

*"We will have nothing to teach
If we do not learn from and with you"
Paulo. Freire, 1978*

**EVALUATION REPORT OF THE
COMMUNITY CAPACITY BUILDING PROGRAMME
"A KEY TO SUSTAINABLE HUMAN DEVELOPMENT"
TOGO Government – UNICEF Cooperation
1997 - 2001**

TECHNICAL REPORT

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ABBREVIATIONS

AGAIB	Agence d’Appui aux Initiatives de Base/Programme de développement Social de la Banque Mondiale
APS	Agent de Promotion Sociale
3ASC	Association d’Appui aux Activités de Santé Communautaire
CAP	Centrale d’Auto Promotion
CECAV	Fédération des Caisses d’Epargne et de Coopératives Agricoles Villageoises
HMC (COGES)	Health Management Committee
SPC (CPE)	Schoolchildren Parents Committee
CREPA	Centre Régional pou l’Eau Potable et l’Assainissement à faible coût
CDC (CVD)	Community Development Committee
LPC	Local Planining Committee
CRP	Regional Planining Committee
DPAS	District Directorate of Social Affairs
DPRAT	Directorate of Regional Planining
GBE (EDBF)	Girls Basic Education
LIS (EDIL)	Local Initiative School
7 ^{ème} FED	7 ^{ème} Programme de Fonds Européen de Développement
FENU	United Nations Fonds for Equipment
FIDA	Fonds International pour le Développement Agricole
GPC	Groupement des Producteurs de Coton
JAC	Jeunesse Action Chrétienne
NGO	Non Gouvernemental Organization
PAGED	Programme d’Aide à la Gestion de l’Education
NAP (PAN)	National Action Plan
RAP (PAR)	Regional Action Plan
CAP (PAV)	Community Action Plan
PODV	Programme d’Organisation et de Développement Villageois
PSSEF	Programme de Suivi de la Situation des Enfants et des Femmes
RAFIA	Recherche d’Appui à la Formation aux Initiatives d’Auto-Développement
CCB (CVD)	Community Capacity Building
SAR-Afrique	Santé Rurale en Afrique
SEFRAH	Service de Formation, de Réhabilitation des Aveugles et Autres Handicapés
HDS (SHD)	Humanitarian Development Service
UNICEF	United Nations Fonds for Children

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Lastly, our thanks go to the Country Representative and the technical staff of the UNICEF Programme, to members of the Local and Regional Committees and the National Directorate of the “Community Capacity Building Programme” (CCBP).

EXECUTIVE SUMMARY

Description of the Community Capacity Building Programme

The Community Capacity Building Programme is an integral part of the current (1997-2001) Programme of Cooperation between the Government of Togo and the United Nations Children's Fund (UNICEF). This programme is not only in conformity with the general pattern of the Government's policy on local and participatory development and women's promotion strategies, but also in keeping with the problems identified in the Government of Togo's Analysis of the Situation of Children and Women in Togo, as well as UNICEF's Cooperation Policy, formulated since 1996.

The overall objective of the programme is to strengthen the mastery of the Survival, Development and Protection of Children and Women by the communities, particularly the women, in 50% of the villages in the eight (8) prefectures (districts) in three (3) regions: Vo and Lakes in the Maritime Region, Dankpen and Keran in the Kara region, and the four (4) prefectures (Kpendjal, Oti, Tandjoare and Tone) in the Savanah region.

The programme has two components: Project 01-Micro -planning, whose objective is to improve the planning, management and monitoring capacities of 50% of the village communities in the targeted prefectures , by ensuring an equitable participation of women in the process; and Project 02-Support for women- specific services, which aims at increasing the access of 80% of the women to specific services that they will have identified as priorities in the villages that have developed Community Action Plans (CAP) in the eight (8) prefectures , and ensuring their involvement in the management of such services.

The principal strategies developed for the achievement of the Programme's objectives are:

- Empowerment of the communities, particularly the women;
- Support for women-specific basic services, ensuing from the activities of the Community Action Plans
- Diversified partnership (NGO-Government-other partners)
- National capacity building.

Programme Activities

The activities, which commenced in 1997, will end in 2001. The programme is implemented by carrying out the following major activities:

- The first year (1997) was devoted essentially to the effective establishment of basic community structures and the training of actors/stakeholders.
- During the second year (1998), emphasis was laid on support for provision of women-specific services as well as methodological innovations through the introduction of the

techniques of Rapid Assessment of participation, in order to shorten the duration of the process.

- The third year (1999) focused on methodological confirmation and consolidation, through the systematisation of specific analysis groups and tools such as the village map, report on knowledge of the locality, development of activities emanating from Community Action Plans, with emphasis on selectivity in the choice of activities to be supported; and development of diversified partnership at the local level in the support for activities.
- In the year 2000 (fourth year of operations), programme implementation accorded a particular importance to institutional capacity building and the systematisation of the establishment of community structures (Community Development Committees (CDC), Schoolchildren Parents Committees (SPC), Health Management Committees (HMC), etc.) in the villages.

Specifically, the following major activities are noteworthy within the framework of the two projects:

- The development at community level, particularly among women, of a planning mechanism through the adoption of the participatory approach, by undertaking (with groups constituted on the basis of gender parity) problem diagnostics, by seeking solutions involving governmental partners and NGOs in community management activities, and by elaborating a Community Action Plan that is tailored to the needs of each locality, taking gender issues into consideration in the actions retained.
- Social mobilisation aimed at behavioural changes in the areas of health, basic education (particularly for girls), gender inequalities and environment.

In this regard, support from UNICEF or from other partners is provided to villages having validated their Community Action Plans. This support is given in forms of material and financial resources, as well as a series of training courses for activities aimed mainly at alleviation of workload and financial autonomy.

Objective and Justification of the Evaluation

This evaluation is justified by three (3) major needs:

- the need to analyse how the strategies were implemented and how the results were obtained;
- the need to appraise the services provided by the Programme and their effects on the beneficiaries;
- the need to envisage a sustainable perspective to the development dynamics emerging within the communities in terms of the participation of the different social categories, especially women.

Methodology

The methodology centered mainly on the participatory approach, using a sample of twenty villages, divided into three categories according to the application of the participatory process

introduced by the programme. These villages are chosen in conformity with the list of established criteria, and classified (categorised) as ‘‘capable’’, ‘‘less capable’’, and ‘‘control’’.

The field evaluation took into consideration the level of participation of all the stakeholders or partners (beneficiaries, government technical services, NGOs), involved in the design, implementation and monitoring of programme activities; the authentication of assumptions; the extent to which the participatory approach was used; and the application of the method of confronting theoretical hypotheses (assumptions) with the results of participation and authentication.

Major Findings

After four (4) years of operations (1997-2000), the situation, in terms of achievements, favourable factors, impact on beneficiaries, and constraints, is as follows:

Achievements

The major achievements include the sensitization and mobilisation of villages, resulting in the elaboration of Community Action Plans (CAPs), which constitute reference tools or instruments for the provision of support to activities identified and retained by the communities, particularly the women's groups.

The following achievements were also recorded:

- elaboration of 329 Community Action Plans , out of the 419 planned/programmed;
- active participation by women (between 49% and 51%) in the implementation of the micro-planning process in the communities
- support to women's groups in the areas of organisation, training, installation of cornmills, granting of small loans, installation of compost pits for soil fertilisation, etc;
- strengthening of three (3) Regional Planning Committees (RPC) and eight (8) Local Planning Committees (LPC) directly involved in the Programme, with particular emphasis on material support, planning methodology and training for coordination and monitoring.

Factors contributing to the success of the Programme

The major contributing factors to the success of the programme include:

- awareness and interest on the part of communities and technical partners as well as the NGOs vis a vis programme strategies, particularly participatory microplanning, resulting in the production of a tool for local development, the Community Action Plan;
- the involvement of actors in the education, health, women's promotion, rural development and other sectors in the choice of themes, organisation of meetings and monitoring makes IEC one of the cardinal points of integration of the Community Capacity Building Programme with other programmes;
- the general mastery of the methods and techniques of the participatory approach by the social welfare agents (fieldworkers);

- the availability of all categories of personnel in all sectors; and
- the sense of responsibility demonstrated by the communities in their access to basic facilities and services, stimulated by the fact that the programme is being implemented in the context of economic crisis in which the participation of the communities constitutes the opportunity cost of the programme, or the price to be paid by the communities.

Results/ Effects

The implementation of the programme has produced the following results and effects:

- an improvement in the attitude of men towards women, by better respecting the rights of the latter to participate in the grassroots development process, especially their involvement in the planning/design, implementation, management and promotion of activities aimed at the improvement of their living conditions;
- an effective mobilisation of the communities, especially the women;
- a significant alleviation of the women's workload;
- the emergence of a cultural dynamic at the community level, which favours greater women's participation in development activities, thus demonstrating the effectiveness and efficiency of the programme;
- a better management of income-generating activities (loans, cornmilling, animal husbandry, gardening, etc) by women's groups;
- a revival of activities within the Community Development Committees, which are now more committed to the development of their own communities.

Constraints

The major constraints encountered in the execution of the programme are of four types :

- i) *Constraints associated with the nature of the programme:* the innovative character of the programme as a community development approach based on planning, and as a community-based social mobilisation, makes it inevitable for the process to demand, not only constant negotiation with the communities, but also a validation with the technical and political partners. This procedure prolongs the process which requires a vigorous monitoring in order to maintain the motivation of the communities and a flexible planning which is not always consistent with the immediate objectives of the different sectoral programmes.
- ii) *Constraints associated with the community:* strong resistance arising from the doubts being cast on the organisation and functioning of local structures; and the difficulty of obtaining the communities' acceptance of responsibility for the different activities, since this demand imposes a financial sacrifice on the communities whose resources are often limited;
- iii) *Constraints associated with institutional and financial capacities:* despite their high level of motivation, external cooperating partners do not always honour their commitments in terms of financial, human and material resources. The programme is therefore compelled to make constant budgetary reshuffles/amendments, in order to conciliate UNICEF regulations with the institutional and financial weaknesses of the partners.

- iv) *Constraints associated with the structure and management of the programme:* The fact that the coordination of programme implementation is entrusted to two different Government Departments (Ministries of Planning and Social Welfare), indicates a double tutelage. This is tantamount to assigning two village heads to one collectivity, or 'giving one child to two fathers'.

Perspectives and Recommendations

The major challenge of the programme lies in the fact that it was initiated and is being implemented in an economic context of poverty alleviation. To make matters worse, the programme had to focus on the building of the capacity to reconcile the emerging feminine leadership with the already existing resistant masculine leadership, in the management of the affairs of the community. It is also evident, from the data collected, that there is an effective representation of women in terms of numbers and power/authority, mainly within the community decision-making structures, especially the pertinence in the arbitration between the planned objectives and the slow pace at which the community evolves, in terms of desired behavioural changes.

Another challenge has to do with the rationalisation of the interventions of NGOs, given the current situation of mutual suspicion and/or lack of confidence, in certain localities.

And lastly, there is an undeniable challenge of the necessity to integrate the recognition of the role of women in a socio-cultural (and not only in an economic) context.

Considering the achievements recorded, as well as the constraints encountered during the first four years of programme implementation, the evaluation team has made the following recommendations:

- Strengthen, not only the level of community participation in the effective mastery of the participatory process, leading to social mobilisation and planning of the community's development activities; but also the involvement of women by increasing their numbers in the basic community structures, in order to ensure equity in gender-related issues.
- Lay a particular emphasis on training and regular refresher courses for the persons in charge of community structures (Community Development Committee, Schoolchildren Parents Committee, Health Management Committee, Women's groups etc), in order to ensure continuity in the use of the tools of the participatory process.
- Organise 'sessions of reflection and consultation' for all the partners involved in the programme, seizing these opportunities to give orientation on the concept of the participatory approach in the microplanning process and support for women-specific activities.
- Organise occasional (bi-annual or annual) field visits by social welfare agents/fieldworkers, as well as UNICEF programme personnel, to the mobilised villages, to ensure regular follow-up/monitoring of the achievements and problems of the programme.

- Lastly, on the basis of the documents produced by the programme, ensure a wider dissemination, through the utilisation of media support at all levels, of the diverse achievements generated by the effective implementation of the programme among the other partners as well as decision-makers in the country.

Conclusion

Judging by the pertinence and coherence of the programme as well as the positive results emanating from the analysis of available reports and data collected from the field by the present evaluation, it is evident that the Community Capacity Building Programme has clearly demonstrated the effectiveness, efficiency and utility of the participatory approach as a process of national development that is executed and experimented by and for the grassroots with an equitable participation by women, thus facilitating the gradual acceptance of responsibility for development activities by the communities; even if the behavioural changes, in terms of respect of procedures, planning and decision-making habits and practices desired by the different partners are evolving only very slowly.

It will therefore be necessary, between now and the end of the current country programme, to consolidate in a sustainable manner, the achievements of the Programme, in terms of effective conservation of the participatory tools and mechanisms, while emphasising the inevitability of accepting responsibility for development activities at the community level. This can be done through the implementation of the recommendations of the present evaluation, by laying particular emphasis on the visible and effective functioning of the process, and courageously facing the emerging challenges. This will facilitate, not only a more satisfactory achievement of the objectives of the on-going Community Capacity Building Programme, but also its possible launching in new geographical zones across Togo.

INTRODUCTION

0.1 Justification of the Community Capacity Building Programme

The analysis of the document on the Situation of Women and Children in Togo, undertaken in 1996, revealed three major structural problems which limit the outreach (effects) of actions in the education, health, gender parity and other sectors. These problems include :

- Weakness in planning at the local level, in terms of analysis of problems, solutions and decisions by the communities themselves, particularly the women;
- Inadequate involvement of the communities ,especially the women,in the management of activities aimed at solving their problems;
- Lack of coordination of interventions at the decentralised /community level, not only among actors in the same domain/sector, but also among participating development partners in the different sectors.

In response to this situation, the Community Capacity Building Programme is put in place to deal with a double preoccupation :

- the need to ensure, by adopting the participatory approach in the different programmes, that the communities are mobilised and gradually made responsible for the funding and management of development activities;
- the need to ensure a greater convergence and synergy, through the concentration of interventions in the same localities.

0.2 Presentation of the Community Capacity Building Programme

According to the Plan of Operations, the CCB Programme, which commenced its activities in 1997, is conceived to implement the two major strategies of the Government of Togo/UNICEF Cooperation Programme for the period 1997 - 2001, viz :the decentralisation of the management of the Country Programme; and the application of the participatory approach. In the planning and management of programme activities.

0.2.1 Objectives of the Programme

Global objective

The global objective of the CCB Programme is to bring support to the different programmes for the mastery of the survival and development of children and women by the communities themselves, particularly the women. This concerns local and participatory development, women's promotion and poverty alleviation in 50 % of the villages in 8 targetted prefectures, because of the low rate of girls' education in the the three regions of Savanah (Oti, Tandjoare, Tone and Kpendjal); Kara (Dankpen, Keran); and Maritime (Vo, Lakes).

Specific objectives

The programme is implemented through two projects, each with its own specific objective :

- ◆ Project 01 - MICRO-PLANNING: Its objective is to improve the planning, management and monitoring capacities of 50 % of the village communities in the 8 targeted prefectures (in the villages with the most pressing basic needs), while also ensuring an equitable participation of women in this process of assessment of the problems of the communities and of the search for possible solutions, with the support of decentralised technical services as well as NGO.
- ◆ Project 02 - Support for women-specific services , which is aimed at increasing the access of 80 % of the women to specific services that they will have identified locally as priorities in the villages that have developed their Community Action Plans, and ensuring their involvement in the management of such services.

0.2.2 Programme Strategies

The major operational strategies developed for the attainment of the programme's objectives are:

- ◆ Empowerment of the communities, particularly the women, through training, information/sensitization, organisation and especially the constitution of specific groups for problem diagnosis/analysis on the basis of equality between men and women (gender focus groups). These groups, which are guided by cultural dynamics, are entrusted (by the community) to conduct the process of problem analysis, up to the elaboration of the Community Action Plan;
- ◆ Support for specific basic services: Based on the activities ensuing from the Community Action Plans, support is given to the communities in general and to women in particular, in the areas of organisation, materials, equipment and management training;
- ◆ Diversified partnership (Government, Decentralised Cooperation, United Nations System, NGOs) for multiform and complementary supports , in view of the multisectoral nature of the Community Action Plan;
- ◆ Institutional capacity building for government and NGO actors, in the form of improvement of training modules and methods, planning, management and monitoring of activities and supervision of field staff, through material, logistic and organisational support.

0.2.3 Programme Management Framework

The basic Cooperation Agreement concluded between the Togo Government and the United Nations Children's Fund (UNICEF), dated 27 June, 1963 provides the framework for the relationship between the two parties.

The operationalisation and management of the CCB Programme devolves jointly upon the Ministry of Planning and Development (Central Directorate for Planning) and that of Social Welfare, Women's Promotion and Childhood Protection, whose Ministers are the managers of each component of the programme attributable to their respective Ministries.

0.2.4 Accomplishments/Achievements of the CCB Programme

The activities, which commenced in 1997, will end in 2001. The major activities can be summarised as follows :

- The first year (1997) was devoted to the setting up of local structures as well as the training of actors/stakeholders;
- During the second year (1998), emphasis was laid on methodological innovations through the introduction of the techniques of Rapid Assessment of participation, in order to reduce the duration of the process;
- The third year (1999) focused on methodological confirmation and consolidation, through the systematisation of specific analysis groups and tools such as the village map, report on knowledge of the locality, development of activities emanating from Community action Plans with emphasis on selectivity in the choice of those to be supported, and development of diversified partnership at the local level in the support for activities;
- In the year 2000 (fourth year of operations), programme implementation accorded a particular importance to institutional capacity building and the systematisation of the establishment of community structures (Community Development Committees (CDC), Schoolchildren Parents Committees (SPC), etc) in the villages.

Specifically, the following achievements are noteworthy within the framework of the two projects :

- Elaboration of 329 Community action plans, out of the 469 planned (i.e 70 % of the villages planned);
- Participation by 946 women (between 49 and 51 %) in the community planning process;
- Support to 320 women's groups in the areas of organisation, installation of cornmills, granting of loans and installation of manure pits for soil fertilisation
- Support for the reorganisation of all the 329 Community Development Committees created;
- Strengthening of 3 Regional Planning Committees (RPC) and 8 Local Planning committees (LPC) through methodological support teaching modules) and training on monitoring and coordination techniques

0.2.5 Programme Funding

The CCB programme is funded by UNICEF.

The total approved budget of the Programme is US \$2, 213,300, of which a sum of \$1,109,300 comes from general resources; while the balance of \$1,104,000 is to be sought from other sources (as supplementary funds). The annual budgetary allocation is done on the basis of funds spent , in comparison with the funds provided for the two specific projects in the previous year.

PART ONE : CONTEXT, OBJECTIVES AND METHODOLOGY

1.1 Context and Objectives of the evaluation

1.1.1 Goal and Sponsor

The overall objective of the present evaluation, whose sponsor is UNICEF/Togo, (in agreement with the Togolese Government), is to utilise the results to respond to two preoccupations :

- The need to ensure the mobilisation of the communities and their involvement in the management of, and responsibility for the activities of the different programmes, through the utilisation of a participatory approach;
- The need to ensure a greater convergence and synergy , through the concentration of UNICEF interventions/assistance in the same localities.

The results of the evaluation could be utilised, not only for advocacy as well as resource and social mobilisation for the implementation of the two on-going projects, but also for the eventual elaboration of similar projects in the geographical zones not yet covered.

1.1.2 Objectives

The objectives of the present evaluation are :

- To analyse how the strategies have been implemented and how the results have been obtained;
- To appraise the services provided by the programme and their effects on the beneficiaries;
- To envisage a sustainable perspective to the emerging development dynamics within the communities, in terms of the participation of the different social categories, especially women.

1.1.3 The evaluation team

The evaluation of the CCB Programme was conducted by Mr Isaiah Adeleke EBO, international consultant, assisted by Ms Efua Irene AMENYAH, national consultant, and Mr Gustave Kossi DJOKE, data-processing analyst.

1.1.4 Evaluation Schedule

The duration of the evaluation exercise was 50 days, spread over the period extending from 22 November, 2000 through 15 February, 2001. The time-table followed is as follows :

- 6 days for evaluation planning and meetings (information and consultation) with all the partners;

- 24 days for field visits
- 10 days for the preparation of draft evaluation report;
- 10 days for the finalisation and validation of the evaluation report.

1.2 Methodology utilised

The overall evaluation approach was based on :

- meetings with all the actors/partners involved in the conception, planning, implementation and monitoring of the activities of the two component projects of the CCB Programme, viz all the community structures, the local political and administrative authorities, civil servants, the Local and Regional Planning Committees, the National Coordination Group, NGOs, and the funding agency/sponsor of the evaluation (UNICEF/Togo).
- validation of the theoretical hypotheses and the results of the data collected;at all levels;
- observing people (beneficiaries, facilitators, authorities, etc) and things (environment, project sites and accomplishments) through field visit;
- focused studies/analyses (presented in form of narratives or case studies).

The evaluation was conducted in three main stages as follow:

1.2.1 Conceptual preparation: Method and conception of the evaluation

This involved:

- defining the questions to be answered by the evaluation, the criteria for assessing progress, i.e the norms or qualitative and quantitative indicators;
- agreeing on methods of data collection, tabulation and analysis of information related to these norms and indicators, the definition of the extent of precision/accuracy desired for each information;
- identifying,collecting, tabulating and reviewing already available information on the performance of the programme (Mid-term Review Report, 1999 Annual Report, Minutes of meetings of Local and Regional Planning Committees, field trip reports of the prefectoral directorates of Social Welfare, reports on the training of members of community structures, administrative records,etc), in order to assess their quality and pertinence as well as the progress made in the implementation of programme activities;
- defining the additional information required;
- specifying the data collection procedure at all levels : construction of data collection instruments,and establishment of information gathering plan in the field (localities, target groups, sampling size).

1.2.2 Data collection

According to the procedure mutually established with UNICEF and the National Coordination group of the CCB Programme, the data collection method is based on the participatory approach

and comprises : instruments such as questionnaires, observation guide, and techniques such as direct observation, informal survey, community ,focus group, and individual interviews.

For the sampling, three categories of villages/communities were visited. These include : well-mobilised villages, considered as "Capable" villages (7 in number); less mobilised or "Less capable" villages (7 in number); and non-beneficiary or "Control" villages (6 in number), making a total of 20 villages, all selected with the participation and consent of the Regional and Prefectorial authorities. The following table shows the break-down of the villages visited, according to their characteristics and by Region.

Table 1 : DISTRIBUTION OF VISITED VILLAGES BY REGIONS

REGION	DISTRICT	VILLAGES		
		Capable	Less Capable	Control
Maritime	Vo	Vo-Attivé	Yohonou	Boko Totsoanyi
	Lakes	Atouéta	Assoukopé	Agouégan
Savannah	Tone	Babigou	Obitélengou	-----
	Tandjoare	Tampialime	Nayergou	-----
	Kpendjal	-----	Ogaro	Nambenga II
	Oti	Kougniéri	-----	Baoulé
Kara	Dankpen	Poutamélé	Namon Centre	Koukoumboune
	Kéran	Ossacré	Adélo	Atétou

Using the techniques of focus group discussions, individual interviews and observation, in the presence of field personnel/facilitators such as prefectorial Directors of Social Welfare and their agents, the evaluation team adopted the methods of prepared discussion guides, questionnaires, and observation plans, for data collection.

The visit to the field was conducted in the three regions covered by the Programme. The data collection exercise was facilitated by experienced interviewers (sociologists and social welfare assistants), who are also natives of the Regions concerned. The principal data collected were produced from group and individual interviews organised in the field, as shown in Table 2 below.

The team worked with community structures such as the Community Development Committee, the Schoolchildren Parents Committee, women's and mixed groups, as well as institutional structures like the traditional chiefdoms, as well as Regional and Local Planning Committees.

Table 2 : SUMMARY OF INTERVIEWS

INTERVIEW	MARITIME		SAVANNAH				KARA		TOTAL
	Vo	Lakes	Kpendjal	Oti	Tandjoare	Tone	Dankpen	Kéran	
Community Level									
Focus Group Discussion									
- CDC	03	03	02	02	02	02	03	03	20
- SPC	03	03	01	02	02	02	03	03	19
- Groups	03	03	02	02	02	02	03	03	20
Individual Interviews	26	22	15	16	16	18	27	22	162
- FGD Participants	53	42	26	34	31	33	49	37	332
Official Level									
Focus Group Discussion									
- RPC	0			1			1		2
- LPC	2			2			3		7
Individual Interviews	13			12			12		37

The team also seized the opportunity of the field visit to organise information and education sessions for the communities, especially in the "less capable" and "control" villages, on the key aspects of the programme , including : the need for effective mobilisation of the villagers, problem identification, priority setting, elaboration of the community action plan, roles and responsibilities of the community structures , the importance of formal education for the children (particularly the girls), resource mobilisation, etc. This was aimed at giving a good example to field personnel/facilitators (Prefectoral directors of social welfare and their community-based agents).

In the prefectures and in the regional capitals visited, courtesy visits were paid to the Prefects; and working sessions were held with available members of the Regional and Local Planning Committees, to receive the views and opinions of political and administrative authorities ,as well as programme managers and decision makers on the objectives and implementation progress of the CCB Programme, as well as their recommendations for improvement.

1.2.3 Data analysis

The analysis of all the information available prior to the evaluation, as well as the data collected during the field visit, enabled the evaluation team to draw conclusions as well as extract the lessons learnt for future application, in order to answer the evaluation questions and formulate appropriate recommendations for the ownership and sustainability of the Programme.

PART II: STATUS OF PROGRAMME IMPLEMENTATION

Following the review of available documents on the status of the implementation of the Community Capacity Building (CCB) Programme and an analysis of data collected during field visit in November-December 2000, the major focus of this chapter is to present the current status of the CCB Programme implementation, after four years of operation.

Firstly, there will be a description of the operational procedure of the participatory approach to micro-planning and, then, an analysis of the assistance provided to women-specific services in the target village communities, as well as an assessment of the progress made in the administration and management of the Programme.

2.1 Description of the operational procedure of the participatory approach to micro planning

Generally, planning, implementation and execution of the activities aiming to empower communities have proved to be a process of action and reflection as well as assistance and skills transfer to men and women, in charge of conducting the planning process at the level of village communities. Empowerment of the communities has also fostered organisation of local structures, with emphasis on equal participation of men and women in community development activities, with the help of community development workers.

Data collected on the villages show that the planning process includes several steps leading to the elaboration of the Community Action Plan (CAP). At the level of the “effective” and “less effective” villages, all the communities have their CAP elaborated, validated and in the process of implementation (100%). CAP elaboration includes the following steps: knowledge of the village, diagnosis of the problems of the community, the constitution of specific problem analysis groups, determination of priorities, and solutions seeking to identify activities to include in the CAP. The planning process leads to CAP elaboration, validation, and the setting up and training of local management structures.

2.1.1 Knowledge of the village

Generally, living conditions are very precarious in the villages. Indeed, after several intense years of farming activities with very rudimentary means of soil fertilisation, the land has now become waste and unfit for agricultural production. The villagers see a drastic reduction in their incomes, as well as a deterioration in their socio-economic conditions. Moreover, the villages have no modern educational, health, economic and social infrastructures. Their living conditions have remained rudimentary, thus crying for an intervention on the part of national authorities, as well as development partners and the communities themselves.

The CCB Programme target villages present very particular characteristics: large inequality between the schooling rates of girls (400) and boys (1.000); a long distance of more than 15 kilometres between the village and a Peripheral Health Care Unit (PHCU); inaccessibility to

certain villages; chronic malnutrition rate, with a risk of dracunculosis, etc.. These villages are organised groups having a traditional authority, and whose populations are engaged mostly in activities of the agricultural sector. Their communities are confronted with various difficulties that make their lives very hard.

For this reason, knowledge of the village by the communities permits to progressively lead the villagers, through a long process, to become aware of the different obvious or latent problems that exist, and to identify existing potentialities as well as constraints linked to their environment. During this process, the villagers raise different problems with which they are confronted, and which are directly or indirectly related to the progress and development of the community.

The CCB Programme is designed to offer assistance to the villages, particularly for the purpose of strengthening their capacity to monitor the survival and development of their communities. The villages constitute a point of intercession between the Government of Togo, UNICEF as the financial partner, and the grassroots communities. The Programme provides full assistance to these villages; and closely inter-related actions are conducted with a view to providing the villages with adequate structures, which will lead progressively to an effective improvement of their conditions of living.

2.1.2 Diagnosis of the problems of the community

The diagnosis is carried out in function of the knowledge of the environment. The problems diagnosed emanate from a correct situational analysis, which involves traditional authorities and opinion leaders and, in deed, the entire village community.

Problem diagnosis is one of the major steps of the micro planning process. It consists of making an inventory of the problems, by working with the target populations. It is conducted by the community, working as a team with the technicians involved in community work, such as the health worker, the school teacher or headmaster, the rural development worker, the hydraulics technician, etc. The community worker helps the population establish a list of the priority problems that need consideration by the whole community.

Below is a case study showing the importance of problem diagnosis in the micro planning process:

Illustration 1: Do you know your village? Diagnosis of the problems of the community

Following the situation analysis or knowledge of the village; and through meetings to motivate, inform and educate the village masses, conducted by the community worker and/or the other workers, the villagers are progressively led to identify the problems related to their village and seek solutions by themselves. The problems are classified into two: Outstanding or concrete problems and abstract problems. The entire community is very much aware of the outstanding problems, for example, lack of water, absence of a mill, need for a dispensary, bad conditions of the path leading to the village, isolation of the village, etc. Almost the entire population cites these problems that make life hard for them. These problems can be verified and measured; and all villagers expect immediate answers for the solutions of such problems, from any development worker present in the village.

Abstract problems are those problems that exist but of which the villagers have no clear knowledge but which negatively affect the development of the locality: for example denial of school education to girls, illiteracy, defecation in the open around the village, etc. Awareness creation in the village should permit the community to acknowledge these problems and seek the appropriate solutions to them since the bulk of the community worker’s job resides there.

Through awareness creation meetings, the community worker assists the villagers to organise and diagnose the problems of these two natures by asking questions to awaken their attention. He may ask, for example,; “How many women present at this meeting know how to read and write?” “How many girls are attending the last class of primary school?” The answers and the very small numbers will guide the community worker to investigate further into the causes and consequences of this situation. The animator will then ask the participants to cite some advantages of formal education for girls and complete their ideas using concrete examples. Thus the villagers will acknowledge that not sending girls to school is one of the problems to solve. So, the community worker will guide the entire population to recognise the urgency of each type of abstract problem.

Through the mastery of the problem diagnosis process, the communities, assisted by a community worker during at most 6 months, will be able to organise their own problem identification sessions by themselves and use this means to negotiate or start actions to develop their villages. Moreover, a community that has fully mastered this approach can offer assistance to another community, to exchange and share its experience for the latter’s own development.

The mastery revealed in the conduct of the problem diagnosis process, necessarily leads to the elaboration of the Community Action Plan (CAP), which is a development instrument of the village. To ensure the villagers' full participation in the CAP elaboration process, the community worker helps the community to form groups to facilitate, not only diversity of views, but also coherence in the problems identified and actions to initiate in order to solve such problems.

2.1.3 Constitution of specific groups for problem analysis

Soon after the awareness creation phase, the facilitator guides the villagers to diagnose the essential problems of the community and assists them to establish a specific group for the analysis of these problems. The duty of this group is to help manage pertinent issues/problems of the village during micro planning process.

From problem diagnosis to CAP elaboration, the community sets up this specialised commission with the help of the community worker. The specific problems analysis group comprises men, women and youth. It is constituted on the basis of parity between men and women and between adults and youth; so, it takes into account and integrates the specific problems of each target group in the elaborated CAP. At this stage, the community worker invites the different categories to express how they experience their problems, to specifically describe how they emerge, their impact on the target group and finally to select the most important ones for action.

The group meets regularly and discusses the specific problems of each target group (women, men and youth). It is assisted by the facilitator and the village chief. After each meeting, the group

meets and reports to its main target and presents the progress report on their activities. It is also in the problem diagnosis/analysis groups that the members reach a consensus on the priority problems of the village per groups of three, in a decreasing order to be dealt with as a matter of urgency by the village.

Data collected confirm that the problem analysis group is an assembly of groups of women, men and youth. Each group diagnoses its specific problems, seeks solutions and identifies actions to take to implement them. Afterwards, all groups come together for sharing their findings, their experiences, their knowledge of the village and also the perspectives for the future.

The specific group for problem analysis is dissolved after it has completed the whole process from micro planning through their CAP validation. Thereafter, the members return to their original committees or groups.

During field visit, the evaluation team did not meet any specific group for problem analysis in the villages but had an opportunity to discuss with persons who belonged to the groups, such as the chairman of the CDC and the treasurer of the HMC of Vo-Attivé, the chairman of the group Fissouwe of Adélo and the chairwoman of the specialised commission on Education of Poutamélé, etc. This shows that problem analysis groups are ad hoc commissions that help the villages to organise, identify problems, analyse them and translate them into actions identified and planned in the CAP.

It is from among these groups that the delegation of three members (two women and one man) is constituted, to defend the CAP during validation sessions.

This phase facilitates the mobilisation of communities with regard to the problems identified, in order to find appropriate solutions. In this regard, a list of problems is prepared, for which the community development worker brings the whole community to look for the root causes, thanks to specific and progressive questions.

2.1.4 Determining the order of priority of the problems of the community

Data collected ascertain that this step is the most important of the micro planning process; and it depends directly on the problem identification and analysis phase. The process is conducted by the community worker who guides the villagers towards the identification and choice of the most adaptable solutions to their problems. Representatives of all categories, including women, men, youth and adults’ actively participate in the search for solutions.

The community development worker conducts group discussions to seek all possible solutions and retain the best one for each problem. During several meetings, the villagers are invited to review the problems diagnosed, make a list of all possible solutions, scrutinise each solution one by one, with its advantages and disadvantages and finally choose the best one. Each group retains for its village the most important problem against which all interventions will be directed. This problem will also induce the most feasible solution, for its simplicity, low cost and the best indicated for the result expected.

Data reveal that the problems do not necessarily have the same degree of importance for the villagers. Men have their priorities, women have theirs; while the youth on their side identify other priority problems specific to them. Here, the community worker has an important role to play in guiding each target group to determine the order of priority of all the problems of the village community, in good understanding with each other in such a way that the solutions found and applied benefit all.

To this effect, an elderly man of 65 said: *We know that in our villages, women suffer a lot and they also suffer for us all. It is why, when the community worker asked us to choose the most important problem of the village, we gave women the choice to do it on behalf of the whole village, because if they are well, the children and the rest of us will live peacefully.*

Fixing the order of priority of the problems has proved easy if the preparatory steps, including the knowledge of the village using awareness and IEC techniques, and problem diagnosis are correctly conducted.

Awareness and IEC techniques used

Baseline instruments enabling to master the implementation procedure of micro planning, awareness, facilitation and IEC techniques notably contribute to the consolidation of the planning mechanisms and participation of the village in the progress and development activities of the communities. These techniques application for the knowledge of the environment in which peasants live is facilitated by the community worker.

Awareness and IEC activities are geared towards the education of the community in the domains of nutrition, health, formal (school) education of the village girls. The problems also include women’s specific problems that entail mobilisation of the entire community. Mainly, IEC activities are aimed at change of risk behaviours or harmful practices for children’s and women’s health.

Awareness, facilitation and communication techniques are used in the field to have the communities identify and analyse their problems by themselves. These techniques have been adopted by the Programme to help the communities conduct their micro planning. The technique of the village map is mostly used by the communities. The other techniques particularly used by community development agents to conduct the micro planning process include : walking around the village to rediscover it, the problem tree (the effects are at the top as the fruits, the problems constitute the trunk in the middle and the solutions are the root) and the solution tree).

Data show that the most used technique is the village map, which is mastered by all mobilised villages in the framework of the Programme. This was emphasised by the actors and managers of the CCB Programme.

Furthermore, all along the planning process, the community development worker combines other tools with the application of the awareness, facilitation and IEC techniques such as: semi-structured interviews, on the basis of which he measures the level of dynamism of the process, especially the participation of the villagers in the different stages of the diagnosis of the problems of the village.

2.1.5 CAP elaboration

Although the villagers considered micro planning as something new or original, they are very proud to have been able to produce a collective document that reflects the reality of their communities. Everybody was motivated and mobilised in conducting the process. So, the community development worker has been instrumental in conducting the process from the first step consisting of getting to know the village up to finding the most adaptable solutions. He assisted the community to elaborate the CAP respecting the priority order determined for the problems identified.

All “capable” and “less capable” villages visited have their CAP in which all progress and development activities of the community are planned. The CAP contains the totality of activities identified by the different constituted categories representing the community, as well as activities aimed at providing support to specific services to promote women’s advancement.

The control villages have no CAP, because they do not benefit from the support of the RCC Programme. Nevertheless, two villages received assistance respectively from NGO CREPA and the Nutrition Service of the Ministry of Health and designed a development plan for their localities. These are the villages of Boko-Totsoanyi in the Maritime Region and Koukounboune in the Kara Region.

Concerning the elaboration process of CAP, the communities all agree that they have been able to elaborate their CAP with the technical assistance of the community development worker/facilitator. First of all, the facilitator help the villagers carry out the assessment of their environment to diagnose their outstanding and abstract problems. Then, he organised the community education and awareness meetings. Finally, he helped to constitute a specific needs assessment groups comprising women, men and youth so that the whole community might be represented. The community worker succeeded to obtain a consensus of all the stratum of the community to bring out the priority problem that will account for all the needs of the villagers and that will at the same time constitute a basis for the resolution of the other problems diagnosed in the village. The evaluation revealed a large participation of women, 65% against 55% men, and 60% youth. As the identification of the priority problem is to be carried out by the whole village, and each quarter would put forward its own priority, the facilitator will initiate a debate with the representatives of each quarter, separately first, and altogether during a general meeting, to obtain a consensus, to permit the village to benefit from the programme’s assistance immediately.

The distinctive feature of the CCB villages with CAP is that the elaboration of this document involved the entire community. Each target category identified its specific problems, determined the priority problem and negotiated per consensus the priority problem of the village, which in most cases, concerns the reduction of women’s tasks.

2.1.6 Validation of CAP

At this stage, the village comes in front of political and administrative authorities as well as the technicians of regional and prefectures' levels to present the results of their few months of work completed and leading to the elaboration of CAP. The validation sessions are held at the prefecture's administrative town where the CCB villages mobilised for micro planning meet to present the fruit of their endeavours. Before this validation session, the community development agent organises a meeting with the whole village community to review the problems identified and the major actions decided upon to face them according to their degree of priority. During this meeting, two women and one man or two women and two men are chosen to present the CAP. Generally, women are chosen for this task because they have good knowledge of their environment and are strongly committed to the development of their villages.

Besides, the community development worker gives a summary description of the validation process to the villagers and has the village delegation simulate their presentation for preparatory practice and to give a foretaste to the community. The following case study illustrates the validation process such as conducted in the prefecture of Vo, on November 23, 2000. The evaluation team was present at this validation session.

Illustration 2: Validation of Community Action Plan (CAP): Prefecture of Vo

We were at Vogan, Capital town of the prefecture of Vo and it was 8h30. The Prefect arrived, accompanied by the members of the restraint Local Planning Committee (LPC), especially the directors of prefectorial technical services (Health, Education, Social Affairs, Hydraulics, etc.) and their collaborators. This team was reinforced by the regional directors of Health and Education. All community development workers of the prefecture as well as representatives of NGO (PPMR, PODV, AGAIB/Maritime, Fédération CECAV, etc.) were also present. And the session was enhanced by the presence of the CCB Programme Administrator of UNICEF, the Co-ordinator General of the UNICEF-Togo Co-operation Programme and the National Co-ordinator of the CCB Programme.

Before the arrival of the Prefect and the others, the conference room of the Prefecture was full of the village delegations, accompanied by their respective traditional chiefs (Chief of the village or Chief of the canton). Ten villages were represented that were: Attétémé, Agotékpé, Batekpo, Zooti, Madja, Momé-Hagou, Woedjépé, Asso and Badjénopé. The village of Vo-Kponou, was invited to serve as a presentation example to the other villages.

The validation session was conducted by Mrs. Beihla Lamboni, CCB/EDBF community worker. After she had presented the members of the LPC and other authorities, invited the Prefect and the Regional Plan Director to each in turn speak to present the CCB Programme and the purpose of the validation session. She also presented the participating villages and verified the presence of every delegation (2 women and 1 man or 2 women and 2 men).

Presentation of the diagnosed problems

During presentation itself, each village was invited to come to the front of the conference hall to present the content of the CAP, which is the outlines of the problems diagnosed, the actions to take, the external support to seek and the final result expected by the village through the accomplishment of the activity. Mrs. Lamboni first invited the village of Vo-Kponou to come

to the front to explain how the village had succeeded to draw up its CAP. The presentation begins by the conduct of the micro-planning process. Then the presentation continues through packages of priority problems. The presence of women demonstrates that the CCB Programme emphasises activities specific to women in order to assist them to implement them and improve their living conditions. It is thus clear that the actions planned in the CAP and to be undertaken should integrate women’s activities, mainly women groups’ activities to gain support for their accomplishment in the village.

Now, the delegation (2 women and 1 man) has come to the front of the conference room to present the major activities planned in their CAP. Women were the first to speak to present the problems diagnosed, the activities to implement, the available resources, actions or contributions to initiate for the solution of the problems. The principal activities presented by the women, one after the other, concern specific services to support to alleviate the load of women. These services include the installation of a mill, the digging of a well, the building or rehabilitation of a school, the building of a community day care centre, the installation of a school canteen, the building of latrines, support to income generating activities and others. At his turn, the man came forward to present the problems pertaining to the whole village. These included the improvement of the track conducting to the village, the building of a bridge on the river between this village and its immediate neighbouring village and others.

After all the villages had passed, the committee present at the validation session observed a break to permit the audience to make a synthesis of all the activities to be executed at the level of the villages.

Synthesis of the problems and commitments to community actions

At the end of all presentations, all the village delegations withdrew, leaving the members of the restricted LPC, RPC and representatives of the NGO in the room.

At the synthesis stage, the panel members discussed the possibility of assuming responsibility for the problems diagnosed and presented by the villages. The participating NGO selected the activities they would fund, according to their domains of intervention. At the end of this step, the evaluation team asked questions about the selection criteria of the activities to be financed and the involvement of the NGO.

Restitution of concerted actions to the villagers

At the end of the synthesis stage, the village delegations were invited to return to the room. The Chairman of the VPC, the prefect of Vo, informed the villagers of the decisions taken by the panel. The villagers were assured that their grievances had been considered and that appropriate actions would be taken in the communities. Then, the Regional Director for Planning, Chairman of RPC, invited the CDC and traditional chiefs to start negotiations with the Regional Directorate at Tsévié for the registration of their CAP. The delegations were also invited to submit their CAP to the NGO mandated by UNICEF for the implementation of the priority activities determined by their communities.

In his closing remarks at the validation session, the Chairman of LPC thanked the members of his committee, the NGO represented and all the village delegations. Besides, he directed the community workers to assist the communities through a better monitoring of their actions in the field , to facilitate a successful implementation of validated CAP for the welfare of the

whole community.

Comments of the evaluation team

The evaluation team observed that the CAP validation session, conducted at the prefectorial level today, is a very important step for the development of the communities, especially women's participation. The validation constitutes, in reality, a forum in which all the villages involved endeavour to show the best of themselves and make, a lot of effort to solicit the required support and assistance of different development partners for the accomplishment of their self-promotion and self-development actions.

Moreover, the team noted that, although there were 2 women on the RPC (Regional Directors of Health and Education), none was present at the validation session. This is deplorable, particularly because they would have been the informed advocates for the needs of women. Nevertheless, the team noted with satisfaction, that the panel was able to accord pride of place to women's services and their participation in the process.

The CAP validation session is conducted by a community development worker who first presents the programme of the session and then the order of the villages' interventions. She also recognises the presence of partners such as NGO and other support institutions, such as the United Nations System. This presence permits these partners, according to problems identified and actions retained by the communities, as well as resources available in the villages and the contribution of the community for the execution of each activity, to specifically determine the action they will support.

2.1.7. Setting up and training of local management structures: CDC, SPC, HMC, etc.

The organisation of local communities also constitutes an important step in the micro planning process. This stage involves setting up and training the different structures that will co-ordinate community development activities and through which the major actions contained in the CAP will be accomplished.

Various structures were present in the field. These include: CDC, SPC, HMC, Group management Committee (GmC) , which constitute autonomous structures charged with the internal management of their own activities..

Community Development Committee (CDC)

i) Setting-up

Data collected show that many villages have grassroots community structures such as the Community Development Committee (CDC). This structure is devoted to community development. The CCB programme aims to reinforce those that already exist and foster their creation in the villages where they do not exist.

The initiative

According to the types of villages retained and visited, the initiative to set up CDC came either from the community worker (45% of cases), or from the villages, together with the chief and the village youths (40%), or with the help of NGO (15%). The creation of the CDC is promoted in 50% of cases by the community worker, 25% by the chief of the village, 10% by NGO; and 15% by other actors intervening in the field, such as the school headmaster, the nurse or the youth. So, all persons contribute to setting-up the CDC in the community.

The creation

The creation of CDC in the villages goes through a process, of which the main steps are the following: presence of a community development worker, constitution of a formal group to follow up the activities of the village, organisation of meetings (50% of cases, at least), awareness creation about the CDC, especially on its roles and responsibilities in the community; and lastly formation of a management or executive board as well as specialised commissions.

Data collected show that the majority of CDC were created in 1997, the same year when the CCB Programme started. The capable and less capable villages created or restructured their CDC in 1997 at the start of the CCB Programme’s activities. However, control villages created their CDC much later, inspired by the example of the nearest capable villages or through the awakening of villagers themselves anxious to organise for the development of their communities.

It was observed that CDC established specialised commissions within themselves that conduct and manage activities in the field on behalf of the CDC. These specialised commissions are 7 or 8 in number and are concerned with health, education, environment, water, etc. They a rigorous application of the rules instituted by the CDC and other self-governing structures in the villages.

The mandate of the CDC management boards varies from 2 to 5 years, according to the villages. Data show that 33% have unlimited mandate. Members of the CDC are eligible for re-election in more than 82% of cases. But in 65% of cases, this re-eligibility is indefinite; and 12% either once, or twice; and in 23% of cases, in an unknown manner. The indeterminate re-election of a member is justified by the member’s competence, experience and efficiency. The mandate of the management board is renewable once or twice in 12% of cases and for other unknown reasons in 23%.

The integration of women in the CDC

The evaluation results show that women currently occupy a choice place, i.e an important position in the CDC (50%). Out of a total of 9 members on the management board, women represent either half, or one third, or one fourth of the elected members. We made an inventory of CDC with 4 women, 3 women or 2 women on the executive board. In the majority of cases, women occupy the positions of advisers, even though some are deputy treasurers or deputy secretaries. The evaluation team met only one chairwoman of the CDC in our sampling and this was at Yohonou in the Maritime Region.

ii) Training

Soon after the creation of the CDC in most CCB villages, the elected members of the management board attended a series of training sessions (more than 75% of cases). The programme covered various themes, such as : the role and responsibilities of the CDC, the

management of the CDC meetings, resource mobilisation, techniques for the management of community activities and application of the rules of a good structure such as the CDC. All these training activities were organised either at the capital town of the prefecture, bringing together at least 3 or 4 villages; or in the precincts of the primary school, mainly for all members of the CDC. The number of members selected to participate in the training varies from one village to the other. These training activities began in 1997 when the CCB Programme started.

Regarding the members of CDC management boards, specific training sessions are organised for the chief officers of the boards. Thus, those who had never received any training represented 33%, about 40% received training as a CDC member at least once, 15% had received training twice and 10% thrice.

The actual setting up of the CDC, followed by training of the members, will facilitate the organisation and implementation of awareness sessions aiming to change behaviours in health, nutrition, discrimination against women and other activities in the villages.

Schoolchildren's Parents Committee (SPC)

The Schoolchildren's Parents Committee (SPC) is one of the community structures.... It is an autonomous organ and is different from the Specialised Commission of Education of the CDC. The SPC works in close collaboration with the Specialised Commission of Education of the CDC and the villagers; and sensitises the community on the importance of formal education for children.

i) Setting-up

The initiative

According to results, the initiative to create a SPC stemmed from several sources. The community represents 47%, the school children's parents more than 35%, the school headmaster about 12% and lastly UNICEF through the intermediary of the community development worker, 6%. This shows that awareness about the problems of children's education has been for so long a concern for the village.

In most villages, SPC are created in response to insufficiency of teachers, as well as problems related to taking responsibility for children's education, particularly girls' education. These problems mainly concern absenteeism on the part of pupils, lack of infrastructures, the difficulty of taking responsibility for the payment of teachers' salaries, etc. The SPC, with the help of the communities, commit themselves and take charge of the management of the schools they have initiated and promoted in the villages.

The creation

Almost all SPC were created before the CCB programme was initiated. The oldest committee was created in 1971 at Atouéta in the Maritime Region. More than 65% of the committees were created between 1986 and 1996. This demonstrates that awareness of the importance of children's education commenced as soon as the State disengaged from this education policy. This is why only 12% of SPC were created within the framework of the CCB Programme.

The mandate of the SPC managing board varies according to the villages, either between 2 and 5 years, or of an indefinite duration. The members of the SPC can be re-elected, either in an indeterminate manner, either once, or twice, or continuously. The indeterminate re-election of the members is justified by their competence, experience and efficiency. The mandate is renewable only once or twice because after six years of function, the member would be tired and should therefore leave the work to other persons.

Women's integration

Out of a total of 7 or 9 members of the managing boards, women represent the third of elected members; which means that we found SPC boards with 3 and 2 women. In all cases, women occupy the position of advisers.

ii) Training

About 65% of SPC members received training on the role, responsibility and tasks assigned to SPC. Eighteen per cent received training less than twice; about 47% and 35% participated respectively in two and three training sessions. 18% of the training sessions were held before 1997. At least 33% occurred between 1997 and 1998; about 50% were organised between 1999 and 2000. The training sessions are generally organised at the village school.

Health Management Committee (HMC)

Like the SPC, the Health Management Committee (HMC) is one of the village community structures. It is also an autonomous organ, different from the Specialised Health Commission of the CDC. This committee ensures the management of health problems in the village. The HMC maintains a relationship with the CDC, through the Specialised Health Commission.

i) Setting-up

The initiative

HMC was set up to deal with the persistent health problems experienced in the village, particularly due to the absence of a health hut. The villagers understood then that they needed a local health structure to help them manage their health problems; hence the high representation of the community (95%). Support from the community development worker represents only 5%.

Creation

H-The HMC was created soon after the CDC, especially after the villagers had been mobilised and understood the necessity to set up structures for the management of the problems of the community.

As a grassroots structure, the HMC has an executive board of 7 or 9 members, including women and men. The management board has a three-year renewable mandate. The members can be re-elected the same time if they are competent and carry out correctly their assignment. The women members of the committee are essentially responsible for the education and sensitisation of the community about hygiene, cleanliness of the environment and children's nutrition.

ii) Training

The HMC members received training related to the performance of their functions. So they were trained in awareness creation, mass education, methods of avoiding environmental pollution and mobilisation geared towards visits to the health hut in case of illness. It follows that as the health hut is a community initiative, the villages have to make contributions towards its maintenance as well as the payment of the salary of the health agent. To face these costs, the villagers initiated the sale of plants, whose revenue is used for the maintenance of the health hut.

Groups Management Committee (GmC)

The Groupings constitute the best-organised local structures at the community level, with full economic power in the villages. They are autonomous management instruments of the various group activities initiated by women and/or men.

i) Setting-up

The initiative

According to data collected, the initiative to create the groupings came from the fact that, for many women, forming groups among themselves would help them to gather strength and be able to cater for themselves. This team spirit thus represents 61% of the source of initiative. Support from community development workers and NGO constitute 17%; while the crucial water problem in the villages constitutes only 6%.

The creation

About 28% of the groups were created in 1995 and 1996, i.e one or two years before the CCB Programme. This shows that women, confronted with the problems in their communities, had taken the initiative to mobilise and find their own solutions. About 39% of the Groups were created in 1997 and 33% between 1998 and 1999. Moreover 85% of the groups visited are women's groups and only 15% were mixed because of the significant number of men included.

The Groups all have different names each, expressing cultural values and/or the critical status of the women. The Groups are essentially concerned with improving women's conditions of living and relieving pains or suffering experienced in the village. The principal names recorded are the following: *Dakalfam*, at Babigou, and *Tanalafia Nyame Wobre* at Kougniéri, *Tesomptiliebe* at Nabenga II, *Mondo* at Obitélengou in the Savanah Region, *Lolonyo* at Vo-Attivé, *Domefa* at Yohonou, *Agbledzi* at Assoukopé, *Lom-Nava*, at Boko-Totsoanyi and *Novissi* at Atouéta in the Maritime Region, and *Fissouwè* at Adélo, *Poutane's women Group* at Poutamélé in the Kara Region, etc.

Organisation and mobilisation within the groups are very strong and appreciable. Data collected confirm the existence of organised groups in all the villages. A typical village has 2, 3 or 4 groups, depending on the specific domains of activities. The constitution of groups was possible, and in certain other villages, reinforced thanks to awareness creation activities successfully conducted by community development workers. Taking into account the assets and constraints of the environment, the community development workers give an orientation to the groups in the choice of activities to carry out.

The duration of the mandate of the management boards of the groups varies according to the villages, from 2 to 5 years. Members are re-elected at least once for about 90% and twice only 10%. Within the groups, frequency of re-election is indeterminate for about 22%. This indeterminate re-election of members is justified by competence. Here, here women think, that a mandate of 5 years is sufficient for a member to work correctly and they agree to re-elect her only once because of the confidence the group has in her; but most of the groups favour alternation of members on the Board. Furthermore, some members might be obliged to resign during their mandate, due to bad management on their part.

Size of the groups

The Groupings, be they all women or mixed, constitute a very important economic power in the villages. At the level of the various groups the number of members seems to vary and strongly accentuated on women. This is illustrated in Table 3 below.

Table 3: NUMBER OF MEMBERS IN THE GROUPS

Size	Numbers	Percentages
[0 - 9]	3	15%
[10 - 19]	5	25%
[20 - 29]	6	30%
[30 - 39]	3	15%
[40 - 49]	1	5%
[50 and +]	2	10%
Total	20	100%

In Togo, the law fixes a minimum membership of 7 persons for the constitution of a grouping or association. In most of the villages visited, no where was this number less than 9.

Table 3 shows that the groups' sizes vary from 10 to 50 persons. This number ranges principally between 10 and 39, which gives a total of about 70%. Only 15% and 10% respectively of the groups have less than 10 members on the one hand, and more than 50 members on the other.

ii) Training

Results show that about 65% of the group members received training on their roles, responsibilities and tasks. The members received training in 18% of the members have been trained less than twice; and about 35% of the members have participated in more than two training sessions. Moreover, about 18% of the training occurred before 1997; at least 33% of the training took place between 1997 and 1998; and about 50% was conducted only one year ago (i.e. in 1999).

The analysis of the data collected on planning and implementation of the activities aimed at providing operational means to community structures set up and strengthened through the

training of members, as well as the functioning of these structures and effectiveness of the training, will be presented in Chapter 3.

2.2 Description of support procedures of partners to women- specific services

The adoption of partnership and support strategies to women-specific services permitted to give concrete expression to essential development activities retained in the CAP and having as a target, women, who are the cornerstone of the progress of grassroots communities. The realisation of the activities is supported by partners in development such as NGO, which provide women with adequate financial and technical means for the implementation and management of the different components of CAP that do not fall within the direct or classic mandate of UNICEF.

2.2.1 Partnership with NGO

In the framework of the CCB Programme, diverse NGO intervene in the three regions (Maritime, Kara and Savannah) covered by the Programme. These NGO have humanitarian visions and contribute to the achievement of the objectives of activities retained in the CAP. They have adopted the objectives of the Programme and thus participate in the execution of the major activities retained by the village and more specifically those of women.

There are two types of NGO: those with national coverage , such as PAGED, AGAIB, PPMR, 7^{ème} FED, intervening in all three regions; and those with regional coverage, such as: SHD, SAR-Afrique, Fédération CECAV, RAFIA, PODV, etc.

To ensure a rigorous realisation of activities in the CCB villages, NGO are identified by the Regional Planning Committee (RPC), according to their domains of competence. Each interested NGO submits a comprehensive application that will permit the members of the committee to assess its capacity, availability and competence to entrust them with the task of carrying out the activities in the community.

The NGO intervenes during the CAP validation sessions where the activities are presented by the village delegates to the prefectorial authorities. During restitution and synthesis phase, NGO select activities they intend to support in the village. These activities include mainly: putting up mills, sinking wells, granting credit, building storage facilities, building or restoring schools, building latrines, building barns and other activities considered as a priority by the community.

The selected NGO sign a Memorandum of Understanding with UNICEF. These are namely SHD and RAFIA in the Savannah Region, SAR-Afrique in the Kara Region; and PODV and Fédération CECAV and others in the Maritime Region. There are also NGO that sign contracts with UNICEF through their Liaison Offices, to support activities in all the three regions . These include : PAGED, AGAIB, PPMR, 7^{ème} FED, FUCEC and Aide & Action, whose activities cover that cover the regions of Savannah and Kara.

Specifically, SHD has signed three protocols of agreement with UNICEF (sinking of wells in Oti South-West, Compost I and Compost II throughout the Savannah Region). RAFIA has signed two protocols of agreement (installation of mills, access to loans through the “Centrale d’Auto-

promotion paysanne" a community self-help group (CSHg). Lastly, SAR-Afrique signed two agreements to put up mills and grant loans in the Kara Region.

2.2.2 Support to specific activities

According to the Plan of Operations, this strategy is implemented to address women-specific problems identified during the integrated Micro-planning process. Documentary analysis has established the fact that this strategy flows from the willingness to rationalise problem resolution at the village level and plan interventions in a concerted manner, in order to provide adequate material and financial means for the realisation of the solutions envisaged. These means are accompanied with the strengthening of local capacities, to ensure effective implementation. Essentially, this strategy aims at alleviating women's tasks and ensuring their financial autonomy, while also providing assistance for the management of the activities defined.

Data collected assert that support to the delivery of women-specific services fundamentally constitutes support to the whole community through the realisation of activities initiated by women. These services are of two types: task alleviation; and income-generating activities, including production activities. Data also show that support to the services is made possible thanks to the presence of the community development worker who organises the community, especially women and gives them an orientation on management capacities and monitoring skills through concerted actions established within the framework of the CCB Programme.

i) Tasks reduction

Data collected show that women of village communities, organised in groups (feminine or mixed) have benefited from the CCB Programme support. After four years of implementation in the field, groups, created or restructured, have been supported through training, material assistance and organisational capacity. More specifically, the realisation of activities identified by women and registered in the CAP to reduce the most arduous tasks, has resulted in : installation of mills, sinking large diameter open-air wells, pump drilling, building family latrines, training in making manure pits for families to fertilise their soils, making improved stoves, etc. across the three target regions of the Programme.

Women of the Savannah Region have benefited from two particular training sessions in compost making for soil fertilisation.

Moreover, thanks to the support of the EDBF Programme, which is conducted simultaneously with the CCB Programme, the activities aimed at the reduction of women's tasks have favoured the creation of community day-care facilities, school canteens and literacy centres in the target villages.

ii) Income generating activities

According to data collected, the CCB Programme is intended to ensure financial autonomy to women through organised groups by enabling them to take responsibility for themselves and their offspring. Data also stress that access to credit constitutes a priority problem for women in the

village communities. Access to credit, including production activities are mainly supported by NGO.

In the Savannah Region, support for credit facilities is largely provided by the NGO RAFIA, which has put in place a community self-help group that ensures training and management of credits granted to organised groups that have demonstrated reliability for more than two years in the management of their activities.

These two major activities itemised by support to women- specific activities are the alleviation of women's tasks by providing them with the best working conditions and access to credit facilities; and carrying out income generating activities thus granting them the financial means to enable them to be involved in the management of community development activities. This is illustrated by the following case study presenting the situation of a group in the village of Atouéta in the prefecture of the Lakes.

Illustration 3: Activities of the Women's group Novissi in the village of Atouéta.

The Women's group Novissi in the village of Atouéta in the Prefecture of the Lakes was created in 1997 by the social welfare worker, Mrs. Lily Nadou Amegah, CCB/EDBF community worker, posted to that zone. The group has 22 members (21 women and 1 man). The Management Board comprises 7 members (6 women and 1 man who serves as the secretary).

The group buys cassava to make gari for sale. They buy maize during harvest when it is cheap, stock it and resell it during shortage periods. The group also buys coconut to make oil for sale.

Each member of the group Novissi pays 100 FCFA every Friday to buy soap at wholesale price and sell among the members. For example, if the soap is 125 F, it is sold at 135 F and is paid in two weeks. The 10 F benefit on each bar of soap is deposited in the Group's Fund.

With funds collected from the three main activities, the group contributed to put up the mill and they are now responsible for its management. The Group has created a fund that contains 40.000 FCFA to date. The management of the mill permits, on its part, to reimburse the money borrowed for its installation.

The Management Board of the Group meets every Wednesday to discuss the problems of the Group that will be submitted to all members at the Friday meeting. The Board has no mandate for the time being because the Group is not yet large and the current board is doing a good job. The Group has basic documents that permit it to function well. These include the Constitution, management documents, stocks register, attendance register, etc.

The activities of the Group, especially the mill, bring profits, not only to the members but also to the whole community. The installation of the mill has considerably reduced the long distances to walk to mill the maize. Thanks to the Novissi Group, and CDC and SPC, there is now a school with 125 desks. Exercise books, pens, chalk, and money have been distributed to the pupils. Through the efforts of the Group, the NGO Fédération CECAV gave cement, iron and gravel for the construction of family latrines. The villagers contributed sand and water, as well as the builders' labour charges. The Group has also constructed a mud-brick classroom for the school.

The major difficulty of the Group is financial. To date, it has received no help from any NGO/Association that helps women in other villages apart from Fédération CECAV and UNICEF. In addition, there is a problem regarding the management of the funds of the Group for which no solution has yet been found.

With the help of the Group, a Peace Corps volunteer has helped to have a dispensary built in the village. Similarly, thanks to the Group, the village has a mill and other accomplishments. The Group motivates the CDC and benefits from support from the Chief of the village. All activities of the group are integrated into the CAP. As indicated in the operations plan of the programme, the Group Novissi of the village of Atouéta is an example of the CCB Programme's success. This success is effective thanks to the dynamism, mobilisation of the members and also, the skills of the members of the Management Board, even if there are some minor management problems.

The force that the group constitutes in the management of development activities and progress of the community should be a model around which concerted actions to improve the living conditions of the villagers can have an opening, in the ultimate goal of ensuring survival and development of children and women of local communities.

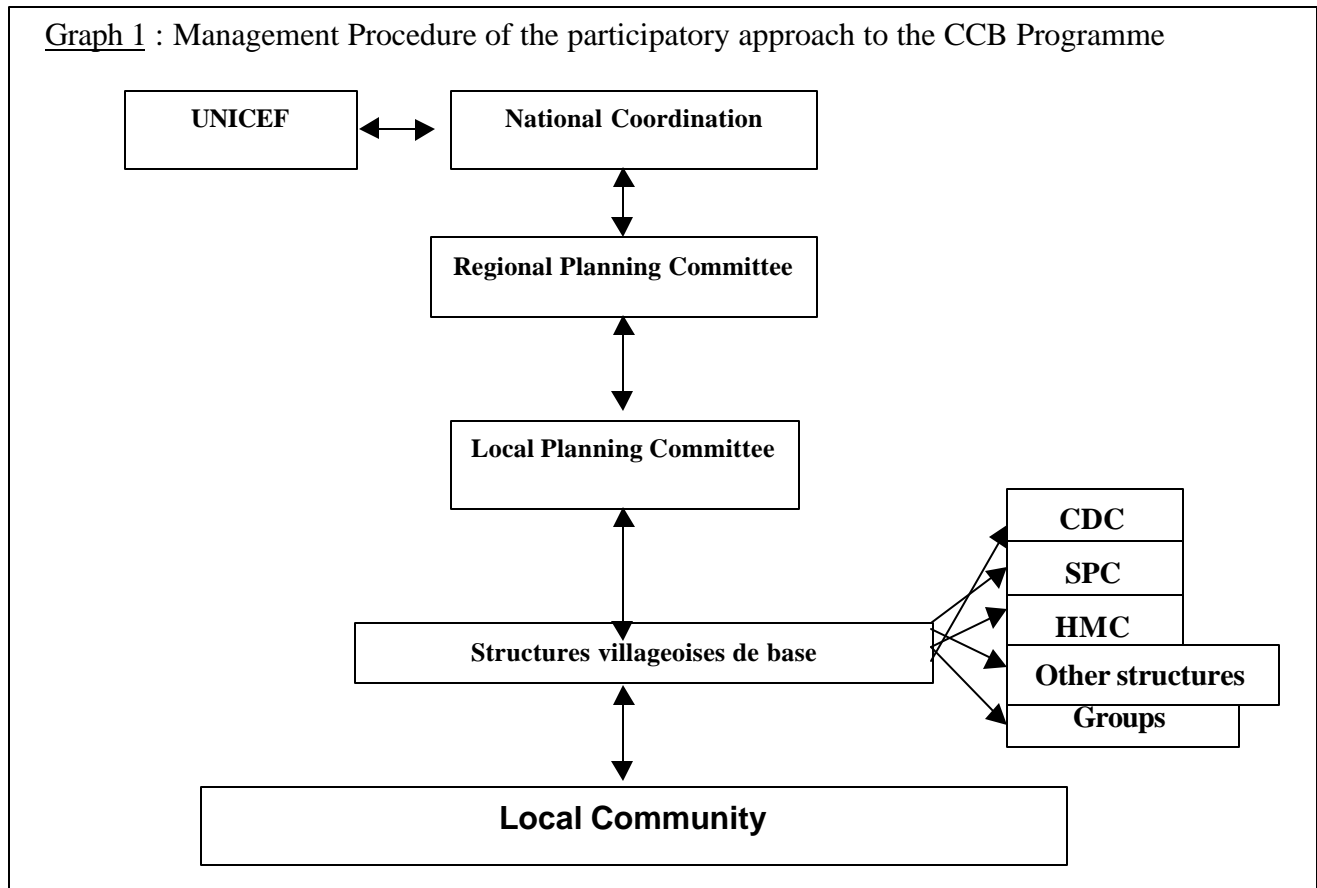
The planning, execution and management of the activities of feminine or mixed groups, either in tasks alleviation, or income generating activities elaborated in the framework of the Programme, have had positive effects on the lives of women, children, and the entire community. The identification of these activities in the CAP and the material and financial assistance received for their implementation, have permitted women to play a role in the management of community development activities.

2.3 Administration and Management of the Programme

As described in the Plan of Operations, the management of the CCB Programme is a joint responsibility of the Ministry of Planning and Economic Development (General Directorate of Planning and National and Regional Development) and the Ministry of Social Welfare, Women's Promotion and Child Protection, whose Ministers are the managers for each component concerning their respective departments.

The process of planning, implementation, management, follow-up and co-ordination of the CCB programme activities is pyramidal. This means that it develops from the grassroots (peripheral level: villages) and grows towards the top (central or national level), (see Figure 1).

Graph 1 : Management Procedure of the participatory approach to the CCB Programme



Management of activities at community level

In the villages, the traditional chiefdom represents the community level. It constitutes the organ that manages administrative and political issues in the village. In most cases, the chiefdom represents an authority in the village.

Data show that the chief of the village participates in the CAP development process. He is present at the CAP validation session. The chief accompanies the delegation to demonstrate his support for the needs identified, diagnosed by the village, together with the community development worker. Concerning the management of community development activities, the chief is a political and administrative authority, a resource in the village, who support the activities of CDC, SPC, HMC and the different groups that exist in the village. The majority of chiefs are popular within the community and serve as points of entry for all sorts of local development initiatives.

Thanks to the support and assistance of chiefs, grassroots community structures have realised several activities for the benefit of the communities. These include mills, wells, schools, storage facilities, literacy centres, community day-care centres, collective farms and others.

Management of activities at the prefectorial level

At the level of the prefecture, the LPC intervenes in the management and administration of the Programme’s activities and it initiates projects of which it ensures the implementation, the co-ordination and the follow-up. The LPC is charged with the responsibility for fostering and monitoring mass participation in the implementation of development programmes. The committee comprises the Prefect (Chairman) and prefectorial directors of technical services (health, education, social welfare, hydraulics, etc.). NGO participate in it by co-option according to needs and agenda of the meeting.

In the framework of the CCB Programme, whose major goal is the decentralisation of the management of the Country Programme and the application of the participatory approach, the LPC constitutes the intermediary structure between the CDC and the RPC. At this level precisely, *“It is the respondent of the Community Development Committee (CDC) at the prefectorial level”*. It is an entity that can't be ignored in the implementation of the CCB Programme. The presidency is entrusted to the Prefect.

During field visit, the evaluation team met several LCP operating closely in the framework of the CCB Programme.

In terms of activities, the LPC intervenes in the choice and validation of villages to be retained for the establishment of the CCB Programme .It participates in the validation of the CAP, for which it has the heavy responsibility of execution and monitoring.. The LPC facilitates the selection of agents to support planning at the village level, according to their competence and position with regard to the villages concerned. The LPC also intervenes in the identification of the specific needs of other technical agents, and with support of the RPC, organises adequate training workshops, in a co-ordinated manner, among the different programmes

The LPC meets at least once a month, to review progress made in the implementation of activities and elaborate a work-plan for the follow-up of community development workers involved in the programme. On the basis of reports submitted by the supervisors (DPAS, members of LPC), the LPC Secretary prepares a summary of major points at the end of the meetings and transmits it to the Regional Director of Planning and Development, for presentation at the level of the RPC.

The major activities conducted by RPC can be summarised as follows:

- ✓ Periodic statutory (monthly and quarterly) meetings, to analyse, study and prepare field monitoring activities;
- ✓ Extraordinary meetings to address urgent problems or messages coming from the National Co-ordination;
- ✓ Elaboration of projects with emphasis on needs identification in the region;
- ✓ Participation in the validation of Community Action Plans (CAP) with more accentuated intervention at the synthesis and restitution phases during the sessions;
- ✓ Validation of villages retained for the implementation of the CCB Programme;
- ✓ Mobilisation of resources for the execution of CAP activities ;
- ✓ Transmission of requests for funds for the implementation of CCB activities;

- ✓ Follow-up /supervision of CCB regional action plans, including activities or field visits, in consultation/collaboration with the members of the LPC of the region ;
- ✓ Intervention in the quarterly report production process, to facilitate the preparation of a regional report ;
- ✓ Transmission of activity reports to the National Co-ordination, for synthesis and finalisation ;
- ✓ Organisation of consultation sessions with NGO and partners in development operating in Togo; and
- ✓ Organisation of meetings of all actors in the four sectors of the UNICEF-Togo Co-operation programme (Health/Water/Nutrition, EDBF, CCB and SSEF).

The two principal structures (RPC and LPC) support the CCB programme in its implementation and execution. They belong to the organs created under ordinance n° 25 of July 8, 1975 and, in particular, regional and local planning structures put in place with emphasis on the necessity to permit a balance between the rural world and the urban world. This is because an unbalanced development of the country was noted in the 2nd development plan. This plan provides for measures aimed at favouring national integration and reducing regional disparities in the long run. Today, the CCB Programme relies on these regional and local structures for its implementation in the localities.

UNICEF's Regional Monitoring Unit

In the Kara Region, the evaluation team met the Deputy Administrator of the CCB Programme, a UNICEF staff member posted in the region to monitor implementation of activities. He is also an ex-officio member of the limited RPC.

Management of activities at national level

At national level, the National Co-ordination, composed of representatives of the Ministry of Planning and Economic Development, and the Ministry of Social Welfare, Women's Promotion, and Child Protection, is charged with the responsibility for planning and monitoring, with the support of UNICEF.

At this level, the National Co-ordination, in collaboration with UNICEF, ensures programming and execution of the activities of the Programme in its totality; examines requests for funds; and submits them to UNICEF for action. Furthermore, it organises sectorial and annual reviews, as well as meetings to review progress made by the Programme. All the reports of activities realised in the field are submitted to the Office of National Co-ordination through the Regional Directorates of Planning , which undertakes co-ordination at Regional level.

These structures are strengthened by the Co-ordination Committee (composed of representatives of the Ministries of Planning and Economic Development, Health, Social Welfare, National Education and Hydraulics as well as UNICEF), which is responsible for annual planning of activities and integrated co-ordination of the whole Co-operation Programme between the Government of Togo and UNICEF.

Data collected in the field that the participation of the traditional and other institutional structures intervening in the CCB Programme permitted an effective application of the management techniques of the participatory approach in the communities.

Considering the different activities initiated within the framework of the application of the micro planning procedure, as well as the progress currently achieved in terms of the communities' mastery of the different steps of the planning process and the level of accomplishment of identified activities, duly validated by the communities themselves and institutional authorities and financed by partners in development, the CCB programme will have to put a particular emphasis on the consolidation of current achievements by deploying a lot of efforts to maintain the progress achieved and eventually assuring a continuation of the actions of the micro planning process and women-specific activities, in order to achieve the general objectives assigned to the Programme. It will, therefore, be necessary to pass to accelerate the speed of programme implementation in this last year of the Programme.

PART III: ANALYSIS OF PROGRAMME IMPLEMENTATION PROCEDURES

Following the presentation of the status of programme implementation, this part will be devoted to the analysis and interpretation of data collected on the Programme implementation procedures. It will include three sections: the operational procedure of the implementation of participatory approach to micro planning, partners’ (NGO and technical services) support procedures to women-specific services and finally, administration and management of the Programme.

3.1 Operational implementation procedure of the participatory approach to micro planning

What is done here is an analysis of the different steps of the participatory approach to micro planning, as found in the field, with regard to the achievement of the objectives of the Programme.

3.1.1 Knowledge of the village

Data collected from the field show that knowledge of the village permitted the villagers, women and men, youth and adults, traditional authorities and opinion leaders, to be aware of obvious and latent problems of their environment, the resources of the village, relationships among the villagers themselves and new influences observed in the village. Through this process, the community worker progressively brought the villagers to identify and internalise the development problems of the village.

The sample retained clearly showed the impact of the knowledge of the village process through field assessment. For capable and less capable villages visited in the 3 regions (Maritime, Kara, and Savannah), the process was identical and experienced the same evolution. All the villages presented a rather positive image of their communities. The first finding was that the community mobilised to undertake actions and thus act on the problems. Moreover, these villages are characterised by remarkable awareness of the problems that gangrene them.

At the level of control villages, the process of getting to know the village not having been conducted, the villagers know that their community is confronted with problems but they don’t have the necessary degree of awareness to organise concrete actions towards the improvement of their conditions of living.

In brief, the villages visited show a real mastery of the knowledge of their environment and more particularly of the various problems for which solutions have to be sought. This process leads to the next stage, that is the diagnosis of the problems of the community.

3.1.2 Diagnosis of the problems of the community

Data collected revealed that problem diagnosis is the second stage of the micro planning process

in the villages and it helps the villagers to diagnose and identify all the problems of the community. Through this process, the villagers had better knowledge of the problems of their environment and were able to target them one by one.

So, with the assistance of the community development worker, the population conducted the inventory of the problems at the end of the field assessment and listed the problems found. The community development worker guided the villagers to define the problem, which permitted them to have better knowledge of it, to react against it and also to give information on the problem. This process results in strong community mobilisation toward appropriate solutions against the problems identified

3.1.3 Constitution of specific groups

The specific group comprising men and women, youth and adults, constituted the focal point for the management of the pertinent issues of the village throughout the micro planning process.

During field visit, there was no meeting with a specific group for problem-analysis in the target villages. The Programme villages retained (capable and less capable) were motivated and mobilised in 1997 and 1998; this reduced the chances of finding a specific group for problem analysis that was still operational.

The setting-up and constitution of a specific group for problem analysis to conduct the micro planning process helps the populations (men and women, youth and adults) to understand and identify specific problems of their groups, to reflect on them, and analyse them and to define the most pertinent actions to take. Similarly, the specificity of setting up such a group resides in the fact that a community does not see its problems in the same way and the villagers also experience the problems differently. The specific group permits to accentuate, through an in-depth analysis, the most sensitive causes of each category, in order to give them the opportunity to identify the most susceptible problems affecting the whole village, so as to retain the most important ones that deserve action.

3.1.4 Determining the order of priority of the community’s problems

Data show that the determination of the priority order of the problems identified and retained by the villages constitutes an important aspect of the micro planning process that involves the community in the choice of the priority. This priority is also the focal point of the presentation on which all development actions will be articulated. Particular emphasis will be laid on this priority during the validation session in order to foster support to community services and more specifically, those of the women. In this way, the determination of the order of priority of the problems, as well as the possible solutions, lead to the elaboration of the community action plan (CAP), which is now the basic tool for the development of local communities. The following case study illustrates how the process of determination of the order of priority of problems was conducted in the village.

Case study 3 : Determination of the order of priority of problems

The population has no difficulty in determining the order of priority of their problems. To the question: "if someone offers his help to solve at least 3 problems among this batch (obvious and abstract) that you have listed, which problems will you chose first, secondly and thirdly?". The villagers do this easily because they experience the listed problems daily. By working together, women, men and youth succeed in determining the batch of priority problems. Thus, the villagers can, after they have diagnosed a total of 12 or 15 problems in the village, classify them per batches of 3, according to their importance. The batch of the first 3 priority problems listed during data collection concern: the mill, water and the school or community day-care centre.

All the problems identified as priorities concern education of girls in the villages because the young girl is constrained to walk long distances (10, 20 and sometimes 25 km) to fetch water or grind cereals. The other aspect is that the young girl is expected to substitute for her mother or take care of her younger brothers or sisters to permit her to attend to other duties. So the young girl is not free to attend school. School is denied to her. However, the recognition of these problems and their resolution will permit the mother as well as the daughter to fully assume their survival and be involved in the development of the. Village.

The resolution of these priority problems with financial support and/or technical assistance from a development partner constitutes a gain for the community because the priority problem identified and solved permits to solve other problems which are of lesser priority and which are subsequent to these first priority problems solved. In this precise case, the installation of a mill in certain villages has permitted the creation of a local initiative school (LIS), paying the teachers' salary or building a house for the head-teacher..

But where difficulties reside is a situation in which the priority of the villagers is not considered as such by the institution which will provide it assistance, and the villagers are obliged to give in to the sponsor's priority. For example, a community wants the construction of a dispensary, as a priority; but the sponsor has no dispensary in its programme. In this case, the population will have to consider another problem (most likely, that of the sponsor) as a priority, so as to benefit from the help brought by the sponsor. And this blocks the process of development and resolution of the other problems of the village, because this problem was not identified by the villagers as a first degree priority and it cannot activate the resolution of other problems even if they are priorities for the village.

Awareness creation and IEC techniques used

To conduct the micro planning process adequately in the villages, the community worker applies awareness and IEC techniques that permit him to have the village participate in the community empowerment.

Awareness and IEC techniques have permitted, as shown by the data, the consolidation of the mechanisms of planning and community participation in the progress and development activities of the villages.

Target activities especially concern nutritional and health education in the villages and they aim essentially, to change risky behaviours and practices that are harmful to the health of children and women.

In the field, data confirm the mastery of sensitisation, motivation and communication techniques for activities carried out in the villages. The most utilised technique, the village map, which is focused mainly on identified and analysed problems, is also easily mastered by the illiterate population. For example, the Director of Planning (Maritime Region) was struck with admiration while describing the mastery of the technique by a woman who, in a twinkle of an eye, drew the map of her village on the ground, to demonstrate her mastery of her village and its problems.

Thus, the mastery of this technique, as revealed by the data, can constitute a means of transfer of knowledge and skills to village communities in view of its effective application in the diagnosis process without unconditional support from the community worker.

Moreover, data showed that all through the micro planning process, the community development worker combines application of the various techniques with other tools such as semi-structured interviews, from which, he measures the dynamism of the process. Interviews help reinforce aspects that were not clearly brought out after the knowledge of the village process and problem diagnosis. This permits to further specify priority problems according to social strata and to emphasise the batches of the community priority problems.

3.1.5 Elaboration of the community action plan (CAP)

Micro planning data presented show that in the target villages, particular emphasis was put on the elaboration of community action plan (CAP) that will induce community empowerment and development. Data collected underline that all capable and less capable villages have a community action plans (CAP).

CAP elaboration was shown as the means permitting to support service delivery to women, stimulate the development of partnerships and create or reinforce local existing capacities at the village level.

3.1.6 CAP validation

Data show that after the situation diagnosis, problem analysis, identification of actions to be conducted and CAP elaboration, comes the CAP presentation and justification phase, of which the whole community is proud to have successfully conducted the planning process of their village activities.

During validation, the delegations endeavour to give the best and the maximum of themselves to prove the capacities and capabilities they make use of to write down and work out their CAP and also, those of the community to strive for the realisation of identified activities to be conducted for the benefit of the village.

According to data, CAP validation sessions offer opportunities to exchange experiences amongst the villages that have elaborated their action plans in the framework of the CCB Programme. During presentation, these villages demonstrate their commitment, their enthusiasm and their degree of involvement in the micro planning process of the village activities.

Lastly, data stress the fact that CAP validation is one of the assets that permit to increase women's visibility and concern for their actions, retained for community development. Indeed, women represent about 1/3 of the delegation retained to assure the presentation of the plans worked out by the villagers.

There as no woman member on the RPC interviewed in the field in the Prefecture of Vo during the validation session. However, there were two women officers who were Regional Directors respectively of Health and National Education in the Maritime Region, who designated men to represent them on the panel. This situation is not in conformity with the CCB Programme, whose purpose is to foster parity between men and women, demonstrate women's participation in community welfare during meetings and recognise their active participation in the community building process.

Validation of activities retained in the CAP means that the problems diagnosed, analysed and translated into activities are accepted by the village. These activities emphasise specific activities aimed at the development of the community, and more specifically the women. These activities are identified and approved by NGO present at the validation session, for technical, financial or organisational support.

CAP availability in all CCB villages facilitates the intervention of partners (NGO and technical services) under provision of financial, material and technical support to women-specific activities.

All the data presented on participatory approach to micro planning in the community and resulting, mainly, in the elaboration and validation of CAP, constitutes a favourable factor for the organisation of grassroots community' structures in the villages, in order to conduct actions targeting education and awareness creation in the community on behavioural changes in the areas of health, food hygiene, and pertinent issues linked to the survival of the communities.

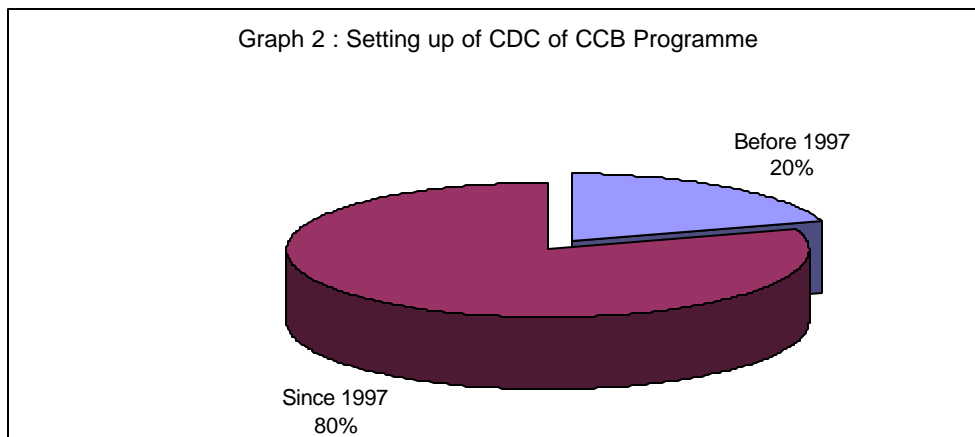
3.1.7 Setting up and training of local management structures: CDC, SPC, HMC, etc.

The performance and mobilisation levels of the communities has demonstrated that programme implementation put an emphasis on the setting up, restructuring, organisation and functioning of grassroots community structures. These structures, created or reinforced, take into account all questions related to the economic, health, social, traditional and cultural contexts of the village and intervene to smooth the environment for the real involvement, as well as a franc and favourable commitment of the organisation, in order to attract support in various resources, for the RCC Programme.

The matter here is to assess the strengths and weaknesses of the implementation of the different grassroots community structures intervening in the framework of the Programme and fostering auto-promotion and auto-development of the village communities retained.

The Community Development Committee (CDC)
“What a man can do, a woman can also do”

According to the objectives of the CCB Programme, the Community Development Committee (CDC) constitutes the principal grassroots organ for self promotion and self development of village communities. This structure was first initiated by the Ministry of Social Welfare in 1995 to serve as a reference and grassroots development tool. In 1997, the RCC Programme built on these structures and favoured, either the restructuring of the CDC in the village where they existed, or the creation in the villages where none exist, to facilitate the execution and accomplishment of the CCB Programme.



Graph 2 shows the number of CDC that have been created or reinforced since 1997, when the CCB Programme started. As currently structured, the CDC is an organ that comprises 7 or 8 specialised commissions, those of Education, Health, Water, Environment Culture, Protection and Maintenance of the village, and Youth..

Thanks to the creation or restructuring of CDCs, the villages have benefited from achievements that have provided them with adequate means of development.. Amongst these achievements, there are: a sample of 20 villages of which, 16 or 80% have benefited from the installation of a mill each, 9 had wells bored, 5 villages have benefited from the building of latrines and 3 villages regularly carry out the maintenance of their vicinities. Furthermore, among the gains, and in collaboration with SPC, are included the creation of a local initiative school (LIS), building or restoration of school buildings, creation of a community day-care centre, literacy centre, storage facilities and bridges. Lastly, a particular emphasis has been put on girls school attendance, as well as organisation of community work in collective farms and also awareness creation in favour of the youth in the village communities.

CDC members, particularly the presidents and secretaries, have unanimously recognised the necessity and importance of the whole village having a CDC. For its role, they say that it permits the populations to get organised to conduct common actions for the promotion and development of the locality. It is representative of all social strata of the population and integrates gender issues. It thus constitutes an organ for consultation, reference and reflection for the progress of the community.

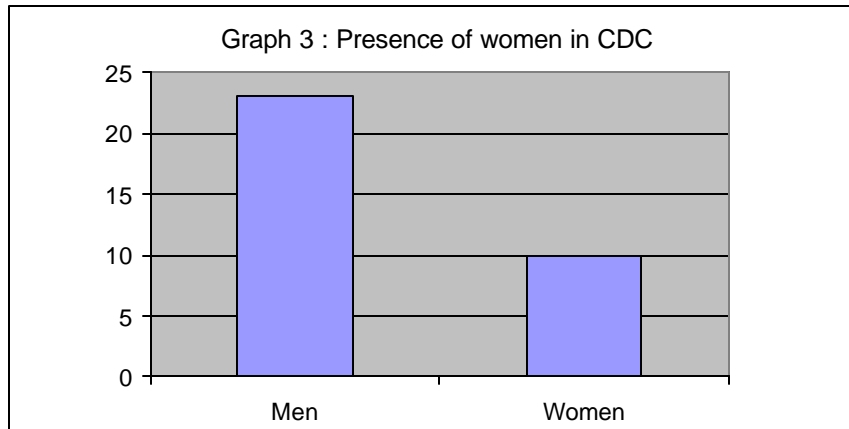
At the village level, 85% of the CDCs have basic administrative documents to enable them to function correctly. These documents include: Statutes (33%), Regulations (35%), a Presence Notebook (40%), a Management Notebook (55%), and finally notification of the prefecture as a community structure with an authorisation to carry out activities in 100% cases. Besides, CDC have well defined tasks to execute and precise missions to fulfil. The results show that in more than 55% of cases, CDC have a work schedule and the periodicity of their meetings is about 70%. Minutes of the meetings are taken in 20% of cases and task distribution among the board members is about 75%.

According to data collected, 80% of the communities asserted that their villages have elaborated, validated and sometimes even updated their CAPs, as a benefit of the presence of CDC in the villages (especially capable and less capable villages). The presence of CDC in the villages has favoured CAP development which actually constitutes the local instrument for the development of the village. This plan, as suggested by the CCB Programme, consists of several steps for its implementation. However, data have revealed that control villages had CDC but only 2 of them succeeded in elaborating their CAPs (Boko-Totsoanyi in the Maritime Region with technical assistance of NGO CREPA and Koukoumboune in the Kara Region with assistance from the Nutrition Department of the Ministry of Health).

In the field, various partners support the action of the CDC. These are, apart from UNICEF and the Ministry of Social Welfare, NGO such as RAFIA, JAC, 3ASC, FIDA, SHD, Aide & Action in the Savannah Region; SAR-Afrique, , Aide & Action, Maison Familiale, in the Kara Region; Fédération CECAV, PODV, CREPA, CONGAT and FIDA in the Maritime Region.

Results show that, confident of these supports, 85% CDC claimed that they have initiated activities for the profit of groups or other community structures. These include creation of health huts, building of schools and school canteens, the boring of wells to provide the whole population with drinkable water, community day-care centres, breeding of small ruminants or pigs, building of storage facilities, installation of mills in each quarter, creation of literacy centres, the acquisition of a grinder, improvement of the track to the village, initiation of a fund in the village for regular contributions and ensuring the training of all CDC members and other community structures of the village. The accomplishment of these activities permitted to alleviate the sufferings of the villages and in particular women. CDC had also to ensure correct management of projects, facilitate contacts with NGO intervening in the region, facilitate access to school in the village and thus ensure improvement of conditions of life of the whole community.

In the majority of cases, and with support from the Programme, the internal organisation of the CDC has been reinforced, mostly in the area of gender issues. Women are present in administrative boards and represent, on average, more than one third (1/3) of board members, and can reach half in certain cases.



In the field, the presence of women on the executive board is significant. The woman is frequently given a position of advisor (13 out of 20); she is rarely a treasurer or deputy treasurer (3 out of 20); and occasionally a chairwoman (1 out of 20). Some others were found at the positions of secretary or deputy secretary (3 out of 20). Data show that women mostly occupied the position of advisor. The fact that women mostly occupy the position of Advisor is explained by the fact that they are, in the majority, illiterate; the very few who are literate have access to key functions.

During the visit, the woman who was president of a CDC was met in the Prefecture of Vo (Maritime Region) and specifically in the village of Yohonou. Data collected through an interview with her show that she is very dynamic, committed, and mobilised for the development of her village. In another case, the woman who was member of the CDC we met was president of the Specialised Commission of Education but advisor on the CDC board in the village of Poutamelé in the Prefecture of Dankpen (Kara Region). This level of women's commitment in the CDC structures attests to the level of understanding of gender issues reached by villagers in the management of community development activities.

The following case study presents the woman assuming her decision making roles and responsibilities as a president of the Community Development Committee (CDC).

Case study 4: Woman President of CDC

This case was observed in the village of Yohonou in the Maritime Region, a 'less capable' village. The Community Development Committee (CDC) has a woman at its head. She is the President of the CDC of the village. The CDC here has 15 members including 6 women. Among the women, 4 are advisors and 1 is the deputy treasurer. The CDC was created four years ago and its members have met once a month. The duration of the board mandate has not yet been determined. Mrs. N. Afi was informed of her role, the composition, functioning and choice criteria of the CDC members.

In the village, Mrs. N. Afi is perceived as an model because she actively participates in all activities that concern the progress of the village; she contributes and participates in awareness community meetings. She has registered all her children for school and ardently struggle for the school restoration.

Mrs. N. Afi is a dynamical and dedicated woman, very respectful and respected in the community. She was born in the Canton of Amegnan, to which belongs the village of Yohonou, she is a practising catholic of 44 years old, she belongs to the dominant Ouatchi ethnic group. She is married and mother of 7 children, all living. Mrs. N. has the education level of CM2 and earns her livelihood by selling hoes and other bare necessities.

As regards associative and community matters, Mrs. President of CDC was proposed by the officers and the population approved her. Taking into account her aforesaid qualities, she was elected as the president of CDC. Presently, she is supported by the community and participated in the Micro planning process of the village that has a CAP with 11 activities. Included in the activities retained in the CAP, only one has been accomplished up to date. Now, the board, through their contacts and negotiations, have won the building of latrines at the primary school of the village.

Today, the village is classified among ‘less capable’ villages, according to retained criteria. This situation is accounted for by the fact that the village of Yohounou is undermined by dissension about the village chief who has an instrumental role to play in the success of the CDC. In a ‘capable village’, the Chief should support the CDC before partners to demonstrate the capacity of the village to benefit from any sort of technical, material or financial assistance.

Some difficulties can be anticipated in the accomplishment of the CAP’s activities because of a woman heading CDC however mobilised she may be for the progress of her community. Indeed, women continue to suffer from lack of consideration, they are still maintained in subordinate positions and expected only to carry out orders. The CCB Programme focuses its actions on full participation of women in the realisation of development activities of village communities.

Data confirm that CDC is a grassroots structure that develops differently, should it be either a man or a woman who chairs its activities. CDC executes or has the activities retained in the validated CAP executed. For its correct operation, CDC relies on its specialised commissions that are identical to the different sectors of the social and economic life of the country. These commissions substitute for the CDC to conduct regular and various activities pertaining to their domains of competence in the community.

Besides, through CDC organisation and operation, the populations have acknowledged that women have become very appreciated in the community because they are more alert (33%), very motivated (25%) and more totally fulfilled (15%). At certain places, the population think that they remain neglected (10%) and their position has not much advanced or changed at all (6%), principally in the village of Ossacré in the Kara Region where not one woman is either member of CDC or participates in its activities.

The improvement noted in the level of women’s participation in the community development activities was made possible through a certain number of actions which were conducted in the community for their benefit. The results show that in many villages, women have won decision power for having gathered in groups and received advice and training. In groups, they have gained in team spirit and acquired more experiences because they have acceded to responsibility functions in the managing board of their groups and had the chance to exchange ideas amongst

themselves. All these have led to behaviour change, because now, they are very mobilised and they fight for the welfare of their village. They now easily speak out during meetings and they have access to small credits that give them the opportunity to participate in the development of the community. So, women devote themselves to the education and schooling of their children, mostly their daughters and they have instituted cleanliness and hygiene within their households.

Finally, participation of women in the various meetings of the constitutive groups and multiple awareness sessions have permitted to have women in the management board of CDC. Women participate in literacy sessions and social life of their community. The reactions of men in front of this advancement of women’s status are diverse: 65% have a positive attitude, 15% are reticent and 20% are rather against it because they do not acknowledge that a woman can have so much responsibility.

The operation of CDC encountered difficulties linked to unavailability of the managing board members, their lack of motivation and repeated absence at meetings. This seriously hampers correct management of the activities and delays contributions to ensure steady execution of the community development activities.

Data reveal lack of goodwill from numbers of villages to contribute in financial resources and lack of transparency in the management of funds collected through the activities or contributions. This second finding was underscored by two Prefects (Tandjoaré and Tone) to deplore the irresponsible attitude of certain elected board members. This case was observed in the village of Tampialine, where the CDC President, Treasurer and Deputy Treasurer left the village during the visit of the evaluation team.

To these problems are added problems of the generation gap between the vision of youth and the elderly for the fulfilment of specific community activities; financial problems due to insufficiency of funds and payment of teachers’ salaries, the absence of school materials and regular technical and material assistance from partners.

Schoolchildren’s Parents Committee (SPC)

“Let’s educate our children, especially our daughters”

Initially identified as a CDC Specialised Commission, the Schoolchildren’s Parents Committee (SPC) is now an autonomous structure and the CDC Specialised Commission of Education functions as a link between the structures. Data collected show that SPC is an organ that supports CDC for the management and resolution of educational problems in the villages. It also comprises an executive board whose composition and tasks definition are almost exact copies of those of CDC. Ninety-five percent (95%) villages visited have Schoolchildren’s Parents Committees that support the Government’s children and girls’ education policy in the villages.

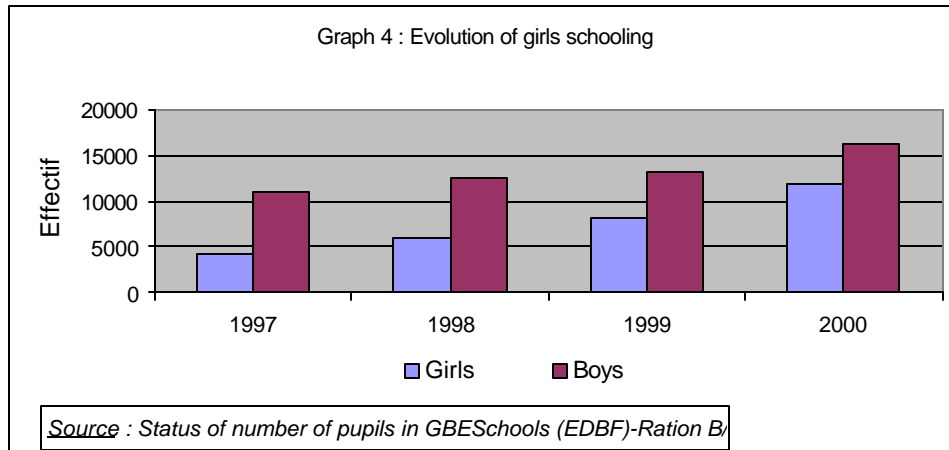
In the villages, SPC have in almost 60% cases basic administrative documents that permit them to function correctly. These documents include: Statutes (41%), Regulations (53%), a Presence Notebook (33%), and management documents (53%). SPC also have well defined tasks to execute and precise missions to fulfil by their members. Results show that about 60% SPC have a functional work schedule and periodicity of their meetings is about 82%. Minutes of the

meetings are written down in 41% cases and task distribution between the board members is nearly 90%.

Active participation of SPC in the Community Action Plan (CAP) elaboration have largely contributed to the success of the participatory approach. Thus, CAP include community education and especially girls' education activities, which are retained during validation. In addition, this participation in the various meetings facilitated identification and resolution of priority educational problems of the villages.

Existence of SPC also permitted the villages to carry out several realisations in the domain of education. The evaluation team inventoried the building of community schools (commonly called local initiative schools – LIS) mostly built in clay (apatam) or as permanent structures by the communities themselves in more than 75% cases. This leads to creation of canteens (6%), the building of a house for the headmaster and teachers, nearly 25%, making of tables and desks for the pupils almost 20%, building of community day-care centres in 12%, literacy centres 6%, recruitment and payment of the teachers' salaries in more than 35% cases and finally, girls schooling at almost 33%.

Furthermore, actions of SPC in the field are supported by several partners, which mainly are the following: UNICEF and the Ministry of Social Welfare for 35.5% and for less than 65%, all NGO intervening in the 3 CCB Programme target regions (Maritime, Kara and Savannah), including: *AGAIB, 7è FED, PAGED, Aide & Action, CONGAT, FIDA, CREPA, PODV, la Colombe*, etc.



SCP have contributed to reinforce the activities of CDC in the domain of education. SPC with the help of the community, initiate creation of village schools called LIS. LIS are built in clay with the roof covered with straw, tree trunks supported by posts are used as seats by the pupils. These schools have been reorganised or rehabilitated with financial and material assistance of certain partners such as: *AGAIB, 7è FED, PAGED* and *Aide & Action* in all three regions covered by the Programme.

The improvement of school attendance rate in the villages and especially for girls is due to grants from UNICEF through direct assistance in educational materials. Thus, schoolchildren from

grade 1 through grade 3 each receive a package of materials, including exercise-books, a slate, pens, pencils, etc. The materials vary according to the grade of the pupil. This assistance also includes financial help in decreasing the school fees to FCFA 800 for girls and FCFA 1.100 for boys. This implies that support to girls schooling is 75% and 25% for boys.

SPC mobilisation backed by the Girls Basic Education Programme (EDBF or GBEP) has contributed to the improvement of school attendance rate of girls as well at the level of public primary schools as at LIS level.

In the field, this support from the GBEP Programme is well visible through the presence of girls wearing school uniforms and going to school in the villages. In the villages, the number of girls attending primary school or local initiative schools is very revealing and has more than doubled within these four years of the Programme implementation. Moreover, this action is reinforced by support from several NGO.

Graph 4 demonstrates the combined action of the CCB and GBEP programmes in the villages. From 1997 to 2000, the school attendance rate of girls has exceeded the double (2.8%). The evolution of the number of girls at school is sharp and well visible compared to that of boys. Children's schooling, girls as well as boys, is financially assisted by the GBEP Programme to enable many parents to face their children's schooling fees. Special financial and material support is given to girls to allow them to go to school like their brothers.

This action is also strengthened by the Specialised Commission of Education that ensures awareness and awakening of the population about the importance of school for children, particularly girls, illustrated by the following case study.

Case Study 5: Woman President of the Specialised Commission of Education

This is the case of the village of Poutamélé in the Kara Region, a 'capable' and strongly mobilised village. The Specialised Commission of Education of the Community Development Committee (CDC) has a woman President at its head. The Lady was born in the village, she is a dynamic woman, dedicated and very mobilised for the cause of children's school education in the community. She is 37 years old, animist, belonging to the Kabyè dominant ethnic group. She is married and mother of 5 children. She went to school in the village and reached the level of CE1 (grade 3). She is a farmer.

She is member of CDC as Deputy Treasurer and Advisor in the women's Group. She has played a very important role in the community mobilisation and actively participated in the micro planning process of the village, which has its CAP.

Her principal activities consist in awareness creation in parents on sending their children, especially girls to school. Should one of the children be absent at school, she is informed by the teacher and she visits the child at home, asks the parents the reasons for the absence and encourages the child to return to school. She conducts awareness sessions with the parents and show them the benefits of school education of children, especially girls. Presently, the number of girls attending school is 52 for 120 pupils, or 43%.

The dynamism and dedication of this woman are very encouraging, because for lack of means and persons to support her, she interrupted her own schooling. Now, she is committed to help

her community, mostly girls, in their education for the development of her village.

According to data and SPC, the status of women has been largely improved at 85%. Women have become very active in more than 35% cases, they help men and fare well for 25% and they are well fulfilled and freer in more than 40% cases. This new situation of women is highly appraised for being involved in and associated to the management of the problems of the village. Furthermore, they are awakened and committed to fight for a better future for their children and, also, they have benefited from some gains from the CCB Programme such as: literacy, access to credit and management of mills. Even though women have no instruction (75%), being illiterate for most of them, they exchange a lot of ideas among themselves and succeed to better educate their children, increase their purchasing power, meet all the needs of their family and raise the quality of their community's life.

The functioning of SPC encountered some difficulties and constraints linked, essentially to the unavailability of the management board members, their lack of good will and repeated absence of at meetings, which constitute a hindrance for correct running of the committee. In addition, absence at meetings entails delay in contributions for successful implementation of the community development activities.

To these problems are added the problem of the generation gap (18%), financial problems (47%) related to insufficiency of funds and teachers' salary payment. Other problems such as lack of school materials (12%) and parents mobilisation (12%) also constitute hindrances to sound management of SPC activities.

To the question: "Do you have other initiatives to carry out for the profit of the community?" SPC approved at 95%. So, SPC plan to contribute the installation of other community infrastructures for the development of the village. We have recorded the building of schools (35%), a well in each quarter (12%), health huts (12%), improvement of the track to the village (18%), building of latrines (25%), initiation of a funds that will serve for supplies for the correct running of the school and finally, solidarity and mutual help spirit between the various structures existing in the village.

For future perspectives, each SPC wants to help their villages to put up school permanent infrastructure, supplied with tables, desks with an office for the school headmaster, houses for the headmaster and teachers, latrines and wells for drinking water. They also want to invest in the building of a community day-care centre and literacy centre to liberate girls and allow her to attend school. SPC wish to have their schools recognised by the State so that teachers' salary be regularly paid. Finally, SPC wish to start the building of health huts in the villages, because of the high rate of malaria (33%). SPC, together with CDC and the village chief have committed themselves to promote the maintenance of the village to assure sound and favourable environment for the benefit of the whole community.

Eventually, efforts deployed by SPC in consultation with CDC, traditional chiefs and financial support from Groups permitted to tackle educational problems and raise the educational level in the villages.

Furthermore, support given by SPC to activities retained in CAP, including awareness and education sessions of the populations on specific issues linked to girls school education, health of children at school etc., to ensure better health for the population, have revealed profitable for the progress and development of the villages.

Health Management Committee (HMC) ***“Health first”***

HMC has been identified as a CDC Specialised Commission of Health. Evaluation results show that the Health Management Committee (HMC) does exist in most villages and if it exists, it is an autonomous structure. In the same way as SPC, HMC initiates and executes health activities in the communities and the Specialised Commission of Health constitutes a link between this structure and CDC.

The results show that HMC has an executive committee whose task is to manage health problems in the villages. Women belonging to the committee’s board are responsible for and apply themselves to manage health and hygiene problems in the villages. HMC, together with CDC and the Specialised Commission of Environment, organises regular cleaning activities in the villages to make the environment healthy and pleasant for the population.

The executive board of HMC periodically meets and has basic administrative documents too for its correct functioning.

The different achievements of HMC include the building of a health post and the payment of the health personnel’s salary. At the level of the village, the health worker is an intermediary between the village and the structure. Presently, there does not exist any functional well in the compound of the health post and no equipment or medical materials for adequate operation.

Principally at the level of the villages, HMC has carried out the building of a health hut in the village of Vo-Attivé and a hut to serve as a village pharmacy at Koukounboune. At the level of the health hut, although the population’s visit is poor, the Committee is satisfied of its work because after training, they have succeeded to awaken and motivate the population mostly for vaccination and delivery of other curative services. HMC also conducts awareness sessions on girls’ education and care for young children in the village.

Most difficulties that the various grassroots structures meet today, including HMC, is essentially the absence of its members at meetings and lack of community willingness to adopt healthy behaviours in the villages.

During the evaluation team’s visit, only 2 villages were found to have structured and functional HMC. These HMC are at Vo-Attivé, a ‘capable’ village in the Maritime Region and Koukounboune, a control village in the Kara Region, benefiting from technical, material and financial support from the Nutrition Service of the Ministry of Health.

Among the other difficulties, HMC was preoccupied by failure to accomplish some projects such as the enclosing of the precincts of the health hut and the population’s lack of concern for

contributions towards its functioning. The other important problem to solve is the building of a house for the health personnel and supply of medical materials and equipment to the health hut.

The initiatives of HMC for the benefit of the community focus on education, awareness and mobilisation of the villagers. For HMC, when a villager has malaria, he must immediately go to the health hut to receive the appropriate care; he must not wait until the critical stage of his illness and now asks the health agent to work a miracle for his healing. Finally, HMC intends to conduct awareness about the environment, especially the management of household refuse and education of the population on the importance of health, preservation of food and the importance for the village to conduct regular collective cleaning activities.

Groups Management Committees

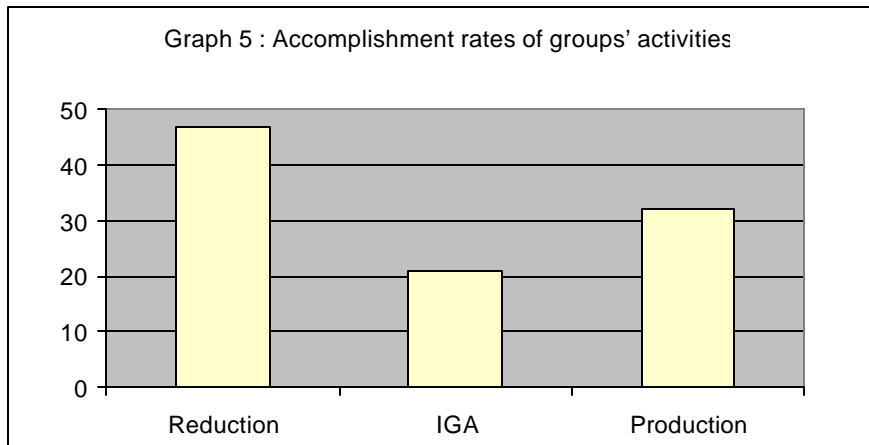
Referring to the objectives of Project 02 of the Programme, support to women’s specific services, groups constitute a strength or a social capital in each village. In the visited villages, women’s groups have symbolic names: Lolonyo at Vo-Attivé; Novissi at Atouéta; Tanalafia Nyame Wobre at Kougniéri, Mondo at Obiélongou; Domefa at Yohonou; Dalfakam at Babigou; Fissouwè at Poutamélé; Lom-Nava at Boko-Totsoanyi and Tesomptiliebe at Nambenga II. All these names evoke mutual aid, solidarity, relief of distress, the end of a difficult situation, emancipation of women or improvement of their living conditions.

In the villages, 90% groups have basic administrative documents for correct functioning of the management board. These documents include: the Statutes (45%), Rules of Procedure (67%), Presence register (61%) and management documents (95%). Besides, the groups have defined specific tasks and missions to execute and fulfil for the community welfare and so, they define working conditions according to some norms to respect. The groups also have a work schedule and respect the planned periodicity of their meetings.

Participation of the group in the elaboration process of the Community Action Plan (CAP) was high (80%) and led to retain the major activities identified by women for the profit of the community. In this case, groups’ participation in the various meetings to organise and work out CAP represents nearly 55%. They contributed to identify priority problems of the village, particularly those related to women’s promotion and children’s protection in the community. They also contribute to solve educational problems, mainly, the payment of teachers’ salaries, and restoration of school buildings, and finally, for the resolution of many other problems of the village.

The groups’ activities are selected and retained by the members themselves. Only NGO RAFIA intervened for the choice of one activity for a group. The reasons motivating the choice of these activities, are explained as follows: “*We live in farming regions and we are farmers so we have the land as an asset*”. Sometimes for credits activities: “*We buy and re-sell goods at shortage periods*”. These are activities that bring in a lot and enable us to improve our incomes. We lack means for the preservation of our products. The results have again showed that there exist two other fundamental reasons for the choice of the activities. These include first concern for the women to take responsibility for themselves to become self-sufficient and ensure development of the community, and then, the relief of their suffering caused by their very difficult life conditions.

The effects of these two fundamental reasons are to help the population and specifically schoolchildren to receive quality instruction in the villages.



It was found that women in groups are united and organise among themselves to design, elaborate and execute specific activities that contribute to the improvement of their living conditions. Thus, they can benefit from the advantages of the co-operatives because, now, partners in development or NGO provide support only to groups for community development. To profit from the advantages, data have confirmed domains of activities retained by the groups. These are principally: activities for women’s domestic tasks reduction and income generating activities including activities for agricultural, craft or commercial production. Accomplishment rate of these activities is presented in Figure 6 above.

Major achievements of the group focus on agricultural activities (50%), the management of the mill and loans for small trade (more than 70%). To these realisation proper to groups, other activities are initiated too and concern participation in community work (28%), the management of children’s education problems, community day-care centres (35.5%) and building of storage facilities (39%).

Concerning the assessment of the groups’ production, data show weak results at all levels. In agriculture, the quantities of products harvested by the groups remain positive according to themselves even though in term of production, these quantities are very small. In one year, the production is either 2, 3 or 4 sacks of maize, or 6 to 20 bowls of beans, or 2 sacks of groundnuts, or 1 sack of millet, or 2 sacks of rice for groups that comprise in average 33 members. As for revenues, data are limited and only take into account two examples of FCFA 103,000 and FCFA 312,760. Incomes from the various activities conducted also remain low. Two types of even lower revenues of FCFA 8,000 and FCFA14,000 were also recorded. The highest revenues were FCFA 120,000 and FCFA 203,750. These four examples show two types of activities. The first is agriculture for food crops production and the second concern the management of the mill which constitutes an income generating source for the groups and permits them to participate in the various community realisations in the village.

The beneficiaries of the groups’ production activities are of three kinds. First, the women of the groups themselves in 100% cases, then the management of schools in 60% cases and finally the community in 45%. These data confirm the fact that the main underlining idea for the groups is to relieve the sufferings of women in all aspects by supplying them with adequate means to take care of themselves first, and then their families with a particular emphasis on children’s education and finally activities of the community they belong to.

Considering the satisfaction level of the groups’ members, the gains and benefits generated by them through their activities directly go to the members in 72% cases and to the villagers for 28%. Groups use the benefits to solve children’s education problems in the villages (39%). It also happens that the groups help each other in 17% cases. In this case, projections for the future made by the groups essentially comprise savings that represent 55% of groups’ gains, thus permitting to grant small loans among the members. Then the purchase of another mill to generate funds for the development of the group’s activities. They also can help for the accomplishment of other community realisations such as: enlarging the school, putting up a canteen in the school, reactivating the day-care centre, paying teachers’ salaries and others.

To the question: ‘‘What does the group contribute for the developement of the village?’’ All groups asserted for 78% that they had contributed a lot to improve life for the communities through the accomplishments of the major activities retained by the groups. These activities included building, rehabilitation and loans to schools (28%), mills (39%), wells boring (17%) and finally, savings (16%). Groups also provided various aids for the building of literacy centres and community day-care centres and school canteens (28%), building of latrines in the villages and generating funds to help the village especially the chief. Availability of mills in the villages makes life enormously easier for the communities, especially families because, this makes it possible now for them to have their grains ground even late at night. Finally, groups have largely contributed to sending girls to school because thanks to the realisations listed above, girls are freed and allowed to attend school without any trouble.

The difficulties groups encounter are manifold. They concern absence of the board members at meetings and diminution of the number of groups’ members (35%). The major difficulties include the management of the mill, hostility of men and problems of credits (61%). The difficulties concerning lack of motivation and repeated absences at meetings were strongly felt in the villages of Namon Centre and Adélo in the Region of Kara. Now, the problems of lack of water, scarcity of rains and the non-existence of a dispensary worsen living conditions in the village.

Another problem concerns men’s implication, which is marginal. More than 45% groups have no men members. Nearly 28% have one, two or three men members and they assume the function of secretary of the management board. Two other groups have between 7 and 9 men among the members and they represent 11%. Finally, there is a group with 19 men, which constitutes 6% of inventoried groups.

Data confirm also that groups are strongly supported by the villagers for more than 72%. Indeed, groups constitute one of the keys for the development of the villages and they initiate and conduct activities profitable for the whole communities. Activities of the groups are retained and

comprised in the Community Action Plan for 85%. Thus the groups receive support from the whole community concerning their needs that are the same as the entire population's.

Data reveal that groups have fostered the improvement of women's status. This occurred in more than 82% cases. Groups permitted to solve significant women's problems, principally school for girls, access to credit, and others. They have strongly contributed to improve living standards of women, as well at home as in the community or group. They have thus become more fully fulfilled, financially autonomous and liberated from some strenuous homemaking tasks. They largely help for children's schooling.

Concerning future perspectives, results have revealed that each group wants to help its village to initiate many other activities to ensure community development. Although their financial means are insufficient, groups wish to contribute to the purchase of mills, grate and building of storage facilities (23%), learn how to make soap (6%), enlarge the school and create literacy centres and day-care centres in the villages (28%), and help for the sinking or boring of wells (17%). The groups solicit help for their activities through loans or training of their members to able to improve the management of their activities. Groups wish to extend their partnership to other sponsors to have good guarantee of access to credits and assure good savings at their level. To this end, they will be able to develop their activities retained and integrate other groups.

In conclusion, women have seen their lot significantly improved. Seventy-eight (78%) women asserted that their daily occupations had diminished in term of time. They use this spared time to go about their groups' activities but also to carry out personal business. Groups' activities include community farming or other production activities. The women's personal business includes, in addition to homemaking, literacy classes attendance and leisure in which they take much pleasure.

So, this analysis confirms that the participatory approach to micro planning under the CCB Programme facilitates free expression of their needs by informed and awakened populations. Furthermore, this free expression has permitted technical and financial partners to take into account the needs expressed, which result in a response more adapted to their expectations rather than the only rationality of the Programme promoters.

3.2 Support procedures of partners to women's specific services

Realisation and execution of women's specific services for the benefit of village communities are the means implemented by the CCB Programme to help the villages to participate in the management, promotion and development of their communities. This achievement is strongly based on partnership with NGO and management of activities conducted by women.

3.2.1 Partnership with NGO

According to the operation plan, the CCB programme supports development of partnership with other programmes/projects to permit access to services not covered by the co-operation programme.

The document analysis revealed that partnering was translated through various forms of collaboration with NGO and concretised by the signature of Co-operation Agreements with UNICEF or agreements with decentralised programme of regional and local levels. In 1990, Mid-term review stressed collaboration with 6 NGO (AFVP, RAFIA, SAR-Afrique, SHD, Fédération CECAV and AJEGAT).

During field visit, the evaluation team did not identify any action realised by the other agencies of the United Nations system in the framework of the Programme. Partnership with United Nations' agencies (UNDP, WHO, UNFPA, etc.) in the field is marginal. It is only manifested through their social programme of development, such as AGAIB, financed by the World Bank, whose accomplishments are visible in the 3 target regions or the FIDA Programme in the Savannah Region.

Data collected in the field show that today, partnership is very diversified with NGO. The team inventoried more than ten NGO intervening in the framework of the Programme. The essential accomplishments are carried out with Non Governmental Organisations at national or international scale and sometimes directly with the community through CDC. The execution of the projects result from activities retained in the CAP. It implies that different CAP components that do not directly depend on direct interventions of UNICEF are taken into account.

All specific activities realised by the communities, especially women, were possible through orientations given by the community development worker and support from development partners.

We are going to consider the case of two NGO, one in the Savannah SHD and the other one in the Kara, SAR-Afrique to document relationship with the CCB Programme.

Case study 7: NGO – Humanitarian Development Service (SHD or HDS)

Since 1984, the Humanitarian Development Service (SHD) has provided assistance to village communities in the Savannah Region. It sponsored the villages in hydraulics, agriculture and cattle breeding, primary health and community schools building. In the framework of the CCB Programme, this support concerned hydraulics and continued with wells boring in Oti South-West. To date, HDS has intervened in 39 villages covered by the CCB Programme and also supported compost fabrication.

HDS participates in the validation of CAP, carry out technical visits in the field, train village communities in compost fabrication techniques. HDS recruited and gave the Programme two additional workers who have been operational since May 2000.

HDS animates and mobilises the communities for their training in compost fabrication, open sky improved wells digging, increasing agricultural production and supplies agricultural materials (for the alleviation of women's tasks).

HDS intends to maintain collaboration with the CCB Programme because it wishes to contribute to extend the Programme to a large number of villages and ensure training for transfer of knowledge and skills to men and women for 5 or 6 more years under the Programme.

In the Kara, collaboration with NGO is illustrated by the specific case of NGO SAR-Afrique.

Case study 8 : NGO Rural Health - Africa (SAR-Afrique or RH-Africa)

NGO Rural Health - Africa (RH-Africa) has been present in the Kara Region since 1993 and has served as a public interest institution for good health in the communities. It supported communities in 2 domains: 1) Health, including community health, village pharmacy, community development and training in community health; 2) farming and cattle breeding by monitoring peasants in the mastery and use of new farming techniques.

In the framework of the CCB Programme, RH-Africa have supported CCB villages since 1999 in mills acquisition and loans for income generating activities and alleviation of women's tasks. RH-Africa assures follow-up/advice of executive committees of women's groups to ensure correct management of funds. The intervention of RH-Africa with groups is based on its capacity to manage the community mill and book-keeping.

RH-Africa participates in CAP validation, carries out technical visits in the field, train women's groups in management techniques (mill, AGR, etc.). RH-Africa participates in RPC consultation meetings. It signed 2 protocols of agreement with UNICEF for the putting up of the mill, 7 mills were realised in 1999 and 13 are currently being put up for the year 2000. It recruited two additional workers who are operational this year 2000 and intervening in the two prefectures retained under the CCB Programme.

Globally, these two NGO constitute two typical well documented examples showing the importance of and collaboration level agreed upon by the two partners with UNICEF. The signature of the Protocol of agreement is essential because it permits UNICEF to know which NGO has any specific activity to carry out for the progress of the communities' development and thus avoid duplication of interventions among NGO.

Findings in the field show that there is a problem concerning absence of collaboration between NGO and co-ordination with community workers, Prefectural Directors of Social Affairs and other institutions present in the field. Faced with this attitude, the team found that there was lack of confidence in the choice of services offered by certain NGO. This finding was pointed out by two Prefects (Dankpen and Tone) who are members of LCP and thus posing the problems of dispersion of these NGO's mission in the target communities.

Data also show the existence of some NGO, that intervene in the villages according to their own criteria and following their modalities of funding. These NGO conduct support activities for the communities and women's specific services but their approach is not participatory because it does not include neither contribution nor participation from the communities but provides 100% support to activities conducted in the village.

For example, it was found that sponsoring children and financing women's income generating activities were conducted without any proper plan of credit management. In the Prefecture of Vo, the national NGO, *Centre d'Action pour le Développement Intégral* (CADI) or Action for Integral Development (AID), implemented a support project for destitute children's education for two years. It provides materials, pays the whole of girls and boys school fees. A modest loan of 15.000 FCFA is granted to mothers of these sponsored children to start small trade activities. Presently, this support is offered in 8 villages and benefit 271 schoolchildren for school materials,

165 schoolchildren for school fees and 158 mothers for the small loan. This support implies two types of dangers that are first total dependency of parents for the payment of their children's school fees and secondly, frustration of the other children who are not taken care of. This similar situation exists in the prefecture of Kéran, in the village of Atétou, the international NGO Börn Fonden initiated a sponsorship project for destitute children. At primary school, it selects children on criteria unknown to the teachers to take charge of by paying for their schooling, vaccination and delivering other support services for their benefit. In the same class, there can be sponsored and non sponsored children. The sponsored children have their school fees entirely paid by the NGO and all school materials available. This situation creates great frustrations among the pupils.

This situation is not conform to the rules and norms of participatory approach implemented in the framework of co-operation with UNICEF. This approach initiated by the two NGO does not encourage parents to pay for their children's education or health. The parents are not educated to continue the action of the NGO after the period of the sponsorship programme has elapsed. In brief, the beneficiaries will be unable to take over the execution of the activities financed by the partners for their own profit.

Apart from these two NGO, results reveal a positive level of collaboration among the NGO and the CCB Programme. This collaboration has favoured relationship among villages/NGO and assured multiform support and sustainable monitoring of activities retained in villages' CAP.

It was also noted that in the Kara Region, renewal of NGO RH-Africa was automatic and did not take into account the opinion of all RPC members. In 1999, this NGO was retained by RPC to help purchase mills and train the villagers in their management and other activities, but other NGO have not succeeded to obtain their authorisation to be associated to the implementation of other CCB Programme activities in the region.

3.2.2 Support to specific activities

In the field, the existence of community structures intervening at the grassroots and women's organisation with assistance from the Programme reveals that local communities and in particular women, can successfully co-ordinate and conduct tasks provided that they are mobilised and aware of essential and daily problems of their existence.

Support directed at women, principally constitutes the reinforcement of their capacities to organise in groups, initiate activities, plan them, adequately manage them and produce good results, based or not on management documents they will learn how to use. To this effect, women's activities will be divided up in two parts with a privileged link in common that is the improvement of women's conditions of existence and life. These two major activities are the alleviation of women's tasks and increase of their means.

Activities for reduction of household tasks

Execution of activities for the improvement of women's life, specifically, the fitting out of mills, sinking of wells, fitting out improved stove, reforestation, making of manure-pits, building of

community day-care facilities and school canteens, building of family latrines and others, constitutes a basis for changing conditions of women's existence. These activities are generally inventoried nowadays as the minimum for a woman to have a totally fulfilled in her community.

Data show inadequacy in the realisation of these activities compared to the requests recorded consecutively to the activities conducted in the villages under the micro planning process. For example, for the building and operation of the school canteen in the village of Babigou, in the Region of Savannah, the contribution of the village community is to provide food after the premises has been built. The contribution of the financial partner, which UNICEF, is to provide the utensils. The utensils have not reached the village for a whole year and the food provisions have gone rotten. The villagers became frustrated with the community worker and other concerned authorities. Furthermore, concerning the mill inventoried villages were mobilised and planned according to the micro planning and that up to now have no mill, this was observed in the villages of the Savannah Region. It was also found that the conveying of the mill could only be done in the dry season, period during which tracks are relatively passable but the major problem was that CAP were not budgeted and requests for funds suffering from administrative slowness (vertical process coming from the grassroots towards the summit), does not facilitate the timely fulfilment and follow-up of the activities integrated in the CAP and aimed at women's domestic tasks reduction.

Revenues increasing activities

These activities concern principally income generating and production activities. These are geared towards providing women with financial autonomy to assure her independence and necessary means to participate in the management of the community development and progress activities.

Income generating activities constitute, according to data, the important part of essential activities of groups. They are chosen according to needs and/or diagnosed problems by women during the micro planning process. Usually, activities conducted by groups constitute the management of mills put up with the contribution of the groups. Then, there are small trade activities that are first organised among the members of the groups and then for the profit of the community.

According to data, the fulfilment of these activities is limited to a small scale, which does not yield an adequate benefit to correctly sustain the groups and their members. However, thanks to training received by the members of the groups' management committees, the women brightly succeed to organise so that the profit generated by their undertakings is sufficient to meet the collective needs of the groups and be used for the whole community's welfare.

Similarly, production activities essentially concern community work organised by the groups on certain days of the week retained to carry out these activities. On these days, the women mobilise and participate in the group's work. The profits from these activities are first for the group members and constitute their livelihood and when they have surplus, they sell it for money. In the villages, as the land belongs to men, groups have difficulty to find farming land. Women owning land are widows or unique inheritors of their fathers. It is only in these conditions that they have land to give to the group. Otherwise, certain groups work on leased lands that they paid for either in kind or in cash.

The analysis revealed that women's specific activities assure the mission they have assigned themselves by permitting them to gain the minimum for the improvement of their living conditions. Nevertheless this mission will better achieved if required measure accompanied these specific activities directed at women's participation in the community development process.

3.3 Administration and management of the programme

This analysis showed that in general, the institutional framework set up for the administration and management of the CCB Programme is operational and as an evidence the Mid-term Review of 1999 and observations made by the present evaluation show the following:

- Technical, material, methodological and organisational contribution needed by the communities in the elaboration of CAP and follow-up, has been made possible thanks to the prefectures and regional structures (LPC and RPC) put in place in the framework of the national decentralisation policy;
- Considering the multi-sectoral nature of the Programme, these organs offer the necessary consultation and co-ordination framework for its execution;
- The methodology based on permanent mediation with the population and the validation, in a concerted manner, of solutions by men and women, favours the adherence of the whole community and particularly the women; and this is translated by the different forms of organisations put in place for the management and monitoring of the activities of the programme;
- The taking into account of access to basic services (education, health, water, sanitation) in the organisation, administration and management of the programme constitutes a source of motivation for the communities.

However, some perceptible problems and/or constraints were noted in the operation of the institutional framework.

- The process put in place for elaboration of requests for funds is long and constraining. Requests are issued at the grassroots and transferred to RCP for action. The requests are signed by the Regional Director of Planning, validated by the United Nations' Volunteer who is the Administrator at the level of Kara Region and sent to the National Co-ordination that signs and forwards them to UNICEF, from where the money is sent into the account of the region. At the level of the three regions, the RPC pointed out that the requests are always late because of the long procedure that also constitutes a blockade for the execution of the activities retained in the CAP. In the Kara Region, for example, the RPC pointed out that there are requests issued in March for activities to be executed in October for which the funds have not been received up to the date of the interview (19/12/2000) for reasons linked to the unavailability of documents to justify past expenses for activities carried out either in the field or at the LPC or RPC level.

- Another major problem, duly identified by the Mid-term Review, concerns the administrative structure and co-ordination of the programme. Indeed, the implementation of the programme, entrusted to the Ministry of Planning and the Ministry of Social Welfare indicates a double tutelage (co-supervision), according to the identification form; but such as presented, the Administrative and Co-ordination Structure does not reflect this preoccupation. This incoherence has had negative consequences on programme implementation, even if intervening parties at regional and prefectorial levels endeavour, with mitigated success, to contribute to the co-ordination of activities.

Analysis of the present situation shows that none of the two institutions fulfils all conditions for effective and efficient supervision: The Ministry of Planning has the administrative and institutional capabilities at the regional level, which permits to anticipate co-ordination of activities and mobilisation of partners; but shows a great weakness in terms of absence of co-ordination structures at the grassroots and at the prefectorial level. The Ministry of Social Welfare, is well equipped, in terms of technical capabilities, through what Social Promotion Workers do because of their basic training and what CCB programme has accomplished in the area of training. In summary, the Ministry of Planning possesses only the capacity for administrative and institutional supervision, whereas the Ministry of Social Welfare has only the technical capacity. One is tempted to wonder then if this situation accounts for the present structure of a supervision Ministry (Planning) and an 'associated' Ministry (Social Welfare).

Other equally important problems include:

- Problems of the capacity to arbitrate between the choice of different strata of population during CAP development, which demands great patience and knowledge by community development workers and CDC members;
- The non-respect and/or delay in respecting commitments in terms of financial, human and material resources by partners, including UNICEF and other sponsors, delay from regional directorates (RPC) in the presentation of status (activity and financial management) reports, to justify previous advances perceived or bureaucracies and administrative bottlenecks, or simply problems of cash flow (unavailability of funds) on the part of sponsors. A specific case in point (according to concerned authorities) is the 'unbearable and painful' delay in the supply of materials by UNICEF : for example, the necessary equipment (means of transport) for the setting up and operation of school canteens in the Prefecture of Keran (Kara Region) and prefecture of Tone (Savannah region) in exchange for communities' participation in forms of provision of food stuff, selection and training of 'Mama Canteens', etc.
- Insufficient or inadequate personnel, particularly community development workers, contrary to the norms defined by the programme, for mobilisation, awareness and training of organised groups and community structures, which accounts, at least in part, for the difference between the number of target villages and the number currently covered;
- Logistical problems at the level of regional directorates, especially Regional Planning Committees (RPC). This has to do with the lack of means of transport for follow-up/supervision visits, information collection, filling out forms and questionnaires, as well as forwarding of data.

- The timid monitoring of programme activities by UNICEF, due to its marginal presence in the beneficiary regions, contrary to its policy of decentralisation of programme implementation in the country. The evaluation team observed the presence of the deputy programme administrator based at Kara and who covers only this region, for the purpose of programme monitoring, but whose attributions do not formally cover the follow-up of the implementation of the CCB Programme. Nonetheless, the distance between Lomé (the capital of the country and the headquarters of UNICEF operations) and the nearest site of the CCB programme is more than 400 km to the North, thus making difficult the follow-up of activities from Lomé, not to talk of the bad condition of a large portion of the road.

Data analysis and interpretation show actual awareness of problems, resources available and constraints, on the basis of which the communities can start actions for the development of their village. In terms of achievements, the communities have understood the importance of cost sharing for the implementation of specific activities aimed at the advancement of women and protection of children. Even if the demand for financial participation poses a serious problem due to lack of means and persistent economic crisis, the provision of total funding for the implementation of activities by certain NGO do not facilitate a proper mastery of the participatory approach by the communities.

Consequently, the conservation and consolidation of the gains generated by the Programme, and the correction of the weaknesses identified in the process of its implementation, should retain the attention of decision makers and managers of the CCB Programme in the planning of the remaining activities; and orient future monitoring and supervision activities, with a view to facilitating the achievement of the objectives of the Programme at final evaluation.

PART IV: RESULTS AND EFFECTS OF THE PROGRAMME

Following the presentation of the results produced by the analysis of the data collected on the implementation of the CCB Programme, it has been established that after 4 years of execution (1997-2000) in the field, the CCB Programme has produced palpable positive changes in the target communities. What then is the degree of change effected within the communities? What is their depth and their scope for the future of the Programme? Lastly, how do the village communities intend to appropriate, in a sustainable manner, the gains generated, for the welfare of their population?

To answer these questions, the first part of this chapter will present the major results of the Programme by assessing its pertinence, coherence and effectiveness on the basis of geographical coverage, level of performance of the villages, degree of social mobilisation and rate of financial implementation. The second part will focus, essentially, on the actions induced by the Programme through the implementation of the four strategies of the CCB Programme and necessary sustainability produced by the Programme.

4.1 Results

4.1.1 Relevance of the Programme

Relevance with regard to the sector-based policies of the Government

The sector-based policies concerned are those related to the support project to public investment initiated by the Government for the realisation of micro-projects at the grassroots. The policies emphasise basic education (mostly for girls), health and hydraulics, promotion of women, environment and fight against poverty. These sector-based policies introduce a change of approach in their methodology by elaborating community action plans, involving prefects and validating actions at the level of the prefecture. The intention here is to analyse how the objectives, strategies and activities of the programme fit into the orientations of these different policies.

In this regard, the policy of the Government is centred on the decentralisation, planning, implementation and management of development activities. Thus, in the framework of the CCB programme, the government is 'anxious to reinforce the results achieved in the Savanah, Kara and Maritime regions, in the involvement of the communities in the planning and management of health projects : Bamako Initiative (IB) and Hydraulics (FORMENT) during the 1990-93 Co-operation Programme and particularly the experience of integrated participatory planning of development activities, conducted in 1994-95 in an experimental way in three prefectures (Oti, Kozah, Ave).

The purpose of the CCB Programme is to provide various sector-based programmes support for the control of survival and development of children and women by the communities themselves, particularly women, in 50% of the villages of the 8 prefectures of the regions of Savanah (Oti,

Tandjoaré, Tone, Kpendjal), Kara (Dankpen, Kéran) and Maritime (Lakes and Vo), because of the low rate of schooling for girls in the framework of local and participatory development, women's promotion and fight against poverty. The specific or immediate objectives of the Programme are: 'To improve the capability for planning, management and follow-up of 50% of the village communities of the selected prefectures, by ensuring equitable participation of women in the process' and 'to increase access of 80% of the women to specific services that they have identified as priorities in the villages possessing Community Action Plans (CAPs) and guarantee their involvement in the management of such services'. Both objectives relate respectively to Micro-planning and support to women-specific services.

The analysis of Government policies, as well as the objectives and strategies of the CCB Programme, establishes their pertinence. The expected results are also in harmony with the priority domains of the action plan of the Ministry of Social Welfare and Women's Promotion.

Relevance to the objectives of UNICEF

Concerning UNICEF (financial partner of the CCB Programme), the co-operation policy with Togo for the period 1997-2001 is centred on two major strategies, namely: Decentralisation of the management of the Country Programme and community participation ('participate and contribute so that the villages become Masters of their own development'). This is a good sign for sustainable development based on education at the grassroots, training and fight against poverty by taking the most destitute populations into consideration. The objectives, strategies and principal activities of the CCB Programme are therefore in perfect harmony with the declared policy of UNICEF.

Relevance to the needs of beneficiaries

Activities of the community action plan are identified by the communities themselves. These activities reflect actual and priority needs of the beneficiaries, especially women. These are essentially social and economic activities (health, education, environment, income generating activities, etc.). The activities articulate around satisfaction of fundamental needs: improvement of health and social conditions, professional training around income generating activities, setting up of credit-savings system, acquisition of appropriate technologies, etc. Thus, the Programme is relevant, not only to the orientations of the Government sector-based policies but also the policy of Co-operation between UNICEF and the country.

4.1.2 Coherence of the Programme

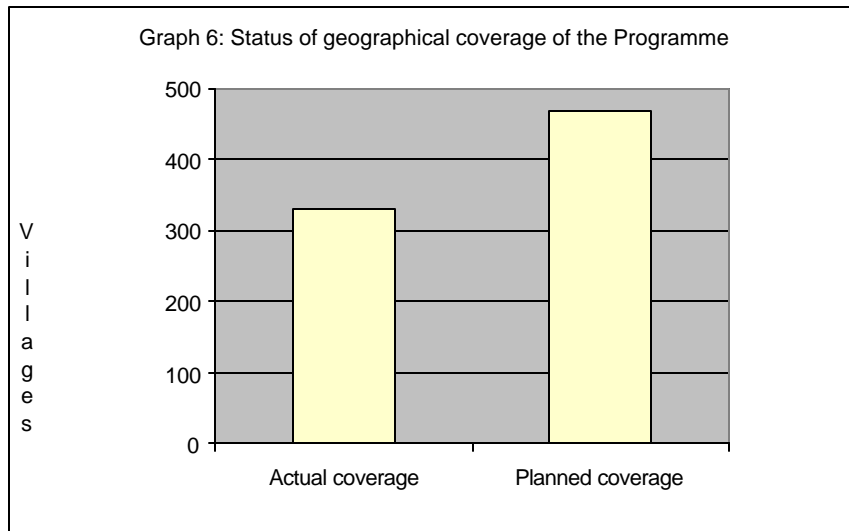
The CCB Programme also responds to the preoccupations of grand international conventions such as Convention related to Children's Rights (1989), Conventions of Human Rights, the Jomtien Declaration related to Education for All (1992), the Rio Declaration on Environment and Development (1992), The Programme of Action related to Population and Development (1994), Convention on Elimination of all Forms of Discrimination towards Women (1995), etc.

4.1.3 Effectiveness of the Programme

This concerns the degree of satisfaction produced by the implementation of the Programme. The analysis will examine the Programme's geographical coverage, the level of performance, the degree of community mobilisation, and the financial execution rate of the Programme.

4.1.3.1 Geographical coverage

Data collected on geographical coverage of the CCB Programme show an acceptable level in the regions covered: Maritime, Savannah and Kara. In terms of accomplishments, the Programme currently covers 329 villages (124 villages (75.1%) in the Maritime, 143 villages (41.6%) in the Savannah and 62 villages (79.0%) in the Kara), or a national coverage rate of 66.5%. Data also show that this rate (2000) is inferior to the planned rate of 94.7%. Indeed the expected level of geographical coverage was 469 villages at the end of year 2000 and 495 at the end of 2001, spread across the 3 target regions as follows: 181 in the Savannah, 149 in the Kara and 165 in the Maritime.



Data show that the actual rate of geographical coverage in 2000 is lower than the planned rate (94.7%) for the same year, but higher than the average. This mean level of geographical coverage is due, essentially, to persistent inadequacy of the number of community workers involved in the Programme and their difficult conditions of work. This observation had already been made during the mid-term and annual reviews (1999, 2000) of the Programme. The physical presence, number and availability of community workers constitute adequate means of supporting the micro-planning process, and through this, the empowerment of communities and particularly women through social mobilisation, awareness, as well as information and mass education of the communities.

The Mid-term Review of 1999 stressed that the insufficiency of community workers was too prejudicial to the required number of villages to permit an effective implementation of the Programme. It recommended that it was necessary, on the one hand, to work out a management

plan for the community workers involved in the Programme ,for the period 1999 through 2001 in terms of allocation and maintenance, and on the other hand, elaborate a recruitment programme, for submission to the government, for additional community workers to be assigned to the Programme for the period 1999-2001.

Besides, a significant deficiency has been found in the management and planning of the community workers. The present number of community workers (Social Promotion Workers) jointly operating on RCC/EDBF Programmes is 32,thus bringing about a large disproportion in the number of villages to be covered to conduct the Micro-planning process.

In the Operations plan, the planning of the number of community workers to assign to the Programme was to be 55 from 1999 through 2001. But only 32 workers were found at post, which indicates a short fall of 23 agents, thus decreasing the number of covered villages in the year 2000 from 469 to 329; this shows a realisation rate of only 78.5%.

4.1.3.2 *Level of performance*

Table 4 : CLASSIFICATION OF VISITED VILLAGES PER LEVEL OF PERFORMANCE

Villages	CHARACTERISTICS OF CHOICE						
	Validated CAP	Up-dated CAP	Promotion structures	N. Repres/ Women	Management syst/ Costs	N. Mobilisation	Advance ment status
Adélo	✓	×	✓	F-	F-	F-	M
Atouéta	✓	✓	✓	F+	F-	F-	M
Assoukopé	✓	×	✓	F-	F--	F-	M
Babigou	✓	✓	✓	F+	F+	F+	P
Kougniéri	✓	✓	✓	F+	F+	F+	P
Namon-Centre	✓	×	✓	F-	F-	F--	M
Nayergou	✓	×	✓	F+	F-	F-	P
Obitélengou	✓	×	✓	F+	F-	F-	P
Ogaro	✓	×	✓	F-	F+	F-	M
Ossacré	✓	×	✓	F-	F-	F-	M
Poutamélé	✓	✓	✓	F+	F+	F+	P
Tampialime	✓	×	✓	F-	F-	F-	M
Vo-Attivé	✓	✓	✓	F+	F+	F+	P
Yohonou	✓	×	✓	F+	F-	F-	M

NB: ✓ : Yes, × : No, F+: High, F-: Weak, F--: Very weak, P: Positive, M: Average

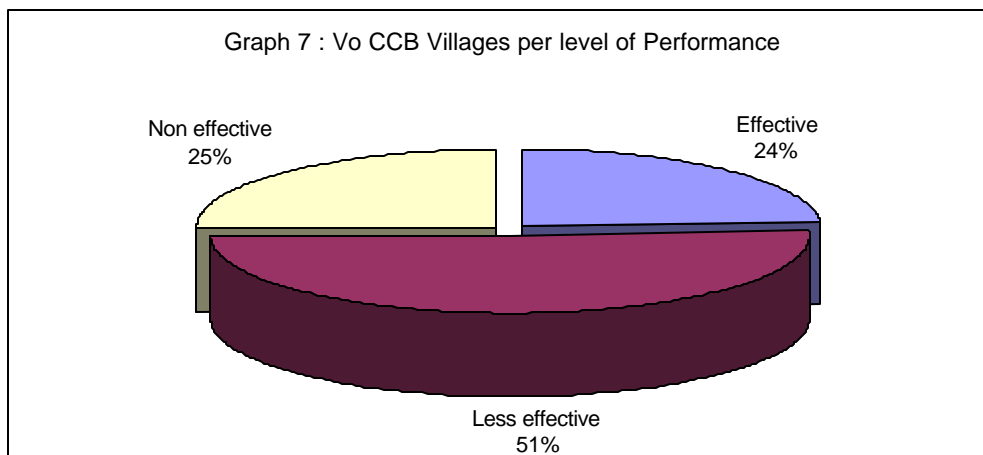
According to Table 4, the villages visited are divided into 4 ‘capable’, 6 ‘less capable’ and 4 ‘not capable’ villages. Performance criteria are defined by UNICEF and permit to measure the level of

realisation attained by the Programme villages. In the field, classification of the retained villages according to their level of performance permitted to retain the villages of Vo-Attivé, Kougniéri, Babigou and Poutamélé as having an acceptable level of performance because all 7 criteria were validated. Then, there are the ‘less-capable’ villages that are Adelo, Atouéta, Obitiéngou, Ogaro, Ossaré, Hayergou and Yohonou. These villages met only 4 or 5 criteria. The villages of Assoukopé, Namon-Centre and Tampialine are classified as ‘not capable’ compared to the ‘less-capable’ ones. They satisfied only 3 or less criteria. These last two categories of villages have not reached a good level of community mobilisation.

The level of performance of the villages is determined according to the level reached in resource mobilisation, community participation and accomplishment of the programme’s activities. Moreover, the performance of a village does not only refer to the elaboration of CAP but also to the degree of execution of the activities retained in the CAP and diverse development steps taken with organisations or partners to benefit from their assistance in terms of material and technical support.

In the Prefecture of Vo, out of the 67 villages assisted by the Programme, we noted a difference in the level of performance. The level of performance is not only characterised by the development and validation of CAP but also by proper initiatives of the village to contribute and mobilise for the accomplishment of activities retained in the CAP. These initiatives include resource mobilisation, participation of the community, degree of women’s involvement and contacts made by the various local structures with partners for support or assistance to the realisation of the CAP activities and more particularly women-specific activities.

According to the above parameters, the villages of the Prefecture of Vo are classified into 3 categories: capable, less-capable and not capable.



Capable villages have well organised and dynamic grassroots structures. Most of these villages have benefited from the support of the Programme for 4 years. These are Vo-Attivé in the Maritime, Poutamélé in the Kara, and Kougniéri and Babigou in the Savannah. In these villages, the level of performance is clearly visible. They have learned from the Programme and achieved

concrete and observable actions that are on the average more than 5 gains from the CCB Programme, which are: the well, the mill, the school, the community kindergarten, the literacy centre, construction of latrines, system of credit, etc. They also have a good level of social mobilisation that conditions the evolution of development activities in the village.

Less-capable villages have a lower degree of mobilisation. These villages also have had support from the Programme for 4 years. Their community structures are operational but not dynamic. This is the case of the villages of Obitélengou in the Savannah and Ossacré in the Kara. In the majority, these villages have a public school built by the State, dilapidated because of neglect and poor maintenance. These villages have succeeded in carrying out only 1 or 2 activities of their CAP: the mill and/or the well. Apparently, these villages are undermined by some unidentified problems that jeopardises effective implementation of the Programme.

Lastly, the category of non-capable villages, representing an important number of villages mobilised in 1977 and in spite of micro-planning, the setting-up and training of the local management structures, have not been sufficiently mobilised to realise any profitable activity for the community. These are the villages of Assoukopé in the Maritime and Namon-Centre in the Kara. Mobilisation of resources in these villages is nil. They do not provide the required counterpart for the realisation of their activities with partners, or worse still, even when they are financed by UNICEF.

The number of villages classified according to these different levels of performance indicates that the CCB Programme should improve its introductory approach in the communities. It must take into account diverse latent and obvious problems of the village. Field assessment should be considered as a prerequisite in the process towards CAP elaboration, including awareness creation. The community worker assigned to the village should adequately prepare the community through participatory observation, mark out endogenous and exogenous conflicts, and progressively conduct the village to the vision of participatory approach and its effect on the welfare of the community. He should underscore the participation of the community in the realisation of mutually agreed activities..

At the level of control villages, neither the performance nor the mobilisation is to be measured because these villages are not included in the coverage policy of the Programme. Moreover, the control villages retained in the sampling constitute a target for the assessment of the impact of the non-application of the participatory approach in the target communities; and principally the effects generated by non-guided and non-oriented actions in the villages. The choice of the control villages also permits to appreciate the level of non convergence of activities in case they are organised; and lastly, the synergy of concerted actions in case external support not adapted to the participatory approach including materials and other services, do not favour complementarity of events.

In the field, direct observation permitted to observe several weaknesses in the mobilisation and organisation of these villages because they act in a haphazard manner and the few initiated actions are conducted in an anarchical manner and without any precise development plan. In addition, women continue to be overloaded with their household activities because these villages have neither mills nor wells. Women's groups do not exist; this is the case of Atétou in the Kara Region. There is no local initiative school (EDIL) in the villages to foster children's education :

the case of Nambenga II. Where it existed, it was very recently created (1999-2000) and only has one or two classes : the case of Boko-Totsoanyi. In the same way, in most control villages, the CDC established by the community itself is not operational because of its newness and not having benefited from basic activities for its creation. The principal finding of this observation has led us to conclude that living conditions in these control villages are still precarious and difficult, since the activities conducted by the local population still evolve without a participatory approach.

Data collected also show that from the organisational point of view, these communities follow the example of the CCB Programme supported villages to organise themselves at the grassroots. These villages are committed and mobilised to benefit from any programme, because they know that now, development can only be possible with technical support (materials or human), to ensure required development and progress for the communities. These initiated actions were mostly observable in Boko-Totsoanyi in the Maritime and Koukounboune in the Kara, where the levels of mobilisation and participation of the community beckon to the RCC Programme for support, as this Programme constitutes, today, the key to integral development and progress of the village communities.

4.1.3.3 *Level of social mobilisation*

Data show that the Programme has fostered the mobilisation of target communities. To this effect, it constitutes the key to development and progress of the villages. In the Maritime and Savanah Regions, mobilisation reached a high level (94%) in the planning and organisation process of the villages. In the Kara Region, it has been relatively weaker (76%) and has not yielded adequate commitment to the realisation of the Programme. During the process of micro planning, mobilisation is reinforced by sensitization and together, they constitute the first step in the implementation of the Programme. It assures necessary information and education of the communities. As regards women, it relies on their participation and facilitates the execution of development activities in the village.

In the communities, mobilisation is conducted according to the same animation framework used by the village-based agent namely, field survey , centred on problem analysis and community awareness creation sessions. Mobilisation takes into account all problems related to development in the village. In this context, particular interest is given to women for the execution of activities they have identified for the development of their villages. Community workers charge with animation and mobilisation, are often confronted with various problems that do not favour total and harmonious involvement of the community. These include climatic problems, against which they are helpless, communication problems, problems of introduction to the community, and material and technical problems linked to difficult conditions of work.

According to the classification of the villages per level of performance, mobilisation within the different categories of villages appears to be variable. Communities mobilise according to their degree of performance. They are also aware of their difficult conditions of life but do not commit themselves to the implementation of the Programme, nor to the realisation of development activities in their target village.

During the mobilisation phase, community workers lead the villagers to diagnose the various problems likely to paralyse the development of the community. They endeavour to find solutions to these problems and ensure, as much as possible, the involvement of local authorities at the district level, in order to give the opportunity to the community to realise the activities for the development and progress of their village.

4.1.3.4 Financial execution rate

The total budget of the CCB Programme financed by UNICEF is US\$2,213,300. The execution level of the budget, according to funds available between 1997 and 2000 is presented in the following table (Table 5):

Tableau 5: FINANCIAL IMPLEMENTATION RATE

Year	Available budget	Expenses	Percentage
1997	\$190,600	\$175,000	91.81%
1998	\$239,700	\$219,026	91.37%
1999	\$227,000	\$171,420	76.00%
2000	\$248,000	\$213,580	86.00%
Total	\$905,300	\$779,026	86.05%

The specific execution of the budget per year is very variable as shown in the table. The rate is 91% for first and second years. It fell to 76% in 1999 and slightly increases in 2000 to 86%. This situation is accounted for by the numerous new villages that do not adequately integrate the programme as indicated in the Plan of Operations for the conduct of the planning process, because the number of community workers is continually regressing and thus constituting a slowing down of the activities of the Programme.

Moreover, this relatively weak level of budgetary execution during 1999 and 2000 compared to 1997 and 1988, is due essentially to the fact that, the requests for funds to finance CAP activities at the village community level, as well as the activities of institutions such as RPC and LPC, are formulated following a very long and painful procedure. Data have shown that these requests do not facilitate the consumption of the budget allocated, in view of administrative delays hampering the release of funds. All these bring a lot of inefficiencies and irregularities in the realisation of the activities retained in the CAP in favour of the local communities.

4.2 Results of the Programme

The results constitute the impact of the Programme and essentially concern the analysis of the products of the CCB Programme according to the application of the participatory approach. These results flow from the implementation of the 4 principal strategies of the Programme, as observed from the analysis of available data..

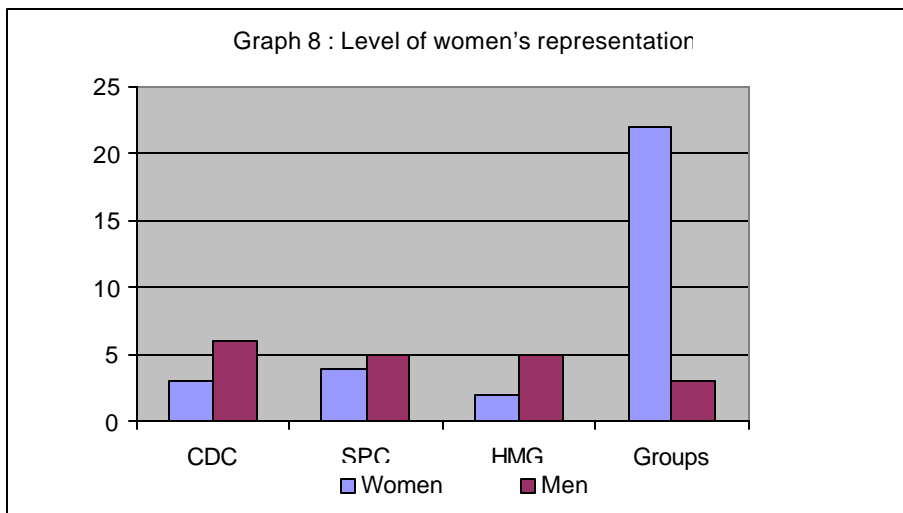
4.2.1 Empowerment of the communities and particularly women “Knowledge is power”

Women,s participation/involvement

“I am responsible for the development of my community”

The underlying principle here is that the CCB Programme intends to break the constraining links of woman’s dependency, to give the woman her real value and place in the context of human rights assertion, provide the woman with an aptitude to analyse, a capacity to appreciate and power to decide and execute. Data collected confirm the fact that the Programme reinforces women in their legitimate human rights to place her in the centre of the process of development and community management.

Graph 8 below presents the level of women's representation in the different local structures created in the framework of the CCB Programme.



Women’s participation began by their involvement in the planning process of village activities. Women participate in CDC, SPC and HMC. Within organised groups, they are in the majority and they themselves conduct the activities that have been collectively initiated. Thanks to the realisation of activities aimed at the alleviation of domestic tasks, they have more time to organise and manage the new activities undertaken.

This finding shows that restructuring or creation of CDC, re-activation of women’s or mixed groups and Schoolchildren Parents’ Committees (SPC) fostered the rehabilitation of communities and particularly women. This has been effective thanks to the training received by the members of the these different grassroots structures.

These community grassroots structures, created and/or reinforced in the framework of the CCB Programme lead to better capacities of planning, management and follow-up of target communities. Women's participation has proved to be very positive and is oriented towards the management of community development activities.

Women’s groups in 95% and mixed groups in 5% only of cases, have been confronted with enormous difficulties in the daily management of their activities. Major problems of loan reimbursement, essentially due to poverty in the villages, repeated absence at meetings and non respect of agreements with financial partners constitute a cog in the machinery of the evolution process of these organised groups.

With all structures set up and seeing the level of women’s participation in the planning of development activities in the villages and organisation of grassroots community structures, empowerment of the communities has permitted the target villages to plan and orient activities aimed at the improvement and progress of local communities. In the field, the complete effectiveness of the empowerment of the community, particularly the women, is subordinated to the strategy concerning support to women-specific services.

4.2.2 Improvement of women’s living conditions **“Assured survival”**

This was made positive thanks to the mastery of the micro planning process conducted within the communities and more particularly, support of development partners (NGO and technical services); and the reinforcement of the management capacities of local grassroots structures, that focus on the promotion and improvement of women’s living conditions.

4.2.1.1 *Task alleviation* **“Liberty Recovered ”**

The principal target of the CCB Programme, activities for the alleviation of women’s domestic tasks, concerns mainly the services supported in priority by UNICEF and then by NGO, in partnership with UNICEF, to foster the progress and development of the community. The major activities aimed at achieving this objective include: the cornmeal, the large diameter well, reforestation, day-care centres, etc.

Today, with the CCB Programme implemented through empowerment of the communities and particularly women, more women of the village communities assert that their daily household occupations have been greatly reduced in terms of time. These activities, aimed at domestic task alleviation, has permitted the assurance of a physical and moral liberation that has procured a psychological satisfaction to the women. Thus, they now have more time to devote to the activities of the organised groups to which they belong; and to exercise financial activities to satisfy their personal needs. In addition, time thus spared serves, in a large measure, to permit the woman to raise her functional educational level, by participating in awareness activities and specifically participating in literacy courses oriented, as a matter of priority, on parental education and secondarily, on leisure.

4.2.1.2 *Income improvement* **“Nothing venture, nothing gain”**

Principally, the income-generating activities reflected in the data collected specifically concern loans for petty trading and management of the mill, under the responsibility of women. These are

activities initiated and organised by women and that generate funds and other consumer goods. Such activities are carried out mainly on collective farms, whose products are sold for the benefit of these women. Moreover, the management of the mill depends on the competence of the women’s groups, since it constitutes a source for the funding of the other activities of the village and is managed by women. In most cases, these activities provide women with an economic power that makes her responsible without having to lean on her husband. These activities are supported by the NGO partners of the Programme.

All these specific activities conducted and managed by women, assures them of an adequate place in the management of community development activities. Today, these women accept and play very sensitive roles in the administration, management and operation of the grassroots structures created for the benefit of the community. In this regard, they have reached a very high level of participation in the realisation of the objectives of the CCB Programme.

In summary, all the community structures created or reinforced by the CCB Programme in the villages visited, have experienced a positive development. Nevertheless, these structures have had to contend with some major difficulties, such as the absence of members at committee meetings, as well as and lack of contributions to ensure the correct operation of the executive board. In the field, there have been awareness creation and mass education activities conducted by the community workers for the purpose of enabling the grassroots structures to succeed in the management of activities in the villages.

4.2.3 Development of Partnership **“Unity is strength”**

Support to women-specific services and, in general, to those of the community, has two aspects: direct support provided by UNICEF; and indirect support provided by NGO. Direct support provided by UNICEF, concerns activities for the reduction of women’s domestic tasks. It comprises: the corn mill, the community day-care centre for children, the adult literacy centre, and, in link with the EDBF Programme, provision of school and educational materials. Indirect support covered by the programme is managed largely by NGO, partners that have signed a Protocol of Agreement with UNICEF. This indirect support mainly covers income-generating activities.

Findings from collected data include an effective presence of partners in the field to accompany women or the community in the realisation of income generating activities. It also implies a regular follow-up of these women to ensure a correct monitoring of credit management activities. In the Savannah Region, the NGO RAFIA supports women’s or mixed groups by granting them small loans through its local structure, the Centrale d'Auto-promotion Paysanne (CAP). In the field, data show that the Central subjects the groups to rigid conditions of membership. Today, this local structure comprises more than 600 well organised groups. These groups periodically present their financial reports to the Centrale, thus confirming a correct management of the structure. In the Maritime Region, this support is provided by the NGO Fédération CECAV which supports groups in micro financing.

4.2.4 Strengthening of national capacities ***‘‘Knowledge is power’’***

During the micro planning process, community workers are charged with mobilising, awakening and educating the population to ensure the transfer of knowledge and competence to men and women for continuous and sustainable organisation in the communities. This transfer of knowledge is consolidated by training sessions organised here and there for all grassroots community structures. These training sessions permit the members of these structures to be reinforced in the acquisition of knowledge and skills which should enable them to undertake an effective management of the activities of the community.

In this regard, the workers emphasise the most adaptable motivation and communication techniques to each specific village, in order to increase its capacities in diverse domains that cover feasibility study for problem diagnosis, the search for solutions and elaboration of community development activities; community motivation and awareness sessions about sound management of diverse realisations; and on the process of organisation and revival of community grassroots structures for their operational survival, etc.

Women’s management and monitoring capacities ***‘‘A useful woman is a capable woman’’***

According to the results, the fact that women have now organised themselves in groups has fostered their emergence and visibility within the community and encouraged the different contributions which they have made. The participation of women in community development activities is demonstrated by the knowledge and skills acquired by them through training, exchange of experience amongst groups during CAP validation sessions, thanks to technical and material support provided by the community worker.

At the level of women’s groups specifically, the creation of the group management committee, as observed in majority of the villages (‘capable’ or ‘less-capable’), has given the woman an intensive management capacity, especially when she has also benefited from training for maintenance of the well whose profits are used for the implementation of other activities in the village. Further more, with support from CDC members through the specialised commission on environment, members of the feminine groups organise themselves and initiate some activities linked to the protection of their environment. These include reforestation, manure pits for soil fertilisation, awareness creation about domestic hygiene, and community work for the cleaning of the whole village.

There was also the creation of an autonomous management structure such as :the health management committee ,responsible for selling generic essential drugs; the water management committee, which collects commissions on the use of water for the maintenance of the pump in villages having boreholes, etc. In addition, through education and motivation of the population, women have succeeded mobilising all the villages for the upkeep of the environment.

Often, in the execution of these activities, women are confronted with problems of material and financial resources. They are thus hampered in their drive towards the development of these

activities because they no longer have the means to maintain the soil, neither do they benefit from specific training to adequately manage the activities. Sometimes these obstacles are also due to the fact that groups' or members of other different structures do not contribute sufficient funds towards the operation of the village structures.

It was found that the participation of women in the activities targeted by the CCP Programme in the communities has contributed, in the vast majority of cases, to the development of the villages. Thus, the support to women-specific services has enabled the women to stand side by side with men, to participate in the development of the community.

Support to women-specific activities has enabled many women (through their organised groups), and especially different basic structures of the community, to accord a high priority to the implementation of activities geared towards women, over and above any other activities in the community.

Support in materials

The internal organisation of the communities, the micro-planning process leading to CAP elaboration, the creation of community structures and realisation of activities at the level of the communities, all require constant support in form of materials. This support is undeniably provided by UNICEF. Thus, for the installation of mills, UNICEF donates the mill against a token contribution by the village. For the community day-care centre, the community builds the premises and UNICEF provides training for the 'mamas' (monitors) and the equipment in materials. For the school canteen, UNICEF provides the necessary utensils and trains the personnel, while the community contributes in form of foodstuff and personnel (the 'mama canteens').

Material support is essentially based essentially on the supply, of the materials covered by the Programme, by UNICEF in support of the communities. This support is, in most cases, direct; which means that it is supplied directly by UNICEF itself; sometimes, it is indirect because it involves the intervention of an NGO, through which the material transits.

Participatory monitoring and supervision techniques

This has to do mainly with follow-up activities organised on the one hand by the Prefectorial Director of Social Welfare (DPAS), to support the activities of facilitators in the field and on the other hand by the Local Planning Committee (LPC, jointly with the Regional Planning Committee.

Follow-up activities are conducted periodically and constitute one of the key elements of the progress of the Programme. The DPAS organises regular visits to the field. There is no fixed calendar because the persistent shortage of community workers in the field has obliged the DPAS themselves to conduct micro planning activities in a number of villages. In the Prefecture of Kpendjal for example, the DPAS constitutes the third field agent because there are only two APS workers to conduct the micro planning process in a prefecture with about 203 villages. To date the Programme has covered only 26 villages in total.

At the level of the LPC, the monitoring visit in the field is conducted monthly, and quarterly for the RPC. In certain cases, these visits are reinforced by the presence of NGOs mandated for the realisation of activities in the region.

These visits are reinforced by supervision visits carried out by the Co-ordinator of the Programme together with the regional supervisor for community development of the Ministry of Social Welfare. These team supervision visits between the Regional Directorate of Planning (who is responsible for the regional co-ordination of programme activities) and the Regional Directorate of Social Welfare (who provides support to field agents) facilitates synergy in the implementation of activities, in terms of improvement of the planning process, support to specific activities of the community, and women, in particular, and the management of the institutional framework of the programme in the villages concerned.

4.3 Sustainability and ownership

"We are the masters of our own development"

4.3.1 Sustainability of the achievements of the Programme

"Sustainability" can simply be defined as " the extent to which the objectives of a development activity will be pursued after external assistance will have ceased"; and " the extent to which the beneficiaries are willing and able to take responsibility for the pursuit of these objectives". In this regard, the activity can be improved and/or enlarged by involving new social groups that were not initially involved (extension of the social basis of the beneficiaries of the activity).

Considering the CCB Programme, we have to determine to what extent the communities of the 329 villages currently benefiting from the support of UNICEF will be able, after cessation of this support, to continue, not only to follow the participatory approach process, with commitment and responsibility already established/acquired, but also to preserve and enhance the changes already effected. Have the village communities or organised groups acquired the necessary and adequate technical, organisational and financial capacities to continue the activities of the programme? The analysis of diverse interviews carried out with the actors involved in the implementation of the Programme, as well as results indicated in the documents and observations made in the field, have provided sufficient information to answer these questions.

i) Acquired intellectual and technical capacities

The analysis shows that the leaders (men and women) involved in the implementation of the Programme have received specific technical training through a process of accompaniment and skills transfer permitting them to diagnose the situation of the villages, analyse problems and search for solutions, which resulted in working out a Community Action Plan (CAP). These different domains of training should in principle create intellectual and technical autonomy (of reflection and initiative) to permit the villagers themselves to strive to ensure a continuation of the major achievements from the year 2001. However, it will be necessary to organise refresher and several practical sessions during the last year (that is year 2001) of the CCB Programme, to ensure effective sustainability of the achievements of the Programme.

The community's organisational capacity

Long before the CCB Programme, the communities used to have certain forms of traditional organisation and solidarity that still have their vitality. These included family councils, quarter councils, social and cultural associations and the traditional chiefdom. These different organisations continue to manage the social life of the communities.

Beside this traditional solidarity, the Programme has created or strengthened new forms of grassroots organisations or structures, such as the Community Development Committee (CDC), Schoolchildren's Parents Committee (SPC), Health Management Committee (HMC), etc. These different structures created or reinforced at the community, local and regional, constitute militias to impulse, as and when necessary, a boosting for the preservation of the level of autonomy of the activities in the communities. This augurs well for effective sustainability.

iii) Financial capacities

Economic (income generating) activities developed by or through the Programme have appreciably improved the incomes of the beneficiaries. Moreover, the promotion of Conservancy Support Funds through local mobilisation of funds is an asset of the Programme for the progressive reinforcement of women's financial capacity. Nevertheless, the burdens (responsibilities and commitments) of the beneficiaries, especially the women, are so heavy that the revenues earned from the Programme's economic activities do not permit them to make substantial savings.

Besides, the requirement for participation in the management of the different activities, constitutes a risk element whose negative effect could affect the Programme's sustainability. Indeed, participation is “often difficult to obtain because of the financial sacrifice it imposes on the population, whose resources are often limited”. It will therefore be necessary to take appropriate steps of flexibility and adaptability, by ensuring that the demand for this type of participation takes into account the realities of the economic and financial circumstances of each community. This will avoid the inadvertent creation of a situation observable here and there, in which the requirement of “obligatory participation”, whose real significance is only a transfer of responsibilities, will, on the one hand intensify the pauperisation of the groups, especially the economically weakest ones, and on the other hand, reduce their capacity to manage the participatory process and finally, definitely exclude them from veritable participation”. So, all things considered, instead of training the communities to fully take over their development activities at the closing of the CCB Programme, “Participation” will rather constitute an obstacle for its effective implementation and thus frustrate the expectation of perennial benefit of the Programme for the village communities.

4.3.2 Ownership of the Programme by the beneficiaries

Sustainability constitutes an important factor in the ownership of a project or programme by the beneficiary community. To this, one must add other factors such as utility perceived in the action, the feeling of ownership, the will for ownership by the beneficiaries and the support provided by the external intervening party to develop and consolidate them.

The analysis of sustainability has indicated clearly that financial and technical external partners should help beneficiary communities through a series of training activities, refresher sessions, regular updating and practical awareness and motivation sessions in order to ensure a sustainable ownership..

Regarding the perception of the utility of the actions undertaken by the Programme, all the communities interviewed recognise and assert that these actions are capable of alleviating their sufferings and improving their living conditions. The actions most often cited in this regard are those related to agricultural and animal production, as well as crafts and petty trading.

The feeling of ownership is explained by the fact that several communities have made efforts, in spite of their obvious poverty, to assume their part of responsibility in the launching and implementation of the Programme (participation in the process of identification and analysis of community development problems, leading to CAP elaboration; free cession of land for agricultural production, cattle rearing, and crafts; responsibility for the provision of certain items of the school canteen, some teachers' salaries and accommodation for head teachers, etc); and that the participatory method adopted has enabled the communities to freely express their own needs and implement appropriate activities to meet such needs.

However, this feeling of ownership is a bit limited by the reticence of certain men, in view of the “more and more important ”role of decision-making which women are assuming in the management of community development activities, as well as the request for financial participation by the communities in the realisation of the activities of the Programme.

It would therefore be necessary, in order to ensure an effective ownership, for the financial partner (UNICEF) to maintain its support to the Programme, in terms of informal monitoring of activities, through quarterly visits for at least two or three years after the formal end of the life of the Programme, to further sensitise the communities on the need for participation through cost sharing and progressive preservation of the achievements of the Programme

In conclusion to this chapter, we entirely agree with the opinion expressed in SIKAVI, N°1, 1999, that “*Beyond results from the execution of specific activities, the most significant effect to note is the slow but positive change that is taking place within the communities*”, **through** “*an emerging dynamic of auto-promotion in which women take a more and more important decisive part, and which is being preserved and consolidated*”.

From the point of view of social cohesion, understanding and solidarity, it is evident that a significant progress has been made, even if a handful of villagers still feel that they are excluded from the activities of grassroots structures, especially those of the feminine or mixed groups.

PART FIVE : PERSPECTIVES AND RECOMMENDATIONS

5.1 Perspectives

The major challenges (or 'invitations to action') of the CCB Programme reside essentially in the following observations and findings :

- The fact that the Programme was initiated and is being implemented in a context of economic crisis in which human investment has become the kingpin of the progress of the communities, thus demanding the contributions of local, regional and national structures;
- How to reconcile the emerging female leadership with the existing resistant masculine leadership, in the management of the affairs of the communities;
- The need to guarantee an effective and sustainable representation of women, in number and power/authority, in the decision-making structures of the community, in order to incorporate the socio-cultural valorization of the togolese woman in the Programme;
- Pertinence in the mediation between planned objectives and the slow rhythm which the communities attach to behavioral changes desired by the Programme;
- The capacity of the cooperating partners "to create an operational institutional framework conducive to social popularisation and a concrete management, with guaranteed ownership by the different partners, in order to ensure sustainability" and the (possible) subsequent adoption of this (CCB Programme) experience as future Togo/UNICEF Cooperation policy" (SIKAVI, 1999);
- The need for confidence to dominate in the relations between the communities and cooperating partners (NGO, funding agencies, etc).

5.2 Recommendations

Sequel to the presentation and analysis of the results of this evaluation, the evaluation team makes the following recommendations :

5.2.1 Procedure for the application of the Participatory Approach

The Micro-planning Process

To ensure a better mastery of the implementation of the CCB Programme :

- The community-based agents/facilitators, who possess a sound basic knowledge of the localities and are dynamic and capable of concretising motivational messages, should orientate the local community structures (Community Development, Parents and Women's Group Committees) on the advantages of, and the need to accept responsibility for the programme, in order to make the communities autonomous in the management of their own development activities.

- Strengthen the audiences of the local structures in the communities by targeting certain activities in the community action plans and putting particular emphasis on the approach based on the specific groups constituted on the basis of gender parity.
- Lay a particular emphasis on the training or updating of members of the different community structures
- Organise a day of reflection for the different partners involved in the CCB Programme, for an orientation and consultation on UNICEF's model of the concept of the participatory approach, for possible future adoption in the implementation of community development projects.
- Create a framework for dialogue between NGO/Associations and the Government technical departments (completely differentiated from an administrative apparatus), consisting of representatives of the different groups, with the aim of elaborating an outline document presenting the areas of intervention in which all partners are involved; a platform for dialogue and co-management of activities; and a list of competences existing in each structure, in order to avoid double standards and contradictions in the logics of intervention, and to emphasize complementarity in the actions undertaken.
- Inform and train the beneficiary communities on the strengths and weaknesses of the participatory approach model to be adopted by all partners in order to ensure the survival and development of the villages involved in the CCB Programme.
- Extend, in a systematic manner, the CCB Programme to all the village communities in the three regions currently covered by the Programme and, eventually, to the other 2 regions.
- Facilitate the mastery of the tool of the Micro-planning process by the communities themselves, by allowing numerous villages to initiate activities and request technical assistance and financial support from NGOs and/or partners in development present in their localities.
- Strengthen and/or rehabilitate the structures of auto-promotion and community development (CDC, SPC, Health Management Committee, Women's or Mixed Groups) and ensure the training of their members for a better participation in taking responsibility for activities geared towards the improvement of the living conditions of the population.
- Make the CCB Programme better known by utilising media support at national and international levels (Articles, Bulletins, Documentaries on the implementation of the Programme, for a larger audience by the partners in the country and, eventually, elsewhere in the world).

5.2.2 Procedure for support to women-specific services

In view of the percentage of women having taken part in the meetings for problem diagnosis, analysis and elaboration and validation of community action plans; considering the courage taken by women to speak at meetings of village organisations, especially during the validation of community action plans with prefectural and regional technical partners as well as NGOs; and in view of the woman's capacity to emphasize and 'push', into the community action plans, activities having more important effects in the improvement of the living conditions of the community and the competences demonstrated in the management and monitoring of specific activities, the CCB Programme has clearly strengthened the presence, availability and the capacity of the woman to participate in the development activities of the local communities. This participation has proved

to be effective, because it has been found that majority of the activities (agricultural, educational, economic and cultural) is implemented by women; and for that reason, it is still necessary :

- to encourage the NGOs/Associations to support the women financially in the realisation of specific activities by making them comfortable in this exercise, in order to alleviate the misery in the household, and eventually, the whole community.
- to make efforts to ensure that the woman becomes aware of her own potentialities and what she can bring to the community through her active participation in the various community development activities
Urge and encourage the woman to send her offspring to school.
- to further strengthen women's participation and increase their number in the community organisations such as the CDC, CPS, and the Health Management Committee, in order to ensure equity in gender concerns, thus strengthening the woman's audience vis a vis her peers.

5.2.3 Administration and Management of the Programme

An important element in the implementation of the CCB Programme, the planning and management of the community-based agents require a particular attention of the competent authorities at every stage of the programme execution. At present, in terms of objectives, the expected results are not in conformity with the provisions made in the Plan of Operations for the period 1997-2001.

The data collected from the field, as well as the review of available documents, show a disparity in the number of community-based agents deployed to the field for the year 2000. The evaluation data show a total of 33 agents operating in the programme; the Mid-Term Review refers to the training of 34 agents in 1999; while the Plan of Operations indicates 55 agents for the period 1999-2001. This disparity in the number of agents is due to departures on retirement, as well as deaths, but particularly to lack of recruitment of staff for the Programme. The difference between the planned 55 agents and the currently available 33, renders the implementation of the Programme quite painful in the field. In addition to this problem of inadequate staff, there are structural, organisational and material problems. It is therefore necessary to recommend:

- that the two major recommendations of the Mid-Term Review regarding the planning of human resources, be implemented without further delay
- that additional staff and equipment be provided, to ensure efficiency in programme implementation.
- that the salary scales and conditions of service of community-based agents (social welfare agents, agents of the Employment-Training Programme, civil servants, Complementary Agents recruited by NGOs), be harmonised, in order to ensure a higher profitability of operations in the field
- that adequate means of transport be provided for fieldworkers, in order to ensure a better monitoring of communities, and also to enable these community-based agents to efficiently perform their duties within the assigned time limits.
- that the number of villages to be covered by each community-based agent/facilitator be rendered feasible and reasonable, with a view to achieving the objective of social

mobilisation and sensitisation of the community, in order to provide the latter with adequate means of following the programme at their own level, after the departure of the facilitator.

To facilitate and simplify the process of releasing funds for the implementation of planned activities, the team recommends:

- that a series of information and training workshops on UNICEF programmatic and financial procedures, be organised for national, regional and local cadres involved in the different aspects of the Togo/UNICEF Cooperation Programme
- that the communities be mobilised and sensitised on the necessity and benefits of assuming responsibility for the activities of their own development, particularly in the present situation of persistent economic crisis
- that support be given, in form of practical training, to organised groups carrying out economic activities within the communities, in order to assure them of an effective mastery of the management of community development activities.

5.2.4 Other recommendations

Tutelage of the Programme

The present system of tutelage (at least in the field) having been found to be ambiguous and hardly efficient, one should no longer reason in terms of "Tutelage Ministry" or "Associated Ministry", but rather in the vision of "co-management", in an arrangement in which each Ministry has the tutelage of its own component(s) of the CCB Programme. This will permit, in our opinion, the direct access of each Ministry involved in the programme to the financial partner, thereby facilitating a better coordination of the activities of the Programme.

UNICEF CCB PROGRAMME MONITORING UNIT

The innovative and more or less unique nature of the participative approach adopted by the programme, as well as the high level of UNICEF's financial investment in this regard, would justify a close and constant monitoring of the implementation of the activities of the Programme. To do this effectively, and in view of the fact that the present structure of only one person (a United Nations Volunteer) does not respond to this exigency, it is recommended, in the eventuality of extending this Programme to other Northern zones, that UNICEF establish an adequate structure (a team of at least two programme staff and an administrative support service), to facilitate the processing of requests for funds submitted by the Regional Planning Committee, for the implementation of activities of the community action plan and ensure an efficient monitoring of activities in the whole of the Northern Region of the country.

REGARDING THE PROGRAMME OF BASIC EDUCATION FOR GIRLS (EDBF)

It is recommended :

- that the support provided by the EDBF Programme be extended to the end of the primary education cycle (CM2) for the sponsored children, especially the young girls
- that the educational materials sent by UNICEF to support the pupils arrive punctually at the Office of the Zonal Inspector of Primary Education ; and that these materials be distributed in the presence of members of the Local Planning Committee
- that the materials listed in the plan of action and duly guaranteed, be provided as soon as possible. Example : the case of utensils for the school canteen activity, which had not been delivered to the schools up to the time of this evaluation exercise. Commitments should be honoured within the scheduled time.

Some of these recommendations can be implemented during 2001, i.e. before the end of the on-going Programme. The others will be realised in the future programme.

CONCLUSION

Judging by the proven pertinence and coherence of the programme, as well as the positive results emanating from the analysis of available reports and data collected from the field by the present evaluation, it is evident that the Community Capacity Building Programme has clearly demonstrated the effectiveness, efficiency and utility of the participatory approach as a process of national development that is executed and experimented by and for the grassroots with an equitable participation by women, thus facilitating the gradual acceptance of responsibility for development activities by the communities; even if the behavioural changes, in terms of respect of procedures, planning and decision-making habits and practices desired by the different partners, are evolving only very slowly.

It will be necessary, between now and the end of the current country programme, to consolidate in a sustainable manner, the current achievements of the CCB Programme, in terms of effective conservation of the participatory tools and mechanisms, while emphasising the inevitability of accepting responsibility for development activities at the community level. This can be done through the implementation of the recommendations of the present evaluation, by laying particular emphasis on the visible and effective functioning of the process, and courageously facing the emerging challenges. This will facilitate, not only a more satisfactory achievement of the objectives of the on-going Community Capacity Building Programme, but also its possible launching in new geographical zones across Togo.

APPENDICES

1. List of persons contacted
2. List of sites visited
3. Data collection instruments
4. Terms of Reference of the Evaluation
5. Basic data on:
 - a) The sites visited
 - b) The country