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OFFICE OF PRIVATE AND VOLUNTARY COOPERATION
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PVO INSTITUTIONAL DEVELOPMENT EVALUATION SERIES

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CONCEPT PAPER

PVO INSTITUTIONAL DEVELOPMENT SERIES

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I. Background and Purpose

There is a growing interest in the role that private voluntary organizations (PVOs) can play in providing development assistance. Initially, studies of such aid looked at the impact of that assistance, especially at who benefitted from it as in the model below.

PVO ASSISTANCE -----	RESULTS OF ASSISTANCE
	Who Benefits
	Impact on Community

Recently, this model has been expanded to include an intervening factor, namely the ways in which the assistance is managed and organized. The assumption is that these factors have a significant influence on the effectiveness of the assistance.

PVO ASSISTANCE - - -	MANAGEMENT AND	RESULTS OF ASSISTANCE
	ORGANIZATION OF	
	ASSISTANCE	

One reason for this increased interest in management and organizational issues is that many of the advantages attributed to PVOs refer to their organizational characteristics. For example, studies suggest that PVOs are more effective than public sector organizations because of the linkages they have with indigenous organizations, or the fact that their relatively small size enables them to be flexible in working with beneficiaries. Presumably these organizational characteristics are a major factor in explaining their ability to provide benefits to the poor. A second reason for looking at organizational and management issues is the development community's increased concern with the long term effects of development assistance. It is proposed that the ways in which assistance activities are organized and managed will influence whether or not they are sustained over time.

In the context of these concerns US/AID is proposing a series of evaluations of PVO assistance which will focus on organizational and management issues. The evaluations will be structured to examine specific PVO activities, and also to compare them with each other. The purpose is to allow US/AID and PVOs to build some cumulative knowledge about the organization and management of effective assistance.

This paper presents a conceptual framework for assessing the effectiveness of funded project activities and of PVO assistance. It provides a structure within which the evaluations will be carried out inductively, and is designed to provide two kinds of information. First it will deal with some generic concerns so that US/AID and the US/PVOs can draw comparisons and build some

cumulative knowledge about effective assistance. Second, it will provide information to those managing the grants who need information specific to each project.

The framework includes relevant variables based on current theory and research about development management and the role of PVOs. By relying on the same framework the evaluations can be used to suggest which factors are associated with effective projects and to make recommendations about future assistance. In order to generate comparisons, the framework uses generic concepts with the result that its categories will not apply in some cases. Those who conduct the evaluations will therefore have to select among and adapt the indicators. Some PVOs and field organizations will probably not have focused on management issues. While assessments of their effectiveness can still be made, the evaluations can serve to "raise their consciousness" and thus will be a form of technical assistance in themselves.

II. Evaluation Framework

The evaluations will deal with three broad issues: First, what are the long run impacts of the PVO funded activities? Do they accomplish what is intended, and do they reach the groups they were designed to reach? Second, how are the projects managed and organized? Are certain management approaches and kinds of organizations associated with more effective projects? Third, what kinds of assistance are provided by the PVOs and is there any relationship between the type of assistance and the effectiveness of the funded activities?

For example, consider a project to increase the number of dug wells in a community. The evaluation would ask first, how effective is the project in increasing the number of wells, what is their impact on the community, and how likely are these results to be sustained over time? Secondly, how was the project managed and what kind of organization was assigned responsibility for implementing it? Third, what kind of assistance did the PVOs offer to those involved with the project? The evaluations may demonstrate that certain organizational forms and management approaches are associated with effective projects. They may also find that specific kinds of assistance are associated with effective projects. On the other hand, they may provide evidence that these variables have little or no effect, and that variables such as amount of assistance offered, and characteristics of the environment have more influence on project effectiveness. Another possible finding is that while management and organization matter, it is not possible to identify which management approach is always preferable, that it varies with the situation. If this is the result and the evaluations conclude that "it all depends," hopefully the studies will also identify some of the conditions under which one approach works better than another.

Before examining each of the three questions in more detail, we need to clarify the terms used in the framework. In order to create a general model, one that applies to different cases, we will differentiate among three parties: US based PVOs, affiliate organizations in LDCs, and specific project units. This provides the following general model:

<u>US/PVO</u>	<u>LDC AFFILIATE(S)</u>	<u>LOCAL PROJECT UNIT(S)</u>
National or regional levels	National, regional, district or local levels; single or multiple	Affiliate or independent organization

As used here the term PVO refers to organizations based outside of the developing country and providing development assistance. Cooperating organizations within the LDCs will in all likelihood also be private voluntary organizations, but for clarity they are called either affiliates or project units. Affiliates are organizations established at the national or regional level, and are essentially counterparts to the PVOs. Project units on the other hand are immediately responsible for carrying out a funded activity. They may be local units of the PVOs, they may be organizations which the PVO sets up to run a project, or they may be existing organizations which the PVO relies on to provide a service. The affiliates may be separate as in the above model or they can serve as the local project unit. Similarly, PVOs can work through affiliates as in the model, or they can work directly with local project units. In spite of these variations, the model is useful in emphasizing that US/PVO assistance logically can have two components or purposes -- developing affiliate organizations and implementing specific projects.

With this schema in mind, we can return to the three questions identified above. The rest of Section II defines the terms more precisely and proposes research hypotheses associated with each of the questions. Section III contains specific questions for evaluators to address, and Section IV discusses the final evaluation products.

1. Impact of Project Assistance on Beneficiaries and the Community.

A project is defined as effective if it:

- 1.1. meets a perceived need in the community;
- 1.2. is cost-effective;
- 1.3. has made a difference in the community;
- 1.4. encompasses the poor among beneficiaries;
- 1.5. has influenced others to alter their activities;
- 1.6. includes plans and resources for sustaining benefits.

One of the evaluation tasks is to determine the effectiveness of projects based on these factors. The first three factors speak for themselves. The fourth is included because in practice most PVO assistance is directed to the poor, and PVOs are often cited as particularly well suited for reaching the poor. The fifth item recognizes that often PVO assistance is thought of as "seed money" to stimulate either the government, other private sector groups, or the community itself to take on an activity. The final item is a recognition of the importance of maintenance and sustainability issues, that unless there are plans for maintaining benefits and their results, the project has not necessarily accomplished its purposes. The rest of the evaluation determines to what extent these characteristics of effectiveness are related to the way in which the project is organized and managed and to the kind of assistance which is offered.

2. Project Management and Organization.

This variable refers to characteristics of the project units. While other studies have paid considerable attention to project effectiveness, they have paid much less to how projects are managed and organized. It is proposed that management leads to effective projects when the following are present: (1) creative leadership; (2) internal management procedures encourage applied learning; (3) linkages are being developed with groups in the community and with government units; and (4) the unit is pursuing ways to continue the activities on its own. Note that these characteristics are stated in developmental terms, recognizing that they are capacities to be developed and not necessarily characteristics which have been attained or not. What is important is whether the units are building these capacities and whether they are related to project effectiveness.

2.1 Creative Leadership.

Leadership is frequently identified as a major (if not the major) influence on project success. The term is difficult to define precisely but it usually refers to a person's ability to inspire trust and confidence, to motivate others to be involved, to practice good interpersonal relations, to listen, to be in touch with what is going on in an organization and in the community. The evaluations will need to derive a profile of the kind of leadership which is in evidence, come to some judgement as to its effectiveness, and finally estimate whether certain kinds of assistance or training would encourage it.

2.2 Internal Management of Project Units.

Observers have noted that non-governmental organizations are well suited to serve as the project units and carry out

development activities. Their personnel are usually motivated to work with the poor and they are in a position to be flexible and adapt to problems and opportunities. Others question whether these descriptions are always accurate, and note that many such organizations end up working with community elites, are not as flexible as assumed, and may get caught up in maintaining themselves just as larger public sector organizations do. One of the tasks of the evaluations will be to describe the nature of these organizations, their internal management practices and relate these to the effectiveness of their development activities.

Relevant questions concern the nature of decision making -- is information used to learn from experiences, and who has a say in design and implementation decisions? More specifically: How is information organized and collected? Do field personnel have a chance to influence decisions or do they usually carry out orders decided elsewhere? The literature suggests that private sector organizations often follow a collegial and collaborative approach and that this style is correlated with their ability to be effective. Other studies suggest that private voluntary organizations do not necessarily use a collaborative style, nor are they always open to new information or to altering their activities in the light of experience. The evaluations need to be able to characterize the way they handle information, carry out project design and evaluation, and how these are related to project effectiveness.

2.3 Linkages between the project unit and the community.

2.3.1 Linkages with community organizations. One of the presumed advantages that project units in the private voluntary sector have are close connections to community groups. Most of the literature on development supports the proposition that when organizations place a high priority on institutional linkages with groups in the community, they will produce more lasting benefits. One of the goals of the evaluations will be to determine to what extent this is true, whether the units do have close working relations with community groups, what facilitates and what inhibits these, and whether they are associated with successful project activities. Conversely, it is possible that such linkages will enable local elites to highjack benefits and divert them from the poor.

2.3.2 Linkages with the Government. The literature on voluntary organizations has stressed that one of their advantages is that they are not part of the government, a factor which allows them to be more flexible and responsive. More recently studies have suggested that private groups are not as distinct from the government as is often thought and that project units often have strong linkages with the government. The argument is that these can provide support and resources and increase the

likelihood that benefits will be sustained. A related hypothesis is that they enable PVO activities to influence government policies and regulatory activities. Thus the evaluations need to examine the extent and nature of the relationship between project units and governing bodies, their influences on each other, and whether they are related to project effectiveness.

2.3.3 Relationship to the Environment in General. What are the critical factors in a project unit's environment which have enabled the project to succeed, or which have placed obstacles in its path? It is important for the evaluations to describe which factors have affected the outcomes either positively or negatively, since they will influence replications. While many of these are beyond the influence of project units, it can make a difference how project managers respond. Therefore, the evaluations should look for evidence that project managers are sensitive to their environments and are open to adaptation.

2.4 Management and Development of Self Sufficiency.

Project sustainability implies that projects are able to become more autonomous over time, in the sense of developing alternative resources or stimulating replications rather than assuming that PVO funding will continue indefinitely. It is important therefore to find out whether the project units have explored alternative sources of funding, whether beneficiaries or community groups contribute to them, and in what other ways project units are moving towards self sufficiency. One hypothesis is that units will be able to develop alternative resources to the extent that they work with and through community organizations. Another is that mobilizing additional resources is easier when beneficiaries are involved in planning and implementing the activity.

3. Effectiveness of Assistance From PVOs.

The third issue for the evaluations is to examine the assistance offered by PVOs. Effectiveness of PVO assistance is defined as enhancing the ability of affiliate organizations and project units to carry on project activities and to become more autonomous by helping them develop their capacity to manage projects on their own, and to garner additional resources. Depending on how a particular activity is organized there are two kinds of assistance: one is the assistance provided by the PVOs to affiliate organizations at the national or regional level, and the other is the assistance provided directly to project units. The latter may be offered either by the affiliates or by the PVOs.

3.1. Project Responsibility.

The first issue concerns the locus of responsibility for project assistance? How much guidance is provided by the PVO? Is there an affiliate with autonomous authority, and what is its relationship with the project unit, or are they one and the same? This is essentially a mapping question. One hypothesis is that in order to bring about long term development it is necessary to have a strong affiliate organization within the country which can provide resources and can insure that host country organizations have a stake in and ownership of the projects. The alternative hypothesis is that PVOs are in a better position than affiliates to assist local project units and that affiliates are not in a position to enhance effective projects.

3.2. Assistance Strategy.

The major forms of assistance which PVOs provide are resources, technical assistance and training. The emphasis in this study on management and organization make the last two particularly important. The purpose of this aspect of the evaluation is first to determine what kinds of assistance are offered, whether the PVOs provide assistance in managing projects, whether they work through affiliates, and whether they assist the affiliates in working with project units. A second purpose is to examine the style and format of the assistance, whether it is facilitative or directive, and whether it is tailored to specific situations or is more generic and formal.

The major propositions in the literature are that assistance which emphasizes staff development in addition to providing tangible resources is more apt to produce successful projects. A second proposition is that formal courses and generic assistance are less useful to organizations and managers than assistance and training tailored to their particular needs. A third proposition is that assistance which is facilitative is more apt to be associated with successful projects, than assistance which is offered in a more directive manner.

Section II has presented a conceptual framework built around three broad questions and has suggested some of the issues associated with each. The following section covers some of the specific questions which may be used to gather information about these variables and hypothesized relationships. While all of the evaluations should deal with the three broad issues discussed in this section -- project effectiveness, project management, and PVO assistance -- it is assumed that they will select among the following questions according to the circumstances surrounding each evaluation.

III. Specific Evaluation Questions

This section contains specific questions which can be used to elicit information about the variables and relationships discussed above. For the most part they were suggested by report and evaluations of PVO assistance activities and are intended to get at some of the issues which have proven most interesting and/or troublesome in prior experiences. They are designed to provide a basis for probing, rather than to offer a definitive set of issues to be raised. Many are phrased to find out if project units are taking certain factors into account, or moving in a particular direction, even if they have not absolutely achieved a specific characteristic. Thus in many cases the evaluations will be looking for trends and directions. Finally, note that some of the questions can be asked directly of respondents, while others are questions which the evaluators will answer on the basis of observations and overall impressions. The numbering is consistent with Section II for easy reference.

1. Impact of Project Assistance on Beneficiaries and Community

1.1. Meeting a perceived need.

- .. Is there evidence that beneficiaries value the activity?
- .. Have project managers solicited beneficiary views?
- .. Have clients made demands? If so, what was the response?
- .. Is the service or product not otherwise available?

1.2. Cost effectiveness

- .. How cost effective are the projects?
- .. Is it possible to measure the benefits?
- .. Are services being distributed efficiently?
- .. What is the unit cost of goods or services in relation to the users' abilities to pay?

1.3. Social results - Who benefits?

- .. Which groups benefit? Do the projects benefit a specific group or the whole community? Is there evidence of a conflict of interest among groups?
- .. Do the poorest in the community benefit? Do they receive spillover benefits?
- .. If benefits are included for the non-poor does this insure their support for expanding the projects?

1.4. Makes a Difference.

- .. Have the projects improved the earning capacity of beneficiaries or of the community?
- .. Have they reduced the cost of carrying out some activity?
- .. Are they improving general economic development, and will this help the poor indirectly if not directly?

1.5 Influence on others to alter policies or adopt new practices

- .. Have they stimulated the public sector to develop a program to carry out this activity?
- .. Have they influenced policy or regulations in any way?
- .. Have any efforts been made to build a coalition to influence public policy?

1.6. Maintenance of Project Benefits

- .. If products are provided are there plans for maintaining them?
- .. Who is responsible for maintenance, and have funds been set aside?

2. Project Management and Organization

2.1. Project Leadership

- .. Are leaders knowledgeable about projects and problems?
- .. Do staff appear to trust and be motivated by them?
- .. How would you describe their leadership style?
- .. Do they take initiatives, or "go by the book?"

2.2. Internal Management of Project Units.

2.2.1. Nature of implementing organization.

- .. Nature of organizations: Existing or newly created?
Membership, cooperative, or service organization?
Linked to regional or district organizations?
- .. In a position to continue the work once funding ends?

2.2.2. Management of resources.

- .. What resources, financial, physical and human, are available to the organizations?
- .. Do the units have a program budget?
- .. Do they have systems for tracking expenses?

2.2.3. Information systems

- .. What kinds of information are collected about projects?
- .. Do units collect information about project results?
- .. Is this information used to propose changes in projects?
- .. What kinds of records are kept?
- .. Who reviews the information which is collected?
- .. What kinds of changes have been made?

2.2.4. Personnel systems.

- .. Are incentives adequate for staff to be enthusiastic?
- .. Do staff understand their tasks?
- .. Are training needs diagnosed? Was training offered?
Was it evaluated? How effective was it?
- .. Do personnel evaluations measure performance?
- .. Do project units have authority over staff?
- .. Are there opportunities for on-the-job learning? Or job advancement?

2.2.5. Internal Management style.

- .. Is there any delegation of responsibility?
- .. Do managers consult about problems? With whom?
- .. Are there periodic staff meetings?
- .. Have the organizations made any notable mistakes? How were these handled? Did they learn anything from them?

2.2.6. Role of beneficiaries

- .. Are there regular meetings with beneficiaries?
- .. In what ways do they participate? (E.g. needs assessment, program involvement, self help, evaluation?)
- .. Is participation by beneficiaries critical?

2.3. Linkages Between Project Units and their Community.

2.3.1. Linkages with community organizations.

- .. Have the project units worked with other organizations and asked for their support? Have they stimulated other organizations -- private or public -- to do similar work? Will any of them assume responsibility for continuing the project or its benefits?
- .. Are project units competing for resources with organizations doing similar or related activities?
- .. What are the costs and rewards of inter-organizational cooperation?

2.3.2. Linkages with the government.

- .. Have project units interpreted beneficiary needs to the government?
- .. Have the units been officially recognized by the government?

2.3.3. Relationship to the environment.

This is an open ended category. Select which aspects of the environment seem most critical to projects, rather than attempt to list all characteristics. The first purpose is to identify the major conditions which affect the project outcomes, in order to estimate the likelihood of replications succeeding. The second purpose is to determine whether or not project managers have taken these into account, either to influence them or to insulate themselves. For example, are community norms supportive? Is there an abundance or a shortage of needed supplies? Are project goals compatible with government policy? Have project units been imaginative and sensitive in taking advantage of opportunities which present themselves, and in avoiding or working around major constraints?

2.4 Management and Developing Self Reliance

- .. Have units anticipated future resource needs?
- .. Can they handle recurring expenses on their own?
- .. Can parts of projects be shifted elsewhere?
- .. Are there opportunities to be more efficient? Have staffs considered adjustments or changes either to improve the activity or make it less costly?
- .. Do the activities introduce new and expensive technology which will need to be maintained?
- .. Have income producing activities been considered? Do they cover recurrent costs, depreciation and capital expansion?
- .. Have in-kind resources or user fees been explored?
- .. Are self-help and voluntary labor feasible? Is voluntary labor exploitative of the poor? Is it truly voluntary?
- .. Is there a known plan for phasing out assistance?
- .. If necessary, have units found another organization to take over the project once funding ends?

3. Effectiveness of Assistance From PVOs.

The questions below determine how effective assistance is in helping project units, and in building effective affiliate organizations. The relevance of Section 3.1 will vary according to whether or not affiliates and project units are separate.

3.1. Responsibility for Projects.

3.1.1. Nature of affiliate if one exists.

- .. Are the US/PVOs working with an affiliate organization which can assist local project units?
- .. What is its indigenous base? How begun and organized?
- .. Is the role of the affiliate clear, and does it have the authority to carry it out? For example, if its role is

to coordinate local activities, does it have the authority and resources to do so?

- .. Is the affiliate a viable organization in its own right?
- .. Does the affiliate have its own funding sources?
- .. Does it have a planning capacity?
- .. Has the affiliate looked for alternative funds?
- .. Has it become more or less dependent on external assistance?

3.1.2. Relationship between US/PVO and affiliate.

- .. How are the two groups linked?
- .. How much commitment is there within the US/PVO to developing and strengthening affiliate organizations?
- .. What impact does the relationship have on US/PVOs?
- .. Do the US/PVO and affiliate discuss sector issues with relevant government bodies?
- .. Does the assistance enable the affiliate to effectively work with local project units? Do the US/PVOs collect information which would tell them if this is the case?

3.1.3. Monitoring the affiliate

- .. Are grants used by the US/PVO to establish guidelines for affiliates? How clear and effective are they?
- .. What kind of reports are received from the field? Do affiliates know what is expected of them? Would more field visits be useful?
- .. Are there self evaluation or monitoring forms? Do these provide useful information to US/PVO and the affiliate?

3.1.4. Relationship between affiliate and project units.

- .. How do affiliate members view their role? Are they primarily a service organization to local field organizations?
- .. Does it monitor local activities in person? Are these visits useful to project personnel? Are there incentives for affiliate staff to go to the field?
- .. What criteria did the affiliate use in selecting an organization to run a project? What has it learned about the kind of organization which is most effective at the local level?
- .. Has the affiliate tried to replicate any of the activities? How does replication occur?
- .. Would it help if the affiliate improved its financial control? Do project units find such controls intrusive?

3.2. Assistance Strategies by PVOs.

3.2.1 Assistance priorities

- .. What forms of assistance does the US/PVO offer? Technical assistance, training, program funding, operational funding?

- .. How do they evaluate the relative merits of different forms of assistance?
- .. Do they focus on developing an organization or improving individual skills? What are the tradeoffs in using resources for these two goals?
- .. Do the US/PVOs use their assistance as an opportunity for sharing information about other projects?
- .. Do PVOs consult with affiliate and project unit personnel to design assistance?
- .. Do those providing the assistance tend to take the place of local project staff, or do they play a more indirect role and assist them in what they are doing?

3.2.2. Training strategies

- .. What kinds of training are offered by US/PVOs? Do they provide management training, or only technical training?
- .. Have they developed a generic approach to training, and if so, do they make any effort to adapt it?
- .. What are the tradeoffs in using in-country versus overseas training? If they do not use the former, what are their reasons?
- .. Does the training teach formal skills, or involve recipients in process and interactive activities?

3.2.3 Content of Training

- .. Does the assistance help the project unit deal with implementation problems and plan for sustainability?
- .. Does the assistance try to develop local leadership, both within the organization and in the community?
- .. Does the assistance give the project unit hands on experience in such specific tasks as record keeping, cash flow management, monitoring, evaluation?
- .. Is the technical assistance and training tailored to the work which project unit members actually do? Or is it generic? What are the problems and advantages of their approach?
- .. Is the assistance designed to help local project units mobilize communities and/or to assist them in providing services? Do those providing assistance have any way of knowing which is most needed?

3.3. Effectiveness of Assistance.

- .. Has US/PVO assistance improved the performance of affiliates and project units?
- .. Is there a system in place for evaluating training?
- .. Do PVOs follow up trainees to determine what they learned or to reinforce their learning?
- .. Have project proposals improved or increased in number?

IV. EXAMINING HYPOTHESES, DRAWING COMPARISONS

As noted earlier this Scope of Work provides a common framework which can be used to draw comparisons among a variety of PVO assistance activities, and particularly to look at their leadership, management and organization. Section II presented major issues and hypotheses based on the literature. Section III drew from case studies and reports of PVOs to propose specific questions for collecting information useful to examine the hypotheses. This final section reviews the hypotheses and offers some suggestions on compiling the information.

Project units are defined as effective (II.1 and III.1) if they meet a perceived need, are cost effective, are directed to the poor, make a difference in the community, have influenced others to revise their approach or activities, and if there are plans and resources for maintaining their benefits. The first task for evaluators will be to get a picture of what is happening in each case and to prepare profiles of the different project units and their relationships with affiliates and PVOs. The second step will be to come to some conclusions about the relationships between the three major variables -- project unit effectiveness, project management and organization, and assistance efforts. Recall that these are not necessarily absolute conditions that will be present or absent. Often the more relevant question will be whether project units are moving in these directions. Similarly, when the evaluations look at how they are managed, the purpose of the evaluations is to see if they are developing more effective leadership, learning ability, linkages and autonomy than they had in the past.

The precision of the conclusions will vary. Since evaluators will be collecting both qualitative judgments and quantitative information, it will be difficult and probably inappropriate to establish numerical ratings for each project. Evaluators should carefully consider what kinds of summary assessments they can provide, however. For example, in cases where evaluators are looking at projects in a number of locales they might develop rankings. They could rank units as high/medium/low on effectiveness, high/low on the number of linkages with groups in the community, high/low on their efforts to become more self sufficient, and so forth. In other cases such judgements may be more refined than the cases permit and evaluators will have to rely on more generally worded assessments.

The first set of hypotheses (Sections II.2 and III.2) focus on the ways in which the project units manage the development activities and whether those with better leadership and management are also the most effective. Management is divided into four components, each of which could be related to project effectiveness. First is there effective leadership -- do leaders,

for example, motivate others, and look for opportunities to exert initiative? Second, how is the project managed internally -- for example, how is information handled, who participates? It is proposed that more open and collaborative forms of management will have higher correlations with effective projects. Third, are there linkages with other groups, with community organizations, with governing bodies, and a sensitivity to pressures and opportunities in the environment? Here the general hypothesis is that such linkages will be associated with more effective projects. A fourth issue concerns the project unit's ability to become more self sufficient. It is proposed that project units which are able to generate additional resources in the community, and become more autonomous will also have more effective projects in the long run.

A second set of hypotheses (II.3 and III.3) concerns the kinds of assistance which PVOs offer and asks whether some kinds are more apt to be associated with effective projects than others are. The first issue associated with assistance is the organizational mechanism for offering the assistance. Does it come directly from the PVO or do PVOs establish and work through affiliate organizations in LDCs? It is proposed that assistance will be more effective in producing long lasting and effective projects if PVOs are able to establish effective affiliate organizations which presumably are more sensitive to local needs and more able to adapt to in country circumstances.

A second issue is the strategy for providing assistance, particularly whether it emphasizes management in addition to technical assistance, whether it focuses on formal, generic information or is more tailored to the immediate situation in which local managers have to work. The proposition is that assistance which emphasizes management training, and is able to tailor it to local circumstances will be more associated with effective projects than assistance which neglects these factors. Finally, how much attention is paid to determining if the assistance is effective, and to providing follow up to recipients? The relevant proposition is that such attention will be more associated with effective project assistance than is true when these factors are neglected.

Evaluators should organize their reports around these proposed relationships in order to encourage comparability, and to deal with as many of the hypotheses as possible given their information. Once again, the purpose of the evaluations is not only to determine how effective these specific activities are and how they can be improved, but also to provide guidance in the design of future projects and assistance. Most basically, we want to know if it matters how projects are managed and organized, what forms of assistance promote better management, and under what conditions they are most critical.

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OFFICE OF PRIVATE AND VOLUNTARY COOPERATION
AGENCY FOR INTERNATIONAL DEVELOPMENT

PVO INSTITUTIONAL DEVELOPMENT EVALUATION SERIES
FIELD REPORT NO. 1

EXECUTIVE SUMMARY

EPISCOPAL CHURCH OF THE USA
AND
CHURCH OF THE PROVINCE OF KENYA

International Science and Technology Institute, Inc.
1129 20th Street, N.W.
Washington, D.C. 20036

July 1986

Executive Summary

This preliminary study of the Church of the Province of Kenya and the Overseas Development Office of the Episcopal Church of the USA is one of a series of Agency for International Development/Private Voluntary Cooperation evaluations of five private voluntary organizations, focusing on institutional development and dealing with three broad issues;

- 1) Organization and management of the PVO, and whether certain management approaches and kinds of organizations are associated with more effective projects.
- 2) Process and kinds of assistance provided by the International PVO to the affiliate and the relationship between the type of assistance and the way it is given, and the effectiveness of the funded activities.
- 3) Long-term development resulting from the PVO-funded activities, and how the organization and management of the PVO, and the process and kinds of assistance provided by the International PVO to the affiliate affect these results, positively or negatively.

It should be noted here that although the other studies in this series are evaluations, this paper is a preliminary study, and not an evaluation, of the institutional development efforts of the Church of the Province of Kenya (CPK) and the process of assistance which the Overseas Development Office of the Episcopal Church of the USA is providing through a Matching Grant, partly funded through the Agency for International Development. The Matching Grant in Kenya is slightly over a year old.

The specific purposes of the CPK study were to assess:

- 1) The actual and anticipated results of training provided to development officers and church women from the Kenya Rural Area Women's Program;
- 2) The level of organization achieved thus far in individual dioceses and at the provincial level in institutionalizing a development capacity;
- 3) The potential at the diocesan and provincial levels for effective institutionalization of a development capacity, given the current process.

The Church of the Province of Kenya

The Anglican Church has been in Kenya for almost 100 years, and during colonial times, engaged in development through building and running schools and hospitals. At independence, the Government of Kenya took over the schools and hospitals, but after a period of inactivity, the Church began to involve itself again in development. Efforts were undertaken in a few areas in the 1960's, but it was in the early 1970's, shortly after the formation of the present-day Church of the Province of Kenya that the current focus of development on

community-based, self-help efforts was adopted. This took place in Maseno South, where an integrated rural development program was begun in 1974. Mt. Kenya East began a similar program in 1980, and Maseno North expanded its efforts as well.

Province-Wide Commitment to Development

A Provincial Board of Christian Community Services was formed in 1980, but the other dioceses of the province had little or no development activity until 1983, when a consultation seminar was held for all the bishops, and several representatives from each diocese. The result of this seminar was the publication of a paper setting out the Church's view of development and the approach it would follow. The paper on the theology and philosophy has since served as the Church's definitive statement on development and has guided their efforts in this field.

Matching Grant with ECUSA

It was at the time of the consultation seminar that the CPK asked the Overseas Development Office of ECUSA for assistance in establishing a province-wide structure for development. The Matching Grant assistance was the result, with the following goals:

- Help select and train development officers for dioceses;
- Provide training in how to plan and manage community-based development programs;
- Provide technical assistance for long-range planning for development programs;
- Set up and test curriculum at the UCLA Development Institute to train both US and overseas development personnel.

Progress Thus Far

Eleven development officers and the provincial secretary received four months of training at UCLA from January to April, 1985. Officers evaluated the program as quite useful, particularly the training received in how to work with community groups; undergoing the training as a group which made them a team and taught them all more about the development needs of the dioceses; and the amount of material available at UCLA about Kenya and development.

The development officers have been at work in their dioceses since May, 1985, and have set up offices, done needs assessments, are working to establish relationships with existing development committees and create more at the various levels of the dioceses. They are also doing long-range planning, beginning to conduct workshops in parishes, and write funding proposals for projects.

Kenya Rural Area Women's Project

Another endeavor partially funded by the matching grant was to provide training in leadership, action planning for development, group facilitation skills, and design skills for a core of 15 Kenyan

Anglican women, and through them to 150 other women. One more workshop will be held in December, 1986, in organization development, to complete the series.

The women trained are now carrying out training workshops and working with local women's groups in planning development projects. Several are also working with development officers in combined efforts to organize and motivate local people.

The women trained through this program have greatly increased self confidence, a high motivation to carry out training and development work, and appear to have achieved a high skill level in planning and implementing projects.

Provincial Development Coordinator

A decision taken by the bishops in November, 1986, to create a provincial development office was to be implemented in April, 1986. With funding provided by the Anglican Church of Canada, Ms. Victoria Mwafuga (who was the CPK's representative to this study team) was chosen to be the provincial coordinator and will assume her duties in April.

Assessment of the Matching Grant

While it is still relatively early in the grant, it can be said that the assistance provided by ECUSA is making a significant contribution to the development of an institutional capacity for development in the CPK. Particular merits of the grant follow.

- **Enabler:** It is allowing the province to move forward together in establishing an institutional capacity, and has provided a structure through which dioceses can learn from and help one another.

- **Catalyst:** The grant has stimulated a great deal of development activity in the dioceses. Awareness is being created, and internal church bodies are getting more involved in development.

- **Leverage:** Thus far, the grant has enabled the Church to raise additional money for development, through funding from donors, assistance from the Government of Kenya, local in-kind contributions from affluent church members, and fundraising by the local people, themselves for their own projects.

- **Partnership:** The CPK and ECUSA work in full partnership in the planning and management of this grant.

- **No Long-Term American Presence:** There are no Americans on long-term assignment in Kenya through this grant, and the work is being carried out by Kenyans, with short-term technical assistance provided by local people, ODO staff and consultants.

- **Cost effectiveness:** At a very modest investment, a considerable and sustainable effort has been launched, some achievements already accomplished, with many more anticipated.

Areas Requiring Attention

As the grant continues, there are some areas which will need the attention of the CPK and ECUSA.

1) Budgeting and accounting: More attention needs to be given to the proper accounting of funds at the diocesan level.

2) Reports: Reporting thus far has been inadequate, and a satisfactory method of reporting needs to be worked out which will meet grant requirements without placing an undue burden on the development officers' limited resources.

3) Transportation: This has proven to be a big problem for the development officers, most of whom do not have vehicles available for their work and often must rely on public transportation to cover vast distances in the dioceses. A solution to this problem must be found.

4) Sustainability: How the dioceses can sustain development efforts over time is an issue many of the bishops already are thinking and planning for, but it is an issue which should receive the concerted attention of all concerned with this institutional development effort.

5) Rising expectations: The amount of activity stimulated by the development officers may require greater assistance than is now possible. CPK and ECUSA need to determine priorities for their attention and resources during the remainder of the grant.

Assessment of the CPK's Institutional Development Capacity

While it is early to assess the Church's institutional capacity in any uniform way, encouraging signs are apparent.

- The Church has been able to clearly articulate the aims and means of development.
- It is increasing its ability to enlist and engage members, volunteers, leaders, staff and large numbers of the left-out: poor, rural people; women; handicapped.
- It is nurturing and assisting the capacities of people to meet their own needs, for clean water, more income or food, or the like.
- It is attracting professional and voluntary leadership through the dioceses and various church bodies.
- It is linking up with other local and national institutions in order to acquire and pool resources for implementation of important projects.

The challenges facing the CPK in the future in institutional development are to build and manage a complex organization, involving administrative and financial systems; gather and sustain financial, staff and other resources, without sacrificing basic autonomy; and to learn from experience, correct course and errors, and build on successful projects.

Recommendations

The recommendations cover five areas:

- 1) Training: Bishops should be given a shortened form of the UCLA training.
KERAWOP should receive additional resources to continue training throughout the province.
Development officers should receive training in specialized areas, as needed, and from local resources.
Add a stop-over in another developing country for development officers going to UCLA in the future.
- 2) Transportation: Solve the development officers' need for vehicles.
- 3) Technical Assistance and Cooperation: The new provincial coordinator can assist in identifying and providing technical assistance; stronger dioceses should help less-experienced ones.
- 4) Self Sufficiency: Preliminary planning by the bishops should be supported by a consultation or workshop on this topic.
- 5) Provincial Coord.: Should receive the UCLA training; should receive an orientation at Episcopal Church Center and introductions to donor agencies in US for potential future funding to dioceses and province.
- 6) Evaluation Framework: Development officers, KERAWOP women, representatives of the Provincial Board, ODO and the Provincial Coordinator should have a workshop to set goals and objectives and develop a self-evaluation framework.

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OFFICE OF PRIVATE AND VOLUNTARY COOPERATION
AGENCY FOR INTERNATIONAL DEVELOPMENT

PVO INSTITUTIONAL DEVELOPMENT EVALUATION SERIES

FIELD REPORT NO. 2

EXECUTIVE SUMMARY

U.S. YMCA

AND

KENYA YMCA

International Science and Technology Institute, Inc.
1129 20th Street, N.W.
Washington, D.C. 20036

July 1986

Executive Summary

This evaluation of the YMCA is one of a series of AID/PVC evaluations of five private voluntary organizations, focusing on the area of institutional development and dealing with three broad issues:

- 1) Organization and management of the PVO, and whether certain management approaches and kinds of organizations are associated with more effective projects.
- 2) Process and kinds of assistance provided by the International PVO to the affiliate and the relationship between the type of assistance and the way it is given, and the effectiveness of the funded activities.
- 3) Long-term development resulting from the PVO-funded activities, and how the organization and management of the PVO, and the process and kinds of assistance provided by the International PVO to the affiliate affect these results, positively or negatively.

The specific purposes of the YMCA evaluation were to assess:

- 1) The effectiveness and efficiency of the YMCA in promoting development through institutionalization, i.e. the organization and management of the Y at different levels and between Y units and projects; the transfer of management and leadership skills at different levels of the Y system, and training effectiveness.
- 2) The development strategy, process and impact of Y assistance at different levels of the Y system.
- 3) YMCA strengths and weaknesses in aiding development in Kenya.

The Kenya YMCA was the central focus of this evaluation of institutional development. However, the evaluators also studied the role of the Africa Alliance, the International Division of the US YMCA headquarters and the Metropolitan Minneapolis YMCA, an urban YMCA with an active international program, in order to see the interrelationships of the various bodies of the YMCA and how their interactions and support to each other forward their work in international development.

The Kenya YMCA

Seventy-five years old in 1985, the Kenya YMCA has made great strides in the past fifteen years as it has moved from the restricted "club" that it was in colonial days to the effective development organization it has become. Following the enunciation of the Kampala Principles in 1973 at the 6th World Council of the World Alliance of YMCAs, at which the YMCA committed itself to undertaking a development orientation in its work, the Kenya Y began an expansion phase which took the Y from the urban city centers to the slums bordering the cities and, most importantly for development, to the rural areas to make the Y a "people's organization" responsive to their needs. Beginning with

several Y branches in Nairobi in 1970, the Y now has a network of 21 branches and 4 more awaiting initiation. Most of these branches are in small towns and rural areas, and focus on vocational training programs, nurseries, leadership training, agricultural production, income-generating projects, recreation, health and a variety of community activities.

As the Kenya Y has made the transition to a development organization, it has transformed itself institutionally to be relevant to the development needs of the larger society. This has included Africanization, adopting more development-oriented goals, structuring and managing the participation of thousands of people, developing governance, management and financial administration systems for the National Council and the 25 branches, running on-going training programs for staff and volunteers, fundraising and other activities required of a viable institution.

In the last few years, the Kenya Y has concentrated on consolidation and strengthening of the National Council, the branches and their projects. Development staff roles within the National Council have been institutionalized, and efforts have concentrated on strengthening the branches to inspire and support self-help activities. Training programs put on by the Africa Alliance and funded through the U.S. Matching Grant, focused on management and development skills with excellent results for branch secretaries and program managers. It was during this phase that community development seminars were carried out in 21 branches (also partially funded by the U.S. Matching Grant) which empowered local people to undertake self-help efforts and no longer look to headquarters for instruction, or indefinite financial support. To a substantial degree, the branches are now self-directed, self-financed and self-managed. The National Council's administrative budget is now wholly self-sufficient.

Particular Strengths of the Kenya YMCA

The Kenya YMCA has many strengths which serve its mission well as a development organization. They include:

- A well-developed institutional structure, with a strong administrative and management capacity, an ability to attract and retain professional and volunteer leadership, and the ability to set and accomplish goals.
- A shared definition of development arising out of the YMCA slogan of "Body, Mind, Spirit," which serves as a unified vision for the organization. The organization also enjoys a reputation for integrity, arising out of its foundation as a Christian organization.
- A community-oriented approach to development, which relies on the strength and commitment of people at the grassroots, as the best resource to solve local problems.
- A commitment to training and leadership development at all levels of the organization, which is evident throughout the organization's activities.
- Social development capability expressed through the Y's ability

to play a key role in the development of community cohesion and local leadership, through its training efforts, sports, recreation and other youth programs.

- Sustainability, in a financial sense through a self-reliant administrative budget, and programmatically through the organization's ability to recruit and retain talented, committed volunteers and staff, its long-term involvement in communities and linkages with government and other development efforts.

- Pan-African orientation, with linkages to the other Ys on the continent through the Africa Alliance, where learning and sharing take place on a regular basis.

- Ties to the world Y system which provides ideas, resources and sharing of expertise on all sides.

Key Problem Areas and Recommendations

As the Kenya Y has moved more into economic projects in the past few years, in an effort to broaden its development approach, it has struggled with making these projects viable. Two of the evaluators' recommendations focus principally on these projects.

- Need for analysis of economic projects: While the Kenya Y has successfully launched many projects, it has been unable to effectively analyze its projects to determine their strengths and weaknesses in order to make necessary corrections to move them along to the next stage. This need covers analysis of markets and local needs, assessment of economic returns from projects, appropriate training for small business development, and effective placement of and networking with graduates in viable economic activities.

- Need for a results orientation in projects: Y projects need clear and precise, short and long-term goals and objectives, results-oriented information gathering, monitoring and self-evaluation in order to successfully complete projects. This effort should include technical assistance from the National Council and from locally available resources in Kenya.

Two other recommendations focus more on the National Council and the leadership of the organization

- Need for more active identification and training of women leaders: While the Kenya YMCA has made significant progress in promoting equality of women within the organization, there is still an obvious lack of women in leadership positions. A more active and assertive effort should be made to identify and train women for greater participation in management and policy positions in the organization.

- Consideration of more publicity about Y development activities: Although the Kenya Y has become an effective and impressive small development organization, the impression on the part of many in Kenya is that it is a middle-class, sports and recreation group. If the Y were to better publicize its development programs, it would attract greater resources, make important linkages with other development

efforts, and perhaps increased membership. This may be a drain on limited staff resources but potentially quite valuable in the long run.

The U.S. YMCA and Its Role in Promoting Development

In an effort which paralleled the transformation of the Kenya YMCA into a development organization, the U.S. YMCA, and indeed the world Y system, began a serious involvement in development issues following the adoption of the Kampala Principles in 1973. Through a commitment of the Y leadership, generous grants from the Agency for International Development, EZE of Germany and others, and the use of substantial internal resources, the Y created a strong, albeit somewhat centralized capability to carry out development projects.

The World Alliance and the International Division of the US Y both carried out conferences and workshops to raise consciousness and develop skills on the part of Y national general secretaries from around the world. Criteria were developed to guide interested Ys in the U.S. in their efforts to become involved in international development.

In 1980, a decision was made by the YMCA to decentralize international development functions, apparently as a way to involve more people at the local Y level in development activities and thereby create a constituency and expertise for such efforts at the grassroots — where the greatest strength of the Y has always resided. Another motivation was the belief that giving freedom to local Ys to program the money they raise for development would increase the level of funding for international development which had been stagnating over several years.

This decision coincided with the move of the US headquarters from New York to Chicago, the reduction of the national staff from 400 to 200, and the International Division staff from 32 to 10.

Implementation of Decentralization

International functions devolved to four newly-created international offices for Africa, Asia, Latin America and Europe, based at US YMCAs with substantial prior involvement and expertise in these areas. In addition, three program support units were created for the Caribbean, the Middle East and the Pacific, again being housed in local Ys with experience in these regions. The New York YMCA was given responsibility for running International Program Services on behalf of the US Y system. Various committee structures were also created to involve greater numbers of staff and volunteers in development issues.

The International Division continues to play a key role in several areas. They are heavily involved in training, particularly in development education, training of trainers, and creation of training modules for the Y's Career Development Program, a required program in personnel development for branch staff. They also continue to develop and administer matching grants, and engage in extensive oversight, monitoring and liaison between US Ys and those in developing countries. Responsibility for the Overseas Personnel Program, the

Center for International Management Services, and support for and liaison to the regional alliances still rests with the International Division. Lastly, they are engaged in creating and providing information and development-related materials to be used in educating local Ys about international issues.

The International Division's management of the Matching Grant funding to the Kenya YMCA is an impressive example of effective and empowering assistance to a YMCA in a developing country. With a total of only \$129,000 given to seven projects (out of a possible sixty or more requests) over eight years, the grant has proven to have greatly assisted the Kenya YMCA in institutionalizing its development capability, in raising consciousness and building skills for development in all the branches of the Kenya Y, in promoting equality for women in the organization, and in enabling several vocational training projects to be launched. Over-all, the grants have proven to be cost-effective, timely, and have created multiplying and leveraging effects within the Kenya YMCA.

Assessment and Recommendations about Decentralization

While it is still too early to properly determine whether the decentralized approach has been successful, some trends appear to be emerging.

- Participation in development at the local level has grown, with increases in linkages from 1984 to 1985 at 29%, and in partnerships during the same period at 17%.

- Preliminary estimates from at least one reliable source indicate an increase in fundraising for international efforts from \$6-7 million before decentralization to a current estimate of up to \$13 million. This could not be substantiated, and is difficult to do, given the autonomy of local Ys, but a system for determining total US Y dollars going to international development should be devised.

While it appears that funding may have significantly increased, at least one program may become a victim of decentralization. The number of world service workers has decreased over the past four years, presumably due to funding. In the past, such workers were paid for by the International Division, at a cost of \$15,000 a year. Now that cost must be absorbed by the local Y which is sending the worker. One explanation is that local Ys interested in development may be choosing to put their money into other development projects rather than tying up such a large sum in one American worker.

- While many of the International Division's functions have been decentralized, many still remain. Both the Africa Alliance and the Kenya YMCA emphasized the need for the International Division to provide coordination, oversight, and technical assistance to US Ys with partnerships, and for Matching Grant activities, and to serve as a central channel for money transfers to projects in developing countries. While there is no way within the Y system to require local Ys to follow such procedures, strong encouragement ought to be given to them to do so, to ensure effective and efficient programs.

- The greatest danger in the decentralization approach is the

loss of professionalism in carrying out international development activities. The evaluators learned of at least a few instances of this occurring, and presumably more examples have taken place in such a widespread effort to spread out functions and responsibilities.

The International Division, in its variety of training efforts, information-dissemination activities, and oversight activities is working to increase the level of professionalism within the Y system. The importance of these efforts cannot be overemphasized and should be completely supported and encouraged by the leadership of the US YMCA, YMCAs in developing countries, and the donor agencies.

The decentralization process by the US YMCA is a bold effort to create much greater awareness and participation in international development throughout the local associations. Preliminary indications are that increased participation and funding are occurring. The most important challenge for the Y now is to ensure that the professionalism necessary to carry out effective development assistance is maintained and increased throughout the system.

Summary

It is clear from conducting this evaluation that the entire YMCA system has a strong and deep commitment to international development. The impressive efforts carried out since 1973 in making development programs an integral part of the YMCA mission are apparent, and carried out as they are through strong institutional structures such as the Kenya YMCA result in positive change for people in developing countries.

While we have made several recommendations to the YMCA about ways to improve their operations, both in Kenya and the US, we wish those to be considered as constructive suggestions within a positive evaluation of an organization which has reached an impressive stage of institutional development as a vehicle for development assistance.

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OFFICE OF PRIVATE AND VOLUNTARY COOPERATION
AGENCY FOR INTERNATIONAL DEVELOPMENT

PVO INSTITUTIONAL DEVELOPMENT EVALUATION SERIES
FIELD REPORT NO. 3

EXECUTIVE SUMMARY

GOODWILL INDUSTRIES OF AMERICA, INC.

AND

CARIBBEAN ASSOCIATION FOR THE REHABILITATION OF THE DISABLED (CARD)
CARIBBEAN

ASOCIACION PANAMENA DE INDUSTRIAS DE BUENA VOLUNTAD (APIBV)
PANAMA

JAIROS JIRI ASSOCIATION
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July 1986

Executive Summary

This evaluation of Goodwill Industries of America (GIA) is one of a series of AID/PVC evaluations of five private voluntary organizations, focusing on the area of institutional development and dealing with three broad issues:

- 1) Organization and management of the PVO, and whether certain management approaches and kinds of organizations are associated with more effective projects.
- 2) Process and kinds of assistance provided by the International PVO to the affiliate and the relationship between the type of assistance and the way it is given, and the effectiveness of the funded activities.
- 3) Long-term development resulting from the PVO-funded activities, and how the organization and management of the PVO, and the process and kinds of assistance provided by the International PVO to the affiliate affect these results, positively or negatively.

The work of Goodwill and its affiliates was evaluated in three places: in the Eastern Caribbean where the GIA affiliate is the Caribbean Association for the Rehabilitation of the Disabled (CARD); in Panama, where GIA's affiliate is the Panamanian Association of Goodwill Industries (APIBV); and in Zimbabwe, where the GIA affiliate is the Jairos Jiri Association (JJA). Each program illustrates a different form of GIA support. CARD represents an institutional development effort by GIA to assist in the formation and growth of CARD as a regional organization. GIA is also working to encourage the traditional workshops run by CARD's member organizations to change themselves into businesslike operations that are capable of providing sustained employment on a self-financing basis to persons with disabilities. GIA's assistance to APIBV in Panama is to develop a pilot Partnership with Industry (PWI) program, a job development approach which GIA believes may be an effective model for training and employment generation in developing countries. The focus of GIA assistance to the Jairos Jiri Association in Zimbabwe has been on staff development through training of key personnel in local Goodwill Industries in the United States as well as management seminars for other staff members at JJA in Zimbabwe.

In addition to the focus of the evaluation as described above, the evaluators also assessed the cost effectiveness and likely sustainability of each program, and its impact on the economic and social betterment of the target groups and on society's attitudes toward these groups.

Goodwill Industries of America

Founded in 1902, Goodwill Industries of America (GIA) is an international federation of private voluntary organizations which are not-for-profit business enterprises providing disabled and disadvantaged persons with both employment opportunities within their own enterprises and vocational training and placement in business and other organizations in their communities. There are currently 174 North American affiliates, and 44 affiliates in 30 countries outside the US and Canada. Twenty-three

affiliates are based in developing countries which receive AID assistance. Local Goodwill Industries are legally and financially independent, operating on business principles, and striving to sustain their entire operations through the sale of goods and services. GIA's international affiliates include traditional rehabilitation agencies which provide vocational training and productive employment in small industrial workshops; self-help organizations of disabled persons which operate projects that provide training and employment to their members; and national or regional associations of rehabilitation agencies which either operate vocational training programs or provide supportive services to their members.

GIA's International Department is part of the Executive National Office in Bethesda, Maryland. With a recent annual budget of \$275,000, the International Department provides technical and organizational development assistance, project funding and networking/brokering services to affiliates. The Department views its role :

Carribbean Association for the Rehabilitation of the Disabled

The first GIA affiliate to be evaluated was the Carribbean Association for the Rehabilitation of the Disabled (CARD). Founded in 1980 with GIA's assistance, CARD's creation was the result of GIA's consultations with its five Carribbean affiliates which showed the similarity of the problems they faced in working with the disabled in the region. A region-wide, membership organization, CARD's mission is to promote effective measures to prevent disabilities, and to rehabilitate disabled persons and assist them to fully participate in society. CARD's objectives in carrying out this mission include information dissemination, technical assistance in program planning, implementation and evaluation, training opportunities, identification of vocational opportunities for the disabled, identification of resources for members, and public awareness and advocacy for the rights of the disabled.

Examples of CARD's program activities are:

- A three-year training program in vocational management for workshop managers and supervisors, funded by the Canadian International Development Agency; sixteen workshop managers have completed this training.
- A three-year vocational training and employment development program to provide technical assistance in workshop management to member organizations. This was funded by GIA through the AID matching grant, and included start-up funds for the mini-industries program started in workshops in four countries.
- Co-sponsorship and organization of three regional conferences, one of which, the Carribbean Conference of Deafness, resulted in the formation of the Carribbean Association for the Hearing Impaired.

Assistance which GIA has given to CARD has focused on:

- Organizing and financing CARD's formative meeting and first training courses;
- Formulating its bylaws and selecting its staff;
- Providing start-up funds for the mini-industry program;
- Sponsoring participation of CARD representatives in seminars in the United States.

GIA's program focus has been to provide CARD and its members with technical and financial assistance in vocational training and employment creation. GIA's orientation in this assistance has been to assist rehabilitation workshops to begin to function as viable business entities, which can provide sustained employment on a self-financing basis to persons with disabilities. CARD is unique in the region in that it provides vocational education and employment support and services to members without regard to the type of disabled population served or whether members are traditional rehabilitation agencies or self-help organizations.

CARD's Accomplishments

Since CARD was constituted as a regional membership association in 1981, it has achieved the following:

1) CARD has successfully established and maintained itself for five years and has organized on-the-ground programs with a bare-bones budget. This is no small achievement in the Eastern Caribbean where regional organizations come and go and are accused of doing too little with too many resources. The moving force behind CARD's development was its first President and Executive Director, the Managing Director of the GIA affiliate in the Bahamas, who took the idea of CARD as proposed at a conference in 1980 and made it into the regional membership organization CARD is today. CARD's annual budget for 1984 and 1985 was US\$60,000, including yearly administrative costs of approximately US\$3,200. While GIA provides half of CARD's administrative and program support through the AID matching grant, CARD has met the rest of its budget through membership dues, donations and grants from other donors. GIA has assisted CARD in diversifying its funding base. CARD will continue to rely on outside funding for the foreseeable future.

2) CARD has formulated bylaws, structured itself, recruited interested and competent board members and staff, and presided over a smooth transition in leadership at both the Board and Executive Director levels. GIA provided assistance in the formulation of bylaws, selection of staff and training of board members. Since 1984, the organization has been administered by the Acting Executive Director, a Peace Corps Volunteer with a rehabilitation background. A new Executive Director was to be chosen in March, 1986.

3) Management training courses for workshop managers and technical assistance to workshops are important elements of CARD's program, and are viewed as important contributions by CARD members. The Melwood Horticulture Training Center, a US-based private non-profit organization concerned with the rehabilitation and employment of the disabled provides technical assistance to CARD through the matching grant. Their assistance focuses on management, organization and small business development. As a result of their continuing technical assistance, workshop managers without a business background have learned economic principles affecting their enterprises and have begun to incorporate sound business practices into their operations. In addition, workshop managers are re-examining their operations and establishing advisory boards to provide on-going leadership, management and accountability of the enterprises.

4) CARD co-sponsored and organized three regional conferences concerning issues of the disabled which stimulated the disabled rights movement and led to a critical re-examination of the progress and problems of existing programs. In addition, regional communications and working relationships were established. Perhaps most importantly, the conferences provided the opportunity for disabled people to develop self confidence as leaders; an outcome of the first conference was that CARD restructured its bylaws to include a mandate that one-third of its Board of Directors must be comprised of disabled people.

Major Issues

• CARD's Institutional Identity and Organizational Focus: In the beginning, CARD declared itself to be a regional umbrella organization for all organizations working with disabled populations in the Caribbean, and

expressed its intention to work on several areas which affect the disabled. This behavior offended the long-established regional organizations already working with the disabled, which perceived CARD as an unstart with neither the experience nor the authority to claim title to the role of regional coordinator and as a potential usurper of their respective turfs. Since then, CARD has been able to allay the suspicions of the regional rehabilitation community by focusing on vocational training and employment generation and by proving that it intends to cooperate with rather than compete with or co-opt other regional organizations. GIA has been helpful in assisting CARD to narrow its focus in this way.

In spite of a narrowed focus on vocational training and employment generation, CARD still continues to want to do many more things with very limited financial and human resources. Its 1985 bylaws list nine objectives for the organization, in addition to providing vocational opportunities. It is important for CARD to choose carefully which areas will be priorities for the organization. To not have done so thus far has adversely affected the organization's planning ability and the clarity of its projects.

The new President and Board of CARD are eager to make the necessary decisions to appropriately limit the focus of the organization. A new Executive Director was to be recruited in March, 1986. A vocational development advisor was to be recruited as a counterpart to the Melwood consultant. The Board was considering structuring itself into program committees to ensure more comprehensive program guidance and smoother administration and management. The Board members are all volunteers and located in different islands, with limited resources available for travel. This arrangement makes for good regional representation but poor planning, communication and follow-up. CARD was also planning to structure Board travel in particular regions for specific purposes and opportune moments, as a way of improving the functioning of the organization.

GIA and Melwood can support these efforts by providing training and technical assistance to CARD in determining a more focused program and in designing plans to meet long-term organizational targets.

● Role, Training and Priorities of the Boards of Directors: In the effort which CARD has undertaken to assist rehabilitation workshops and self-help groups to become businesslike entities able to generate sufficient income and become self-sustaining, the role of the Boards of Directors of the workshops is likely to be crucial to the success of this effort. They will be the main channel for contact with local businesses, the arbiters of the tensions arising between the managers and clients/workers, and the principle advocates of the goal of self sufficiency in a system where the welfare of the client has been the overriding reason for operations.

The importance of the role of the workshop managers has been recognized and training, support and guidance have been given to them. However, much less attention has been given to the board members. The board members need considerably more training and help in understanding what is expected of them and the dynamics of the change the workshops will be going through.

The CARD board of directors also need encouragement to attend board

meetings, to conduct the work of the subcommittees being formed, and to perform more liaison work on behalf of CARD with its constituent organizations.

Such attention to the Board of Directors of CARD and to the Boards of Directors of the workshops will be key to the successful development of CARD and of its program to shift the workshops into self-sustaining business operations.

● Accountability at All Levels: CARD has not done much planning in the past. As a result, the organization does not have interim or long-term goals expressed in numerical or specific terms either for itself or for its utilization of the financial support it receives from others. This situation inevitably reduces the sense of accountability of CARD and its member organizations, and probably tends to undermine their sense of accomplishment as well. The evaluation team got the impression that CARD's professional staff and many observers of its operations share this view; want to change it; and would welcome assistance in doing so.

The organizational measures to be taken by the new President, Executive Director, and Board of Directors need to include this aspect of accountability. GIA can help by providing technical assistance in planning, as well as requiring that their own agreements with CARD include measurable targets.

● Institutional Change: Perception, Reality and Pace: The mini-industry program was initiated to support vocational training and employment opportunities for the disabled by the creation of small manufacturing enterprises. These were to be run by CARD's organizational members, using local raw materials, and producing items requiring a relatively low level of technology which could be sold domestically and could compete with expensive imported products. Mini-industries were started in Dominica, Montserrat, Nevis and St. Lucia, and items such as coat hangers, potscrubbers and chalk were produced.

This mini-industry program was undertaken without an appreciation of the complexities and changes which would be required, and without proper planning. The program was initiated based on experiences in the Bahamas and Jamaica without examining important environmental and resource-based differences. No canvassing of potential local support or interest was done; no analysis of the institutional capability of the targetted organizations was done; no financial analysis of the enterprises was done to determine their likely profitability, nor was there any analysis of market forces which would affect the potential of the industries. For these and other reasons, the program got off to a slow and snaky start.

The nature of this program will require its members to make the jump from operating educational and social welfare programs to operating business enterprises. This is not an easy task and requires modifications of established administrative systems, organizational operating principles and management approaches, as well as attitudinal changes. CARD's ability to assist its member organizations in this transition will depend on its recognition of the complexity of the task and on the design and implementation of an effective program of action to address the problems. CARD's intended management training courses, as well as the on-going

technical assistance in board and organization development are steps in the right direction. The commitment of the member organizations to adopt new operating principles and management styles will be the key to the success of this endeavor.

The greatest achievement of this program thus far has been that through the efforts to establish the industries, the member organizations have begun:

- 1) To recognize the problems confronting the operation of viable businesses;
- 2) To realize the important organizational and attitudinal changes which must take place within the workshop setting in order to run viable business enterprises; and
- 3) To identify the need for and obtain technical assistance from Melwood to support further development.

● The Role of the Disabled Persons in the Workshops: As the workshops make the transition from a charitable, social welfare approach to a more businesslike orientation, changes in the roles of staff, board members and clients will take place and will need to be examined. Tensions are likely to arise as workshop managers make the shift from working "for" the disabled to working with them as business managers. The disabled, as they become more production-minded, will become more assertive and desirous of taking charge of their lives, and will want to seek more authority. While such tensions are natural in a stage of dramatic organizational growth and change, they could become disruptive if they are not dealt with appropriately. CARD and GIA need to be prepared to deal with these tensions before they become destructive. Special training and guidance should be given to workshop managers so that they will be sensitive to such tensions and are able to deal with them constructively.

● Social and Economic Impact: CARD's actions have had little impact on the economic and social conditions of the countries in which it has member organizations, because of the small number of people involved in its programs and the relative isolation of the disabled communities within the national development settings. Impact is unlikely to be significant at a national level in the foreseeable future. Nevertheless, CARD has made an impact on the awareness level of the disabled and those working with the disabled, by supporting a business approach as an alternative to the traditional social welfare focus of CARD affiliates, and by sponsoring the travel of disabled persons to conferences and workshops. Given the small size of most of the economies, should CARD's efforts to produce businesslike workshops be successful and their coverage expanded to include most of the disabled of these countries, the impact could be consequential. In order to do this, CARD needs to direct and channel the energies of the affiliates' leaders, continue its business management technical assistance and training efforts, and develop a well-focused plan of action.

● Integration with Other Development Efforts: CARD affiliates have operated in a somewhat isolated fashion from the mainstream of national development, at least partly due to the social service orientation of CARD affiliates and society's perception of the disabled. Because of this, local resources have been overlooked. In some Eastern Caribbean countries, vocational training resources are available from the OAS/USAID sponsored Special Training Program and technical assistance and financial resources are available from the National Development Foundations. Both might be sources of support to CARD and its affiliates.

CARD has made an effort, through a Melwood-organized course, to support its affiliates in their efforts to identify and tap locally available resources, but more is required. The affiliates need to follow up with national development organizations to determine how best to make use of the locally available resources. CARD should support this effort on the part of the affiliates.

Assessment of GIA Assistance

1. GIA has had a significant impact on the thought of persons working with the disabled in the Eastern Carribean in that many of them appear to be convinced that they should place the emphasis of their work on creating businesslike organizations to provide sustained employment for their disabled clients.
2. GIA played a key role in establishing CARD and assisting it to be a viable institution in the region. Through assistance in organizing and financing the first formative meeting of CARD and its first training courses, formulating its bylaws and selecting its staff, providing start-up funds for the mini-industry program, and sponsoring the participation of CARD representatives in seminars in the US, GIA significantly helped to launch CARD.
3. GIA has provided important management training and technical assistance for workshop managers. However, more training is needed, particularly with the Board of Directors of CARD, and the boards of the member organizations in how to deal with social and organizational tensions arising under the program.
4. It seems that GIA underestimated the level of resources and time needed to achieve the results expected. Moreover, no specific targets were set, thus making it hard to measure accomplishment. GIA must now create specific targets and a system for measuring progress toward them. GIA should also become more active in offering guidance and support.
5. It is too early to determine with any accuracy the cost effectiveness of the CARD program since changes in workshop operations anticipated by the training programs have not yet translated into concrete economic benefits. GIA has provided a total of approximately \$120,000 to CARD over a three-year period for program and technical support and training. Since the level of support provided by GIA is so modest, the program is likely to be cost effective if it results in any lasting improvements through the CARD program.

Major Recommendations

For CARD:

1) The Board of CARD should further clarify the focus of the organization's efforts; review and approve the operational plans prepared by the staff to assure that they are compatible with that focus and have sufficient specificity to permit accountability for performance; and initiate a major effort to identify new sources of financial support.

2) Members of the Board of Directors of CARD should participate

actively in the committees and provide liaison between CARD and its constituent members.

3) CARD should pay increased attention to the work of the Boards of Directors of its member workshops and to preparing and supporting the members of these boards in their work.

4) CARD should give priority in its budget to funding a counterpart position for the Melwood advisor and should seek the cooperation of GIA, the Peace Corps or other external agencies in providing staff support for the new Executive Director upon the departure of the current Peace Corps volunteer who is currently acting as CARD's Executive Director.

For GIA:

1) GIA should consider increasing the level and intensity of its assistance to CARD. This should include an agreement with CARD as to what specific program targets will be supported by GIA and a periodic review with CARD of progress made toward those targets.

2) In its future work with CARD, GIA should pay particular attention to the role and needs of the Board of Directors, and provide training which would help CARD and its members deal with conflict resolution and the social and organizational tensions likely to accompany the program's implementation.

3) GIA should consider providing: assistance for feasibility studies of new activities by the workshops; funding for attendance at subcommittee meetings by members of the Board of CARD; and funding to cover costs of the staff mentioned in Recommendation #4 above. Such consideration should take place in the context of a plan by CARD to identify new sources of financial support.

For AID:

1) AID should encourage GIA to use specific targets in its programs and to seek accountability from CARD and GIA of progress made on these targets. In doing so, AID should be realistic regarding what can be accomplished with the level of resources which AID is able to provide.

Panamanian Association of Goodwill Industries (APIBV)

The Panamanian Association of Goodwill Industries (APIBV), a non-profit social service organization, was created in 1970. The general objectives of the organization are:

- 1) To offer physically and mentally disabled people the opportunity to support their own social and economic development through rehabilitation, training and work in sheltered workshops;
- 2) To offer the country new sources of productivity through the incorporation and support of disabled persons in the labor force; and
- 3) To publicize the benefits of training people with disabilities.

The specific tasks of the organization are to:

- 1) Carry out vocational diagnosis and pre-vocational evaluation;
- 2) Provide physically and mentally disabled persons with pre-vocational and work adjustment training; and
- 3) Provide a basis for the incorporation into the labor force of mentally and physically disabled persons through competitive employment, the organization of cooperatives and independent work.

Until 1981, APIBV based its programs on the traditional social service model of rehabilitation (the operation of training workshops for the disabled within a rehabilitation agency) which resulted in serious financial difficulties for the organization and an almost negligible employment placement rate. In 1982, APIBV initiated a series of reforms to strengthen the organization, with the main objective being to increase workshop production by converting operations into self-financing sheltered workshops within a four-year period. By December, 1984, APIBV workshop production and sales covered 71% of the operating costs of the organization.

Presently APIBV supports the rehabilitation and employment of 60 disabled workers in four areas of production -- carpentry, sewing, packing and door production; employs 15 technical and administrative staff members; and has an organizational budget of approximately US\$100,000.

GIA Assistance to APIBV

In June, 1985, APIBV and GIA agreed to establish a Partnership with Industry (PWI) program in Panama, known there as Alianza con el Comercio y la Industria (ACI). The PWI program differs from the traditional vocational rehabilitation model in the following ways:

- 1) Job opportunities in the local economy are determined before training programs are established;
- 2) Members of the business and industrial community form a partnership with the local rehabilitation agency and assume a senior management responsibility for the program; and

3) Training is conducted in the business or industry rather than only in the facilities of the rehabilitation agency.

GIA agreed to:

- Provide US\$25,000 to the program for one year;
- Organize and finance a study trip to the US for the ACI director;
- Produce a manual in Spanish explaining the program and how to develop it;
- Arrange technical consultancies by GIA or other personnel; and
- Continue technical assistance and training as well as establish contacts with organizations which could provide technical or financial assistance.

APIBV agreed to:

- Establish and manage an ACI program based on the principles set forward in the manual and adapted to local conditions;
- Document the development of the program, maintaining cost and benefit data to determine its effectiveness and to enable it to compare costs and benefits with other training programs;
- Organize an ACI advisory council from the business community;
- Hire a full-time director;
- Develop a plan for the program; and
- Select areas of potential training.

APIBV also agreed to consult with GIA before making any basic decisions about the program.

Functioning of the ACI Program

The present Panamanian Labor Code is a key factor in how the ACI program operates. Important elements of the code are:

- 1) It is difficult to impossible for an employer to dismiss any permanent employee for cause or even because of falling demand for the output of business;
- 2) It provides that after a certain time period of any type of employment a worker will be considered to be a permanent employee;
- 3) It prevents a worker from waiving his right to the protections of the Labor Code or of the Social Security legislation (Social security legislation adds approximately 40% of the salary level to the cost of employment); and
- 4) It prohibits private persons and organizations from performing the services of an employment agency.

The result of the code is that employers want to have as few permanent employees as possible and to use temporary employees instead. Many employees are dismissed from their jobs before achieving permanent status, irrespective of performance or need. There does not seem to be an organized system for providing temporary workers to employers. This is an important factor for the ACI program in that any reliable system for obtaining temporary workers, handicapped or not, is attractive. However, it is also extremely difficult to convince an employer to take on a

handicapped person, or anyone, as a permanent employee.

The goal of the program is to place ACI's temporary employees in permanent positions in private industry. Given the labor code, the ACI program plans to function in the following way. The ACI program employs disabled clients as trainees for the first two months, and under temporary contracts with employers for the next four months. In the beginning of the seventh month, the employee is let go, and all accounts with ACI are settled. Ideally, it is during the seventh month when the employee, through ACI, will have found permanent employment with this temporary employer, or elsewhere through the Ministry of Labor Special Placement Service. If the employee has not been able to secure a permanent position, s/he can come back to ACI in the eighth month and begin a new cycle of a four month temporary employment contract.

Accomplishments of the ACI Program

The ACI program was established in September, 1985, and run on an experimental basis through December, 1985. In the first six months of operation, it has accomplished the following.

1. The ACI has a full-time director, dynamic and well prepared, who has produced an annual plan and budget for the program. Two major areas of employment have been determined: packing and classification of products, and door installation. The ACI Program relies on other entities for sources of clients and evaluation services. While the ACI operates out of the APIBV workshop site, it is viewed as separate from the ongoing APIBV operations.

2. The Business Advisory Board was constituted during the fall, 1985. Its chairman is a businessman who has had a long and active association with APIBV, and who has been at the center of the effort to start ACI. The other six members are local entrepreneurs and professional people with skills useful to the operation. The ACI Advisory Board is both independent from the Board of APIBV and responsible to it. The Advisory Board plays a large role in identifying actual areas of employment before training begins.

3. In the first six months of operation, ACI has sponsored on-the job training and found permanent employment for five clients and temporary employment for twelve clients. In comparison, APIBV sheltered workshops have graduated 65 clients in the last 15 years of operation. It is unknown whether or not these clients secured or retained employment.

The current ACI program plan estimates that by employing 40 people per month, reaching a 100% permanent placement rate of 70 disabled clients per year, and maintaining a steady influx of pre-evaluated disabled clients, the program can become self-financing.

Major Institutional Issues

● The Separate Nature of the ACI and APIBV Workshops: GIA and APIBV agreed to operate the ACI program on an experimental basis under the auspices of APIBV, but to keep it separate from the on-going operations. This separateness of ACI within APIBV has proven to be a mixed blessing.

Positive aspects are:

- ACI is identified with APIBV which has a good reputation in the local business community;
- ACI's Director can devote full-time to getting the program established;
- The programs have different foci, with ACI establishing a range of contacts with business, government and private organizations, while APIBV's workshops operate in a more insular and isolated fashion;
- ACI has access to the business community through the APIBV board and can also seek Advisory Council members from outside the APIBV network;
- Theoretically, ACI can be an out-placement service for the rehabilitation and training activities of the APIBV workshops; and
- The administrative separation of ACI within APIBV provides a basis for analyzing and comparing ACI costs and results with those of other operations.

Negative effects are:

- Recruiting the previous director of APIBV as the new director of ACI has created problems for APIBV. First, annual plans and budgets for APIBV have not been completed, nor has an analysis been done for the effective use of the expanded workshop space for APIBV which will be ready by mid-1986. The implementation of the APIBV workshop program seems to be running on an even keel, but the future planning of the organization remains in question.

Second, because of differences in personality and orientation, experience and training, there is tension between the previous Director (now in charge of ACI) and the new APIBV Director which could cause problems for both programs. The new Director is reluctant to out-place the most highly trained and productive clients through the ACI program, since the whole APIBV operation is supported by income from the workshops.

Third, the structure of the overall APIBV organization is not clear. Some staff and board members see ACI as a program department of the overall organization, while others see APIBV and ACI as two independent operations with interlocking but independent boards. While both descriptions are accurate to some degree, a clear definition of one structure needs to be decided upon to lessen the confusion, particularly as the two operations grow.

Need for a More Active Business Advisory Council: One of the keys to the success of the ACI program will be the active involvement of the Advisory Council, particularly given the business community's aversion to hiring additional workers. The types of services for which ACI should be providing training need to be determined, and the demand for ACI's services needs to be created in the business community. The Advisory Council and the Board of APIBV can be helpful in this by hiring disabled workers in their own enterprises and by encouraging businessmen who have hired disabled workers to speak about their experiences.

In the long run, if ACI begins to develop into a permanent temporary employment service, as a result of the difficulties of placing people into

permanent employment, the feasibility of creating such a service needs to be determined and training of the staff to run such a service will have to be undertaken. These tasks require the guidance of the advisory council. Such tasks are probably more demanding of the council's time than is usually expected of members of boards of charitable institutions. This needs to be recognized and dealt with. The advisory council will need to call on other members of the business community for assistance. One source, of course, is the APIBV board, although they will be called on for greater assistance as APIBV, itself, grows. In both of these endeavors, close collaboration will be required between the ACI advisory council and the APIBV board.

It seems that GIA has not taken a sufficiently aggressive position in offering advice to the Board of Directors of APIBV or the Advisory Council of ACI on the operation of the program. The evaluation team found that the people involved with the ACI program would welcome further involvement by GIA in the work with the Council. A more active GIA role appears to be important for the future success of the program.

● Attention to the Role of the Disabled in Decision Making and Administrative and Managerial Positions: Presently, disabled persons are not actively recruited to fill administrative, managerial and technical positions within the APIBV program. This has been consistent with the view, held by the public, businesspeople and some of the disabled, themselves, that rehabilitation work is charity rather than self-help work. However, as the disabled move from the sheltered workshops of APIBV to the open job market through ACI, they will see -- and likely resent -- the differences in wage levels paid by APIBV as opposed to other employers. Moreover, if the APIBV program insists on keeping its best trained and productive workers rather than allowing them to be placed through the ACI program, the workshop pay scale will cause resentments which could be directed toward both APIBV and ACI. The extent to which ACI and workshop staff anticipate these problems and are prepared to deal with them in a positive way will determine whether both programs are perceived by the disabled as promoting and serving their needs or exploiting their labor.

Training and placing qualified disabled clients in administrative, managerial and technical positions within the APIBV operations could provide important role models for other disabled clients, and provide APIBV management clearer insights into the delicate but important area of increasing awareness and attitudinal change on the part of disabled clients. This would also help with education of the public about the disabled, community outreach and improving the image of the disabled worker. ACI should consider the possibility of recruiting a disabled client to work with the present Director and to receive on-the-job training in the administration and management of the ACI.

● Potential for Financial Self-Sufficiency of the ACI: The products of ACI are work-ready and trained, disabled workers. The revenues of the enterprise are dependent on the margin earned between the price paid for labor to ACI by private industry and the wages ACI pays its clients. The financial viability of ACI will be linked to how successfully it changes businessmen's attitudes towards employing disabled workers; attracts disabled clients who can be made a part of the labor pool with little additional training; and effectively orients and trains its clients.

If the program's goal is permanent placement, two additional factors come into play: how well it maintains a healthy out-placement program for permanent employment of the disabled, and how well it maintains a steady influx of work-ready trainees. If employment conditions result in ACI running a temporary employment service, two other factors must be considered: an expansion of the number of positions available to the disabled within the business community, and diversification of areas of potential temporary employment.

As long as administrative costs of the project remain at budgeted levels, the project will need continued subsidies. Subsidies for client evaluation and training or the direct provision of those services either through APIBV, or responsible governmental agencies, will be necessary as long as the ACI is to be effective in providing productive services to the business community. Subsidies for current operations will also be required if the enterprise is to operate on an equitable basis by including social benefits for workers. The ACI is a complicated endeavor that will require at least two to three years of high fixed costs to get it off the ground. Operating costs subsidies on the average of US\$10,000/year will be required for at least the next two years, and possibly a third.

- Management and Administrative Systems: If, as may be necessary, the ACI program becomes a temporary employment service, it will require a higher degree of managerial and administrative support than a permanent placement service. Placements into diverse fields of employment will require funds for training in particular technical areas, and agreements with businesses or vocational training programs to provide the training. As this occurs, administrative systems, coordination, managerial and supervisory tasks all will become more complicated. The Business Advisory Council will have to play a greater role in assisting ACI to modify its administrative systems. Technical assistance in financial projections and business plans will also be necessary.

- Social and Economic Impact: It is too early to come to conclusions as to the probable social and economic impact of the program. However, the ACI program has made progress in training and placing previously unemployed disabled clients in regular employment, and incomes have increased for the few people involved in the program to date.

Because of the small number of people involved in the program and the newness of the program, there has been no impact on the social and economic life of the nation, and no likelihood for a significant impact in the near future. However, there is potential for such an impact in the long run if ACI consolidates its network among government agencies and the business and rehabilitation community; expands both the number and the type of positions that are open to the disabled; and continues to work on changing the attitudes of the business community toward employing the disabled.

Key Program Issues

There are several important program issues which will be critical to the successful development of the ACI program.

- Given the labor code and the reluctance of employers to hire additional permanent employees, the basic premise of the PWI program is in

jeopardy, i.e., that disabled persons will be well qualified to compete for permanent jobs upon completion of their training. Although efforts to find permanent employment should not be abandoned, ACI should consciously plan for a situation in which such permanent employment is not the normal outcome.

- If ACI ends up running a temporary employment service because of the absence of permanent jobs, it will have to: expand the number of positions available to disabled persons within the business community; expand the sources of previously evaluated and trained disabled clients; and diversify areas of potential employment from those now in the program.

Given the great demand by private industry for temporary employees, skilled disabled temporary workers will have a competitive position in the labor market if major attitudinal barriers toward employing disabled persons can be overcome.

A second, equally important need will be to maintain a constant source of pre-evaluated, work-ready and skilled disabled workers. The most natural source of such workers is the APIBV sheltered workshops. However, as mentioned, the Director is reluctant to release employees because the whole APIBV operation is supported by income from the workshops. This conflict must be resolved for the good of both programs. ACI also needs to establish relationships with other training entities which would be reliable sources of clients.

Lastly, the long term success and financial viability of the ACI will also depend on its ability to diversify its areas of employment. Additional temporary positions in the private sector that disabled clients can fill must be identified, and training in new fields must be provided.

Assessment of GIA Assistance

1. GIA was successful in getting the innovative concept of ACI accepted by APIBV, and played a key role in launching the organization. Its role in planning prior to the signing of the Memorandum of Understanding, and its study tour for the new ACI director both helped to lay the groundwork for the organization and prepare the director for a leadership role.
2. GIA provided a total of \$31,000 to APIBV over a two-year period. Because the ACI is so new, it is too soon to determine the cost effectiveness of the approach. However, the program has produced important economic benefits for the number of people involved in it, and has recuperated some costs of operation. These trends may continue although more resources will have to be invested in planning and staffing. Given the potential of the program, and the modest level of assistance, GIA's assistance is likely to be cost effective if it results in any lasting improvements through the ACI program.
3. GIA and APIBV may have underestimated the time and resources it will take to put the ACI program on a self sustaining basis. The plan's major failings are to assume that permanent jobs will be found for most graduates and that the training necessary for participants will be available in other entities. It also appears that staff, financial resources and voluntary boards may be already over-extended. The resources and time may be

inadequate to respond to expectations of significant impact in increasing income and generating employment under the new matching grant period.

4. Although GIA did foresee potential negative aspects of operating a PWI program together with more traditional activities, GIA may have underestimated the support needed to resolve those problems as they develop. The conflict between the perceived needs of APIBV and ACI, the strain between the two directors, the decline in attention paid to planning for APIBV, and the potential rivalry between the APIBV Board of Directors and the ACI Advisory Council are all areas requiring attention. The failure to take adequate corrective action on these issues was probably due to the limited time which GIA personnel could devote to the implementation of the program and the fear of being seen as too intrusive.

Major Recommendations

1. GIA should explore with the APIBV Board of Directors and the ACI Advisory Council what assistance GIA might provide to the boards concerning their operation and the support which they and volunteers from the Panamanian business community might give to the development and implementation of the ACI program.
2. The ACI program should give priority to expanding the size and scope of the Advisory Council and to involving more members of the business community in Panama in the work of the program, including generating demand for employment services and providing advisory services to the staff of the program.
3. GIA and the Advisory Council of the ACI should review the prospects for achieving permanent jobs for graduates of the ACI program and the implications of creating a permanent, temporary workers service. In the review emphasis should be given to the need for training and support for the persons who would manage such a service and of the magnitude of business which will be needed to sustain it. Attention also should be paid to whether funds need to be raised for the training of disabled persons before they are placed in industry and offices for temporary work.
4. GIA, the APIBV Board of Directors and the ACI Advisory Council should review the relationship between the ACI program and the other on-going work of APIBV. The purpose of the review should be: 1) To determine whether, and if so, to what extent, the ACI program should take advantage of the productive workshops as places of training and sources of participants, or whether the ACI program should secure the collaboration of other training entities, such as commercial industries, educational/training institutions, and government or private vocational training programs; and 2) To ensure that the administrative and professional staff of both programs work in a complementary and coordinated way.
5. APIBV, with the assistance, of GIA, should review the nature and extent of the accomplishments expected from the current and planned activities. Special attention should be placed on the realism of current estimates concerning the date by which the ACI program can be self-sustaining and the amount of external technical and financial resources which will be necessary to achieve that result. The result of the review should then be discussed with AID.

6. GIA should consider with APIBV what steps might be taken to prepare for the assumption by disabled persons of positions of responsibility and public profile in the work of the ACI program and the other activities of APIBV. GIA should offer the lessons it has learned in the US and in other areas of the world on how best to prepare for this evolution and to avoid the organizational tension that can arise in the process.

Jairos Jiri Association

The major evaluations of GIA grant-supported activities were done in the Caribbean and Panama. This evaluation of the JJA consisted of only a two-day visit to the organization and its centers, and was done in order to be able to compare a third approach of the same PVO.

JJA is one of the most well-established GIA affiliates, having been founded in 1950. The Association has 15 centers and operates 14 constituent branches throughout the country. It is the largest voluntary rehabilitative agency in the country, and one of the biggest private organizations on the continent of Africa.

GIA Assistance to JJA

GIA's assistance to JJA has focused on human resource development, which consisted of U.S.-based training of 5 JJA staff and the sponsorship of management seminars for other JJA staff. The current Chief Executive Officer of JJA participated in GIA's Executive Training Program, which emphasizes management, for one year and worked at the Milwaukee, Wisconsin Goodwill Industries. Two other senior staff, Mr. Seso Moyo and Mr. Simplicio Moyo studied management and rehabilitation. Seso also studied trainee evaluation and placement, and Simplicio studied production. They both were based at local Goodwill Industries in the US and had work assignments there. Mr. Amos Mpofu and Mr. Jonas Langwane received technical training, in electronics and small engine repair, respectively, and were also based at local US Goodwill Industries.

Analysis of Training and Costs

An analysis of the training shows that the selection of the candidates has thus far proven to have been appropriate although for Simplicio Moyo, Amos Mpofu and Jonas Langwane, it is too early to determine how well they are able to apply their training. Placements at Goodwill Industries facilities and training institutions appear to be mixed, with some excellent experiences having been noted, and some less than satisfactory arrangements occurring as well. Adjustment to the US was not viewed as a problem by the trainees, although this is a surprise to the evaluator given general experiences of foreign students, and in particular, given some of the living arrangements of the JJA trainees.

Lastly, the management training received by the three senior staff seems to have been effective and is resulting in the strengthening of the organization and management of JJA and its programs. In particular, the adoption of American participatory management techniques by the three senior staff and their move away from the British hierarchical management style which is a holdover from colonial days before Zimbabwean independence is an important step which has been well received by the staff of JJA. For the technical training, it is too early to judge the results.

It is clear that the GIA assistance in human resource development has contributed to a strengthening of management and administrative practices and greater professionalism, and may result in more relevant selection, training and employment preparation for students at JJA -- all of which are important elements of institution building. Since many donors are not interested in funding human resource development, the willingness of GIA to

focus on this area is all the more important.

Recommendations

If GIA intends to bring more people from affiliates to training in the US, it is important for them to focus carefully on placements at GIAs so that maximum advantage can be taken of resources available within the GIA system and so that the trainee gets the most relevant training possible. Local options for training in the affiliate's home country should be fully explored before making the decision to bring people to the US. Total costs for the GIA program were \$96,536, a reasonable budget for training of the four staff members in the US, technical assistance, and in-country management seminars. If the technical training turns out to be as successful as the management training has been, the program will have been relatively cost effective. Nevertheless, training in the US is an expensive proposition when compared to training within the country under local conditions, and each training decision should be considered in light of this expense and the question of relevancy of the particular training to the future work of the trainee.

Lastly, a bonding arrangement should be required of any trainee coming to the US so that he or she will remain at the affiliate for a designated period of years after returning home from training.

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OFFICE OF PRIVATE AND VOLUNTARY COOPERATION
AGENCY FOR INTERNATIONAL DEVELOPMENT

PVO INSTITUTIONAL DEVELOPMENT EVALUATION SERIES
FIELD REPORT NO. 4

EXECUTIVE SUMMARY

SAVE THE CHILDREN FEDERATION

AND

FUNDACION DE DESARROLLADO COMUNIDAD (FUDECO)
DOMINICAN REPUBLIC

International Science and Technology Institute, Inc.
1129 20th Street, N.W.
Washington, D.C. 20036

July 1986

Executive Summary

This evaluation of Save the Children Federation is one of a series of AID/PVC evaluations of five private voluntary organizations, focusing on the area of institutional development and dealing with three broad issues:

- 1) Organization and management of the PVO, and whether certain management approaches and kinds of organizations are associated with more effective projects.
- 2) Process and kinds of assistance provided by the International PVO to the affiliate; and the relationship between the type of assistance and the way it is given, and the effectiveness of the funded activities.
- 3) Long-term development resulting from the PVO-funded activities, and how the organization and management of the PVO, and the process and kinds of assistance provided by the International PVO to the affiliate affect these results positively or negatively.

In the case of this particular evaluation, the SCF affiliate, the Foundation for Community Development (FUDECO) of the Dominican Republic was the organization studied. In addition to the evaluation issues stated above, of particular importance to the evaluators were the extent to which FUDECO's programs were being conducted in a sustainable manner, and which aspects of the FUDECO approach were likely to be replicable.

History of Save the Children in the Dominican Republic

Save the Children (SCF) began working in the Dominican Republic in the late 1960's. In 1972, it undertook its first integrated rural development project in an area of the northwestern part of the country adjacent to the Haitian frontier, approximately five hours' drive from the capitol of Santo Domingo. In 1974, the activities were legally incorporated into the Foundation for Community Development (FUDECO), a non-profit organization with a Dominican board of directors. During the period of 1975-79, SCF first began to utilize its community-based integrated rural development (CBIRD) methodology. In 1979, the current executive director of FUDECO was appointed, and FUDECO expanded its operations to an area in the southwestern part of the country, about four hours' drive from Santo Domingo, and five hours from the other area of FUDECO's field operations.

The focus of FUDECO's operations shifted somewhat from community development to the promotion of agricultural production, and it decided to work nearly exclusively through the system of farmer associations which existed or was developing in both of its areas of operations. Although it continued to receive a large share of its financial support from SCF, in other respects, FUDECO had become a fully independent and self-reliant organization.

FUDECO's Present Program and Methodology

FUDECO's operations now include training; the demonstration of

appropriate technologies and improved agriculture techniques; extension visits; the construction of infrastructure projects such as small dams and irrigation and water distribution systems; the operation of plants producing improved animal feed, a high quality breed of pigs and pork products; and programs to improve health and nutrition through training, the construction of latrines, Lorena stoves and better rural housing. Since 1983, FUDECO has provided credit for agricultural production and for the purchase and raising of livestock. As an affiliate of SCF, FUDECO continues the traditional program of child sponsorship.

FUDECO's target group of beneficiaries are farmers (and their families) who are members of organized farmers' agricultural associations and mothers' clubs in the project areas. These farmers are small landholders. They cannot get institutional credit from agrarian or commercial banks unless they have loan guarantees or irrigated land, nor are they eligible to receive credit from nearby savings and loan associations because they usually don't have savings. The available credit source is money lenders who make short-term loans at rates reported to be as high as 20% monthly and provide transport of the production to nearby markets.

FUDECO receives most of its funding from SCF, the Inter-American Development Bank, and the German and Canadian governments' development programs. It has received major support from the Inter-American Foundation in the past, and is seeking to renew that support. It receives only about 5% of its funding from domestic resources -- most of that from counterpart funds of the Technical Secretariat of the Office of the President.

FUDECO's methodology is based on three main pillars:

- The use of a center (called a CAOTACO) in each area of operations to provide training and demonstration and to serve as a base for extension and outreach services;
- The availability and, to the extent possible, integration of all the elements needed for an effective rural development program;
- Reliance on a participatory approach which involves staff members living in the areas in which they work and the farmers' associations having authority to decide on the programs and activities to be supported and being expected to provide all the unskilled labor needed to carry out those activities.

Relationship of SCF and FUDECO

FUDECO represents the evolution of the SCF approach to community development in the Dominican Republic. In the early 1970's, when SCF decided to experiment with a new approach of utilizing all the child sponsorship funds for community projects, Loma de Cabrera was selected as the area because of its need and its isolation from other development efforts. From 1972-75, SCF worked through the Dominican organization, The Citizens' Committee, directed by a Dominican who had worked for the Committee in its social development program in the late 1960's and early 1970's. Two US interns sent by SCF in 1975 helped the program to expand geographically; and with USAID/DR financial assistance from 1975-79, SCF organized its program efforts more in terms of municipalities (or clusters of communities) than in terms of

intensive efforts in individual village.

The appointment of the current Dominican Executive Director in 1979 was an important event. He and SCF shared a vision of creating a SCF affiliate, with a Dominican director and board of directors. This vision was implemented, and FUDECO began to play a larger role in development in the DR, expanding its program to the southwestern part of the country, shifting its emphasis to promotion of agricultural production and deciding to work almost exclusively with farmers' associations, because of their active role in bringing together farmers with similar problems.

Throughout the transition phase to a new relationship, SCF and FUDECO communicated extensively about FUDECO's role and direction. Although now legally autonomous, FUDECO informs SCF of all its efforts, even if the financial resources for the activity come from other sources. FUDECO's director informs SCF of all its proposed activities, and SCF provides technical advice and training opportunities for FUDECO's staff.

SCF pays the salary cost of the FUDECO Executive Director, and prepares his annual evaluation. SCF also provides an annual financial contribution to FUDECO which can be considered as the base of support for its programs. SCF currently provides 46% of FUDECO's total resources, and is budgeted to provide 54% in FY 86-87.

FUDECO follows the CBIRD and participatory methodology, combined with training and community-based projects, characteristic of other SCF programs. What distinguishes the current FUDECO program from most other SCF country programs are the use of a training center (the CAOTACO) and the major emphasis that the organization is placing on providing credit.

Major Strengths of FUDECO

FUDECO has several organizational strengths which have served it well in its development as an institution.

- Quality and Utilization of Staff: Both SCF, in earlier days, and FUDECO, in the present, have placed unusual emphasis on selecting employees who are professionally well-prepared and effective in carrying out the participatory methodology. Staff are willing to live in project areas in a style consistent with those areas; indeed, several are from the areas, themselves. Buildup of staff has been slow enough to allow for careful, appropriate selection and training of employees to best meet the needs of the organization.

The critical unit in the FUDECO model is its area office, headed by an area director, responsible for all activities in the program area. While the Santo Domingo office is technically responsible for final approval of projects, it sees itself as a "support office" and through this attitude, fosters more active discussion and decision-making in the area offices. In the area offices, staff members work on teams which are responsible for project sub-areas. These staff members are actively involved in all projects, thereby creating an effective network of communication to communities and associations with which FUDECO works.

- Importance of Leadership: Although it appreciated the value

of a participatory approach, SCF recognized the importance of leadership and chose as FUDECO's director a person who had a vigorous and commanding approach, which could have been perceived as inconsistent with a participatory program. However, SCF put its confidence in him and gave him the leeway to develop FUDECO into the independent organization it is today.

- Concentration on the Participatory Approach: SCF and later FUDECO placed major emphasis on instilling a good understanding of the participatory approach to development planning and implementation in its staff. This has resulted in an extraordinary capacity on the part of FUDECO staff to listen to communities and their representatives, thereby creating good rapport and accurate information about actual conditions of the communities.

- Stability and Sufficient Resources: SCF recognized the importance of having stability in its operations and sufficient resources to support the work of its personnel. While accepting the growing independence of FUDECO, SCF provided the stable financing of the sponsorship system and allowed a major portion of that money to go to meet personnel and administrative costs of FUDECO's operations. This produced confidence in FUDECO's management and employees that they had the resources necessary to do the job, and resulted in a frugality in its operations.

- Permanence of Presence: FUDECO has made a long-term commitment to each of the regions in which it works, and is committed to providing continual training to representatives of farmers' associations who are then expected to share their new techniques with other members of their groups. This long-term approach allows FUDECO sufficient time to assist in making changes in farming practices which lead to soil erosion and deforestation, and elicits trust and cooperation from the target population.

- Integration of Program Elements: From the beginning, SCF's, and now FUDECO's integrated community development approach has served the program well. The farmers' organizations see themselves as representatives of community, as well as organizational, interests. While the major focus of FUDECO is now increased agricultural production and income, related efforts such as construction of irrigation canals and dams, and the use of ariete pumps are high priorities. Community water systems, home gardens and raising pigs are encouraged, and the introduction of the credit program is an effort to meet the needs of the farmers who cannot obtain institutional credit. This approach has also moved the focus of the program more toward an emphasis on income-producing activities, rather than community and social development.

Of particular importance in the program has been the integration of the training and demonstration centers with the provision of extension services and other agricultural inputs such as credit. The training maximizes the probability of the farmers' proper use of the inputs. The training doesn't just cover proper use of seeds or maintenance of the pumps, for example, but covers proper soil conservation practices, nutrition, use of organic fertilizer, and creates awareness of the need for tree planting, etc.

- Style of Operation Consistent with the Environment: FUDECO appears to be making the most of its resources. It utilizes all

appropriate local resources through encouragement of community participation, recruitment of staff from local areas, producing as much food as possible at the CAOTACOs, and teaching villagers technologies which use local materials. This has been done through experimentation with the objective of identifying practical technologies at the lowest possible cost which can be transferred to numerous communities.

The physical plants of the CAOTACO and FUDECO offices are modest, functional and well-maintained, including equipment and vehicles. The impression is one of an operation in harmony with its environment.

- Reputation of the Program: The FUDECO/CAOTACO program has an outstanding reputation among the associations it serves, and the farmers have a sense of ownership of the CAOTACO. Government officials, other PVOs, and funding sources are impressed with FUDECO's emergence as one of the leading PVOs in the country. Its experiments with appropriate technologies such as arietes (water pumps), Lorena stoves and cinder ram blocks are considered significant contributions by those working in development.

- Willingness to Experiment: FUDECO appears to search for new solutions. Perhaps as a result of the fact that it has real independence of action in the SCF system, FUDECO is willing to experiment and innovate. Through this, it has achieved a good deal of self-confidence. It undertook new activities in response to problems arising in the conduct of its programs. For example, it developed the ariete hydraulic pump when the cost and maintenance of a diesel fuel pump was not practical or economically feasible. It has been able to tap several sources of external support. It has also been responsive to suggestions, and has been willing to provide advice to others in similar work.

Accomplishments of FUDECO

Following on the strengths of FUDECO, the organization has had several notable achievements. While there have been several achievements in terms of the substance of FUDECO's programs, only those related to institutional development are mentioned here.

- 1) Development and Sustainability of the Institution: In the past seven years, FUDECO has increased its budget to \$800,000 per year, more than a 600% increase. It has grown from a staff of eight to more than sixty persons. Program activities have expanded to a second area, with other geographical locations being explored. FUDECO has secured grants or loans from four external sources beyond SCF, as well as funds from the Dominican Government's Technical Secretariat of the Presidency. The Dominican board of directors is active in making valuable contacts in the government and the private sector to assist the program.

For most of the past seven years, FUDECO has been an autonomous entity, receiving little guidance from SCF. It is considered a full partner in the SCF system, and is often used as a demonstration site. However, given its rapid expansion, FUDECO is now going through a self-imposed consolidation phase in which it hopes to tighten administrative procedures and establish more formal personnel policies. Its expansion into large credit programs has raised problems which also need attention.

2) System of Participation with Community Organizations: In 1979, FUDECO recognized the increasing significance of farmers' associations in the country, and redirected its efforts toward supporting these associations. This provided an opportunity to work with individuals who had identified themselves as community members interested in improving agricultural techniques and increasing production. This also ensured that project efforts would continue through the associations, after particular projects had been completed. In carrying out this policy, FUDECO was careful not to alienate those communities which had worked with the program prior to 1979.

FUDECO now sees itself as a partner with the associations in development activities. Although all SCF programs include and encourage community participation, FUDECO may be the first to take participation by the beneficiary population beyond the community level to an equal involvement with the staff in the allocation of resources.

3) Creation of CAOTACOs and Related Instructional Techniques: The CAOTACOs are testing, training and demonstration centers. They have several advantages over a conventional extension approach.

- Trainees are a captive audience, and cannot come late or leave early.
- Farmers are shown what to do, along with the results of the recommended practice, not just told.
- Several different technologies and results can be shown at the same time.
- Participation at the center creates a sense of ownership on the part of the farmers and an esprit de corps.
- Rapport is established between farmers and extensionists as a result of working and living together for several days.
- Farmers are influenced by seeing a model farm.
- Interchange among farmers from different communities reinforces learning and provides feedback to extensionists.
- Farmers trained at the center may feel more obligated to disseminate their information to others at home.
- As farmers share their new information, groups are formed which extensionists can work with in the community.
- Frequent visits to the communities are made by the extensionists after the course.

4) Improvement in Self-Help Capability of Community Organizations: The associations identify the project, work with FUDECO's staff in preparing the project plan, and contribute all locally available materials and all unskilled labor. FUDECO also requires that infrastructure projects include training at the CAOTACO which places a burden on the trainees to instruct their fellow association members on such techniques. FUDECO has also fostered the creation of maintenance committees in order to keep the projects working. Through these and other methods, FUDECO fosters self-help in the communities.

5) Relationships with Other Agencies: FUDECO's work has become well-known in the country, and involvement with other agencies and incorporation of FUDECO techniques into other programs are occurring. Examples: The Dominican Women in Development agency has incorporated the Lorena stoves into its programs. The Dominican Development

Foundation has expressed its interest in learning more about the ariete. The Agrarian Bank is lending money for oxen as a result of FUDECO's efforts in this area. Progressiso, a Dominican PVO involved in reforestation, has signed an agreement with FUDECO to implement a joint reforestation project in Matayaya.

Challenges Facing FUDECO and Recommendations

Problem issues related to institutional development which FUDECO needs to deal with, and recommendations regarding them follow here.

- FUDECO needs to expand the share of its financial support provided by domestic sources in order to improve the prospects of the sustainability of its programs. Presently, domestically generated resources provide only 5% of the total budget in 1985-86. Recommendations regarding sustainability are that FUDECO should be able to:

- a) Generate 50% of its overall program resources from sources within the Dominican Republic so that its ability to continue its programs is not totally dependent on external decisions.

- b) Cover its administrative and personnel expenses with its own earnings and SCF's sponsorship funds (assuming SCF agrees that such funds are to be made available to FUDECO indefinitely).

- c) Conserve the real value of any capital (donated or borrowed) used in revenue producing activities. This means, in particular, adoption of a more realistic rate of interest in the credit program, and improvement of collections, and an increase in emphasis on swine production activities and provision of support to them on a credit rather than a grant basis.

- d) Support activities in the overwhelming majority of which have favorable cost-benefit ratios, and generally are likely to achieve significant, measurable improvements in the income or welfare of the beneficiary population.

- FUDECO should try to collect information more systematically on the benefits achieved through its program and to organize information about its costs in a way which would enable it and others to form judgments on the cost/benefit ratios of its various activities. At present, FUDECO does not consistently quantify the benefits it hopes to achieve in its activities or determine whether those anticipated benefits are being achieved. A more systematic effort should help FUDECO in attracting additional support and enable it and the farmers' associations with which it works to make better choices of the activities to be supported in the future.

- FUDECO needs to sharpen the degree of focus it will have on activities which generate income. FUDECO has not made clear to itself or others the degree to which its program is to focus on activities designed to increase the income of its beneficiaries. Their statement of objectives and strategy, and history, place great importance on fostering group cooperation and self-help, and achieving improvements in educational opportunities and social conditions of the communities with which it works. However, the Board of Directors of FUDECO want to move the system to greater financial self-sufficiency and to focus on income-generating activities. This ambiguity is reflected in

present programs. This is a time of transition for FUDECO toward a program more consistently focused on income-generating activities, and the organization needs to make the analyses and the decisions necessary to put its program clearly on such a basis. These efforts should include preparation of a strategic five-year plan, preparing its staff and the associations with which it works, and possibly modifying the participatory manner of dealing with the farmer associations to facilitate decision-making with a more economic focus.

- Replication: SCF deserves credit for the success it has had in fostering the development of FUDECO as an independent organization. Furthermore, FUDECO has had enough success to justify having its approach considered for replication elsewhere. However, in any such consideration, great emphasis should be placed on the role of local conditions and the importance of cultural and organizational factors which may be necessary for the approach to work.

Executive Summary

This evaluation of Save the Children Foundation is one of a series of Agency for International Development/Private Voluntary Cooperation evaluations of five private voluntary organizations, focusing on institutional development and dealing with three broad issues:

- 1) Organization and management of the PVO, and whether certain management approaches and kinds of organizations are associated with more effective projects.
- 2) Process and kinds of assistance provided the International PVO to the affiliate and the relationship between the type of assistance and the way it is given, and the effectiveness of the funded activities.
- 3) Long-term development resulting from the PVO-funded activities, and how the organization and management of the PVO, and the process and kinds of assistance provided by the International PVO to the affiliate affect these results, positively or negatively.

The major evaluation of Save the Children was done of the Dominican Republic affiliate, FUDECO. This evaluation of the Muusha Impact Area of Save the Children/Zimbabwe consisted of only a two-day visit to Muusha and was done in order to be able to compare two programs of the same PVO. Also, Muusha is a good example of SCF's methodology of CBIRD (community-based integrated rural development) at work. Unlike FUDECO, which has been operating in the Dominican Republic for over twenty years, SCF/Zimbabwe has been working in Muusha only since 1983, and is really only beginning the process of institutional development which FUDECO has already accomplished.

Save the Children/Zimbabwe and Muusha

Save the Children Foundation began operations in Zimbabwe in 1981, one year after independence, and is presently working in four areas: Mupedzanhamo Impact Area, a peri-urban area near the capitol of Harare; Tongogara and Nyangombe Refugee Camps, both located near Chipinge in Manicaland Province not far from the Mozambican border, which focus on Mozambican refugees who have crossed into Zimbabwe because of drought and war; and Muusha Impact Area, about 60 miles southeast of the city of Mutare, and 30 miles west of Chimanimani, near the Mozambican border. This area was heavily damaged during the war.

Muusha is part of what are now called communal lands, formerly known as Tribal Trust Lands during colonial times. Africans were forced to live on these lands prior to independence. Badly neglected by the colonial government, these areas now have poor soil, erosion and over-crowding. Estimates are that these areas can adequately support less than half the people living on them today.

Eighty percent of the African people of Zimbabwe live in rural areas, where only 10% of them have access to clean water, and there is one doctor for every 70,000 people. Sixty percent of the total population is under the age of twenty. Family incomes for people living in

communal areas average only US\$25-30 per month, and the infant mortality rate is estimated by UNICEF at 100-140/1000, depending on location.

SCF's Activities in the Muusha Impact Area

SCF began work in Chikwakwa Ward in Muusha in June, 1983, Mhakwe Ward, in July, 1984, and Shinja Ward, in July, 1985. For most of the first three years, SCF's emphasis has been on assistance to infrastructure projects, which have been widespread since independence. SCF has worked together with the communities and the Government of Zimbabwe in constructing pre-schools, primary and secondary schools, teachers' houses, and health clinics. Much of SCF's efforts have been in development of water sources, deepening and strengthening existing wells, sinking new boreholes and building storage tanks and laying piping. SCF has also provided training and technical assistance to pre-school teachers.

SCF has given training, technical assistance and resources to five income-generating projects, and is presently moving more into an emphasis on small business development and skills training. SCF is also presently launching a Child Survival Program and Muusha is one of the areas chosen for implementation of this effort, which will provide various kinds of training to families and children in primary health care.

Assessment of SCF's Work in the Muusha Impact Area

Since SCF has only been working in the Muusha area since July, 1983, an assessment of institutional development must be made in a preliminary way, and more as a prognosis than as an evaluation. The following characteristics are present in SCF's work in Muusha.

- Staffing: Perhaps the strongest element of SCF's program in Muusha, the staff are well trained professionals, highly motivated and dedicated to the work they're engaged in, and appear to enjoy the trust of the local people. Most consultants are locally recruited, appear to be well-trained and from reports reviewed, are providing valuable technical assistance to the local people.

- Methodology: The SCF community-based integrated rural development approach (CBIRD) appears to be working effectively in Muusha. The coordinating committees, comprised of local leaders, are actively engaged in the work of SCF, and thus far, SCF's work has been responsive to local needs.

- Linkages: SCF has effectively built linkages with community groups, government ministries, the political party, and other PVOs. These groups are working cooperatively on various development efforts in the area.

- Catalyst: The SCF resources provided to water resources development, school construction efforts and productivity projects appear to have encouraged and motivated people in their development efforts. While the spirit of self-help was already present in the area, SCF's efforts seem to have helped it to grow further.

- Reports and Monitoring: While the on-site reports are descriptive and provide a good record of events, it is difficult to track results through the current documents available. The Field Office Reporting System (FORS), prepared by the coordinating committees and SCF staff, is quite precise as to objectives and activities to be accomplished in a six-month period. However, the semi-annual administrative reports do not correspond to the FORS format, and it is not possible to determine if objectives have been met. According to a staff member at headquarters in Westport, new report formats are being developed to allow a better method of tracking results.

- Sustainability: There is a somewhat different point of view of sustainability and how long to work in an impact area between the SCF/Zimbabwe staff and headquarters staff. The SCF Muusha Impact Area staff have set themselves a target of six years by which time they hope to leave the area. They anticipate that by then the coordinating committees will be well-organized and able to carry on development efforts, and that projects undertaken will be viable and able to stand on their own.

Headquarters staff set no particular time frame for leaving an area, and take a longer-term view. Recently, SCF has developed a new set of sustainability indicators, which measure program impact on such things as infant mortality, access to clean water, public health care, etc. These items, taken together with organizational development indicators such as the capabilities of coordinating committees are now both considered when determining the viability of an impact area.

It would be useful for SCF/headquarters and SCF/Zimbabwe staff to further discuss the topic of sustainability and determine a common approach to this issue.

Recommendations

SCF appears to be well established in the Muusha Impact Area and making important contributions of resources, training and technical assistance to development efforts related to water and schools, and laying the foundation for a local institutional capacity.

As SCF continues its efforts, and moves more into economic productivity projects, skills training and institution building, the following recommendations are made.

- Training: Emphasis on consistent, experiential training of the coordinating committees is essential in the institution-building efforts of SCF. SCF has begun a community leadership and project management program, and one seminar was held in November, 1985. This recommendation is an endorsement of that program and an encouragement to put a good deal of attention on workshops which would focus on leadership skills, aspects of group process, development planning and management. Since the skills and motivation of the coordinating committees are at the heart of a strong institutional capacity, this area deserves to be a high priority.

- Economic Productivity Projects: Creation of small businesses are fraught with difficulties. As SCF moves more into this area, care

should be taken to move slowly, plan carefully, provide adequate and regularly-scheduled training and technical assistance, and systematically monitor the progress of each business. SCF has done well in its assistance to the Fungisayi Sewing Club in Chikwakwa, which appears to be now relatively well established and viable. If SCF is able to provide the same quality of assistance to other productivity projects, significant progress could be made in this sector in Muusha.

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OFFICE OF PRIVATE AND VOLUNTARY COOPERATION
AGENCY FOR INTERNATIONAL DEVELOPMENT

PVO INSTITUTIONAL DEVELOPMENT EVALUATION SERIES
FIELD REPORT NO. 5

EXECUTIVE SUMMARY

WORLD RELIEF CORPORATION

AND

COMITE DE DEVELOPPEMENT ET DE PLANIFICATION (CODEPLA)
HAITI

International Science and Technology Institute, Inc.
1129 20th Street, N.W.
Washington, D.C. 20036

July 1986

Executive Summary

This evaluation of CODEPLA (Comité de Développement et de Planification, Development and Planning Committee), the Haitian counterpart of the World Relief Corporation, is one of a series of AID/PVC evaluations of five private voluntary organizations, focusing on the area of institutional development and dealing with three broad issues:

- 1) Organization and management of the PVO, and whether certain management approaches and kinds of organizations are associated with more effective projects.
- 2) Process and kinds of assistance provided by the International PVO to the affiliate; and the relationship between the type of assistance and the way it is given, and the effectiveness of the funded activities.
- 3) Long-term development resulting from the PVO-funded activities, and how the organization and management of the PVO, and the process and kinds of assistance provided by the International PVO to the affiliate affect these results, positively or negatively.

The evaluators also endeavored to assess the replicability of the program, including cost effectiveness and sustainability.

Comité de Développement et de Planification (CODEPLA)

CODEPLA is the Haitian partner of the World Relief Corporation, the development arm of the National Association of Evangelicals, headquartered in Wheaton, Illinois. CODEPLA is the development arm of the Haitian Council of Evangelical Churches (CEEH, Conseil des Eglises Evangéliques d'Haiti). CODEPLA is a legally separate counterpart organization, and is not a subsidiary of, nor controlled by, World Relief Corporation, although it has received technical assistance and training from WRC.

CODEPLA was established in 1976, and is under the supervision of the Secretary General of the CEEH. Its original activities involved crafts production and marketing, health programs and food distribution. In 1980, when Paul Thomas became the Acting Director, and subsequently the Director of CODEPLA, the organization began to move more into development programs, and away from crafts and food distribution. In 1983, three strategic decisions were taken to shift the emphasis of the organization's efforts:

- 1) CODEPLA decided to turn down new program opportunities for two years or more in order to stabilize and develop effective operational structures in several major new programs in Fond des Blancs and Marmalede.
- 2) Training activities were significantly altered to move away from training geared toward a traditional community development approach (where communities, themselves, identify their own needs, draw up and implement solutions with local resources, and rely on their own managerial capacity) to training of specific individuals who

could manage income-generation projects. Such training was to focus on concrete issues such as marketing studies, feasibility and profitability studies, and other skills needed to run an enterprise. This kind of training requires at least a high school education on the part of the trainee. The rationale for this change arose out of CODEPLA's director's belief that only minimal development results from leaving the management of projects to community members who don't yet possess the skills to effectively direct such projects.

3) CODEPLA's focus shifted away from carrying out a broad spectrum of development activities to a clear focus on income generation and enterprise development. The rationale for this change was the belief that the greatest need for Haitians was increased income, which, when achieved, would enable them to purchase health care, education, etc. However, without such increased income, social development programs made available to people would never become self-sustaining, would always be dependent on external funding, and would not give people the skills necessary to rise out of poverty.

An important feature of CODEPLA's income generation strategy is its emphasis on small enterprise development. Although CODEPLA will support projects which improve the income of participants by giving them tools, animals or other inputs, it prefers to identify a raw material produced in the community which could be processed to add value to the products and income to the community.

The income generation enterprises are run as cooperatives, benefitting the suppliers and employees. CODEPLA manages the enterprise for several years in order to be able to repay itself from earnings for the start-up loans before turning the cooperative over to its members. This strategy enables CODEPLA to maintain its own operating capital to use to begin new enterprises. It also provides sufficient time for the coop members to acquire the necessary skills to manage the enterprise.

Present CODEPLA Programs

Major program thrusts presently involve reforestation, pig repopulation (all pigs in Haiti were destroyed in 1983-84 as a result of African swine fever), water and irrigation, and the development of cooperative agrobusinesses. Projects begun prior to the shift to an income generation emphasis are being completed, but not before an income generation component has been added. CODEPLA projects have been established throughout Haiti, except for the northwest area. Project areas are among the poorer in Haiti, with constraints being type and quantity of land available, lack of appropriate food production practices, as well as lack of access to markets in some instances.

Two examples of CODEPLA projects follow.

The Marmelade Reforestation and Charcoal Enterprise Project has been in operation since 1984, and by the end of 1986, approximately one million trees will have been planted. One thousand farmers participate in the project, which is funded by World Concern Canada and the Canadian International Development Agency at a total cost of \$85,000. Benefits of the reforestation will be more ready availability of firewood, soil conservation, protection of the watershed, and increased income to the farmers through the sale of the

trees.

CODEPLA is also planning to establish a charcoal production cooperative which should begin to function in two years, by which time the initial trees planted will be ready for harvesting of branches suitable for commercial charcoal production.

It is anticipated that by the time the members take over management of the cooperative, in several years' time, the coop will likely be engaged in other enterprises, such as milling of lumber for building supplies.

This project is staffed by a project director and four extension agents.

The Fond des Blancs Program involves several projects: clean water distribution, goat breeding and distribution, pig repopulation and reforestation. It is funded by World Concern U.S., the Dutch Interchurch Committee for Development (ICCO) and the Pan American Development Foundation, at a total cost of \$88,000.

The goat project is already partially self-supporting since each farmer who receives a goat must return a kid to the project after the contributed goat bears offspring. The pig project is similar, except that in the future, one pig will be given to a group of 10 families. Since pigs bear many more young per year than goats, it is expected that each family will have its own pig within the year.

The water program involves capping a spring and supplying a hydraulic ram pump to lift the water to a tank which, in turn, will supply safe water to seven villages and 1,000 families. The community has supplied all of the labor, including the digging of a 3-kilometer trench up to 20 feet deep through solid rock to lay the necessary piping. The project should be completed this year.

The reforestation project supplies 250,000 seedlings a year to approximately 1,500 farmers. Thus far, 800,000 trees have been planted. This project will also include a charcoal cooperative like the Marmelade one.

The supervisor of the project is Jean Thomas, the brother of CODEPLA's director. The staff includes 12 part-time extensionists in the reforestation project, and 4 full-time staff for the two animal projects.

World Relief - CODEPLA Relations

World Relief's primary strategy for its overseas development activities is to support and channel funds through national counterpart organizations. World Relief, itself, does not maintain any operational presence in a number of countries where it funds program activities. The World Relief/CODEPLA relationship fits this model; there is no direct operational relationship between the two. This means that World Relief cannot determine who is hired by CODEPLA, what programs they carry out or how it uses its funds. Its only leverage is the ability to withdraw financial support.

World Relief and CODEPLA have a formal agreement under which World Relief channels all its funds for Haiti, as well as all requests for

assistance in Haiti, to CODEPLA. CODEPLA represents World Relief's interests in Haiti, and provides regular reports on its activities to World Relief. The two organizations meet formally once a year, and regular interaction occurs between World Relief's Latin America and Caribbean Regional Director and CODEPLA's director.

In the formative stages of CODEPLA, in the early 1980's, World Relief conducted a number of training workshops designed to provide CODEPLA staff with the basic understanding and skills needed to plan and implement development projects. Over 75 people participated in these workshops. Substantial consultation was provided to CODEPLA in its early stages, and local initiative and experimentation were encouraged. CODEPLA's director has participated in bi-annual meetings of World Relief's international staff in 1982 and 1984, and has carried on regular interaction with WR's regional director, as described above. This interaction is consultative in nature, focusing on particular issues needing attention. At present, World Relief's relationship with CODEPLA mainly involves an annual budget and program review.

The type of relationship between World Relief and CODEPLA is rooted in World Relief's philosophy of "counterpart enablement" which is developmental in nature and focuses on assisting the counterpart to become self sufficient in planning and implementation of development projects, and in obtaining financial support from other donors.

Assessment of CODEPLA

It is too soon to determine CODEPLA's program success since the organization changed its direction two years ago and newer projects are in too early a stage for assessment of impact. Nevertheless, some evaluative comments can be made, based on observations of the organization's structure and programs, discussions with well-qualified observers, and analysis of program inputs and outputs. The following observations are in regard to institutional development issues.

- The evaluation views the able, committed and strong leadership of CODEPLA, as well as its able and committed staff, as the most important ingredient of CODEPLA's success thus far.

- The program approach of CODEPLA shows great promise. The approach involves the development of rural, income-earning enterprises which purchase and process locally produced materials and employ local people, thus providing additional income and markets to the members of the community and capturing the value added by processing for its benefit and that of the sponsoring organization. A key element of this approach is the important directive role CODEPLA staff play in the management of the enterprises and the training of local people.

- CODEPLA has a long-term organizational commitment to its work in Haiti. It is there, not as a contractor or bureaucratic institution, only because it is paid to be there, but rather because it wishes to help its constituents, in perpetuity.

- CODEPLA has done an impressive job of attracting funds from sources other than World Relief (80% in 1986) and, although it is still dependent on World Relief funding for core, administrative costs, has come a long way in a relatively short time toward institutional independence and sustainability.

In terms of program substance, the following observations are made.

- CODEPLA has given commendable attention to environmental protection, most notably reforestation, an important need in Haiti and many other developing countries.

- CODEPLA pays important attention to income distribution by its practices of providing half-time employment to workers in its processing plants and choosing workers on the basis of need as well as ability.

While bearing in mind that CODEPLA's program results have not yet been proven, the model utilized is sufficiently promising so as to bear experimental replication.

In assessing World Relief's assistance role, their wisdom and restraint in recognizing the ability of CODEPLA's director and giving him financial backing with considerable freedom to operate and innovate are main factors in CODEPLA's maturation as an institution and its program success.

Recommendations

Having indicated a positive assessment of CODEPLA as it is presently structured and functioning, there are several recommendations to be made, from an institutional development perspective.

- After a two-year moratorium on expansion to phase out old-style projects and work in new, given the promise of the program, it is time for CODEPLA to begin a carefully formulated and conservative expansion.

- CODEPLA staff should be increased to accommodate expansion and free the director to deal with strategy, policy, standards, development of enterprises, supervision and to assure adequate financing for both existing programs and new initiatives.

- A strong deputy director should be appointed to assure continuity of the organization in the event of the director's departure.

- As the program expands, CODEPLA should consider the merit of appointing strong regional directors located in the regions who would be in a better position to monitor the program than headquarters officials in the capitol.

- CODEPLA's five-year plan is nearing its end. It would be useful to introduce a new five-year plan embodying a clear statement of goals, specificity as to programs and identification of assumptions about the manner in which program inputs will achieve goals. Such a plan is suggested not as a blueprint but rather as a heuristic device for assessing programs on an ongoing basis and identifying failures in the input to goal chain and consequent need for program modification.

- CODEPLA needs to cast its nets wider to identify the most remunerative markets attainable and products producible by the benefitting communities, using consultants and forming a businessmen's advisory committee for this purpose.

- The evaluation team approved CODEPLA's efforts to train local managers for the enterprises but cautioned that the enterprises not be turned over to community cooperatives until CODEPLA has recouped all its expenses in connection with start-up of the enterprises, and possibly earned something to support activities elsewhere, and until the cooperative members have learned enough to assure their ability to oversee management.

- CODEPLA should experiment again with training for local church groups, including training in fundraising and project implementation, with careful monitoring of results and care to avoid overextension. Given CODEPLA's own success in fundraising and program implementation, the organization may now be able to multiply its outreach through such efforts.

- CODEPLA should allocate overhead costs by project and ascertain and record all benefits resulting from each project. This would enable cost/benefit analysis for purposes of prioritizing subsequent activities and allow study for replication purposes.

In terms of World Relief's role, their involvement in the future should be relatively light, given the capacity and maturity of the institution. However, World Relief should continue financial support for core administrative costs, at least until CODEPLA can cover these from its own earnings, which should be a goal. World Relief should also help CODEPLA with implementation of the recommendations contained in this report, particularly by seeing it through the difficult period of expansion.

Regarding program substance, one recommendation to be made is that although CODEPLA has paid commendable attention to environmental protection, it has not paid sufficient attention to family planning which could reduce population growth, an important cause of environmental stress as well as of other problems such as poor maternal and child health, malnutrition and low levels of education and other productivity-increasing investments.

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OFFICE OF PRIVATE AND VOLUNTARY COOPERATION
AGENCY FOR INTERNATIONAL DEVELOPMENT

PVO INSTITUTIONAL DEVELOPMENT EVALUATION SERIES
FIELD REPORT NO. 6

EXECUTIVE SUMMARY

WORLD VISION RELIEF ORGANIZATION
THE PHILIPPINES AND INDONESIA

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Executive Summary

This evaluation of World Vision Relief Organization (WVRO) is one of a series of AID/PVC evaluations of six private voluntary organizations, focusing on the area of institutional development and dealing with three broad issues:

- 1) Organization and management of the PVO, and whether certain management approaches and kinds of organizations are associated with more effective projects.
- 2) Process and kinds of assistance provided by the International PVO to the affiliate; and the relationship between the type of assistance and the way it is given, and the effectiveness of the funded activities.
- 3) Long-term development resulting from the PVO-funded activities, and how the organization and management of the PVO, and the process and kinds of assistance provided by the International PVO to the affiliate affect these results positively or negatively.

Given the variety of activities in which World Vision is engaged, it was decided to evaluate World Vision's work, their institutional strengths and their ability to create sustainable development by focusing on the Development Assistance Center (DAC) program, which represents the organization's latest thinking about grassroots community development, and which builds on lessons learned from previous development efforts.

The Philippines and Indonesia were chosen for this evaluation, two of the six countries in which World Vision has introduced the DAC approach.

Development Assistance Center Approach

The DAC grew out of an earlier World Vision program called the Community Leadership Training Program (COLT). Under this model, community leaders receive short-term training in development, agriculture, and other technical areas, and then return to their communities to teach others the skills they've learned.

The DAC approach built on the COLT model and added the following principal elements.

- 1) A long-term commitment is made to a specific geographical area of focus known as the "Development Area." This is where the poorest people live, based on income levels, access to roads, and other factors.
- 2) The Development Area is divided into smaller areas, in which Community Development Workers (CDW) are based. These areas are considered the workers' personal areas of commitment.
- 3) A DAC office is located near the development area, and provides support for the CDWs, is a location for regular training for the CDWs, and is the reservoir of project records but not basic administration which is handled by World Vision's branch office.
- 4) Training is given directly to people through the CDWs who serve as

catalysts, model citizens and friends, who promote desirable changes in attitudes, values and skills for the adoption of improved practices for development.

The Philippines

World Vision is implementing the DAC approach in the province of Capiz in the northeastern area of the island of Panay, and in Surigao, at the northernmost tip of the island of Mindanao. Only the Capiz program was evaluated.

Capiz is essentially a rural province, with rice farming and fishing as the main economic activities. Most farmers are tenants. Usury is a pervasive practice of absentee landlords, keeping the majority of tenants perennially in debt. Most people in Capiz live below the poverty line, with a per capita earning rate of US\$60 a year.

The DAC Program in Capiz

The DAC program began in Capiz in October, 1983, with nine CDWs and three pilot areas, Lucero, Bun-Od and Ilas Sur. As of August, 1986, there were 21 CDWs in 22 areas in the four municipalities of Cuartero, Dao, Jamindan and Sigma. There is one DAC Coordinator based in Roxas City, the capital of the province.

CDWs hired for work with the DAC undergo a rigorous screening process, including a pre-selection training program of several days' duration, which takes place in a rural setting similar to those in which the CDWs will be expected to work. In addition to learning about development, the CDWs spend a good deal of the training time in experiential learning about the poor, and in self-reflection about their attitudes and values. Normally, only half the candidates are chosen following the pre-selection training.

CDWs also receive three weeks of intensive training about the process of community development before being assigned to their areas. No technical training is given at this time so that CDWs will see themselves as catalysts for community mobilization rather than technicians with ready-made solutions to problems.

Technical training sessions are given from time to time to CDWs after they are in their commitment areas. CDWs also gather monthly in Roxas City for consultation about their work and a continuation of their community development training.

The emphasis of the CDWs in their commitment areas is on inculcating the process of community development into the community residents. The local people learn how to collect baseline information about their community, how to identify and prioritize problems and develop solutions, and how to tap local resources to implement projects. World Vision is treated as a last resort funder, and local government ministries and other organizations are sought out for money and materials. The residents, themselves, provide labor and materials and, sometimes, money. Once a project is completed, it is evaluated by the community, and the problem-solving process begins again.

To carry out this process, a "core group" of residents is selected to represent the community and organize the work needed to be done. This core

group is selected by the community and usually includes local leaders as well as ordinary citizens.

The three pilot areas, in which CDWs have been working for almost three years, have each carried out six to seven projects, including installation of jetmatic pumps, composting, construction of water sealed toilets, and housing improvements. CDWs will soon leave these areas to let the core groups function on their own, and the CDWs will visit from time to time to monitor progress.

Assessment

The DAC program is fundamentally a strong community development approach. The residence of CDWs in the communities, their extraordinary commitment, their focus on the process of development rather than on projects are all strengths of the program. Another important strength is the tapping of local sources of funds and materials, and the use of World Vision as a last resort funder.

A very important aspect of the program is its cost effectiveness. The total direct cost of the 19 projects implemented thus far by the three pilot areas is US\$30,383, of which World Vision contributed \$8,843, or 29%. The total annual cost for the DAC in both locations of Capiz and Surigao is approximately \$250,000 or about 5% of the WVP total yearly budget of \$5 million.

On the other hand, the technical skills of the CDWs are insufficient, and the economic soundness of core group projects is weak, particularly in regard to loan funds which are decapitalizing due to below-market interest rates and delays in repayment.

The DAC program is perceived by the WV office in Manila as its best development effort. Ironically, because of this, the DAC does not receive the technical and management support it needs from the national office, the attitude being that the DAC is so far ahead of other efforts that the limited resources and attention available must be given to other programs.

In spite of the difficulty in recruiting CDWs, the DAC program has continued to expand, stretching the current CDWs and DAC Coordinator in Roxas City beyond their limits, and jeopardizing the program's effectiveness. This is being done to meet the targets set in WV's matching grant proposal, which were overly ambitious. Moreover, because of its faith in the DAC, WVP recently developed a reorganization plan to integrate the DAC approach into its other programs. This plan would re-assign several of the strongest CDWs to supervisory positions elsewhere in the country, end DAC as a separate program, and put it back into the administrative mainstream to be supervised by branch offices. This is premature and would almost certainly hurt the DAC which is still a young and fragile program.

Recommendations

WVP needs to stop its reorganization plan as it affects the DAC, stop the expansion to new commitment areas, and give the program the management and technical attention it needs to be fully effective.

Commitment areas for CDWs should be limited to one barangay; CDWs should be assigned in pairs, as in the beginning, rather than alone; and they should

be given full professional support, technically, managerially and logistically from Roxas City and Manila.

WV/Manila needs to give the DAC increased support and attention through more technical training, written resources, closer management and evaluation, and more research on critical success factors. The DAC is a strong and potentially sustainable community development program which shows great promise. If given this increased assistance, it could become an outstanding program.

Indonesia

World Vision/Indonesia is implementing the DAC in five areas: Mardinding (Northern Sumatra), Nias Island (East of Sumatra), Sulut and Luwuk in North Sulawesi, and Jakarta. The program in Nias is the oldest and most advanced, and was the only one the evaluators visited.

Nias Island

Nias is 5,554 square km. and has a population of approximately half a million people. It is located in the Indian Ocean off the coast of Sumatra. Its main crops are rubber, coconuts and rice, and most people live at subsistence level, with the average monthly income per family estimated at \$14.50.

The DAC Program on Nias

Because World Vision is precluded by Indonesian law from undertaking projects directly, they carry out their work through partner agencies (PA). On Nias, WV's PA is the Amin Church, a struggling protestant church with congregations in only one of the 13 districts of Nias, where the DAC is functioning.

The DAC program on Nias has been in operation since 1984. It started with three Change Agents (CA) and four communities. As of August, 1986, there are 9 CAs working in 35 communities.

Prior to their assignments, CAs in Indonesia attend a four-month training program at WV's National Development Training Center (NDTC), near Jakarta. The Center simulates rural living conditions, and the training focuses on development theory and technical skills including agriculture, water, health and sanitation, with an emphasis on appropriate technology.

Although originally hired and paid by WV, CAs are now chosen and employed by the Amin Church. Most CAs, therefore, come from Nias, and some work in their home communities. They are secondary school graduates and many have additional training in vocational skills or teaching.

CAs have no particular technique for working in the communities. Unlike the DAC in the Philippines, they do not have a series of steps in project planning. They are expected to live as model citizens, with clean homes, demonstration gardens, and penned animals; and they use appropriate technology for water and latrines. Because of their strong technical training in agriculture and health, they are often sought out by community members for advice, and establish credibility in this manner.

Unlike the Philippines, CAs do not form a "core group," but rather work

through the existing local hierarchy. There are few local resources to tap, unlike in the Philippines. Funding for projects comes from community development funds of the community (a portion of the taxes collected in that area) or from WVII.

Assessment

The DAC approach on Nias is good, with appropriate emphasis on small-scale projects and appropriate technology. Given the lack of development experience by the CAs and the newness of the program, impressive progress has been made.

Like the Philippines, the DAC on Nias is very cost effective. The total cost of the DAC program for the six-month period from November, 1985 through May, 1986 was approximately US\$22,000. This includes salaries, travel and project costs.

CAs tend to do things for people rather than helping them to do things for themselves. This seems to stem from the strong technical skills of the CAs and their lack of understanding of the process of community development. The result is that the communities do not have a sense of ownership of the projects.

The CAs need to work closely with Amin Church pastors and local leaders. However, these individuals lack training and experience in development and are, therefore, not so effective as they could be with the proper skills.

The DAC program administration is cumbersome, with many layers of bureaucracy between the CAs and the Jakarta office. Although WVII hopes to re-orient all its programs to the DAC approach, not much management attention is currently paid to the DAC program. Because the DAC is a low budget program with little paperwork, it may get lost in the shuffle of projects requiring more money and documentation.

Recommendations

More emphasis should be placed on community development process and value change rather than project completion. With the CAs acting more as facilitators, rather than implementors, community members would become more engaged in planning and carrying out projects, and could eventually maintain the process without the assistance of the CAs.

The CAs, the Amin Church and the communities need to begin to make plans for eventual self sufficiency at the community level, and should start experimenting with ways of raising funds for projects and for CA salaries. Community members should take over the role of requesting outside funds from the CA and eliminate the image of the CA as the source of money.

In addition to training in community development process for the CAs, local leaders and Amin Church pastors should be given training in leadership and development so that they can take a more active role in the development process.

WVII in Jakarta needs to give more attention to the DAC programs, particularly if the DAC approach is going to be the model for all WVI programs in Indonesia and elsewhere. Documentation of the process, more training, and a good evaluation system are critical. As DAC programs

progress, new DAC efforts can build on the experiences of these early ones. Now the "lessons learned" are in the heads of the staff and are exchanged verbally. They need to be put down on paper for those who will come later and for DACs in other countries.

As regards both the Philippines and Indonesia, WVRO/WVI needs to be more of a channel of communication between AID and World Vision's field offices regarding AID grants, their requirements and their flexibility so that such grants can effectively serve the needs of experimental approaches like the DAC program.

WVRO/WVI also needs to give greater support to the DAC program at the international level through technical assistance, training and dissemination of information about lessons learned about the DAC in the various countries in which it is being implemented.

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OFFICE OF PRIVATE AND VOLUNTARY COOPERATION
AGENCY FOR INTERNATIONAL DEVELOPMENT

PVO INSTITUTIONAL DEVELOPMENT EVALUATION SERIES
FIELD REPORT NO. 7A

EXECUTIVE SUMMARY

INTERNATIONAL INSTITUTE OF RURAL RECONSTRUCTION
THE PHILIPPINES

International Science and Technology Institute, Inc.
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DRAFT
March 1987

SUMMARY

The International Institute of Rural Reconstruction (IIRR) is a non-profit, PVO (private voluntary organization) with a small administrative office in New York City and a main headquarters in the Philippines. It is governed by a Board of Trustees composed of an international membership of many prominent business and professional leaders. From its campus in Cavite, IIRR conducts a significant field program applying rural reconstruction principles and methodology in 21 rural villages, and engages in research and publication activities to analyze and disseminate learnings from its experience in rural development. IIRR also serves as a center for training in rural reconstruction for other national and international development institutions, and as the center of an international system of country movements which it has helped to found in six countries in Latin America, Africa and Asia.

IIRR was founded in the 1960's to extend internationally the approach of rural reconstruction created and implemented by Dr. Y.C. James Yen first in China in the 1920's, and next in the Philippines with the creation of the Philippines Rural Reconstruction Movement (PRRM) in the 1950's. The essence of rural reconstruction is the adoption of a holistic and integrated approach to the interlocking problems of the rural poor through the implementation of a four-fold program of education, health, livelihood and self-government. The methodology seeks to promote the active and meaningful participation of the rural poor in the entire development process, thereby helping them to transform their values and behavior to ones that contribute to awareness about the nature and causes of their problems and to development of skills in critical analysis, problem solving and decision-making. While sharing their expertise, the professionals learn side by side with the villagers through their joint experiences in the IIRR "social laboratory."

The current staff numbers 153, 98 of whom are professionally or technically trained. Top and middle-level management are university graduates, with several at the M.A., M.D. or Ph.D. level. The directors of International Training, International Extension, Research and Appropriate Technology are non-Philippino. The managers are skilled and active in providing direction and on-the-job training for the employees whom they supervise. The Rural Reconstruction Facilitators (RRF) work in an average of 2 villages each as specialists in development, although some also have agricultural or other technical training. Village projects completed or intended for next year include: for landless groups -- the purchase of a rice thresher, caribous for hire, loans for vegetable farming on lent land; in the area of health -- the creation of village emergency health funds, weighing of children to detect malnutrition, building of latrines and artesian wells, creation of village pharmacies, training of health para-professionals, consultation in family planning, planting of vegetables and construction of village garbage pits; as income-generation projects -- the raising of swine and chickens, planting of trees and development of small industries such as soap and shoe making. Other community projects include literacy training and construction of village meeting rooms and sports courts.

The work in the villages is documented by the RRFs and analyzed. Special findings are written up as research papers by the 19 employees of the Research Division. This process brings three benefits: 1) it encourages the field workers to learn by experience and reflection and adopt a problem-solving approach; 2) it provides close supervision, on-the-job training and problem-solving consultation to the RRF; 3) it contributes to the development of research and conceptual papers on issues in rural development for use beyond the social laboratory.

IIRR's operating budget is \$1.68 million. IIRR receives significant support from the Government of the Philippines and other donors. USAID provided a Development Program Grant of \$571,240 for 1977-1980 and Matching Grants of \$3.7 million during 1981-86. Forty-five percent of current revenue comes from the AID Matching Grant. IIRR also has received growing support from international donor organizations in Canada, Ireland, West Germany, Japan and Switzerland, from ten corporations and from 2,500 individuals. IIRR management expects to be able to increase the level of grants in future years.

IIRR has operated its "social laboratory" in the province of Cavite for over 20 years. It is currently working in 21 villages with about 9,000 people and with three municipal or provincial-level organizations. Although in the beginning Cavite was chosen because the area was not well attended by government programs and was considered both dangerous and difficult, its proximity to Manila (39 kilometers south) has caused it to become more and more a semi-urban district, now within reach of metropolitan Manila services. IIRR is aware of a need to phase out of many of its current programs and to seek sites in other regions of the country which would offer new experiences because of different problems and cultures. Recently IIRR created two limited "social laboratories": in Negros Occidente in collaboration with UNICEF where the focus is on food production in anticipation of the phasing-out of UNICEF's supplementary feeding program in 1986; and in Bicol, in collaboration with USAID and NEDA (National Economic Development Authority) where IIRR is implementing a three-year Local Resource Management Project which seeks to develop mechanisms whereby beneficiaries can participate in the planning and implementation of assistance programs directed toward them. Upon completion of these funded projects, IIRR intends to expand them into full four-fold programs, perhaps in collaboration with a revitalizing PRRM.

Although IIRR has worked in many of the same villages in Cavite over a long period of time, IIRR has continuously created and tested innovative programmatic and technical approaches, in keeping with the concept of the social laboratory. From 1975-1981, the primary development strategy was the short-term residential training on campus of village leaders through the People's School Program. Over 1,000 "Barangay Scholars" were trained in 24 technical disciplines including agriculture, health, and literacy. These "Barangay Scholars" have become a core of volunteer workers who help IIRR staff carry out development activities within the villages. Some also have formed organizations which promote self-help activities on an inter-village or province-wide level: CAFFMACO (Cavite Farmers' Feedmilling and Marketing Cooperative), BSMCI (Barangay Scholars Marketing Cooperative, Inc) and SWLO (Silang Women Leaders Organization). The organizations appear to have been most successful, having benefitted well from the technical assistance which IIRR has provided throughout their development. Recently, IIRR

has linked CAFFMACO up with the German Freedom from Hunger Foundation as a recipient of a ten-year loan which will enable them to expand their services to members. IIRR's continued technical assistance to these organizations will focus on the development of the necessary organizational structures and processes to facilitate more involvement of their members as they continue to prosper and grow.

Several national organizations, as well as PVOs in other countries, such as World Vision and GRRM (Guatemalan Rural Reconstruction Movement) have implemented the People's School as a major thrust of their rural development program. Nevertheless, IIRR decided to shift its program focus in 1982 to work directly in the villages and strengthen the People's Organizations rather than conduct technical courses on campus. However, the Barangay Scholar approach was successfully used this year in Negros Occidente in the training of over 225 villagers in bio-intensive gardening. They will now become the prime promoters of this technology which will benefit more than 85,000 malnourished children by the end of the year.

IIRR has begun to create a new approach of developing local human resources. From a selected group of active Barangay Scholars, they have created a higher-level corps of eight village para-professionals who are trained in process rather than in a technical content. These Indigenous Facilitators (IF) receive training at IIRR's campus and on-the-job training back in their villages by working along side of the IIRR Rural Reconstruction Facilitator (RRF). They will eventually replace the RRF when IIRR determines it is time to close down its program in the IF's village. In addition, the IFs are being used on a limited scale to extend IIRR's program to nearby villages where IIRR hasn't worked before. Future challenges to IIRR are the development of criteria and procedures for graduating communities from IIRR assistance and the incorporation of rural leaders into various functions of the organization. With the IFs, village leaders are now taking on more duties as self-directed development workers, and this year for the first time IFs presented research papers at the annual Symposium.

Because of its current focus on the strengthening of the village-based People's Organizations, IIRR created this year a Field Education and Training Support Unit within its Field Operations Division to develop and pilot specialized courses in organization management, including leadership development, group dynamics, project management, finance and accounting. Since 1980, IIRR's credit policy requires that all credit be given exclusively through the People's Organizations. IIRR is currently implementing a long-range strategy to develop People's Banks which would entail the gradual shift of management of their successful revolving credit program to the People's Organizations themselves. IIRR has worked intensely with the People's Organizations to involve women and youth in the decision making processes of communities as members of equal standing. They have helped the People's Organizations form linkages with other villages or with coalitions to work on common objectives, such as Agrarian Reform Education.

A current program development strategy of the IIRR is to seek out avenues for collaboration with government agencies and private-sector organizations on a national basis. IIRR has been collaborating with the Ministry of Health and the Ministry of Agriculture and Food in developing mechanisms to involve the rural poor in program planning and decision making. IIRR is currently developing a methodology to introduce rural reconstruction philosophy into the curricula of primary schools and agricultural colleges. They have begun to create strategies

to work with "support systems" (government, private credit institutions, business and industry, and civic, professional and religious voluntary organizations) to develop the attitudes, knowledge and skills to enable them to be responsive to and supportive of the efforts of the rural poor at self-development, and to reorient their efforts from relief to development.

Another major program innovation has been IIRR's emphasis on Appropriate Technology. Since its creation in 1985, the Appropriate Technology Unit (ATU) has sought to provide partner communities with simple, low-cost and replicable alternative solutions to their problems. The strategy that has received the most attention is regenerative agriculture which uses a variety of low-cost and ecologically sound methods (such as the use of organic fertilizer, botanical pesticides, and non-fuel consuming farm implements) to help farmers meet their own food production needs while preserving and improving the natural fertility of the soil. The ATU is also conducting experiments in low-input rice production, raising of rabbits, snails, honeybees and eels, medicinal plants, indigenous seeds and small-scale rural enterprises or industries for the making of soap, candles, bricks, charcoal and paper.

It is important to note that one of the strengths of IIRR has been the credibility it has developed in the field of rural development because of its "hands on" involvement with the partner communities in IIRR's social laboratory. The continuing relationship with these communities has allowed IIRR to test several development approaches and techniques, particularly in the area of appropriate technology over the past two years. Because of the decline of the PRRM over the past decade due to political as well as management difficulties, national and international organizations have increasingly sought IIRR's help and involvement in development activities that are more appropriately within the scope of work of a national organization. Now that the PRRM is reorganizing (with the help of the IIRR), the challenge ahead for the IIRR is to clarify each organization's role, to become involved in only those "hands on" activities that are truly experimental in nature, and to engage in activities that fulfill its mission of international outreach which had been neglected.

Although IIRR played an indispensable part in the creation and philosophical/organizational development of the national rural reconstruction movements (NRRMs) in Guatemala, Colombia, Thailand, Ghana and India, its role became only that of a reliable resource in providing limited, but annual funding, and training or consultation on the occasional request of the NRRM. IIRR has provided unrestricted funding to all the movements except India since their creation. In 1986 this amounted to a total of \$88,000, or 5% of annual expenses. They have provided resource materials and training in the Philippines for NRRM staff at no charge; and occasionally visited the NRRMs to provide consultation or training. Nevertheless, communication in either direction between IIRR and the NRRMs has been limited, and there are many examples of old approaches still being used in the NRRMs which have long been abandoned and replaced at IIRR by new technologies that are more effective. On the other hand, alternative approaches that have emerged in the NRRM often are not known by IIRR or not disseminated throughout the total system of NRRMs, and the experience base is still almost exclusively that of the Philippines.

IIRR has not reached its potential as an innovator and disseminator of knowledge about rural development on an international level. While an international focus is totally congruent with its mission, its structure, capabilities, and management decisions reinforce and expand Philippino domestic activities to the detriment of its international focus. Major shifts in priorities and accompanying resources would need to be made. For example, the large Research Division would need to focus its work beyond the processing of lessons from the social laboratories in the Philippines to include experiences and technologies of its affiliated NRRMs, as well as governments and PVOs throughout the world. IIRR is in a unique position because of its organizational values and methodologies and staff capabilities to take a leadership role in expanding knowledge about the state of the art in rural development.

Since 1985, IIRR has sought to increase its international work by creating a separate division of International Extension (IED), responsible for the conduct of IIRR's relationships with its affiliated movements and alumni networks and with other development agencies with which IIRR collaborates; for providing technical assistance in organization or program development to the NRRMs; for documenting NRRM experiences in rural reconstruction; and for developing a newsletter called International Sharing. The division has proposed that financial assistance provided by IIRR to its affiliated national movements no longer be undesignated but instead be granted in support of specific projects or activities which would strengthen the organization or program of the NRRM. It has taken a more proactive posture by initiating visits of substantial duration and breadth by IIRR personnel to the various NRRMs. This year IED conducted nine person-weeks of consultation to the NRRM of Guatemala and Ghana. Future plans for the International Extension Division include visits totaling twelve person-weeks per year (ten days to each NRRM, once a year). The IED has suggested conducting regular meetings of NRRM staff to discuss program and research issues. It is aware that it needs to develop Spanish language capabilities at Cavite for both its publications and technical assistance, and is considering the appointment of regional and national "desk officers" and the placing of IIRR staff in various field locations.

The International Training Division (ITD) is a major contributor to extending IIRR's work internationally. To date IIRR has trained 737 participants from 47 Third World countries in their Institute programs conducted in Cavite. Over the past three years, communication with alumni and alumni groups has increased sharply. Information about each participant is now computerized and continually updated. Of the 700+ alumni, approximately 85% remain active and receive IIRR publications.

While in the beginning IIRR's training was primarily provided to NRRM staff, since 1977 IIRR has focused its training on rural development practitioners from government and other private organizations who participate in IIRR's Senior-level or Middle-Level Managers Seminar which are conducted respectively in the fall and spring of each year. By opening their training to non-NRRM participants, IIRR has expanded its outreach to a greater number of organizations in more developing countries. On the other hand, the negative consequence of the policy has been to limit the opportunities for the continuing development and updating of NRRM personnel after their initial attendance at an IIRR seminar. However, this problem can be addressed by regular meetings of NRRM staff as proposed by the IED, by

special training events solely for NRRM such as that being planned by the ITD for 1987, and by "work study" or exchange visits which provide a viable short-term alternative to meeting specific learning needs.

Overseas, the International Training Division has conducted training in Guatemala for the Christian Children's Fund, in Thailand and Sri Lanka for government development workers, and in Indonesia and Kenya for private rural development organizations. IIRR has collaborated with NRRMs and alumni groups to sponsor regional workshops in rural reconstruction, conducted in India in 1983 and in 1984. It plans to conduct two overseas training programs per year for the next three years. To further strengthen its international program, IIRR plans to combine the International Extension and the International Training Divisions.

In conclusion, we have viewed the IIRR as a purposeful organization that has achieved stability and a sense of direction, while at the same time being open to innovation and experimentation. This major accomplishment comes from IIRR's explicit and shared value base and culture of action-reflection as well as from its skill in the execution of its management functions of planning, staffing, directing and controlling the work of the organization.

IIRR contributions go beyond the provision of services to unattended rural populations, to reaching the poorest of the poor, and even beyond its fuller work in the development of human resources on the individual and group levels in the 21 villages in the Cavite Social Laboratory. IIRR has successfully created and documented models that have been used, or potentially can be used, throughout the IIRR social laboratories, as well as by other NRRMs and PVOs for the training of village development para-professionals, the training of community organizations, organization of province-level organizations and coalitions, development of curriculum for primary through post-secondary education and the application of appropriate technology in agricultural production and small-scale rural industries.

However, because of IIRR's unique supportive mission and methodology and its superior staff resources -- in terms of skills as well as numbers -- we feel it has not reached its potential in serving as a generator and disseminator of knowledge about rural development on an international level. Although in the last three years several changes have been made in the organizational structure and work activities that strengthen the international aspects of IIRR, there still appears to be a fundamental issue that needs to be resolved: when do field activities cease to be sources of learning and become merely operational programs?

Only limited staff resources are now used for international training, extension or communications, although this is not apparent in the organizational budget where even overseas travel expenses for fund raising and Board Meetings are applied to "international extension." Half of the expenses for IIRR's Field Operations and Research are applied to international programs. With the revitalization of the PRRM, IIRR, if it so chooses, can begin to redirect its efforts to doing what only it can do and do best -- the conduct of experimental programs and projects, research and analysis, and the development and dissemination of models to its larger international audience. Along with this process of redefinition IIRR is also in a transition of leadership, and how these decisions will be made and by whom becomes particularly critical at this time.

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OFFICE OF PRIVATE AND VOLUNTARY COOPERATION
AGENCY FOR INTERNATIONAL DEVELOPMENT

PVO INSTITUTIONAL DEVELOPMENT EVALUATION SERIES
FIELD REPORT NO. 78

EXECUTIVE SUMMARY

INTERNATIONAL INSTITUTE OF RURAL RECONSTRUCTION
GUATEMALA

International Science and Technology Institute, Inc.
1129 20th Street, N.W.
Washington, D.C. 20036

DRAFT
March 1987

SUMMARY

The Guatemalan Rural Reconstruction Movement (GRRM) is a private, secular, non-profit Guatemalan organization with a small administrative office in Guatemala City and a field headquarters in Jalapa, about two hours from the capital. It is governed by a Board of Trustees composed exclusively of prominent Guatemalan businessmen, and its Executive Director has a business background. From its center in Jalapa, GRRM conducts a significant four-fold field program of economic development, education, self government and health in line with the rural reconstruction principles of integral development which were adopted from the International Institute for Rural Reconstruction (IIRR) in the Philippines. GRRM staff currently numbers 38, all of whom are Guatemalan. Its annual operating budget is \$101,000 and its program budget is \$440,000 with most of it coming from grants and loans to GRRM's credit fund.

The GRRM was founded in 1964 by several prominent Guatemalan citizens who had been inspired by Dr. Y. C. James Yen during his trips to Guatemala. The GRRM was the first of five national movements outside of the Philippines which IIRR helped to found. The intention was that the GRRM would serve as a vehicle for spreading the IIRR approach of rural reconstruction throughout Central America. However, the GRRM has never fulfilled this regional role; in fact, its sphere of operations over the past 23 years has been limited to partial coverage of one province which has caused many Guatemalans to perceive the GRRM as being a local Jalapan institution.

Jalapa was chosen in the beginning because neither the government nor any other private development agency was active in the area. The province presented a variety of adverse physical conditions, the population was generally poor, and had a reputation for being difficult to deal with. The fact that GRRM was able to overcome the distrust of the population toward outsiders and be invited to work in an ever increasing number of communities attests to its credibility with the local rural population. GRRM currently is working in 48 villages, which averages approximately six villages per Rural Worker. They are supported by the four-fold program directors and their technical staff who serve as resources in providing GRRM program services in the villages. At present GRRM still is the exclusive provider of services of health, agricultural extension and literacy training to many of these isolated villages, particularly those mountain communities of Santa Maria Jalapan where GRRM has worked only since 1980.

As an affiliated movement of IIRR since its creation in 1964, GRRM has had access to financial and technical assistance in support of its program. GRRM has received an unrestricted annual grant from IIRR over the past 23 years: during its initial years, GRRM received \$55,000 annually which amounted to an average of 75% of its revenues; currently the contribution is about \$20,000, or about 16% of income. IIRR trained the original GRRM staff of 16 in a four-month seminar conducted in Spanish at IIRR in the Philippines. After a financial crisis in 1971 caused the departure of all but one of the original staff, IIRR continued to provide training for new hires when GRRM requested it. For six years the management of GRRM was performed part-time out of Guatemala City by the volunteer members of the Board of Directors. A skeleton staff of rural workers continued to carry out GRRM's program which was reduced to five villages in Jalapa, and they received minimal direction or supervision.

However, the fortunes of GRRM changed significantly in 1978 when the current full-time Executive Director was hired. His local reputation and Dr. Yen's international prestige attracted the attention of the AID Mission, and in 1979 it provided a six-year grant of \$232,000, augmented by \$420,000 in 1982, to GRRM to conduct a School for Rural Promoters which provided short-term training for villagers in agricultural, health and educational specialities. The School was a direct result of the attendance of GRRM's Director of Operations at an IIRR training program in the Philippines. It became the major thrust of GRRM's program from 1979-1985 and helped to revitalize the organization after its period of relative dormancy. Before the AID funding ended, GRRM trained 911 villagers in 24 specialties and built the classroom and supporting facilities in Jalapa which form the current nucleus of its field operation.

With the support of AID for its School for Rural Promoters and the success it was achieving in the mountain villages of Santa Maria Xalapan, GRRM became more interesting to other donors such as the InterAmerican Foundation, which provided \$139,000 in 1981 and \$389,000 in 1984 to establish and operate a credit fund for use in GRRM's rural development activities. Other contributors to the credit fund were the Canadian government (\$13,000 donation in 1983) and the Inter-American Development Bank (\$300,000 as a loan and \$25,000 as a grant in 1986). GRRM's current credit program has 700,000 Quetzales (US \$262,000) and a proposal for 360,000 Q (US \$135,000) is being processed by the Inter-American Development Bank, as a loan for 40 years at 1% interest, with the first ten years interest free. Also since 1984 the Government of Guatemala, through its Committee for National Reconstruction, has provided a series of financial contributions to the overall GRRM program. Thus, GRRM has been seen increasingly as an effective facilitator of credit for rural agriculture, and with this program thrust it has been assuming the role of a rural bank or agricultural extension agency of the Ministry of Agriculture, in their absence in the region.

Although GRRM has been very successful in providing credit to hundreds of low-income farmers who would have had no alternative channels for credit, this, however, appears to have had negative consequences on the achievement of a four-fold integral development program in accordance with the philosophy of rural reconstruction. To a large extent, GRRM's community organizing efforts, through its Program of Organization (self government) have become indistinguishable from its economic development activities. GRRM's work has focused heavily on developing a village infrastructure of Agriculture Committees for the use of the credit funds. Several of these organizations exist exclusively for the purpose of providing agricultural credits to their members, and often are not concerned about other community needs. Indeed, those communities who organized to achieve major development projects such as the village water system of San Yuyo did so through the creation of a separate community organization and with funding from outside the GRRM credit available to the agriculture committee.

Since women and youth do not belong to the agriculture committees, they are systematically excluded from participating in many of the decisions that affect them and development within the village. Because it was the Agriculture Committee in the village that selected the persons to be trained as promoters by GRRM, only a handful of promoters were women, even in the health and education specialities. Although GRRM has helped the villages to form separate organizations for women and GRRM provides staff to work with them, their activities are often limited to those taught in a traditional Ministry of Agriculture Extension Program (sewing

classes and home decorations) and the women's groups do not share in the power or money which is channel through the agriculture committees. There have been minimal efforts to encourage the women's groups to start small-scale businesses and in those rare instances when funding was sought, it could not be obtained from the GRRM credit fund but from outside the system through the solicitation of special grants directly from GRRM. As a result there are relatively few community improvement or non-agriculture economic projects that have been developed by the villages.

The GRRM has recognized the limitations of the Agriculture Committee as a mechanism for village-based development efforts. A major objective of the Program of Organization this year is to work with the Agriculture Committees in the 48 villages to create sub-commissions which would be dedicated to other aspects of development. Nonetheless, in the proposals for funding to extend their efforts to new villages within the province of Jalapa and to open a new program (for the first time beyond Jalapa) on the Atlantic Coast in Livingston, GRRM continues to define its program strategy as that of the past, by setting up Agriculture Committees as the community infrastructure for village-based development, linked to access to credit from the start, and as the vehicle for the identification and selection of village leaders to be trained as promoters.

Other concerns about GRRM's credit program are that its policies have fostered the production of agricultural commodities which are traditional to the area in which it works -- including the high value commodity, coffee, whose extension is being discouraged in national development policy. GRRM often takes a reactive posture of going along with what the individual farmers or agricultural committees want, even if their assessment is that it would not be technically or economically feasible. Although the scope of GRRM's technical assistance in agriculture and livestock is broad, its very diversity makes it difficult for GRRM to pay much attention to or experiment with any particular commodity or technique. The consequence is that the technical assistance has become static and discourages experimentation. Little has been done to experiment with appropriate technology or to utilize the experience that IIRR has gained in this area through its extensive work in the last two years. GRRM policies encourage practices of high consumption of commercial inputs with little consideration of local or natural resources, the cost benefit to the production, post harvest technologies or marketing of the products. The three cooperatives which GRRM has helped to form and continue to provide technical assistance have been successful in their development but now have reached a level of need, both technically as well as in their organization development, that may be beyond the expertise of GRRM's current staff.

The health program is providing a wide range of medical and dental services in the villages and is supported by an active corps of health promoters who recently have been provided follow-up training in their specialties. The education program includes literacy training, community-based sports, cultural activities and the teaching of home economic skills to the women's organizations.

Although each of the four-fold programs has an intense schedule of activities, they do not define the program development objectives which these activities are to address, nor are there attempts to define overall development objectives or strategies for a given village. Coordination among the four-fold programs is more that of scheduling the program activities to avoid the overlap of activities at the same time in a given village, or the dual commitment of a staff resource.

To strengthen its organization, GRRM needs to devote major attention to its human resources. Should GRRM decide to pursue a broader, integrated development approach in its work it will need to expand or retrain some of its staff to be rural development specialists, who have the knowledge and skills in process (needs analysis, institution building, project definition and management), rather than technical (eg. agriculture, literacy) specialists. And its technical corps will need to acquire a more advanced level of training in their fields. Although GRRM senior staff of management and program directors in the beginning were professionals, now it has no staff members (with the exception of the part-time physician) who have received a university or postsecondary technical school degree. Their employees generally are graduates of a high school in which they received technical training in agriculture, teaching, business or home economics, and do not necessarily have training or experience in rural development prior to their employment at GRRM. Their orientation, training and development on the job is minimal, and technical supervision at all level is inadequate because all are performing in multiple roles and positions. All levels of staff appear to be overworked and underpaid, yet highly motivated to endure the physical and emotional difficulties of the work.

If the program expands in the near future, GRRM will face even greater difficulties with its current approach to personnel. It may be difficult to find appropriate staff in Livingston since it is even more remote than Jalapa, and GRRM is seeking to hire program staff who are bilingual in Spanish and the Indian dialect of the region. Furthermore, GRRM may need to make staff changes to respond to more sophisticated needs in the field.

All functions of management need to be strengthened - particularly in the definition of strategic and operational plans. Policies and procedures need to be developed, particularly at this time because of its plans to expand both in Jalapa and in the new region of Livingston. Special attention needs to be paid to its relationship to the villages -- what are its development objectives, through what strategies and within what time period. Processes of research, analysis and evaluation need to be incorporated into all aspects of the operations to help GRRM develop stability, consistency and uniqueness as an organization, to learn from its experience and to contribute to the learnings of others on the national and international level through its affiliation with an international movement.

GRRM needs to obtain funding for operating and program expenses other than those related to the credit fund. They anticipate deficits caused by a reduction in its traditional grant sources and an increase in expenses, particularly with its planned expansion, not covered by project funding. There are no income generating activities being carried out by GRRM at this time. Although one staff member in the Guatemala City office is dedicated to increasing donations from national international sources, neither source is very promising. In addition, its approach to budgeting does not relate costs of particular activities to revenues generated by them, and there is no formalization of the standards for judging the utility or appropriateness of proposed expenditures.

To be more effective in the macro management of the organization -- in its strategic planning and budgeting-- GRRM needs additional resources that it does not currently possess. Specialists in management as well as rural development need to be involved in some fashion to bring state of the art knowledge and technologies

into GRRM considerations. This can take the form of additional staff, paid short-term consultation, or the addition of these specialists to the Board or Directors or an Advisory Committee. The other benefit it could derive from expanding its people resources is that it will open up opportunities for collaboration and mutual influence in development philosophy and practice with other entities in the public, private, academic and voluntary sectors.

Above all, GRRM is in a unique position to obtain assistance because of its affiliation with IIRR. Many of GRRM's area of need are in fact current IIRR's strengths. In IIRR's development it encountered many similar problems to GRRM because of its commonality of core approach (rural reconstruction). Both have had problems with inactive promoters, weak community organizations, open-ended relationships with communities, fragmentation in the four-fold program etc.). Through its research and experimentation, IIRR has developed new approaches and methodologies, ones that GRRM should at least be aware of. It is perhaps more than a fortuitous coincidence that now when GRRM can productively use technical assistance at a critical time of expansion that IIRR has greater interest in and capability to give that assistance to its affiliated national movements. It is hoped that this study will encourage greater collaboration between the IIRR and GRRM as independent yet interrelated members of a larger system.

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OFFICE OF PRIVATE AND VOLUNTARY COOPERATION
AGENCY FOR INTERNATIONAL DEVELOPMENT

PVO INSTITUTIONAL DEVELOPMENT EVALUATION SERIES
FIELD REPORT NO. 8

EXECUTIVE SUMMARY

FOUNDATION FOR THE PEOPLES OF THE SOUTH PACIFIC
AND
SOLOMON ISLANDS DEVELOPMENT TRUST
SOLTRUST
TONGA COMMUNITY DEVELOPMENT TRUST

International Science and Technology Institute, Inc.
1129 20th Street, N.W.
Washington, D.C. 20036

Foundation for the Peoples of the South Pacific

Evaluation Report

1. Executive Summary

Introduction. The Foundation for the Peoples of the South Pacific (FSP) is the most respected private voluntary organization active in the South Pacific nations. After almost a quarter century of exclusive commitment to the region it has built up:

- An unrivalled network of organizations and individuals;
- An important reservoir of trust among peoples who have too often had their trust betrayed by outside entities; and
- A broad experience in the successful management of a range of development projects throughout this diverse region.

Findings. FSP is strongly committed to institutional development in the South Pacific and toward this end has created a number of autonomous trusts throughout the region. These trusts are locally incorporated PVOs dedicated to carrying out local programs to help their people. FSP helps with the initial organizational stages and provides the services of an advisor/trainer to work with the new group for a few years. Some of these new institutions have been spectacularly successful in developing their programs and in attracting financial support. In particular, the Solomon Islands Development Trust and the South Pacific Appropriate Technology Foundation now operate major programs totally without support from FSP.

FSP has also been instrumental in expanding the involvement of women in development activities throughout the region. Both in Tonga and in the Solomon Islands, its women's interest programs have been influential, although these programs operate quite differently in the Polynesian and Melanesian cultural contexts.

FSP also supports the development of micro enterprises through its support of commercial fishing groups in Tonga and the Solomon Islands. In the Solomons especially, FSP is strongly committed to

carrying out its program through local private entrepreneurial groups to the extent possible.

FSP is facing a budgetary crisis due to the cuts in the American AID program for the South Pacific. Its annual budget dropped over 75% between FY 86 and FY 87.

As a result, FSP, its country programs and affiliated trusts are reorganizing to survive in a very different funding environment from the one that has prevailed during the past six years. With the support and cooperation of AID's South Pacific Regional Development Office, FSP has streamlined its operations so that it now operates most of its programs from a regional office in Fiji. Its two remaining country programs, Solomon Islands and Tonga, are putting together packages of support from other sources (European NGOs, national government programs, other U.S. sources).

Recommendation. The team makes only one recommendation. AID's Bureau of Food for Peace and Voluntary Cooperation should provide bridging support for FSP to ensure that it develops during the next three years the specific capabilities needed to survive in this changed funding situation. There is funding available from various sources to support the kind of work FSP and its affiliated trusts are carrying out. FSP needs to be able to provide technical assistance to its field units in the following areas:

- Developing strategies for resource mobilization;
- Document the impact of their programs;
- Improve systems of personnel, program, and financial mangement;
- Place FSP programs more specifically within the current development context and strategies of the South Pacific nations within which it works.

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OFFICE OF PRIVATE AND VOLUNTARY COOPERATION
AGENCY FOR INTERNATIONAL DEVELOPMENT

PVO INSTITUTIONAL DEVELOPMENT EVALUATION SERIES
FIELD REPORT NO. 9

EXECUTIVE SUMMARY

CENTRE FOR DEVELOPMENT AND POPULATION ACTIVITIES
AND
EGYPTIAN AND KENYAN ALUMNAE UNITS

International Science and Technology Institute, Inc.
1129 20th Street, N.W.
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May 7, 1987

EXECUTIVE SUMMARY

This evaluation of the Centre for Development and Population Activities and its two alumnae units in Egypt and Kenya is one of a series of Agency for International Development/Private Voluntary Cooperation evaluations of private voluntary organizations, focusing on institutional development.

Carried out in February and March, 1987, the evaluation's purpose was to determine the progress being made by the Egyptian and Kenyan alumnae units toward becoming self-sustaining, independent development organizations. The areas of focus were the institutional characteristics of the units, such as development philosophy, leadership and management structure; training, including methodology and kinds of training; and economic sustainability, involving efforts within the unit to secure grants, contracts and fees for service, as well as efforts made through projects to generate income for participants. The role played by CEDPA headquarters in providing assistance to the units, and the process involved were also assessed.

The CEDPA Program

CEDPA is a 12-year old management training organization which focuses on improving the skills of managers of health, population and development organizations in developing countries. Two five-week workshops are held in Washington, DC; one, specifically for women managers (on whose participants this evaluation focused); and the other, in supervision and evaluation for both women and men.

As follow-up to the training, CEDPA staff and alumnae carry out in-country training programs for local managers. CEDPA also gives technical assistance to alumnae groups in organizational development, project design and management, and provides funds for their community-based projects in health, family planning, nutrition and income generation.

The Egyptian Program

Two in-country training workshops were held in Egypt in 1979 and 1980, and revealed a high level of interest in management training for women there. In 1983, alumnae women, working through the Institute for Training and Research in Family Planning, and with the assistance of CEDPA, won a three-year grant from USAID/Egypt to train groups of women managers at the governorate (regional) level who could assist community groups to initiate development projects.

Six governorate teams of 6-10 women each were trained during the three-year period. They, in turn, turned local women in their areas. Altogether, 331 women were trained. Fifteen alumnae trainers participated in the grant and also wrote a training manual in management and leadership of family planning activities, incorporating basic CEDPA materials and orienting the manual toward Egyptian needs.

In 1985, the Egyptian alumnae began to develop a CEDPA alumnae unit and received their first unit grant. Thus far, they have had two unit grants, through which they have held additional in-country training workshops, assisted governorate teams in developing and implementing 4 seed grant projects, produced a periodic alumnae newsletter, and written 2 case studies of the seed grant projects, among other things.

Seed Grant Projects

Integrated family planning and income generation projects have been implemented in Aswan, El Kalubia, El Menia and El Monufia. These projects are carried out by the governorate women's teams trained through the USAID grant. The projects are implemented through a collaboration with the local family planning associations which are affiliated with the Egyptian Family Planning Association, and all projects are housed in local community development association centers. The evaluator visited three of the four projects.

In each case, seed grant money paid for renovation of the clinic and rooms used for the income generation activities, family planning equipment, sewing machines or food processing equipment, and small transportation honoraria for the doctor, nurse, social worker, project director and teachers.

When women come to the center for the income generation activity, they also receive family planning education and services. They are expected to bring other women to the center for family planning education. Promoters are also trained to do home visits to interest other women in coming to the clinic. Women are sewing clothes for sale or processing food for sale, both directly to customers and through contracts with government ministries and private organizations.

The Kenyan Program

After an in-country training workshop was conducted in Kenya in 1981 for mid-level women managers at national and regional levels, alumnae started developing an alumnae unit in 1982. The group, known as the Society for the Advancement of Community and Women's Studies, chose as a mission the strengthening of village-level women's groups through Women in Management training, technical assistance and establishment of linkages with available resources. The group's first CEDPA unit grant was received in 1984 to assist in the provision of training and technical assistance to women's groups, sponsoring seed grant projects, an in-country workshop and the publication of an alumnae newsletter.

In 1984, the group began the process of registration as a private voluntary organization required under Kenyan law. As of the evaluation visit in February, 1987, the group was still not registered, and had resubmitted its application in January, 1987. Recently, all indigenous PVOs had been notified that they had to register with the Government, even if already registered.

The lack of registration has hampered the development of the alumnae unit as an organization. CEDPA was unable to disperse the second half of the 1984 grant or give another unit grant in subsequent years. The group has had to stop its national alumnae meetings, its newsletter and in-country training workshops. Whereas 20 alumnae were active in 1984, the main activities are now centered around the group of 9-10 alumnae who live in Mombasa who have continued to provide technical assistance to local women's groups with seed grant projects, and have conducted one training workshop in Mombasa, through a small grant from CEDPA.

Seed Grant Projects

Of the 10 Kenyan projects which have received CEDPA seed grants, the evaluator visited four in the Mombasa area. These projects combine income generation activities with family planning education and services, health and nutrition. The projects are implemented by community-based women's groups, all of whom have been organized for 7-10 years. Income generation activities range from poultry raising, to charcoal and water selling, production of clothing and running a clothing and housewares shop.

Seed grant funds have paid for initial inputs for income generation activities, such as chickens, feed and charcoal, family planning and health equipment, and in some instances a one-year salary for a health worker. The projects also receive in-kind resources from government ministries.

Assessment

- Institutional characteristics: Both the Egyptian and Kenyan units are nascent organizations at present, with the potential to develop into full-fledged institutions over time. Each has a clear development philosophy focusing on the empowerment of women to improve their lives and livelihood. The units have leadership and organizational structures which suit their current level of development.

Alumnae women function as volunteers and commit regular time each month to CEDPA-related activities. They have succeeded in creating linkages for the seed grant projects with government ministries which provide substantial in-kind resources.

Each of the groups has plans to develop into a national membership organization, and has already written a constitution to acquire legal status. The Kenyan unit has encountered difficulties in registering as an indigenous private voluntary organization, which has hampered their development. This problem must be resolved before they can proceed with national-level organization plans.

Neither group has financial resources beyond CEDPA grants, and must begin to identify other sources of funding for their activities in the future.

- Training: The CEDPA/Washington training has had an important effect on alumnae in both countries. The skills and self confidence gained seem to motivate the alumnae to carry out their volunteer activities. The sense of having shared a life-changing experience and belonging to a worldwide CEDPA "family" contribute to the cohesion of the groups.

The adult education training methodology of experiential learning and participatory exercises, which is used in the CEDPA/Washington workshops is also used in the workshops in the two countries. Alumnae have integrated regular training programs into their over-all development program, both for themselves as well as local women with whom they work.

- Economic Sustainability: The income generation activities in both countries have made substantial progress thus far and have the potential to be successful ventures if carefully developed. The Egyptian projects are relatively new but are covering some of their costs, making profits for the women and the projects, and are developing clients for their products. The Kenyan projects are more developed, and are closer to being fully viable but still require careful monitoring and planning.

The projects are benefitting poor women in rural areas and urban slums. The local women's groups, themselves, are responsible for financial accountability of the seed grant funds. They keep records, have bank accounts (and, in Kenya, savings clubs), and receive assistance from alumnae in providing quarterly reports to CEDPA.

While the financial reports provide a clear picture of the status of these projects, the program reports, prepared by CEDPA staff after visits to the field, are descriptive and do not give a fully analytical picture of project progress. They should be redesigned to focus more on goals, objectives, problems and results.

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While the financial reports provide a clear picture of the status of these projects, the program reports, prepared by CEDPA staff after visits to the field, are descriptive and do not give a fully analytical picture of project progress. They should be redesigned to focus more on goals, objectives, problems and results.

In-kind resources provided to seed grant projects by government ministries through linkages developed are substantial and contribute to the sustainability of the projects.

- Over-all Key Factors: The integration of an income generation activity with the provision of family planning services and in some instances, nutrition and health services is an important and potentially successful development approach in the communities visited. The inclusion of several elements which address needs of poor women provides a "wholistic" approach to improving their lives and livelihood. Each aspect of the project strengthens the other.

Efforts in both units to collaborate with other development organizations, and to inform key male leaders in the communities and sometimes engage them in the activities have facilitated the implementation of the seed grant projects and contributed to their success.

- CEDPA/Washington Assistance: The Washington training workshops are the impetus for subsequent volunteer activities in alumnae countries. The in-country workshops, development of alumnae units and seed grant projects all stem from CEDPA efforts at follow-up support to the WIM training participants. This progression of activities forms a development model which AID and other donors would do well to study vis-a-vis other participant training efforts.

Alumnae women indicate that CEDPA staff have provided important and timely training and technical assistance to alumnae units in their development. The absence of field offices, while perhaps creating certain administrative and communications problems for AID, appears to promote the potential for long-term sustainability of the alumnae units.

In working with alumnae units in 11 countries under the Matching Grant, CEDPA attempted too ambitious an undertaking, especially given the level of staff involvement and the fact that the alumnae units were new and fragile.

The centralized management structure which CEDPA/Washington utilizes may not have been the most appropriate approach to overseeing the Matching Grant, given the large number of alumnae units assisted and the lack of field offices. A greater delegation of authority to staff more directly involved with the Matching Grant would likely have facilitated operations.

Recommendations

- Alumnae Units: For the Egyptian and Kenyan units, recommendations include continued careful monitoring of the income generation activities to ensure that they become fully viable. For Egypt, technical assistance by an income generation specialist would be useful for both alumnae and the governorate teams. In addition, one or two of the alumnae should get some specialized training in income generation if the unit intends to stay involved in this endeavor.

Both units should develop plans to identify local sources of revenue for their activities. CEDPA/Washington should assist with the development of these plans.

Results of projects should be documented so as to be able to share lessons learned through this model of integrated development with other organizations.

Registration of the Kenya unit must be its highest priority, with all necessary follow-up efforts undertaken, including alumnae trips to Nairobi as needed.

- CEDPA/Washington: CEDPA should consolidate its assistance efforts to alumnae units, concentrating on a small number of units with clear potential for development as organizations.

CEDPA should choose certain seed grant projects for more detailed research study to examine and analyze the various elements of the projects and their relationship to results achieved.

CEDPA should convene a working group of PVDs involved in income generation activities to share information regarding CEDPA's integrated projects as a way of promoting this approach and learning about other organizations' experiences in income generation.

- AID/Washington and USAID Missions: Both AID/Washington and the USAID Missions should examine ways to more easily provide funding and technical support to integrated development projects which combine such elements as income generation activities and provision of family planning services.

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OFFICE OF PRIVATE AND VOLUNTARY COOPERATION
AGENCY FOR INTERNATIONAL DEVELOPMENT

PVO INSTITUTIONAL DEVELOPMENT EVALUATION SERIES
FIELD REPORT NO. 10

EXECUTIVE SUMMARY

ASOCIACION PARA EL DESARROLLO
DE MICROEMPRESAS (ADEMI)
AND
ACCION INTERNATIONAL

International Science and Technology Institute, Inc.
1129 20th Street, N.W.
Washington, D.C. 20036

March 27, 1987

SUMMARY

This evaluation is part of an AID series of evaluations of successful Private Voluntary Organization (PVO) programs, the primary purpose of which is to identify those features of the organization which may be considered to account for its success and which may, therefore, be usefully replicated in other programs.

The PVO which is the subject of this evaluation is The Association for the Development of Microenterprises Inc. (ADEMI), a Dominican non-profit organization affiliated with ACCION International, a U.S. PVO located in Cambridge, Massachusetts. ADEMI, as other ACCION affiliates elsewhere in Latin America, makes loans to microentrepreneurs, defined by ADEMI as entrepreneurs whose assets are too small to make them eligible for commercial bank loans. This, the lowest stratum of entrepreneurship in developing countries, is the target of all ACCION affiliated programs. ACCION has chosen to address the credit needs of this group on the grounds that it creates the most employment per dollar invested (compared to the larger, more modern enterprises which use capital intensive means of production), that helping it furthers economic development by broadening the entrepreneurial base, and that the income distribution effect of helping the lowest stratum is conducive to political stability and the growth of democracy.

ADEMI has achieved notable successes in less than four years of existence. As of the end of 1986 it had made 9,108 working capital loans for over \$3 million to 2,772 borrowers, increasing their sales by 37%, profits by 52%, savings by 126% and fixed assets by 19%, creating 2,566 new jobs (an 18% increase for the borrowers), and increasing borrower payrolls by 20%.

The evaluators consider that the following institutional features, of both ACCION and ADEMI, are particularly explanatory of ADEMI's success:

- o a precise, delimited and developmentally valid program focus, as opposed to broader and vaguer objectives (the focus being extension of credit to microenterprises);
- o conscious attention to program viability and self-sufficiency, through income from financially sound interest rates, a precedent among PVOs;
- o a concern for broadening the outreach of successful pilot programs to a national level while providing minimal, streamlined services so as to reach a large clientele at minimal cost;
- o careful selection of personnel stressing motivation

- and orientation, a combination of social goals and private sector orientation, along with professional qualifications;
- o long term commitment allowing development of effective and sustainable programs;
 - o flexibility and adaptability allowing evolution of programs toward ever-increasing effectiveness and efficiency;
 - o a participatory mode of operation at all levels, within ACCION and ADEMI, between the two organizations, and between ADEMI and its clients, which fosters feedback making possible the most effective evolution of programs;
 - o decentralization which places decision-making at the level of most information and quickest response;
 - o a light touch on the part of the U.S. organization ACCION, giving good personnel in the affiliated organization room to be inventive and responsive to local circumstances and fostering pride and enthusiasm in local organization personnel;
 - o functional, on-the-job type training at all levels, rather than a scattergun proliferation of classroom courses;

- o generally good information systems.

The evaluators recommend the following as possible ways of improving the ADEMI and ACCION programs:

A. ADEMI

- o formally take the effect of inflation and anticipated defaults into consideration in setting interest rates;
- o prioritize types of clients according to employment generation potential;
- o monitor certain indicators carefully during expected rapid expansion so as to become aware of problems before they have become serious;
- o make additional efforts to graduate clients to commercial bank funding;
- o foster the development of client groups for mutual education and other purposes;
- o study the effectiveness of the program in reaching women

entrepreneurs and bolster efforts in this area as appropriate.

B. ACCION

- o study what kinds of enterprises generate the most employment per dollar invested;
- o study the employment generation impact of capital investment loans as compared with those for working capital only;
- o study utility of client training in generating growth and employment as compared to just credit with minimal training;
- o closely monitor effects of ADEMI's rapid expansion.

It should be noted that the ADEMI program is already an outstanding one. These recommendations are to a considerable extent a matter of fine tuning or insurance against future problems.

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OFFICE OF PRIVATE AND VOLUNTARY COOPERATION
AGENCY FOR INTERNATIONAL DEVELOPMENT

PVO INSTITUTIONAL DEVELOPMENT EVALUATION SERIES
FIELD REPORT NO. 11

EXECUTIVE SUMMARY

INSTITUTIONAL DEVELOPMENT OF LUTHERAN WORLD RELIEF
ANDEAN REGIONAL OFFICE

International Science and Technology Institute, Inc.
1129 20th Street, N.W.
Washington, D.C. 20036

August 1987

EXECUTIVE SUMMARY

This evaluation represents the merger of two independent but simultaneous sets of activities. First, Lutheran World Relief, Inc., (LWR) a voluntary agency which channels funds from Lutherans in the United States to areas of natural disasters and endemic poverty, has been in the process of assessing its own internal ability to learn from its experience and that of its partner agencies.

Second, International Science and Technology Institute (ISTI) has undertaken a series of 12 evaluations of private voluntary organizations, under a contract from AID/FVA/PVC, with the aim of learning more about alternative models of development assistance. As a recipient of a Matching Grant from AID/FVA/PVC, LWR was chosen as one of the organizations to be included in the evaluation series. The aims of the two activities were very similar. Both focused on the effectiveness of the projects (impact), sustainability, and management. The Andean Regional Office (ARO) of LWR was chosen because it is there that the "accompaniment" model of development which characterizes LWRs work, is most mature.

The evaluation was carried out during three weeks of May, 1987, by a team of four. The consultants were Shirley Buzzard representing ISTI, Alan Taylor representing LWR/NY, and Mario Padron representing ARO. The fourth member of the team was ARO staff member Pedro Veliz, Peru Project Coordinator. The evaluation team worked out an agenda during a meeting in Lima. In addition to intensive interviews with ARO staff members in Lima, the team visited projects carried out by three of the Centers ARO supports. These three indigenous PVOs carry out integrated agricultural projects in the northern part of Peru.

The model of development assistance used by ARO is called "accompaniment." An effort to overcome some of the negative consequences associated with foreign aid, the objective is for ARO to support a range of activities while maintaining the integrity and self-respect of the aid recipient.

In practical terms this means that ARO establishes relationships with Centers before giving them grants. ARO strengthens this relationship by providing opportunities for Centers to exchange views, assisting in the exchange of personnel to learn from other projects, and facilitating seminars on issues of concern to the development community. ARO makes grants for three years and makes a clear distinction between their right to oversee the financial management of the projects and the Center's right to determine the nature and content of the development effort.

An important component of the accompaniment model is the moral

and financial assistance ARO gives Centers as they conceptualize and develop new projects. The accompaniment model also is important as part of LWRs development education efforts in that information from ARO, and the Centers they support, is passed along to bolster LRW's efforts to educate their own constituency of within the Lutheran church.

ARO has a staff of four professionals with an office in Lima. These four are responsible for carrying out LWS activities in development and emergency assistance in five countries: Ecuador, Chile, Bolivia, Peru, and Brazil (and occasionally in Colombia). Their objective is to stimulate and support non-governmental development organizations and heighten their capabilities to respond to the needs of the poor.

The evaluation team found that the accompaniment model is one which holds great promise for external funding agencies in Latin America. Traditional funding agencies are too often "top down" and create resentment and misunderstandings between the donor and recipient, exacerbating North-South tensions. The political situation in Latin America is much more important for development than it is in most other regions of the world. People, even in rural areas, are literate, informed, and involved in both local and national political issues. The context, therefore, plays an important role in understanding poverty and responses to poverty. ARO's approach, the team found, fits well with the social and political context of Peru.

The team found the ARO approach to be a sustainable one in that ARO is and expects to remain an arm of LWR/NY. They have no plans to establish ARO as an autonomous agency. ARO funded projects appear to be effective. Centers report that they particularly benefit from ARO's support of visits between projects and attendance at conferences by their staff. Seminars, especially those on technical issues were reported to be very helpful. Because ARO funds projects for three year periods, this frees project staff to concentrate on programs and worry less about funding.

The ARO staff, who travel a great deal, have general development skills but lack specific technical skills which might be of some value to partner agencies. The office, although small, would benefit from a systematization of their personnel system.

The main areas where the team felt ARO needed strengthening is in the institutionalization of the accompaniment model. This means a clearer understanding of what the relationship between ARO and each Center is. Presently, the model is based on the personality and goodwill of the ARO Director. We would like to see a codification of the process, with goals and measurable indicators of progress.

Of the Centers visited for this evaluation, the team found that all are extremely sensitive to local political and social conditions where they work and many Centers have evolved out of

local political movements or in response to some particular government policy. All operate with very low overhead, carrying out a range of projects types with few staff and modest offices. The Centers visited are likely sustainable in that AROs funding constitutes less than half of their funds and all have diverse other funding sources. All depend on external funding sources but staff seem skilled at attracting funding for their projects.

The primary weakness we found with the Centers visited was a lack of technical skills and an apparent unawareness of current technical knowledge in the areas of health, water and sanitation, women's roles, and community organization skills. Since the accompaniment model does not allow ARO to intervene in project implementation, the team felt this raises a question of how ARO can best assist Centers in technical areas without violating the spirit of the model.

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OFFICE OF PRIVATE AND VOLUNTARY COOPERATION
AGENCY FOR INTERNATIONAL DEVELOPMENT

PVO INSTITUTIONAL DEVELOPMENT EVALUATION SERIES
FIELD REPORT NO. 12

EXECUTIVE SUMMARY

AN EVALUATION OF OICI:
ITS INSTITUTIONAL DEVELOPMENT PERFORMANCE, IMPACT AND COST EFFECTIVENESS

International Science and Technology Institute, Inc.
1129 20th Street, N.W.
Washington, D.C. 20036

August 1987

Opportunities Industrialization Centers International (OICI) is an organization that has established in 7 African countries local institutions that are self-sustaining and supported financially by their national governments. OICI's mission is to establish and institutionalize self-help grassroots training programs for unemployed young persons and disadvantaged families. OICI's approach to training features motivational training before starting technical courses; individualized, practical, "hands-on" instruction; and job development for vocational completers and resettlement assistance for agricultural completers. There are 15 OIC training centers operating in 11 countries in Africa; 11 centers in 7 countries are self-sustaining institutions.

A recent evaluation of OICI and its mature African programs by three independent consultants concluded:

- . OICI is highly successful in developing independent institutions that continue without U.S. financial support.
- . The institutions OICI establishes have substantial impact on their target beneficiaries and on the communities they serve.
- . OICI is cost-effective in its approach to institution-building and its program institutions are cost-effective in their approach to training.

The chief factors responsible for OICI's success (perhaps unsurpassed by any comparable organization working in Africa) in developing institutions:

- . Its "reactive" method of establishing OIC program institutions, placing the burden on the local interest group that first contacted OICI
- . OIC programs' support by their national governments
- . A uniquely effective and attractive philosophy that appeals both to altruism and self interest
- . An effective training approach that produces demonstrable concrete outputs -- employed trainees
- . Diversified funding sources

The OIC programs' impact on their target beneficiaries and on the communities they serve is evidenced by:

- . The output of the eight mature OIC vocational and agricultural training programs since their inception (8,300 job-placed vocational trainees; 3,400 young farmers and agriculturalists completing courses; 2,300 persons completing management development, entrepreneurial training, and skills-upgrading courses)
- . The placement of 75% of the vocational course completers in the last four years
- . A current enrollment that is 40% female
- . Starting wages of vocational graduates up to 66% above minimum wage
- . Written and oral accolades from African heads of state and high government officials
- . Financial subventions and non-financial support, including land, training facilities and equipment, and seconded personnel
- . Independent, policy-making boards of directors consisting of community leaders from government, business, the clergy and the professions

Indicators of the cost-effectiveness of OICI's institution-building approach and its programs' training approach are:

- . The rare accomplishment of developing independent, self-sustaining institutions, especially during times of severe economic stress in Africa
- . Training programs that cost no more and often less than other training programs. A declining cost of services per unit of output
- . Strategic planning and cost-effectiveness analysis have become management tools

The Cooperative Program Grant has contributed substantially to the efficiency and impact of OICI's operations and its overall cost-effectiveness. The agreement has provided OICI the necessary financial and operational stability to plan, implement, and monitor its activities over a longer period of time and with greater program consistency than it was able to do under earlier, less cohesive funding arrangements.

Opportunities Industrialization Centers International (OICI) is an organization that has established 15 skills training centers in 11 countries in Africa. Eleven centers in 7 countries are self-sustaining institutions, supported by a variety of non-U.S. government sources with their national governments playing the key role in most countries. OICI's mission is to establish and institutionalize self-help grassroots skills training programs for unemployed young/disadvantaged persons. OICI's approach to training features counseling and attitudinal training before starting technical courses; individualized, practical, "hands-on" instruction; and job placement for vocational completers and resettlement assistance for agricultural completers.

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