

EVALUATION OF ACOPAM

An ILO program for

**“Cooperative and Organizational Support
to Grassroots Initiatives” in Western Africa 1978-1999**

A report prepared by

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Responsibility for the contents and presentation of findings and recommendations rests with the evaluation team. The views and options expressed in the report do not necessarily correspond with the views of the Ministry of Foreign Affairs

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ACRONYMS AND ABBREVIATIONS

ACOPAM	Appui Coopératif et Associatif aux Initiatives de Développement à la base (Cooperative and Organizational Support to Grassroots' Initiatives)
ACODEP	Support to Decentralized Communities for Local Development (ILO Program)
AFAR	Training Center for the Promotion of Rural Self-Help (NGO, Mali)
AFD	Association Femme et Développement, NGO, Burkina Faso
ALIMOND	Unit responsible for relation with the World Food Program
A2N	Association 2 N, NGO, Burkina Faso
APOR	Action for the Promotion of Rural Organizations – NGO, Niger
AVV	Autorité de l'Aménagement des Vallées des Volta, Burkina Faso
BKF	Burkina Faso
CB	Cereal Bank
CFCB	Mauritanian support structure
CIEDEL	International Study Center for Local Development
CILSS	Permanent Inter-State Committee for Drought Control in the Sahel
CNCA	National Rural Credit Bank, Burkina
COMPTE	Unit responsible for ILO internal accounting
COMBI	Unit responsible for relations with multi-bilateral donors
COOP	Cooperative Branch, ILO Headquarters
COOPNET	Inter-regional network program for the development of human resources in cooperatives
COOPREFORM	Structural Reform through improvement of cooperative development policies and legislation (ILO/DANIDA interregional program)
CTA	Chief Technical Advisor
DNACOOP	Direction Nationale de l'Action Coopérative
FAO	United Nations' Food and Agriculture Organization
DAC/POR	Direction de l'Action Coopérative et de la Promotion des Organismes Ruraux, Niger
EDF	European Development Fund
EPA	External Payment Authorization
EXPERTS	Unit responsible for recruitment of technical cooperation personnel
EQUIPRO	Unit responsible for procurement
FAPECC	Pedagogical Support Fund for Cereal Marketing (Burkina)
FEER	Fund for Rural Infrastructure and Water Management (Burkina)
FONGS	Federation of Senegalese NGOs
FSD	Federation of Development Services (Senegalese NGO)
GAMA	Support Group for Associative Movements (NGO, Niger)
GT	Gestion Terroir (Land Management)
HQ	Headquarters
ILO	International Labour Organization
INDISCO	Inter-Regional Programme to Support Self-Reliance of Indigenous and Tribal Peoples through Cooperatives and other Self-Help Organizations
INTERCOOP	ILO Interregional program for commercial exchanges among cooperatives
ISPEC	Panafrican Institute for Cooperative Studies
HMBS	Health Mutual Benefit Society
M	Million
MAC	Marchés Autogérés de Coton, local self managed cotton markets, Burkina
MAU	Mauritania
MDT	ILO Multidisciplinary Team
MFA	Norwegian Ministry of Foreign Affairs
MLI	Mali
MULTI	Multilateral Department of MFA
n.a.	not available
NER	Niger
NFP	National Field Project
NGO	Non-Governmental Organization
OHADA	Organisation pour l'Harmonisation en Afrique du Droit des Affaires
ONAT	Office National d'Aménagement des Terroirs, Burkina
ORS	Opération Riz Ségou (technical support structure in the Ségou region in Mali)
PAAP	Literacy Program for the self-management of village irrigation schemes
PA-SMEC	ILO Interregional Program for the Support of Savings and Credit Structures

PDIAM	Integrated Development Project for Irrigation, WB-financed, Mauritania
PDIAM	Programme de développement intégré de l'agriculture irriguée en Mauritanie
PIV	Périmètre Irrigué Villageois (Small Scale Irrigation Perimeter)
RADEC/COOP	Network for Cooperative Capacities' Development
R	Reference List (Annex 2)
SAED	Office for the Development and Study of the Senegal River Valley , SEN
SECF	State's Secretariat for Women's Status (Mauritania)
SEN	Senegal
SNC	Société Nationale de Coton du Niger, Niger National Cotton Company
SONADER	National Office for Rural Development (Mauritania)
STEP	Strategies and Tools against Social Exclusion and poverty
UCAF	Union of Agricultural Cooperatives of Foug Gleita (Mauritania)
UCOBAM	Union of Arboricultural and Vegetable Cooperatives of Burkina
UNBCV	National Union of Cereal Banks, Senegal
UNCDF	United Nations' Capital Development Fund
UNDP	United Nations Development Program
UNV	United Nations Volunteer
USD	United States Dollar
VCB	Village Cereal Bank
VRES	Valorisation des Ressources en Eau de Surface (EDF project in Mopti, Mali)
WB	World Bank
WEKRE	NGO in Burkina Faso (Wekre is a word in the Moré language)
WFP	United Nations World Food Program
WSM	World Solidarity /Solidarité mondiale (Belgium)

Fact Sheet

The program evaluated:

ACOPAM – Cooperative and Organizational Support to Grassroots Initiatives.

The program was a practical response by the International Labour Organization (ILO), the World Food Program (WFP) and Norway to the 1974 World Food Conference's recommendation to improve the impact and effectiveness of food aid.

Objectives:

1) Improve self sufficiency of Sahelian women and men farmers and boost food security within the overall framework of sustainable development by enhancing local communities' organizational capacities; 2) widen and diversify economic activities of local organizations and constituent members.

Major activities:

Through a highly participatory approach with emphasis on development of local organizations ACOPAM implemented sub-projects in five main themes: (i) cereal banks; (ii) small scale irrigation; (iii) gender and micro-finance; (iv) land management; and (v) cotton marketing.

Responsible agencies:

The International Labour Organization was responsible for ACOPAM. The program was mainly financed by the Norwegian Ministry of Foreign Affairs as a multi-bi program.

Time period:

The project consisted of five phases from 1978 through 1999:

In the first and preparatory phase, 1978-1981, the ground was prepared for launching pilot activities, and several sub-projects started up.

In the second phase, 1982-1984, case studies were carried out. Number of sub-projects was reduced to seven, but also a new project was introduced.

In the third phase, 1985-1990, a total of 16 sub-projects were implemented. The sub-projects focused more on diversifying activities, and many themes were extended to several countries.

The fourth phase, 1991-1995, was the most significant period in terms of implementing projects, working on themes and producing methodologies. 14 sub-projects were implemented, two new themes were introduced and collaboration with other donor's investments programs increased. Manuals and methods based on project experiences were elaborated and disseminated.

The fifth phase, 1995-1999, was the phasing-out phase.

Amounts allocated

The total amount allocated for ACOPAM was USD 44 million while the actual amount spent was USD 42 million.

Geographical focus:

For the full program period ACOPAM worked in Burkina Faso, Mali, Mauritania, Niger and Senegal. ACOPAM also conducted activities of shorter duration in The Gambia and Cap Verde.

EXECUTIVE SUMMARY

The subject of this evaluation is the ACOPAM program, a multi-bi ILO program financed by Norway. The program was put in place in response to the severe drought and subsequent famine that devastated the Sahel region in 1976. The program on “Cooperative and Organizational Support to Grassroots Initiatives” started in 1978 and closed in 1999. The total cost of the program was USD 42 million. The evaluation’s mandate was to: (i) give a description of the program; (ii) conduct an analysis of program’s achievements and their sustainability; and (iii) lessons learned: Generic experiences from ACOPAM.

ACOPAM was responsible for providing technical advisory services in the areas of training and organization, to strengthen local rural self-help groups. The program’s goal was to strengthen self-sufficiency of and enhance food security for Sahelian farmers of both sexes by working to: (i) enhance the organizational capacities of grassroots organizations; and (ii) encourage and help diversify economic activities of grassroots organizations. ACOPAM supported a total of 32 sub-projects. Support for individual sub-projects evolved over time and across phases into particular areas of intervention. The main areas were: (i) cereal banks; (ii) small-scale irrigation; (iii) gender and micro-finance; (iv) land management; and (v) cotton marketing. ACOPAM also developed methods for health mutual benefit societies.

ACOPAM covered mainly Burkina Faso, Mali, Mauritania, Niger and Senegal. Its sub-regional character was based on the potential for both cross-fertilization and capitalization of project and country experiences to yield a greater impact. The Sahelian countries share many characteristics including: (i) they are predominantly dryland areas prone to droughts and food shortages; (ii) they are poor and sparsely populated with often French-influenced and centralized government systems; and (iii) they have extensive rural areas with high poverty and illiteracy levels and low organizational capacities. The countries’ 1990s policies of state disengagement and decentralization obliged ACOPAM to modify its program approaches and priorities, reorienting toward support to local self-help groups in connection with general rural development.

ACOPAM was neither supposed to design and implement direct support projects at the grassroots level, nor multiply its own successful ventures. ACOPAM tested methods aimed at promoting and strengthening self-managed grassroots organizations. When tests produced encouraging results ACOPAM was supposed to stimulate the multiplier effect by developing and spreading training methods and preparing new projects with relevant partners. ACOPAM gradually built up a four-tier strategy:

At the *micro level*, ACOPAM provided mainly technical advisory services on training and organizational matters to local rural self-help groups. ACOPAM collaborated with technical support structures and donors. At the *meso level*, ACOPAM’s aim was to develop close links with support structures to ensure program sustainability. At the *national level*, ACOPAM supported the elaboration of national strategies for village cereal banks and national cooperative reforms. At the *sub-regional level* ACOPAM developed and disseminated methods and training manuals; established co-financing arrangements with partners; and collaborated with other ILO programs and other development actors.

ACOPAM was organized as a sub-regional program with headquarters in Dakar and subprojects at field level in the different countries. Between these two main levels ACOPAM had a unit for coordination and logistic support within each country. Experts in various fields, stationed in different countries, provided technical support within their respective themes to sub-projects

throughout the sub-region. At ILO headquarters COOP was the focal branch. A special committee was responsible for coordination between project headquarters, ILO headquarters and MFA. Within this structure ACOPAM enjoyed a large measure of autonomy in relation to ILO headquarters, ILO's regional structure and area offices (Abidjan and Dakar) and its regional office in Abidjan. The organizational structure of ACOPAM was appropriate and in line with its sub-regional nature and objectives. Nevertheless, the structure imposed certain constraints. ACOPAM's autonomy was not as conducive to establishing itself within ILO at central and regional levels or government institutions in the beneficiary countries. As such, the organizational structure was not optimal in ensuring ACOPAM sustainability in relation to its different stakeholders. As a project organization, ACOPAM came to function very well at different levels. ACOPAM recruited well-qualified personnel, whose skills improved as ACOPAM developed. However, it was slow in adopting a good system of internal monitoring and evaluation, for instance, by introducing impact indicators and impact indicator measurement procedures. ACOPAM budgets were quite generous, which contributed to a certain lack of cost consciousness.

At the meso level ACOPAM's efforts in strengthening its support structures were too inadequate for these agencies to continue to apply ACOPAM's methods. At the national level, national strategies on cereal banks were adopted in Burkina Faso, Niger and Senegal. National cooperative reforms were adopted in Burkina Faso, Mali, Niger, and Senegal. They provided an improved legal framework for rural grassroots organizations. At sub-regional level, ACOPAM produced more than 40,000 copies of training manuals, often of high quality, of which more than 22,000 had been distributed freely or sold by 1999.

Many evaluations have addressed the recurring perception of ACOPAM as a rich funding agency but lacking in cost consciousness. This evaluation lacked the data to explore issues such as the allocation of funds between headquarters and sub-projects and whether inputs from sub-projects had any impact. A sub-regional program like ACOPAM requires a central headquarters to support local projects and to capitalize and disseminate experiences. However, it appears that ACOPAM as an organization could have increased efficiency if the actual capitalization and dissemination of methodologies had started earlier. Concerning the sub-project's total allocation and inputs in relation to achievements, the total budget allocation seems quite striking with respect to some of the sub-projects.

ACOPAM's efforts were quite effective in strengthening the capacities of its local organizations and supporting national cooperative reforms. Albeit at a late stage, ACOPAM became effective in producing training manuals. ACOPAM was most effective when working in partnerships with other actors, which provided an effective opportunity for cross-fertilization, ownership by all partners and dissemination. When ACOPAM was at its height in terms of developing and disseminating training tools during its final phase, there was little time to promote new ACOPAM-type projects. ACOPAM's attempts at strengthening support structures were not sufficient to allow their further application of ACOPAM methods.

ACOPAM had a certain impact on the food security level of the members of its beneficiary groups, thanks in particular to its strengthening of those organizations' capacities. Given ACOPAM's limited coverage in terms of directly supported organizations, the program's overall impact on food security levels in the Sahel was low. Various factors are to blame: (i) the extended period of time and high level of commitment required to strengthen grassroots organizations to become viable units were not available; (ii) the tendency to design direct support projects and self-multiplying activities rather than stimulating multiplication by other

agencies; (iii) too much dependency on donor resources for national replication of activities; and (iv) too few national contacts and failure to develop more partnerships to increase national and other actors' ownership and use of ACOPAM methods.

ACOPAM's intervention cycle and approach at local level, its objectives, and support in terms of themes and assistance to national strategies and policy reform were all very relevant for Sahelian men and women farmers and their organizations. ACOPAM's efforts to strengthen support structures were important, but ACOPAM failed to consider the various agencies' often different needs and requirements. ACOPAM's goal and approach were particularly relevant from the early 1990s when the Sahelian countries launched policies of state disengagement, privatization, and decentralization. ACOPAM could have chosen at the time to engage in closer relationships with national authorities to improve their sense of ownership and knowledge of the program. The sub-regional approach was pertinent given the opportunities to cross-fertilize field tests and disseminate methods to a wider sub-regional audience. The needs for such training methods were great among public support structures, NGOs and consulting companies, and donors.

Throughout an entire program phase, ACOPAM focused on disengagement and sustainability of its achievements. This was unique both for ILO and other development actors. Concerning ACOPAM's achievements in strengthening its beneficiary organizations, it is likely that, in the short term, they have remained in place and that many of the organizations continue to be self-managed. However, in the medium and long term, a growing number of organizations will need increasing support to maintain organizational autonomy due, not least, to the following factors: (i) the high illiteracy level and poor bookkeeping in many organizations; (ii) the lack of a pool of local trainers to promote local recycling of training; (iii) the extensive time and commitment required to develop local viable economic units in the Sahelian context.

ACOPAM envisaged that after the program closed, required local organization support should come from the ACOPAM-assisted support structures. In retrospect, this hypothesis was too optimistic. Moreover, the achievements of the ACOPAM-initiated networks that were supposed to promote ACOPAM methods have so far been negligible.

There is little data on the use of ACOPAM's theme methods in the sub-region after the program closed. However, some methods are being applied by local NGOs and consulting companies. A major constraint in the dissemination and use of ACOPAM methods outside the sub-region is that most manuals exist only in French-language editions. ILO headquarters could possibly have provided training tools to other relevant development actors on the cessation of the ACOPAM program, and, consequently, fuelled the multiplier effect by initiating new ACOPAM type projects. However, neither ILO nor Norway picked up on this.

ACOPAM was the largest technical cooperation program ILO ever had. It enjoyed considerable prestige in the organization and had a strong impact on ILO as development actor. Generally, it is said that ACOPAM contributed to strengthening ILO's goals on poverty alleviation, increasing rural employment and securing social rights and that ACOPAM was an example showing how to gradually strengthen a project's gender sensitivity and how screen projects for gender sensitization. However, it is also recognized that ILO was not fully able to sustain the legacy of ACOPAM. The reasons given point to its comparatively wide-ranging organizational autonomy countered by a limited foothold at ILO headquarters and in the region as a whole, and its limited relevance for mainstream ILO activities and constituent bodies.

ACOPAM leaves behind it a wealth of experiences related to relevance, impact and sustainability from which lessons can be drawn. ACOPAM showed the relevance of working at grassroots level for experimental purposes and to make a direct impact and at the sub-regional level for capitalization. ACOPAM confirmed past experience which dictates that if one wants to have an impact on the living conditions of a local population, one should try to support the development of locally based organizations, but that it will be difficult to achieve in the short term. ACOPAM has shown that a sub-regional approach based on local-level activities may have impact on the sub-regional level through capitalization and cross-fertilization by exchanging experiences and knowledge. At the same time such a sub-regional approach can prove very costly. ACOPAM has clearly shown the limitations direct support may have on impacts in a wider sense, and the importance of moving from direct to indirect support in order to enlarge the impact area of a development initiative. It is clear that ACOPAM was much too slow to move from direct local level support to indirect support for local level developments through federations and support structures at a higher level. Such a shift at an earlier stage would have enlarged the impact and contributed to increased sustainability. Another important lesson is the importance of building reciprocal partnerships, which ensure genuine ownership and anchorage with those whose task it is to continue the work and sustain achievements. ACOPAM demonstrates that to develop structures that sustain and multiply achievements, detailed attention must be given to the basic conditions if the organizations are to play such a role.

As a multi-bi project, ACOPAM's impact on Norwegian development assistance has remained within the realm of multilateral cooperation. It has had no spillover effect on bilateral assistance.

In conclusion ACOPAM was a timely and pertinent response to the prevailing food crisis in the Sahel in the mid seventies. It represented an innovative, sub-regional approach, combining efforts to increase food security and organizational capacity. ACOPAM was most successful in empowering and strengthening local organizations and promoting participation at grassroots level, for which it produced valuable and widely disseminated manuals. The program contributed less to increasing food security and fuelling job creation. ACOPAM was fully in line with Norwegian development assistance priorities. The multi-bi modality was the only modality at the time that allowed for Norwegian assistance of this magnitude to the Sahel. Norway has since changed its policy on multi-bi channeling of assistance, and a large, long-term program of this nature would no longer conform with policies. As a sub regional program, ACOPAM enjoyed a high degree of autonomy vis-à-vis national authorities and the ILO organization at regional and central levels. This organizational set-up contributed to ACOPAM's achievements, but was not conducive to ensuring their subsequent sustainability.

1. INTRODUCTION

1.1. Background, Terms of Reference and Structure of Report

The subject of this evaluation is the ACOPAM program – “Cooperative and Organizational Support to Grassroots Initiatives”¹ – which started in 1978 as a result of the drought that hit the Sahel in the early 1970s. The program was phased out in 1999. The program operated in Burkina Faso, Mauritania, Mali, Niger and Senegal; its headquarters were in Dakar.² The

¹ In French : Appui Coopératif et Associatif aux Initiatives de Développement à la base

² During shorter periods ACOPAM also had activities in The Gambia and Cap Verde.

program was a multi-bi project run by the International Labor Organization (ILO) and The Norwegian Ministry of Foreign Affairs (MFA) to which MFA allocated 42 million USD

The terms of reference (TOR) (annex 1) specify the following main objectives for the evaluation:

- I. To describe the program
- II. To analyze the sustainability of the program's results
- III. To elicit experiences from ACOPAM that are seen to have a generic value for other interventions promoting development.

The TOR request in particular that the description of the program include organization, personnel resources, activities and results. The description is set out in chapters 2, 3 and 4. Chapter 2 addresses the ACOPAM approach and its activities and describes the different phases of the program. Chapter 3 focuses on its organization and resources while Chapter 4 concentrates on its achievements and asks if they fulfill the program's original expectations. Chapter 5 on ACOPAM's achievements looks at the program's efficiency, effectiveness, impact, relevance and sustainability. Chapter 6, the final chapter, tries to extract generic experiences from ACOPAM of relevance to ongoing and future development cooperation initiatives and to Norwegian development support through the multi-bi channel.

1.2. Evaluation Methods and Implementation

The TOR delimit the evaluation's scope and methods as follows:

The evaluation is mainly to be based on the generous documentation that was produced of, by and about the program, including earlier evaluations. In addition, interviews and two to three field visits to follow up issues that become central from the documentation reviews should be carried out.

The program having ended, the evaluation process is foreseen to be consultative rather than participative.

The emphasis of the evaluation was to be on the program's last phases.

The evaluation methodology included the following steps:

1. Collection of written material.

Written material was collected at MFA, ILO headquarters Geneva and ILO Dakar. A bibliography was established with 408 titles. These were sorted chronologically, allowing a systematic review of written material through the five phases of ACOPAM's history from 1978 to 2002. Annex 2 lists the titles referred to in the report. The categories of written material, which have been reviewed, are:

- Program and sub-project documents
- Progress reports
- Reviews and evaluation reports of program as well as sub-projects
- Minutes from meetings of Consultative Committee and Strategic Committee
- Preparatory notes and mandates for MFA participation of meetings

The quality of information presented in progress reports, reviews and evaluations varies. A major problem has been lack of consistency in terminology and data.

2. *Interviews*

Interviews were carried out in Oslo, Geneva, Dakar and Bamako. The interview guides were based on TOR requirements. We interviewed MFA staff and consultants in Oslo involved at various stages with ACOPAM and ILO staff at their headquarters in Geneva. Others we interviewed were able to assess ACOPAM's wider impact on ILO and ILO's other development activities. In Senegal, former ACOPAM staff and relevant ILO staff at the Area Office were interviewed. In addition, other donors and Senegalese government officials were interviewed. In Mali we interviewed people associated historically with some of the projects. The persons interviewed are listed in annex 3.

A major constraint to the evaluation was that ACOPAM was closed in 1999 and that all field activities had been phased out by 1998 already. Hence it was quite difficult to identify former ACOPAM staff and beneficiaries with experience of ACOPAM field activities to interview.

3. *Participatory evaluations through workshops*

Three evaluation workshops were carried out: two national workshops, in Senegal and in Mali, and one regional workshop. Attending the latter were six participants from each ACOPAM country. ACOPAM beneficiaries had been involved with ACOPAM during its final two phases. The workshops addressed the following issues: (i) ACOPAM's results; (ii) ACOPAM's approach; (iii) ACOPAM's objectives; (iv) phasing out and disengagement; (v) ACOPAM's sustainability; (vi) ACOPAM's structure, and (vii) ACOPAM and prevailing socio-economic conditions in the Sahel. The two national workshops were organized by the national ACOPAM networks, established at the end of phase five.³ One hoped that at least 50 % of attendants would be primary beneficiaries from local grassroots level and that at least 1/3 would be women. These hopes were not quite achieved. Nevertheless, the workshops allowed for a much larger participation of sub-regional stakeholders than was envisaged in the TOR.

The draft report was discussed in two meetings – one with MFA officials, the other with ILO officials. Observations made at these meetings have been taken into account in the finalization of the report.

In accordance with TOR instructions, field work in the Sahel was limited to interviews and workshops with stakeholders. There were no visits to sub-projects at field level.

2. THE APPROACH, SUPPORT AND PROGRAM CYCLE

2.1. ACOPAM – A Response to Sub-Regional Challenges

Initially, ACOPAM was a response to the severe drought and subsequent famine that devastated the Sahel region in 1976. The program was a practical response by ILO, the World Food Program (WFP) and Norway to the 1974 World Food Conference's recommendation to improve the impact and effectiveness of food aid. ACOPAM, "Cooperative Support to the World Food Program⁴", was responsible for providing technical advisory services, in terms of training and

³ See section 5.6.3 for details on these networks.

⁴ In French, Appui Coopératif aux Activités de Développement assisté par le Programme Alimentaire (ACOPAM).

organization, to promote and strengthen local self-help groups in the WFP's food-aid interventions in the Sahel. In other words, food aid should become instrumental in encouraging the formation of local self-help groups (R 17). The aim of ACOPAM was to increase food security for Sahelian women and men farmers through (i) increasing the organizational capacities of grass root organizations; and (ii) increasing and diversifying the economic activities of the grassroots organizations and their members.

ACOPAM's sub-regional character gave it the potential for both cross-fertilization and capitalization of project and country experiences. By collaborating with many food-aid and similar programs in other project locations it widened its potential impact scope. The volume of WFP activities in one country in the Sahel did not justify separate national "ACOPAM" projects in this particular field (R17, 16). ACOPAM operated mainly in Burkina Faso, Mali, Mauritania, Niger and Senegal. ACOPAM also supported a project in The Gambia⁵ and one in Cape Verde.⁶

The following points describe common features of the Sahelian countries:

- Predominantly dryland areas prone to droughts, food shortages and occasionally famines;
- Poor and sparsely populated often with French-influenced and centralized systems of government;
- Rural populations that have developed a multitude of flexible and mobile adaptations to the marginal natural resources, including nomadism, transhumance and agro-pastoralism;
- Rural areas characterized by high poverty and illiteracy levels, low organizational capacities, and low participation of civil society in administrative institutions at all levels; and
- Rural producer organizations, such as agricultural or livestock cooperatives, were – in the 1970s, 1980s and early 1990s – generally few in number, ineffective, and government-subsidized and controlled.

Starting in the late 1980s, ACOPAM tried to widen its previous micro-focus on food-aid interventions to the broader context of development issues and challenges in the sub-region. These issues included drought and dryland degradation, unstable prices on export commodities, debt, low returns on investments and weakened government institutions. The role of civil society, including rural producer organizations, in local development activities was significantly strengthened by the new situation in the sub-region created by policies of state disengagement, privatization, decentralization, and democratization. Previously in rural areas, the state would often be responsible for the various phases of development interventions, such as the construction and maintenance of irrigation schemes, the marketing and sale of the agricultural products such as rice and the provision of technical agricultural advice.

In this new socio-economic context, the rural population would often have to form producer organizations to manage and take charge of for instance operating and maintaining agricultural schemes, and marketing and trading agricultural products. Most men and women farmers had little previous experience of such tasks. The often new and inexperienced rural organizations' new responsibilities in local development were particularly challenging given the high illiteracy levels, extreme poverty and low technical and organizational capacities. Consequently, there was both room and urgent need for ACOPAM's experiences and methodologies in strengthening and empowering local organizations. Moreover, the disengagement of state institutions also resulted in the emergence of different types of structures such as NGOs and consulting companies that could provide support to rural organizations.

⁵ ACOPAM supported the Gambia project in the program's first and second phases.

⁶ ACOPAM supported the Cape Verde project in the program's third phase.

Particularly during phase four but partly in phase three as well, ACOPAM moved to support local participation and self-management and self-reliance of local organizations in their general rural development endeavors. It also expanded its partnerships to include, in addition to WFP's food-aid interventions, other relevant development partners active in the sub-region, such as EDF, WB and UNDF. Its new areas of intervention included undertakings such as village land management and micro-credit projects targeting rural women. ACOPAM's widened scope of intervention was also in response to the conclusions of the 1985 meeting of ACOPAM's Consultative Committee and the important 1986 Ministerial Seminar in Oslo on "Rural Reconstruction, Food Production and Development in the Sahel" (R4). The change in intervention focus was reflected in ACOPAM's new program title: Cooperative and Organizational Support to Grassroots Initiatives.⁷

It was not until its fifth phase that ACOPAM started to address the need to support the Sahelian governments in elaborating policies and legal reforms related to rural cooperatives. The national laws on cooperatives had long been ineffective and had often only supported or promoted weak, ineffective and state-subsidized cooperatives. The challenge was to elaborate and adopt national reforms that could support the needs and requirements of local rural producer organizations as well as their federations or unions within the new socio-economic and political context. ACOPAM supported jointly with ILO's COOPREFORM program five Sahelian countries in the formulation of a national legislation for cooperative development.

2.2. The Approach

ACOPAM was not supposed to design and implement direct support projects at grassroots level, or multiply its own successful activities. Instead, the ACOPAM approach was to test, at the local level, ways to promote and strengthen self-managed grassroots organizations. Where the tests had encouraging results and could be multiplied, ACOPAM was supposed to stimulate the multiplier effect by developing and disseminating methodologies and training manuals to partners and preparing new project ideas and documents in league with national authorities and donors. These new ACOPAM-type projects, financed by donors other than MFA, would represent the multiplier effect and, consequently, the validity and success of ACOPAM (R8).

The regional workshop participants were asked to describe ACOPAM's approach. The representative of the rural federations highlighted the participative aspect; the NGO representatives focused on transfer of skills, research/action and training orientation, and partnerships with local agencies; the representatives of the national counterparts stressed ACOPAM's sub-regional orientation, the capitalization and dissemination of methodological tools and the tri-lateral partnership (state, beneficiaries and support structures).

ACOPAM developed a four-tier approach:

- (i) *At the micro level* ACOPAM tested ways of strengthening local organizations and increasing and diversifying their economic activities;
- (ii) *At the meso level* ACOPAM tried in its final phase to strengthen support structures to enable them to continue to apply ACOPAM methods after the program closed;

⁷ In French, Appui Associatif et Coopératif aux Initiatives de Développement de Base.

- (iii) *At the national level* ACOPAM supported the elaboration of national strategies for cereal banks and national legislation and policy reforms for rural cooperatives; and
- (iv) *At the sub-regional level* ACOPAM developed, elaborated and disseminated methodologies and training manuals; established co-financing arrangements with partners; and collaborated closely with other ILO programs and actors.

2.2.1. The micro level approach

Rural self-help organizations. ACOPAM-supported local organizations were generally rural self-help organizations, mainly organized by their own small memberships. Their main functions were to carry out work better performed by a group than by individuals, and to serve as channels or focal points for development inputs and extension services. During most of the ACOPAM period, there were few examples in the sub-region where cooperatives had built up an autonomous movement with independent national institutions such as had occurred in Eastern Africa or Europe (R17). The self-help organizations differed from the existing rural cooperatives in the Sahel that were supported by the Ministries of Agriculture and often ineffective and badly managed. These cooperatives were mainly the residue of the French colonial cooperative laws. ACOPAM's support to self-help organizations was in line with the changes in ILO COOP's policies in the 1980s which entailed shifting assistance from state-supported cooperatives to self-help organizations.

ACOPAM's intervention cycle. At local level, a distinct feature of the ACOPAM approach was the focus on involving each local beneficiary organization and their members in ACOPAM's intervention cycle. This participatory approach was still rare among many development actors during ACOPAM's first phases. ACOPAM's local level methods evolved over time and across phases. In its fourth phase, ACOPAM's ideal micro-level approach comprised the following steps (R21):

- (i) Identification of target groups (motivated vulnerable groups);
- (ii) Identification by the beneficiaries of their priority needs;
- (iii) Joint selection and planning of relevant and manageable activities;
- (iv) Initiation of a process of self-reliance and self-organization to manage new activities;
- (v) Joint identification of needs in animation, functional literacy and training;
- (vi) Development of suitable programs and teaching materials;
- (vii) Launching of the activities;
- (viii) Continuous follow-up, joint evaluation of results, impact and dynamics generated;
- (ix) Progressive refinement, in-depth evaluation and codification of methods;
- (x) Dissemination of the methods on a wider scale; and
- (xi) Diversification of group activities once the initial activity had been mastered.

During the course of the program, several reviews addressed the need for establishing clear criteria for the selection of the target groups and themes. The actual selection criteria were still unclear during ACOPAM's fourth phase (R13, R9, and R9)

Farmers' influence on ACOPAM's projects and overall program. Given that the farmers were involved in the identification of needs and selection and planning of project activities; they had a certain say at the sub-project level, not least the male beneficiaries. In general, there were very few women members in these organizations, especially on the various management committees (see sections 2.3.6 and 4.1.1 for details on ACOPAM's gender issues). Because ACOPAM was theme rather than geographically based, its local beneficiaries had generally little influence on program objectives. On rare occasions representatives of beneficiary organizations

were invited to meetings where program activities were discussed. On occasions such as these, the farmers tended to participate only when their own ACOPAM issue was on the agenda. Internal project evaluations to be carried out by beneficiaries were intended to be an important feature of ACOPAM's field methodology. However, they were never carried out as the beneficiaries lacked the competence. ACOPAM had planned to provide this kind of training to its beneficiaries or support structures, but never got round to doing so.

Sub-project partners. At the sub-project level ACOPAM collaborated with three types of institutions:

- The beneficiary organization
- Support structures, usually local or regional line agencies of technical government institutions in the field of agriculture and/or local cooperative development, that worked with ACOPAM on the implementation of project activities
- Other donors, initially WFP and later other donors such as the World Bank (WB) and the European Development Fund (EDF), provided investment assistance.

ACOPAM's support. Local-level actions comprised the mobilization and administration of the organizations' and their members' own local resources and external support provided by ACOPAM and its development partners.

ACOPAM provided mainly technical advisory services, in terms of training and organization that would strengthen the organizational capacities of the beneficiary organizations, and consequently improve the self-management of their work. ACOPAM also provided some equipment, particularly during its first phases, for the construction of cereal banks and irrigation schemes. The training provided by ACOPAM normally targeted members of the organization's management committee. Training was given in areas such as functional literacy, basic reading, writing and arithmetic; applied book keeping, accounting, operation and management of the project's theme (such as the management of cereal banks or the operation and maintenance of small scale irrigation perimeters), and the management of other economic activities. In addition, ACOPAM provided other types of support, including feasibility studies of local organizations and their set up, surveys of potential members, determination of financial needs and ways to meet them by using revolving funds for seed capital, establishment of simple accounting and management procedures, training of support staff etc. ACOPAM's initial test period of three years prior to disengagement proved too short to form the self-managed organizations. This was partly due to the low levels of literacy among the target groups.

ACOPAM's development partners, initially WFP and, later, other donors provided investments in the form of food aid (WFP), irrigation (EDF, and WB) or other forms. The initial idea was that specific investment assistance should be converted into revolving funds for the groups concerned. This feature was very attractive for the beneficiaries, as a possible surplus would enable the groups to expand and diversify their economic activities (R8). However, the creation of a revolving fund that would allow for the introduction of other economic or social activities requires, among other things, rigorous fund management and a surplus from the economic activity supported by the initial investment assistance. The creation of long-term surpluses is a specific challenge in a Sahelian context of extreme poverty, wide variations in agricultural production levels, and high risk of droughts. During the fourth and fifth phases, ACOPAM solved these issues by lending its support to revolving funds to help establish local financing systems.

2.2.2. The meso level approach

During phase 4, and particularly phase 5, ACOPAM moved from a solely field-level focus to a meso and national level. The meso level is the intermediary level between the micro and national level. ACOPAM's aim was to develop closer and more formalized links with support structures and farmers' federations to ensure the sustainability of the program.

Support Structures. Until the fifth phase, most projects were designed as direct support projects. When it became evident that ACOPAM would be closed after its fifth phase, ACOPAM appointed its former sub-project-level implementing partners as ACOPAM support structures. The idea was they should secure ACOPAM's continuation. But there was another reason to create viable support structures and that was because ACOPAM could not be sub-contracted to undertake activities such as the training of local organizations in collaboration with other donors. Consequently, a strategy was worked out to develop local institutions that could apply ACOPAM methods and take over ACOPAM methods in their respective countries and fields. The main support structures in the various countries were:

- Burkina Faso: The National Land Management Office (ONAT), the National Fund for Rural Infrastructure and Water Management (FEER), the National Rural Credit Bank (CNCA), the two NGOs WEKRE and Association 2N (A2N) and the regional directorates for agriculture;
- Mauritania: The National Office for Rural Development (SONADER), The Center for Cooperative Training and the National Secretariat for Women Issues;
- Niger: The National Directorate for Cooperative Action and Promotion of Rural Associations (DAC-POR), Regional Unions of Cooperatives, and the NGO Support Group for Associative Movements (GAMA);
- Senegal: The NGO Federation of Development Services (FSD), Office for the Development and Study of the Senegal River Valley (SAED), and the Office for the Support to Producer Organizations in Senegal; and
- Mali: The Training Center for the Promotion of Rural Self Help (AFAR), an NGO that was initiated by ACOPAM.

ACOPAM's assistance to the support structures was in the form of joint programs that included the dissemination and sale of training manuals, and partnership arrangements that included organization of workshops, support to project design and exchange of experiences and methodologies.

Federations of Local Organizations. Through many of its sub-projects, ACOPAM helped establish a total of 10 unions or federations of farmers' organizations. This was mainly in ACOPAM's fifth phase. The ACOPAM-promoted federations include:

- 3 regional VCB unions (Jaraka, Niger, FAPEC, Burkina and UNBCV, Senegal),
- 2 unions for irrigation schemes (UCAF in Mauritania and Comité inter-PIV in Mali);
- 3 unions of women village associations ("Rel Wendé" and "Zidoagne" in Burkina and "Union des Groupements Mutualistes Féminins" in Niger) and
- 2 unions for village land management committees in Burkina.

2.2.3. The national level approach

National Strategies for Cereal Banks. In phases 4 and 5, ACOPAM supported the elaboration of national strategies for cereal banks in Burkina Faso, Niger and Senegal (for details see section 2.4).

Formulation of National Policy Reforms and Legislation on Rural Cooperatives. In phase 5, ACOPAM supported the reform of national policy and legislation related to rural cooperatives in five Sahelian countries. The main objective was to create a legal and institutional environment that would promote the formation of self-managed and economically viable rural producer organizations. It was carried out in close collaboration with ILO's multidisciplinary teams and ILO's program on structural reform through improvement of cooperative policies and legislation, COOPREFORM.

2.2.4. The sub-regional level approach.

Capitalization, Elaboration and Dissemination of Methodologies. The aim of capitalizing, producing and disseminating ACOPAM methods was to develop group self-management techniques and methods for animation, sensitization, functional literacy, group organization and training. ACOPAM was a kind of pioneer in this field as there were not many other institutions that had developed real expertise in such techniques and methods in the sub-region in the early 1990s. Until that time, ACOPAM mainly capitalized on experiences related to its sub-projects within its main theme areas (see section 2.3 on themes) and developed methodologies related to these. The development of methodologies in land management and for mutual health benefit societies was mainly based on best practices of other actors in the respective fields. The main partners involved in the production of didactical and pedagogical documents were International Study Center for Local Development (CIEDEL) on small scale irrigation, ILO's program on Support to Decentralized Communities for Local Development (ACODEP) on self evaluation methods, and Belgian World Solidarity (WSM) on health mutual benefit societies (HMBS). In phases four and five, activities related to the dissemination of methods included the distribution and sale of manuals, thematic regional seminars, technical advisory services, collaboration with interested parties in the animation of thematic coordination groups at the national level, and training of trainers.

Collaboration with donors and other partners in co-financing arrangements and in new projects. It was important for ACOPAM to enter into complementary and joint financing deals with investment projects financed by other donors and partners in order to:

- Extend the benefits of the sub-project's pilot activities to a sizeable indirect target population
- Ensure the adoption of ACOPAM methodologies by other partners;
- Reduce sub-project expenditures on equipment in favor of training,
- Allow ACOPAM to focus on its field of expertise: self-management of rural organizations (R21)

Collaboration with other ILO programs and other actors. In the period 1994–99, ACOPAM worked closely with other actors and ILO programs such as the Panafrikan Institute for Cooperative Studies (ISPEC), the Network for Cooperative Capacities' Development (RADEC/COOP), and ILO's Training Centre in Turin on the organization of training courses related to associative and organizational support in French speaking Africa; and three of ILO's interregional programs: PA-SMEC, which supported decentralized savings and credit structures, INTERCOOP which supported commercial exchanges among cooperatives, COOPNET which supported human resources development in cooperatives.

2.3. Activities and Support in Relation to Themes

ACOPAM supported a total of 32 sub-projects. The support to individual sub-projects evolved, over time and across phases, into technical themes or areas of intervention. Annex 5 gives an overview of the evolution of sub-projects and themes per country and per phase. The main themes were:

- Cereal Banks (phase one through five)
- Small-Scale Irrigation (phase two to five)
- Gender and Micro-finance (phase four and five)
- Land Management (phase four and five) and
- Cotton Marketing (phase one through phase three)

In addition, in its fifth phase, ACOPAM developed methodologies and guidelines for the creation, organization, and management of health mutual benefit societies (HMBS). The aim was to create reliable means of access to health care for poor and vulnerable rural people. This was carried out jointly with other development partners. Because ACOPAM did not support any sub-projects related to this theme, this area of intervention received generally less coverage in ACOPAM's program documents and is consequently not covered in this sub-chapter. However, given its success in terms of establishing partnerships with other actors, developing high quality and widely used training tools, and its impact on ILO, it is discussed in Chapter Five.

2.3.1. Cereal Banks

The main objective of the seven sub-projects on *village cereal banks* (VCB) in Senegal, Niger, and Burkina Faso was to strengthen food security for VCB members by supporting self-managed VCB organizations and promoting other economic activities with funds from VCBs' financial surplus. The purchase, storing and sale of cereals at village level would allow local populations to dispose of a security stock in the VCB during periods of food insecurity, as in pre-harvesting periods or droughts. The cereal banks would constitute small, decentralized and self-managed food-security stocks which could cushion some of the disastrous effects of the climatic hazards, speculative price hikes in periods of food shortage and high interest rates demanded by traders etc. The members of the VCB committees would be trained to develop and strengthen their capacities to manage the banks. Any financial surplus from VCB activity would be ploughed back into a revolving fund. When – and if – cereal supply targets were met, the surplus would be invested in other economic activities such as grain mills, village shops and pharmacies. Most of the VCB projects were launched during ACOPAM's third phase.

In phases 4 and 5, ACOPAM supported the elaboration of National Cereal Bank Strategies in Niger, Senegal and Burkina Faso. These were nominally second generation CB projects where ACOPAM supported the development of complementary actions concerning the banks' customers and partners (surplus versus deficit agricultural zones), the tie-in with national policies, integration into internal markets, and measures to enhance organizations' access to credit. The performance of centralized food storage systems in various Sahelian countries was often dismal due to the very high management and cereal distribution costs, subjection to seasonal price fluctuations, and involved bureaucratic procedures that limited the flexibility needed to react to market conditions. Drawing on lessons learned by ACOPAM and some of the test operations carried out by NGOs on VCBs, the setting up of VCBs gradually became an important component of national strategies in the field of food security. The national strategies focused on harmonizing each country's total efforts in cereal bank establishment, organization, management and monitoring.

2.3.2. Small-Scale Irrigation schemes

ACOPAM financed a total of eight projects targeting the management of community-based irrigation schemes in Mali (6), Mauritania (1) and Senegal (1). Their main objective was to

provide food security and stable sources of income for producers by helping producer organizations to manage the operation of the small-scale irrigation schemes.

The performance and viability of many Government-run large-scale irrigation schemes in the Sahel were constrained by high costs and management failures related to the installation and operation of irrigation and water pumping schemes. The Governments were generally responsible for the investments, operation and maintenance of the schemes. During its third phase, ACOPAM tried to respond to this problem by testing ways of organizing producers to enable them to operate and maintain community-based irrigation schemes. These sub-projects initiated during phases two and three (e.g. MALI (002, 003, 004) financed not only training of producer organizations but also infrastructural work such as the designing of schemes, digging of canals, construction of pumping stations etc. The second-generation projects of phases four and five focused more on training activities, mechanisms for financing the schemes' operating and maintenance costs (one solution was to put commercial plantations of Eucalyptus trees around the irrigation schemes being tested in the Timbuktu and Mopti regions in Mali), and developing and disseminating training methods.

2.3.3. Gender and Micro-finance projects

Substantial targeting of women in ACOPAM's sub-projects did not start before during ACOPAM's fourth phase. The objective of the three gender and micro-finance sub-projects in Burkina Faso, Mali and Niger was to increase women's income, and consequently their status and living conditions, by improving access to credit and developing capacities in relation to credit management. More specifically, the three sub-projects focused on the provision of support to women at two levels: (i) improvement of the economic potential and income through the promotion of viable, productive activities and access to resources, in particular credit; and (ii) strengthening effective participation in decision-making, and control over resources and benefits through animation, functional literacy and management training, organization of groups, associations and cooperatives, and self-management.

2.3.4. Land Management

The land management approach is a rural development strategy aimed at improving local economic development and sustainable resources management. The land management approach integrates environmental conservation as well as agricultural production concerns. Various earlier assessments of operations carried out in this area had led to the design and implementation of a multi-sectoral and decentralized rural development strategy entitled "integrated management of land and population resources" in Burkina Faso. Many Sahelian countries initiated pilot operations in this area and some made it a priority for rural development. When the land management approach was new, it lacked a well-established methodological base. From 1992, ACOPAM, in its Land management project, established a partnership with the National Rural Land Development Office (ONAT) of Burkina Faso. The project's two components included: (i) support and training of technical staff involved in the implementation of the land management approach in Burkina Faso, and (ii) provision – through a series of field tests – of support in the area of land management to villages surrounding the reservoir of a hydro-electric project. The identification of methodological references for the application of land management was based primarily on these tests. The objective was to establish methods for a participatory approach that allowed the development of village organization's capacities to analyze, plan, decide and act on the management of their resource base.

In phases four and five, ACOPAM also supported a land management project in Mali which tested out a method to integrate livestock, food cultures and trees in six village irrigation schemes.

2.3.5. Cotton Marketing

ACOPAM's two cotton marketing sub-projects in Burkina Faso and Niger aimed at improving the food security of the cotton marketing unit members by: (i) improving cotton production through a revolving fund in the form of inputs, (ii) to strengthen the organizations' capacities to elaborate and manage their operational budgets and to negotiate with outside partners. The Burkina project was launched during ACOPAM's first phase and completed in 1989. The Niger project started in phase three and was closed in phase four.

2.3.6. Gender – a Cross Cutting Theme

ACOPAM always aimed to integrate gender considerations in the selection of activities and farmers supported. However, during its initial phases, local women's active role in agricultural production was overlooked. ACOPAM targeted women in the area of handicrafts but not in agricultural projects. In 1985–86, the Consultative Committee recommended women participation and women components in development activities in all sub-projects. Norway was the main advocate for taking gender concerns on board.

In phase four, ACOPAM adopted a gender strategy, recruited a gender specialist and launched three micro-credit projects. The gender expert participated in the design of this phase. The program document highlighted women's role in agricultural production and to ensure their participation in all project stages each sub-project was obliged to develop a gender strategy.

2.4. The Program Cycle

ACOPAM's objectives, approach and specific support to projects and themes evolved over its 5 phases and 21-year program period (see Annex 5 for an overview of the evolution of sub-projects and themes per country and per phase). Phases one and two launched various pilot operations. In phase three, ACOPAM widened its approach by extending new sub-projects to other countries. Phase four was ACOPAM's most significant period in terms of implementing sub-projects, working on themes and producing training methodologies and materials. During its fifth phase, ACOPAM phased out all its sub-projects and consolidated its work on methodologies and materials. Program support moved from a former micro-level focus to meso- and national-level focus. The Norwegian-financed gender and equity project is still ongoing. The project supports the development of gender methodologies and conducts workshops. Although it covers the same countries as ACOPAM and works through ACOPAM's network of partner and beneficiary organizations, it is not an ACOPAM activity. ACOPAM's five consecutive phases can be summarized as follows:

The first and preparatory phase 1978–81 tested the validity of the ACOPAM approach and prepared the ground for launching pilot operation schemes within the framework of sub-projects. During this phase:

- The village cereal banks in Niger and self-managed local cotton markets in Burkina Faso evolved into successful themes.
- Many of the 15 sub-projects planned did either not materialize or had serious implementation problems, often because of poor design or preparation. Many covered areas such as housing

and artisans' cooperatives. At times, they were not in accordance with ACOPAM's objective of improved food security (R2).

- A seed storage project was instigated in Senegal and a project in The Gambia – the only project in that country.
- Sub-projects were linked to WFP activities in the respective countries. Collaboration with WFP was a mixed affair as were the attitudes of WFP field staff to ACOPAM (R2).

The second phase 1982–84 launched pilot activities within the sub-projects and started to draw-up and disseminated case studies.

- The number of sub-projects was reduced to seven to ensure portfolio compliance with ACOPAM's objective. The remaining projects included VCBs, seed stores, irrigation, cotton marketing and fishing cooperatives.
- Support to self-managed village irrigation schemes was introduced in Mali.
- Withdrawal from The Gambia when Norges Vel (Norwegian NGO) took over financing responsibility for this project.

The third phase 1985–90 implemented a total of 16 sub-projects and withdrew from some of its former pilot operations. The sub-projects focused more on diversifying activities. Many themes were extended to several countries:

- The village cereal banks theme was extended from Niger to Burkina Faso.
- Self-managed village irrigation was extended from Mali to Mauritania and Senegal.
- Local cotton marketing was extended from Burkina Faso to Niger.
- The seed stores project was phased out and was not extended to other countries.
- Support to Cape Verde's National Institute of Cooperative Training was launched. This was ACOPAM's only support to Cape Verde in this phase.

The fourth phase, 1991–95, was ACOPAM's most significant period in terms of implementing projects, working on themes, and producing methodologies. ACOPAM implemented 14 sub-projects and worked more closely with other donors' investment programs. ACOPAM completed its gender strategy. Main changes and evolution in sub-projects and themes comprised:

- Sub-projects were grouped into national field projects (NFP)
- Two new themes, land management and gender and micro-finance, were introduced.
- The cereal bank projects in Burkina Faso, Niger and Senegal moved from village-level support to assistance in elaborating national strategies for cereal banks and/or food security.
- ACOPAM continued its significant support to village irrigation perimeters. Manuals and methods based on project experiences were elaborated and disseminated.
- ACOPAM phased out from its support to local cotton marketing.

The fifth phase, 1995– end 1999, was ACOPAM's phasing-out phase. In 1997, ACOPAM withdrew from all of its nine national field projects (NFP). Subsequently its main activity was to capitalize and to disseminate methodologies and training material. Program support was extended from a former village-level focus to the meso and national levels:

- **At micro level** ACOPAM continued its support to the NFPs that were now being put in place by partners such as NGOs and para-public agencies. Before this support ended in 1997 it focused mainly on developing methodologies, elaborating and disseminating manuals to its implementing partners.

- **At meso level** ACOPAM focused on continuing its provision of training and advisory services to its implementing partners. ACOPAM assisted in establishing federations of farmers' organizations through many of its sub-projects.
- **At national and sub-regional levels**, in collaboration with ILO's COOPREFORM, ACOPAM assisted in the formulation of national policy reforms and legislation related to rural cooperatives. ACOPAM collaborated also with other actors and ILO programs.

The gender and equity project, from 1999 to December 2002⁸ – following through on ACOPAM's gender activities: The project's main objective was to contribute to increased gender equity in distribution of resources and benefits in local communities in the Sahel. This ILO-implemented project was financed through the Norwegian MFA's Gender allocation. The project covers the same countries as ACOPAM, works through ACOPAM's partner networks, and focuses much of its efforts on developing methodologies and conducting workshops.

3. ORGANIZATION AND RESOURCES OF ACOPAM – DESCRIPTION AND OBSERVATIONS

3.1. ACOPAM's Organization

Annex 6 gives an overview of the organization of ACOPAM.

3.1.1. The donor – The Norwegian Ministry of Foreign Affairs (MFA)

The background for Norway's involvement in ACOPAM was a request from ILO in 1976 (R 17). Initially ACOPAM was financed through the multi-bi allocation to ILO. From 1985 it became part of the Sahel-Sudan-Ethiopia Program (SSE). This was a major program, covering 11 countries in Sub-Saharan Africa, all of which had suffered catastrophic droughts in the 1970s and 1980s. ACOPAM's objectives were clearly in line with the objectives of this larger SSE Program. ACOPAM was a multi-bi program administered by the United Nations Division of the Multilateral Department (MULTI) of MFA. MFA's primary functions were to approve project documents and agreements for the different phases, approve annual budgets and to monitor project implementation through joint decision-making mechanisms with ILO.

Until the mid 1980s MFA was the only financial donor.⁹ MFA staff did undertake some missions, but it was mostly represented by consultants who acted on its behalf. From the mid 1980s this changed. During phase 4 MULTI strengthened its presence in ACOPAM substantially. The General Director of MULTI became very involved in ACOPAM and personally participated in important meetings. Although desk officers changed during this period, some were very active and undertook monitoring missions. For the desk officer ACOPAM was an important responsibility. For major decisions the Permanent Secretary and the Minister were often involved, particularly in connection with preparations for Strategic Committee meetings. MULTI strengthened its own capacity and support to MFA representatives in Strategic Committee meetings by attaching Norwegian consultants to evaluations and reviews. MULTI also undertook regular field visits. MFA's increasing involvement was in response to changes in Norwegian development cooperation from the mid 1980s. A separate Ministry was established and the qualitative aspects of cooperation were given more attention. MFA's

⁸ Norway has approved additional funds and extension until end 2002

⁹ The World Food Program (WFP) was also a donor, providing food for work.

increased involvement in ACOPAM also spurred greater activity on the part of ILO Headquarters (see 3.1.2)

ACOPAM was the biggest multi-bi project in MULTI and as such a very demanding project. MULTI took its role as donor very seriously. MFA's contributions, in addition to funding, were much appreciated by ILO and ACOPAM. Without being impulsive, MFA conveyed actively their views on ACOPAM, without losing track of the fact that ILO had the ultimate responsibility for the execution of the program. MFA initiated evaluations and was very interested in ACOPAM as a laboratory for experiments and learning as well as the capitalization of knowledge acquired. At the same time MFA wanted to see concrete results at the local field level. It contributed relevant knowledge both through its personnel and consultants. MFA was clear both on its commitments and on its decision to withdraw support, when that decision was made.

MFA was the only decision-making donor. It changed its views on whether other donors should be allowed to be part of the decision-making process. Initially it encouraged ACOPAM to seek additional funding for co-financing. MFA wanted ACOPAM to open up for co-financing from other donors, but did not want them to be part of the decision-making structure, nor was MULTI interested in the participation of other donors over the ACOPAM budget. But extra budgetary co-financing by other donors was encouraged. This exclusivity was perceived to be detrimental to the chances of continued funding once Norway pulled out.

In the critical fifth phase, MFA lost its grasp on ACOPAM. There were changes in personnel and opinions on multi-bi cooperation. Towards the end of phase five the previous substantial level of interest, knowledge and commitment had evaporated. MFA's involvement was confined mainly to budget approvals and the finalization of MFA's support.

As a facet of Norwegian development assistance, ACOPAM was very much in-house MULTI affair. There is no trace in the archives of any communication between MULTI and other development cooperation agencies, such as NORAD and NGOs working in Sahel. Nor did MULTI involve NORAD's resource base on rural and local development.

3.1.2. ILO Headquarters

ILO was the project owner with planning and implementation responsibilities.

The relationship between ILO Headquarters and ACOPAM changed during the lifespan of the program. Well into phase three ILO Headquarters was providing little technical and administrative backstopping (R20), for which it was taken to task by the 1988 evaluation (R 18). In response, COOP established in 1988 a follow-up committee of four officials and recruited a desk officer with technical field experience (R19 paragraph 13). Until then this had not been common practice in ILO. In phase four local ILO branches involved COOP on technical matters, COMBI on relations between ILO and donors, EXPERTS on personnel matters, BUDGET, EQUIPRO, COMPTE on administrative and financial management, PROG/EVAL on monitoring/evaluation and ALIMOND on liaising with the World Food Program.

COOP was one of ACOPAM's leading contacts. One member of staff spent 1/3 of his time providing technical backstopping. He was supported by one part-time assistant and two secretaries. The backstopping provided was both of mild, technical variety and the proper administrative variety. Actually, ACOPAM did not require much technical backstopping and

most other projects would get stronger technical backstopping. ILO Headquarters provided more support on strategic issues and less on specific technical issues.

During most of its lifetime ACOPAM was well represented within the branches listed above. However, during its initial phases there was little interest for or knowledge of ACOPAM at higher management levels. Explanations offered were that ILO worked mostly in the urban and formal sector. This changed during the last two phases.

During these two last phases – that is, in 1992–93 – ILO undertook a major reorganization, and decentralization of its organization. Multi Disciplinary Teams (MDT) were established at ILO Area Offices. However, with the exception of the cooperative specialist, these teams did not provide support to ACOPAM. During the last three or four years organizational and personnel changes were made at headquarters and people who were involved with ACOPAM either got new jobs or left the headquarters.

3.1.3. Consultative Committee and Strategic Committee

In 1985 a Consultative Committee was established as a forum for coordination and exchange of views on project activities and briefings with representatives from ILO, MFA, WFP and the CTA. The committee was originally not a decision-making body, but served to pass on information and provide guidance on particular issues. However, after its fourth meeting in 1987, it did evolve into a decision-making forum. The intention was that it should meet three times per year. It did so in 1986, but thereafter only once a year. A review of the minutes from its meetings shows that it did indeed address very important issues such as policy questions, budgets, work plans and organizational issues. From 1988 the documentation presented to the meetings improved. Particularly the 1989 meeting was important because it paved the way for substantive discussions between ILO and MFA.

In phase four the Consultative Committee was abolished and substituted by the Strategic Committee, described as follows in the project document of phase four (R10, page 11):

“The Strategic Committee will meet normally once a year to follow the implementation of the project and lay down the major strategic guidelines. It will be composed of representatives of Norway, of the WFP and of ILO. In addition, the CILSS, as well as technical observers may participate in its deliberations, should this prove necessary.”

In phase five, the composition of the Strategic Committee was extended to include ILO representatives from the regional and area offices in Abidjan and Dakar and their respective multidisciplinary teams (R25 page 24). The Strategic Committee had seven annual meetings of which five were held in the region. A review of the minutes from these meetings shows the importance of the Strategic Committee as an external monitoring device, addressing very important issues. In addition to these committee meetings, ordinary annual consultation meetings took place between MFA and ILO.

There were two basic issues related to these committees requiring attention. The first was its responsibilities and decision-making powers. It was always clear that the committees were not decision-making bodies, but consultative, the reason being fear of eroding ILO’s responsibilities as the executing agency. Nevertheless, both committees ended up as decision-making bodies. The other issue concerned their composition. It was clear that members should come from ILO and MFA. Eventually, government representatives and representatives from ILO’s regional and area offices started to participate.

3.1.4. Sub-regional counterpart – CILSS

When phase four was programmed, it was suggested that ACOPAM might benefit from a formal sub-regional counterpart. ACOPAM therefore entered into a sub-regional counterpart agreement with the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS). The Program Document defines the role of CILSS as follows (R10, page 11):

“The counterpart of the project at the sub-regional level is CILSS, which assists in determining the major priorities at the sub-regional level, and which will participate as observer in the Strategic Committee, act as joint organizer of sub-regional seminars for the dissemination of ACOPAM experience, be co-publisher of ACOPAM methodological guides, and participate actively in ensuring that ACOPAM experience is taken into account by Member States in their policies and programs.”

CILSS never played any role in ACOPAM. Few people are aware of what it was intended to do, mainly because, despite trying, ACOPAM and CILSS were unable to find any common ground between them.

3.1.5. ACOPAM’s Project Headquarters in Dakar

The role and size of the Project Headquarters did not remain static during ACOPAM’s lifetime. Project Headquarters started life as a rather small, one-person unit with the CTA. Personnel capacity doubled with the addition of a new expert. Both were recruited as experts of cooperative organization and training, and their work was primarily to support sub-projects at field level.

During phase three (1985–90) the size and nature of the Sub Regional Program Office changed. The office was given a clearer mandate on sub regional program management, training, monitoring and evaluation and the staff increased. Nevertheless, the 1988 evaluation (R18, page 6) concluded: “If headquarters were to continue operating as it did until 1988, the evaluation mission would be hesitant to recommend a continuation of ACOPAM.”

In connection with the preparation for phase four, the role and organization of Project Headquarters were given considerable attention. The sub-regional function of Project Headquarters and its organization were expressed as follows in the program document (R10, page 24 and R 23, page 6):

- 1) Ensuring overall management of the Project and support to training/information of experts and counterparts;
- 2) Organizing training, animation, associative and cooperative organization activities;
- 3) Developing methods and pedagogical instruments for training, animation and informational purposes;
- 4) Caring for operational research and publication of reference studies based on test sub-projects and similar experiences;
- 5) Carrying out evaluation and development of sub-project operations, and their self-valuation with beneficiaries, as technical follow-up;
- 6) Developing organized consultation and collaboration relations and frameworks between the project on the one hand, and national and international organizations, including donors and NGOs;
- 7) Optimizing methodological assets and dissemination through existing (or to be created in the network) surrogate structures;
- 8) Production of reports covering all the activities of the project

At the inception of phase four, Project Headquarters had grown to three units (R10, page 24). The Monitoring and Evaluation Unit comprised an international expert, an associate expert and short-term consultancy support. The Training and Animation Unit had one international expert,

one associate expert and short-term consultancy support. The Administrative Unit was composed of local administrative staff.

In phase five, when sub-projects at field level were being phased out, Project Headquarters' responsibilities and structure were changed again (R25, page 21). This was very much a consequence of the 1993 evaluation, which found ACOPAM weak on dissemination of knowledge. The Training and Animation Unit was given wider responsibilities and renamed Capitalization/ Publication / Dissemination / Partnership unit. It was composed of:

- An expert responsible for the unit and for the execution of the capitalization / publication component
- A national expert recruited locally responsible for editing
- An expert responsible for implementing the dissemination / partnership component
- A national expert, locally recruited, assisting the expert in dissemination /partnership

As a consequence of gradual phasing out of sub-projects and the need to strengthen capitalization and dissemination work at Headquarters, eventually thematic experts were transferred to Headquarters to work on capitalization.

The CTA spent much time on dealing with governments. Given the lack of formal counterpart relations, this aspect of CTA's work was important. He protected field level personnel and ensured space for maneuvering. However, as his role and work became increasingly a form of protocol and diplomacy and the input of thematic experts so weak vis-à-vis sub-projects, a technical vacuum arose at Headquarters. Some have suggested that a technical director at Headquarters might have been appropriate.

Project Headquarters were built up as a very efficient and professional, technical organization. It developed its own administrative structures and procedures and from phase four was recognized as one of ILO's leading projects in terms of reporting and management. Project Headquarters did not need much administrative support from ILO Headquarters. ACOPAM was the only technical program in ILO with a right to issue External Payment Authorization (EPA), which authorized the Area Office in Dakar to disburse. Most other ILO projects and programs got much stronger technical backstopping from Geneva.

The Headquarters were located in Dakar because travel to the other countries was easy. But the distances were enormous and traveling costs very high. From a practical and economic point of view, a more central localization, for instance Bamako, might have been more appropriate. Whether that would have had an impact on the very high traveling costs is not easy to estimate. However, their location remained unquestioned, until 1998, when initiatives were made to move headquarters to Abidjan. This was resisted by ILO Headquarters and the donor.

ACOPAM suffered from a top-down management style, which many found to be insufficiently decentralized and participatory. Staff members are known to have left for this reason. But efforts were put in to make amends and ensure team building. It was also a cultural problem – non-African personnel tending to be more critical. Staff relations improved through phase four as a result of major efforts by management and staff.

In phase five ACOPAM established an internal monitoring committee (comité interne de suivi) which reviewed annual reports and monitoring and evaluation reports before submission to ILO Headquarters and MFA.

3.1.6. Thematic experts

For phase four the concept “thematic expert” was introduced. It is also referred to as decentralized sectoral expert (R10, page 24). These people were specialists on different ACOPAM themes, and had four major functions:

- They represented the thematic expertise for all ACOPAM operations within their technical sphere
- They were in charge of the thematic project in the country where they were stationed
- They provided technical support services for and supervision of sub-projects within the specific theme in other countries
- They acted as national coordinator for all ACOPAM activities in the country they were stationed in

In phase four there were five thematic experts. Figure 3.1 shows where they were stationed and the projects they covered in different countries. Thematic experts would visit “their” projects at least twice a year. Cooperation across projects was, however, rather limited.

The major assets of the thematic experts were the technical skills they provided and the economies of scale gained by having just one thematic expert per theme. However, the responsibilities of the thematic experts were somewhat unclear, both in relation to their function as national coordinator as well as their support functions relative to projects in other countries. It also turned out that although they were good sector specialists, some lacked the capability to capitalize on and synthesize their field experiences. It has also been claimed that the thematic expert had too much unnecessary work as national coordinator. Some go so far as to say that the creation of the thematic expert job caused administrative conflicts with other projects in the same countries and unclear lines of command in relation to projects under the same theme in other countries. Finally, some say that it would have been better if the thematic experts had been stationed in Dakar and worked from there.

3.1.7. Country coordinator – Country ACOPAM office

From phase four there was an ACOPAM national coordinator at the national level in all countries, with the exception of Senegal,¹⁰ In Burkina Faso, Mali and Niger the thematic expert acted as coordinator. In Mauritania it was the National Expert, that carried out the responsibilities of the national coordinator. This was a relatively easy job of an administrative and logistic nature. The coordinator had the support of a UNV and an administrative assistant and the UNDP Res. Rep. Office also provided support services. The coordinator chaired weekly meetings with ACOPAM staff in the country. The location of their offices varied according to country; in some countries they were located within a national institution.

Although there was a need for a small measure of coordination at country level, some have questioned the necessity of this office, painting it as an extraneous layer between Project Headquarters in Dakar and the sub-projects. Too much time, they feel, was spent on unnecessary administration tasks and, in some cases, the magnitude of the conflicts exceeded the support provided.

3.1.8. National counterparts

In response to ACOPAM’s two-fold objective – food security and organizational development at local level based on cooperative ideas – national counterparts would naturally have been ministries in charge of agricultural and cooperative development. At the time ACOPAM was

¹⁰ Before there were two coordinating antennas, each covering two countries.

launched and during its first years, the cooperative movement and relevant ministries had lost much of their legitimacy. Furthermore, given the tripartite nature of ILO, favoring the equal influence of Government, employees and employers, ACOPAM was not strongly integrated with national government institutions at central level. ACOPAM bypassed this level and instead created looser relations with technical institutions at regional and local levels.

From phase four it became incumbent on CTA to develop connections with governments at a high national level. National authorities participated in ACOPAM events and were therefore well informed on ACOPAM activities. This allowed ACOPAM to work well at sub-project level. The CTA's diplomatic offices expanded as he worked to ensure the freedom and space for maneuver for the projects at field level. Connections with national institutions were therefore quite good, although they were never formalized relations between counterparts.

3.1.9. ACOPAM organization through sub-projects at local level

ACOPAM activities at field level were planned, implemented, monitored and evaluated through sub-projects. The leader of the sub-projects was usually a United Nations Volunteer (UNV) recruited from another African country or an Associate Expert. Together with locally recruited trainers and promoters they implemented the projects at field level.

3.1.10. ILO's regional organization

ILO's regional organizations of relevance to ACOPAM were the Regional Office at Abidjan and the Area Office at Dakar. Until some time into phase four there was very little contact between ACOPAM and the Regional Office at Abidjan. Actually, the COOP philosophy was that ACOPAM should have autonomy. Some (both at ILO Headquarters and Project Headquarters) perceived the Regional Office as a possible bureaucratic hurdle. Hence no efforts were undertaken to involve the Regional Office in ACOPAM.

In the middle of phase four the Regional Office started to play a more active role, taking part at meetings of the Strategic Committee and Internal Monitoring Committee. It also came to play a supportive role in ACOPAM's relations with host governments. Attempts were made to move ACOPAM to Abidjan and the Office was involved in capitalization, dissemination, creation of networks and organizing of regional meetings. However, these efforts were not very systematic, particularly regarding the dissemination of manuals. Although the Office sent all ACOPAM manuals to area offices, libraries etc. it never really undertook any systematic dissemination of ACOPAM manuals.

For most ILO projects the Area Office exercises a certain administrative and financial control. This was not the case with ACOPAM, which was the only ILO technical program with a right to issue External Payment Authorization (EPA) on its own. Through the EPA ACOPAM authorized the Area office to disburse. This privilege was given to ACOPAM because it had demonstrated financial management capacity. There have been no indications of any abuse of this privilege. The Area Office also played an important role in providing ACOPAM staff with information about ILO's administrative and financial modalities. ACOPAM disbursements were made through this office, based on ACOPAM's own EPAs. Otherwise the Area Office played a marginal role vis-à-vis the project. Nevertheless, some differences did arise between ACOPAM and the Area Office in Dakar, but these were of a minor and rather trivial nature. They may have been caused more by institutional jealousies over ACOPAM's expansive budget and high visibility rather than fundamental issues.

In 1992–93 ILO's technical support services were reorganized and decentralized. Multidisciplinary Teams (MDT) were established and attached to ILO area offices. ACOPAM did not receive much support from these teams, with the exception of support provided by the regional cooperative expert stationed in Abidjan. Furthermore, the MDTs had many countries to assist and ACOPAM was rather well equipped. Nevertheless, the 1994 Evaluation recommended increasing the backstopping of the MDT specialists in policy advice on gender, cooperative development policy and legislation (R5, para. 2), often rather neglected areas.

3.2. The System for Monitoring and Evaluation of Results

Monitoring and evaluation were prominent elements of the ACOPAM approach. External evaluations and reviews were undertaken of, and during, all phases. about 90 altogether. Findings were reported to ILO Headquarters and MFA and considered at meetings, particularly meetings of the Consultative Committee and Strategic Committee. Such evaluations were fundamental elements in the planning of new phases and revision of project documents.

Practically all evaluations and reviews have criticized ACOPAM for its poor internal system of monitoring and evaluation. It was only in the middle of phase four that an adequate system was put in place, as was recognized by the 1993 Strategic Mid-term review, which concluded that the present system was meeting the requirements (R26, page II). Nevertheless, the Strategic Committee concluded later at its meeting in November 1996 (R24, paragraph 3) that the output of the Monitoring and Evaluation Unit was not particularly outstanding, and emphasized the importance of documenting the impact of phase five.

The documentation of ACOPAM achievements during phase four and particularly phase five is quite impressive. Nevertheless, overall, it does suffer from several shortcomings. The quality of the information presented varies. A major problem is lack of consistency between terminology and data, which is exacerbated by a preference for qualitative statements rather than quantitative impact indicators. This is rather surprising given ACOPAM's need to establish yardsticks to test projects' validity, success and replicability. Base line studies and regular surveys or systematic impact evaluations of sub-projects were planned, but not carried out. ACOPAM only conducted impact studies of its sub-projects in 1996, a year before it phased out from its national field projects. Consequently, no impact studies were carried out for the sub-projects that closed before phase five. Internal project evaluations carried out by beneficiaries were meant as an important feature of ACOPAM's field methodology. But as the beneficiaries lacked the capacity and skills required, they were not carried out either. ACOPAM did not provide any training to beneficiaries or relevant support services. Nor did it give attention to the need to follow through on its closed sub-projects. E.g. the two cotton marketing projects in Burkina (001) and Niger (004) that closed in 1989 and 94 respectively were found to be successful (R 13, R22) but ACOPAM did not follow through with measures to capitalize on that success.

3.3. Financial Resources and Inputs

3.3.1. Budgetary resources and allocations

ACOPAM's financial resources as set out in annual budgets for the different phases are shown in Annex 7¹¹ and summarized in table 3.1. For the total program period the total financial allocation was 44 million USD. Of this 51 % was for personnel, 11 % for training and 10 % for equipment. The relative size of the different budget components varied throughout the program. The most important item was equipment, which accounted for 21 % in phase three and 7 % in phase four. Within the category "personnel" international experts accounted for 53 % of the total. (This does not include the very important input of Associate Experts, financed by donors outside the ACOPAM budget.) In phase four and five United Nations Volunteers was an important category, as was the National Professional Staff item in phase three and onward.

¹¹ Actual expenditures do not fully coincide. Total expenditures for the full period was 42 mill. USD and actual expenditures under different budget lines have varied.

Table 3.1. Summary of ACOPAM budgets with Norwegian financing 1978–2000

Budget categories	Phase 1	Phase 2	Phase 3	Phase 4	Phase 5	Total
	Percent	Percent	Percent	Percent	Percent	Percent
International experts	24.7	27.9	23.8	26.2	32.6	27.3
Consultants	4.5	3.9	5.7	1.9	1.3	2.9
Adm. Support	2.1	4.2	3.9	7.5	7.1	6.1
UN volunteers			1.8	8.9	6.1	5.6
Travel	6.9	7.1	4.0	6.3	5.2	5.5
Other costs	1.0			0.5	0.7	0.4
National professional staff			3.0	3.2	4.7	3.3
Sub-contracts		7.9				0.5
Fellowships	4.8	4.7	1.8		0.7	1.0
Seminars	7.0	4.7	6.5	4.5	1.0	4.2
Training				8.3	11.7	6.3
Expendable equipment	2.3	7.1	21.4	6.9		9.9
Non-expendable equipment	0.7					0.0
Revolving fund	13.2					0.3
Op./Maint. Equipment	0.7	1.8	1.0			0.4
Report cost	0.2	0.4	0.1	0.4	0.0	0.2
Sundries/Miscellaneous	0.7	5.9	6.1	11.0	4.5	7.4
SUB TOTAL	0.0	0.0	79.0	85.5	79.8	75.2
Program support 13 %	8.3	9.8	10.3	11.1	10.4	10.5
Cost increase	23.0	14.5	10.8	3.4	9.8	8.2
GRAND TOTAL	100.0	100.0	100.0	100.0	100.0	100.0
USD (1 000)	1,135	2,534	11,639	17,254	11,655	44,217

Sources: R16, 3, 4, 11, 25

In the tables below phase 4 budget figures are presented, showing allocations per organizational level, country, theme and sub-project. In 1994 30.5 % of funds were for the Project Headquarters in Dakar, 26.5 % for the thematic experts and 35.1 % for sub-projects at field level. 7.9 % was for national coordination in each country. In phase four 37 % of funds were allocated to Mali, 26.8 % to Burkina Faso, 21.9 % to Niger and only 9.6 % and 4.7 % to Senegal and Mauritania respectively. Of the five themes, small-scale irrigation was by far the largest and cotton marketing the smallest. The other themes received approximately equal amounts. Within the sub-project category salaries and seminars accounted for approximately 1/3 each and equipment 1/5. Equipment included items such as vehicles and mopeds, operation of equipment, computers, buildings (storage facilities and cooperative buildings in MAU/005, MLI/005), construction of land preservation structures (BKF/008) and credit fund (BKF/007). The amounts allocated for seminars and equipment varied quite a lot between the projects, for seminars from 16,000 to 280,000 USD and for equipment from 20,000 to 290,000 USD.

Table 3.2. Distribution of ACOPAM funds in 1994 as per organizational levels

Organizational levels	USD	%
Project headquarter Dakar	888 900	30.5
Themes	774 000	26.5
National coordination	231 500	7.9
Sub-projects	1 023 050	35.1
Total	2 917 450	100.0

Source: R11, page 37

Table 3.3. Allocations to sub-projects per country phase four

Country	USD	%
Burkina Faso	1 482 000	26.8
Mauritania	262 000	4.7
Mali	2 046 000	37.0
Niger	1 214 000	21.9
Senegal	533 000	9.6
Total	5 537 000	100.0

Source: R11

Table 3.4. Allocations to sub-projects per themes in phase four

Themes	USD	%
Cereal Banks	1 145 000	20.7
Small scale Irrigation Scheme	1 718 000	31.0
Gender and micro-finance	1 260 000	22.8
Land Management	1 024 000	18.5
Cotton Marketing	390 000	7.0
TOTAL	5 537 000	100.0

Source: R11

Table 3.5.

budget for all sub-projects in phase four

Total

Budget line	Category	USD	%
11.10	Consultants	79 000	1.3
13.00	Adm. Support	464 000	7.8
14.00	UNV	740 000	12.4
15.00	Off. Travel	445 000	7.4
17.00	Nat. Professional	180 000	3.0
19.00	Sub total	1 908 000	31.9
32.00	Seminars	1 913 500	32.0
41.00	Equipment	1 234 500	20.7
53.00	Misc.	920 000	15.4
	TOTAL	5 976 000	100.00

Source: R10

3.3.2. Co-financing ACOPAM

Support from other donors to ACOPAM was provided through two different routes: first, through the numerous associate experts attached to ACOPAM during all phases (see table 3.6); second, donors channeled funds into other projects for associated activities or investment purposes.

3.4. Personnel Resources

ACOPAM provided the following categories of personnel They include international experts such as CTA, associate experts, United Nations Volunteers, National professional staff – experts and consultants. Table 3.6 shows personnel numbers per category during some of ACOPAM’s phases.

Table 3.6. Personnel categories in phases 3, 4 and 5

	International experts	Associate Experts	United Nations Volunteers	National Experts
Phase three 1)				
• Budget	2,765,434	n.a.	454,152	349,078
• Number	6	7	3	n.a.
Phase four 2)				
• Budget	4,515,433	n.a.	1,535,958	546,583
• Number	8	6	12	n.a.
Phase five 3)				
• Budget	3,799,200	n.a.	714,000	550,500
• Number	10	3	11	10

1) R 1, annex 2; 2) R10 and 11; 3) R25

During phases one, two and three most of the experts recruited were specialists in cooperative organization and training. In phase four personnel were recruited more on a subject basis (specialists in village savings, credit and finance, gender, promotion and animation of self-management of village ecosystems, cereal banks and village storage strategies, water resources and self-management). During phase four the personnel philosophy of ACOPAM was to recruit specialists, and train for its participatory approaches. During phase five staff numbers were cut systematically. At the end of the phase, only three staff members, all international experts, remained.

ACOPAM went through two major personnel and management conflicts. In 1985–87 personnel discord culminated in the replacement of the CTA and in the loss of some of ACOPAM expert staff. At the end of phase three and inception of phase four trouble broke out as a consequence of the CTA’s management style. It was effectively addressed by those involved. From then on the ACOPAM team functioned quite well.

Throughout its lifetime criticism of ACOPAM personnel from ILO was extremely limited as far as their technical profile was concerned, although there was of course criticism of the performance of certain staff members. Despite this overall absence of negative criticism, some observations can be made. ACOPAM personnel worked mostly in the field, and had less capacity to capitalize on lessons and methodologies. People remained with ACOPAM for extremely long periods of time despite the changing nature of their work, often presenting them with jobs for which they were not always optimally equipped. Up until 1994 ACOPAM had no economist that could establish cost consciousness within the organization and methods to measure the economic impact of production-oriented projects.

MFA contracted consultants for their own backstopping for reviews of proposals from ACOPAM, for meetings (primarily Strategic Committee meetings) and for other reviews and evaluations. These consultants filled a vital function as sources of expertise on which both

project staff and ILO staff could draw. They also functioned as informal conduits of information among involved actors.

4. DESCRIPTION OF ACOPAM'S ACHIEVEMENTS

In this chapter ACOPAM's results and achievements are discussed in relation to its ambition to:

- (i) Strengthen the organizational and managerial capacities of grassroots organizations; and
- (ii) Increase and diversify economic activities of the local organizations and their members.¹²

The data on achievements and results were mainly collected from the end of-phase reports, in particular the reports for phases four and five (R14, R15), the 1988 mid-term review (R18), the 1991 review (R2), the 1994 review (R13) and the synthesis report of the 1996 impact studies (R6). Not all the impact studies of the phase five sub-projects were available for this evaluation. ACOPAM's record in the various countries was also discussed with participants of the evaluation's national and sub-regional stakeholder workshops.

Gauging ACOPAM's social and organizational track record proved difficult, as extensive field trips to sub-project level initiatives were not provided for in the evaluation's mandate. Moreover, ACOPAM's tendency to document non-tangible results and the low priority given to establishing tangible monitoring indicators, in particular during its early phases, made such an assessment even more challenging. E.g. sometimes it was difficult to know the exact number of beneficiary organizations or the total number of beneficiaries covered by a sub-project. Even some of the impact studies lack such data. It was difficult to keep track of the achievements of many of the projects that had closed before the fifth phase as ACOPAM only conducted impact studies of its sub-projects in 1996.

4.1. Theme Achievements at Micro and Meso Levels

ACOPAM's accomplishments within its main themes at the micro and meso level are summarized in table 4.1 below. Annexes 5 and 8 provide more detailed information, including progress in gender-related work.

Table 4.1. ACOPAM's Theme Achievements at Micro and Meso levels (1978–99)

	THEME					TOTAL
	Cereal Banks	Irrigation	Gender & credit	Land Management	Cotton Marketing	
No. of local organizations	283 VCB	78 PIV groups	ca. 140 groups	17 groups, ONAT, GT staff	27 groups	Ca. 725¹³ groups
No. of federations	3 regional and 1 national	2 (inter-PIV and union)	3 unions	2 unions		11 unions/ federations
No. of beneficiaries	n.a.	ca. 17,400	4060	706 villagers 1500 staff	n.a.	n.a.
Participation of women	Very low	Low MLI, high MAU	Almost 100%	Low	Low	Low
No. of main	4 VCB	4 manuals	2 manuals	5 GT manuals	–	15 main

¹² For the land management theme, there was the additional objective of improving land and village eco-systems.

¹³ ACOPAM's support to 171 seed stores and its training support for four training and artisan cooperatives and one fishery cooperative during phase one and two are also included in this figure (see Annex 5 for details).

Manuals	manuals	PAAP				manuals
No. manuals sold/distrib.	1316	5505	745	723	1940	10229

Cereal Banks – Burkina Faso, Niger and Senegal. ACOPAM supported the management of about 283 village cereal banks and three regional and one national union under its village and national cereal bank projects. ACOPAM's main achievement here was the strengthening of the CB units' capacities in operating cereal banks, which contributed to increased food security for many members of these groups. The VCBs were most successful in food-deficit areas. The inter-regional unions in Burkina and Niger were able to handle small-scale marketing, but not inter-regional exchanges, which are complex. Unions in Burkina had access to credit from FEER and some mutual banks. The Pedagogical Support Fund for Cereal Marketing (FAPEC), set up by ACOPAM, helped CBs gain a foothold in cereal commercialization. The financial surplus of some of the village banks meant increased working capital for VCBs, but less for income diversification. ACOPAM's success in Senegal was limited due to lack of training and less viable unions. The VCBs in Niger suffered from not having support structures to replace ACOPAM. Very few women were members of the VCB committees. Women's participation was generally limited to CB building, carrying water and preparing food (R7, R13). ACOPAM produced four manuals on VCB management.

The workshop participants that represented Burkina Faso, Niger and Senegal emphasized the theme's success in boosting stocking capacities, reducing cereal price fluctuations, and making CB manuals available, all of which improved food security.

Small Scale Irrigation – Mauritania, Mali and Senegal. ACOPAM supported about 78 local organizations in the management of community-based irrigation schemes, and supported the creation of two federations or unions. The main success in this theme area was the strengthening of the local organizations' capacities related to the operations of community-based irrigation schemes which often led to increased agricultural production and increased food security for the producers and their families. ACOPAM's functional literacy training for the self-management of village irrigation perimeters (PAAP) was crucial to these achievements. The PAAP methodology developed on the basis of ACOPAM's experiences in the Mopti region is becoming more widely known in and outside Mali and was also used by the Mauritania project. The development of a marketing and input credit system in Mauritania was a major achievement and strengthened the self-management capacities of the beneficiary groups. Through the testing of this system, ACOPAM contributed to the establishment of the Union of Agricultural Cooperative (UCAF) that later managed the marketing and inputs credit. Diversification of income-making activities, except for irrigation, seems relatively low. In Mauritania, women participated in many aspects of the project and many beneficiary groups and committees also included female members. In Mali, the participation of women was much lower, e.g. there were very few women on the various committees and there were few women animators. The workshop participants from Mauritania, Mali and Senegal put particular emphasis on the theme's success in elaborating and developing the PAAP method.

Gender and Micro-Finance – Burkina Faso, Mali and Niger. The main achievement in the three sub-projects supporting women's access to credit was to increase the number of income-making activities. More than 4,000 women, or around 120 credit groups, benefited from easier access to credit and ACOPAM supported the creation of three regional unions of credit associations. Towards the end of the sub-project in Burkina, the beneficiary associations were able to negotiate directly with financial institutions. However, the limited five-year duration of these sub-projects on average was insufficient to provide adequate credit management and literacy training to ensure short-term self-management of the newly established credit systems, in

particular in Mali and Niger. In general, the internal rules and regulations of the credit groups were weak and had a negative impact on the systems' viability (R6). E.g. in Niger, there was a tendency to recycle credit before loans were entirely paid back. In Mali there were no sanctions or pressure options for bad debtors which led to insufficient cost recovery. ACOPAM developed a methodology related to gender and micro-finance which was published in the form of a manual by the ongoing gender and equity project in 2001. The stakeholders from Burkina Faso, Mali and Niger pressed home this theme's achievements especially in improving women's income and socio-economic status.

Land Management – Burkina Faso and Mali. This theme's main achievement at micro- and sub-regional level was the important production and dissemination of manuals and modules in land-management methodologies. ACOPAM used its acquired know-how in the area of training and support to local organizations in the work on this land management approach. The training modules and guides were developed jointly with the national land management office, ONAT. The project trained a total of 1,500 ONAT and other staff related to the multi-donor national land management project. ACOPAM's methodological test in Mali was found viable. There are no data on women's participation. The stakeholders from Burkina mentioned the clarification of the land-management concept, the dissemination of GT methods and the training of project staff in GT as important theme achievements.

Cotton Marketing – Burkina Faso and Niger. ACOPAM supported a total of 27 cotton units. ACOPAM was very successful in its support to the self-management of local cotton markets in Burkina Faso. Its main achievement was to make the local cotton units self-managed, with significant operational budgets and revolving funds supporting social investments. The units were operational in 1994, 5 years after the Burkina project closed. The Burkina stakeholders noted the successes of this theme in setting up village units involved in commercial cotton activities, and its contribution to social activities at village level. There are no data on achievements of its the result of ACOPAM's support to cotton units in Niger but the stakeholders from Niger reported that the units never become operational.

4.1.1. Gender considerations in the selection of activities and farmers supported

ACOPAM enhanced the participation of local women in its activities by performing gender analyses for many of its sub-projects. These analyses highlighted women's role in agricultural production in the sub-projects and provided starting points from which to formulate strategies and work programs to favor women's participation. These analyses were completed during the fifth phase, leaving in consequence, too little time to prepare gender strategies for each sub-project. Had this been done it could have assisted ACOPAM in redesigning the sub-projects to meet women's specific needs. As a result, in its phasing-out period, ACOPAM was still testing methods to integrate gender in its projects. The gender analyses resulted in a document on Gender and Development which was the first major document in this field written for Francophone Africa. The document was widely distributed.

The actual participation of local women in ACOPAM's sub-projects was low except for the gender and micro-credit projects, where women made up the sole target group, and the irrigation project in Mauritania, where women participated actively in project activities and committees. ACOPAM had a tendency to design special projects or separate activities for women in addition to the already existing project activities targeting male farmers. Most often, female members were rare in the management committees set up by the sub-projects. Few of the projects included women from the initial planning stage. The impact for women was also marginal on women components in general projects. Overall the program and staff lacked the experience and know-

how to apply gender-based information in practical project planning and implementation in the different themes (R13, R7).

4.2. Achievements at Meso Level

Support structures. At the meso level, ACOPAM's main efforts focused on training the support structures in ACOPAM methodologies. Although ACOPAM strengthened the capacities of those structures, their efforts were inadequate to the purpose, and the structures were hence unable to continue to apply ACOPAM's methodologies and activities. ACOPAM also established contacts with new partners such as the Federation of NGOs, FONGs in Senegal and the Technical Services for Rice Operations, ORS in Ségou, Mali, which it targeted in its knowledge dissemination and training activities. In addition, ACOPAM stimulated the creation and consolidation of certain NGOs that took over many of ACOPAM's activities in their respective countries and consequently functioned as support structures. Examples were the AFAR in Mali and AFD in Burkina Faso. Currently AFAR operates actively in the Mopti region as an important NGO and consulting company, providing support to producer organizations in the form of training services and construction of rural infrastructure under various donor programs. The workshops' participants reported that ACOPAM had strengthened the capacities of the support structures, but that their efforts were sometimes not adequate.

Federations of Farmers' Organizations. ACOPAM accompanied the creation and development of ten federal organizations that represented various ACOPAM-supported local organizations (see table 4.1). With some exceptions (e.g. the CB unions and the cooperative in Fom Gleita) ACOPAM did not achieve much in terms of strengthening these federations. ACOPAM did not prioritize support to the federations, partly because an enabling policy environment for rural cooperatives did not exist before in the late 1990s.

4.3. Achievements at National Level

National strategies for Cereal Banks. National strategies on cereal banks were adopted in Burkina, Niger and Senegal. The strategies contributed to the harmonization of the countries' cereal banks' establishment, organization, training, management and monitoring. The national CB strategies in Senegal and Burkina Faso included a chapter on the participation of women in VCBs, but this was mainly a declaration of principle (R7).

National policy reforms and legislation on rural cooperatives. National policy reforms were adopted in Burkina Faso, Mali, and Niger. They provided an improved framework for the emergence and operation of rural cooperatives, including the legal recognition of many of the ACOPAM-supported organizations. In their collaboration with COOPREFORM and ILO's multidisciplinary teams, ACOPAM contributed to the diagnosis of the problems of producer organizations, facilitated the dialogue with different partners and exchange visits between countries in the sub-region. After the adoption of a new law, COOPREFORM and ACOPAM organized a popularization campaign and translated the laws and provisions into a more easily accessible language and handed them out in the form of booklets during training seminars. The experiences gained in developing new policies and legislation and in focusing on a participatory approach from ACOPAM's countries were instrumental in furthering national policy reforms and legislation in Cape Verde, The Gambia, Ghana, Guinea, and Nigeria. Workshop participants emphasized the importance of these new reforms in relation to rural groups and current policies of decentralization and democratization.

4.4. Achievements at Sub-Regional Level

Production, capitalization and dissemination of methodologies. ACOPAM's main achievements in producing and disseminating training manuals and documents are presented in Annex 9. This took place mainly between 1992 and 1997. ACOPAM produced more than 40,000 copies of the various manuals of which 22,654 had been distributed or sold by 1999 (R15). The work resulted in, i.a.:

- 4 manuals on management of village cereal banks
- 4 manuals on functional literacy for the management of village irrigation perimeters (PAAP) and related manuals (e.g. rural credit and rural equipment management)
- 1 document on Gender and Development, and 1 manual on Gender and Producer Organizations
- 4 manuals on Land Management
- 1 manual, practical guides and brochures related to mutual health benefit societies in Africa (in collaboration with other partners such as WMS, USAID and GTZ)
- 1 manual for producer organizations on African enterprises and exports

Much of the produced material is of a high quality, e.g. the PAAP method. ACOPAM's quality control system was set up in 1994, and its editorial practices were consistent with ILO's general activities and strict procedures for editorial work in relation to such issues as publication authorization, copyright, ISBN, allocation of sales earning etc. Given ACOPAM's comprehensive quality control, ILO found it unnecessary to control publications before they were sold. ACOPAM was at its height in terms of methodology development in 1997. The positive experiences in establishing partnerships with other actors in developing and disseminating methods for the land management themes and its involvement in MHBS were a contributory factor here. Some of the manuals were translated into several national languages, though not many manuals or documents were translated into English or Spanish.

ISPEC, RADEC and other actors involved in the ILO programs such as INTERCOOP or COOPREFORM participated or were targeted in ACOPAM's dissemination of its publications. ACOPAM also conducted training courses together with ILO's Turin Center. For the dissemination of manuals, ILO's distribution channels were used. ACOPAM was also the first ILO program to distribute its publications through independent book stores, both in West Africa and in Europe. The fact that ACOPAM finalized most of its manuals towards the end of the program did not leave adequate time to perform a comprehensive distribution of methods and manuals. Moreover, many of ACOPAM's key staff left the program in 1997/98 and the positions related to capitalization and dissemination of ACOPAM's publications in Dakar and at ILO Headquarters,¹⁴ respectively, were suspended in 1998. Subsequently, it was only sporadically that ILO disseminated any of the material.

Collaboration with donors and other partners in co-financing arrangements and new projects. At the end, ACOPAM had entered into four major co-financing arrangements with other donors. They included EDF and the United Nations Capital Development Fund (UNCDF) in the Timbuktu region in Mali; WB in Mauritania and WB and GTZ for the national land management project in Burkina. ACOPAM's co-financing arrangements with other partners included the CNCA for the gender and micro-finance project in Burkina, WSM for the publication and dissemination of MHBS publications, the Netherlands for the work on

¹⁴ ILO/COOP had one fulltime employee to assist ACOPAM in the capitalization and dissemination departments from 1997 to 1998.

cooperative legislation and reforms in Niger, the NGO Afrique Verte for the CB project in Niger, and various donors for training in PAAP in the Mopti and Timbuktu regions (R14). There is no available data recording the extent to which donors applied ACOPAM methods or used the manuals in their own projects.

Collaboration with other ILO programs and other actors. Table 4.2 summarizes ACOPAM's main sub-regional partnership arrangements in the area of cooperative reform. In addition, ACOPAM's collaboration with PA-SMEC resulted further in the joint preparation of training tools for the management of member-based financial intermediaries. ACOPAM also shared its expertise in the dissemination of publications with PA-SMEC.

Table 4.2. ACOPAM partnership arrangements in the area of cooperative reforms

Year	Title	Place	Partners
1996	Cooperative reforms in French-speaking Africa and Haiti	Ivory Coast	ISPEC, ILO Turin, COOPNET, ILO Abidjan
1997	Privatization of cooperative support services	Cotonou, Benin	ISPEC, IRAM, COOPNET, ILO Abidjan
	Technical support to cooperative reforms	Dakar	ISPEC, ILO Turin
	Comparative study on cooperative laws	Study	---
	Gender integration in cooperative development	Nouakchott	COOPNET
	Integration of cooperative research, practices, and teaching in university curriculum	Benin	COOPNET
1998	Design of follow-up programs to cooperative reforms	Abidjan	ISPEC
1998-2000	Publication of guide to cooperative entrepreneurship: series of workshops, consult. meetings and validation sessions	Many places	COOPNET
1999	Evaluation of cooperative reforms	Niamey	ISPEC
	Harmonization of cooperative laws in the OHADA region	Yaoundé	ISPEC, OHADA
	Cooperative reforms in Portuguese-speaking Africa	Praia	OCPLP

5. EVALUATION OF ACOPAM'S ACHIEVEMENTS

5.1. Evaluation Model and Criteria

The basis for the evaluation is the ACOPAM project matrix. ACOPAM's immediate and longer-term development objectives for the different phases are listed in Annex 4. The matrix consists essentially of the elements listed in table 5.1.

Table 5.1. Summary of ACOPAM logframe matrix

GOAL						
To improve the Sahelian women and men farmers' self sufficiency and increased food-security within the overall framework of sustainable development						
PURPOSE						
To increase the organizational capacity of the local populations				To increase and diversify the economic activities of the local populations		
OUTPUTS						
Cereal banks	Small scale irrigation	Gender and micro-finance	Land management	Cotton marketing	Capitalization and Dissemination of methods	Strengthening of support structures and federations
INPUTS (Budgets per phase in USD)*						
Phase 1: 1,1 mill	Phase 2: 2,5 mill	Phase 3: 11,6 mill		Phase 4: 17,3 mill	Phase 5: 11,7 mill	

* Actual expenditures differ from budget allocations.

For this evaluation the following criteria¹⁵ are applied in response to the TOR:

Efficiency, i.e. to compare project inputs and outputs in order to measure the productivity of the project. How efficient were the resources allocated to the project?

Effectiveness, i.e. to compare outputs and purpose, with a view to answer to what extent the purpose of the project was achieved

Impact, i.e. to compare purpose and goal of the project with a view to identify positive and negative, primary and secondary long-term effects produced by the project, directly or indirectly, intended or unintended.

Relevance, i.e. to compare the outputs, purpose and goal with a view to assess the extent to which the objectives of the project (outputs, purpose and goal) are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.

Sustainability, i.e. to compare inputs, outputs, purpose and goal with a view to assess the continuation of benefits from development intervention after major development assistance has been completed and the probability of continued long-term benefits.

¹⁵ Based on "Glossary of Key Terms in Evaluation and Results Based Management", OECD – DAC Working Party on Aid Evaluation, OECD 2002 and "Evaluation of Development Assistance", Norwegian Ministry of Foreign Affairs, 1993

5.2. Efficiency

Existing information does not allow an assessment of the efficiency of the total program within the frame of this evaluation. Nevertheless, some issues related to efficiency should be addressed, even if it is not possible to draw clear conclusions. The assessment is limited to phase four and five, for which the following are addressed:

- (i) Sub-projects' total allocations and inputs in relation to achievements
- (ii) Inputs to ACOPAM's capitalization and dissemination
- (iii) Inputs to different ACOPAM organizational levels

Annex 10 lists the achievements for each sub-project and the budget inputs in phase four and five. Figures of actual expenditure at sub-project level have not been available.

ACOPAM technical personnel at sub-project level consisted of UNVs, national experts and associate personnel. Their category and number vary among the sub-projects. Regarding performance and efficiency there are no records of any general criticism directed at their work. Thematic experts acted also as personnel inputs to sub-projects, but this is not reflected in sub-project budgets as thematic experts covered more than one sub-project. The efficiency of the modality of thematic experts – in terms of their covering more than one project and performing coordinating functions at country level – has been questioned in several reports with reference to these experts.

Total budget allocation for some sub-projects is striking, in particular given the projects' actual achievements. For instance, the gender and micro-finance project in Mali (MLI/005) had a budget of USD 457,000 in its fourth phase, but the project only supported one mixed fishing cooperative with 220 members. Its only accomplishments in both phase four and five were the literacy and book keeping training which only eight women completed (i.e., the impact of training was very low); the provision of credit (the short-term viability of the credit system was questioned in 1996); and the planting of 1800 trees. The project's commercialization attempts were unsuccessful. Mali's land management project (MLI/008) had a total budget of USD 537,000. This is a remarkable amount for a project that only managed to test out a single methodological approach in six village irrigation schemes in the Mopti region. The two projects – MLI/005 and MLI/008 – indicate lack of cost-consciousness. Moreover, the projects proved to be too small in scope – i.e. they covered too few target groups – to succeed and “pay back” the costs of implementing the methodological tests ACOPAM conducted(R6).

Budget allocations for seminars varied among the projects from 16,500 USD (MLI/006) to 280,000 USD (BKF/008). It is very difficult to assess the efficiency of these inputs in relation to outcome. However, the theme that stands out as having the highest amounts for seminars is “Land Management”, which covered Mali and Burkina Faso. The Mali land management project had a budget allocation of USD 250,000 for seminars, which is high given its negligible performance (see above paragraph). For the Burkina project, the budget allocation for seminars is more understandable given that the project trained ONAT staff and designed and produced 13 modules. However, the implementation of these modules was financed by several donors.

Capitalization and dissemination was a major undertaking in ACOPAM. This work started up in phase four, but became ACOPAM's most important activity in phase five. Chapter 4 gives an overview of achievements. The inputs to capitalization are very complex and involve ACOPAM's field tests gathered through sub-projects, preparation of material by thematic

experts and production of training manuals at ACOPAM Headquarters. From mid phase four a major part of ACOPAM staff was somehow involved in production and dissemination of ACOPAM's methods and manuals. Although the achievements were considerable, the information we have had access to is not such that it makes an assessment of relationship between inputs and outputs possible. However, we were told that one of the reasons why capitalization was not adequately addressed before the middle of phase four was that while ACOPAM sub-project staff and thematic experts had technical knowledge they had no knowledge of how to synthesize and capitalize experiences at a higher level.

Throughout the history of ACOPAM questions have been raised about the efficiency of the organization. Evaluations have pointed out that many have perceived ACOPAM as a rich funding agency, given its generous budgets, but that the organization has not been very cost conscious. The following represent some of the questions raised about the efficiency of ACOPAM's organizational structure:

- Were too many funds being allocated to project headquarters in Dakar (1994: 30,5 %) in relation to field level activities through sub-projects (1994: 35.1 %)?
- Were inputs of the theme experts efficient given their manifold tasks (1994: 26.5 %)?
- Was the placement of a national coordination unit between headquarters and sub-project an efficient solution?
- Were the inputs from sub-projects efficient?

It is not possible to answer these questions with any measure of confidence. But although a sub-regional program like ACOPAM requires a central headquarters to support local projects and to capitalize on and disseminate experiences, it appears that the organization could have been more efficient if the actual capitalization and dissemination of methodologies had started much earlier.

5.3. Effectiveness

ACOPAM's **effectiveness** was measured by comparing program achievements against objectives in terms of:

- (i) Strengthening the organizational capacities of grassroots organizations; and
- (ii) Increasing and diversifying economic activities of the local organizations.

5.3.1. The program's overall effectiveness

In general, ACOPAM's theme efforts were quite effective in strengthening the organizational and managerial capacities of its local beneficiary organizations. ACOPAM was also effective in supporting national cooperative reforms and legislation. Albeit at a late stage, ACOPAM did become effective in its production of training methods and manuals. ACOPAM's achievements in strengthening support structures were insufficient to allow them to continue applying ACOPAM's methods. ACOPAM did not contribute much to strengthening ACOPAM initiated federations. Work within the various theme was generally too ineffective to boost and diversify economic activities other than the specific economic activity. The only exception related to income-making activities generated from the gender and micro-credit project. These poor results must be seen in relation to the difficulties in generating long-term economic surpluses in poor rural Sahel.

Cereal Banks. ACOPAM contributed quite significantly to improving the capacities of village and regional CB organizations, but the income-making activities generated from these operations were, however, insignificant.

Small-scale irrigation. ACOPAM was relatively efficacious in its strengthening of beneficiaries' organizational capacities in managing small-scale irrigation perimeters thanks not least to the PAAP method. The credit system in Mauritania further enhanced the capacities of the sub-project's cooperative groups. The increasing use of the PAAP methodology by other actors is also helping to boost competence among an increasing number of organizations. The effects of the theme-related efforts in diversifying economic activities were negligible except for the producers' involvement in irrigation.

Gender and Micro-finance. The women who benefited from ACOPAM's credit generally did so by widening their involvement in other income-making activities, and often improving their socio-economic status. Training work was sometimes very costly but nonetheless inadequate to ensure the viability of the credit systems, in particular in Mali and Niger.

Land Management. The land management project in Burkina Faso was very effective in improving the GT capacities of ONAT and other actors, and in strengthening the capacities of the local groups within the test area. There is no information available concerning the number of village groups trained within the national GT program. The Burkina project appears to be the most effective ACOPAM project, apart from the HMBS project, in testing, producing and disseminating methods of work. The land management project in Mali seems to have been ineffective: with a project budget of 0.5 million, it only managed to test a single land management methodology in six village irrigation schemes. The theme's impact on village ecosystems, which was its other objective, is not known.

Cotton Marketing. ACOPAM's training activities related to the cotton units in Burkina Faso were very successful. In spite of the recommendations of the 1994 review (R13), ACOPAM failed to develop methodologies on the basis of successful projects. Nevertheless, the theme won the support of many donors in the sub-region in the 1990s. There is no information saying whether other donors were influenced by ACOPAM's experiences in different theme areas. Theme-related work was less effective when it came to developing new income-making activities, but the revolving funds did support some social investments.

5.3.2. Effectiveness of achievements at meso level

Support structures. In retrospective, ACOPAM's hypothesis that the different support structures should first be able to update the methodologies being applied and second take over ACOPAM's training activities was too optimistic. ACOPAM's efforts in strengthening the support structures started too late in the program to effect this result after the program closed. Concerning the updating of the methodologies, a better strategy would have been to involve ILO Headquarters and academic training institutions. However, even in the mid 1990s very few such institutions existed in the sub-region.

Federations of farmers' organizations. The negligible achievements attained in strengthening federations must be seen in relation to three main factors. Firstly, ACOPAM needed to prioritize creating viable local groups rather than supporting their federations that often lacked official recognition and had weak self-financing capacities. Secondly, in most ACOPAM countries an enabling policy and legal environment for the creation of autonomous movements and national institutions for rural organizations did not exist before the end of ACOPAM's program period. Thirdly, several ILO staff in Geneva and former ACOPAM staff reported that Norway (MFA) was generally reluctant to let ACOPAM's support move from the micro to the meso and national

levels. Nevertheless, the federations and their local organizations did benefit from ACOPAM's assistance to cooperative reforms if only indirectly (see 5.3.4 below). Participants at the regional workshop also confirmed that most ACOPAM unions and local organizations are now legally recognized.

5.3.3. Effectiveness of achievements at national level

National strategies, cooperative reforms and legislation. ACOPAM support to the formulation of national strategies on food security and cereal banks was valuable, as was its assistance to national policy reforms and legislation on rural cooperatives. This work provided a better framework for the emergence and management of rural cooperatives and improved the legal status of many federations and local organizations, which, previously, was an important impediment of the viability of many ACOPAM organizations (R6).

5.3.4. Effectiveness of achievements at sub-regional level

Capitalization, production and dissemination of methods. ACOPAM produced high quality training manuals from 1992; the work in this area peaked in 1997. By that stage, the ACOPAM program had grown and was able to offer: a professional team that mastered ACOPAM methods and training techniques; a package of high quality training tools; and a network of important partners. ACOPAM was most effective when capitalizing, producing and disseminating methods in partnership with other actors. When piloting its first themes, ACOPAM was inclined to work in isolation. Its success with the production and dissemination of the practical guide and manual to set up local health mutual benefit societies (HMBS) illustrates how partnerships with leading actors within the health sector can provide a good basis for (i) cross-fertilization of experiences and tests; (ii) production of methods where all partners have ownership; and (iii) effective dissemination of experiences and knowledge to partners and other stakeholders. Surprisingly, ACOPAM's budget for HMBS activities was only one percent of the total budget for the fifth phase.

ACOPAM was quite effective in disseminating its methods. It used its networks, partners, ILO's distribution channels and independent bookstores. But it could have been even more effective had it had a more coherent and long-term distribution strategy in relation to relevant donors such as FAO, IFAD, WB, governments, NGOs, private sector agencies and end-users. On the other hand, ACOPAM would have needed considerable support from ILO Headquarters in elaborating and implementing such a strategy. ILO did not register this need, however, and Norway, with its focus on ACOPAM remaining simply a support project, did not push for greater ILO involvement.

Collaboration with other partners in co-financing, new projects, other ILO programs and other actors. ACOPAM was most effective in establishing co-financing arrangements with donors and national partners in its fourth phase, and in having constructive partnership arrangements in method development (land management, HMBS, and credit) and in its work related to cooperative reforms in its fifth phase. As ACOPAM was at its height in terms of developing and disseminating methodologies and training tools only two to three years before the program closed, little time was left to establish more partnership arrangements or to promote new ACOPAM-type projects. There is little data on how many new projects actually use the ACOPAM methods. While Internet searches provide many references to the ACOPAM program itself and some of its methods and themes, (e.g. the PAAP, VCB management and HMBS), apart from the widespread adoption of HMBS there are few references to projects that use other ACOPAM methods.

It seems that had ILO Headquarters followed through on ACOPAM's methods after the termination of the program; training tools could have been provided to other relevant development actors and used by them to initiate new ACOPAM-type projects. This would have boosted the multiplier effect. However, neither ILO nor Norway realized the potential.

5.4. Impact

ACOPAM's **impact** was determined by analyzing the degree to which ACOPAM's performance within its two main objectives (strengthening local organizational capacities and increasing and diversifying the economic activities of local organizations) had an impact on ACOPAM's overall goal to:

- Improve the Sahelian female and male farmers' self-sufficiency and food security.

Most of the data related to ACOPAM's impact on food security was found in the summary document of the impact studies (R13). Most of the impact studies contain little data on ACOPAM's impact on food security, and the more recent ACOPAM documents have focused more on impacts on job creation. For instance, the 1999 end of phase five document (R15) states that more than 25,000 people have become self-employed as a result of ACOPAM's nine national field projects. However, a review of the findings of the impact studies of the same field projects paints a more moderate picture in terms of job creation and even states that for some of the projects, impact on job creation was negligible (R13).

5.4.1. ACOPAM's impact on beneficiaries

ACOPAM did have a certain impact on boosting self-sufficiency and food security of members of its beneficiary organizations, and enhanced not least the capacities of its beneficiary organizations. The impact on food security was registered in the following areas:

- **Cereal Banks:** The operational VCBs and their unions contributed to increased cereal stocking capacities in Burkina, Niger and Senegal. This improved the food security of many VCB villages. ACOPAM's support to national CB strategies had a positive impact on the countries' food security.
- **Small Scale Irrigation:** The strengthening of local groups organized around community-based irrigation schemes improved the schemes' management. Increased production, mainly of rice, improved food security for many groups' members and their families.
- **Gender and Micro-Finance:** The credit generated income-making activities increased the beneficiaries' income, and consequently their families' food security.
- **Land management:** The theme's objective of improving village land and eco-systems had no direct short-term food security impact at local or higher levels.
- **Cotton marketing:** The cotton units in Burkina had a positive impact on the food security of many of their members and their families

5.4.2. The program's overall coverage and impact

Given ACOPAM's numerically limited coverage in terms of directly supported beneficiary organizations, its overall impact on food security in the Sahel was low. During its 21-year lifetime, with a total cost of more than USD 42 million, and operating in five countries (seven in the initial phases), ACOPAM targeted only about 725 beneficiary organizations. Although ACOPAM-supported national strategies on cereal banks and national cooperative reforms, and

the use of ACOPAM methods in other projects also contributed to increased food security, the program's impact on food security remained low.

ACOPAM's limited coverage was the result of several different obstacles, of which the following are some:

- The very long time period and commitment required to turn grassroots organizations into operational and viable economic units. A main barrier in this respect, particularly in rural Sahel, were the fluctuating production cycles, high illiteracy and poverty levels; and weak rural groups. ACOPAM's initial test-period of three years proved much too short.
- ACOPAM's tendency, in its first three phases, of designing direct support projects and multiplying successful activities on its own rather than stimulating multiplication by other agencies. That ACOPAM developed and disseminated most of its methodologies and training tools towards the end of its lifetime, limited the number of new partnerships, co-financing arrangements and new ACOPAM type projects.
- National replication of activities was often dependent on external donor resources as national counterparts generally lacked the necessary financial means (R18).
- There was a lack of proper national anchorages that could have increased the national ownership, know-how, and use of ACOPAM methods.
- The establishment of more partnerships for the testing, production and disseminating of methods to stimulate the interest, ownership, know-how and use of methods among yet other partners - was ignored.

5.5. Relevance

ACOPAM's **relevance** was analyzed by assessing the extent to the ACOPAM's approach and output, purposes and goals were consistent with:

- The needs and requirements of local female and male farmers and their organizations;
- The needs of support structures; and
- The needs of national authorities and sub-regional actors

5.5.1. *ACOPAM's relevance for local female and male farmers and their organizations*

The ACOPAM intervention cycle and approach were relevant at the local level. ACOPAM focused on popular participation in most phases of its intervention cycle. The need for testing out methods to strengthen local rural groups was appropriate during ACOPAM's program period, and is still very relevant. The farmers' need to diversify and boost economic activities at local level is substantial in the Sahel. Diversification of economic activities will enhance income and food security and make farmers less vulnerable to crop failures and droughts.

Overall, the ACOPAM themes were relevant for the beneficiaries. The cereal bank theme was very relevant, in particular in areas characterized by recurrent or chronic food deficits where the CBs can serve as small food-security stocks to absorb the effects of natural disasters such as of droughts. ACOPAM's support to the self-management of small-scale irrigation perimeters was also relevant. This is a relatively new economic activity in the sub-region. Many farmers had no previous experience of the various operations related to this theme.

The provision of micro-credit to women in rural areas was very relevant. In rural areas in the Sahel women have generally little access to credit. The positive linkage between women's increased involvement in economic activities – generated by credit – and the improvement of

their own and their households' living conditions is well known. The self-managed local cotton markets theme was relevant. However, such efforts can be hampered in countries that favor state-run and -controlled cotton markets. ACOPAM's assistance to cooperative reform was also relevant for the local organizations and their unions.

The relevance of the land management theme was questioned during interviews in Geneva and in Oslo. In relation to ACOPAM's goal and objectives, the relevance of this theme seems questionable. Firstly, in general it does not contribute directly to job diversification, which was one of ACOPAM's objectives. Secondly, it was not in accordance with ACOPAM's priorities to support local organizations managing specific economic activities. Finally, the theme's direct contribution to ACOPAM's overall goal of food security can only be measured in the very long term.

Interestingly, ACOPAM did not develop a theme specifically focusing on livestock production or livestock marketing, except for its focus on animal fattening and animal credit in some of its micro-credit projects. Livestock production is an important economic activity in the Sahel, in particular in ACOPAM's targeted dryland areas.

5.5.2. ACOPAM's relevance for the support structures

ACOPAM's assistance in the form of capacity building activities to the support structures was important and relevant. On the other hand, ACOPAM should have carried out a comprehensive analysis of the different roles and requirements of the various categories of support structure agencies. For example, public technical services play a different role and have different needs from NGOs and consulting companies. ACOPAM should also have targeted more of its support to local NGOs and consulting companies that: i) were in greatest need; ii) were the most flexible and adaptive; and iii) played an evidently increasingly important part in providing services related to rural development and the empowerment of grassroots organizations. ACOPAM should also have included training in entrepreneurial business development for private firms or NGOs, needed to operate in a market providing services.

5.5.3. ACOPAM's relevance to national authorities and other actors in the Sahel

During its program period, ACOPAM's goals to enhance self-sufficiency and food security along with the various types of support it provided and activities it ran were consistent with the Sahelian governments' rural development strategies. ACOPAM's approach became particularly relevant from the late 1980s when the various countries started to launch new policies of state disengagement, privatization, democratization and decentralization. ACOPAM's assistance to cooperative reforms was a response to the governments' requirements to provide an improved legal framework for the emergence and operation of rural producer organizations.

ACOPAM's sub-regional approach and consequent lack of close collaboration with national authorities appear to be relevant in ACOPAM's first phases when the countries were supporting and controlling ineffective cooperatives. Closer connections with national governments in this period could have jeopardized ACOPAM's approach of empowering local self-help groups. However, given the states' review of their roles in rural development, it appears that ACOPAM already in its fourth phase could have chosen to enter into closer collaboration with some countries' authorities at national level to improve their interest, ownership and know-how of the ACOPAM approach and methods.

The sub-regional approach was very germane given the possibilities for the exchange of field test results between countries and the development and distribution of methods to a larger sub-

regional audience. The needs for such methods were great, not only among public support structures, but also international NGOs, a growing number of national and local NGOs and consulting companies operating in the rural sector, and finally among donors active in the Sahel. The stakeholders at the regional workshop confirmed that ACOPAM's cross-country fertilization and work in capitalization and dissemination of methods did fulfill the needs of the moment. However, although most themes figured in several countries and often during the same phases (e.g. VCB management in three countries, small scale irrigation in two, and gender and micro-finance in three) the actual cross-fertilization of individual country experiences of field tests is sometimes unclear. For instance, it is always stated that the PAAP methodology was developed on the basis of ACOPAM's field experiences in Mali (Mopti) alone, and not on the basis of its work in Mauritania. The mixed performance of the gender and micro-credit project in Mali questions the relationship it had with its "sister" projects in Niger and Burkina where the thematic expert spent most time and energy. It also questions the opportunity to profit from an effective exchange of experiences. Prior to its final two phases, it seems that ACOPAM failed to utilize to their full potential the advantages of the sub-regional program approach in terms of cross-project fertilization and dissemination to a larger audience.

5.6. Sustainability

ACOPAM's **sustainability** was analyzed by assessing the extent to which ACOPAM's achievements (addressed in chapter 4) were sustained or applied after the program closed. ACOPAM's sustainability was analyzed in relation to the post-program continuation of ACOPAM's achievements in:

- Strengthening local organizations and their federations;
- Strengthening support structures and developing national and regional networks; and
- Developing and disseminating ACOPAM methods

5.6.1. *ACOPAM's disengagement from sub-projects and its phasing out phase*

Towards the end of each phase the question of phasing out and disengagement from sub-projects was addressed. But it was not until the programming of the fifth phase and its implementation that the different aspects of phasing out and disengagement of ACOPAM as a program were seriously addressed. The primary aim was to ensure the sustainability of ACOPAM's achievements. That an entire program phase focused on disengagement and sustainability was unique, not only in an ILO context but for many development agencies. The disengagement process ACOPAM planned to execute during its fifth phase had 13 steps (R15). With the exception of the involvement of beneficiaries in monitoring and evaluation, all the steps were carried out:

- Inclusion of national counterpart in the design of continuation of sub-projects and the signature of a cooperation protocol
- Shared execution by ACOPAM and counterpart institution of sub-projects
- Inclusion of other partners in the execution
- Organizational strengthening of beneficiaries
- Inclusion of support structures to allow program staff to withdraw from project execution
- Establishment of partnership agreements with support structures
- Inclusion of beneficiaries in monitoring and evaluation
- Development of assisted self evaluation techniques

- Joint preparation of plans for disengagement and transfer
- Independent impact studies of sub-projects
- Joint reviews of impact studies
- Agreements on transfer of initial funds to participating organizations
- In-house synthesis in ILO on disengagement process

5.6.2. The sustainability of ACOPAM's achievements in strengthening local organizations and federations

ACOPAM was quite successful in strengthening most of its local beneficiary organizations, and according to the impact studies, many acquired organizational autonomy (R6). A comprehensive assessment of the sustainability of these initiatives in strengthening beneficiary organizations would have required:

- An extensive field visit to a representative sample of beneficiary organizations. This was not part of this evaluation's mandate.
- Data related to the actual organizational and managerial status of ACOPAM's beneficiary organizations as of today. Such data were not available.

In the absence of the opportunity to visit the field and the lack of recent data related to ACOPAM's performance, the assessment is based on findings found in various ACOPAM reviews, the 1996 impact studies (R6), interviews, and findings from the evaluation's workshops.

In the short term (2–3 years), it is likely that ACOPAM's achievements in strengthening its beneficiary organizations have indeed been sustained and that many of the beneficiary organizations remain relatively self-managed able to fulfill their responsibilities as managers and operators of their particular activity. Attendants at the workshops also confirmed this.

In the medium term, it is likely that a growing number of beneficiary organizations will need more external support and follow-up to maintain their organizational autonomy. This is supported by the following factors:

- Illiteracy was and is a serious constraint to the organizational strengthening and viability of the groups. This problem was accentuated by the fact that many committee leaders were often elders who were not well disposed to learn how to read, write, count or participate in accounting and management operations.
- Bookkeeping was still a major shortcoming of many projects in 1996 (R6). Most projects had difficulties in finding replicable and operational ways of using the accounting and management documents for the target groups.
- ACOPAM generally used trainers from outside the community rather than focusing on developing trainers within the local communities that later could be used by the communities themselves to recycle literacy training and book-keeping, for instance.

In the long term, it is likely that an important number of the beneficiary organizations will need continued support not only in terms of maintaining their organizational autonomy, but of perpetuating their economic (theme) activity. Sometimes the support type will have to include not only advisory services but also investments. Turning grassroots organizations in rural Sahel into operational economic units requires a substantial input in terms of time and commitment. Often these units and their members do not generate any long-term economic surplus and are highly dependent on long-term external assistance in the form of investments and investment

maintenance. Currently many of ACOPAM’s former beneficiary groups organized around the small scale irrigation schemes in the Mopti region are not able to finance the maintenance costs of the schemes’ pumps. The ACOPAM-supported plantations of commercial Eucalyptus trees have not enabled the farmers to cover these costs, which was ACOPAM’s objective. The planting and sale of Eucalyptus were very successful in the Timbuktu region, but the farmers have not been able to sell them at a reasonable price in the Mopti region. EDF, the former ACOPAM partner, plans to continue its support in the form of investments and advisory services to these organizations for another seven to ten years.

ACOPAM did not achieve much in terms of strengthening its beneficiary federations. It is likely that only a very few of ACOPAM’s initiatives have been sustained, apart from the legal framework it helped produce and the cooperative in Mauritania. The workshop participants confirmed that when ACOPAM closed, most federations were in need of external support to be able to meet the needs of their members.

5.6.3. ACOPAM’s sustainability related to strengthening support structures and developing national and regional networks

ACOPAM envisaged that after the program closed, the needed follow-up and support to the local organizations and their federations would come from the ACOPAM-assisted support structures. In retrospect, this was too optimistic. Today, many of these structures are extinct or involved in training and advisory services. Many of the ones that are operational today were in need of help to provide good quality organizational advisory services to farmer groups at the moment of ACOPAM’s closure. Only a small percentage of the phase four and five support structures are members of the existing ACOPAM partner networks.

In its very last months, ACOPAM initiated the establishment of national and regional networks whose composition is shown in table 5.2. The objective was for these networks to promote the ACOPAM approach and methods at all levels; sustain ACOPAM related activities; and mobilize resources for the implementation of these activities. All the participants at the regional workshop were network members. Although they demonstrated a high level of motivation to continue with ACOPAM related work, so far none of the networks have been able to do anything in this regard.

Table 5.2. Membership of national networks¹⁶

	BKF	MLI	MAU	NER	SEN
National counterparts	2	8	4	1	6
NGOs	6	2	11	5	19
Federations	5	9	1	5	1
Total	13	19	16	11	26

5.6.4. The sustainability of ACOPAM’s methods

The justification of ACOPAM as a sub-regional program was its potential to make an impact at this level and the hope that its methodologies would be replicated and disseminated throughout the sub-region.

Except for the HMBS, there is little data or information about the application of ACOPAM’s theme methods in the sub-region after the program closed. Internet searches did not provide

¹⁶ Source: Regional workshop, May 2002

more information except on the use of HMBS by other organizations and the many references to the ACOPAM program and some of its methodologies. Nevertheless, the PAAP methodology and its manuals are still being used in the Mopti region in Mali, in particular by AFAR, and PAAP has been translated into other national languages in the Sahel such as Arabic, Wolof and Pular. Several workshop stakeholders attested to using ACOPAM methods themselves. The theme methods seem to be mostly used by NGOs and consulting companies to train rural groups. One NGO stakeholder had adapted the PAAP method to train community representatives in decentralization and democratization issues.

To date not many manuals have been used outside the sub-region and translated into other international languages such as Spanish or English. However, the HMBS methods are used by many partners and by ILO in its global program STEP (Strategies and Tools against Social Exclusion and Poverty). They have consequently recently been translated into various national and international languages. The CB manuals were translated into English at the request of an ILO program in India. The core manual on land management has been translated into English. The ACOPAM-COOPREFORM document on Framework for Cooperative Law has been translated into six languages. The ACOPAM/INTERCOOP manual on enterprises and exports has been translated into English and Spanish.

Despite the above-mentioned efforts, several ILO staff members in Geneva stated that a major constraint in the dissemination and use of ACOPAM methods outside the sub-region was that most manuals existed only in French. It seems that in ACOPAM's fifth phase and after the program closed, it would have been profitable had ILO Geneva been more active in the dissemination of ACOPAM's methods inside and outside the sub-region and to relevant donors such as FAO, IFAD and the WB, governments, NGOs, private sector agencies and end-users. Norway should also have encouraged greater ILO involvement. Moreover, Norway should also have examined how to promote the use of ACOPAM methods and approach among its various NGO and multilateral partners in and outside the sub-region. Norway's development assistance to Sahelian countries is growing (for instance the country's assistance to Mali totaled USD 10 million in 1999) and it often gives an "ACOPAM focus" to rural development, training and education, empowerment and decentralization issues. Given that Norway has no bilateral partnerships with these countries, Norway should have promoted much more the use of ACOPAM's methods by its Sahelian development partners such as UNDP, FAO, WB and Norwegian-supported NGOs and their local partners.

5.7. ACOPAM's Impact on ILO as a Development Actor

Within ILO ACOPAM was attached to the cooperative branch "COOP" in compliance with the mandate of that branch. However, ACOPAM was less in line with ILO mainstream and core activities, i.e., labor relations on a tri-partite basis primarily in urban areas, which reflected the focus of ILO's constituents, ministries in charge of labor relations, unions and employers. Within ILO ACOPAM long remained somewhat marginal. The reason that ILO nevertheless embarked upon this program was that technical cooperation in ILO in the late 1970s and throughout the 1980s was detached from ILO core activities and ILO's long-standing and positive results from labor intensive public works in rural areas. ACOPAM remained marginal at the regional and sub-regional level as well, and while it continued to focus on organizational development at local level it did not take steps to increase and diversify economic endeavors of local communities.

During ACOPAM's last two phases this situation changed, partly because ILO started to focus more on rural areas and poverty alleviation. ACOPAM became the largest technical cooperation program ILO had ever had and consequently came to enjoy a high level of prestige in the organization. Interviews with people at headquarters and representatives from both the Regional Office in Abidjan and the Area Office in Dakar claim that ACOPAM had a strong impact on ILO as development actor. More particularly, the way that ACOPAM helped reinforce ILO's goals for poverty alleviation, increasing rural employment opportunities and securing social rights. They also say that ACOPAM is an example of how to gradually strengthen a project's gender sensitivity and how to screen projects to this end. What follows are some of the examples given to illustrate ACOPAM's impact on ILO:

- STEP (Strategies and Tools against Social Exclusion and Poverty), which is based on the ACOPAM approach and adapts the HMBS theme and methodology to various countries in the third world, including Sahelian countries. STEP also employs ACOPAM trained people both in Sahel and at ILO Headquarters. Many consider STEP as an actual follow-up of ACOPAM.
- COOPREFORM and COOPNET, which had joint activities with ACOPAM during ACOPAM's last phase
- INTERCOOP, which supports rural apex organizations and which benefited from ACOPAM's experiences
- INDISCO, which applies ACOPAM approach to support self organization of indigenous and tribal peoples
- ILO projects in various countries applying ACOPAM methodologies (e.g. Chad, Cameroon, Madagascar)
- ILO has been able to ensure placement of a large number of previous ACOPAM staff in relevant positions

At the regional level the main impact cited is that ILO benefited from the ACOPAM experience of how to promote local initiatives and support local organizations in rural areas. These lessons were applied when ILO prepared the important policy document "Jobs for Africa". ACOPAM's experience was particularly important as ILO is traditionally urban oriented.

After ACOPAM ended in December 1999, ILO made a special allocation of USD 300,000 which enabled ILO to undertake the following:

- Centralize and catalogue ILO archives
- Support setting up eight national and one interregional network of ACOPAM partners
- Further disseminate ACOPAM legacy (preparation of the ACOPAM brochure "Communautés rurales en marche au Sahel", translation of the brochure and two manuals into English. All ACOPAM tools and manuals have been put on CD-ROM and posted on the Internet)

In spite of a certain ACOPAM impact at ILO, shortcomings were also recognized in interviews:

- ILO has not been able to fully capitalize on ACOPAM's experiences at the policy level at which ILO is now working in Africa
- ILO has not been able to exploit the full potential of the human resources developed by ACOPAM

- ILO has not been able to bring to life and further develop the capital of the manuals produced. A serious constraint to these efforts was that the manuals and most of the documents are only in French.

The networks mentioned previously represent human and organizational capital that could aid the wider application and dissemination of ACOPAM approaches and methods. It is difficult to understand why ILO has not been able to make further use of this resource and why ILO has made so little effort to support the continued work of these networks. Once again, an explanation may be ACOPAM's autonomy and the shallow ownership and narrow anchorage of ACOPAM within ILO.

Here are some of the explanations given to account for ACOPAM's limited impact on ILO and why the organization was not more able to sustain ACOPAM's legacy:

- ACOPAM's overblown organizational autonomy was not conducive to ensuring ownership at the different levels and within the departments of the organization
- ACOPAM's financial autonomy and generous budgets might have hampered ACOPAM from becoming more proactive and building more partnerships with other ILO programs
- ACOPAM was long outside the scope of core activities at ILO
- It was not one of MFA's objectives that ACOPAM should have an impact on ILO as a development actor.

6. CONCLUSIONS – LESSONS LEARNED

The TOR specifies that the lessons learned to be elicited are the generic experiences from ACOPAM that have potential for increasing the relevance, impact and sustainability of ongoing and future development cooperation and Norwegian support through the multi-bi channel.

ACOPAM was a timely and relevant response to the prevailing food crisis in the Sahel in the mid seventies. It represented a sub regional and innovative approach, combining efforts to increase food security and organizational capacity. ACOPAM was most successful in empowering and strengthening local organizations and promoting participation at grassroots level, for which it produced valuable and widely disseminated manuals. The program contributed less to food security and job creation. ACOPAM conformed fully with Norwegian development assistance priorities. The multi-bi modality was the only one at that time that allowed for Norwegian assistance of this magnitude to Sahel. Norway has now amended its policy on multi-bi channeling of assistance, and a large, long-term program of this nature would no longer conform with these policies. As a sub regional program ACOPAM enjoyed a high degree of autonomy vis-à-vis national authorities and ILO at regional and central levels. While this organizational set-up contributed to the achievement of ACOPAM's results, it was not conducive to ensuring their sustainability.

6.1. Lessons for Ongoing and Future Development Cooperation

6.1.1. Lessons on relevance

ACOPAM has demonstrated the importance of addressing development challenges of relevance to all stakeholders, and of the requisite flexibility to adapt program contents and methods to changing conditions. It also showed the importance of addressing relevant target groups and expanding to include new target groups. However, one important lesson is that new target groups have to be addressed early enough if they are to be able to have anything of significance to contribute to the program. Another is to ensure a clear identification of the different new target groups, their needs and requirements. ACOPAM failed in this respect vis-à-vis support structures and federations of local organizations. They were targeted too late and ACOPAM measures proved largely irrelevant.

Yet another lesson is the significance of a two pronged strategy, i.e., working both at grassroots level for experiments and at the sub-regional level to capitalize on experiences.

Throughout its initial phases ACOPAM bypassed national authorities and went directly to the local grassroots level. When ACOPAM extended its activities to national policies, strategies and legislation, its relevance increased and sparked interest among national authorities.

6.1.2. Lessons on impact

Regarding impact in general, ACOPAM has shown that one has to be realistic as to what one may really expect of impacts in a difficult environment like that of the Sahel. At the same time systematic impact studies based on good indicators is of the first importance, and ACOPAM was not good enough in this regard.

ACOPAM confirmed the lesson that if one wants to have an impact on the living conditions of the local population, one should try to support the development of locally based organizations but that this is difficult to achieve within a limited time frame. ACOPAM's initial engagement period of three years at local level was hence too short.

ACOPAM has shown that a sub-regional approach based on local level activities may have an impact at the sub-regional level through the capitalization and cross-fertilization of experiences and knowledge. At the same time it should be remembered that such a sub-regional approach can be very costly and measuring actual impacts may be difficult.

ACOPAM has clearly shown the limitations of direct support may have on impacts in a wider sense, and the importance of moving from direct to indirect support in order to enlarge the impact area of a development initiative. It is clear that ACOPAM was much too slow to move from direct local level support to indirect support for local level developments through federations and support structures at a higher level. Such a shift at an earlier stage would have benefited its impact.

6.1.3. Lessons on sustainability

ACOPAM made a major effort in addressing different aspects of sustainability during one full phase of the program and has shown the importance of remaining realistic in one's expectations of the modes and extent to which development initiatives can be sustained in an environment like the Sahel, where subsistence farming and low literacy rates predominate.

ACOPAM has shown the unfortunate effects of addressing sustainability much too late; it addressed these issues only towards the end of phase five, and then quite inadequately.

An important lesson is the paramount importance of building reciprocal partnerships, which can ensure genuine ownership and anchorage with those who shall carry on activities and sustain achievements. ACOPAM was very outreaching in their promotion of the different aspects of the program, but less receptive to the suggestions of others.

When developing structures to sustain and multiply achievements, ACOPAM has demonstrated the necessity of paying detailed attention to ability of those organizations to do so. ACOPAM failed to properly analyze the types of organizations targeted and their ability to perform the work.

6.2. Lessons on Norwegian support through multi-bi channel

MFA's current thinking on the multi-bi modality has changed since ACOPAM was initiated. Its present policy is to move away from multi-bi projects and major, long-term programs like ACOPAM and concentrate more on program support, often through the funding of specific and strategic themes in accordance with the priorities of the multilateral organization itself. The preferred mode now is short engagements that can be easily finalized or modified to fit to other themes. MFA is now phasing out individual multi-bi projects and is focusing on policy cooperation with multilateral organizations. A large, long-term program like ACOPAM would not be in line with these new policies.

6.2.1. Lessons related to MFA as donor

Lessons on relevance. ACOPAM represented an opportunity to target development assistance in response to political priorities in an area where Norwegian development assistance lacked other channels than the multi-bi one. As such, multi-bi was a rather agile modality, allowing the donor to rapidly engage in areas and address issues of importance. The shared ownership between the agency and the donor allowed the latter to promote innovative changes, contributing to ensuring relevance throughout the implementation of the project.

Lessons on impact. ACOPAM has clearly shown that making results requires time. If a project is to have an impact through the development of methodologies and the capitalization over a large area, it requires time. It also requires continuous planning and the introduction of new methods as the project evolves. ACOPAM's impact would have been more significant if it had scaled down its direct support modality earlier and developed partnerships for indirect support, thus enabling a wider area to be covered and a wider range of target groups to be reached.

ACOPAM's objectives were very ambitious, aiming at both food security and empowerment through the development of local organizations. The impact on food security was limited. It is questionable whether the ACOPAM sub-regional approach was the most efficient given the objective of improved food security. The results would probably have been better if it had worked at the national level and in much closer partnership with national institutions at all levels.

Lessons on sustainability. ACOPAM has clearly shown the complexity of sustainability for such a large program operating at so many levels. As the donor is funding the project and there is always a time limit attached, the donor has an important role in contributing to the project's sustainability. ACOPAM and ILO did not pay sufficient attention to the different aspects of sustainability, including sustainability strategies, nor did MFA. Questions related to

sustainability should have been addressed much earlier and were inadequately addressed in the final phase. As a funding agency, the donor should pay particular attention to matters of this nature from the beginning of any multi-bi project, simply because attention and priorities of the executing agency will be on other issues with an interest in prolonging the project and its external funding.

Multi-bi is in a way an effort to get the better of two aid modalities, multilateral and bilateral, and as such there should be scope for mutual and reciprocal benefits. ACOPAM was implemented in countries with no Norwegian bilateral assistance so this could not take place at field level. But ACOPAM methods helped the development of a vast number of manuals. It is obvious that the sustainability of these achievements would have increased had MULTI promoted them in relation to other actors in Norwegian development cooperation sector. The wider potential of this multi-bi experience was never extended beyond MULTI itself.

6.2.2. Lessons related to the multi-lateral organization

Lessons on relevance. ACOPAM was not fully within the overall mission of ILO. As such ACOPAM was only of interest to a smaller part of the organization and of marginal interest to the rest, including the top management. This partial relevance of ACOPAM in relation to the mainstream interests of the organization provides an important lesson in as much that it explains some of the constraints related to sustainability. Partial relevance within an executing agency is not conducive to ownership.

Lessons on impact. As a program ACOPAM enjoyed a very high degree of autonomy in relation to ILO at the sub-regional level, and was rather self-contained. This meant that neither the regional office in Abidjan nor the area office in Dakar was involved in the project. The lesson is simply that ILO should have ensured that the organization's potential to increase the impact of ACOPAM was fully exploited. This applies particularly to the manuals, whose impact might have been much larger.

Lessons on sustainability. ACOPAM made an effort to address sustainability, which was a major challenge of phase five. Nevertheless, it is a fact that ACOPAM was not fully successful in much of its efforts to ensure sustainability of achievements. ILO as an organization was not sufficiently conscious of the different sustainability issues. The lesson seems to be that there is inertia in executing agencies of multi-bi projects to early enough address questions of sustainability, which are perceived to be closely linked to the phasing out of project activities and disengagement of external funding.

ANNEX 1 Terms of Reference

Evaluation of ACOPAM

A Legacy for Learning

1. BACKGROUND

The subject of this evaluation is the ACOPAM programme, Appui coopératif et Associatif aux Initiatives de Développement à la base. ACOPAM started in 1978, as a result of the big drought that hit the Sahel in the early 1970s. The programme was phased out in 2001. The programme operated in 5-7 West African countries depending on the period (Burkina Faso, Cape Verde, Mauritania, Niger, Mali, Gambia and Senegal), with its regional headquarters in Dakar. The Norwegian Ministry of Foreign Affairs (MFA) was the central financial contributor to the programme, providing a support of approximately NOK 300 mill. in total. In addition, the MFA provided technical advice. The International Labour Organisation, ILO, had the administrative and operational responsibility for the programme.

The central objectives of ACOPAM stayed fairly stable throughout the whole programme period. These were to improve Sahelian farmers' self-sufficiency and increase food security within the overall framework of sustainable development. ACOPAM sought to reach the objectives by offering support both to increase the organisational capacity of the local populations, and to increase and diversify their economic activities.

The actual activities and farmers supported under the programme varied throughout the programme period, as did the political, economic and ecological context of the intervention. During the programme period West Africa went through major changes, which should be understood as a backdrop upon which the programme evolved. Central among these were the droughts of the 1970s and 80s, macroeconomic problems and the implementation of structural adjustment programmes, changes in government systems at the national level and in the opportunities for local organisation, including co-operative associations.

The ACOPAM programme may be divided into five phases. The first phase (1978-81) was a pilot period during which the concepts were tested and pilot projects carried through. During the next phases of the programme, lasting from 1982 to 1995, projects were implemented at the village level. A shift in geographical emphasis took place as support to projects in Cape Verde and Gambia was discontinued, while projects in Mali were started. During the last and final phase (1996-2001) a particular emphasis was put on developing written manuals, and on the dissemination of these.

ACOPAM represents and reflects major approaches and concerns in Norwegian and international development co-operation in the Sahel during the last quarter of the twentieth century. Its main concerns, self-sufficiency, increased agricultural production, and local level organisation were and continue to be central elements in Norway's development co-operation, within its general emphasis on poverty alleviation.

2. OBJECTIVES OF THE EVALUATION

The evaluation has the following major objectives:

- I. To describe the programme
- II. To analyse the sustainability of the programmes' results
- III. To elicit experiences from ACOPAM that are seen to have a generic value for other interventions promoting development.

A particular emphasis should be put on ACOPAM's work to promote local organisation.

3. SCOPE OF WORK

The evaluation is mainly to be based on the generous documentation that was produced of, by and about the programme, including earlier evaluations. In addition, interviews and two to three field visits to follow up issues that become central from the document reviews should be carried out.

The following elaborates on the three main objectives of the evaluation:

To I. Description of the programme. The objective of the description should be:

- To provide a clear picture of how the programme was organised. The relationship between the different levels of the programme – the donor, the ILO head-quarters and regional office, the sub-regional programme office, the country project offices, the individual projects and the participating farmers – in terms of decision making, influence, exchange of information, funding and the use of funds.
- To provide information on the personnel resources the ILO assigned to the programme, and their responsibilities at the different organisational levels
- To provide an overview of the activities supported, the types of support provided, and documented results, with an emphasis on the programme's last phase. The project cycle, including the phasing-out and follow-up phase, should be described. The overview should include information on whether the activities and farmers supported were chosen on the basis of gender considerations, as well as how results were reported and acted upon
- The collaboration between ACOPAM, local organisations and other development partners.

To II. Analysis of the sustainability of the programme's results, with an emphasis on local organisation and the impact of the programme for both men and women. The objective of the analysis should be:

- To assess the way in which the programme was organised in relation to its stated objectives, results, and impact. Were the personnel resources assigned appropriate for

the tasks to be carried out? Did the way the programme was organised facilitate the sustainability of its achievements? Which difference did it make to the implementation that ACOPAM was a multi-bi programme channelled through ILO?

- To assess the relevance of the programme's activities. The influence of local participants, including their influence on project and programme objectives and implementation, should be assessed with respect to the programme's relevance, impact and sustainability
- To assess the effectiveness and relevance of the projects' and programme's results for the farmers and other local partners involved in the activities. This should include an analysis of the networks established between ACOPAM partner organisations, and the dissemination and use of written manuals that were produced during the programme's last phase, including their use by other organisations.

To III. Lessons learnt: Generic experiences from ACOPAM. The objective should be to elicit lessons learnt from the ACOPAM programme that have a potential for improving other development co-operation initiatives. The lessons should focus on increased relevance, sustainability and impact of ongoing and future development co-operation initiatives, and on improvements of the Norwegian support through the multi-bi channel. In particular the impact the organisation and the implementation the ACOPAM programme may have had on other ILO programmes should be investigated and documented.

The lessons learnt should be based on the previous description and analysis. The lessons should be presented in the form of a few, prioritised recommendations.

Throughout, the description and analysis should show sensitivity to the context within which the programme operated.

4. METHODOLOGY

ACOPAM left a rich legacy of written documentation. This evaluation is to base itself primarily on this documentation. The main body of documentation is stored at the ILO headquarters in Geneva. There is also written documentation kept at the Norwegian MFA, and possibly at the sub-regional programme office in Dakar, that may be consulted.

The evaluation team should supplement the documentary review with interviews of the main decision-makers and managers of ACOPAM in Norway and in Geneva, and the CTP(s) (conseillers techniques principaux) and project staff that are still available in Dakar and elsewhere. The ILO regional Office in Africa should also be considered included, together with development partners that continue to use the output from the programme, such as manuals. Thus a limited visit to West Africa, including field visits, should be envisioned.

5. PROCESS AND RESULTS

The programme having ended, the evaluation process is foreseen to be consultative rather than participative. The team should organise a workshop in Oslo or in Geneva during the team's writing up of the final draft report (limited to 30 pages). The workshop is an occasion for presenting and discussing findings and recommendations with stakeholders, and for increasing the knowledge of the dissemination and use of manuals.

The final report should be elaborated following the MFA's evaluation report template, for publication in MFA's evaluation series. After having presented the draft final report to the MFA, the MFA will send the report to stakeholders for comments on errors and omissions. The team should elaborate the final report on the basis of these comments. After the finalisation of the final report, the team is expected to give a public presentation of their findings at a meeting in Oslo organised by the MFA.

6. WORK PLAN AND FINANCIAL LIMIT

The evaluation shall start no later than 15 December 2001. The deadline for the draft final report is set to 1 May 2002. The final report shall be revised on the basis of received comments and be submitted to the Ministry no later than 1 June 2002.

The tender should describe how the evaluation team plans to work to reach the evaluation's objectives. It should include a detailed work plan comprising milestones for progress. The financial limit for the evaluation is NOK 1.1 mill.

7. COMPOSITION OF THE EVALUATION TEAM

The evaluation team shall consist of two persons with competence in the following areas: local level organisation, natural resource management and food security, drylands issues, gender analysis, francophone West Africa, development co-operation and evaluation thereof, and multilateral organisations.

The team must command French and English. An understanding of Norwegian (some documentation exists only in Norwegian) is preferable, but not required.

ANNEX 2 REFERENCE LIST

No.	Date	Name
1	85.05.00	Technical review of ACOPAM project, ILO
2	81.00.00	Report on findings of evaluation mission, ILO
3	81.00.00	Project document Phase II, ILO
4	86.00.00	Project document Phase III, ILO
5	94.11.02	Summary of Major Findings and Recommendations of Review Mission, ILO
6	97.09.00	The ACOPAM withdrawal from its Nation Field Projects, ILO
7	96.09.00	Working Paper: The Practical Application of a Gender Approach in the Sahel: The case of ACOPAM, ILO
8	87.11.00	Technical overview of ACOPAM, ILO
9	84.00.00	Evaluation report to MFA, Hans Chr. Methi
10	90.00.00	ACOPAM Phase 4, ILO
11	93.12.00	Project Document, revised 93, ILO
12	89.05.00	Back from mission report, Erik Whist
13	94.10.00	Mid Term Review, ILO
14	96.06.00	End of Phase Report (4), ILO
15	99.11.00	Rapport final de la cinquième phase du programme ACOPAM, ILO
16	77.00.00	Document de Project – 1. phase, ILO
17	76.12.13	Co-operative Support to World Food Program, ILO
18	88.09.00	Synthesis Evaluation Report, ILO
19	88.04.22	Minutes 5 th Consultative Meeting, ILO
20	88.04.13	Minutes 5 th Consultative Meeting, MFA
21	89.08.00	Programming of the 4 th phase, ILO
22	94.04.08	Mid term review, ILO
23	96.07.00	End of Phase 4 report, ILO
24	96.11.22	Draft Report Strategic Committee, ILO
25	95.04.19	Programme document (phase 5), ILO
26	93.06.00	Revue Stratégique à mi-parcours, ILO

ANNEX 3 LIST OF PEOPLE INTERVIEWED

Name	Position or function
Amadi-Njoku	Director, ILO Regional Office Africa
Archetti, Eduardo	Consultant, Norway
Blok, Joziás	Europe Union, Senegal
Ching, Annette	Office of the Director-General, ILO
Coppola, Pierre	Former expert ACOPAM
Cornwell, Sally Christine	Director, Development Cooperation Department, ILO
Diallo, Ibrahim	Former CTA, ACOPAM
Diop, Mortala	Former expert ACOPAM
Eidhammer, Asbjørn	Former Deputy Director General, MFA
Eik, Astrid	Norwegian Church Aid, Mali
Gosetti di Sturmeck, Francesco	Ambassador, European Union, Mali
Guisset, Ahmadou Tidjane	Former expert ACOPAM
Hem Sundby, Anja	Senior Executive Officer, MFA
Henriques, Michael	Director, Job Creation and Enterprise Dev. Dep, ILO
Høystad, Einar	Consultant, Norway
Hultin, Gøran	Executive Director, ILO
Jacquier, Christian	Former Program Manager ACOPAM, COOP, ILO
Kamden, Emmanuel	Senior Cooperative Specialist, Cooperative Branch, ILO
Konate-Sylla, Alima	UNDP, Mali
Levin, Mark	Senior Co-operative Specialist
Lim, Lin Lean	Manager, Gender Promotion Program, ILO
Maïga, Issaka Doulaye	Former expert ACOPAM
Majeres, Jean	Employment-Intensive Investment Branch, ILO
Marcadent, Phillippe	Former expert, ACOPAM
Mazza, Giuseppina	Deputy Res. Rep, UNDP, Mali
Mbodj, Mahawa	Program Manager, FAO-Senegal
Messel, Evy	Responsible for the Asia Program, STEP, ILO
Methi, Hans Christian	Consultant, Norway
Mogstad, Per	Adviser, MFA
Nadji, Marcel Amidou	Former expert ACOPAM
Ndiaye, Fatime Christiane	Former expert ACOPAM
Ndiaye, Pascal	Former expert ACOPAM
Paraiso, Mouchafar	Director ILO Area Office, Dakar
Polat, Hüseyin	Program Coordinator, INDESCO, ILO
Ravn, Mette	Deputy Director General, MFA
Sanogo, Bounaface	Program Manager, European Union, Mali
Schwettmann, Jürgen	Chief, Cooperative Branch, ILO
Sidibe Cisse, Mariam	Minister of Rural Development, Mali
Skard, Torild	Former Director General, MULTI, MFA
Sow, Seydou	FSD, Dakar, Senegal
Thurman, Joe	Director, Bureau of Programming and Management, ILO
Touré, Ahmar	Special Advisor to the Executive Director, Employment Sector, ILO
Ulshoefer, Petra	Senior Specialist, ILO
Vargha, Corinne	ILO Decent Work Pilot Programme
Von Muralt, Jürgen	Former Director, COOP, ILO

Annex 4. ACOPAM Long Term and Immediate Objectives in Different Program Phases

Phase 1	Phase 2	Phase 3	Phase 4	Phase 5
Development objectives				
<ul style="list-style-type: none"> - To enhance the impact and effectiveness of food aid by building up viable co-operative organizations of the people concerned through which they can participate actively in the efforts sponsored by food aid programs. - To build up local leadership talent and the required managerial know-how and to create an understanding of the nature and role of co-operative forms of self-help in order to ensure full membership involvement. - To establish through co-operative organization, different types of activity and services closely linked with, and stimulated by, food aid programs (especially labor intensive activities) and to achieve thereby more employment opportunities, higher incomes and better living standards of the people concerned and to seek to improve the impact of existing co-operative activities through the reinforcement of food aid. 	<ul style="list-style-type: none"> - The people living in the poor communities served by the self help institutions promoted within the project will gain significant and lasting benefit from the social and economic activities undertaken by these institutions; - These cooperative type institutions will serve as effective models, which will be widely replicated in food aid and similar investment programs particularly in the countries covered by the project; - Food aid will be systematically oriented to strengthening self help institutions 	<ul style="list-style-type: none"> - Within the framework of national rural development policies for the promotion of economically viable structures responding to the needs of their members, co-operative type self-managed organizations contribute in priority to food self-sufficiency, the struggle against desertification, water management and the socio-economical promotion of women 	<ul style="list-style-type: none"> - The fight against extreme poverty and the development of the productive capacity of the most underprivileged sectors of population, notably women, on a durable and equitable basis - Promotion of food self-sufficiency and strengthening of food security - Combating desertification and improving the management of village ecosystems - Improving the productivity of investments by developing self-management capacity at the grass root level 	<ul style="list-style-type: none"> - Extreme poverty alleviated and strengthened sustainable productive capacity of the rural poor, particularly women; - Food security strengthened and desertification slowed-down; natural resources management and productivity of investments in rural infrastructures improved through the development of grassroots self-management capacity; - Rural workers associations consolidated within the framework of the democratization process.

Immediate objectives	Immediate objectives	Immediate objectives	Immediate objectives	Immediate objectives
<p>- Provide a co-operative component to support present and planned WFP assisted development activities as well as other food aid programs through on-the-spot technical guidance on suitable types of cooperative management as well as through related co-operative membership education. The project activities would be carried out mainly at the level where the food aid is ultimately used and received, i.e. usually at the village level in rural areas. Similarly, in collaboration with all concerned, existing co-operative activities would be examined to determine how they could benefit from food aid.</p> <p>- The project would aim at organizational guidance, managerial training and related education to promote co-</p>	<p>As model experiences within food aid and similar investment programs:</p> <ul style="list-style-type: none"> - local self help institutions of the cooperative type for poor communities will have achieved the capacity to respond adequately to the needs of the members and to contribute to local economic and social development; - responsible agencies, both governmental and non governmental, will have the capacity to apply these models in similar development programs; - guidelines based on the experience in building up these models will be an effective aid to Governments, non governmental and International agencies in developing food aid and similar investment projects for the benefit of poor communities; - practical and tested procedures for the utilization of food aid as a means of strengthening self help institutions will be available for these developing sub projects. 	<p>a) Strengthening of:</p> <ul style="list-style-type: none"> - national supporting services to rural development and co-operative promotion; - women participation in economic development through co-operative type organizations; - the contribution of co-operative type organizations to food self sufficiency through water management, the increase, conservation and optimal utilization of agriculture and livestock production; - the interaction of food aid and co-operative development; - national and African skills in the management and promotion of co-operative type organizations; - project's macro-economic impact through dissemination of its experiences contributing to the formulation of development policies based on the active participation of the target groups organized within co-operative type structures; - collaboration with sub-regional development institutions (CILLS, UNSO etc. for the joint formulation and implementation of a participative development approach (of co-operative type) in the mid and long term. <p>b) extension of the project operational zone to other CILLS member states (Chad, Gambia and</p>	<p>A. <u>At the level of the direct beneficiaries of the sub-projects:</u></p> <ol style="list-style-type: none"> 1. The <u>direct</u> target group villages are able to better utilize their human and local resource potential and, with the enhanced participation of women, to organize and manage development activities to meet the essential needs as defined by the groups concerned. The groups function on the basis of the principles of participation, democracy and equity. 2. Enhanced productive capacity of the <u>direct</u> target groups of the sub-projects through sustainable achievements, in these areas: <ul style="list-style-type: none"> - Self-management of village ecosystems - promotion of savings and credit services at village level; - self-management of village irrigation schemes - Reforestation and fight against desertification on a self-help basis; - Self-managed markets; - Improvement of village storage capacity and food security 3. For women in the <u>direct</u> target group villages, the work burden has been reduced and they have an improved access and control over resources to undertake economic activities. 	<ol style="list-style-type: none"> 1. Associative and cooperative organizations, ACOPAM partners, have reached a degree of professionalism and a self-management capacity enabling them to effectively meet the needs of their members. 2. Rural apex organizations, ACOPAM partners, master the training and organizational tools, know-how and methodologies which respond to their needs and to those of grassroots associations. These organizations are representative and defend the interests of their members. 3. Support structures/ACOPAM partners (NGOs, consultancy firms, state or semi-governmental decentralization services) have strengthened

<p>operative activity within the following typical areas:</p> <p>a) multipurpose rural development schemes;</p> <p>b) new settlements, including those for the youth;</p> <p>c) labor contracting co-operatives to support civil works such as road building, low-cost housing, etc.</p> <p>d) construction, use and maintenance of irrigation schemes; construction, use and maintenance of wells and the management of rural water supplies</p> <p>e) storage and distribution of farm and other inputs to the rural producer;</p> <p>f) storage and handling of produce (co-operative marketing</p> <p>g) storage and distribution of essential supplies to rural consumers;</p> <p>h) co-operative use of infrastructure, machinery, etc. to assist in agricultural production;</p>		Guinea-Bisseau)	<p>B. <u>Sub-regional level</u></p> <p>4. On the basis of the varying socio-economic and ecological conditions throughout the ACOPAM sub-projects, to arrive at the formulation of appropriate criteria and methods of intervention in the areas under 1, 2 and 3 above.</p> <p>5. National counterpart organizations have adopted ACOPAM concepts and methods and taken steps to integrate them into their programs</p> <p>6. To achieve effective promotion, dissemination, training and advice in the areas described in 1, 2, 3 and 4 above to other relevant national and international projects and agencies in the region.</p> <p>7. The ACOPAM experience is taken into account in the development of plans and policies in the Sahel</p>	<p>capacity to provide efficiently the services needed by grassroots and apex organizations.</p> <p>4. Conducive national policies and laws concerning rural organizations are adopted and implemented.</p>
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<p>i) co-operative use and maintenance of low-cost housing;</p> <p>j) co-operative production of tools and implements (co-operative crafts and small industries, repair services of artesian production for domestic and external markets;</p> <p>k) co-operative logistical and administrative support to distribution of WFP commodities</p>				
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- 1) Ref. 135 Project document ILO/COOP/July 1977 (revised)
- 2) Ref 10
- 3) Ref 11 (NB included indicators s 5 – used for reporting??)
- 4) Ref 74
- 5) Ref 310

ANNEX 5: ACOPAM's Sub-projects /Themes per Country and per Phase

THEME	PHASE 1 1978 – 81	PHASE 2 1982-84	PHASE 3 1985-90	PHASE 4 1991-95	PHASE 5 1995-98	OUTPUT RESULTS
Cereal Banks						
BKF			003,4,5,6: Village CBs			<ul style="list-style-type: none"> ▪ 70 CBs, 30 grain mills, and 21 village shops
				009: National CB Strategy	009 cont.. ¹⁷	<ul style="list-style-type: none"> ▪ National CB strategy adopted ▪ 3 CB unions created for small-scale cereal marketing: ▪ surplus of CFA 5.7 M in 95, ▪ Unions were able to handle cereal marketing operations on a small scale ▪ 5 834 jobs created ▪ women under-represented in mixed cereal bank management committees, have created female operated cereal banks
NER	001: VCBs	001 cont.	001 cont.			<ul style="list-style-type: none"> ▪ 49 VCBs ▪ cooperative pharmacies set-up ▪ animal fattening activities for women
				002 National CB strategy.	002 cont.	<ul style="list-style-type: none"> ▪ National strategy formulated and adopted by some donors ▪ 3 CB area unions set up 33.000 inhabitants) , 28 VCBs ▪ 3 Cereal stock exchanges organized every year ▪ Accumulated surpluses of CFA 6,2 M in 1995 ▪ Initial revolving fund is regularly replenished
SEN			001: Village CBs			n.a.
			004: Village CBs			<ul style="list-style-type: none"> ▪ 36 VCB set up, literacy training of 200 persons

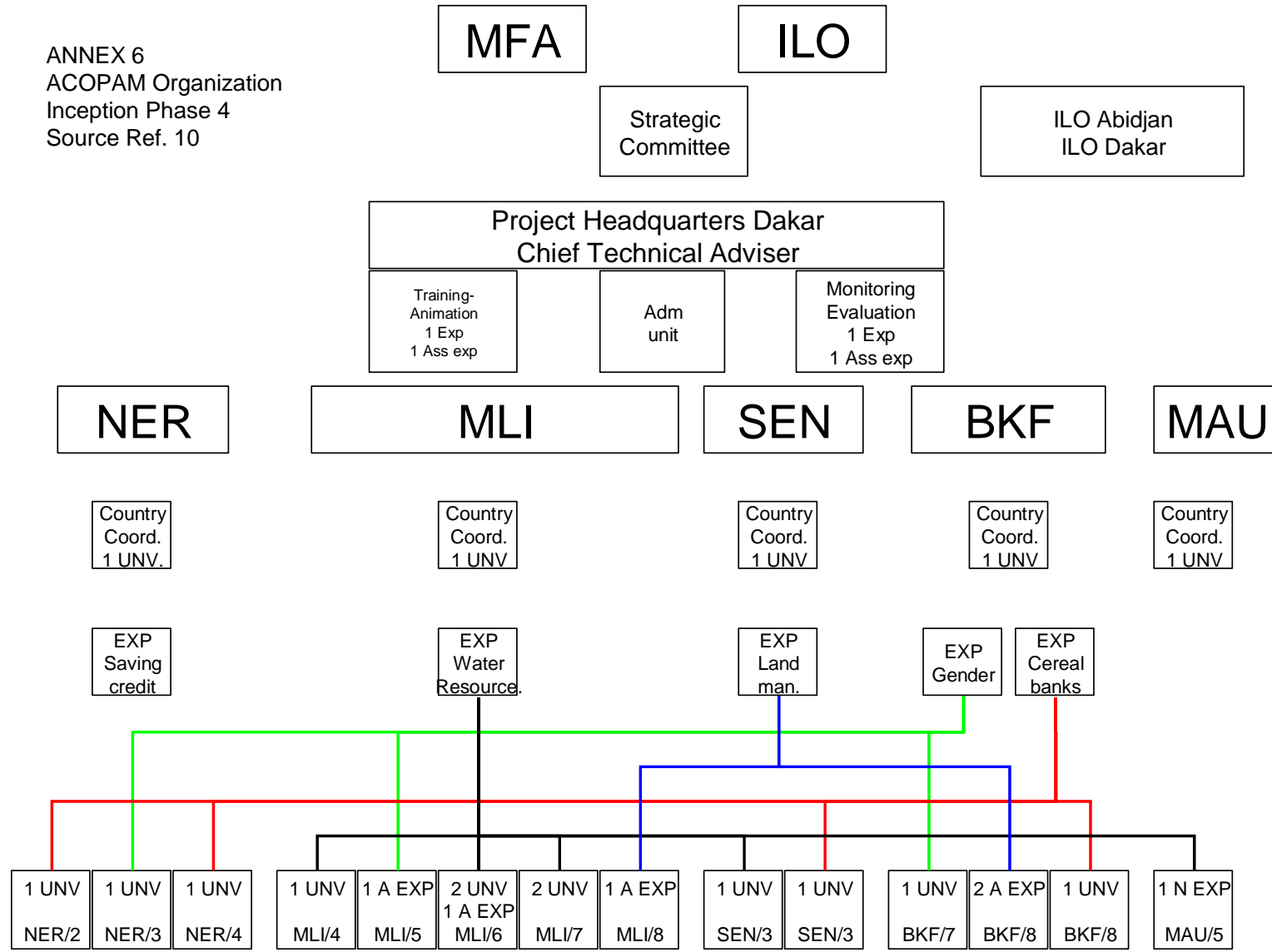
THEME	PHASE 1 1978 – 81	PHASE 2 1982-84	PHASE 3 1985-90	PHASE 4 1991-95	PHASE 5 1995-98	OUTPUT RESULTS
				005: National CB Strategy	005 cont.	<ul style="list-style-type: none"> ▪ National strategy adopted ▪ Nat. union UNBCV established, 6,237 members from 29 VCBs , ▪ Existence of operational consultation network (VCB management committees, area committees, board, national monitoring committee, ▪ commercial cap. of 1,500 ton, ▪ low inter-regional exchange due to climatic conditions and low financial self-management of union ▪ 1/3 of VCB literacy training, No women literacy classes, no female CB, low impact of training , quality of book keeping mixed. ▪ Common Matching Funds of Food Aid (donor) provided UNBCV with test credit of CFA 100 M
Seed Stores						
SEN	002: Village stores	002 cont.	002 cont.			<ul style="list-style-type: none"> ▪ 171 seed stores operational in 1987, 51 being completed and 46 in construction.
WID						
BKF	002: SEDF					<ul style="list-style-type: none"> ▪ sub-project 002 did not materialize
				007: WID - micro-credit	007 cont.	<ul style="list-style-type: none"> ▪ 3,360 beneficiaries (processing, trade, storage etc)., ▪ CFA 600 M in circulation, some literacy training,
MLI				005: Women fishing coop.	005 cont.	<ul style="list-style-type: none"> ▪ Credit fund increased with 118% (0.5 to 2.8 M CFA) ▪ Losses in commercialization, inadequate knowledge ▪ 1800 trees planed in reforestation activities
MAU	003: Artisans					<ul style="list-style-type: none"> ▪ Sub-project did not materialize
NER				003: Credit supply	003 cont.	<ul style="list-style-type: none"> ▪ 601 women - credit of 4 M CFA, repay. 95%, illiteracy constrained, no credit refinancing in financial institutions
Land management						
BKF				008: Land Management GT	008 cont-	<ul style="list-style-type: none"> ▪ 6 villages with 17 village and neighborhood groups, ▪ 2 village land management commissions ▪ village groups organized into two land unions
MLI				008: Land Management GT	008 cont.	<ul style="list-style-type: none"> ▪ methodology for livestock, fodder and reforestation integration tested and found viable in 6 villages
Irrigation Schemes/PIVs						

THEME	PHASE 1 1978 – 81	PHASE 2 1982-84	PHASE 3 1985-90	PHASE 4 1991-95	PHASE 5 1995-98	OUTPUT RESULTS
MLI		002: PIVs	002 cont.			n.a.
			003, 4: PIV and reforestation			n.a. but “allowed introduction of PIVs in Timbuktu replicated by many donors
				006: Cooperative forestry groups for PIVs		<ul style="list-style-type: none"> ▪ employment creation for marginalized groups ▪ Tree planted for wood production around PIVs ▪ 40 groups organized and received training ▪ Methods developed, codified and disseminated.
				007:Dissemination of PIV methods		<ul style="list-style-type: none"> ▪ disseminated training and organizational techniques., provided TA and training methods to donors (UNICEF, FENU and FED). ▪ Training in PIV management, agricultural techniques, training of trainers and agricultural extension agents, production of documents for functional literacy for PIV
				009: Dissemination of participatory PIV methods		<ul style="list-style-type: none"> ▪ supported 15,000 farmers org. in village associations ▪ A federation exists - is it operational? ▪ technical and management training provided ▪ The PIVs manage nearly CFA 250 M representing the revolving funds, accumulated depreciations and cash.
MAU			005: Foug Gleita	005 cont.	005 cont.	<ul style="list-style-type: none"> ▪ UACF created, with 25 cooperatives, 13 coop groups, 13 OSPs, 2,400members, 933 women cultivate 1950 ha
SEN			003: Support to village PIVs	003 cont.		<ul style="list-style-type: none"> ▪ 4 CBs, 2 for women, set up of initial stock of 75 tons of millet, revolving fund of 9.5M CFA set up 4 committees of male rice grower groups trained in functional literacy, staff of SAED trained, ▪ post literacy methods used by other projects
Cotton Marketing						
NER			004:Cotton coops	004 cont.		<ul style="list-style-type: none"> ▪ 12 coops supported, 8 were new, 4000 people, docs. translated in local languages. ▪ The 8 new cooperatives received inputs for 1994/95 season for a total value of CFA 15.68 million ▪ Self-financing system set up with reserve fund by SNC
BKF	001: Self-managed cotton markets	001 cont.	001 cont.			<ul style="list-style-type: none"> ▪ 15 CBs and 6 village pharmacies operational. MACs org. in all villages, 8 budgets managed by Dev. Units and village groups, Revolving funds set up: 7 for maintenance of bore holes, 3 for school libraries, and 5 for millet mills

THEME	PHASE 1 1978 – 81	PHASE 2 1982-84	PHASE 3 1985-90	PHASE 4 1991-95	PHASE 5 1995-98	OUTPUT RESULTS
						in 1994, 5 years after project closed: <ul style="list-style-type: none"> ▪ The MACs still operational, ▪ DUs still self-managed with budget of 24.M CFA ▪ Social investments total 5.5 M: village center, pharmacy, farmers training NB!! ACOPAM did not follow-up and capitalize on experience
Misc.						
BKF	004:Nat. Center of Artisans					Did not materialize
	005: housing for marginal groups					Did not materialize
CV			001: Nat. Inst. Of Cooperative Training			audiovisual training and graphical training provided
GAM	001: Nat. Training Center					N.a. Cooperative training provided, sub-project became autonomous with other funds from Norway
MLI	001: Fisher cooperatives	001 cont.				N.a. but some training provided and revolving fund established, problems in implementation
MAU	001: precoop artisans groups					N.a. Ad hoc assistance: equipment provided by ACOPAM
	002: coops and self-help housing	002 cont.				N.a. many difficulties, ACOPAM phased out in phase 2
			004: Handicrafts			N.a. execution suspended, manager had to leave

ANNEX 6 – ORGANIZATIONAL DIAGRAM OF ACOPAM

ANNEX 6
ACOPAM Organization
Inception Phase 4
Source Ref. 10



UNV: United Nations Volunteer, EXP: Expert, Coord: Coordinator, Ass Exp: Associate Expert, Man.: Management

ANNEX 7 ACOPAM Budget Allocations per Phase

ACOPAM BUDGET ALLOCATIONS PER PHASE WITH NORWEGIAN FINANCING 1978–1999 (In USD)

		Phase 1 1978–81	%	Phase 2 1982– 84	%	Phase 3 1985–89	%	Phase 4 1991–95	%	Phase 5 1996– 2000	%	TOTAL % PROGRAM	
BL		Ref 16		Ref 3		REF 4		Ref 11		Ref 25			
10	PROJECT PERSONNEL												
11.00	International experts	280 850	24.7	707 800	27.9	2 765 434	23.8	4 515 433	26.2	3 799 200	32.6	12 068 717	27.3
11.08	Consultants	50 600	4.5	99 100	3.9	658 292	5.7	332 997	1.9	156 000	1.3	1 296 989	2.9
13.00	Adm. Support	24 000	2.1	106 000	4.2	454 152	3.9	1 298 819	7.5	830 000	7.1	2 712 971	6.1
14.00	UN volunteers		0.0		0.0	213 783	1.8	1 535 958	8.9	714 000	6.1	2 463 741	5.6
15.00	Travel	78 000	6.9	180 000	7.1	467 357	4.0	1 089 175	6.3	604 740	5.2	2 419 272	5.5
16.00	Other costs	11 200	1.0		0.0		0.0	83 559	0.5	80 000	0.7	174 759	0.4
17.00	National professional staff		0.0		0.0	349 078	3.0	546 583	3.2	550 500	4.7	1 446 161	3.3
19.00	Sub total component	444 650	39.1	1 092 900	43.1	4 908 096	42.2	9 402 524	54.5	6 734 440	57.8	22 582 610	51.1
20	Sub-contracts				0.0		0.0					0	0.0
21	Sub-contracts			200 000	7.9		0.0					200 000	0.5
30	TRAINING		0.0		0.0		0.0					0	0.0
31.00	Fellowships	54 000	4.8	120 000	4.7	205 940	1.8			84 120	0.7	464 060	1.0
32.00	Seminars	80 000	7.0	120 000	4.7	751 467	6.5	771 824	4.5	115 000	1.0	1 838 291	4.2
33.00	Training		0.0		0.0		0.0	1 423 470	8.3	1 360 700	11.7	2 784 170	6.3
39.00	Sub total component	134 000	11.8	240 000	9.5	957 407	8.2	2 195 294	12.7	1 559 820	13.4	5 086 521	11.5
40	EQUIPMENT		0.0		0.0		0.0					0	0.0
41.00	Expendable equipment	26 000	2.3	180 000	7.1	2 487 876	21.4	1 196 167	6.9	482 500		4 372 543	9.9
42	Non-expendable equipment	8 000	0.7		0.0		0.0					8 000	0.0
	Revolving fund	150 000	13.2		0.0		0.0					150 000	0.3
41.00	Sub total equipment	184 000	16.2	180 000	7.1	2 487 876	21.4	1 196 167	6.9	482 500	4.1	4 530 543	10.2
50	MISCELLANEOUS		0.0		0.0		0.0					0	0.0
51.00	Op./Maint. Equipment	8 000	0.7	45 000	1.8	113 052	1.0					166 052	0.4
52.00	Report cost	2 000	0.2	9 000	0.4	14 201	0.1	67 500	0.4		0.0	92 701	0.2
53.00	Sundries/Miscellaneous	7 500	0.7	150 000	5.9	708 482	6.1	1 889 999	11.0	525 500	4.5	3 281 481	7.4
59.00	Sub total component	17 500	1.5	204 000	8.1	835 735	7.2	1 957 499	11.3	525 500	4.5	3 540 234	8.0
90.00	SUB TOTAL		0.0		0.0	9 189 114	79.0	14 751 484	85.5	9 302 260	79.8	33 242 858	75.2
68.00	Program support 13 %	93 975	8.3	249 200	9.8	1 194 560	10.3	1 917 694	11.1	1 209 294	10.4	4 664 723	10.5
71.00	Cost increase	261 655	23.0	367 690	14.5	1 255 145	10.8	584 910	3.4	1 143 033	9.8	3 612 433	8.2
99.00	GRAND TOTAL	1 135 780	100.0	2 533 790	100.0	11 638 819	100.0	17 254 088	100.0	11 654 587	100.0	44 217 064	100.0

ANNEX 8: ACHIEVEMENTS PER THEME

- Goal:** *Improved self sufficiency and increased food security*
- Purpose:** *A. Strengthened organizational capacities of local population*
B. Increased and diversified economic activities
C. Improved management of village ecosystems

Outputs/ Results	Goals, purposes	Indicators of achievements	Achievements
MICRO- LEVEL Cereal Banks	Goal	Socio-economic impact	Increased cereal stocking capacities in the 3 countries (SEN, BKF, NER)
	A	No. of village organizations supported	Approx. 137 CBs
		No. of people trained in man. and literacy	SEN: 200 or 1/3 of VCB; BKF, NER n.a.
		Impact of training on organizations	Visited VCBs in Sen and Ner were operational (88, R34), reduced impact in Sen. because late start of training
	B	Existence/amount of revolving fund	n.a.
		No. of new economic activities created	30 mills, 21 v. shops in BKF; pharmacies and animal fattening in NER, mills in SEN.
	A+B	No. of jobs created	n.a.
	Gender	Women participation	Low w. participation, some training for women, NER: involved in animal fattening, Sen and BKF grain mills, coop. pharmacies
	Support structure.	Impact and capacities of support structures	Sen: ANAFA continued to use didactic material after phase out, follow-up activities by partners mixed after A. phased out
	Donor	Donor impact	Sen: Common matching Funds of Food Aid provided UNBCV with a marketing test credit of 100 M CFA,
Village irrigation /PIV	Goal	Socio-economic impact	Improved management of village irrigation perimeters, increased self-management of the PIVs (collection of water fee, revolving fund etc.) Donors provided funds for infrastructure.
	A	No. of village organizations created/strengthened	Approx. 50 PIVs or groups – rice area of 2500 ha (MAU: 1,950ha, MLI: 450ha, SEN n.a.)
		No. of people trained in man and literacy	MLI: 680 farmers trained in PAAP, 42 animators trained (4 women only), 10 trained as village animators, 32 private afforestation workers, 1500 farmers trained in irrigation crops, 433 farmers in tree nursery and afforestation techniques, SEN: 4 male rice grower groups in functional literacy; MAU: 830 farmers, 381 women, got PAAP training, 135, 82 women, management training, 432, 102 consolidation of PAFAG training, 92 in book keeping,

		Impact of training on organizations	MLI: Functional literacy training in Mali sometimes used different local language than what was used in the group, not tailored for women; MAU: Achievements in functional literacy and training in management made possible a certain degree of self-management of village groups,
	B	Existence/amount of revolving fund	MAU: 10 groups have revolving fund for marketing of agricultural produce and purchase of inputs, net savings earned USD 16.348, MLI: In 1997, PIVs managed nearly CFA 250 M representing the revolving funds, accumulated depreciations and cash. Eucalyptus planted to be commercialized and to provide more funds for PIVs maintenance costs. Successful in Gao and Timbuktu in the 90s (30 ha planted around PIVs, 42 ha of mixed sorghum and eucalyptus crops), currently (2002) the PIVs in the Mopti regions have problems in selling the Eucalyptus planted on 52.2 ha),
	A+B	No. of jobs created	n.a.
	Gender	Women participation	MLI: functional literacy training not tailored for women, no women on management committees; local female animators low, activities for women not based on programming. 2 women groups training in afforestation techniques, 5 ha of PIVs managed by women. MAU: Women participation very high in most aspects compared to MLI,
	Support structure	Impact and capacities of support structures	MLI. trained 47 regional agents in ACOPAM approach and methodology, The NGO AFAR was created and was an ACOPAM by-product, provided training to VRES/FED project during ACOPAM's fifth phase.
	Donor	Donor collaboration and co-financing	MLI 6/7: FENU provided USD 1,11M, 70 % for training and 30% for afforestation (91-96), EDF USD 1.05 M (91-94), 70 percent for training and 30 percent for PIVs. Mopti: 91-96: EDF funding for infrastructure and ACOPAM/ILO support in management of committee training in collaboration with regional technical services. MAU: WB provided the funds for the irrigation infrastructure.
Gender and Micro-credit	Goal	Socio-economic impact	BKF: Economic activities funded through credit increased women's incomes – and food security. MLI: some income improvements, NER. 601 women improved income due to cattle credit.
		No. of village organizations created/strengthened	BKF: 3360 beneficiaries in 10 villages (no. of solidarity groups created n.a., 30 villages planned), MLI: 1 fishing cooperative (151 mixed members); NER: 16 credit groups (601 women benefited from credit)
		No. of people trained in man. and literacy	BKF: 2 members of each credit committee and 2 agents per village (20) trained in literacy and credit man. No functional literacy training. MLI: pre-literacy. 63 women, 30 men. Literacy: 20 w. and 20 men. 8 women completed. 2 men and 2 women trained in training of trainers. Leaders trained in book keeping. NER: functional literacy. Some training and animation workshops.
		Impact of training	BKF: Training insufficient to ensure ST self-management of credit system. Lacked functional literacy program but v. agents able to provide direct support to groups- Beneficiaries' low technical capacities, this not addressed by A. MLI: only 8 women completed literacy training, others had time constraints. Org. need support from other structures. NER: low impact of literacy because targeted to management members that were elderly women. 100 % illiteracy level among women in project area. Management of book-keeping weak.

	B	Existence and amount of revolving fund	BKF: initial credit funds by A. totaled CFA 19.5 M. Refinancing by CNCA of 54 M total (96 and 97). Total credit volume of 159 M (96). Village funds 7.9 M, almost 100 % reimbursement No women opened bank account. MLI: quick dev. of credit fund of initial 0.53 M, in 96, A. supported with additional 0.774 M, in 97 total fund was 2.8 M. Initial design of credit system was inadequate. Cooperative was too large to guarantee cohesion and responsabilisation. Difficulties to obtain refinancing in formal financial institutions. NER: granted 849 animal credits for a total of 24.9 M CFA. 2-4 revolving funds, Reimbursement 94%, Accumulated value of CFA 125 million,
		No. of new economic activities created	BKF: Women increased level of self-confidence and self-management. New activities funded through credit: product processing, dolo preparation, petty trade, storage, and restructuring. MLI: Some diversification of activities (soap man.) Women benefited 2-3 times from credit. Commercialization activities poorly understood by project. NER: Cumulated economic result of 120 M CFA. Cattle credit. Did not see significant in credit for input/equipment. Did not obtain refinancing from formal institutions
	A+B	No. of jobs created	BKF: N.a.
	Support structure	Impact and capacities of support structures	BKF: Insufficient training provided by A. to support structures CNCA and DRARA (e.g. fund management)and inadequate dialogue between them and A. 20 village agents trained by A., their status unclear. MLI. Cooperation with Forestry services for afforestation activities. Training to structures not mentioned in documents. NER: training to ss not mentioned: ONG. GAMA, Direction de l'Action Cooperative et de la Promotion des Organisations Rural (DACPOR)
	Donor	Donor collaboration and co-financing	No impact on donors. No project agreement (convention) between A and organizations. MLI: no collab. or impact.
Land Management GT	Goal	Socio-economic impact	No direct in neither BKF or MLI
	A	No. of village organizations created or strengthened	BKF: 17 neighborhood groups, in 6 villages, 706 members, 2 village land management commissions with coordinating office, 2 unions
		No. of people trained in man. and literacy	BKF: Functional literacy planned, implemented
		Impact of training	BKF: Groups meet regularly, high literacy level constrained success of tests
	Gender	Women participation	BKF: ONAT staff trained were all male, no data on women's participation.
	C	Impact on land improvement and village ecosystems	BKF and MLI: Actual impact on land management not available
		Methodologies in land management	BKF: 13 modules and training guides in GT developed and disseminated; MLI: methodology for integration of livestock, food cultures and afforestation in village irrigation schemes tested and found viable in 6 villages. A diagnostic technique for each village completed. Method disseminated
Support structure	Impact and capacities of support structures	BKF- Main objective to strengthen ONAT's capacities in land management and to develop land management methodology from concrete project tests. ONAT training service operational. 6 male members trained; 13 A/ONAT modules and training guides designed; 60 modules have been implemented in the form of services provided on request from GT or PGRN projects locales in various ecological parts of BKF. 92% of 1500 participants positively appreciated the training provided by ONAT.	

	Donor	Donor collaboration and co-financing	60 modules have been implemented in the form of services provided on request from GT or PGRN projects locales in various ecological parts of BKF. Donors have funded the implementation of the 60 modules within the framework of GT projects: GTZ, WB, the Netherlands, EDF, FENU, Norway, French Development Fund, UNSO, Denmark, DDA/Switzerland, CIDA/Canada. Good appreciation from partners: flexible methodology. Successful cross fertilization, teaching aids to group and specific needs, flexibility of grassroots approach, approach adapted to the national framework of decentralization, permanent checks
Cotton Marketing	Goal	Socio-economic impact	BKF: Increased food security
	A	No. of village organizations created/strengthened	BKF: 8 development units – and 7 cotton self-management units (MACs). Trainers monitored villagers after training session. NER: 12 cotton cooperatives with own management committees, - 4000 people
		No. of people trained in man. and literacy	BKF: org. trained and monitored 15 development and cotton units. Managers were effective. NER: 12 cotton cooperatives, training in management, book keeping, and negotiation capacities.
		Impact of training	BKF: MACS became self-managed and were also operational in 94, 5 years after project closed. Judicious identification of villagers needs by participatory approach. Villagers made responsible after phase out. Little changes in trainers. NER: impact n.a.
	B	Existence and amount of revolving fund	BKF: The development units visited in 94 had were self-managed and had an operational budget of more than 24 M CFA. Revolving funds set up in development units, social investments for 5.5 M, 7 for maintenance of borehole, 3 for school libraries, 5 for millet mills., NER: 8 cooperative received a total of CFA 15.7 M for inputs in 94/95. A self-financing system was accepted by the Board,
		No. of new economic activities created	BKF: 15 cereal banks and 6 village pharmacies were operational in 94, 5 years after project closed
	A+B	No. of jobs created	BKF and NER: n.a.
	Gender	Women participation	BKF: Data n.a.
	Support structure		BKF: AVV was national counterpart and was convinced and committed. NER. SNC: would buy the integral production of cooperatives and supply them with production input.
Donor		None	

ANNEX 9 : ACOPAM's Production and Dissemination of Main Training Manuals and Documents

Theme	Prod. of Training Manuals	Total no. sold	Comments
Final program document:	The environment in the Sahel and the fight against poverty: "Participative approach and partnership for grassroots and local development" - includes a CD with a pdf version of each of ACOPAM's main manuals except for the health insurance schemes.	n.a.	1999 In French
Cereal Banks	1 series of 4 manuals in the management of village cereal banks in Internal organization; - Supply, stocking/storing and sale - Book keeping; and - End of year statement (bilan de campagne) - Document on the design and implementation of a national strategy for cereal banks (97)		1998, 97 In French
Small-Scale Irrigation Perimeters	1 series of 5 training manuals for trainers in the functional literacy training program for the self-management of village irrigation perimeters (PAAP). This series comprises: - Basic methodology of the functional literacy program - 1. phase of the functional literacy training program - 2. phase of the functional literacy training program - Evaluation guide for the program - Management of water fee In addition: - 3 training manuals for PIV management in Wolof and Pular (96), - 3 manuals for livestock management in Pular and French (96), - 3 manuals in community management in Pular and French (98), - 3 manuals for rural credit in French, Pular, and Bambana (98) - 3 manuals for gardening activities in French, Bamabara, Songhai, Dogon, Arabic and Pular (97, 98) - 3 manuals related to handicrafts in French, Arabic, and Pular (98) - 3 manuals related to millet mills in French, Arabic and Pular (97)	5505	1995, 96, 97, 98
WID and Micro-Credit	- 1 document on Gender and Development: An analysis of women's situation – a Sahelian experience (96) - 1 training manual: Gender and Producer Organizations (98)	745	1996, 98 In French
Land Management	5 manuals in land management/"Gestion de terroir": - Introduction to Land Management (GT) - Photo-interpretation and cartography for Land Management - Joint diagnosis in Land Management - Evaluation methods for Land Management training (92) - Village organizations in Land Management	723 (total)	1995, 97, 98 In French
Health insurance micro schemes	- 1 main information brochure on Micro Health insurance schemes (published in collaboration with ANMC and WSM) (6 information brochures related to the health insurance schemes in each of the Sahelian countries (98)) - Document: Abidjan platform: Support strategies related to health insurance schemes in Africa (98, with USAID, GTZ, ANMC-WSM)	1940 (total)	1995 In French

	Training manuals: - Practical guide for the micro health insurance schemes in Africa (1900 ex. Sold) - Manual for trainers for micro health insurance schemes in Africa	by which 1900 of the practical guide	
Enterprises and Exports	Manual on African enterprises and exports : Practical user guide for the economic producer organizations (97, with ILO's INTERCOOP)	133	97, French and English

ANNEX 10 BUDGETS AND ACHIEVEMENTS PER SUB-PROJECT - PHASE IV AND V (In USD)

Projects	Personnel	Seminars	Equipment	Miscellaneous	Total	ACHIEVEMENTS
1. BKF/009 National CB Strategy	286,000 1 UNV	310,000	75,000	50,000	721,000	<ul style="list-style-type: none"> ▪ National CB strategy adopted ▪ 3 CB unions created for small-scale cereal marketing: surplus of 5.7 M in 95, 5 834 jobs created
1. NER/002 National CB Strategy 1)	311,000 1 UNV	310,000	77,000	50,000	605,000	<ul style="list-style-type: none"> ▪ National strategy adopted by some donors ▪ 3 CB area unions set up (33.000 inhabitants) ▪ 3 Cereal stock exchanges organized every year
1. SEN/005 : Nat. CB Strategy	111,000 3) Consultants	140,000	63,000	25,000	193,000	<ul style="list-style-type: none"> ▪ Nat. union UNBCV established, 6,237 members from 57 or 29 villages, commercial cap. of 1,500 ton,
2. MLI/006 2) Cooperative forestry groups PIVs	154,000 2 UNVs 1 Ass. expert	40,000	290,500	100,000	584,500	<ul style="list-style-type: none"> ▪ employment creation for marginalized groups ▪ Tree planted for wood production around PIVs ▪ 40 groups organized and received training ▪ Methods developed, codified and disseminated.
2. MLI/007 2) Dissemination of PIV methods	175,000 2 UNVs	150,000	100,000	250,000	675,000	<ul style="list-style-type: none"> ▪ disseminated training and organizational techniques., provided TA and training methods to donors (UNICEF, FENU and FED). ▪ Training in PIV management, agricultural techniques, training of trainers and agricultural extension agents, production of literacy methods for PIV
2. MLI/009 2) Dissemination of participatory PIV methods	150,000 1 UNV	115,000	42,000	50,000	357,000	<ul style="list-style-type: none"> ▪ supported 15,000 farmers org. in village associations ▪ A federation exists - is it operational? ▪ technical and management training provided ▪ The PIVs manage nearly CFA 250 M representing the revolving funds, accumulated depreciations and cash.
2. MAU/005 Foug Gleita 3)	164,000 Nat.expert	62,000	87,000	30,000	343,000	<ul style="list-style-type: none"> ▪ UACF created, with 25 cooperatives, 13 coop groups, 13 OSPs, 2,400members, 933 women cultivate 1950 ha
2. SEN/003: Support to village PIV 2, 3)	74,000 3)	140,000	20,000	30,000	264,000	<ul style="list-style-type: none"> ▪ 4 CBs, 2 for women, set up of initial stock of 75 tons of millet, revolving fund of 9.5M CFA set up 4 committees of male rice grower groups trained in functional literacy, staff of SAED trained, ▪ post literacy methods used by other projects
3.BKF/007 4) WID - micro-credit	159,000 1 UNV	56,500	77,000	10,000	302,000	<ul style="list-style-type: none"> ▪ 3,360 beneficiaries (processing, trade, storage etc)., ▪ CFA 600 M in circulation, some literacy training,
3. MLI/ 005: Women fishing coop.	194,000 1 Ass.expert,	130,000	108,000	25,000	457,000	<ul style="list-style-type: none"> ▪ Credit fund increased with 118% (0.5 to 2.8 M CFA) ▪ Losses in commercialization, inadequate knowledge ▪ 1800 trees planed in reforestation activities
3. NER/003: Credit supply	336,500 1 UNV 1 Nat. expert	165,000	108,000	50,000	659,000	<ul style="list-style-type: none"> ▪ 601 women - credit of 4 M CFA, repay. 95%, illiteracy constrained, no credit refinancing in finan. inst.
4. BKF008: Land Management	185,000 2 Ass.experts	315,,000	184,,000	100,,000	784,,500	<ul style="list-style-type: none"> ▪ 6 villages with 17 village and neighborhood groups, ▪ 2 village land management commissions ▪ village groups organized into two land unions
4. MLI/008: Land Management 2)	55,000 1 Ass.	250,000	132,000	100,000	537,000	<ul style="list-style-type: none"> ▪ methodology for livestock, fodder and reforestation integration tested and found viable in 6 villages

Projects	Personnel	Seminars	Equipment	Miscellaneous	Total	ACHIEVEMENTS
	expert.					
5. NER/004 Cotton Coops 2, 3)	195,000 1 UNV	75,000	128,000	50,000	448,000	<ul style="list-style-type: none"> ▪ 12 coops supported, 8 were new, 4000 people, docs. translated in local languages. ▪ The 8 new cooperatives received inputs for 1994/95 season for a total value of CFA 15.68 million ▪ Self-financing system set up with reserve fund by SNC

1) Started In Phase 1, 2) Budget only Phase IV, 3) Started in Phase 3 4) UNV worked out of Headquarter, not included in budget