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A FORMATIVE EVALUATION REPORT ON
THE INTERNATIONAL DEVELOPMENT PROGRAM OF
THE INSTITUTE OF CULTURAL AFFAIRS (ICA)

Grant AID/pha-G-1151

Agency for International Development
Office of Private and Voluntary Cooperation
August 1979

PREFACE

The intent of this evaluation is to assess the impact of the international development program of the Institute of Cultural Affairs (ICA) and the related technical performance of its Chicago office under the grant. No attempt is made to audit accounts or look at the domestic projects of ICA, although this report may be of interest to readers so concerned. An audit of the grant is being undertaken separately by A.I.D.

Regular evaluation is required of every Federal grant to a private and voluntary organization (PVO). In the case of ICA, we felt that a relatively intensive look was needed at the end of the second year in September 1978 because of the burgeoning of ICA's international projects and because performance, using its new and experimental approach to development, remained largely untested and unevaluated.

The report which follows is the product of a formative evaluation, wherein the process emerges as more important than the product. The effects of the evaluation are to be measured by the responses of the grantee (and other parties to the grant, including A.I.D.) rather than by the collection and analysis of data. For such an evaluation to do more than simply confront issues, PVO cooperation is essential. There must be a shared concern to improve project and program efficiency. We decided to mount a collaborative evaluation with ICA to determine the achievement under grant support, the shortcomings and the lessons to be learned.

Earlier drafts of this evaluation report were reviewed with ICA, and the dialogue has triggered explicit ICA plans for implementation of changes in operations. ICA staff members have been responsive to the critical questioning and scrutiny of its work. Thus, we fully expect this evaluation to have a dramatic and timely impact on ICA's international activities.

If the reader has time for only a summary view of this evaluation report, it is suggested that he/she refer to the final section on "Conclusions and Recommendations" (pp. 47-53).

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CONVERSION TABLE

1 Egyptian Pound (£E) = \$ 1.43

1 U.S. Dollar (\$) = £E0.70

1 Jamaican Dollar (J\$) = \$ 0.58

1 U.S. Dollar (J\$) = J\$1.70

I. INTRODUCTION

Background

On September 15, 1976, A.I.D. signed Specific Support Grant No. AID/pha-G-1151 for the Institute of Cultural Affairs (ICA). The purpose of this Development Program Grant (DPG) was to support establishment of the Social Demonstration Office of ICA in its headquarters in Chicago, Illinois. The grant was for a total cost of \$481,800 for three years, providing partial support for 11 professional international development staff positions, travel, communications, equipment and manual preparation. See Appendix 1A for grant agreement. The grant support ends September 30, 1979.

It was A.I.D.'s judgment in 1976 that ICA had evolved community development activities to help poor people which could be usefully applied to parts of the developing world. ICA's most significant work had been on the west side of Chicago in a project called "Fifth City." There ICA had worked with a largely black community of some 40,000 to create self-help programs, training for jobs, health facilities, a housing fund, local business development, pre-school education, with all pieces of the program intended to consciously reinforce the positive effects of one another. ICA sought A.I.D. support to adapt its methods to selected communities in the less developed countries (LDCs). The agreement did not provide for the direct support of projects abroad nor for any of the domestic programs and projects of ICA in the United States and Canada, such as the Town Meeting program.¹

Orientation of the Evaluation

This is the first extensive look by A.I.D. at the work of ICA under the grant. It has been carried out by the Office of Private and Voluntary Cooperation of the Bureau for Private and Development Cooperation (PDC/PVC), and the evaluation office of the Bureau (PDC/PMS/E). The Development Support Bureau (DS/RAD) also participated in the evaluation, including a field visitation.

The intent of the DPG program of A.I.D., under which the ICA grant was made, has been to enhance the capacity of primarily U.S. private and voluntary organizations (PVOs) to carry out international development programs. In line with the aim of the DPG program, success under this grant was to be judged by the increased ability of ICA's Social Demonstration Office (SDO) in Chicago to achieve development objectives in the Third World. This evaluation seeks to assess not only the direct benefits of the grant to ICA, namely, the SDO, but also to review the impact of ICA's program in a few selected countries where it carried out projects. See Appendix 1B for a list of ICA projects initiated under the grant.

¹See Chapter II for information on ICA sources of funding for projects and programs.

Unlike auditors who must strictly determine whether a PVO complies with the financial and program terms of a grant agreement, A.I.D. grant monitors must go beyond this to learn what a PVO can teach us about development generally and how the PVO can best be guided toward objectives agreed to in the grant. To achieve these ends with ICA, it was decided to undertake a collaborative evaluation, confront issues and obtain immediate feedback from the PVO. Representatives of A.I.D. joined representatives of ICA for reviews in Chicago and in the field. This evaluation style has permitted the lessons learned during the assessment to be discussed extensively with ICA which in turn has made specific plans for implementation of changes in its operation.

Questions and Methods

This evaluation addresses the following questions:

1. What are ICA's international development goals?
2. What is ICA's operational style and how do they perceive themselves?
3. How effective has been the ICA international community development program to date?
4. Did the A.I.D. grant help ICA/Chicago to initiate its international development work as it set out to do?
5. What impact has the ICA program had in the countries where it works? For selected ICA projects: what was the status, what has been the benefit to and involvement of the local community, what were the problems, and what does the future hold?

These questions provide the basis for the observations, analyses and recommendations of this report.

This evaluation began, after a review of existing PVO reports and A.I.D. documents, with the preparation of a self-evaluation by ICA. The self-evaluation was then reviewed and reworked by ICA to amplify sections on lessons learned and continuing problems/issues. A visit was made to Chicago by A.I.D. to review the revised self-evaluation, to assess initially the impact of the DPG, and to set up arrangements for visits to ICA field projects. At the same time, we solicited the reports and comments of USAID Missions on nine of the other ICA projects (See Appendix 1C). Field visits of 2-6 days each were made to the ICA projects in Egypt and Jamaica. The findings and recommendations of earlier drafts of this report were reviewed in followup sessions in Chicago and Washington, D.C.

In the field there were interviews with community members, local leaders, ICA project staff, government officials, U.S. AID Mission staff as well as other people engaged in development work. Rather than use fixed questionnaires, questions were reshaped enroute. The scope of the evaluation was comprehensive of the elements of ICA field and headquarters activities, yet selective of what we considered to be crucial aspects as delineated in the questions above. Since ICA projects

seek to establish permanent institutions during a two-four-year period, field visitations included projects of varying maturity. ICA projects in El Bayad, Egypt (two-years old) and Woburn Lawn, Jamaica (six-months old) were visited. ICA considers these neither the most nor the least successful of its projects. Time did not permit the evaluation team to participate in and evaluate the consult process. Although in two instances A.I.D. field employees attended consults in Indonesia and Chile, these visits did not provide information on which to make evaluative comments on the consult process.¹

The evaluators recognize that to draw conclusions regarding the ICA approach, a more time-consuming and expensive summative evaluation would be necessary than was the case here. Only two of the many ICA village projects were visited and even these visits were brief. Bearing these facts in mind, in our view, the El Bayad and Woburn Lawn projects can not be said either to prove or disprove the validity of the ICA approach.

In the course of the evaluation, it was determined that the question of project cost-effectiveness could not be addressed given the early stages of the projects at which we looked. Furthermore, an economic data base could not be built from ICA project records as intended. Indeed, one recommendation of this evaluation, accepted by ICA, is for greater project accountability by ICA in the future to permit it to assess the cost-effectiveness and potential replicability of demonstration projects.

The chapters which follow deal with an overview of ICA as an organization (II), the effect of the A.I.D. grant on ICA (III), the impact of ICA projects in the field (IV), and conclusions and recommendations (V).

¹Subsequent to our field visits, ICA produced two additional evaluative status reports on its work. The first in December 1978 was done for a seminar with the World Bank, which was attended by A.I.D., on the Maharashtra Village Replication Project. The second, in May 1979, was done for a seminar with the Inter-American Development Bank, which was attended by A.I.D., on Human Development Projects in Latin America, and included an update on Woburn Lawn.

II. THE INSTITUTE OF CULTURAL AFFAIRS

This chapter provides an overview of the Institute of Cultural Affairs (ICA) as an organization -- its, goals, motivation, characteristics, project development process and funding.

Origins

ICA is a not-for-profit, private and voluntary organization (PVO), working in international development and incorporated in Illinois. It grew from a parent organization called the Ecumenical Institute (EI). EI had evolved out of a concern for more relevant education in universities, public schools and local congregations as expressed by the General Assembly of the World Council of Churches (WCC) when it met in Evanston, Illinois, in 1954. While having its inspiration in WCC discussions, EI is not structurally related to the World Council. As EI became more global in scope, a group of secular businessmen associated with its work recommended that a separate arm be created for the purpose of demonstrating integrated community development. In 1973 this was done and ICA was incorporated. Dr. Joseph W. Mathews, a former professor of philosophy at Colgate University and of ethics at Southern Methodist University, was the executive director of ICA until his death in 1977. Under his leadership ICA sought to develop a new approach to community development which would more effectively address the social poverty and despair characterizing many urban and rural communities. ICA is also affiliated with a separately-incorporated volunteer service group, The Order: Ecumenical, organized as an economic and personnel pool to serve both the Ecumenical Institute and ICA.

The first ICA project was located in the most depressed area of the West Side of Chicago, East Garfield Park. This project became known as "the Fifth City." The experience of the riots of 1968 convinced ICA that community development would only succeed through a comprehensive and integrated attack on the myriad problems inhibiting health, safety, education, housing, jobs, and human dignity. According to ICA, the Fifth City project became a laboratory for experimentation, based on the expressed needs of the people themselves, which led to adaptations for other communities in North America and around the world.

The earliest projects overseas were among the aborigines of Western Australia and the Pacific Islands. Over 271 projects have been initiated in 23 countries outside North America to date, of which 232 are in Maharashtra, India. ICA indicates that 24 projects have been initiated and documented under the grant. See Appendix 1E. Another activity of ICA, not funded by the A.I.D. grant, is the community workshop/Town Meeting programs undertaken in hundreds of communities in North America.

Goals

ICA states in its literature that it is "a research [experimental], training and demonstration group concerned with the human factor in world development." ICA conceives itself to be "a part of the broad social movement which characterizes the latter half of this century," neither religious nor political in emphasis. Its energies are directed at integrating economic, social and human development activities in selected communities around the world rather than seeking religious converts or political objectives.

In our judgment ICA goals are generally consistent with those spelled out in A.I.D.'s legislative mandate. ICA says it is concerned with meeting the basic human needs of the poor majority and works in sectors "which affect the majority of the lives of the people in developing countries," such as "food production, rural development and nutrition, ... health, education, ... and human resource development." (See Section 102, Foreign Assistance Act of 1961, as amended.) ICA believes that there is a common methodological approach for realizing human development potential in local communities which is transferable from ghetto Chicago to, say, rural Egypt, although the form may vary greatly from project to project. The ICA description of its program could appeal to leaders in LDCs since it attempts to find local village-level solutions to problems of poverty, ignorance, and disease. In our view since the ICA approach is still undergoing testing and adaptation, there is need for further clarification and articulation of its goals as well as a continuous process of internal evaluation as regards program results.

Staffing

The motivation of ICA volunteers seems to be characterized by two elements similar to other volunteer groups: concern for one's fellow man, and genuine hope and optimism in effecting needed social change. Rewards are found in providing service and participating directly in the development process. Many ICA staff have been attracted to the organization by what they feel is a systematic and comprehensive approach to dealing with human problems on a global basis. Some have been frustrated in other forms of social action.

ICA volunteers come from a variety of backgrounds and national origins. Although the large majority of the Chicago staff is white, middle class and American, there is a growing diversity as ICA projects are opened in other countries. The U.S. personnel come from a wide range of backgrounds: medicine, teaching, social work, ministry, public health, and welfare. Many of the staff have joined ICA after finding earlier work in community development to be piecemeal and ineffective. For example, one Chicago staff mentioned how after having worked for many months to establish new housing for the poor in a U.S. urban renewal project, he ended up feeling

he had only helped to create a skyscraper slum with no real change in the lives of the tenants.

The age range of ICA staff is from early twenties to early seventies with the median in the mid- or late-thirties. Most ICA/Chicago staff have university degrees. Some ICA volunteers have been with the PVO since it was organized, but the average period of service goes back about five years or so.

ICA has three categories of volunteers. First, there are the regular, full-time staff who receive room and board and a small stipend. In the United States the stipend is \$84 per month per adult. Stipends vary from country to country according to local standards of living. This full-time group of ICA volunteers has associated itself as a separately-incorporated organization called The Order: Ecumenical. Its stated purpose is to "provide direct service to the needs of the world." ICA says there are 1,500 members worldwide of which 500 are located in North America.¹ Secondly, there are those who volunteer their services for several months or more to assist at projects or ICA centers. These volunteers have private sponsors to pay travel/maintenance costs or use their own resources. ICA often assists these volunteers in finding the necessary money to support their volunteer effort. Thirdly, ICA says there are over 2,000 consultants who are qualified in medicine, agriculture, nutrition or other specializations who volunteer their expertise for a few weeks to help set up or guide particular aspects of field projects. These specialist volunteers willingly pay their own expenses for travel and maintenance.

Characteristics

ICA is unusual, if not unique, among PVOs with which A.I.D. works in a number of characteristics, including the following:

¹In 1978, 25 members of The Order: Ecumenical were salaried ICA staff while the remainder served in Institute programs as non-salaried volunteers. ICA states that The Order's sole purpose "is to provide an economic cooperative and a personnel pool of volunteers to provide service to the needs of society." ICA states that The Order carries out no religious activities through ICA and membership presupposes no particular religious persuasion, although, to date, the vast majority have been Christian. According to ICA, The Order conducts no programs in its own right and does not recruit new members. Stipends are provided through earned income. See the section on "Funding," later in this chapter. ICA asserts that throughout its history The Order has not solicited contributions, grants or contracts from any source.

1. ICA staff often wear dark blue clothing to identify themselves with the local people and as a voluntarily adopted mark of service.
2. ICA represents a cohesive, group-action volunteer organization, marked by a spirit of dedication and optimism.
3. Although ICA staff operate in an evident business-like atmosphere, there is little sense of hierarchy. This may be attributable to the low-pay, egalitarian character of ICA.
4. Some ICA literature seems to express a uniform ICA opinion, but expressions of individual opinion and dissent by ICA staff were common during our discussions in Chicago.
5. ICA staff generally prefer action to theorizing. They also prefer to emphasize the positive aspects for purposes of motivation.
6. ICA employs poetic titles and images and has created a specialized language usage to describe its activities. See following section.
7. ICA creates many charts and tables as a part of the program and project design processes.
8. ICA staff generally live and work out of the same facilities. Elaborate daily schedules are set up in projects and offices, with rotations of assignments among all staff. Staff are perceived as multifunctional, able to move from one task to another.
9. ICA project staffs compose theme songs, usually putting original lyrics to familiar/indigenous tunes.
10. ICA may be one of the most successful voluntary organizations in raising funds for its program from the private sector. (See "Funding and Accounting" section below.)

Project Development Process

This discussion of the ICA project development process represents only a summary view of a very extensive ICA approach. It basically portrays the intent of the ICA approach rather than commenting definitively on the actuality of the quality of performance. Assessments of individual project activities are provided in Chapter IV.

ICA has evolved an elaborate project development process, with detailed management guidance, programming materials and forms, a personnel/volunteer system, internal reporting and evaluation schemes. Materials developed by ICA/Chicago under the DPG, listed in Appendix 2A, suggest the range and nature of the ICA development process. Two types of charts have been designed under the DPG which the ICA finds useful in overall project guidance, monitoring, and evaluation: the Programmatic Chart

and the Organizational Chart. A programmatic chart is intended to provide overall guidance for monitoring and evaluation for any given project. This chart may be "project-specific", often unused or unknown outside the ICA project for which it was designed. (See examples of the charts in Appendices 4E, 4F, and 4G.)

ICA designs and initiates its projects through an in-country workshop which is called a "consult." Projects are located in countries where ICA obtains necessary national and local approval. The first 24 projects were located one in each time zone, symbolizing the international applicability of the model. Nine of these global projects were in developing countries. See items 1-9, Appendix 1B. Newer projects have been added with less concern for global symmetry. Site selection in-country is based on the existence of a small, identifiable community; accessibility for purposes of demonstration; local receptivity to and authorization for a project; clear developmental need; and where possible, symbolic meaning for a nation. Prior to the consult, a list of potential sites is reviewed with government authorities and private sector sponsors before final selection is made.

The consult operation generally consists of a three-week period: one week for preparation (after site selection), one week for the workshop itself, and a third to effect what ICA calls a "rapid actuation" to get the project launched. Participation in the workshop consult includes regular ICA personnel, short-term volunteer consultant specialists who pay their own way, local specialists from universities, government or private organizations, etc. from the same or neighboring countries, local ICA volunteers, and local residents, of which the latter is to make up at least half of all consult participants.

The consult seeks to identify and record the locally expressed "vision," or community goal, the "underlying contradictions," or problems, which have the community "blocked", and proposals designed to deal with the contradictions. The consult participants generate a plan with "concrete tactics" and "sub-tactics" which utilizes baseline data gathered before and during the consult. This plan details social and economic activities to be done, a timeline for the completion of each program and an estimated budget for the entire project. The summary consultation material is published as a "document" which becomes the guidebook for the project. Again refer to Appendix 2A for a listing of ICA project documents produced to date.

Implementation of a project is now considered to be a two-to-four-year process. Project staff live and work in the community at the local living standard. Normally about half of the project staff are community volunteers or other host country nationals. Other staff include expatriates from the United States or other ICA international projects. For example, a Filipino and an Indonesian were working in Egypt. ICA says that it expects that expatriates will play a catalytic and facilitative role. Many project directors are Americans but, according to ICA,

this is not the case in 232 projects in India, the two projects in Korea or the ten projects in the Philippines where staff directors are all host country nationals. ICA states it is not as conspicuously American as it had been five years ago. According to ICA, its worldwide staff is approximately 40% American and 60% non-American. The growing multinational character of ICA project staff is viewed as a clear asset.

ICA stresses that project implementation seeks comprehensiveness and the integration of all activities pursued with all project elements being undertaken simultaneously to encourage mutual reinforcement. Economic activities, such as small industry and business and social activities, (i.e., health clinics and pre-schools), center on work units which are called "guilds." Neighborhood care units, called "stakes," are formed in discrete geographic quarters of the community and are visited regularly by the project staff as a means of generating community participation and consensus. Records are to be kept on guild and stake activities. The traditional village leadership, such as a council of elders, or a surrogate, becomes the focal point to assure that the community's development capability continues after ICA's participation has ended.

The local staff is supposed to conduct a weekly review of progress in each element of the project. Two-to-three day quarterly internal evaluation and planning sessions are said to be conducted by ICA staff from one of the support offices in conjunction with the project staff and community leadership, often with support provided by ICA staff from one of the regional offices. The evaluation team participated in such a session in Egypt.

Funding and Accounting

ICA estimates that its world budget for 1978 totals about \$4.0 million. Five international support offices, located in Chicago, Brussels, Bombay, Singapore, and Hong Kong, coordinate program development and fund-raising. The most recent audit on file with A.I.D., for the year ending December 31, 1978, indicates income of about \$2.4 million for the Chicago office. Fund-raising teams from the five support offices are responsible for raising the needed program funds for projects under their charge. However, local staff and community residents are expected to participate in this effort and gradually to wean themselves from support of the central teams. ICA expects individual projects to generate enough income to cover all local costs as soon as feasible after projects begin. Although the international support offices help, direct responsibility is placed on local project staff who have to do this local fund-raising.

According to ICA, 100 percent of all monies gathered through fund-raising for ICA are expended on program. This declaration is possible because administrative costs (subsistence allowances, international travel, etc.) of the ICA staff in Chicago and elsewhere are covered by The Order: Ecumenical. "Earned income" of members who work outside ICA is voluntarily pooled by them to The Order, and this earned income in turn is used to cover ICA administrative costs, ICA states.

As indicated in ICA's audit for 1978, 75% of the expenses of the Illinois corporation was for program services and 24% for administrative costs. During 1978, 36 members of the organization were salaried by the Institute. In the United States 430 additional members donated time without income, estimated at 860,000 hours.

According to ICA, it has established functional accounting systems in countries where it operates. For example, in El Bayad the project accounts are on deposit in checking accounts at Chase National Bank in Cairo. Separate deposit slips are made on all contributions and a cash book maintained which records every cash contribution. An expense book is maintained which lists all transactions with a functionalization on ICA Operating Expenses, Bayad Human Development Project Operating Expenses and Capital Expenses. Full reports are sent to the ICA Brussels support office each month. In Woburn Lawn, the project accounts are on deposit in checking accounts at the National Commercial Bank in Kingston. Separate deposit records are maintained on all contributions and each contributor receives a letter acknowledging the specific gift. A cash expense journal is maintained which records transactions with a functionalization on ICA Operating Expenses and Woburn Lawn Human Development Project Operating Expenses. Full reports are made monthly and sent to ICA/Chicago on a quarterly basis. Beginning in July 1979, these reports will be sent to Chicago on a monthly basis.

According to ICA, in both projects the journal record forms and functionalization forms as well as the standard accounting procedures of ICA are maintained as designed in 1976. The accounting method was done in consultation with Arthur Anderson & Company, Chicago.

In the spring of 1979, ICA/Chicago Management Division prepared a manual for project accounting as a supplement to the system designed in 1976 and sent it to all projects. ICA states internal audits were conducted in all support offices, and Management Division staff in all five locations were trained to go to all projects and assist in installing the record-keeping to include donations in-kind and functionalization of accounts according to project programs. Financial reports are to be kept current and on file with the support office closest to the projects. ICA during the annual staff/project directors meeting in Chicago in July 1979 deal with the central files on financial reports.

It was determined during the evaluation that grant funds paid to ICA for "securing professional staff" were paid to individuals who voluntarily pooled these monies, as described above. A separate A.I.D. audit of ICA's use of grant funds was initiated subsequently.

ICA is regarded as successful among PVOs in raising funds from the private sector and from other non-U.S. Government sources. The most recent ICA independent audit on file with A.I.D. indicates that more than 90% of all ICA/Chicago income was derived from non-U.S. Government contributions. Some contributors from the U.S. private sector are shown in Appendix 2B. U.S. Government funding is shown in Appendix 2C.

III. THE SOCIAL DEMONSTRATION OFFICE IN CHICAGO

Purpose of the Grant

The stated purpose of the A.I.D. grant is "to establish a professionally staffed Social Demonstration Office which will facilitate the planning, research, international administration and evaluation of ICA's International Human Development Projects." See grant agreement, Appendix 1A. The grant agreement also calls for the Social Demonstration Office (SDO) to perform thirteen functions, such as staffing, procurement, communications, etc. Unfortunately, the grant document does not tie the thirteen functions to the four broad areas of responsibility noted above. It is especially unclear how the areas of planning, research, and evaluation fit with the stated functions.

Organization of SDO

The SDO is not organized along the lines of either the thirteen functions or the four broad areas of responsibility. Instead, ICA staff are detailed into three teams: (a) Consultation Team to provide personnel, training and services to carry out consults, (b) Administration Team to provide personnel, training and support services for existing projects, and (c) Service Team to provide project-level support and establishment of a comprehensive delivery network regionally. According to ICA, the three teams broadly carry out the thirteen functions called for in the grant agreement.

ICA could benefit from a review of its internal management to achieve full operational efficiency and to assure that all aspects of the programming process are being carried out adequately. For example, it may be possible to achieve a more functional arrangement, such as: (a) consultation to provide research, planning, and consult execution; (b) administration to provide the normal functions of office including those carried out by the present "Service Team"; (c) evaluation to assess and redesign projects and support to projects; and (d) training to consolidate lessons learned and pass them along to ICA staff and international project participants. All of these four functional activities are carried out now by ICA to one degree or another, but, in our view, a critical re-examination of SDO operations by management specialists would be beneficial.

The Thirteen Functions

The thirteen functions called for in the grant agreement are reviewed here item by item. While it is necessary to assess ICA's accomplishment of the thirteen functions to determine compliance with the grant agreement, this does not tell the whole story. Some items have turned out to be unnecessary or inapplicable. Also, as field projects have evolved

certain needs and demands have arisen which were not originally anticipated. A review of ICA's performance of the thirteen functions to date is presented in Table 1.

Function 1. Secure Professional Staff: Eleven ICA positions in the SDO are funded by the grant for the period September 1976 - September 1979. See Appendix 3A. Another eight SDO staff are provided directly from ICA resources. ICA has filled all the positions and maintained a continuity of staffing to date. This is a relatively large staff to be assigned to a PVO international program. It is possible because ICA personnel serve basically as volunteers. Refer to the discussions of staff and funding in the preceding chapter, and that on evaluation below.

ICA staff have been attracted because of dedication, belief and commitment, and not on the basis of salary. Top salary under the grant is only \$11,600 per annum. However, it is understood within ICA that incumbents who are members of The Order: Ecumenical will voluntarily donate all salaries as earned income to The Order which in turn provides for the administrative support of the program. The more senior staff have been with ICA for many years and have much experience with the domestic program. Unlike other PVOs which have used A.I.D. development program grants (DPGs) to recruit expertise from outside their organizations, ICA basically has used persons who have had some previous association with ICA. ICA's selection of staff on the basis of professional qualifications and international experience has been, therefore, more constrained. Nonetheless, we believe the grant has had the effects of stabilizing staffing and permitting program continuity. The grant essentially has allowed ICA staff the opportunity to translate its domestic community development experience to the developing world -- one objective of A.I.D.'s DPG support for American PVOs.

Not unlike other PVOs, ICA's growth in experience in its early years of international development work has come at some cost to performance. There was in 1976 a relative dearth of professionals within ICA's ranks having experience with LDC development programs. Given the spread and diversity of ICA projects, this has been a considerable constraint -- a fact increasingly recognized by ICA. Professionalization of project staff needs to be stressed, and ICA has indicated that it plans to do this through staff training workshops and more frequent internal evaluations of projects in the field by ICA.

Function 2 and 3. Produce Development and Replication Manuals: The SDO has been largely responsible for the development of a series of practical, how-to-do-it manuals (see Appendix 2A) for use by ICA personnel in designing and carrying out human development projects, including materials on village-level activities in agriculture, commerce, health, education and literacy, as well as providing guidance in what could be called ICA-specific approaches such as "stakes" meetings. The manuals

TABLE 1: FUNCTIONS TO BE PERFORMED BY ICA UNDER GRANT

<u>Number</u>	<u>Function</u>	<u>Status</u>	<u>Comments</u>
1	Secure professional staff.	Largely accomplished	ICA has a fully staffed international development program, but recognizes need to continue strengthening professional abilities of staff.
2	Produce appropriate manuals for ongoing development projects.	Ongoing	Good number already produced. Revisions being made as necessary and new subject matter added as needed. See Appendix 2A.
3	Produce appropriate manuals for replication.	To be done in future.	Some initial efforts have been made to produce replication manuals for the India project; more detailed manuals are planned for the final year under grant.
4.	Establish ICA project-related import/export brokerage system.	Discontinued, except for one project.	Experience indicated ICA did not need global procurement apparatus, except for one early project in the Marshall Islands.
5	Acquire library of socio-economic development information	Ongoing	Future emphasis should be on making this a practical tool for ICA field operations.
6	Arrange cost effective procurement of project-related commodities.	Ongoing	Domestic and indigenous agencies are utilized as necessary for project procurement; other practical methods are also used for servicing projects.
7	Locate remunerative commercial sales of project commodities.	Ongoing	ICA indicates provision of extensive marketing support for projects. However, ICA was unable to provide consolidated statement. If production projects are successful this is area requiring greater expertise.
8	Establish a cost-effective communications linkage between each project and the SDO.	Largely accomplished	ICA has system of worldwide linkages. Quality of information fed into system needs to be improved.
9	Set up board for investment bank.	Not Started	Experience indicated bank unnecessary since host country public and private support was found to be available. Local boards could aid future fund raising. Fund raising still inadequate.
10	Arrange consults.	Ongoing	16 consults have been arranged during first two years of grant.
11	Conduct informal self-evaluations of SDO and projects.	Ongoing	Annual evaluations have been effected by ICA; the present self-evaluation has been most thorough to date. See comments below.
12	Share these findings with AID.	Ongoing	Present self-evaluation was a major effort by ICA at sharing findings with AID. More & better evaluation needed in future.
13	Prepare training program for consultants.	Ongoing	ICA has established an 8-week Human Development Training School for consultants and volunteers. Content is periodically revised.

reflect the ICA method wherein a human development plan is designed through the consult technique to result in a multi-sector "integrated" community-wide program which seeks to effect rapid progress across a broad spectrum of sectors and subsectors. The manuals which are sector-specific, for example, the Health Caretakers Manual, would appear to be useful consolidations of field experience. They ought to be shared with and critiqued by sister PVOs. Those that deal with approaches to generating self-help at the micro-economic level utilizing ICA philosophy and approaches face the same type of problems other community-level programmers have encountered, namely, how to promote self-generating growth in villages and rural areas.

Function 5. Acquire Development Library: According to ICA, it has accumulated a library of functional socioeconomic development factors in its projects, in three parts:

- a. Consult Summary Documents which provide project designs and descriptions of project settings (Appendix 2A);
- b. Collections of reports, government pamphlets, magazine articles, and other information regarding project sites and national contexts; and
- c. Baseline data collected periodically on standard ICA forms to enable project managers to collect and maintain up-to-date data.

These constitute working files which ICA considers to be the "library" envisioned under the grant. Undoubtedly, it is a repository of documents relating to ICA projects. It is less certain that the available information provides a basis for comparing performance between and among projects, analyzing individual project performance or measuring relative cost-effectiveness. In the two projects visited, baseline data on activities for purposes of making before-and-after comparisons were not readily available to either the evaluation team or ICA staff. The library should be an information center to serve both practitioners as well as researchers, at least within ICA.

Functions 4 and 6. Establish Import/Export and Procurement Systems for Projects: The stated purposes of these functions in the grant were to "establish an ICA development project-related import/export brokerage system" and to "arrange for cost-effective procurement of project-related commodities." An import/export structure, the Economic Development Global Enterprises (EDGE), was established primarily for the purchase of basic commodities for sale in the Marshall Islands in relation to the project there. EDGE still functions as intended there. However, after three years of operation and evaluation, it was determined that the expansion of EDGE as a central mechanism to serve other ICA projects was not feasible or productive. In ICA's view, the use of host country or other nearby export/import agencies to promote village exports is a more effective mechanism than a centralized mechanism in Chicago.

The ICA Self-Evaluation Report details four ways in which cost-effective project procurement has been achieved: (1) cost reductions for food, staples, and medicine, citing as an example a Montreal distributor which supplies "each project regularly and on an in-kind basis ... a comprehensive package of medical supplies"; (2) credit procurement, noting branches, village treasuries and mechanisms for pooling local savings and labor"; (3) inexpensive goods, indicating "the service team has worked with each project to reduce the cost of machinery, equipment and construction supplies," and that corporate machinery and equipment pools have been established; and (4) in-kind services/goods, noting that each project is estimated to have received over \$50,000 of in-kind goods and services.

Function 7. Local Market for Project Commodities: ICA indicates that it provides extensive marketing support and related training for all projects to assure remunerative commercial outlets for commodities produced by each ICA project. The significance of commercial sales is obvious since the lack of adequate cash income is an important constraint in most of the poor villages or communities where ICA works. However, ICA was not able to provide a consolidated statement of all its project sales. If and when projects become productive enough to generate exports for both in-country and external trade, greater attention will have to be given to the problems of internal transport, packaging, quality control and producer credit. ICA apparently has not reached this stage save in a few projects, e.g., Kenyan bean exports. Since ICA stresses developing sources of village income, a reliable reporting system should be in place for each project. It would be useful to ICA project staff and others to have project-by-project information on income generated by project sales.

Function 8. Establish SDO-Project Communications: ICA sought to establish cost-effective, functional communication linkages between each of the development projects and the SDO. Given the relative isolation of most ICA projects, it is understandable that considerable staff time and resources have been used in establishing a rather elaborate network including telex/telephone, weekly/quarterly reports, circulation of project newsletters, quarterly project visits by outside staff members, and periodic meetings. The evaluation team was not able to judge the value of this communications net as a management tool. However, since it is in place, rapid exchange of information is possible and presumably it could be an asset as a consulting and problem-solving mechanism. Since a system is no better than the information fed into it, as ICA grows, the need for a useful and accurate information system becomes increasingly important. The evaluation team recommends that much more attention be paid to this problem, focusing on increasing SDO responsiveness to ICA field project requirements.

Function 9. Set up Board for Investment Bank: ICA states that the idea of establishing an international investment bank was abandoned when experience indicated that host country public and private sectors were able to provide partial project support. Also, ICA found that project

funding could be obtained from the community itself. Host country boards have been formed for supporting some but not all ICA projects. However, the fact that the bank was not established should not be construed to mean that ICA has been able to attract adequate funding for each project. Many projects are not adequately financed. In the two projects visited, fund raising consumed much staff time, and some activities were partially stymied or not operating due to lack of funds. Better use could be made of host country boards in the area of fund raising.

Function 10. Arrange Consults: At the heart of the ICA project development process is the "consult." Twenty-four consults have been initiated to date under grant support, as envisioned by A.I.D. and ICA in 1976. ICA reports that the grant has permitted ICA to refine the consult process, while individual project funding continues to be sought from other sources. As noted earlier, a consult document is prepared at the start of each project and summarizes the project's design.

ICA considers the key to the consult to be active participation of local residents. ICA also considers 10% adult participation in a community program to be the level of critical core leadership development beyond which a community is moving rapidly toward self-reliance. In the two ICA projects visited, local participation had not been fully documented. Since the consult technique is the essence of the ICA approach, individual project success or failure depends upon it. For this reason and because any project replication is eventually contingent, an analysis of project-by-project consult experience to date would be useful. The evaluation team has recommended such an analysis and ICA has agreed.

ICA states that it is seeking ways to reduce consult costs. It considers its experience in Maharashtra State in India, where new projects are being extended from the Maliwada model, to be significant in this regard. India projects were not visited by the evaluation team. While cost reduction is important, consideration must be given first to achievement of a valid consult process, with community leadership participation.

Functions 11 and 12. Conduct and Share Self-Evaluation: The grant agreement calls for ICA to conduct informal self-evaluation of both the SDO and ongoing development projects, and to share the results of these findings with A.I.D. Although ICA reported to A.I.D. annually, a thorough self-evaluation was not undertaken until after the second year of the grant. As part of the present evaluation exercise, ICA completed a second-year self-evaluation report which reviewed SDO operations and presented information on the status of the sixteen field projects which SDO initiated under the grant. ICA has expressed a commitment to better self-evaluation for providing ICA management, A.I.D., and interested persons with information. ICA has indicated that its self-evaluations in the future would reflect a more critical and analytical approach, and will be shared with A.I.D. and the development community.

Function 13. Prepare Training Programs for Consultants: ICA's approach requires much consultant support, including ICA consult specialists, host country nationals and international volunteers, and the villagers themselves. ICA has established an eight-week training program for consultants and volunteers which ICA calls the Human Development Training School (HDTs). This training has been offered in Chicago and overseas, in India, the Philippines, Australia, Venezuela, and Korea. Originally it was felt there was the need for a large number of experienced and trained leadership personnel for this purpose. Now this is viewed as being unnecessary. ICA claims that two highly trained people with consult experience are able to furnish the leadership necessary for launching a consult -- one for overall coordination and one for team supervision and training. Emphasis is therefore placed on participatory learning techniques and on-the-job training approach. The evaluation team was not able to attend a HDTs. As noted elsewhere in this report, ICA is in the process of taking a critical look at its overall program including training.

ICA Perception of Grant Achievements

In summary, ICA says that the A.I.D. development program grant has enabled it to achieve the following:

1. Twenty-four Human Development Projects have been initiated in 18 nations.
2. Six Human Development Projects have been independently chosen as national or regional demonstration models.
3. Replication experiments have been launched in India and the Philippines.
4. A comprehensive series of practical "How To Do It" manuals have been developed for micro-level development.
5. Full documentation studies have been completed for the Maharashtra Village Replication Project and for the Latin American Expansion Program.
6. The Institute's staff has become 60% non-North American.
7. The Institute's programs continue to be primarily funded by the private sector.
8. A comprehensive communication system has been established encompassing 32 nations.
9. The Programmatic Chart has been developed as a general guide for comprehensive local development.
10. The Community Organization Chart has been developed as a general guide for ordering local participation and consensus-making.

11. The cost factor for micro-level development has been consistently reduced.
12. The consultation method has been continually improved as a means for effective initiation of integrated local development.
13. The eight-week Human Development Training School, first developed in India, has been offered 19 times in six nations.
14. Training modules have been developed in nine programmatic areas and held in selected Human Development Projects around the world, e.g. Indonesia, India, and Malaysia.
15. Formal programs for on-site training have been developed for women and youth.
16. A common accounting system has been instituted across the ICA network of Human Development Projects.

Evaluation of Grant Program Performance

The grant agreement calls for ICA to provide project-by-project evaluations according to various categories of information, including project operations, consults, cost reductions for projects and project inputs, and project support and funding. According to the grant, these evaluations are to be shared with A.I.D., with followup visits to the SDO and selected projects to be arranged by A.I.D.

The present evaluation was mounted by A.I.D. to gain a fuller perspective on the work of ICA in Chicago and in the field. A.I.D. had visited the SDO for an annual general review of the program in 1977, although no attention had been paid to either formal evaluation or project visitations until the present effort was begun in late 1978. A.I.D. had received a written program report from ICA after the first year and project-by-project summaries. However, the latter reports were one dimensional descriptions of proposed goals rather than evaluative. They were presented in a form which emphasized project achievements, while saying little of program problems or how they were to be addressed.

The A.I.D. grant was made to help ICA establish an expanded capacity to do international projects. Grant funds were used to support thirteen SDO functions, including staffing, procurement, project communications, and initiation of sixteen projects in the LDCs. Project funding per se was not provided. ICA performance has generally taken place as prescribed in the grant agreement, although ICA has decided some functions have turned out to be unnecessary or inapplicable. The evaluation team's view is that there are a number of areas where the performance of ICA can be improved. It would be worthwhile for ICA to review its internal management in the near future. ICA needs to strengthen data collection, accuracy of reporting, and the evaluation of each project activity, and share its findings with A.I.D. and the development community.

IV. FIELD IMPACT

The purpose of this chapter is to examine the field impact of ICA's international development program. The evaluation team visited projects in El Bayad, Egypt and Woburn Lawn, Jamaica and received reports from various USAID Missions in countries where other ICA projects were underway. This review attempts to go beyond the effects of support for the ICA office to assess the impact of the ICA program in the field.

ICA Approach to Development

In attempting to understand and evaluate the El Bayad and Woburn Lawn projects, it is important to note ICA's approach to development. We also have briefly summarized this in the section on the project development process in Chapter II. In one ICA strategy statement¹, it is stated that, "effective human development must be initiated on the local community level and yet must be replicable across a whole region and nation." According to ICA, to do this, a demonstration village, such as Woburn Lawn or El Bayad, is chosen for four reasons: (1) to show that rapid social change is possible at the local village level -- the lesson being if we villagers can do it, others will be ready, even eager to follow; (2) to demonstrate that the village is "a laboratory where methods can be refined for mass replication in the next phases of the statewide project;" (3) to serve as a training center where both outside staff and other villagers can gain practical experience in the methods used to initiate and sustain effective change; and (4) to permit "the village itself (to) generate a force of people qualified to serve the statewide projects as auxiliary staff in other villages, as they begin their projects of development."

ICA's approach to project formation² is based on five guidelines: (1) a site is selected which can demonstrate the possibility "of comprehensive development in any local community;" (2) a potential location must be characterized by "apparent hopelessness and the absence of other community projects;" (3) social and economic development must be undertaken simultaneously to assure the project's comprehensiveness and depth;" (4) local residents and outside consultants must participate together in planning a project to assure that it is both "locally authentic" and globally relevant;" and (5) the viability of "systematic replication" of the pilot project across "more inclusive geographic areas" must be recognized from the outset.

Effective economic development according to ICA rests on five principles: (1) local forces "must imagine that the particular community is a self-contained, independent economic unit;" (2) ways must be found to "dramatically increase the flow of monies ... to enlarge the local working capital;" (3) this money must be retained by the community "as long as

¹Institute of Cultural Affairs, "The Strategy of Human Development," Chicago, ca. 1977.

²Ibid.

possible;" (4) it must be circulated rapidly and continuously "before leaving the local situation;" and (5) the local economy "must function in advantageous relations with the more inclusive economies of the district, regional, federal and global lands."³

Similarly, ICA believes social development depends on five factors: (1) clearly defined geographical boundaries "to build the community's identity and focus its efforts on the project locus;" (2) all human problems must be dealt with simultaneously; (3) the depth of the "human issue" must be discerned and addressed; (4) all community social groups and peoples of all ages need to be intentionally involved in efforts to re-create the community; and (5) "social symbols become key to profound social alternation."⁴

ICA's approach is not unambitious or unsystematic. The village selected could be "any local community" characterized by "apparent hopelessness," but which can show that "rapid social change is possible." In ICA's view the project becomes a demonstration of what is possible and a "laboratory where methods can be refined for mass replication." Indeed, according to ICA, from the project's very beginning, an observer will see the "viability of systematic replication ... across a more inclusive geographic area."

In the two projects visited, accurate data bases or systems of control needed to measure the socio-economic changes resulting from the project were lacking for the most part. ICA states that it is experimenting with various development strategies. While these two projects may not provide a fair sample of ICA's approach, and other efforts, e.g. India, might have more of the elements of a "laboratory," it would be difficult to judge the "viability of systematic replication" from the Jamaican and Egyptian examples.

Furthermore, the ICA approach, which may anticipate great achievements which are difficult to realize, could arouse unwarranted expectations. It could offer very enticing prospects to governments seeking to find ways to improve the lives of the rural masses and stem the flow into burgeoning city slums. In Jamaica, officials of the Ministry of Youth, Sports and Community Development, with broad responsibilities in rural areas, are considering having ICA train Jamaican personnel to carry out village development activities. This is so despite the fact that the project at Woburn Lawn is in an early stage. In Egypt, some officials are similarly said to be intrigued with the potential of the ICA model, although whether or not the project will become self-sustaining is an open question.

³Ibid.

⁴Ibid.

Project Origins

The ICA projects in Egypt and Jamaica both began with local invitations. Coptic Orthodox Church officials from Beni Suef, Egypt, invited ICA to set up a human development project. The El Bayad project started with a consult in October 1976. Interest had begun in 1971 when some Coptic officials attended an Ecumenical International Training Institute in Ethiopia, followed in 1975 by a visit to the ICA/Kawangware project in Kenya. El Bayad was chosen from among several villages near Beni Suef and was seen as a site where cooperation might be demonstrated among traditional rivals from the Coptic Christian and Islamic faiths.

The Woburn Lawn project began with a consult in June 1978 at the initiative of Anglican Church Bishop Herbert Edmondson, who had earlier visited the ICA Training Center at the Caño Negro project in Venezuela. EI was invited to give a four-day training course to Jamaican clergy, and shortly thereafter, the Bishop invited ICA to undertake a project in Jamaica. Woburn Lawn was chosen as the project site from among 150 other villages.

Village Settings

El Bayad is a village 120 kilometers (75 miles) south of Cairo on the lesser developed east bank of the Nile. Settlement has existed in the area for some 5,000 years. El Bayad stands directly across the river from the provincial capital city of Beni Suef. The village's population of about 2,000 is roughly 60% Coptic Christian and 40% Moslem. These percentages are atypical in Egypt where, as an ancient and cohesive minority, the Copts make up only about 5% of the total Egyptian population. The economic life of El Bayad is based principally on agriculture, with an estimated cultivated area of 550 feddans (550 acres); fishing, transport on the Nile; and unskilled labor in Beni Suef. Beni Suef is a 30-45 minute trip by felucca (sailboat) from El Bayad. Trucks and taxis also connect El Bayad by a fairly good paved road to Cairo.

As in other parts of Egypt, El Bayad is beginning to feel the impact of major developments. South of El Bayad four kilometers a new town is to be built in the early 1980's, and a bridge is planned to cross the Nile. Electricity will be installed in El Bayad and other east bank villages in 1979. Also a multimillion-dollar marble mill is being built outside El Bayad by Arab investors to handle stone cutting and polishing on a major scale. These developments are coincidental to the ICA project.

El Bayad has a health clinic, a primary school (secondary school children go to Beni Suef), a government-built mosque and an office of the Egyptian provincial development agency. The character of El Bayad is not unlike that of many Egyptian villages. Modest mud and stone dwellings are

located just beyond the cultivated land along the Nile. Animals are kept in inner compounds for security. There are relatively few stores, and there is no major market. Clannishness and xenophobia are general, and few foreigners are seen in El Bayad. ICA staff were probably the first with whom many villagers have had any direct contact.

Woburn Lawn is located in the foothills of Jamaica's Blue Mountains. It has a population of approximately 500 engaged largely in subsistence agriculture, although some produce is sold in Kingston 29 miles away. Remittances from relatives in the United Kingdom and elsewhere are said to be another source of income. Woburn Lawn is situated on a passable, hard gravel road, which continues on to a mountain tourist resort, and is connected with Kingston by a once-a-day bus. It has piped drinking water and will have access to electricity in 1979. It has a well-maintained school for grades 1-9. At least some of the scattered houses have several rooms, tiled porches and running water bathrooms. They are attractively painted, are kept tidy and clean, and have flower gardens. One receives the impression of a rather stable, hard-working populace with pride in their homes and in their community. In contrast to Kingston, neighbors are said to trust each other. There is also said to be little stealing of crops either in the fields or from open areas for drying and storage.

Project Authorization and Country Relations

The ICA methodology requires that a project be authorized and largely funded in-country, processes collectively called "framing" by ICA. Both national and local authorization and financial support for a project necessitates good country relations. The field visitations suggest that the ICA project in Woburn Lawn, though newer, has established better authorization and country relations than El Bayad. This is so despite the fact that El Bayad has had the benefit of a signed project agreement and a recently formed indigenous board of directors; neither exist in the case of Woburn Lawn. The situation in El Bayad is particularly instructive and is the focus of our discussion in this section.

El Bayad has encountered the following problems of authorization and relations in Egypt: (a) Egyptians are generally suspicious of foreigners, especially non-Muslims; (b) the project agreement has been largely ignored by both project staff and representatives of the local Governate of Beni Suef; and (c) the leading land owner in El Bayad (who has his main residence in Beni Suef) is said to be threatened by the project and has led resistance to it.

The problem of xenophobia is faced by any foreign PVO working in Egypt. Actually, ICA has made some headway against it. According to Egyptian sources, ICA is the only PVO authorized by the Egyptian Government to

live and work on a project outside Cairo. However, Muslim-non-Muslim conflict is a factor to be reckoned with. One well-informed representative of another PVO in Egypt noted a newspaper story which claimed that in the past decade more people had died in religious conflicts within Egypt than had been killed in the three wars with Israel. In the case of ICA, Egyptians may be suspicious of the project because the majority of El Bayad's populace and ICA staff are Christian. In the view of the evaluation team, selection of a largely Muslim village might have somewhat diminished Egyptian concern about the ICA project and facilitated relations from the outset. ICA states it did not have the option since the invitation came from the Coptic Church and currently concludes that its original selection of the village was appropriate. Egyptian sources also indicated that since the project is viewed as "American," it was being watched closely for evidence of sensitivity to Egyptian realities. By the end of the second year of the project, ICA had succeeded with efforts to include Muslims on the project staff to address this problem.

Project relations with local officials have been stormy at times. The El Bayad project agreement was concluded with the Governor of Beni Suef on October 5, 1976. (See Appendix 4A). Under this agreement, a Council was to be created which would facilitate Governate-project liaison, but the agreement has been largely ignored by both sides, under a succession of Governors, and ICA-Governate communications have suffered. At the time of the visit of the evaluation team, ICA staff were attempting to re-establish regular relations. Project tensions came to a head in mid-1978 when the ICA project director and his wife left the project for the annual ICA meeting in Chicago. During their absence, and while the Governor was on leave, an influential landowner from El Bayad was instrumental in getting some local officials to close the project, dismiss the staff; and, except for the water system, to cease all project activities. The Director, upon his return, was able to work out a plan with the Governor and local officials to return to El Bayad and build a new Egyptian staff with the addition of an Indonesian and Filipino.

Project authorization and country relations could be improved in Egypt by a more actively involved national board. At the time of the visitation, four Egyptians had agreed to Board membership, but no meetings had been held. (See Appendix 4B for Board composition). Although the role of the Board has not been determined, clearly improved Egyptian-project relations and more effective fund raising would be anticipated. We spoke with two Muslim members of the Board who expressed general support and optimism for the future of the project. The evaluation team believes that the critical advice and influence of an Egyptian board, with members of the quality of those they have been able to attract, can be very helpful to the project in El Bayad in providing direction and financial support.

Project Funding

Although the ICA consult process results in an extensive plan and budget for each village where ICA operates, project financing is largely dependent on the ability of resident project staff to raise funds or get in-kind contributions from local sources. Some projects, including Woburn Lawn and El Bayad, are assisted by the fund-raising activities of ICA support offices, such as those in Chicago or Brussels. Woburn Lawn and El Bayad both find senior staff members spending much of their energies on raising operating funds rather than on project implementation. In the case of El Bayad, the project director last year spent four days a week fund raising in Cairo; this year his wife and another staff member estimated they will spend most of their time in this pursuit. In the case of Woburn Lawn, while it is clear that in-country fund raising is off to a good start, ICA needs to move quickly to extend its funding capacity in light of growing project requirements.

In the field we were struck by the spartan lifestyle of ICA staff and minimal expenditures for day-to-day living, especially given the number of foreign and indigenous staff supported. The ICA living and dietary standards would be equal to or lower than those of most similarly situated Peace Corps volunteers. In El Bayad, accommodations did not include electricity or running water; in Woburn Lawn, they had hot running water. ICA volunteers receive room, board and small monthly stipends based on locality. Costs for these together with local travel costs, and expenditures for activity inputs, including wages for villagers working with ICA, are covered by donations given by local and foreign contributors in the capital cities. (See Appendices 4C and 4D.)

Based on our observations, generalizations concerning volunteer village labor to work on community projects were more a goal than an actuality. Neither Woburn Lawn nor El Bayad had reached the stage where a high percentage of the men and women were willing to give time freely for the common good. Thus, donated services by villagers seldom appeared to make a significant contribution to covering project costs.

Actual project expenditures are largely dictated by the amount collected through in-country fund raising in cash and kind what we might term a "subsistence approach" to project support. Funding goals set in the consult document budgets for El Bayad and Woburn Lawn were not being achieved.

The El Bayad project was budgeted at LE 751,540 (\$1,074,000) for the four-year period, with LE 474,200 (63%) to be provided the first year. During the first two years, the El Bayad project generated income totalling about \$150,000 in cash and kind, based on ICA staff estimates. About a fifth of this represented the original consult costs. Over the period October 1977 to June 1978, LE 32,133 (\$45,950) was contributed in cash contributions in Egypt. The values of in-kind contributions and donated services were not available since ICA/El Bayad did not keep

records of such services. (Refer again to Appendix IV C). Given the limited available data, the real cost of the project could not be estimated. ICA/Chicago says this kind of problem will be a major concern during the current year.

In Woburn Lawn, the consult four-year budget totalled J\$564,000 with J\$334,000 (59%) to be provided for the first year. Local funding had covered expenditures over the period June 1973 to November 1978 as shown in Table 2 below.

Table 2: Woburn Lawn Project Costs
June 1978 - November 1978

Attendance at Human Development Training School (Caracas, Venezuela)	J\$ 8,000
Consult	6,000
Donated Goods (Estimated)	5,300
Document Production	3,800
Project Implementation (Cash and Kind)	17,540
Auxiliary Staff	4,500
TOTAL	<u>J\$45,140</u>

These totals do not include auxiliary staff time, visiting experts, and donated labor. Therefore, the real cost of the project is higher by an indefinite amount.

The Woburn Lawn document notes that, "outside financial leverage is necessary to build momentum" from both private and public sources to include "grants, long-term loans at a favorable rate, lines of credit and in-kind contributions." Such support is viewed by ICA as terminating at the end of the third year when the flow of outside funding will decrease and village capital will increase. In ICA's view, this goal will be achieved through expansion of existing industries and the introduction of new industries and services within the community. ICA believes this will result in the establishment of a stable economic base to provide a foundation for the project's future.

If ICA expects a project to achieve its full potential, it must raise more funds to come closer to budgetary goals set in the consult document and improve the standard of project accounting.

On this matter improving the standard of project accounting:

- (1) The ICA/Chicago international staff contend that accurate bookkeeping and financial controls are kept for each location -- covering funds received, from what sources and how expended and to whom. The issue is for ICA to account for donations in kind, the functionalization of accounts and current monthly reports on file in Chicago. For example, sometimes the expense entry simply reads "travel." What needs to be known is "travel for what," like marketing of vegetables, fund raising, donations in kind, etc.
- (2) As mentioned on page 10, a manual⁵ for project accounting was prepared and distributed to all projects in the spring of 1979 by the ICA/Chicago Management Division.
- (3) However, once the ICA field staff see the necessity of centralized financial reporting, not for the purpose of internal audit which they handle in relation to their national corporation and nearest support office, but for the purpose of cost effectiveness in relation to replication and assistance to other groups working in micro-development, they will go along with the request to keep their financial records on file with ICA/Chicago current. In addition, ICA/Chicago believes that they will begin to assess local cost effectiveness and in turn train the village leadership in these methods.

If ICA takes the steps outlined in the preceding paragraphs, it could represent a very basic improvement in management practices. It is our impression that ICA keeps accurate records of monetary contributions. However, other records are inadequate in terms of measuring total project cost, including such items as voluntary village labor and other in-kind contributions.

⁵Institute of Cultural Affairs, "Human Development Project Finance Manual," Global Management Centrum: Chicago, February 28, 1979.

Project Staffing

The project staffs in El Bayad and Woburn Lawn follow a fairly common ICA pattern in that they are headed by American couples with both husband and wife working full-time on project affairs. In addition, at the time of the evaluation, the Egyptian project had three Americans, a young Indonesian, a Filipino nurse/social worker, eight villagers from El Bayad and Beni-Suef, and one student of the ICA Board Member from the University of Cairo at Minya. The Jamaican staff, in addition to the American director and wife, had three Americans of whom two were teenagers and one who had grown up with the Fifth City Project, a young Filipino man, and eight Jamaicans -- four from Kingston and four from Woburn Lawn. All of the Jamaican staff had received eight weeks of formal training at the ICA's Human Development Training School's in Caño Negro, Venezuela, and Fifth City, Chicago.

The Woburn Lawn project benefits from an enthusiastic and dynamic villager who returned to his home after more than twenty-two years in England. His limited formal education, supplemented by a broad range of work experiences in England gave him the capability to become a force behind the ICA effort. He states that even before the project started, he was elected council president and had started to give Woburn Lawn new direction. The project gave him an opportunity to strengthen his help for his village. He said this was something he could never hope to do through regular government channels.

There are no clear professional or technical requirements for any project staffing. However, the directors in Egypt and Jamaica, their wives and the second American couple in Egypt have university degrees and have had ICA project experience prior to holding their present assignments. Both staffs give the impression of being hard working, dedicated to the ICA methods and approach, and generally enthusiastic. Project staff say they are motivated by achievements such as starting pre-schools, establishing health services, doing beautification work, carrying out physical labor on project buildings, and even by fund raising.

Lack of expertise in many of the specific areas of change they seek to promote is openly admitted. This shortcoming is particularly important once activities such as beautification and feeding have been started, and the more difficult task of providing new economic activities is undertaken. The staffs generally lack the experience or professional background to address problems such as increasing traditional crop production or planting new crops, or setting up marketing and credit arrangements. Activities needed to broaden the village's economic base and increase income and employment are also usually beyond project staff experience. Outside expertise must be sought locally or from abroad through the ICA network. ICA contends finding experts has not been a problem. However, volunteer specialists on ICA's roster are usually available only for short periods of time, and programming their arrival when needed can be difficult. As a result the economic development aspect of the two projects was weak.

ICA believes that villagers can be trained as agents of change so that in the replication process less dependency needs to be placed on outsiders (non-villagers). ICA accepts the need for certain types of outside assistance -- both human and financial. Indeed to date, except for the Indian program which the evaluators did not have the opportunity to study, external-to-the-village resources play a very large role in the ICA approach. However, from ICA's point of view, its experience in training villagers as agents of change, e.g., India, has indicated that factors such as the following are essential if technical expertise and monetary resources are to have the maximum effect: (1) stakes and guilds, (2) exposure to the larger world, (3) training in leadership skills, (4) gaining experience and realizing success in task related activities.

ICA seldom requires its staff to learn indigenous languages, although staff language proficiencies are taken into consideration when making assignments. ICA says it insists on a bilingual capacity in each project. In Egypt the lack of ICA staff capacity in Arabic clearly inhibited communication with Egyptians, impaired staff effectiveness, and did not allow any control on translation quality, although the vast majority of project contacts spoke only Arabic. In Jamaica the lingua franca was English.

The evaluation team concludes that the main deficiencies of project staffing particularly in the case of Egypt include: (a) communication problems complicated by working in a society which is non-English speaking, (b) the subsequent heavy dependence on interpreters, and (c) often inadequate technical and professional expertise in the area of economic development. ICA's main staffing strengths, in our view, are its spirit of dedication, willingness to work hard in physically demanding environments, willingness to learn and be sensitive and the desire to achieve grassroots participation in development at the village level.

Project Implementation

An ICA integrated community development project typically seeks to carry out a wide variety of activities in what ICA terms economic, social and human development. ICA's programmatic approach to implementation for any given project is diagrammed in Appendix 4E. These "dynamics," as ICA calls them, seek to resolve the "contradictions" or impediments to growth and change which are diagnosed during the initial consult process in which the villagers participate.

The El Bayad consult document reshapes the three ICA dynamics in three main directions, as shown in Appendix 4F: (a) toward the Reconstruction of Local Social Well-Being; (b) toward the Reconstruction of Local Community Dependency; and (c) toward the Reconstruction of Local Economic Sufficiency. To achieve these, seventeen activities or "programs" were identified at the time of the El Bayad consult in 1976. These included: complete health clinic, unified nutrition service, total functional education, informal school institute, women's activity society, young citizens corps, early learning center, Bayad renovation project, Bayad development corporation,

Bayad Village Plaza, domestic water system, desert reclamation enterprise, essential services network, building materials company, small industry development, intensive agricultural production and livestock raising combine.

According to the Consult Document in the first year of the project, 17 "programs" composed of 68 "sub-programs" would be launched and training given for the core of community leaders who would guide and direct the project expansion. The second year was to see an acceleration and expansion of the projects, including training of a wide range of leaders. The third year focus was to be on establishing local autonomy with a reduction of the ICA auxiliary staff, while the fourth year was to witness maturation of the project, namely, virtual ICA phase-out.

The Woburn Lawn Project consists of 11 "programs" composed of 198 "subtactics," including crop productivity enterprise, farmlands development combine, community supply system, village manufacturing complex, village activities association, neighborhood services corporation, community building corporation, human vitality corps, public utilities project, supplemental learning institute and adult training foundation. (See Appendix 4G.)

According to the Consult Document, the project in Jamaica "objectifies the future vision of the people of Woburn Lawn and has three main parts: (a) Increasing Economic Enterprises with subsections of commercial ventures, new industries and expanded agriculture; (b) Extending Essential Services dealing with basic infrastructures; and (c) Improving Village Cohesion with subsections on the physical environment, corporate events, and practical education."

Despite the difficulties faced in El Bayad and Woburn Lawn, the ICA staffs continue to believe in the accuracy of the project goals as spelled out in the consult documents, that they continue to reflect village needs, aspirations, and potentialities. The next several sections of this chapter are devoted to a review of the statuses of economic, social and human "programs" in El Bayad and Woburn Lawn.

El Bayad's Economic Development

According to the consult document, El Bayad was to bring about a transformation of the economic life of the village, projecting an increase in village income of 4.5 times in the first year. In 1978, an ICA/Chicago report claimed that "the best figures available indicate that the income for the average citizen has doubled from \$250 to \$500 per annum during the first year of the project." Subsequently, however, ICA officers stated these estimates were inaccurate. It is now stated that a doubling of income is expected to take four years. This income growth was to come from various project activities planned during the ICA consult, such as the brick factory, marmalade processing plant, a desert reclamation (agriculture) project, and a fish farm.

To date, these economic activities have had relatively little impact on employment. Some income has resulted from wages paid by ICA for project work. There is little evidence that a firm economic foundation is being laid by the project to effect changes in the village. In contrast to ICA's claims, Egyptian observers use economic criteria as a basis for judging the project's success. One former official of Beni-Suef noted that employment creation was most important to his government. A leading Egyptian community development expert, one who is supportive of the project and has agreed to serve on the Egyptian ICA board, said categorically that the ICA project would be judged a success if it doubles income. In his view, preschool, literacy, bilharzia activities, and so forth are "side issues," in that they are relatively easy to achieve, but doubling income is more difficult. Egypt has seen major efforts at community development over the past generation, or more, but none have really achieved permanent economic results in his opinion. He said he would like to see El Bayad work, but his appreciation of achievements to date does not undercut his insistence on economic improvement.

The consult document also stresses that major efforts will be devoted to training. The auxiliary staff was to provide training to assure the "emergence of new leadership"...ICA auxiliaries (international and Egyptian) would include "farmers, basic education specialists, health personnel, nutritionists and industrial developers...landscape architects, construction engineers, bilingual teachers in Arabic and English and business management specialists." It was the evaluation team's impression that while training was going on, the main thrust--with a few possible exceptions--was still coming from the ICA staff (local and foreign). ICA states that in its experience thus far, the development of local leadership and their assumption of responsibility is a gradual process over the years of the project and that the El Bayad project is no exception to this premise. The El Bayad economic activities are described below. Refer also to Table 3 for a summary of activities as they relate to the original consult document.

1. Brick Factory: This activity seeks to provide the village with a commercial "building company," utilizing desert soil instead of the traditional silt or agriculture soil and using a technology which would be replicable in other villages in Upper Egypt. Intermediate Technology Services Ltd. (ITS) of London was contracted in May 1977 for \$20,000 to provide technical assistance and training. A small brickyard and kiln were built and some bricks were turned out at the outset. An ICA report of September, 1978 states, "the factory presently employs...15 men...[and] produces 8000 bricks per week."⁵ However, at the time of our visit, the plant had not operated for some time due to a problem caused by lime fragments in the clay causing the bricks to split, and therefore was generating no employment. The ITS report noted that the plant was constructed without "...the normal preliminaries of feasibility study, market survey, etc."⁶ It noted the vulnerability of the plant to the many established

⁵Institute of Cultural Affairs, "Report on Human Development Project," Chicago, September, 1978.

⁶Intermediate Technology Services, Ltd., "El Bayad Brick Factory," London, 1977.

TABLE 3. EL BAYAD PROJECT ACTIVITIES

<u>NUMBER</u>	<u>TITLE IN CONSULT DOCUMENT</u>	<u>FOCUS ON ACTIVITY</u>
1.	Livestock Raising Combine	Fish Farm
2.	Intensive Agricultural Production	Improved Methods
3.	Small Industry Development	Marmalade Industry
4.	Building Materials Company	Brick Factory Roofing Industry
5.	Essential Services Network	Maintenance Corps
6.	Desert Reclamation Enterprise	Pilot Plan
7.	Domestic Water System	Well/Piped Water
8.	Bayad Village Plaza	Plaza Community Center
9.	Bayad Development Corporation	
10.	Bayad Renovation Project	Housing Improvement
11.	Early Learning Center	Preschool
12.	Young Citizens Corps	
13.	Women's Activity Society	Community Kitchen
14.	Informal School Institute	
15.	Total Functional Education	Literacy Leadership Training
16.	Unified Nutrition Service	School Meals Dietary Education
17.	Complete Health Clinic	Disease Prevention Health Education

producers indicating that "to hold" the commercial lead, El Bayad will need both to make straight bricks and to produce them with maximum efficiency, which requires a continuous kiln." ICA/El Bayad has not maintained careful cost data on the project and has not yet trained any locals in overall management, marketing, finance, etc. Any hope for future success will depend not only upon firing the bricks but also upon yet unproved El Bayad entrepreneurial capability. An ITS expert has volunteered to spend a year in El Bayad to solve the lime problem. ICA is optimistic about the future of the brick factory, but to date this activity has not achieved the expectations of the 1976 consult.

2. Fish Industry: The consult document on El Bayad speaks of a fish farming project to "...provide protein necessary for village diet," and states that to result in "...a weekly production of 1000 kilos, 36 cages and 2 ponds will be stocked." Although there was no fishing at the time of our visit due to the winter season, it was clear that the project had not yet reached this point. Production figures are not available, but the ICA/El Bayad staff told us that only a few cages had been built and stocked with fish. ICA pays two laborers to do such work as is needed to maintain these cages and guard the ponds against theft. There is some community receptivity to this activity, but the Agriculture Guild in the village has provided only initial leadership or organization. The Canadian Embassy funded the first phase of the fish farm and is receiving a proposal for additional funding and expertise.

3. Desert Reclamation (Agriculture): With farming traditionally done on river bottom soil, ICA catalyzed a small desert plot (drip irrigation) experiment to show the villagers a potentially new source of income. ICA reports there was general cynicism at first among the villagers, but when the effort began to produce, great enthusiasm was generated. Initially, only an experimental plot was put into production. ICA staff were encouraged by the potential but, unfortunately, they did not record costs of yields. Later, ICA submitted a proposal to Chase Bank/Cairo to get financing to reclaim initially one, later 20 feddans. This proposal has been accepted by Chase, and ICA reports the 20 feddans are being turned and prepared. Two U.S. desert reclamation experts volunteered their time shortly after our visit. ICA/El Bayad appeared to be doing virtually all the planning and negotiating, with minimal village participation. Since ICA sees this as a unique effort with a community base, the project could be significant not only for El Bayad but for other villagers as well. ICA/El Bayad needs to maintain appropriate documentation for this project so that the progress of the activity is measurable.

4. Marmalade Industry: Marmalade processing is another new cottage industry in El Bayad for which limited marketing has begun in Cairo. At the time of our visit, no canning was being done because it was winter and oranges were not available. We saw jars with locally printed labels and tasted the product. We were told as soon as oranges were available, the operation would resume. Although this is still a very small enterprise, ICA believes it has potential for growth in El Bayad. ICA reports that the new Governor of Beni Suef has adopted the marmalade industry personally

and assumed the marketing through his own warehouse and business contacts. At the same time he is encouraging replication in other villages. The evaluators would recommend ICA continue to maintain vigilance over how the profits are distributed.

5. Potable Water: From the villagers' viewpoint, the most significant contribution of the ICA project has been the digging of a well, the installation of a pump, and the laying of a pipeline to provide a village-wide water supply at a central distribution point. Previously, El Bayad women had to carry polluted irrigation ditch water over great distances. The washing of clothes and standing in this water were main contributing factors to the 80% bilharzia infection rate in El Bayad. Many local sources indicated that bilharzia infection was no longer a problem. After an expensive government effort to supply this service had failed, the project well was dug and pipes layed by village cooperative effort and at relatively little cost. We were shown pictures of villagers participating in this work. Subsequently, villagers laid water pipes through the village to a site where a stone tower and large metal storage tank were erected. "Water Brings Life to El Bayad" was written on the side of the tank in both English and Arabic. This phase was carried out by a combination of voluntary and paid labor. ICA says common concern for having potable water surmounted ancient village divisions including religious ones and opened up the possibility of the whole village working together as they had never done before. As a result of village insistence when the project was temporarily closed, it was the only activity that continued operations.

While potable water is a popular commodity, the project is not without problems. At present no water-use fees are charged, although there is need to pay two laborers who operate and maintain the system. Furthermore, ICA has had little sanitary engineering guidance in implementing this project, and little consideration has been given to the implications of bringing running water to a village with no sewage system. Already there are drainage problems around the central waterpipe which need to be rectified for the sake of village health.

6. Shower/Toilet Construction: Based upon the availability of piped potable water, ICA/El Bayad intends to construct seven shower/toilet units for community use - one for each stake or neighborhood. Certainly, this is a needed essential service for El Bayad. At the time of the visitation, one unit had almost been completed and two others were underway. This had been accomplished by a combination of stake workdays and an ongoing paid workparty; more recently ICA states that the stakes assumed responsibility for this project. ICA needs to implement a scheme for the self sufficiency of this program. The potable water and the shower/toilet construction activities are classified as economic elements of the project, although they might as easily be subsumed under the rubric of social development.

El Bayad's Social and Human Development

"These areas represent ICA's overall project strategies for what it calls reconstruction of "local social well-being" and reconstruction of "local community dependency."

1. El Bayad's Preschool Program: One of the most successful efforts of ICA/El Bayad has been the preschool project which has attracted over 100 children and is training eight community women as preschool teachers. According to ICA, this has been beneficial to the children, to the teachers in training, and to the mothers of El Bayad. The school has occasioned a good deal of interaction among the village women, both Moslem and Coptic alike. Now held in a roofless house, the children are divided into classes, according to the length of time they have attended the school. Those of long standing at the school have become much more orderly, more alert, healthier looking and have a longer attention span than those who have most recently arrived. The village teachers are paid a minimum wage by ICA. The pupils are given a nourishing lunch every day with food contributed through Catholic Relief Services (CRS) and the rest provided by ICA. ICA needs to implement a plan to achieve local self-sufficiency for this program as quickly as possible.
2. Community Kitchen: In conjunction with the preschool program, a community kitchen is operating which serves over 100 meals to children as well as some 30 meals to the poorer elders of the village. The kitchen is operated by two community women and two ICA staff. Connected with this is a babyweighing program which is said to have made significant inroads into the serious problem of undernourishment. These services are provided at no cost and with no obligation to participants. There appears to have been a previous lapse in record keeping which is necessary for project as well as CRS reporting purposes. A recently-arrived volunteer nutritionist from the Philippines is now assigned to this project. We observed that she is now keeping systematic records. A local self-sufficiency plan is needed.
3. Health Services: The project has attempted to upgrade the village health situation primarily by improving and increasing the delivery of Government of Egypt health services to the village. Despite the presence of a Government doctor in El Bayad, prior to the ICA/El Bayad Project, health services were apparently not readily available and community consciousness of health issues was limited. Residents of El Bayad historically have suffered from bilharzia, which as noted above some 80 percent of the population have had. By organizing the villagers, primarily through the stake structure, the affected population was tested for bilharzia and successfully treated when the Government of Egypt health team came to El Bayad. The combination of the water system and ongoing health education may have significantly increased the chances of maintaining a low percentage of bilharzia infection. Also, the doctor (who has changed four times in two years) is now more readily available and gives instruction to women on prenatal and postnatal care, child feeding, family planning, etc. It is difficult to assess the impact due to the absence of baseline data in neighboring villages.

4. Community Garden: An ICA report speaks of a community garden "which has consistently provided fresh vegetables to the 150 children in the newly established preschool." The garden program was not functioning during our visit and, in any case, was apparently a smaller operation than this, more "a beginning" than a sizeable production unit. ICA needs to guard that all its reports reflect accurately the activities of its projects.

5. Literacy Program: Although no literacy classes were held during our visit, we were told a registration meeting took place which garnered 26 registrants. The literacy program gives training in both Arabic and English. Apparently ICA wishes to build this program slowly to a point utilizing two trained village teachers and a literacy training curriculum which El Bayad teachers can provide to neighboring villages. The Government of Egypt provides the village teachers with a small salary on a per-course basis. There is also an interest among Government of Egypt officials in the ICA teaching method and curriculum as a possible replicable model for Egyptian villages.

6. Skills Training: ICA indicates the project has resulted in "many people in El Bayad having learned new practical skills," as anticipated in the ICA consult document. ICA points to skills learned through practical construction, plumbing, mechanics, education, leading meetings, skills in cooperative effort, planning budgets, directing work teams, etc. In the development of the preschool, the nutrition program and the water system, this is clearly the case. No doubt digging the well, installing the water lines, as well as starting the brick factory, fish farm and desert farm, constructing the tower for the water tank, building the first shower/toilet units, etc., have added to existing skills in the village. There is also a degree of formal and informal leadership training going on. Inasmuch as ICA staff still seem to take the lead in most areas, one gets the impression that a start has been made in terms of comprehensive practical training but that local leadership needs to be more strongly encouraged in the future.

7. Physical Renovation: ICA places a great deal of emphasis on renewing the physical environment of its project villages because their staff strongly believes the physical environment reflects the degree of pride and well-being of the village people. Undertakings such as village, street and house signs (in Arabic and English), and wall murals, street cleaning, colorful village plazas, housing and renovations are intended to provide beautification, of creating physical symbols which renew and sustain village pride and dignity. This is the area where the ICA evaluation officer from Chicago who accompanied us pushed ICA/El Bayad staff the hardest. While a few program and street signs have been prepared by ICA staff and a number of cooperative cleanup workdays have been organized, the visible impact of these efforts has been minimal. More importantly, we saw little evidence that the villagers themselves were participating in or even tacitly encouraging these ICA activities. Contrarily, during our visit, a farmer partially destroyed the sign on the edge of El Bayad which announced the

projects to travelers on the road. ICA believes there can be no demonstration of El Bayad's renewal except through a dramatic improvement of the housing and physical environment. We have been informed by ICA that since our visit a plan has been developed for replacing all El Bayad housing over five years. ICA says the first of seven quarters of El Bayad will be completed in one year. Funds are being sought from the African Development Bank, and the ITS consultant mentioned earlier will divide his time between establishing the brick factory and adapting appropriate roofing material for the new houses. A model median or plaza is also planned, as called for in the original consult document.

Use of bi-lingual (Arabic and English) languages in project communications and signs is highly valued by ICA personnel who point out that since El Bayad is a "global village," that visitors come to see the "transformations," and that the bi-lingual signs are needed to help visitors identify the village. The value of English to visitors is obviously limited. Furthermore, in the opinion of the evaluation team, in a highly nationalistic society where foreigners and their motives are regarded with suspicion, one could question at least the propriety of utilizing bi-lingual signs, particularly when utilizing the language of a former colonial power.

Woburn, Law's Economic Development

The consult document for Woburn, Law, Jamaica noted the intent to "increase village income and expand local economy by intensifying agricultural productivity and by introducing local industries... (and by undertaking) necessary village construction as well as (stimulating) local business...." The Woburn, Law, project was only six months along at the time of our visit, and we agree it is yet too early to attempt to measure results. However, the consult document is ambitious in scope. For example, in agriculture the ICA consult document proposes a "Crop Productivity Enterprise" to (1) greatly increase the farmers' output by introducing modern farming practices and new high-yielding varieties; (2) meet the critical need of increasing the supply of animal protein by focussing on small stock raising; and (3) resolve the economic burden experienced by the villagers due to the irregularities of the urban marketing system through development of local capacity for processing foodstuffs. In the "Farmland Development Combine," four activities are proposed: (1) demonstration plot program; (2) land restoration program; (3) new lands program; and (4) long term crops program. The actual dimensions of what is proposed are not spelled out nor are detailed cost budgets provided.

The Woburn, Law, economic activities are described briefly below. Refer also to Table 4 for a summary of activities as they relate to the original consult document.

1. Furniture Industry: A number of wooden chairs have been produced in a small, privately-owned carpentry shop by one cabinetmaker and three apprentices. These chairs are of marketable quality and have been sold in Kingston. A local architect noted that this industry has potential if an

TABLE 4. WOBURN LAWN PROJECT ACTIVITIES

<u>NUMBER</u>	<u>TITLE IN CONSULT DOCUMENT</u>	<u>FOCUS OF ACTIVITY</u>
1.	Crop Productivity Enterprise	Cooperative Farm
2.	Farmland Development Combine	Demonstration Plot Land Scheme
3.	Community Supply System	Tool Pool Corporate Purchasing
4.	Village Manufacturing Complex	Craft Products Furniture Shop
5.	Village Activities Association	Community Assembly Guilds
6.	Neighborhood Services Corp.	Workdays Environmental Stake Care
7.	Human Vitality Corps	Health Outpost
8.	Community Building Corp.	Preschool Construction
9.	Public Utilities Project	Electrification
10.	Supplemental Learning Institute	Preschool
11.	Adult Training Foundation	Jamal Classes Community Leadership

adequate supply of wood can be obtained and if credit lines can be established. In order to realize its potential, ICA/Woburn Lawn needs to do a feasibility study of this industry and solve the supply and credit questions. ICA states that a contract of six months for various kinds of furniture has been arranged and a loan secured to buy the wood to begin production.

2. Cooperative Piggery: The cooperative piggery is just getting under way. Building materials have been contributed from Kingston, but construction had not yet begun at the time of the field visit. Breeding stock had not been purchased or donated to date. Estimates regarding the significance of this enterprise in terms of additional income and employment were not available. ICA/Woburn Lawn is seeking appropriate voluntary or local expertise.

3. Terracing Demonstration: One of the more significant activities completed in the first summer of the Woburn Lawn Project is a demonstration terraced field in the center of the village. Slightly more than an acre in size, this plot yielded a relatively good crop and has occasioned interest among local farmers, according to ICA. ICA states that The Golden Age Elders Club, a private group in Woburn Lawn, was one of the moving forces behind this effort; and that funds and expertise were donated by one of the multi-national oil corporations.

4. Land Reclamation: From forty to fifty acres of land are in the process of being acquired from a large landowner on the mountain side immediately adjacent to the village. This is to be used for a cooperative terraced farm in coffee and other crops. According to ICA, the Ministry of Finance has supported a request to the Inter-American Development Bank for funding; fifteen acres have already been cleared and prepared by the cooperative effort of ten families. This program has potential as an income earner and generator of employment, if capital and expertise can be obtained.

5. Equipment Pool: A small-scale, hand-tool equipment pool has been established among several farmers and homeowners. ICA believes the service is appreciated by the village people, although the potential and significance of the activity is still to be tested.

6. Corporate Purchasing: Traditionally all purchasing has been done by individual families with the produce transported from Kingston on the once-a-day bus service. A cooperative bulk-buying program has been set up through the village stores. So far, this program has concentrated on feed supplies for various livestock raised in the village. This is seen as a step toward organizing a farmers' cooperative.

7. Wicker Products: This activity is viewed by ICA as promising jobs and new income for many families. This industry is just underway. One man weaves wicker coverings on bottles for a rum-exporting company. Since the Kingston crafts market is inundated with straw and wicker products, anyone planning to develop a productive enterprise in this area which could significantly affect local employment and income must come up with high quality, new products and develop a market for the same. A recent ICA report notes that four people are presently engaged in producing 1200 covers a month under a contract with a local firm.

Woburn Lawn's Social and Human Development

These areas represent ICA's overall project strategies for what it calls "Extending Essential Services" and "Improving Village Cohesion."

1. Preschool Program: As in El Bayad, the development of a Woburn Lawn preschool program, involving most of the eligible village children (about 55), is one of the most successful undertakings to date according to ICA. At the time of the visit, the preschool was being held in what was a renovated, formerly abandoned church building. The ICA co-director started the school which is now staffed and run by village women who receive small wages from ICA. The Government of Jamaica is providing training for two of the local teachers with two more in line for the same in the future. Whether or not the Government will take over operations of the school is not known. The mistress of the local public school, who has also attended ICA training programs in Chicago, is very supportive of the preschool effort and expects more mature students for her first year classes as a result.

2. Community Center: One of the main undertakings is the construction of a community center which will also serve during the day as a permanent home for the preschool children. The building is to provide a new focus of activities for the village. It has been constructed almost solely by voluntary labor of villagers and youthful ICA volunteers under the direction of the village leader mentioned earlier. Materials have been supplied by ICA-generated Kingston donations, including the Canadian High Commission and USAID.

3. Health Outpost: The project has developed a health outpost to handle basic common ailments, etc., thereby precluding the need for villagers to walk three miles to the nearest health clinic in Cedar Valley. The outpost is staffed by village women (health aides) trained by the Government and ICA and is said to have gained considerable recognition from Jamaican authorities. The health aides also make periodic visits to homes giving training in nutrition, emergency treatment and basic health practices. Two villagers said this was the project's most important achievement. Contraceptives are also supplied by the health outpost. This is possible since

family planning is given high priority at the national level because of the burgeoning population of Jamaica. Woburn Lawn and its surrounding area are a microcosm of Jamaica with families still having six-to-ten children and the local school bursting with over 350 children.

4. Community Newspaper: A small village newspaper is now produced on a weekly basis through volunteer participation.

5. Skills Training: Like other villages in Jamaica, Woburn Lawn's out-migration of youth seeking urban jobs is a fact of life. The project attempts to overcome this by job generation and skill training, and ICA believes that the preschool, the JAMAL literacy classes, the health aides training, the construction, furniture-making and agricultural projects and the leadership dynamics have all added to existing skills in the community.

6. Physical Renovation: A number of small activities have been completed in this regard. These include three small stores and the health outpost painted by volunteer labor, two bus sheds constructed by stake task forces and a bulletin board and landscaped flower gardens at the center of the village. ICA believes much remains to be done in this area, such as resurfacing the main access road which is one of the most needed and most difficult challenges facing the village and the project.

USAID Comments on Other ICA Projects

In order to supplement information derived from the evaluation team's visits to ICA/Chicago and the El Bayad and Woburn Lawn projects, USAID Missions were requested to report their impressions or evaluation of ICA activities in the countries of their responsibility. (Refer again to Appendix 1C.)

The responses from USAIDs in Korea, Indonesia, India and the Philippines were the most substantive, and were based on visits to the respective ICA projects by USAID staff. Less substantiative reports were provided from Malaysia, Venezuela, and Kenya.

Since the projects were appraised by the Missions in isolation without reference to other similar activities, any conclusions drawn from these reports must be viewed with due caution. The comments which follow are drawn primarily from the reports from Korea, Indonesia, India and the Philippines. They cover self-help, ICA staffing and operations, development impact, and replication. Several subjects of interest, including ICA fund-raising techniques and use of local boards, were not covered by the USAID reports.

Self-Help: A key element in the ICA approach is stimulating villagers to help themselves. In reporting on the Sudtonggan Project in the Philippines, the USAID Mission notes that a high percentage of the community participated and that the people were aware they could improve their socio-economic conditions through their own efforts. The USAID Mission's decisions to support a second ICA project in Langub was based on a positive assessment of the Sudtonggan Project.

In the case of Indonesia an evaluation summary dated 1/25/79 notes the following:

"In Kelapa Dua the ICA is still playing a major role in the planning and implementation of the development of the village. However, the village people here began to realize that the future of their village depends not on the ICA but on themselves. Therefore, the village leaders are actively seeking training in all aspects of the planning and implementation process. The details of the most effective programs (the water systems, the chicken industry, the rice program, and curative health care) have been decided and implemented by village people with advice and financial assistance from the ICA and other sources. It is anticipated that, by the end of this four-year project, this village can be a concrete demonstration of a community that is planning and implementing its own development."

In the same USAID/Indonesia evaluation, ICA also makes a frank assessment of problems attending the Kelapa Dua project:

"There was limited direct involvement of the village residents in building the original program plan (when compared to more recent experiences). The project... took until Nov. 1977 before we could sign the agreement with the Indonesian Government and until April 1978 before the Home Affairs Department Clearance (Social and Political Section) was sent to the Provincial and District Government. Accordingly most programs were planned and begun without direct Government involvement and the village people have been greatly concerned about whether the project had Government approval.

"Strong religious, political and economic suspicions needed to be overcome in order to allow for full involvement by village residents. There are many scars in the village which have resulted from the village people trusting out-

siders too much (or each other for that matter). The location of the ICA staff housing and community center on the far side of Asam from the rest of the village (Dahung and Nurdin) has resulted in a much higher degree of involvement by the Asam people than that of the residents of Dahung and Nurdin. Some of the facilities, services and demonstration activities have been much less accessible to the people of Dahung and Nurdin. Some internal divisions in the village seem to have heightened this uneven involvement in the project. The Indonesian Government has not yet decided its stance about fund raising within the country by private, voluntary agencies."

ICA Staffing and Operations: There is general agreement that ICA staffs are highly motivated, follow a lifestyle of "extreme modesty," are hard-working, and are willing to do manual work. While their lifestyle closely approximates that of the villagers, there are varying degrees of acceptance by the local population. An Indian newspaper comments that suspicion remains as to "why so many foreigners...devote themselves so completely to this self-appointed task." The USAID/India Mission notes that "this way of life also requires total commitment and dedication to ICA which raises the issues of cultural imposition and replicability...one is left with the impression that this approach... would be culturally incompatible to apply to village India or any other country by other than ICA-trained staff." India appears to be the extreme in this respect; no other mission reported this problem in so stark a fashion.

In contrast are the views expressed by Dr. A. Vanistendael, "The Maharashtra Village Training and Development Programme. Visit to Maliwade", Cooperation et Solidarite, A.S.B.L., Brussels, Belgium, ca. January 1978, p. 3. He states:

"I went to Maliwade with a certain amount of prejudice. The subsequent notes are my assessment of these prejudices in the light of what I have seen and heard: Aren't the Americans imposing their system and their foreign cultural patterns? There certainly exists a methodology of education and work, which is very efficient. However, the whole programme is permeated by Indian values and the whole pattern is Indian. No Indian-Americans are produced by the programme. The pride the villagers express is founded

in being Indian and doing things the Indian way." He states the second objection, "School children are lined up, singing American songs." His reply follows: "That is simply not true, the children sing Maharati songs and English songs about Maliwade, their village, and India, their country. They learn English along with Maharati and Hindi. But why not? Should that remain the privilege of the happy few? Or the intellectuals? It made me think of the criticism expressed years ago against the Flemish learning French."

Development Impact: Most Missions credit ICA with having had significant impact at least in the short term on the well-being of villagers in projects which seek to bring about change across a broad array of activities.

In the area of social development, most USAIDs reported that ICA projects resulted in health posts being established, potable water made available, bath and toilet facilities either provided or improved, pre-schools established, among other activities. In most cases little detail is provided on the roles of the villagers, ICA or local government, or how and by whom the services are to be provided at the end of ICA presence.

Similarly, in the economic area, most USAID Missions believe ICA projects have brought change and benefits through the introduction of such things as new or improved seeds and methods, chicken and rabbit raising, training in farming, animal husbandry, and small industries development. The Missions generally recognize that the significance of these achievements (employment creation, income effect) is difficult to measure or weigh. ICA recognizes this difficulty and states it has a team involved with documentation of projects.

Replication: The USAID responses on replication are largely descriptive with reports from the same country sometimes containing apparent contradictions. Based on a visit to the first India ICA project, Maliwada, the India Mission notes that it began in December 1975, and that "the number of village sites has since grown geometrically. Twelve months later there were four villages in which ICA was operating, in December 1977, 25 villages, and this month, December 1978, there are 64 villages. By July 1979, the target is to have 232 operations/sites." However, the same report later says, "It is not replicable on a large scale as it so heavily depends on an extremely dedicated volunteer labor force which has been steeped in ICA methodology and ideology ... despite the obvious accomplishments in Maliwada, it must be noted that there has been a large ICA staff presence and many monetary inputs in the village for three years. To our knowledge, no ICA project site, either here or elsewhere, has been able to demonstrate that accomplishments are long-

lasting and are possible without a sustained ICA physical presence." On the other hand, the Belgium observer of the India projects claims the costs are "not very much higher than I have seen anywhere else. The replication is going on and the cost of it will only be between 25% and 33% of the investment made in the demonstration project."⁷ In December 1978 ICA completed documentation of its Malawi project and its 24 district replications which contained a cost analysis for presentation to the World Bank. ICA states that, as of June 1979, 232 village projects have been initiated and a full-time Indian staff of about 600 engaged, along with approximately 25 non-Indian staffers. In the case of USAID/Philippines Mission, which is generally supportive of ICA, a report notes that "many FVOs feel that ICA projects are too heavily foreign supervised which may cause the projects to fail once ICA pulls out." The report concludes, however, that it is too early to assess ICA projects in the Philippines.

The USAID/Korea Mission evaluation report recommends an in-depth evaluation be conducted "to compare project targets with achievements in specific and quantified terms. Also, it is believed worthwhile to review ICA's approach to village development, its relationship with SAEMAUL Unding, and project impacts on the overall village development program including replicability to other villages."

An ICA attachment to the USAID/Indonesia evaluation treats in detail the question of replication:

"There have been some claims that the cost of the Kalapa Dua Human Development Project is too high. The project programs plus overall project support total \$545,755. However, these costs are for a pilot project and include the time of several foreign volunteer consultants, visas, ICA office, and the costs of regular communication with other ICA projects and the ICA coordinating office. These costs, having particularly to do with bringing in and maintaining an outside research and development team, come to a total of \$280,400. This leaves a balance of \$259,355, or \$93.29 per resident per year.

"Other costs peculiar to a pilot project of this type include services such as electrification and water and sanitation systems which would normally be provided to a particular village area through a Government plan and would include a standard payment by the residents. Large capital items of this type would be budgeted into the Government plan for infrastructure development and would be recovered over a certain time span in the form of user payments.

⁷ A. Vanistendael, "The Maharashtra Village Training and Development Programme: Visit to Kalliwada," Cooperation et Solidarite, Brussels, Belgium, ca. January 1978, p. 5.

"The economic program inputs in a replication phase would usually be provided in the form of loans which then would be recoverable. (Loans are being used to a much greater extent for the economic programs of the two new projects in Indonesia.) However, even if the economic program input is in the form of land, materials or cash grants, the nation may be able to recover the inputs indirectly through increased farm production resulting in lower food imports, etc.

"Thus, although the costs of this pilot project utilizing outside consultants could be considered high, there is no reason why the Government would need to put high inputs into the replication of this development model. Once a successful demonstration has been done in an area, the only inputs needed are training on the local village level and infrastructure support.

"Also the benefits of such a pilot project cannot be measured by looking at the direct recipients alone. In the case of Kelapa Dua, this pilot project has already provided the model for the Indonesian Government to ask for a similar project in North Sumatra and to approve a third project in South Sulawesi. These two projects are beginning with a level of local villager motivation equal to what the villagers of Kelapa Dua have reached only after two years of project activities. This difference in participation and leadership comes, for a large part, from lessons learned in Kelapa Dua. Seeing the Kelapa Dua demonstration has allowed the Indonesian Government to ask for and commit themselves to the success of these new projects and, in turn, to assist in calling forth the participation of the local villagers.

"The primary purpose of the pilot project is to provide a model for the Government and the residents of other villages to utilize in developing a more effective and intensive development effort. The benefits of the Kelapa Dua Project can be measured as much by observing how the Coastal Villages Development Project in North Sumatra or the Provincial Government of South Sulawesi utilizes the methods being demonstrated in Kelapa Dua as from observing the direct benefits to the people of Kelapa Dua.

"U.S.A.I.D. Jakarta has suggested that the ICA meet with AID personnel trained in cost-benefit analysis to work out a more sophisticated analysis of the Kelapa Dua

Project cost-benefit. The ICA intends to follow this suggestion at the earliest possible time."

If one thing is clear from all the reports, it is the need for ICA to establish a system to provide better and more specific information on project inputs and outputs. Questions concerning replicability are difficult to answer without a reliable data base to analyze.

Summary of USAID Views: The most substantive information regarding AID field missions' perceptions of ICA activities came from the USAIDs in Korea, Indonesia, India and the Philippines. In general, ICA staff were well regarded in terms of motivation and lifestyle, but in some cases the degree of local participation in ICA projects was questioned. ICA received mixed assessments on motivating self-help activities and in not imposing its approach on villagers. The missions generally agreed that ICA was having significant impact on the villagers' social and economic life. However, evidence was mixed on the capacity of projects to become self-sustaining or to begin replication.

V. CONCLUSIONS AND RECOMMENDATIONS

1. Lessons Learned: Because of inadequate documentation, this evaluation is unable to confirm or deny whether ICA has a unique development idea or model to help poor people help themselves. ICA, itself, must provide such documentation to be convincing. ICA attempts a grass-roots, self-help, comprehensive approach to community development in the countries in which it works. It seeks to help local leaders to identify the needs and build the means to achieve desired community ends. ICA believes that there is a common methodological approach for unleashing human development potential in local communities which is transferable from ghetto Chicago to, say, rural Egypt, although the form may vary greatly from project to project. The ICA model, if it were to achieve what it seeks to do, could have wide appeal among leaders in LDCs, since it attempts practical, local solutions for the problems of the poor majority. In Egypt and Jamaica some officials have expressed interest in the ICA programming and training approach. However, ICA's international development experience really began only in 1974/1975, and its methodology is still undergoing testing and adaptation. ICA needs to give further attention to assessing and documenting its systems and methods. ICA has indicated to A.I.D. that it plans to undertake a comprehensive "lessons learned" study at its Global Evaluation and Planning Meeting which takes place in Chicago in July 1979. ICA says it plans to share its findings with A.I.D., officials in countries where it works, and others in the international development community.

Recommendation: That, for the purposes of self-evaluation and external communication, ICA/Chicago undertake a study of lessons learned in its overall program to date, including further articulation of its goals, review of the effectiveness of its integrated community development approach, the ICA project development process, documentation of the costs and benefits of its international program, and analysis of common denominators for project replication.

2. Organizational Management: Under the grant from A.I.D., ICA was to hire a professional staff to increase its abilities to plan, research, administer, and evaluate its international development activities. Although this general grant objective has been achieved, we believe internal management analysis would improve the operational effectiveness of the SDO in ICA/Chicago. At present, most staff time is devoted to administration, planning, and research functions and less time to evaluation as per ICA schedule called for in the grant. Even though this emphasis may not be unexpected in the early stages of project development, there must be increasing attention to evaluation.

Recommendation: That ICA undertake a review of its internal management to assure that all aspects of the programming process are being carried out adequately.

3. PVO Collaboration: Neither ICA nor any other member of the international development community has yet been able to document a transferable "breakthrough" in community development programming. It should be noted that ICA has worked with ATI, Inter Tech, OXFAM, and World Neighbors, and VITA. While the ICA program in Maharashtra is being carried out in over 200 villages, comprehensive data from which to draw lessons learned is lacking. Are these accomplishments long lasting -- sustainable after ICA withdraws? Collaboration with other PVOs might provide advancement in the state of this art of community development. ICA possesses a highly decentralized style of operation. This has led it to look inward rather than outward and has produced a degree of insularity from other groups doing similar work. This is unfortunate since shared PVO experiences can benefit all parties. ICA could benefit from association with a broader range of practitioners and academics, especially in the fields of micro-economics, anthropology, geography, and sociology. In turn, ICA's experience should be available to other interested PVOs.

Recommendation: That ICA amplify contact and collaboration with practitioners and academics, representing other PVOs and LPVOs working in international community development, for their mutual benefit both in the ICA centers and in the field.

4. Public Communications: It is apparent from field visits to projects in Egypt and Jamaica that ICA's reports, promotional materials and other forms of communication often outrun observable evidence or do not communicate adequately the nature of ICA's activities. ICA has produced a wide range of written materials for the purposes of project development, but relatively little is designed to inform the public or those in the development community. This is due sometimes to the difficulty of measuring achievement where such things as participation and attitudes of community residents are involved, sometimes excessive (even naive) enthusiasm by ICA staff, sometimes lack of communications skills or inaccurate information from project personnel, and sometimes lack of resources to report adequately. The lack of good public communications has led to local concerns about ICA's goals in some projects. It is important for ICA to avoid any possible credibility gap with target communities, indigenous authorities, potential donors or volunteers through careful and accurate reporting of its work. This issue was discussed extensively during the collaborative evaluation, and ICA recognizes its significance. It appears that public and representational inquiries directed to ICA, as well as to A.I.D., are more

common than for many other PVOs with which A.I.D. works. ICA has indicated that it plans to implement an accelerated effort to report more regularly and accurately to the public. A quality film of ICA's worldwide work has recently been completed and video-tape productions are underway. ICA has said that better communications will be accomplished through (a) assigning additional skilled staff to the task, and (b) tightening accountability of project reporting through onsite visits prior to publication.

Recommendation: That ICA improve public communications through more effective and accurate reporting and through better project accountability.

5. Funding Capacity: ICA has attracted substantial private and bilateral agency support for its international projects. The independent audit for 1978 is expected to show a global program budget of about \$4.0 million. ICA's program expenses for 1977 were \$2.4 million, per audit, of which over 90% of income came from non-U.S. Government sources. Donors range from large corporations to small individual contributors. ICA conducts fund raising much as a business handles commercial sales. Support is solicited largely through face-to-face presentations with potential donors. Reports, promotional materials and proposals are used. In-country contributors are invited to visit the project sites. For example, according to ICA, in Egypt 40 of the 120 contributors, in addition to others from various national and foreign entities, have visited El Bayad. As with many PVOs, the list of contributors becomes a fund-raising tool for further soliciting.

In 1973 ICA had only one central fund-raising team which operated primarily in North America. By late 1974 four additional support offices were operating in Brussels, Hong Kong, Singapore, and Bombay to support the global expansion of the program. More recently, as ICA demand for financial support has grown, project staff in the field have become increasingly responsible for in-country fund raising. This has placed a heavy responsibility on project staff, who must divide their time between fund raising and project development/management. ICA prefers this project staff involvement in fund raising as a means of local participation and leadership training and because the local involvement has made in-country fund raising more successful. However, inadequate funding capacity has put some individual projects in jeopardy. For example, in Egypt less than a third of the income anticipated in the original project design had actually been collected after two years, and project staff were clearly overextended in trying to deal with both funding and project development. A.I.D. reviewed these problems with ICA during the evaluation and ICA has made specific plans to improve its fund raising procedures. ICA staff from the five

centers met in Brussels in February 1979 to discuss fund raising strategy. ICA says that special teams will be assigned immediately to projects most pressed by lack of funds to accelerate in-country funding.

Recommendation: That ICA either curtail the number of projects or make whatever effort necessary to augment its central fund raising capacity in order to provide adequate project support and relieve project staff and local leaders of over-extension in the funding effort.

6. In-Country Authorization: ICA staff are marked by a sense of motivation and commitment to humanitarian service. They are willing to live and work under very difficult conditions. It is clear that their primary motivation is social rather than political or religious. ICA says that their zeal for social change may be mistrusted by some and misunderstood by others. In addition, some observers of ICA working in the field believe that ICA staff in some projects are more prescriptive than catalytic in role. ICA believes that its experimental approach and newness may give rise to reservations about ICA at least until concrete demonstration has taken place. If these reservations are not contained, they can build to a point of being detrimental to project well-being.

ICA places great emphasis on developing around each project a local, national and international network (or frame) of individuals who act as project advocates, advisors, and interpreters of its work to the nation. They also help in local fund raising and recruitment of local technical expertise. This kind of effective authorization frame, however, is not uniformly implemented and functioning in every country where ICA operates. In a few nations, such as Egypt, this weakness in sustained authorization has impaired both in-country support and program development. Formation of national boards of directors could provide a basis for good country relations and sustained funding. ICA is aware that it must develop and maintain effective authorization in all nations where it has projects. ICA has indicated to A.I.D. that it plans to implement a review of the project authorization of each of its international projects and deploy special authorization teams where needed. More attention will be given to encouraging formation of local boards of directors.

Recommendation: That ICA encourage the early development of strong local boards of directors to guide, support and eventually take over full operation of country projects, and that ICA otherwise improve authorization in countries where needed.

7. Expertise Delivery: The success of ICA project activities in agriculture, health, nutrition, small business development, etc. depends on the timely delivery of technically skilled personnel to project sites. Since local ICA staff often do not have the needed technical expertise themselves, it is frequently necessary to import skills. ICA has established a registry of specialists in fields such as agronomy, medicine, nutrition, and business economics who are supportive of ICA's work abroad and who are willing to volunteer their expertise and pay their own way for a week up to several months. ICA says it has over 2,000 consultants registered worldwide. ICA also says that it encourages the exchange of specialists among its various projects, especially within a common region.

The rapid increase in the number and locations of ICA projects, as well as the myriad of problems now faced in project design, have combined to make systematic delivery of expertise increasingly difficult. Certain projects, including El Bayad and Woburn Lawn, are experiencing a lag in technical assistance delivery and, hence, a program slow-down. ICA has indicated to A.I.D. that it will address this problem by increasing the technical assistance delivery from in-country sources by increasing its worldwide roster and the range of skills available, and by convening problem-oriented seminars for groups of volunteer specialists to address pressing problems. ICA says that it hopes to increase the number of its volunteer consultants to over 4,000 by late 1979.

Recommendation: That ICA study its system of identification and recruitment of technical expertise and make whatever effort necessary to permit timely and adequate support to projects, and that it catalyze the development of local expertise.

8. Language Training: Successful community development work requires effective communication with the target community and host nation. ICA's program is especially dependent on good communication because of the critical importance of local participation in the design and implementation of project activities. Many ICA projects depend on communication in indigenous languages. Although ICA gives consideration to language proficiencies when making assignments, local translators have been used in lieu of special language training for project staff. ICA has tended to view staff use of the local language as a means to achieve translation or as even a constraint in getting local people to participate in a project through involvement in the translation process. What ICA has not seen so clearly is that local language use overcomes more than the problem of translation. It can set a tone of give-and-take in the relationship between the indigenes and staff. And this tone of cooperation, of learning as well as teaching, is critical to the success of a development project of the type ICA does. In Egypt the lack of ICA staff capacity in Arabic clearly inhibited communication with Egyptians and impaired

staff effectiveness, not to mention loss of control on the quality of translation where the vast majority of contacts spoke only Arabic. Greater oral facility in the indigenous language could promote good local relations and reduce indigenous concerns caused by inadequate communication. ICA says it now plans to investigate ways to improve local language learning by its staff for all projects where English is not the common language.

Recommendation: That to promote more effective project communication, ICA increase opportunities for preservice and inservice language training for staff members.

9. Project Accounting: It is essential for reasons of public accountability and documentation of progress that each project maintain accurate accounting of its funds. ICA states that it has established functional accounting systems in countries where it operates. In 1976 a system of standard accounting procedures was designed by ICA in consultation with a major auditing firm. In that same year, ICA management teams visited each project to install this common accounting system making necessary adjustments where dictated by host-country laws. Local personnel were trained and regular reporting requirements laid down.

ICA also says that, with the expansion of its international program and the increasing diversity of accounting requirements from one country to another, it has been difficult to maintain comparable data for all of its projects. Nevertheless, ICA must improve its project financial system in order to provide cost effectiveness data if it is to provide the basis for replication of selected demonstration projects.

ICA may be one of the most successful PVOs in raising funds for its program from private sources. According to its audited accounts, 90 percent of ICA/Chicago's income comes from non-U.S. government sources

According to ICA, all contributions are used for program and support services. All income, earned by staff who are member of The Order: Ecumenical, is voluntarily pooled with this organization. The Order: Ecumenical, a separately incorporated but not separately audited organization, in turn covers the administrative and support costs of ICA. During the evaluation it was determined that grant funds used to "secure professional staff" were pooled in this manner. A separate A.I.D. audit of ICA's use of grant funds was initiated subsequently.

Recommendation: That the ICA improve its records on project financing in order to assess cost effectiveness and the potential replicability of demonstration projects.

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Recommendation: That the ICA improve its records on project financing in order to assess cost effectiveness and the potential replicability of demonstration projects.

10. Project Documentation: From a program point of view, ICA has generally made effective use of the A.I.D. Development Program Grant to improve the capacity of the Chicago SDO to mount and support its international development work. Over the period of grant, ICA experience has occasioned many changes in the way the SDO functions. The ICA Self-Evaluation Report of November 1978 analyzes this process and assesses SDO impact, lessons learned and continuing issues. It is clear that most ICA efforts have been devoted to initiating projects, honing the project development process, and setting up operational systems for financing, technically assisting and otherwise supporting projects. However, very little attention has been paid to assessment of the qualitative aspects and costs of project development. The grant agreement calls for ICA project documentation. These have been given secondary emphasis, although studies in India and Southeast Asia have been sponsored by ICA. ICA has indicated that it will expend greater effort in the future in the regular collection and analysis of data on small industrial and other project activities, and that its findings will be made available to A.I.D. and the development community.

Recommendation:: That ICA strengthen systematic data collection, reporting, and evaluation of each project activity, and that evaluation reports be shared with A.I.D. as called for in the grant agreement.

DEPARTMENT OF STATE
AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D. C. 20523

APPENDIX 1A

Dr. Joseph Mathews
Chief Executive Officer
Institute of Cultural Affairs
4750 North Sheridan Road
Chicago, Illinois 60640

SEP 15 1976

Subject: Specific Support Grant
No. AID/pla-G-1151
PIO/T No: 3219220

Dear Dr. Mathews:

Pursuant to the authority contained in the Foreign Assistance Act of 1961, as amended, the Agency for International Development (hereinafter referred to as "AID" or "Grantor") hereby grants to The Institute of Cultural Affairs (hereinafter referred to as "ICA" or "Grantee") the sum of \$160,600 to provide support for establishing a Social Demonstration Office in Chicago, Illinois, as more fully described in the attachment to this Grant entitled "Program Description".

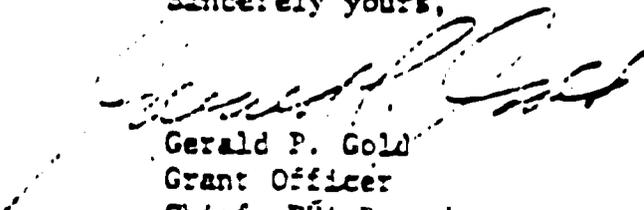
This Grant is effective and obligation is made as of the date of this letter and shall apply to commitments made by the Grantee in furtherance of program objectives covering the period from the effective date through September 30, 1977.

This Grant is made to ICA, on condition that the funds will be administered in accordance with the terms and conditions as set forth in Attachment A entitled "Program Description", Attachment B entitled "Standard Provisions", which have been agreed to by your organization, and Attachment C entitled "Payment Provisions".

Please sign the Statement of Assurance of Compliance, enclosed herein, and the original and seven (7) copies of this letter to acknowledge your acceptance of the conditions under which these funds have been granted.

Please return the Statement of Assurance of Compliance and the original and six (6) copies of this Grant to the Office of Contract Management.

Sincerely yours,



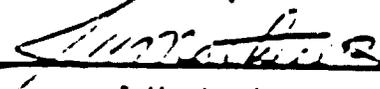
Gerald P. Gold
Grant Officer
Chief, PHA Branch
Central Operations Division
Office of Contract Management

Attachments:

- A. Program Description
- B. Standard Provisions
- C. Payment Provisions

ACCEPTED

INSTITUTE OF CULTURAL AFFAIRS

BY: 

TYPED NAME: J.V. Mathews

TITLE: Chairman

DATE: 9/16/76

Project Description

A. Purpose of Grant

The purpose of this Grant is to establish a professionally staffed Social Demonstration Office which will facilitate the planning, research, international administration, and evaluation of ICV's International Human Development Projects.

B. Specific Objectives

The Social Demonstration Office will be located in Chicago, Illinois. The office will acquire sufficient staff to appropriately backstop the implementation of socio-economic development projects in selected LDCs. It is the Social Demonstration Office's responsibility to perform the following tasks:

1. Secure a professional staff that is capable of facilitating the planning, research, international administration, and evaluation of the overseas development projects undertaken by the organization.
2. Produce appropriate manuals for overseas development projects.
3. Produce appropriate manuals for administration.
4. Establish an ICV development project related import/export brokerage system.
5. Acquire a library of functional socio-economic factors about each of its overseas development projects.
6. Arrange for cost effective procurement of project related commodities.

7. Locate remunerative commercial sale of development project produced commodities.

8. Establish a cost effective, functional communications linkage between each of the development projects and the Social Demonstration Office.

9. Set-up an ICA Board of Consultants for the purpose of establishing an investment bank.

10. Arrange the mechanics for consults prerequisite to implementation of development projects in IDCs.

11. Conduct informal self-evaluations of both the Social Demonstration Office and ongoing development projects, approximately once each six months.

12. Share the results of these findings with AIB so as to provide opportunity for exchange of views as concerns need for modification if necessary.

13. Prepare the training program for consultants.

This scope of work covers a three year period. It is to be accomplished not necessarily in the order listed above. Priority ranking is left to the discretion of the Grantee. There should be evidence, however, that the accomplishments of the first year's activities are reasonable as related to the total scope of work.

C. Reporting

1. Evaluation Plan

ICA will conduct informal self-evaluations using the logical frame-

work as its ultimate measure of standard. In order to evaluate the effectiveness of the Social Demonstration Office evaluations must extend to the IDPs on a project by project basis because of the direct linkage between the field activity and the Social Demonstration Office. In consequence, ICA's assessment of progress falls into four categories as follows:

Category I: level of attainment of staffing; quantity and quality of manual production; ability to coordinate HDP delivery systems; and function effectiveness of the communications network.

These will be self-assessed at 6 months intervals.

Category II: quality and quantity of consults; rate of project start-ups, estimated at 8 each 12 month period; quality of performance of advance teams.

These are to be self-assessed as each of the envisioned 24 IDPs is initiated.

Category III: overall cost reduction of HDP implementation; success at establishing HDP lines of credit; efficiency in procurement of equipment and materials; success in securing in-kind goods and services.

Above assessments are to be staggered at approximately 9 month intervals after a specific consult.

Category IV: amount of inter-governmental support; rate of commitment to private budget; rate of authorization of projects. Assessment in this category will take place at the time of completion of a consult and will be a continuous exercise.

The results of these assessments are to be shared with AID, Office of Private and Voluntary Cooperation. ICA and AID will exchange views as concerns need for change resulting from the findings of the above informal evaluations. In addition, the AID Project Manager will make periodic visits to the Social Demonstration Office and, possibly, to selected overseas projects sites at times mutually agreed to by ICA and AID to informally survey the effectiveness of the linkage between Social Demonstration Office operations and projects operations.

2. Comprehensive Report

A comprehensive report is to be submitted to AID during the eleventh (11th) month from the date of the Grant. The format is at the discretion of ICA.

D. Budget

	Effective Date 9/30/77 <u>YEAR ONE</u>	10/1/77- 9/30/78 <u>YEAR TWO</u>	10/1/78- 9/30/79 <u>YEAR THREE</u>	<u>TOTAL</u>
1. Personnel (Salary and Benefits)	\$109,400	\$109,400	\$109,400	\$328,20
2. Domestic Travel	12,500	12,500	12,500	37,50
3. Communications (Telephone, Telex, Cable, etc.)	24,000	24,000	24,000	72,00
4. Equipment (Purchase and Rental)	900	900	900	2,70
5. Manual Preparation (Printing, Photographic reduction, Reproduction)	13,800	13,800	13,800	41,40
Total	\$160,600	\$160,600	\$160,600	\$481,80

The Grantee may not exceed the total amount of the Budget. Adjustments among the line items are unrestricted.

PROJECTS INITIATED BY ICA THRU 6/30/79
 UNDER GRANT AID/pha-G-1151
 IN SUPPORT OF SDO/CHICAGO

	<u>Country</u>	<u>Project Name/Site</u>	<u>Initiating Consult Date</u>
1.	Korea	Kwangyung II	Sept. 28 - Oct. 5, 1975
2.	Kenya	Kawangware	Nov. 9 - Nov. 15, 1975
3.	India	Maliwada	Dec. 28, 1975 - Jan. 3, 1976
4.	Philippines	Sudtonggan	May 23 - May 29, 1976
5.	Indonesia	Kelapa Dua	Aug. 8 - Aug. 14, 1976
6.	Egypt	El Bayad	Oct. 8 - Oct. 14, 1976
7.	Venezuela	Cano Negro	Jan. 9 - Jan. 15, 1977
8.	Nigeria	Ijede	Jan. 23 - Jan. 29, 1977
9.	India	Nadlapur	Mar. 3 - Mar. 9, 1977
10.	Malaysia	Sungai Lui	Apr. 3 - Apr. 9, 1977
11.	Philippines	Langub	Jan. 8 - Jan. 14, 1978
12.	Kenya	Kamweleni	Feb. 5 - Feb. 11, 1978
13.	Zambia	Kapini	Feb. 26 - Mar. 4, 1978
14.	Korea	Kuh Du E RI	Apr. 23 - Apr. 29, 1978
15.	Malaysia	Serusup	May 28 - Jun. 3, 1978
16.	Jamaica	Woburn Lawn	Jun. 11 - Jun. 17, 1978
17.	Chile	Sol de Septiembre	Jun. 11 - Jun. 17, 1978
18.	Brazil	Bananerlau	Jun. 25 - Jul. 1, 1978
19.	Guatemala	Comacante	Jun. 25 - Jul. 1, 1978
20.	Indonesia	Bubun	Sept. 17 - Sept. 23, 1978
21.	Indonesia	Bantoa	Oct. 8 - Oct. 14, 1978
22.	W. Samoa	Salani	Oct. 29 - Nov. 4, 1978
23.	India	Sikror	Dec. 10 - Dec. 16, 1978
24.	Peru	San Vicente de Arepilla	Jun. 3 - Jun. 9, 1979

NOTE:

ICA has initiated 231 Replication Projects in the State of Maharashtra, India, as a direct result of the Maliwada Project (see above No. 3). In the Philippines an additional eight projects have been initiated; four related to Sudtonggan (see above No. 4) and four related to Langub (see above No. 11). Some of these projects was directly funded by A.I.D. under Grant AID/pha-G-1151; they were backstopped by ICA's SDO/Chicago and the SDO was supported by the grant.

Source: Institute of Cultural Affairs

UNCLASSIFIED
Department of State

OUTGOING
TELEGRAM

PAGE 01 STATE 273413
ORIGIN AID-51

0834

STATE 273413

APPENDIX 1C

INFO OCT-01 ARA-15 EA-12 NEA-13 AF-10 /182 R

DRAFTED BY PDC/PVC/DPNS:REBIGELOW:RH
APPROVED BY PDC/PVC:SWBERGEN
ASIA/BIS:BBUNDY (PHONE)
CS/RAD:JNORTH (PHONE)
NE/NEA:CBUCK (PHONE)
AFR/CAVA:ND:SEN (PHONE)
AFR/SA:L POMPA (PHONE)
AFR/EA:RENEY (PHONE); ARA/AND/V:
ASIA/ISPA:MPETREQUIN (PHONE)
ASIA/PT:DYBAN (PHONE) VORANAM DRAFT

-----008673 270022 /16

R 272062 OCT 78
FM SECSTATE WASHDC
TO AMEMBASSY NEW DELHI
AMEMBASSY CAIRO
AMEMBASSY LAGOS
AMEMBASSY LUSAKA
AMEMBASSY NAIROBI
AMEMBASSY JAKARTA
AMEMBASSY KUALA LUMPUR
AMEMBASSY SINGAPORE
AMEMBASSY MANILA
AMEMBASSY CARACAS

UNCLAS STATE 273413

AIDAC

E.O. 12852-1/A

TAGS:

SUBJECT: EVALUATION OF PROJECTS OF THE INSTITUTE OF
CULTURAL AFFAIRS (ICA)

1. PDC/PVC IS UNDERTAKING AN EVALUATION OF ICA ACTIVITIES
SUPPORTED UNDER A THREE-YEAR DEVELOPMENT PROGRAM GRANT (DPC)
1976-78. YOUR HELP AND ADVICE ARE REQUESTED HEREIN.

2. THE DPC'S PURPOSE IS TO ENHANCE ICA'S INTERNATIONAL
DEVELOPMENT CAPABILITY THROUGH THE ESTABLISHMENT OF A SO-
CIAL DEMONSTRATION OFFICE IN ITS CHICAGO HEADQUARTERS WHICH
FACILITATES PLANNING, RESEARCH AND EVALUATION OF ICA'S
INTERNATIONAL HUMAN DEVELOPMENT PROJECTS (HDP'S). PDC/PVC
IS CONCERNED NOT ONLY WITH THE PERFORMANCE OF THE CHICAGO
OFFICE BUT ALSO WITH THE IMPACT OF ICA FIELD PROJECTS (HDP)
TO DATE.

3. HDP'S WHICH HAVE BEEN OPERATING FOR A YEAR OR MORE
INCLUDE:

- (A) MALI, INDIA
- (B) EL BAYAD, EGYPT
- (C) IZECI, NIGERIA
- (D) BAPINI, JAMBIA
- (E) BOUQUENNE, GUYANA

- (F) BELAPA DAM, INDONESIA
- (G) BUNGA, MALAYSIA
- (H) BUEN TOME II, CUBA
- (I) BUS TONGGON, PHILIPPINES
- (J) COO: NEGRO, VENEZUELA

4. WHILE RECOGNIZING THE LIMITATIONS OF USIA'S STAFF TIME
AND THE WIDE VARIATIONS IN HDP'S, PDC/PVC WOULD APPRECIATE
APPROPRIATE/POSSIBLE USIA STAFF BACKGROUND COMMENTARY,
SITE VISITATION, DOCUMENTATION AND/OR ASSESSMENT OF

INDIVIDUAL ICA PROJECTS. SPECIFICALLY, FOR EACH:

A) IN BRIEF, WHAT IS THE CURRENT PROJECT STATUS (OB-
JECTIVES, MOTIVATING PHILOSOPHY, RANGE OF SUBPROJECTS/
COMPONENTS, CULTURAL COMPATIBILITY, LOCALIZATION OF
STAFF, SIZE OF STAFF, NUMBER OF DIRECT PARTICIPANTS
IN PROJECT, ETC.)?

B) TO DATE, WHAT IMPACT, IF ANY, HAS THE PROJECT HAD ON
ITS TARGET COMMUNITY (NUMBER AND TYPE OF BENEFICIARIES,
TYPES OF BENEFITS, COMMITMENT OF BENEFICIARIES TO
PROJECT, EXPECTED FUTURE IMPACT, ETC.)?

C) WHAT PROBLEMS, IF ANY, ATTEND THE PROJECT (PROJECT
DESIGN, COMMUNICATION, CULTURAL FACTORS, ETC.) AND WHO
HAS IDENTIFIED THESE PROBLEMS?

D) DO ICA DOCUMENTS, USAID EVALUATIONS, OR INDEPENDENT
ASSESSMENTS EXIST ON THE PROJECT? IF SO, PLEASE NAME
AND PROVIDE, IF POSSIBLE.

5. PLEASE PROVIDE YOUR RESPONSE TO THE ABOVE QUESTIONS TO
PDC/PVC BY NOVEMBER 30, 1978 IN EITHER CABLE OR MEMO FORM.

6. SPECIAL NOTE TO CARACAS: REQUEST MAURICE KONAN'S VISIT-
ATION TO CAIRO NEGRO SITE, IF POSSIBLE, AND HIS OBSERVATIONS.

7. SPECIAL NOTE TO NEW DELHI: SEPTEL TO FOLLOW.

8. SPECIAL NOTE TO NAIROBI: REQUEST USAID COMMENTS ON DAI
STUDY RE ICA KALINGWARI PROJECT IN ADDITION TO OR IN LIEU
OF ITEMS NOTED IN PARA (A) ABOVE.

9. SPECIAL NOTE TO JAKARTA, MANILA AND SINGAPORE: REQUEST YOUR
ASSESSMENT OF EFFECTIVENESS OF DPC'S TO ICA PROJECTS, IN
ADDITION TO ITEMS NOTED IN PARA 4 ABOVE. WOULD TEN DAY
VISIT IN EARLY DECEMBER TO ONE OF THE THREE COUNTRIES BE
FEASIBLE AND/OR USEFUL TO USIA?

10. SPECIAL NOTE TO CAIRO: JOHN BLACKTON AND ANN FITZ-
CHARLES HAVE BEEN CONTACTED HERE. AND SUGGESTS A. BISSET
AND ANDY NOVA. (CRS) PROVIDE RESPONSE.

11. PDC/PVC PLANS VISITS TO TWO OR THREE SELECTED ICA
PROJECTS IN NOVEMBER/DECEMBER 1978, IN COLLABORATION WITH
AID/DE BUREAU AND ICA EVALUATORS. IF USAID WISHES TO
ADVISE ON THE UTILITY OF VISITING INDIVIDUAL ICA PROJECTS,
PLEASE CABLE ASAP. VANCE

[Handwritten notes and signatures in the right margin, including "44-50" and "8-15-78"]

[Handwritten mark at the bottom right corner]

Principal Materials Produced under the Development Program Grant by
the Social Demonstration Office of the Institute of Cultural Affairs

A. Project Development Process Materials

July 1977	The Human Development Launching Textbook, Chicago
July 1977	Guidebook for the Renewal of Village Vitality, Chicago
July 1977	Health Caretakers Manual, Chicago
July 1977	The Commerce Manual, Chicago
July 1977	Accelerating Cooperative Agriculture, Chicago
July 1977	The Living Environment Reference Manual, Chicago
October 1977	30 Session Literacy for Human Development Projects, Third Draft, Chicago
December 1977	Retail Store Manual for the Human Development Projects, Chicago

B. Human Development Project Documents

October 1975	Jeju-do Human Development Project Consultation Summary Statement, Republic of Korea
November 1975	Kawangware Human Development Project Consultation Summary Statement, Kenya
January 1976	Maliwada Human Development Project Consultation Summary Statement, India
May 1976	Sudtonggan Human Development Project Consultation Summary Statement, Philippines
August 1976	Kelapa Dua Human Development Project Consultation Summary Statement, Indonesia
October 1976	El Bayad Human Development Project Consultation Summary Statement, Arab Republic of Egypt
January 1977	Cano Negro Human Development Project Consultation Summary Statement, Venezuela
January 1977	Ijede Human Development Project Consultation Summary Statement, Nigeria
April 1977	Sungai Lui Human Development Project Consultation Summary Statement, Malaysia
January 1978	Langub Human Development Project Consultation Summary Statement, Philippines
February 1978	Kamweleni Human Development Project Consultation Summary Statement, Kenya
March 1978	Kapini Human Development Project Consultation Summary Statement, Zambia
June 1978	Weburn Lawn Human Development Project Consultation Summary Statement, Jamaica
June 1978	Sol de Septiembre Human Development Project Consultation Summary Statement, Chile
July 1978	Bananerias Human Development Project Consultation Summary Statement, Brazil
July 1978	Conacaste Human Development Project Consultation Summary Statement, Guatemala
October 1978	Jeju-Do Human Development Project Consultation Summary Statement, Republic of Korea (Revised)

REPRESENTATIVE LIST OF U.S.-BASED CONTRIBUTORS
TO THE INSTITUTE OF CULTURAL AFFAIRS FOR INTERNATIONAL ACTIVITIES,
FOR THE PERIOD JULY 1978 TO DECEMBER 1978

1. The Alexander, Inc., Chicago, Illinois
2. American Greeting Card Company, Cleveland, Ohio
3. The Burroughs Corporation, Detroit, Michigan
4. The Cleveland Foundation, Cleveland, Ohio
5. The Des Moines Register & Tribune, Des Moines, Iowa
6. The Duke Power Company, Charlotte, North Carolina
7. The Getty Oil Company, Houston, Texas
8. The International Telephone & Telegraph, New York, New York
9. The Manna Foundation, Nashville, Tennessee
10. The Mary Reynolds Babcock Foundation, Winston-Salem, North Carolina
11. The McDonald Corporation, Chicago, Illinois
12. The Meyer Broadcasting Company, Bismarck, North Dakota
13. The Philip Morris Company, New York, New York
14. The Trull Foundation, Palacios, Texas
15. Union Carbide Corporation, New York, New York
16. The Western Savings & Loan Association, Phoenix, Arizona
17. The Winnetka Presbyterian Church, Chicago, Illinois
18. The Wisconsin Electric Company, Milwaukee, Wisconsin

Source: Institute of Cultural Affairs

UNITED STATES GOVERNMENT FUNDING TO
THE INSTITUTE OF CULTURAL AFFAIRS FOR
DOMESTIC AND INTERNATIONAL ACTIVITIES,
AS OF 02/28/79

Domestic Activities Funding

1. Housing and Urban Development, \$40,000, beginning August 1978 (Agreement #H-2940), to create set-up manual for initiating community planning sessions and project implementation technology handbooks, and manuals on the replication of developmental methods. Also for documentation of Town Meeting community needs evaluation, and the design of human development training school curriculum.
2. Housing and Urban Development, \$40,000 for six months beginning December 1978 (Agreement #H-5034), for the development of training workshops for self-help neighborhood development organizations' staffs on the following subjects: Industrial Promotion and Management Training, Effective Housing Management by local residents and Environmental Development.
3. Economic Development Administration, \$50,000 for the period September 1978 - September 1979 (Agreement #06-05-18000), for administrative expense, program and planning assistance in order to develop economic plans for twelve communities in the United States.

International Activities Funding

1. Agency for International Development (AID), \$481,800 for three years ending September 1979 (AID/pha-G-1151), to establish a professionally staffed Social Demonstration Office which will facilitate the planning, research, international administration and evaluation of ICA's International Human Development Projects.
2. AID, Kwangyung Il Human Development Project, \$88,400 for October 1976 - September 1980 (AID/asia-G-1189), to assist ICA project in Jeju Island, Korea.
3. AID, Langub Human Development Project, \$9,800 for one year ending August 1979 (AID 492-1469), to assist ICA project in Davao, Republic of the Philippines.
4. AID, Kelapa Dua Human Development Project, \$132,140 for the period February 1978 - February 1980 (AID-78-1-G-T), to support ICA's multi-sectoral community development demonstration project in Indonesia.
5. AID, Bubun Human Development Project, \$124,800 for two years ending February 1981, to assist ICA's project in North Sumatra, Indonesia.

6. AID, Bontoa Human Development Project, \$110,000 for two years ending February 1981, to assist a third ICA project in Indonesia.
7. AID, Sol de Septiembre Human Development Project, \$100,000 recently approved for support of ICA's project in Chile.

NB. Total values listed here for U.S. Government support for ICA domestic activities, \$130,000; international activities, \$1,046,940.

Source: Agency for International Development
Institute of Cultural Affairs

ELEVEN SOCIAL DEMONSTRATION OFFICE POSITIONS
FUNDED UNDER THE GRANT TO ICA (1976-1979)

Team/Position

Administration Team

Administrative Director
Assistant Director
Secretary

Consultation Team

Consult Coordinator
Assistant Coordinator
Field Secretary

Commodity Services Team

Commodities Manager
Export Assistant
Commodities Secretary

Communications Team

Communications Manager
Communications Assistant

Source: Institute of Cultural Affairs

THE ARAB REPUBLIC OF EGYPT
BENI SUEF GOVERNORATE

Governor's Office
MR. and MRS. L. Fredic Bussé
Co-director of the
Bayad Human Development Project.

Beni Suef
5 October 1976.

Dear Sirs ,

Greetings

It gives us pleasure to inform You that
the Governorate of Beni-Suef is Welcoming the
proposal to conduct a Human Development Project
in the village of Bayad of Beni-Suef .

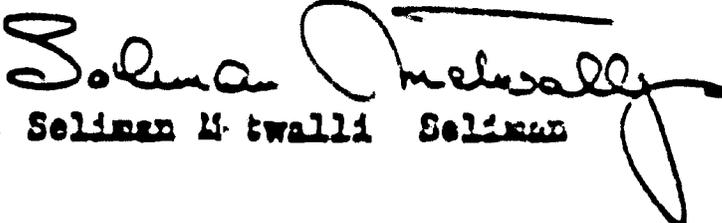
The Egyptian authorities accept the project
to be executed according to the enclosed written
agreement between the governorate of Beni-Suef and
the Institute of Cultural Affairs .

This is written for your information and to
start the execution of the project .

The governorate of Beni-Suef is pleased to
offer all its facilities in the service of the project.

With all respect we offer our best wishes .

The Governor of Beni-Suef


Eng. Seliman M. twalli Seliman

**An Agreement concerning the Rural Development
of the Village of Mayad**

The agreement has been made between

1: the Governate of Beni Suef represented by Engineer Soliman Mitwally; the Governor of Beni Suef (hereafter referred to as the First Party);

and

2: the Institute of Cultural Affairs of Chicago; represented by Mr. L. Fredric Suss and Mrs. Sarah H. Suss (hereafter referred to as the Second Party):.

The agreement is about the execution of the Project for the Rural Development of the village of Mayad Al Arab; in the governate of Beni Suef of the West Bank opposite the city of Beni Suef, according to the following rules:

1. First: the first party will call into being the Council of the Project which includes representatives of the local agencies of the governate and representatives of the second Party: this Council will be presided over by the Governor of the governate or (whoever he appoints: the job of the Council will be to plan, supervise and conduct the work of the project:.

2. Second: the aim of the Project is to enable the economic and social development of the village: priorities for the programs of the project will be approved by the Council in terms of their design and implementation:.

3. Third, the second party will undertake the execution of the Project through an international team including a number of Egyptians acknowledged by the Council:.

4. Fourth the Council will create a set of By-laws to be followed in conducting the affairs of the project: The head of the Council will authorize these By-laws:.

5. Fifth, the executive body will take a social and economic survey of the village area: the plan devised on the basis of this survey will be prepared and presented to the Council for approval:.

7/6/56

6. Sixth, the executive body shall make monthly reports to the Council which shall show the state of the work of the Project in relation to the timeline and plan of the project approved by the Council:

7. Seventh, the sources for financing the project will be 1) funds designated by the Government, 2) funds solicited by the Second Party and 3) voluntary local contributions and grants.

8. Eighth the financial accounting system will be devised by the Council.

9. Ninth, the Council will set up the appropriate means to coordinate the programs of the project with all other social and economic development efforts in order to integrate those programs into the services of the area:

10. Tenth, all ^{installations} buildings that are built directly by the Project itself shall belong to the government after the project is concluded in order to continue its work of social service to the area.

HERGE PARRIS

Solomon
5/10/1956


HERGE PARRIS
Herbie Parris
Sarah Parris

TENTATIVE ICA/EGYPT BOARD OF DIRECTORS

Nasr Marei

Ciba Anigy Technical Office Director
Son of Sayed Marei - Special Assistant to President
Sadat

Kamel Ghabbour

Ghabbour Bros. Furniture & Export business

Dr. Abdel Manium Showkey

President of Union of Social Workers: Egypt
Dean of Minya University

Bishop Athenasius

Coptic Bishop of Beni Suef

Source: Institute of Cultural Affairs

REPRESENTATIVE LIST OF CONTRIBUTORS
TO THE
INSTITUTE OF CULTURAL AFFAIRS: EGYPT

Mr. Amin Fakhry Abedel Nour	IMCO
Mr. G.F. Accardo	Industrial National Bank of R.I.
American Express International Banking Corp	International Business Associates
AMOCO	Intermediate Technology Group
Anglo-Egyptian Motors	International Drilling Fluids
Arab-Swiss Engineering Co.	Japan Drilling Company
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Bechtel International	LVO
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Braspetro	M/M Olivier Mayer
British Community Association	MEPCO
Canadian Embassy	Midland Bank
Canadian Superior Oil Company	Milchem
Mr. David F. Carlson	Mr. Jock Miner
Catholic Relief Service	Mobil Exploration
Chase National Bank, Egypt	Mobile Oil
Chemical Bank	Mr. Magdi Nessim
Chevron	Mr. N.A. Neville
Citibank	NGA
Commercial Equipment Services	Offshore International
Commerical Services Bureau	Otis Engineering
Conoco	Oxfam, London
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ESSO	Mr. Fred Shorter
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Mrs. Ewarl	Squibb Company
Express International	Sterling Products
Field International Drilling	Stichting Benevolencia
Ford Foundation	Swiss Banking Corporation
4M Group	TAM Oilfield Services
Ghabbour Brothers	TIMCO
Mme. Farida Ghabbour	Tripco
Governorate of Beni Suef	Union Oil Company
Gulf Fleet	United States Embassy
GUPCO	U.S. Steel
Help the Aged Foundation	Western Arabian Geophysical
Herbaeus	Westinghouse
Gulf Oil	Wildgoose Foundation
	Wyeth International

Source: ICA/El Bayad

ICA LIST OF CONTRIBUTORS IN JAMAICA

The Anglican Church
Antillean Airlines
Bryad Engineering Co.
The Canadian High Commission
Crimson Dawn Manufacturing Co.
Desnoes and Geddes, Ltd.
L.S. Duhaney and Co., Ltd.
The Franciscan Sisters
Golding Printing Service, Ltd.
Goodyear (Jamaica)
Grace Kennedy and Co., Ltd.
Greene's Hardware
Jamaica Chamber of Commerce
Jamaica Development Bank
Jamaica Community Development Foundation
Lenn Happ Supermarkets
Life of Jamaica
Modern Furnishing Co., Ltd.
Motor Owners Mutual
A.C. Marzouca, Ltd.
Mutual Life
National Commercial Bank
Pan-Jamaica Investments, Ltd.
The Royal Netherlands Embassy
Shell Oil Co.
Texaco
Tower Isle Development Corp.
Tropiculture, Inc.
Mr. S. Asher
Mr. N. Hardy
Mr. K. Issa

Contributors of in-kind goods and services

Berger Paints
Central Food Organization
Consolidated Bakeries
Consolidated Printing
Jamaica Flour Mills
Jamaica Food Products, Ltd.
the JAMAL Foundation
Lions Club of Morant Bay
Manpower, Inc.
McGann's Poultry Farm
Morant Bay Building Supplies, Ltd.
National Continental Corporation
Paper Products, Inc.
SEPROD
Stella Maris

Source: ICA/Woburn Lawn

PROGRAMMATIC CHART



Toward the Actuation of Comprehensive Human Development Projects on the Local Level

thirty six programs -- nine structures -- three dynamics -- one project

<p>A ECONOMIC DEVELOPMENT LOCAL PRODUCTIVITY toward self sustenance</p>	<p>B HUMAN DEVELOPMENT LOCAL MOTIVITY -toward self confidence</p>	<p>C SOCIAL DEVELOPMENT LOCAL SOCIALITY -toward self reliance</p>																								
<p>Enabling local-</p> <p>COOPERATIVE AGRICULTURE</p> <table border="1"> <tr><td>1</td><td>expanded cultivation</td></tr> <tr><td>2</td><td>intensified production</td></tr> <tr><td>3</td><td>water delivery</td></tr> <tr><td>4</td><td>equipment pool</td></tr> </table>	1	expanded cultivation	2	intensified production	3	water delivery	4	equipment pool	<p>Reconstructing local-</p> <p>LIVING ENVIRONMENT</p> <table border="1"> <tr><td>13</td><td>domestic housing</td></tr> <tr><td>14</td><td>public facilities</td></tr> <tr><td>15</td><td>village design</td></tr> <tr><td>16</td><td>essential services</td></tr> </table>	13	domestic housing	14	public facilities	15	village design	16	essential services	<p>Creating local-</p> <p>PREVENTIVE CARE</p> <table border="1"> <tr><td>25</td><td>intermediate sanitation</td></tr> <tr><td>26</td><td>total nutrition</td></tr> <tr><td>27</td><td>systematic immunization</td></tr> <tr><td>28</td><td>primary treatment</td></tr> </table>	25	intermediate sanitation	26	total nutrition	27	systematic immunization	28	primary treatment
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ONE TOWARD THE RECONSTRUCTION OF LOCAL SOCIAL WELL-BEING		TWO TOWARD THE RECONSTRUCTION OF LOCAL COMMUNITY DEPENDENCY	THREE TOWARD THE RECONSTRUCTION OF LOCAL ECONOMIC SUFFICIENCY	
PRACTICAL WELFARE A	SOCIETAL ENGAGEMENT B	LOCAL COMMUNITY DEPENDENCY C	SYSTEMATIC SUPPORT D	EXPANDED INCOME E
COMPLETE HEALTH CLINIC I	WOMENS ACTIVITY SOCIETY V	BAYAD RENOVATION PROJECT VIII	DOMESTIC WATER SYSTEM XI	BUILDING MATERIALS COMPANY XIV
UNIFIED NUTRITION SERVICE II	YOUNG CITIZENS CORPS VI	BAYAD DEVELOPMENT CORPORATION IX	DESERT RECLAMATION ENTERPRISE XII	SMALL INDUSTRY DEVELOPMENT XV
TOTAL FUNCTIONAL EDUCATION III	EARLY LEARNING CENTER VII	BAYAD VILLAGE PLAZA X	ESSENTIAL SERVICES NETWORK XIII	INTENSIVE AGRICULTURAL PRODUCTION XVI
INFORMAL SCHOOL INSTITUTE IV				LIVESTOCK RAISING COMBINE XVII

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THE ELEVEN ACTUATING PROGRAMMES
Comprehensive Community Reformulation in Woburn Lawn

Consult.

IC A Consultant.

Plate 5a

ONE TOWARD THE BUILDING OF ECONOMIC SELF-SUFFICIENCY IN WOBURN LAWN				TWO TOWARD THE BUILDING OF COMMUNITY SELF-CONFIDENCE IN WOBURN LAWN C		THREE TOWARD THE BUILDING OF SOCIAL SELF-RELIANCE IN WOBURN LAWN			
AGRICULTURAL EXPANSION A		BUSINESS DEVELOPMENT B				PHYSICAL RECONSTRUCTION D		PRACTICAL EDUCATION E	
CBUP PRO DUC TIVITY ENTER PRISE	Intensive Learning Programme	COM MUNITY SUPPLY SYSTEM III	Rural Shop Programme	VILLAGI ACTI VITIES ASSO CIATION V NEIGH BOUR HOOD SERV ICES NET WORK VI HUMAN VITAL ITY CORPS VII	Woburn Lawn Assembly Programme	COM MUNITY BUILD ING CORPO RATION VIII PUBLIC UTILI TIES PROJEC T IX	Home Construction Programme	SUPPLE MENTAL LEARN ING INSTI TUTE X ADULT TRAIN ING FOUND TION XI	Community Preschool Programme
	Small Enterpris Programme		Cooperative Marketing Programme		Community Guilds Programme		Public Facility Programme		Elementary After School Programme
	Food Processing Programme		Local Products Programme		Woburn Lawn Farmers Programme		Building Materials Programme		Secondary Promotion Programme
	Market Places Programme		Equipment Leasing Programme		Village Workdays Programme		Repair Maintenance Programme		Youth Corps Programme
FARM LAND DEVE LOP MENT COM BINE III	Dissemination Farms Programme	VILLAGI MANU FACTUR ING COM PLEX IV	Contract Subsidiary Programme	VILLAGI ACTI VITIES ASSO CIATION V NEIGH BOUR HOOD SERV ICES NET WORK VI HUMAN VITAL ITY CORPS VII	Woburn Lawn Assembly Programme	COM MUNITY BUILD ING CORPO RATION VIII PUBLIC UTILI TIES PROJEC T IX	Road Improvement Programme	SUPPLE MENTAL LEARN ING INSTI TUTE X ADULT TRAIN ING FOUND TION XI	Local JAMAL Programme
	Land Reclamation Programme		Market Development Programme		Community Arts Programme		Village Electrification Programme		Management Training Programme
	New Land Programme		Capital Build up Programme		Health Coastal Programme		Community Transport Programme		Trade Professional Programme
	Longterm Crops Programme		Craft Products Programme		Basic Nutrition Programme		External Communications Programme		Community Leadership Programme