	<p>Exists. If all registered members cooperate</p> <p>If ethnicity and sections de-emphasized</p>	<p>Possible after consolidation</p>	<p>Recruit or train a fundraiser</p> <p>Have public relations campaign to popularize the "new-look YMCA"</p> <p>Start-up fund</p> <p>Train volunteers and leaders on roles and mission</p>

<b>Participatory, Community Development Initiatives</b>	<p>With no structure minimum involvement with community</p> <p>Church has involvement but confined to evangelical church members</p>	<p>Yes, if a new constitution is adopted</p>	<p>Yes, if the church cooperates</p>	<p>Yes, if good will cultivated between the groups</p>	<p>Establish a stable structure</p> <p>Conduct Baseline surveys among communities</p> <p>cooperate with the church</p> <p>Mobilize communities</p>
<b>Human Resource Development</b>	<p>Volunteers exposed to CLDP</p> <p>Volunteers appear not to internalize the YMCA mission</p>	<p>Yes, if stable structure is in place</p>	<p>Yes, if a stable structure and decision making process improved</p>	<p>Possible, if all cooperate to support each other</p>	<p>Register acceptable constitution</p> <p>Mount training for volunteers and interim future staff on YMCA mission</p> <p>Exchange programmes for staff and leaders</p> <p>Recruit or train a translator</p>

**4. SUMMARY TABLE OF ASSESSMENT OF SAMPLE MOVEMENTS  
MOVEMENT: MAURITIUS YMCA**

ISSUE	Situation	Prospects for improvement	Prospects for Consolidation	Sustainability	Needs
<b>Structure and organisation</b> - Membership  - Offices and committees	Small but of high quality  well rationalized	high  -	high  high	yes  yes	Expand to allow for more people without compromising on quality  Need to consolidate the succession platform in practice
<b>Policy formulation and Decision making</b> - policy formulation  - Planning capacity	Involves members sustainability  Exist at all levels. Every leader understands his plan well		High  High	High. As long as membership is low.  yes	To involve the clientele through rigorous needs assessment process  Improve on the proposal writing purpose
<b>Administrative Capacity</b> Staff	none				Support movement to establish an office with the necessary staff

ISSUE	Situation	Prospects for improvement	Prospects for Consolidation	Sustainability	Needs
<b>Financial. Resource Mobilization and Management</b>  - Mobilization (local)  (International)  Management	95% from volunteers and home partners  5%  systems simple	high  high  average	high by refining techniques  -  -	average depends on the volunteer sector growth average	Improve on: Project proposal  Need to employ an accountant book-keeper
<b>Participatory. Community Development Initiatives</b>  Actual participation	This is low in almost all it projects	average			Training on the participatory model. Collaborative with the catholic church on this. Especially on the "Training for transformation"
<b>Human Resource Development</b>  - CLDP	Training very rigorous  Taken-off		high  high	high. A training culture already exists  high	Provide material and professional support from other African YMCAs and the AA  Financial support from AA on the programme

**5. SUMMARY TABLE OF ASSESSMENT OF SAMPLE MOVEMENTS  
MOVEMENT: NIGERIA YMCA**

<b>ISSUE</b>	<b>Situation</b>	<b>Prospects for improvement</b>	<b>Prospects for Consolidation</b>	<b>Sustainability</b>	<b>Needs</b>
<b>Structure and organisation</b>	<p>Exists but the centre (National council weak)</p> <p>Local Association autonomous</p> <p>Almost one-third of local association not very active</p>	Exists if centre is strengthened	Exists, if local YMCAs cooperative	Yes	<p>Revise the constitution</p> <p>Address and resolve the autonomy issue</p> <p>Reduce the number of committees to the essential</p> <p>Speed up establishment of zonal offices</p>
<b>Policy formulation and Decision making</b>	<p>The process exists in principle but decision not honoured by some strong association</p>	Possible, if centre is strengthened	Possible	Yes	<p>Address the autonomy issue and resolve it</p> <p>Define roles of staff and volunteers clearly at local and national levels</p> <p>Delegate responsibility with authority</p> <p>Locate national council staff with national mandate at one location</p>

<b>Administrative Capacity</b>	<p>Weak, given the mandate</p>	<p>Exists, if human and material resources effectively mobilized</p>	<p>Exists, if roles are defined and honoured and qualified staff are recruited</p>	<p>Exist if staff motivated</p>	<p>Recruit and train staff</p> <p>improve office infrastructure</p> <p>Provide logistical support</p> <p>Prepare for succession</p> <p>Create functional zonal offices</p>
<b>Financial, Resource Mobilization and Management</b>	<p>Internal fund raising effort inadequate</p> <p>Partners very supportive</p> <p>Delays in readying audit reports and processing payments</p> <p>VTC and Hostels help in income generation</p>	<p>Possible if YMCA image built through PR efforts and fund raiser identified</p> <p>Possible if the finance department is strengthened</p> <p>Exists if well managed</p>	<p>Possible if an effective fund-raiser is recruited or trained</p> <p>Exists if the finance committee streamlines procedures</p>	<p>Exist if the leaders and staff work as a team</p>	<p>Improve YMCA image</p> <p>Recruit or train a fund-raiser</p> <p>Strengthen the finance department</p>
<b>Participatory, Community Development Initiatives</b>	<p>Weak</p>	<p>Exists if image is improved and capacity created to mobilize the community</p>	<p>Possible if qualified staff recruited or trained and given the logistical support</p>	<p>Possible if committee at the village level are given opportunity to participate and staff motivated</p>	<p>Create capacity for community mobilization</p> <p>Provide adequate logistical support</p> <p>Improve YMCA image</p>

<b>Human Resource Development</b>	Strategic plan recognizes need  Diversified skills available  Practical Training in some association lacking  Inadequate staff lead to big workloads	Exists if strategic plan is implemented  Possible if exchange programmes organised Possible if qualified staff recruited and trained	Possible if staff motivated	Possible, if the leaders and staff cooperates to implement strategic plan	Implement strategic plan  Organize exchange programmes
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**6. SUMMARY TABLE OF ASSESSMENT OF SAMPLE MOVEMENTS**  
**MOVEMENT: EGYPT YMCA**

ISSUE	Situation	Prospects for improvement	Prospects for Consolidation	Sustainability	Needs
<b>Structure and organisation</b> - Membership  - Offices and committees	Open to all faith grouping  rationalized at the national level	high	high	high	Improve on fee collection  -Need to rationalize offices and relationships. -Need a policy implementation arm and a professional staff to do so.
<b>Policy formulation and Decision making</b>  - policy formulation  - Planning capacity	Basically by the leadership. No input from members  Exist at the local association rather low at the national level	Low	Low		Need to have rank-and-file input  Give more responsibilities and power to the national office
<b>Administrative Capacity</b>  - Staff	At the low association level, vary impressive  National office understaffed				Need to expand the staff at this level. making for policy implementation

ISSUE	Situation	Prospects for improvement	Prospects for Consolidation	Sustainability	Needs
<b>Financial. Resource Mobilization and Management</b>  - Mobilization	90% locally funded 10% foreign funded				Training leaders on proposal writing for external funding
<b>Participatory. Community Development Initiatives</b>	high level of community mobilization but low levels of participation	low			Training on the benefits of popular participation
<b>Human Resource Development</b>  - CLDP  - Other training	Not started in the process of translating the manuals  exists basically at the level of policy at national level	average	average		sensitive leadership on the use of CLDP training  Need to have functional training as opposed to academic oriented

**7. SUMMARY TABLE OF ASSESSMENT OF SAMPLE MOVEMENTS  
MOVEMENT: SENEGAL YMCA**

ISSUE	Situation	Prospects for improvement	Prospects for Consolidation	Sustainability	Needs
<b>Structure and organisation</b>	Exists but not functional due to role conflict and lack of understanding of YMCA mission	Possible if the leaders internalize the YMCA mission and become committed to it	Possible if all members understand the mission and support the movement	Possible if members de-emphasize personality and emphasize issues	Educate the leaders on YMCA mission  Draw a workable and acceptable constitution  Define role  Minimize number of committees
<b>Policy formulation and Decision making</b>	Avenue for making policies exist but the structural as well as financial crises persist Personnel and Finance policy not yet developed relationships inhibit communication among the volunteers and past staff	Possible, if constitution is streamlined to define roles for committees and staff	Yes with committed honest leaders	Yes, if quality leaders with vision are given a chance to lead	Support for education for leaders and members  Register the workable constitution

<b>Administrative Capacity</b>	<p>Weak</p>	<p>Possible if start-off funds can strengthen the capacity and qualified staff can be recruited and retained</p>	<p>Conditional on quality leadership with vision and commitment and effective personnel policy</p>	<p>Conditional on respect for constitution</p>	<p>Start-off fund for staff and logistics</p> <p>Training for incoming staff on YMCA mission and role of staff</p> <p>Training for volunteers on their roles</p>
<b>Financial, Resource Mobilization and Management</b>	<p>Weak financial base but YMCA building and ground is an asset with potential to strengthen the position</p> <p>Partners supportive</p>	<p>Good if the management can be strengthened</p>	<p>Exist if the leaders stop wrangling once a workable constitution is in place</p>	<p>Possible with leaders able to articulate YMCA mission and have the vision to achieve it</p>	<p>Strengthen the finance committee</p> <p>Recruit or train a fundraiser</p> <p>Have an accountant</p>
<b>Participatory, Community Development Initiatives</b>	<p>Weak</p>	<p>Low so long as leaders don't honour their obligations specified in constitution</p> <p>Understand the communities</p>			<p>Strengthen Admin. Capacity</p> <p>Conduct baseline survey</p> <p>Exchange visit</p> <p>Mobilize community</p>

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<b>Human Resource Development</b>	<p>Difficult with weak financial base</p> <p>Strategic plan recognises need</p>	<p>Good since the youth appear committed to take up leadership</p>	<p>Possible only with committed leaders</p>	<p>Possible, if strategic plan implemented</p>	<p>Start-off fund for enhancing staff and admin. capacity</p> <p>Revisit and Implement strategic plan</p> <p>Staff and leaders exchange programme</p>
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**8. SUMMARY OF TABLE ASSESSMENT OF SAMPLE MOVEMENTS  
MOVEMENT: ETHIOPIA YMCA**

<b>ISSUE</b>	<b>Situation</b>	<b>Prospects for improvement</b>	<b>Prospects for Consolidation</b>	<b>Sustainability</b>	<b>Needs</b>
<b>Structure and organisation</b>  - Membership   - Offices & Committees	Has 200-300 members 40% of which are muslim   well rationalized but dominated by NGS and his associate	high   low	   low	High. The YMCA had a good name before it was banned. Will attract many   low	to recruit from all regions   To incorporate grassroots representation in structure
<b>Policy formulation and Decision making</b>  - policy formulation   - Planning capacity	Glasshouse affair. No grassroots input   formative stages	Low   High	   	   	Need to widen the policy formulation group and to "popularize" policies.   "popularize" the planning process
<b>Administrative Capacity</b>	On average low	high			Support movement to set up its offices and a secretariat

ISSUE	Situation	Prospects for improvement	Prospects for Consolidation	Sustainability	Needs
<b>Financial. Resource Mobilization and Management</b>  - Mobilization  Management	Much of its resources come from local partners  No qualified accountant/book-keeper		High. There is morale to revive YMCA among its ex-members	High	To perfect fund-raising techniques at the home-front  Need to employ an accountant/book-keeper
<b>Participatory. Community Development Initiatives</b>	Non-existent	low			After the process of reconstruction there is need to train leaders on the importance of popular participation
<b>Human Resource Development</b>  - CLDP  Other training	Not started  None				The leaders showed much enthusiasm. They will need training on CLDP before they can start  To incorporate training in their planning processes

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**9. SUMMARY TABLE OF ASSESSMENT OF SAMPLE MOVEMENTS  
MOVEMENT: THE GAMBIA YMCA**

<b>ISSUE</b>	<b>Situation</b>	<b>Prospects for improvement</b>	<b>Prospects for Consolidation</b>	<b>Sustainability</b>	<b>Needs</b>
<b>Structure and organisation</b>	Exists	Yes	Yes	Yes	Clarify staff leaders roles  Rationalise the committee structure
<b>Policy formulation and Decision making</b>	Avenue exists through the existing structure	Yes	Yes	Yes, if all understand role and mission	Facilitate internalize of YMCA mission
<b>Administrative Capacity</b>	Staff in place to run existing programmes but inadequate to face the future challenges. Designed administrative structure has several vacancies. Logistical support relatively adequate	Yes if vacancies filled through recruitment	Yes if skill enhancement programmes are implemented for some existing staff	Yes if the commitment among staff and leaders is maintained	Recruitment of qualified staff Train existing staff

ISSUE	Situation	Prospects for improvement	Prospects for Consolidation	Sustainability	Needs
<b>Financial. Resource Mobilization and Management</b>	<p>Internal fund-raising limited to membership and assets still being developed</p> <p>Heavy dependence on donor-support Fundraising from external sources effective so far</p> <p>Management o.k at the moment</p>	<p>Yes, if internal fundraising is promoted</p>	<p>Yes, if the image is maintained</p>	<p>Yes if the staff and leaders are supportive of each other</p>	<p>Strengthen finance Department by training staff</p>
<b>Participatory, Community Development Initiatives</b>	<p>Excellent so far</p>	<p>Room exists in the area of replicability</p>	<p>Yes</p>	<p>Yes, if the staff motivation is maintained</p>	<p>conduct baseline survey in other communities</p>
<b>Human Resource Development</b>	<p>Some of the staff have had exposure to training in their fields</p> <p>Some of the volunteers need training in the YMCA mission</p>	<p>Yes, if additional staff can be recruited and given orientation to YMCA mission</p>	<p>Yes if staff and leaders are supportive and motivated</p>	<p>Yes</p>	<p>Recruit qualified staff and give orientation to their jobs</p> <p>Exchange programmes</p> <p>Train incumbent finance, inter-faith and Women's affairs secretaries</p>

**10. SUMMARY TABLE OF ASSESSMENT OF SAMPLE MOVEMENTS  
MOVEMENT: ANGOLA YMCA**

ISSUE	Situation	Prospects for improvement	Prospects for Consolidation	Sustainability	Needs
<b>Structure and organisation</b> - Membership  - Offices and committees	Growing tremendously  Not rationalized and also personalized	high  average	yes, high	average	To follow up on membership fee and to categorize members  Introduce professionalism in work ethos and a professional finish to offices
<b>Policy formulation and Decision making</b> - policy formulation  - Planning capacity	Dominated by top leadership mainly NGS  Has no "popular content"  Still at formative stages.	yes through constitutional redress  high		Average. By addressing informal roles of management	To popularize the policy formulation process to include of many as possible.  Training

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<b>Administrative Capacity</b> - Staff - Innovativeness	Highly motivated but has no professional relationship with each other  Same kind of people with similar activities  low	high   average	average   	yes   	Introduce professional relationship  Have the talent mix improved through training
<b>Financial, Resource Mobilization and Management</b> - Local resources - International resources - Resource management	About 20% of total budget support  About 80% of total budget  weak financial system	high. Potential exists  average  High	  high  high	average. especially if the will is there  high	To address the question of low fees in their training schools  Disengaging the NGS from financial management. Training of personnel
<b>Participatory, Community Development Initiatives</b> Actual participation	Low. exists basically in theory	very high		high	Provide training on the area for both leaders and beneficiaries

<b>Human Resource Development</b>  - Leaders	Trained by AA and other NGOs in Angola	high	high	high	Train in the area of participatory development. Could borrow from "Training for Transformation"
- CLDP	has already started	high	high	high	Necessary financial support from AA

## APPENDIX I

### AFRICA YMCA MOVEMENTS AFFILIATED TO AFRICA ALLIANCE OF YMCAs

1. ANGOLA
2. BENIN
3. BURUNDI
4. CAMEROON
5. ETHIOPIA
6. EGYPT
7. GABON
8. GAMBIA
9. GHANA
10. KENYA
11. LIBERIA
12. MAURITIUS
13. MADAGASCAR
14. NIGERIA
15. RWANDA
16. SAO TOME
17. SENEGAL
18. SIERRA LEONE
19. SOUTH AFRICA
20. SUDAN
21. TANZANIA
22. TOGO
23. UGANDA
24. ZAMBIA
25. ZAIRE
26. ZIMBABWE

## APPENDIX II

### SCOPE OF WORK

#### CHECK LIST OF THE NEEDS ASSESSMENT ISSUES

##### DETERMINATION OF:

- Structures: decision-making process and relationship
- Capacity for development administration
- Logistics
- Extent of involvement in terms of National Movement's Development Budget
- Number of years the National Movement has been involved in development projects
- National Movement's overall strategy to implement its mission, goals and objectives with particular emphasis on development
- National Movement's plans that address the training needs
- Management process - planning, organization and implementation process of projects
- Decision making process of projects - who approves the development project implementation, areas of research, conflict resolution in management process
- Project viability (staff sustainability)
- Planning beyond external funding leading to self reliance
- Participatory development - from identification (conception), inception, preparation/planning, development/implementation, monitoring, evaluation and going through the project cycle.
- Existing skills, strength and weakness of the Movement
- The extent of self-confidence that the people have and their thinking process in doing things.
- Whether the YMCA Mission is focused only to the members, community, tribe or family relations.
- The extent to which the YMCA leadership is prepared to take risks necessary for innovation, creativity and change.
- Opportunities within the environment and whether new knowledge and new wealth is being generated.
  
- The extent to which external influences might have affected the self-motivation and demoralization of the people and perceptual change for and opportunities for entrepreneurship such as small business development, use of local technologies and that training can be shaped to effect necessary skills.
- Threats and inhibitions to innovation and entrepreneurship.
- Revival systems within the YMCA operations, both in the YMCA institution and the communities they operate in.
- Target groups that mostly need help and what type of help in terms of available local resources.

**APPENDIX III  
ITINERARY**

**MUTAHI NGUNYI.**

**DATES**

Zimbabwe	10-14 April 1995.
Angola	25 April-2 May 1995
Ethiopia	3-7 May 1995.
Mauritius	9-15 May 1995.
Egypt	16-23 May 1995.

**WILLIS OLUOCH-KOSURA**

**Movement**

Uganda YMCA	10-13 April 1995
Cameroon YMCA	19-24 April 1995
Nigeria YMCA	24-29 April 1995
Senegal YMCA	29 April-4 May 95
The Gambia YMCA	4 -10 May 1995
Senegal YMCA	10-11 May 1995

## APPENDIX IV

### SAMPLE OF RESPONDENTS

We shall be interested in *four* categories of respondents. The first category includes the top decision-making organ of each national movement. From this, we hope to talk to at least three members of the National Council. These members should represent a suitable mix of both volunteer and paid staff.

The *second* category of respondents we hope to talk to will be the policy executors basically comprising of the secretariat of the national movements. Specially, we are interested in 2-3 members of the development and training committees at the national level. Where the office of the overall co-ordinator of each of the interventions operates differently from the committee, we shall talk to the co-ordinator as well. Also included in this category will be at least two social workers/trainers situated at the national level. But this is where such works/trainers exist.

Our *third* category of respondents include the regional councils where they exist. In each movement, we hope to sample at least *two* such councils for variety. In each regional council, we shall talk to at least three council members, the development and training co-ordinators/teams and the overall officer in-charge of projects where applicable.

Our *fourth* category shall include target beneficiaries. At this level, we hope to sample at least two projects from each regional council. From each movement therefore we hope to look at least *four* projects. In each of the four projects, we hope to talk to a suitable mix of both employed and volunteer staff attached to the projects. Two types of target beneficiaries will be sampled. The first shall include the local project committee members. A total of 3-4 of these will be required. The second shall be the rank and file beneficiaries. These shall be between 7-8. At least 5 of these should be YMCA project members while 2-3 of these shall be non-members who are beneficiaries of the projects due to its catchment.

A mix of both personal and group interview shall be employed with the first three categories. The last category shall be interviewed using the participatory approach where the entire group will be engaged in discussion for purposes of cross-fertilising ideas.

We do not expect to follow any of these very strictly. Where need be, we shall play by ear. The entire sample is captured diagrammatically in the attached page. Notice also that the set of issues already sent to you by the AA YMCA in Nairobi entitled "*Development Programme MG IV: Capacity Development in Development*" will basically constitute the issues we will discuss with these respondents.

## SAMPLE OF RESPONDENTS

This sample does not have to apply to all the movements, because they may be structured differently. This should however give each movement an idea of the types of respondents we will be interested in talking to

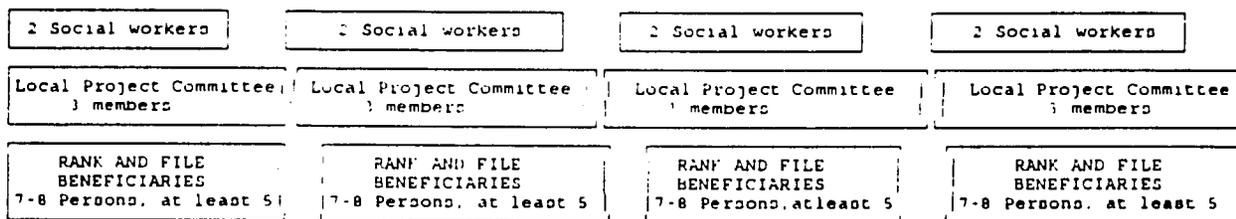
NATIONAL COUNCIL  
 .Chair  
 .Two council members  
 (a mix of both volunteer and  
 paid staff

SECRETARIAT  
 .Development committee  
 .Training committee  
 (2 members of each)  
 .2 Social workers

REGIONAL COUNCIL  
**[A] (3 members)**  
 .Development Co-ordinator.  
 Training Co-ordinator  
 Projects Officer

REGIONAL COUNCIL  
**[B] (3 members)**  
 .Development Co-ordinator.  
 Training Co-ordinator  
 Projects Officer

TARGET BENEFICIARIES



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SENEGAL YMCA

Pierre Marie Basene : President  
Badji : NSG  
A. Theophile  
M. Faye : Dakar Union  
A. Mendy : Som Branch  
F. Ndione : Som Branch  
L. Francisco : Hon Treasurer  
S. Pierra Thiaw : Vice President  
J. Ciss : University Branch  
C. Thiam  
B. Ndiaye

**Zimbabwe.**

**National Headquarters.**

National Chairman  
National Vice Chairperson (Leadership Development)  
National General Secretary  
Deputy National General Secretary (Leadership Development)  
Deputy National General Secretary (Development Programmes)  
Deputy National General Secretary (Finance)

**Harare Branch.**

Co-ordinator : Computer School  
Co-ordinator : Dressmaking School

A set of 8 target beneficiaries 4 from each school

**Kadoma Branch.**

National Vice-Chairperson (Development Programme)  
Branch Chairman  
Branch Treasurer  
... Committee member

Co-ordinator : Kadoma Dressmaking school  
Instructor : Kadoma Dressmaking school

4 dressmaking students

**World Vision (Zimbabwe)**

Country programme administrator

**Wengo (Africa)**

Director (meeting informal)

**ANGOLA.**

**Luanda/ Headquarters.**

National YMCA President  
National General Secretary  
Finance Department Co-ordinator  
Youth Department Co-ordinator  
Women Department Co-ordinator

National youth President  
Youth co-ordinator. cabinet affairs/national and international programmes

**Bengo Refugee Camp.**  
(Campo Boa Esperanga 1)

General Co-ordinator  
Deputy co-ordinator  
Government Chief  
Traditional Authority/Chief

12 refugees of the camp. Used a participatory approach in talking to them.

**Kwanza Sul.**

Regional President  
Regional Executive secretary  
Development co-ordinator  
Christian Action Aid social worker.

**Projects.**

Bonne Terre. Catholic Home for Orphaned children  
Sister in charge

Good Samaritan Project  
Mrs Daisy Augustin (beneficiary)

SOS children Home (Beau Bassin)  
Programme Director  
One house "mother"

Leatherworks project in the south  
one beneficiary

**Branches.**

Northern branch  
Chairman

**Other NGOs working in Mauritius.**

The Catholic Church  
His Eminence the Vice vicar of Mauritius

**ETHIOPIA YMCA.**

**Addis Ababa/Headquarters.**

Chairman, Board of Directors  
One board member  
The National General Secretary  
Associate National General Secretary

Addis Katema Branch  
Chairman

Three volunteer social workers also former YMCA members.

**EGYPT YMCA.**

**National Office.**

The National General Secretary  
Deputy National General Secretary  
one board member

**Committees**

Development  
Two members (the other four scheduled for the meeting could not come)

Training  
Two members

**Branches**

Alexandria  
One volunteer member and ex-general Secretary

Cairo  
Executive Director

Assuit  
Two board members  
Executive Director  
co-ordinator, youth department  
Chairperson, Women department  
3 sports instructors  
4 rank-and-file members

**Projects visited in Assuit**

Language school  
Tailoring school  
Children/youth summer school

Conversations, not serious discussions were made in these schools.