

TOR 3. HAVE THE INPUTS AND METHODOLOGIES USED BEEN THE MOST EFFECTIVE ONES TO REACH THE SET OBJECTIVES?

In the GBM Project Proposal: 1994-1996 to NOVIB, dated 19/10/93, specifies the objectives as follows:

" The priority objective is the raising of the public conscience on the need to rehabilitate the environment.....

Other objectives of the Movement are among the following(sic):

To effect community participation in afforestation and rural development in general.

To strengthen the competence of members of the Movement including their support staff, both men and women, who work at the head office and the field.

To empower grassroots people and encourage their self confidence and self reliance in community development.

To encourage the participation of school children who are the future farmers, teachers and decision-makers.

To make tree planting an income generating activity of rural women.

To share experience with other individuals and organisations who wish to replicate the movement, especially within the African sub-region.

To address the energy crisis for rural women.

To address the issue of rural poverty and unemployment.

To advocate for the conservation of the environment, the respect of human rights and democratisation on behalf of the marginalised and in the hope of creating civic awareness."

The Financial Inputs provided by NOVIB are as follows:

1991-1993	DFL 355,000
1994-1996	DFL 677,152
1997-1998	DFL 355,000

The methodology used for tree planting is essentially to rely on groups requesting affiliation with the GBM to grow trees. The same groups have been utilised in the food security pilot areas.

Activities Reports show that total number of groups grew from 1515 in June 1994 to 1554 in December, 1994 and further to 2093 in December 1995. The data further shows that whereas dormant groups have been reduced from 1067 in June 1994 to 1047 by December 1994 and to a further 974 by December 1995. Data for 1996 is not available. Various reports attribute the reduction in dormant groups to more afield activity as a result of having a vehicle.

Trees issued by June 1994 were 643,269: by December 1994, 693,964 and by December 1995 as 4, 848, 727. Of all the issued trees the 1995 report argues that 4, 503, 295 is the cumulative total trees surviving for the years 1992-1995.

The lumped raw data on tree planting presented in Appendix , typed by the consultant, on the status of various nurseries and their production could not be verified for it is in differing formats. In any case, it was only tabulated for the sample areas. It is presented to act as a possible baseline for future evaluation.

Comment: The objectives set out in the project proposal relate to the whole of the GBM. As clarified in the Report on Strategic Planning for Greenbelt Movement by GS Consult, the 'objectives' subsume goals, objectives, activities and procedures.

Recommendation: Future project document should specify specific project objectives. It should further relate inputs to objectives and inputs to outputs and specify further monitoring and evaluation procedures.

Comment: On the finances given the consultants were shown a NOVIB dedicated account. There is no electronic project financial management system or accounting system in place. Records are kept in a scattered manner. We could not make a determination on foreign exchange gains or losses and relate them to operations. We were surprised that some funds were held in fixed accounts according to audited reports shown. Cheque cashing procedures leave a lot to be desired. Significant amounts are cashed through a private company. This is a result of the bank protecting itself from the too many loose cheques issued by GBM. There are no tendering procedures. Supplies are single sourced.

Recommendation

It is strongly recommended that the donors conduct a value for money audit over the past eight years.

It is strongly recommended that an electronic based accounting and project financial management systems be put into place immediately.

It is strongly recommended that tendering procedures be instituted.

Comment: It is hard to evaluate the field tree planting and food security activities in terms of inputs and outputs for there are no work plans (usually annual) specifying who, what and where. In general GBM in oral presentations kept on emphasising that the basic work is to support groups to grow trees and on pilot basis to support activities related to food security. Tree planting has been undertaken for many years through the ten step method. This method lends itself to corruption by the supervisors.

Recommendation: Groups from agro-ecological zones 3 should be allowed to go commercial for there is demand for trees within their communities. Tree raising techniques are widely known in the communities. GBM can buy the trees from the women if it is interested but commercial prices are about ten times the GBM current offer price.

In agro-ecological zones 4 and 5 where GBM has ventured recently and where environmental tree establishment problems are vicious, more effort should be made in developing alternative nursery techniques and group solidarity development.

Supervision techniques should reduce the bureaucracy of the ten steps which is an avenue for looting.

Food security groups in Zone 3 should be allowed to follow the Miricho Food Security Group's model where they are self policing with only technical input from GBM.

Food security strategies appropriate to the drier area of zones 4 and 5 should be piloted over the next two years.

Comment: There is no planning capacity at the GBM to specify relations between the limited supervision capacity (mini-advisers and monitors) and the production of seedlings by the groups they supervise. There is extensive corruption on the numbers of trees issued and surviving for it is to the interest of the monitors, mini-advisers and nursery attendants to manipulate the data for remuneration is pegged on tree payment. In the time allocated we could not establish the reliability of the data on groups, holes dug, trees issued, trees planted and trees surviving after three months.

As far as field supervision is concerned, through field interviews we clearly established that there were conflicts in the record keeping between the groups on one hand, the nursery attendants, mini advisers and monitors on the other hand.

Recommendation:

The consultant recommends total restructuring of GBM if it is to fulfil its goals. High calibre locally experienced staff are available in the country and there is no reason why GBM should not hire staff capable of programme,

project and activity planning and supervising in keeping with its ultimate goal since the socio-political environment is conducive to grassroots development in contradistinction to the past twenty years of its existence.

TOR 5. DOES THE GREEN BELT MOVEMENT HAVE THE NECESSARY STAFF AND ORGANISATIONAL SET-UP TO REACH THE SET OBJECTIVES?

The staff data shows that there were 390 field staff in June 1994, 563 in December 1994 and 919 in December 1995. The consultant was informed orally that they were estimated as 900 at the end of August 1997. No formal staff/payroll list was available thereby limiting verification.

The consultant was informed orally that Headquarters staff were as follows in August 1997:

Title	No.	Gender
1. Headquarters		
Co-ordinator	1	Woman
Administrative Secretary	1	Woman
Project Officers	7	Men
Monitors	26	16 Women, 10 Men
Administrative Assistants	6	Women
Drivers	2	Men
Watchmen	5	Men
Others	4	?

2. Field Staff

Sublocation Mini Advisers	400	30% Women
Nursery Attendants	<u>500</u>	50% Women
Total 1& 2	952	

This listing of staff conforms to the organisational chart developed by the consultant and the GBM staff in a meeting. The Administrative Secretary is in level two of the organisation followed by Project Officers who are in level three and monitors who are in level four. In the same meeting, the functions of the Project Officers were defined as 1. Decentralisation 2. Accounts 3. Food Security. 4. Peace Trees 5. Civic Education 6. Greenbelt Safaris 7. Commission on Global Governance.

The bulk of the headquarters staff are monitors. Overseeing the staff is of course the Co-ordinator.

Staffing policy has been mainly to upgrade nursery attendants to mini-advisers first and secondly to monitors who are based in Nairobi. The graduate internee system has produced a handful of fresh graduates who have essentially been used to develop strategies for new activities for example food security, and decentralisation. There are no formal established staffing norms which specify salaries, benefits, promotions, career paths and duties. The co-ordinator orally stated that she decides on these issues personally.

The consultant was orally informed that staff turnover is high without being presented with analysis of the staff over time.

On Governance the consultant was informed that there is a process on foot which will select a governing structure as follows:

The five thousand Tree Nurseries will select a representative from each tree nursery. Out of the 400 sublocations where GBM is working the Tree Nursery Representatives will select among themselves 2 Representatives per sublocation to meet with others in the Division. Nationally there will be 800 representatives at the Sublocational level. GBM is working in 160 Divisions. The two Tree Nursery Representatives selected to operate at Sublocational level will among themselves elect 3 to operate at Divisional level for a national total of 480. These Divisional Tree Nursery Representatives will meet and select from themselves one Per division who will

go to the National level to represent the Division on the GBM General Committee. It is this General Committee joined by 5 representatives from the GBM Secretariat, 5 Externally Invited persons and the Co-ordinator which will become the Supreme GBM policy making body. It will have a total of 171 persons! This General Committee will select a 44 person Executive Committee made up of 35 Tree Nursery Representatives, 3 Secretariat Representative, Five Externally Invited Persons and the Co-ordinator. This in turn will select the Management Committee made up of the 5 Representatives of the Secretariat and the Co-ordinator.

Although it is difficult to see how a body of 171 persons can become the board, we refrain from making recommendations on policy-making for it is not expressly called for in the terms.

Comment: IT IS CLEAR TO THE CONSULTANT THAT GBM DOES NOT HAVE THE ORGANISATIONAL SET UP AND STAFF TO IMPLEMENT ITS WORTHWHILE PROGRAMMES EFFECTIVELY.

The consultant comments on current staff, management style, propose a new organisational structure specifying staff functions and qualifications, data handling, nurseries, groups, gender policy and food security seriatim.

Although nursery attendants are 'employed' by the groups, they get allowances linked to group seedling production. They are paid by the same cheque as the groups. This system leads to many conflicts. Mini-advisers form the bulk of the other field staff. They have partial supervisory powers in the GBM Ten Steps. Field interviews did not establish that they are more knowledgeable than the groups in matters of tree growing. If anything they are part of the corruption problem for many are forming non-viable family groups in proximity to other groups so as to meet the 'targets'.

Recommendation: Funds expended on nursery attendants and mini advisers are not effectively used for the groups can undertake the work of these cadres.

Comment: The historic recruitment pattern has moved essentially from Four people up the ladder to become monitors in Nairobi. This is not a terribly useful staff given their background. They exist only to get forms from the groups and to process them for payment. Occasionally they go to the field with public means or the one vehicle when it is available. Field interviews with groups showed major hostility to this group for it is the one selling services and materials to groups. They work in collusion with the mini-advisors to sell forms and planting.

Recommendation: This cadre needs to be abolished for their input is essentially clerical. Perhaps a few can be trained to operate an electronic database.

Comment: The few graduates in the organisation are recruited fresh from the universities basically since they share the 'objectives' of the GBM. They do not have technical, planning, supervision or working with groups experience. Whilst on job experience is one way of developing human resources, this must be in a context where some of the senior people have time for coaching. There must also be opportunities for in-house training. Given that the only senior manager is the Co-ordinator, it is clear that there is no systematic coaching. Neither is there in house formal training. Only recently have a few people gone for computer training.

Recommendation: The graduates in the GBM should be considered for extensive in-house training so that they can play a more critical role in the organisation. Areas needing training are planning, and management with special emphasis on grassroots groups and environmental issues. All must get computer literate soon. They should remain project officers in the reorganised GBM.

Comment: Whereas the GBM has attracted a few graduates who even pay for the internship, it also argues that turnover is high. No doubt this is related to the lack of perceived career paths in turn driven by lack of formal management structures within the organisation.

Recommendation: GBM needs to establish a relevant staffing policy now for it has become a very large organisation in terms of budgets and activities. Such policy should specify formal norms which specify on salaries, benefits, promotions, career paths and duties.

Comment: In development organisations it is highly unlikely that an administrative secretary, whose professional training is secretarial, has the technical and managerial skills to be in effect the number two in a large organisation as GBM. It is highly anomalous that effectively it is so in GBM.

Recommendation. It is highly recommended that the GBM hires an experienced professional with extensive participatory development experience, post-graduate level training in finance or administration and familiarity

with programme/project planning, financial management, monitoring and evaluation to become a Deputy Co-ordinator. This persons basic responsibilities will be to co-ordinate the planing and supervision of all the development activities other than policy. The person will further act on behalf of the Co-ordinator when the later is unavailable.

Comment: Current management style of the GBM, the consultant was informed, is consultative. However, it is clear that the bulk of the work does not get done unless the Co-ordinator authorises or is present. It was difficult to get discussions when she was away. There are too many functions which are dependent on the Co-ordinator. As distilled in the Report on Strategic Planning for Green Belt Movement by GS Consult, these are listed as follows.

Delegatable:

Approval of expenditure
Research
Administrative Matters at functional Level
Salary Reviews

Not Delegatable Presently

Training on Livelihood Security and Civic Education
Maintaining International Relations of GBM
Financial and Narrative Report Writing to Donors and Correspondence

Identifying Projects
Preparing Project Proposals
Attending International and National Conferences
Convening Board Meetings and Annual General Meetings
Convening Employee Performance Review
Personnel Management
Recruiting Internees
focal Point for national and international visitors
Convening of Disciplinary Committee
Providing Vision.

This view is not good enough for an organisation the size of GBM. Clearly lumping all manner of responsibilities to the Chief Executive of the GBM costs the organisation.

Recommendation: It is very strongly recommended that all activities other than GBM representation, defined as Visioning, Board Meetings, Annual General Meetings, Staff Evaluation Committees and Public Advocacy, be delegated to other staff as proposed below. In short the Co-ordinator should be responsible for generating policy options for the Board and ultimate approvals.

All operational administrative and financial supervision matters should be delegated to the Deputy Co-ordinator.

All project identification, planning and implementation should be the responsibility of Four Assistant Co-ordinators/Project Officers. They also should be the initiators of funding proposals, implementation work plans and reporting for their sectors. Perforce these must be graduates.

It is proposed that the four Assistant Co-ordinators/Project Officers have the following responsibilities.

Assistant Co-ordinator Land Management

This person should be responsible for all tree planting project, food security project which will inter alia include current activities in Biodiversity, Water harvesting and Health and Nutrition. This position should be the senior most at this level.

The qualifications for this individual should be training in land use or environment and a flair for working with groups at the grassroots level

Assistant Co-ordinator Business Development

This person should be responsible for the current activities in Green Belt Safaris. The person should also develop- as a matter of urgency programmes for Green belt to become self sufficient by commercialising some activities. The person will also be responsible for developing income generating projects for GBM allied groups.

The qualifications for this post should be either formal graduate training in business development or marketing.

Assistant Co-ordinator Finance and Administration

This person will be responsible for all the accounting, project financial management and personnel matters.

The basic qualifications will be CPA or graduate level training in administration and finance.

Assistant Co-ordinator Advocacy

this person will be responsible for all current advocacy, civic education and governance activities.

Since the bulk of advocacy work will be targeted to the mass media or to mass campaigns , it is mandatory that this person have mass media training and systematic understanding of governance and civic issues.

The organisational chart of the top management of the GBM, is found in Appendix//////////

One should note that the number of junior staff required will be determined during project preparation if GBM and the donors accept the key proposals on top level management. However, it is unlikely that they will be more than 20. If there is proper hiring there is no logical reason why the organisation should be more than thirty people at most.

Comment: GBM has antiquated record keeping, data collection, processing, storage and retrieval systems. This state of affairs inhibits programme/project identification, planning, implementation and monitoring and evaluation. It also limits effectiveness in resources utilisation. It further limits advocacy work in some areas. For example the food security programmes is not based on systematic data establishing shortages and appropriate crops and techniques for particular ecological zones. This type of data is increasingly available for NGO in electronic form from some sources.

Recommendation: It is recommended that all staff to be hired be required to be computer literate at the level of word processing, database manipulation and spread sheet use.

It is further recommended that at least ten computers be purchased as soon as possible for the GBM. For the accounting Office it may be necessary to network a few dumb terminals to facilitate work.

Of the ten computers, at least five should be portable so as to assist the field staff.

Comment: Nurseries have many problems. Some are based on economic trade-offs. Others are related to sources of technical knowledge. Others have to do with citing and availability of water and security. For example the form system demands a lot of time from the women. One informant stated the following: “ Why should I spend a whole day struggling with these forms when I do not get paid for it? When the group gets tree money I get the same twenty shillings everybody gets. Yet they accuse me of stealing their money....Around here if you work for somebody you are paid Ksh. 70 per day. We put about twenty days into the nursery. If we sell our trees , we could get Ksh. 20 per tree.”

The current form system for managing nurseries is not working. It contributes to delays in payments and collecting information. It encourages corruption as forms are sold by mini advisers and monitors.

There is poor management of seedlings in the nurseries for a variety of reasons. The key one seems to be that GBM assumed that the GOK technical staff will be the resource on nursery techniques. This is not so for GBM does not have rapport with the GOK. Where there are strong groups they can demand the service. In any case the technical input from the GOK village based technical assistants, and rarely technical officers, does not seem to be adequate. The key technical problem of the nurseries is lack of rot pruning and hardening of seedlings in preparation to planting out. This was observed in every nursery visited in Muranga, Kitui, South Nyanza, Kisii and Mbere.

In all the districts visited there was evidence of poor citing of nurseries. The best cited nurseries had other inputs for example in Kitui assistance from JICA and in South Nyanza assistance from the Catholic Diocese.

Recommendations: In the more developed areas of the country, where alternative work generates more income than the income from payment for trees, GBM should facilitate nurseries too go commercial for there also is a market for trees. Seedling prices range from Ksh. 5 to Ksh. 20 in districts like Muranga, Kiambu, and Kisii.

The form system should be applied selectively. The number of forms should be reduced and made available in local languages. Rethinking this issue should be a priority before other activities or expansion is undertaken. It should be undertaken by the restructured GBM.

Technical input from GOK extension staff is lacking. The restructured GBM should network with other organisations in the field to supply it or give the service itself. Now that it has a training facility, it should be easy to organise this type of training for groups. Utilising the Miricho Food security model, it can train trainers from the groups who in turn will train their sublocations.

In the new training, the plastic bag based central nursery should be evaluated. It is costly and hard to manage especially where citing, security and water are problematic. Other nursery systems should be introduced.

Finally in new training on nurseries, root pruning and hardening of seedlings before planting out should be paid attention to particularly in the dry districts. These are the most critical determinants of tree survival in hostile environments.

Comment: There is no evidence that GBM has invested in developing group processes. Some of the most successful groups encountered were groups which existed before GBM doing other things. They plant trees as part and parcel of many other things they do. When other demands of their time increase they go into dormancy for the returns to them for time invested are low. Typically these groups members are very old with limited literacy and numeracy. Other groups reflect new changes in society where the young are challenging the hold on community power by the old. Ordinarily these are church based and they challenge their old traditionalist fathers and mothers. Yet there are new groups of young educated men trying to create livelihoods in the rural areas since they cannot get into the urban area. The new groups, generally calling themselves self help so as to attract all sorts of aid, are usually interested in fast income generating activities. Since their members do not have the land resource, generally passed on to older people, they require life skills to help them earn an income. These should be the targets for the business development assistant co-ordinator.

Scholarship on groups in Kenya is fairly detailed. Its main conclusions is that development organisations which seek to utilise rural groups or urban slum groups have to invest significant amount of time in solving group process problems. This calls for specific professional competence. Such competence was not found within the GBM. In any case visits from GBM were far apart.

The federating of groups on a sublocation basis to undertake specific development activities as shown by the Miricho Food Security activity is perhaps a way to the future. In brief the person responsible for Miricho has set up a training activity in the sublocation. The groups independently manage all activities including policing payments. This experience should inform all future development activities of the GBM for it is also affirmed by other NGOs working in Kenya not to speak of other African countries like Zimbabwe.

One of the main reasons for proposing restructuring of GBM, over and above accountability, management and relevance, is the need to support groups professionally so that their internal processes evolve to empower them to deal with land use, health and nutrition issues. Whilst this is being done, the technical skills needed by groups will be identified and modalities of those skills being supplied worked out. All technical skills do not have to be within GBM. However, it can make a major contribution in identifying sources of such skills for groups and enabling the groups to purchase such skills. It is the by assisting groups to organise, improve their group process and get new technical skills that one can talk about empowering them to assure their sustainability.

Recommendation: It is recommended that project resources, time and professional input, be put into building good group processes to strengthen groups. This will lessen splintering and dormancy in groups. The whole area of land management offers a wide menu for organising groups to be independent in pursuing sustainable development. Key in this is also networking with other organisations in the districts (sublocations) of focus so as to build on all development agencies strengths and to avoid double funding for the same activities.

Comment: Data presented does not show clear gender focus in staffing currently. Listing of new groups shows many new self help groups. During field work, these were shown to be mainly made up of young men.

Recommendation: There is need to consciously recruit the new staff with gender balance in mind. Servicing the new groups should include a criteria that they achieve gender balance.

Comment. The food security idea is a very good approach for it has the potential of addressing all the sustainable development issues. It is wider than the entry point of just planting trees. It lends itself to more creative programming and diversity of activities which have immediate returns to participants.

The pilot programme in food security has been undertaken with limited socio-economic and technical analysis of options. It has not taken into account the experience of very many assorted agencies who have had programmes during the past twenty years, at times within the same districts. Among these are KIOF, CARE, ACTION AID, MANOR HOUSE, ICRAF, KWDP, KREP, KWAP, SASOL, DANIDA, GTZ, various Catholic and CPK diocese. All have used groups. All have sought to improve land use for better nutrition and health. All are concerned about sustainable development in various ways.

What is called for is collection of the experiences of the many agencies struggling with food security and onward transmission of the same to groups.

Recommendation. It is proposed that the land management activities be increased to replace tree planting as the main field activity of the GBM. This should be reflected in the proposal to be submitted to the donor group meeting.

Chapter 5.
Add into Major Inputs

Other Staff
2 Drivers
5 Watchmen
3 Secretaries
10 Junior Professionals

Indicative Annual Budget

Ksh. 23 m.