

635-0208/17

PD-AAP-877

ISN=36040

THE GAMBIA

COOPERATIVE DEVELOPMENT

EVALUATION

26 APRIL - 8 MAY, 1984

DUNCAN MILLER
REDSO ECONOMIST

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Project Identification Sheet

1. Country: The Gambia
2. Project Title: Cooperative Training and Education
3. Project Number: 635-0208 (AID/afr-G-1677)
4. Life of Project: A) July 1980-July 1983 (Original OPG)
B) Aug. 1983-Sept. 1984 (One-Year Amendment)
5. Life of Project Funding.
 - A. USAID Total Funding - \$1,000,000 (OPG)
 - i. Technical Assistance: 855,000
 - ii. Commodities 95,000
 - iii. Miscellaneous 50,000
 - B. GOTG Contribution - \$400,000 (28% of Project Expenses)
6. Mode of Implementation:
 - A. Implementing Agency - Cooperative League of The United States Of America
 - B. Cooperative Education Advisor - Thomas M. Winn
7. Evaluations:
 - A. Second Year Interim Evaluation March 1982
 - B. Third Year Member Education Programme Evaluation December 1983
8. Responsible Mission Officials during LOP in Chronological Order 1979-1984:

Mission Directors:	Thomas A. Moser	1979 - 1982
	Byron H. Bahl	1982 - Present
Program Officers:	Anthony A. Funicello	1989 - 1983
	Thomas R. Mahoney	1983 - Present
Project Officers:	Keith E. Simmons	1981 - 1983
	Stephen T. Norton	1983 - Present
	Meri C. Ames	1982 - Present
9. Project Purpose: to provide farmer-members the necessary skills to participate in the operation, management and control of local co-operatives in The Gambia.

Project Summary

Agricultural cooperatives are important to The Gambia's economy. They are the principal marketing mechanism for peanuts, Gambia's main foreign exchange earner. The Government of the Gambia stated in its Five Year Development Plan that cooperatives will be a major force in the development of the rural economy. However, cooperatives in The Gambia are viewed by their members as government purchasing centers and points of distribution for agricultural inputs and supplies. The members do not see cooperatives as their own institution operating in the rural economy to bring greater economic benefits and to serve as a mechanism for development. Cooperative leaders understand that a well-organized and managed system of member-owned agricultural cooperative business enterprises can stimulate production, increase marketing efficiency, and provide the farmer-member with a greater return on his investment. If the cooperatives are to play a more dynamic role in the development of Gambian economy, then the cooperative members must participate more actively in the cooperative - guiding its affairs, making decisions on its future and ensuring that the cooperative is serving the interests of its members. For the member to become an effective participant, he should be educated in cooperative practices and principles and trained in basic numeracy and simple arithmetic computations.

The Member Education Program (MEP) of The Department of Cooperation is the vehicle through which cooperative members are obtaining the education and skills necessary to participate more effectively in the operations, management and control of their local cooperatives. Cooperative members are provided account training to enable them to read produce weighing scales and records at the cooperative. Through radio listening groups and Bantaba discussion groups, members are introduced to basic concepts of cooperative business enterprises, cooperative principles and the member's responsibilities to the cooperative. Cooperative committee members are trained in specific tasks such as financial management, planning, organization, member education and cooperative operations. Cooperative managers provide orientation of the Member Education Program.

The CLUSA Cooperative Education and Training Project (AID/afr-G-1677) has been providing direct support to the Member Education Program since 1980. Field personnel, known as CIEs (Cooperative Inspectors - Education), have been trained through the CLUSA project in non-formal education techniques and numeracy. Each CIE is assigned to one of the area offices of the department where he is responsible for at least two cooperatives societies and their village branches. To date, 24 CIEs have, among other activities, conducted six-month functional numeracy courses in 40 villages, trained cooperative committee members in 36 of the 62 cooperative marketing societies, initiated 18 radio Learning groups and worked with women's Cooperative Thrift and Credit Societies (CTCS). All of these activities were at the village level with farmer members as participants.

EVALUATION SUMMARY

D. MILLER - TDY
APRIL 26 - MAY 05

1. CLUSA (MEP) Evaluation conclusions

- . Exceeded expectations in terms of developing materials and training staff
- . Expectations for farmer training were too high.
- . Adequately funded but too short to meet objectives
- . MEP will erode quickly without donor support; GOTG awareness is high but means inadequate

2. Livestock Marketing Constraints

Predominantly Livestock Marketing Board (LMB) due to:

- . Inadequate infrastructure at buying points
- . Poor buying procedures
- . Inadequately trained staff

Others

- . Strong demand/price in Senegal

3. Prospects for Coop sector support

- . A coop-for-coop-sake project does not seem justified.
- . Coop mechanism should be integral part of "downstream" linkages of AR&D Project.
- . Economic & Financial Policy Analysis Project (or PPMU) should seek explicit GOTG declaration that GPMB/LMB prices are support levels and farmers are free to sell to anyone

N/A

SCOPE OF WORK FOR COOPERATIVE DEVELOPMENT EVALUATION

AMEMBASSY ABIDJAN

SECSTATE WASHDC

UNCLAS BANJUL 0598

AIDAC

ABIDJAN FOR REDSO/WCA; D. MILLER; SECSTATE FOR ST/ED, A WALDSTEIN AND ST/AG, M. GODWIN

REF: (A) ABIDJAN 0k628; (B) STATE 045752

1. WHILE SUBJECT EFFORT INCLUDES SIMPLE PROJECT REVIEW, THE PRIMARY PURPOSE OF THIS EVALUATION IS TO GATHER EVALUATIVE INFO RE STATUS OF COOPS TO AGRICULTURE DEVELOPMENT OBJECTIVES OF THE GOVERNMENT AND USAID. ALSO TO ASSESS THE POTENTIAL FOR IMPROVEMENT/EXPANSION OF COOPS AND THE ROLE AID MIGHT PLAY IN THIS EFFORT. INFORMATION GATHERED BY THIS EVALUATION IS PERTINENT FOR FINE TUNING USAID CDSS - AGRICULTURE DEVELOPMENT STRATEGY AND TO MAKE DECISIONS RE PROGRAMMING FUNDS IN FUTURE YEARS. (I.E. IS THERE A ROLE FOR COOPS TO PLAY IN AGRICULTURE DEVELOPMENT OF THE COUNTRY? IF SO, SHOULD AID RESOURCES BE USED TO FURTHER COOP DEVELOPMENT?)
2. MISSION SEES AT LEAST FOUR AVENUES FOR POSSIBLE AID SUPPORT TO COOP DEVELOPMENT IN THE GAMBIA:
 - (A) IMPLEMENTATION OF DISCRETE COOP PROJECTS SUCH AS THAT NOW BEING IMPLEMENTED BY CLUSA WITH AID FUNDS - COOPERATIVE DEVELOPMENT (635-0208) MISSION AND EVALUATORS WILL REVIEW SPECIFIC POSSIBILITIES DURING COURSE OF EVALUATION.
 - (B) SUPPORT TO COOP DEVELOPMENT THROUGH AGRICULTURE RESEARCH AND DIVERSIFICATION PROJECT NOW BEING DESIGNED.
 - (C) LOCAL CURRENCY SUPPORT OF COOP DEVELOPMENT ACTIVITIES WITH PL-480 SECTION 206 PROGRAM GENERATED FUNDS - (IF SUCH A PROGRAM IS INITIATED IN THE GAMBIA).
 - (D) ESTABLISHMENT OF POLICIES THAT FOSTER COOP DEVELOPMENT THROUGH ECONOMIC/ FINANCIAL POLICY ANALYSIS PROJECT (635-0225).
3. IN ORDER TO ASCERTAIN IF ONE OR MORE OF THESE METHODS IS WORTHWHILE CONSIDERING, A NUMBER OF QUESTIONS HAVE TO BE ANSWERED, I.E.:
 - (A) IN THE GAMBIA, ARE AGRICULTURE COOPS AN APPROPRIATE METHOD TO FORM PRIVATE SECTOR INSTITUTIONS TO MANAGE AGRICULTURE RESOURCES, INCREASE PRODUCTION, PROVIDE AGRICULTURE INPUTS AND/OR MARKET AGRICULTURE PRODUCTS?
 - (B) WILL THE ENVIRONMENT (CULTURAL, ECONOMIC, MANAGEMENT CAPABILITY, GOVERNMENT POLICY AND REGULATION ETC.) ALLOW COOPS TO PLAY A SIGNIFICANT ROLE IN THE AREAS DESCRIBED IN A? IF NOT, CAN THE ENVIRONMENT BE CHANGED TO ALLOW THIS?
 - (C) IF THE ANSWER TO QUESTIONS A AND B ARE YES, THEN WHAT ARE THE STEPS THAT MIGHT BE TAKEN TO ACCELERATE COOP DEVELOPMENT?
 - (D) WHAT IS NECESSARY AND APPROPRIATE IN THE WAY OF DONOR SUPPORT TO ASSIST IN THE ACTIONS LISTED IN C ABOVE?
 - (E) WHAT ROLE SHOULD AID PLAY IN THIS EFFORT?

4. A SIMPLE PROJECT EVALUATION WILL ONLY GO SO FAR IN PROVIDING THE INFORMATION NECESSARY TO ANSWER THE ABOVE QUESTIONS. HOWEVER, IT IS THE BEST PLACE TO START. SINCE CLUSA HAS JUST COMPLETED AN INTERNAL EVALUATION OF ITS PROJECT THE TEAM MAY ONLY NEED TO CROSS-CHECK THE CLUSA REPORT FINDINGS AND MAKE ONLY THOSE PROJECT-RELATED EXAMINATIONS THEY FEEL HAVE NOT BEEN COVERED ADEQUATELY BY THE CLUSA REPORT. THEY SHOULD THEN EXPLORE OTHER SOURCES TO DISCOVER ANSWERS TO THE QUESTIONS POSED ABOVE. THESE SOURCES WOULD INCLUDE FARMER ASSOCIATIONS/COOPS, MINISTRY OF AGRICULTURE, MINISTRY OF LANDS, MINISTRY OF WATER RESOURCES, OTHER GOVERNMENT OFFICIALS, DONOR REPRESENTATIVES, PRIVATE INDIVIDUALS, AGRICULTURE AND RURAL DEVELOPMENT PROJECT PERSONNEL AND AVAILABLE MATERIALS FROM LOCAL SOURCES INCLUDING PROPOSALS FOR ASSISTANCE TO COOPS.
5. THE TEAM WILL BE EXPECTED TO REFINE THIS EVALUATION SCOPE OF WORK ON ARRIVAL BANJUL AND DEVELOP A SCHEDULE FOR INTERVIEWS, ETC., TO COMPLETE ACQUISITION OF INFORMATION. BEFORE LEAVING BANJUL THE TEAM WILL BE REQUIRED TO DRAFT AN EVALUATION REPORT WHICH LISTS FINDINGS, CONCLUSIONS AND RECOMMENDATIONS PERTINENT TO THE COOP DEVELOPMENT PROJECT AND WHERE POSSIBLE FINDINGS CONCLUSIONS AND RECOMMENDATIONS ON THE BROADER QUESTIONS POSED IN 3 ABOVE. THE EVALUATION REPORT MUST ALSO INCLUDE A DRAFT EXECUTIVE SUMMARY AS REQUIRED BY AID/AFR. FINALIZATION OF THE EVALUATION REPORT IS TO TAKE PLACE AFTER TEAM BRIEFS THE MISSION ON ITS FINDINGS, CONCLUSIONS AND RECOMMENDATIONS.
6. IF MILLER WISHES TO CHANGE TIMING OF EVALUATION TO APRIL BANJUL WOULD AGREE. ASSISTANCE FROM OAR/BANJUL STAFF LIKELY TO BE LIMITED IN MARCH DUE TO ABSENCE OF TWO OFFICERS MOST CLOSELY CONNECTED WITH COOP PROJECT DURING MOST OF THIS MONTH. WE COULD, HOWEVER, MAKE OTHER MISSION PERSONNEL AVAILABLE. BANJUL HAS MINITED P, M & R FUNDS TO HIRE LOCAL ASSISTANCE FOR EVALUATION, HOWEVER, OE TRAVEL FUNDS NOT ADEQUATE TO COVER COSTS OF AID/W DIRECT HIRE PARTICIPATION. OAR/BANJUL CONTROLLER BRADLEY WILL CARRY AVAILABLE COOP RELATED MATERIALS TO MILLER ON FEBRUARY 27.
7. REQUEST MILLER ADVISE RE SCHEDULING FOR EVALUATION COMMENTS ON SOW AND SUGGESTIONS RE ADDITIONAL TEAM MEMBERS.

LOGAN

UNITED STATES GOVERNMENT
memorandum

DATE: May 08, 1984
REPLY TO
ATTN OF: D. Miller, REDSO/WCA *MA for DM*
SUBJECT: TDY Report
TO: Byron Bahl, OAR/Banjul
THRU: Tom Mahoney

Based on the SOW (BANJUL 0598), I reviewed the CLUSA Cooperative Training and Education Project (635-0208). The findings on this are in Part I of the attached report. Although I found some serious shortcomings in the evaluation, I am confident that USAID can be proud of this effort. In terms of EOPS, the project did establish a comprehensive Member Education Program (MEP) and did train the Cooperative Inspectors-Education. It probably raised the level of consciousness and sensitivity of the GOTG (certainly the DOC and GCU) to MEP but it did not - and probably could not - increase GOTG support to cooperatives.

In Part II, I investigated the constraints to livestock marketing and LMB and CLUSA proposals for coops in this sector. In my opinion, this sector will not be able to expand significantly unless and until basic infrastructure and transport bottlenecks are resolved. Current LMB efforts to organize and assist livestock coops and the CLUSA proposal have merit but are inadequate in scope to make any significant sector impact.

Per your instructions, I have explored options for future USAID support to coops. There are three basic options:

- . Termination of support
- . Incorporate/integrate coops into other sector programs/projects
- . Pursue a new Coop/PVO sector plan.

In Part III, I conclude that the present coop structure (DOC and GCU) is a viable mechanism to graft onto the applied research and dissemination/extension objectives of the Agricultural Research and Diversification (ARD) project. This Mission could design this as a sub-activity within the ARD project; implementation could be done by the ARD contractor, a prime-sub relationship or an independent contractor/PVO. On the other hand, the coop

activities could be a separate project. I propose the Mission pursue the first approach. In either case, the project should provide support to the MEP activities at the DOC.

If the Mission decides to follow this approach, serious consideration should be given to funding a modest amount of support to the current MEP activities in order to allow a bridge between the two projects.

encl:a/s

DM:im

PART I.

Review of CLUSA Project Evaluation

1. Introduction: As part of the project close-out, Duncan Miller (REDSO/WCA) was asked to review the final evaluation for the Cooperative League of the USA (CLUSA) - Cooperative Training and Education Project (635-0208). This report supplements the PES. The review was based on:
 - (1) the original grant agreement (AID/AFR-G-1677) dated 10 July, 1980
 - (2) Amended Grant/Project Paper, August 1982
 - (3) Project related literature (see Bibliography)
 - (4) Third year (Final) Evaluation of amended grant performed by a CLUSA-DOC-Ministry of Education team in 1984.
 - (5) Personal interviews - see list of persons contacted.

2. Background: The original grant was for three years (10/7/80-17/7/83) at a LOP of \$500,000. The project purpose was to:

Improve local management of cooperatives through increased and upgraded training at the village and primary societies levels.

The specific objectives to be achieved were identified in terms of percentages of cooperative officers, staff and members to receive specific training (these original objectives are listed in Annex 1). The project began in August 1980.

In March 1981, ^{1/} an interim evaluation led to a request by CLUSA to extend the project by one year to enable the attainment of objectives, add an additional long-term advisor in numeracy training and increase the LOP to \$1.4 million.

The Project Committee requested that CLUSA review and simplify some objectives. They were rewritten as three EOP results:

1. Established comprehensive member education program for agricultural cooperatives and cooperative thrift and credit societies.
2. Trained Cooperative Inspectors - Education with new skills in numeracy, non-formal education techniques, use of education radio, and cooperative principles and practices.
3. Increased Government of The Gambia support for cooperative member education programs.

A detailed series of four-year cumulative outputs was also articulated. These are presented in Annex 2 along with results achieved. The revised set of outputs are more similar to those used in an AID log frame.

The project called for yearly evaluations to be performed by CLUSA. Although the original grant specified that USAID was to be invited to participate on all evaluations, this language was dropped in the amended grant.

^{1/} The PP incorrectly dates this as March 1980.

The amended project also called for a GOTG in-kind (staff) contribution of 28% of total project costs (\$390,367 out of \$1,372,509).

Commentary on project purposes: This is not a coop project per se, rather it is a Non-Formal Evaluation (NFE) type project using the coops as a vehicle to access a largely illiterate population. The estimate cost per direct and indirect beneficiaries was estimated at \$35, quite low.

The project was based on one assumption that was either highly exaggerated or grossly incorrect. That is:

"marketing is currently controlled by the GOTG, but it is planned that, through a more educative cooperative membership, private marketing alternatives will be developed."

Simply put, the project had no means to pursue this goal even if improved NFE was a means to achieve it.

3. Evaluation Methodology and Findings

The Evaluation addressed exclusively specific output targets presented in Annex 2. The evaluation methodology (Report Annexes A-C), based on a review of documentation and 232 interviews, appears to be quite adequate for the areas explored.

In order to reconcile actual project outputs to those projected in the PP, the CLUSA Project Director and I prepared the table in Annex 2. DOC and GCU staff training met or exceeded proposals; however, the level of actual training given farmers fell way below anticipated levels. Potential farmer training was probably over-estimated in the PP as the early year's were devoted to creating materials and training staff and committee members. On the other hand, a more direct approach to farmer/crop member training would have achieved higher output levels. Given the ECPS, CLUSA and the DOC accepted the right trade-off, e.g. devote more attention to creating the organization and program.

There are five important areas the evaluation did not explore:

- (1) Achievements to objectives (this is addressed above)
- (2) Inputs
- (3) Cost per beneficiary, direct and indirect
- (4) Lessons learned for GOTG and USAID
- (5) Issues of project close-out

Concerning issues 3-5, it is too late within this SOW to attempt to reconstruct any detailed conclusions. The following comments may be useful:

Based on interviews with the USAID and CLUSA project managers, it appears that inputs were provided on a timely basis. The evaluation did not present an analysis of actual vs. planned budgets. This should have been done because there were significant changes during implementation, e.g. five vehicles rather than one were purchased and numerous publications were printed (listed in pp 75-76 of Evaluation). The CLUSA Director's final report should provide an accounting of line

item changes as allowed in the grant.

The project was unable to reach as many farmers.coop members as planned; therefore, the cost per direct beneficiary (total project cost of DOC, coop staff and members trained) has about \$250 compared to \$105 projected on the PP. If one included the benefits accrued from the non-scheduled outputs Annex 2, the cost difference would clearly decrease substantially. No attempt was made to estimate such calculations.

Based on the interviews, the following lessons were learned though not recorded:

- . There is a very strong demand for literacy and numeracy skills amongst the population
- . There is a small cadre of highly motivated area supervisors who will remain after the CLUSA inputs are terminated but will lack mobility (fuel and spare parts). Their effectiveness will be low.
- . The project period was too short to achieve the desirable objectives. A 10-year project would have been more realistic.
- . AID should have insisted that some level of analysis be done (PP and at second-year evaluation) to address the capability of GOTG follow-up/sustain ability for project functions, including the recurrent costs. Although one major EOPS was to increase GOTG support for MEP, the project had no direct means to encourage such nor was there any mechanism to leverage the GOTG.
- . Gambian and American technicians feel that cooperative could play an important role in agricultural development but much more MEP training needs to be given to coop members and to coop management, especially in accounting and financial accountability.

4. Conclusions: Based on this review, I believe one can draw the following basic conclusions:

The project did establish a comprehensive member education program and train Cooperative Inspectors-Education. It probably raised the level of consciousness and sensitivity of the GOTG to these issues but it did not - and probably could not-increase GOTG support in this area.

I recommend that the evaluation report be accepted and the GOTG and CLUSA be notified formally that the project will terminate at its PACD of 30 September 1984.

signed in array T 2/10/84
Duncan Miller

Member Education Memo

Department of Co-operation

Cooperative League of the USA

DATE: 31st May, 1984

TO: Byron Bahl - USAID Representative

FROM:  T.W. Winn - Co-operative Education Advisor

SUBJECT: Response to Miller review of CLUSA project evaluation

I have read Duncan Miller's review of the CLUSA project evaluation and have found some of his assumptions and statements incorrect and would like to clarify them.

In the review he stated that:-

"This is not a co-op project per se rather it is a non-formal education (NFE) type project using the co-ops as a vehicle to access a largely illiterate population." He further stated that "the project was based on one assumption that was either highly exaggerated or grossly incorrect. That is: "Marketing is currently controlled by GOTG, but it is planned that, though a more educated co-operative membership, private marketing alternatives will be developed."

My response is:

This is a co-operative project using NFE techniques to facilitate farmer co-operative education. The project has developed manuals on co-operative principles, co-operative marketing, accounting systems, village income generating projects, flip charts and posters on co-op principles and committee member training, etc. It has laid heavy emphasis on improved co-operative practices through the use of radio learning groups. We are striving to make co-op societies economic units. 99% of this countries export is ground-nuts, we are trying to help farmers get their share of this export money.

Mr. Miller's stated assumption is wrong. It was not assumed that "Marketing alternatives would be developed" but rather, as stated in the OPG, that there would be improve management and operation

of the existing co-operative societies brought about through a more educated, enlightened membership. If Mr. Miller would have asked co-op managers or listened to the co-op officials which he did talk to he would have learned that through this program farmers are more active participants in the operations and management of their co-operatives - they are not seeking out alternative markets but are now beginning to understand the existing ones. Illiterate farmers cannot manage the affairs of their society if they can not read a balance sheet and see if the society is profitable - the numeracy literacy portion of the project was but one means of educating farmers to become better, more knowledgeable members of their present co-operative.

Mr. Miller further states that the evaluation did not explore the achievements to objectives but had previously stated that the evaluation did address specific output targets. The evaluation did state "proposed objectives / achieved objectives." He stated that it did not explore inputs, yet each section of the evaluation addressed inputs and an entire section was addressed to inputs.

He states that "Lessons learned" were not explored yet the first section of the evaluation was just that. The "strengths and weakness" section of the evaluation is the "lessons learned." Maybe we should have titled that section "lessons learned" but they are there (a lesson learned!).

Mr. Miller states that " a 10 year project would have been more realistic." Yet recommended the project be terminated 30th September, 1984. He further recommended that the evaluation report be accepted (which in itself recommends a 2 year extension) yet recommended the project be terminated 30 September.

Mr. Miller contended that the project did not increase GOTG support of co-operative member education.

Statements of fact:

- * There is a national MEP committee on which officials from every sector of Government sit, including commissioners, chiefs, alkalos, field workers, etc.
- * The President has approved the declaration of "Co-op Month" for this coming October and will be making a public declaration of his support for co-operatives, the MEP, and the co-op movement.

- * For the past 3 years a working committee has met monthly. The committee is made up entirely of top Government officials of the co-operative movement.
- * The Presidents appointee to the Gambia Co-operative Union strongly supports the MEP.
- * D.M. Nyang and M.M. Dibba, top co-operative officials have given testimonial on the merits of the MEP.
- * The Gambia was host to an International Workshop on co-operative member education in October, 1983. The Minister of Agriculture was the speaker at the opening ceremonies.
- * M.M. Dibba, General Manager has been elected as Chairman of the board of the International Co-operative Alliance and the former CLUSA/MEP counterpart; Tayib Thomas is the Education Director for the International Co-operative Alliance.

When Mr. Miller says "it did not - and probably could not - increase GOTG support in this area." I just don't know what he means or where he got his information. He has no documentation to substantiate his claims.

The attached chart of end of project statistics was given to Mr. Miller during the first few days of his consultancy. You may be interested in reviewing them yourself.

cc: CLUSA, D.C.
3 file copies

TMW/hj.

ANNEX 1

Specific Objectives - Original Grant

The specific objectives of this grant are that:

1. Fifty percent (50%) of the members of the agricultural cooperative executive and managing committees and twenty-five percent (25%) of the members achieve the capability to read scales and simple entries on personal record cards and passbooks and perform simple arithmetical calculations.
2. One hundred percent (100%) of the agriculture cooperatives show marked improvement in basic marketing and SECCO organization and management, e.g.:
 - Secretary, in conjunction with the Executive Committee, has written a graphic description of activity scheduling.
 - Secretary and Executive Committee understand and can describe, in simple terms, basic marketing, pricing and cost functions and relationships.
 - Cost factor inefficiencies are demonstrably reduced.
 - Secretary keeps accurate records on regular basis.
3. Fifty percent (50%) of total farmer - cooperative - membership understand function and role of cooperatives.
4. Fifty percent (50%) of the women's pre-cooperative societies have become organized and are performing economic activities beyond mere savings.
5. Seventy-five percent (75%) of the Cooperative Thrift and Credit Societies (CTCS) are active members in the Gambia Cooperative Union (GCU) receiving extension services and training from both the GCU and the Dept. of Cooperation (DOC).
6. One hundred percent (100%) of GCU and DOC field staff understand principles of and can coordinate and participate in basic arithmetic training.

ANNEX 2

Planned vs. Actual Outputs

ACTIVITY	PROPOSED IN PROJECT PAPER	ACTUAL TOTAL
Outputs		1981-84
Staff Training		
Cooperative Inspectors Education		
NFE workshop	3	4
Numeracy	3	4
Radio Seminars	2	2
Committee Member Course	3	4
Evaluation Workshop	2	2
Cooperative Thrift & Credit	2	2
Dept. Staff		
Committee Member (AR's & F/C)	3	4
CTCS Secretaries	2	2
Inspectors Introduction	3	3
GCU Staff		
Secco Supervisors (Coop Manager)	3	3
Refresher Course for Secco Supervisors	2	2

Village Level	Proposed	Total
Numeracy		
Committee members	216	265
Farmer members	4,300	2,356
CTCS members	200	40
Village Classes	196	101
Village Facilitator Classes	2	7
Bantaba Discussion Groups		
Committee members	332	255
Farmer members	6,440	1,905
Sessions held	332	N/A
Radio Learning Groups		
Committee members	100	36
Farmer members	1,480	504
Radio Broadcasts	208	200
Committee Member Training		
National Seminars	4	3
Area Seminars	21	40
National Congresses	6	2
Executive Committee	500	76

Outputs Not Scheduled

In addition to the aforementioned scheduled outputs the following outputs were also achieved.

1. Total rehabilitation & furnishing of CLUSA/MEP office
2. Purchase and installation of Radio Recording Studio
3. 60 Portable Radio/cassette players
4. 30 portable radios
5. 3000 slates for MEP participants
6. 3000 workbooks for MEP participants
7. 50 each of the following manuals
 - Coop MEP Handbook
 - Facilitator Manual
 - CTCS Manual
 - Numeracy Games workbook
 - Facilitators guide 1, 2 & 3
 - Income Generating Project Manual
 - Co-op Principles flip charts
8. Mass Media Campaign materials including the following
 - 100 Co-op flags
 - 1000 Co-op hats
 - 500 Co-op T-Shirts
 - 3000 Co-op stickers
 - 2000 Co-op posters
 - 30 dozen cassette tapes
 - 1000 batteries
9. Co-op calendars for 1981, 82, 83 & 84 - 300 each year.

10. Trained 4 Peace Corps Volunteers in Cooperative principles/
practices & MEP
11. Financed 3 scholarships for DOC overseas.
12. DOC-CLUSA participated in 7 overseas workshops.

10

Bibliography

DOC/CLUSA

Cooperative Member Education Series

- Co-operative Member Education Handbook, 1981
- Income - Generating Projects - A manual for use in the Gambia Co-op Member Education Programme, 1983.
- Co-op Numeracy - Facilitator's Guide, 1983
- Observation Tour of African Co-operatives: May 7 - May 31, 1983.
- Numeracy/Literacy Training Support Activities for The Gambia's Co-operative Member Education Programme, 1983
- Gambia - Co-operative Thrift and Credit Societies Accounting Manual, 1983
- Third Year Evaluation, 1984
- Strengthening Co-operatives Through Member Education: Workshop Report, Oct. 3-8, 1983

DOC Departmental Report - 1983

ILO Draft Multi Bilateral Programme of Technical Cooperation - Strengthening of Co-operative Education and Training and Improvement of Management Procedures of Agricultural Co-operative Enterprises.

List of Persons Contacted -
Cooperatives

CLUSA - Thomas Winn

Dept. of Cooperatives -

D.M. N'Yang, Registrar
A.M.B. Jeng, DOC Project Leader
M.O. Trawally, Production Officer
F.B. Saidy, Area Supervisor
Sanna Jammeh, " "
Ibraima N'Jai " "
Matarr N'Jallohs, "

GCU M.M. Dibba, Managing Director

IMB Ismaila Ceesay, Managing Director

Mixed Farming Don Kidman
Bill Spenser
Scotty Deffendol
Manual Alers

PART II

NOTES ON LIVESTOCK MARKETING CONSTRAINTS

THE GAMBIA

I. Background

Based on the following cattle estimates, it appears that livestock production has not grown significantly since the early 1970's:

<u>Year</u>	<u>Cattle Stock</u>	<u>Source</u>
1951	122,500	UK (5)
1970	250,000	UK (6)
1978	293,210	Touray (5)
1983	300,000	CLUSA (3)

Growth of income, population and tourist trade have led to rates of demand increase above supply. The ADF (1) estimates that per capita consumption of meat and animal products has increased 16% on the average per year since 1970. In spite of abundant cattle (especially on a per capita basis) The Gambia imports meat, especially beef (1,000 cwt in 1981).

Two institutions dominate the livestock sector in The Gambia: the Livestock Owners Associations (LOA) and the Livestock Marketing Board (LMB). Touray et. al. present a good historical background and statement of purposes/objectives for both (pp 61-75).

II. Identification of Marketing Constraints

Two sources were used to identify constraints: review of available literature and selected interviews. From the literature, the major source of marketing constraints is the LMB; however, not all of the onus of responsibility falls on the LMB.

Factors Outside of LMB Direct Control:

1. GOTG pricing policy-From 1975 (inception) until 1980, the LMB was undercapitalized and had to seek yearly GOTG grants/recurrent budget support to finance operations. In 1980, Touray (p.59), the GOTG allowed the LMB to raise its marketing margins and cover costs.
2. GOTG pricing policy-Until August 1982, the official consumer price of meat was set by the Price Control Unit of Ministry of Finance and Trade.
(According to the ADF report, the LMB is now allowed to set selling prices at market demand/supply levels - p.31),
3. Market demand, price in Senegal strong market demand and buoyant prices in Senegal encourages extra-legal exports across the border.

Factors within LMB Control:

1. Infrastructure at buying points - Buying points are agreed upon between LMB and the LOAs. At many buying points, there is a lack of

adequate holding grounds and water for cattle,

2. Buying procedures - According to Touray, most LOAs prefer to sell to the LMB rather than private traders (since 1980) but LMB agents frequently do not show-up at the prescribed point and time. Private traders do, of course. Touray proposes a revolving fund be established for the LOAs to use as working capital,
3. Staff training - All reports indicate that the LMB is constrained - and thus marketing - due to inadequately trained staff, especially in the field,

Two personal interviews were conducted to gather more up-to-date information. Scotty Deffendol and B.H. Spencer (Mixed Farming) noted that the LMB only accounts for about 6% of the livestock market in areas within their project. LMB buying trips are too infrequent and not at appropriate times to fit into farmer desires to sell cattle. Farmers can sell cattle easily (within a day or two) to private traders even though they pay slightly less than LMB. Although LMB states that it buys on a live-weight basis, in reality field-buying agents visually size-up animals just like private traders. In any case, illiterate farmers do not understand or trust scales. Neither Spencer nor Deffendol believed that the proposed revolving fund to livestock coops (former LOAs) would work; money will simply evaporate. On the other hand, given appropriate farmer literacy/numeracy skills and coop management/accounting training programs, coops could play an important role in the Gambian livestock sector,

Mr. I. Ceesay, LMB Managing Director, identified the following constraints to LMB operations:

- . Lack of transport - LMB has only four 5-ton and one 10-ton trucks, all of which are extremely old and break down frequently
- . Lack of operating funds for field buying-e.g, fuel and agents
- . Lack of infrastructure at buying points (holding areas and water)
- . Under-capitalization to establish adequate revolving funds for coop livestock purchases.

The LMB has established a D5,000 revolving fund at each of the 11 pilot coops (former LOAs). The Coops are to use the funds to purchase cattle to sell through the LMB. The Coops will be given a 10 butut spread per kilogram on each cow sold (see price list in Annex 1) and a D5 bonus per head. The revolving fund will remain at the Coop and LMB plans to charge them 6% interest annually.

The following exercise was done in order to estimate the potential benefit for the coops:

A revolving fund of D5,000 represents purchasing power for 12 cows under following assumptions:

cow weight = 250 kg
coop price/kg = D1.65
See attached LMB price list.

Using the same assumptions the coop would net D30 for the sale of a bull (25 from the 10b price margin and D5 bonus). The net return from the revolving fund's first turn-over would be D360 (D30 x 12). Holding all other factors constant, the total coop yield from the fund is a function of: (1) number of turn-overs, (2) cost of administering the fund (with no corruption/losses) and (3) costs of holding animals (feed, water, guard) until LMB purchases. Assuming 2 and 3 above are 20% of yield after LMB interest of 6% and 50 turn-overs (arbitrary), the net yield would be:

D360	per turn-over
<u>x50</u>	turnovers
18,000	
- 1,080	LMB 6% interest
16,920	
- 3,384	Administrative/holding costs (20%)
13,536	

In year two, the coop could begin with purchasing power (D18,536) to buy 45 cattle. It goes on and on IF nothing goes wrong. Additional warning: in year one, the coop markets 600 head. In year two, it goes to 2,250. Even with just 11 coops, the potential market demand imposes rapid limits on the progressions. But it is obviously good for coops if it works.

The LMB has not undertaken a coop evaluation program to describe and sensitize coop leaders about the revolving fund. This should certainly be done ASAP via the DOC-CLUSA MEP or the GCU.

Mr. Ceesay's longer-range plans call for a five-fold increase in LMB livestock purchases and slaughter. The LMB wants to "cut out" private traders/middlemen who, according to Mr. Ceesay, pay farmers low prices and receive an excessive margin with butchers. He admitted that the current LMB market share is very low even in Banjul. The central slaughter house (owned by LMB) processes about 25 animals a day (capacity is 35-40) but only 1/4 of those are from LMB purchases.

Exportation of breeding stock will likely come to an end. In the long-run Mr. Ceesay proposed that the LMB develop a meat export market both to middle-income African countries (Nigeria, Gabon) to replace breeding stock exports and to Europe. He realises the heavy capital infrastructure costs and economics of scale required to attempt this.

Commentary: Inadequate infrastructure at the buying points and lack of transport will continue to constrain LMB expansion. The coop pilot projects and revolving fund appear to be risky enterprises in the absence of an educational campaign.

III. Cooperative Proposals

The LMB has proposed that the LOAs be reconstituted/recognized into livestock credit and marketing societies similar to the CPMS which are dependent upon GCU for credit and inputs and GPMB for output marketing. In its proposal (3) CLUSA concludes that "the type of cooperative envisaged by the Livestock Marketing Board is doomed to failure," (p.3). CLUSA is correct in noting that an LMB monopoly would lead to arbitrary/administrative ceiling prices with disincentive effects on production.

The CLUSA proposal for truly private-sector, mutual interest coops would go a long way to create local organizational units to facilitate marketing. It is however predicated on two factors which seem implausible: (1) the LMB is abolished or, alternately, the LMB adopts an explicit policy of support prices and allows open competition, and (2) the GOTG undertakes a stronger role in creating livestock sector infrastructure and facilitates trade (pricing information, quality control standards, extension) rather than an attempt to control it. In economics parlance, the CLUSA proposal may be (may be) necessary but it is not at all sufficient for more effective and efficient livestock marketing.

Livestock Marketing Board

P.O.Box 21

RANJUL.

26th April, 1984

Annex 1

LIVESTOCK SAVINGS AND MARKETING SOCIETIES
CATTLE BUYING PRICES

MLES

<u>WEIGHT</u> <u>IN KILOGRAMS</u>	<u>SOCIETIES'</u> <u>BUYING PRICE</u> <u>KILOGRAM/LIVEWEIGHT</u>	<u>L. M. B.</u> <u>BUYING PRICE</u> <u>KILOGRAM/LIVEWEIGHT</u>
200 - 249	1.60	1.70
250 - 299	1.65	1.75
300 - 450	1.70	1.80

FEMALES

200 - 249	1.30	1.40
250 - 299	1.50	1.60
300 - 450	1.65	1.75

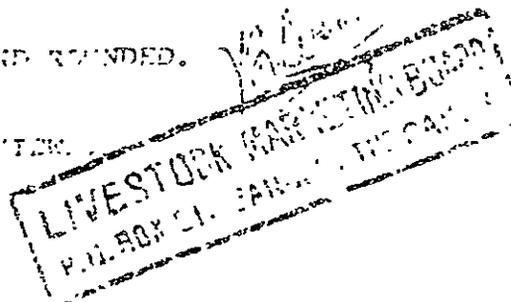
NOTE:

THE ABOVE BUYING PRICES ARE FOR GOOD QUALITY SLAUGHTERSTOCK (BUTCHERS ANIMALS).

THE ANIMALS SHOULD BE FULLY-FLESHED AND ROUNDED.

PRINTED AND PUBLISHED BY

GOVERNMENT PRINTERS



Livestock

Literature

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5. B.N. Touray, J.A. Ceasay and S. Meh-Johnson, Review of the Livestock Sector in The Gambia (CILSS, 1983).
6. United Kingdom Foreign and Commonwealth Office, Overseas Development Administration, Report of the Gambian Livestock Marketing Mission, 1971 (2 volumes).

PART III

FUTURE PROSPECTS

Development literature is replete with examples of coop failures. LDC governments too often regard them as yet another arm of the centralized, paternalistic development process; donors too often impose coop models which are alien and too sophisticated. More indigenous, grass-root attempts to evolve a coop structure and develop literacy/numeracy skills and income-generating activities are more realistic and viable. Any serious attempt to develop the coop system, either across the board or by sub-sector (crop, livestock, fish), must address the infrastructural and marketing constraints in that sector and insure that government pricing/taxation/investment policies provide adequate production incentives.

On the other hand, coops do represent a focal point of contact with farmers and a means of expressing their common interests. The coop structure in the Gambia (Annex 1) was used successfully by CLUSA to establish a Member Education Program (MEP).

The options for future OAR/Banjul support to coops are:

- . Develop the whole coop sector or specific sub-sectors (crops, livestock, fish)
- . Integrate coops into other sectoral objectives projects.
- . Terminate support to coops

My review of the prospects for coops as a developmental goal per se are rather pessimistic (see Annex 2 for details). As witnessed in the case of the CLUSA/MEP, coops can provide a vehicle to promote and assist specific functional objectives. They may be particularly well-suited and viable as a means of implementing the adaptive research and promoting the dissemination/extension objectives identified in the Agricultural Research and Diversification PID (pp 3-5). The farming system approach of the PID requires close collaboration with farmers and farmer groups, e.g. coops. Integrating coop activities into the PP design would increase the probability of farmer involvement. In addition, the DOC monthly area education committee meeting structure is the only mechanism in which farmers meet with extension agents.

Integrating coops into the ARD program would also build-in an output marketing mechanism. Finally, the AID Policy Paper on private and voluntary organizations (Sept. 1982) advocates the integration of PVO activities into field programs.

Operationally, OAR/Banjul could integrate coops as a sub-project within ARD or as a parallel project. The former appears to be more logical and would somewhat reduce Mission management and administration. The contractor/grantee could be the overall ARD collaborator, a sub-contractor to the prime, or an entirely independent contractor/grantee. This must be decided by the Mission. Assistance to coops should continue via the DOC-GCU structure but move more to the GCU as they take over coop MEP functions. Some support to the core MEP activities should continue.

ANNEX 1

Co-operatives in the Gambia
FACT SHEET

Co-operation in The Gambia is as early as Mankind itself - - - co-operatives, as a form of business activity, began in 1955. Their role in the economy has grown over the years.

The Government of The Gambia has stated in its 1982/83 - 1987/88 Five Year Development Plan that, "Co-operatives are to be a major force in the development of the rural economy."

Co-operative Produce Marketing Societies (CPMS)

- * Established in 1955 at Kanifing, Sukuta and Brikama.
- * 62 registered societies.
- * 81 village buying points (seccos).
- * Over 80,000 members.
- * Provide agri-inputs, fertilizer, insecticide, seed, etc.
- * Market groundnuts, rice, maize and cotton.

Co-operative Thrift and Credit Societies (CTCS)

- * Established in 1955 at Half Die (Banjul "Half Dië Dyëñ CTCS."
- * 53 registered and proposed societies.
- * Over 3,000 members.
- * New national policy as of July 1983.
- * Emphasis on collective savings rather than obtaining outside credit.

Artisan Co-operatives

- * Gambia Artisan Marketing Co-operative (GAMCO) established in 1978.
- * Approximately 800 members.
- * Market locally made crafts in The Gambia and abroad.
- * Several artisan co-operatives are CTCS and are mobilising their savings.

Fishing Co-operatives

- * First fisherman co-operative registered in February, 1983.
- * Over 300 members.
- * Function is to mobilise individual savings to invest and expand their individual fishing enterprises.

The aims of The Gambia Co-operative Union are to:

- * Encourage agricultural production and provide an efficient and cost effective marketing system for farmer member produces;
- * provide such services as are needed by its' farmer members; i.e. sale of distribution of equipment, fertiliser, seeds, etc. and provisions for savings;
- * increase membership participation in the management operations of their own co-operative societies;
- * assist in the socio-economic development of The Gambia; and
- * play a positive role in education and cultural development.

The International Labour Organisation (IOL) is presently beginning its third year at the GCU. This project is aimed at strengthening the Co-operative Union through management training and technical assistance, primarily in credit.

The Department of Co-operation and the CLUSA/USAID Project

The Co-operative Member Education Project (MEP) is beginning its' fourth year of operation in The Gambia. It has developed a comprehensive, nationwide membership education program with the Department of Co-operation (DOC) and The Gambia Co-operative Union, respectively.

In an effort to assist in this education program for co-operative members, the DOC has committed 35 of its' co-operative staff to this project under the CLUSA/USAID project. These staff members have been trained extensively in all aspects of co-operatives, as well as in education and extension techniques, they are now posted throughout the country.

The program provides members the necessary skills and technical know-how to effectively participate in the management of the affairs of their societies.

Major components of the project are:

1. Numeracy/Literacy Teaching enables members to read their passbooks and understand and appreciate the society's business operations.
2. Radio Learning Groups are to keep members informed about co-operative activities, principles and present day operations.
3. Bantaba Discussion Group provide a forum for villagers to meet and discuss local problems and collectively bring about solutions.
3. Committee Member Training which puts a special emphasis on key leaders of the local society and trains them to be co-operative educators and community leaders.

NOTES ON GAMBIA CO-OPERATIVE UNION LTD (GCU)

I. Background:

The GCU is not a cooperative organization in the strictest sense. The General Manager is a Presidential appointee; it receives GOTG-guaranteed overdraft lines of credit; it enjoys a monopsony dealership for credit and inputs (especially fertilizer) via the Gambia Produce Marketing Board (GPMB), a state-agency, and is a licensed commodities buyer for the GPMB. None of these factors are abnormal in the Third World where coops are viewed as tools of development policy.

The GCU is comprised of 62 Cooperative Produce Marketing Societies (CPMS) and 53 Cooperative Thrift and Credit Societies (CTCS). These are called the primary societies. CPMS have membership of about 80,000 and the CTCS about 2,200. The GCU Annual Report of 1982/83 (5) presents a good deal of background information, financial data and modes of operation.

Although output marketing through the GCU is highly concentrated in groundnuts, it is also a licensed agent for buying rice. GCU plans to review CLUSA proposals for the creation of marketing co-operatives in the livestock and fisheries sub-sectors. There are no consumer cooperatives in the Gambia.

The primary societies, as structured, are highly dependent on the GCU. GCU supplies credit and subsidized inputs and acts as a buying agent. It also employs and pays for the CPMS collection point (Secco) supervisors and Assistant Supervisors. CPMS partially reimburse GCU on a sliding scale based on commodity turnover.

II. Current Problems

GCU faces three major constraints, two financial and one in pricing policy. First, as of the 1983 Annual Report, it was indebted over D27 million. As the report notes (p.21), most of outstanding loans (from RDP-I) and (farmer subsistence credits) debts are irrecoverable. The amount of debt outstanding excluding RDP-I as of 30 June 1981, have been frozen by the GOTG and no further interest is payable to the Gambia Commercial Development Bank (GCDB). Thus the GOTG has written off most of the GCU and CPMS debt. Post June 1981, outstanding debt is to be recovered and paid into two separate blocked accounts and for RDP-I and the other for subsistence, fertilizer and seednut loans. The recovery rate for new credit in year 1982/83 was excellent (91%) but for that year arrearager averaged less than 30%.

The second financial problem has to do with the system of allocating credit. Under the new recovery plan CPMS which are in arrears do not receive new credits. Whereas this helps to maintain GCU liquidity, it has dramatic negative impacts on farmers. Without CPMS credit for fertilizer, farmers are forced to seek fertilizer (inking credit) from richer farmers or middlemen. Reportedly they charge an effective interest rate of 100%, 2 kgs of fertilizer for

each bag lent. Even in times of adequate rainfall and under good farm management (weeding especially), farmers caught in this vicious circle are unlikely to be able to return to institutional credit from CPMS, e.g. GCU. The major impetus for new coops is credit access (GCU Paper in Rice Marketing - ref.3, p. 2 and LMB proposal as cited in CLUSA, Livestock Cooperative Project, p.2).

The third problem is that of the GOTG pricing policy. As long as the GPMB monopolizes the groundnut and grains markets, the GCU and client CPMS will be dependent upon administratively-determined ceiling prices (which are introduced slightly before harvest). It is unlikely that CPMS will ever be economically viable institutions of socio-economic development. Thus, even if the GCU is freed of its past loan obligations and revamps its credit policy (see below), the GOTG pricing policy vitiates its long-term prospects.

III. Reforms under Discussion

A 1982 World Bank appraisal team established the main principles of a Rehabilitation Plan for the GCU and CPMS. It has four major aspects:

- Debt relief of GCU (explained above)
- Restructuring of CPMS
- New credit system
- GCU - CPMS Management contract.

A joint ILO - DOC - GCU team is to investigate the viability of each secco. Seccos will be classified into three types:

- viable on basis of existing business
- potentially viable (within two years)
- non-viable

Non-viable seccos are to be closed and some of the potentially viable operated on a part-year basis. The ultimate goal is "that in each of 34 of the Administrative Districts only one registered society having village branches based around seccos would operate" (7 p.14). GCU (1982/83 Report p.27) estimates that about 1/4 of the CPMS are non-viable. In addition, selected decision-making and equipment/vehicles would be decentralized to the amalgamated seccos.

As an integral part of the CPMS restructuring, the GCU will establish a standard management contract which will outline the types and nature of GCU assistance, its responsibilities and CPMS obligations. The future GCU-DOC (GOTG) relationship (7, p. 17) is to be established similar to a commercial agency basis. The GCU will receive fees to act on behalf of the GOTG and will be advanced (into its own account) funds for production loans.

GCU will also absorb the Member Education function performed currently by DOC with CLUSA assistance. (Note: the World Bank report clearly assumes that CLUSA will continue!).

Last, the credit system is to be revamped. The new credit system (written by a World Bank Advisor) should have the following framework:

- (1) Credit requirements would be based on crop production needs given estimated repaying capacities.
- (2) Loans would be made available according to production cycles and recovery would be fixed to harvesting and marketing.
- (3) Recovery would be strictly enforced and a monitoring and accounting system established. Recovery performance of societies would be an important criteria for new lending.
- (4) Group savings would be encouraged and borrowing based on share capital allowed.

Under this proposal, the traditional short-term subsistence credit system would be abolished. Unless an active campaign of Member Education is undertaken to describe the new policy, farmers may assume that the changes are cosmetic and arrearages may build-up again.

IV. Propects

1. Unless the World Bank pursues on an empirical line, it is unlikely that the seccos will be restructured. There is simply too much political pressure to keep them open. In fact, the 1983 Report of the DOC states that the idea of 34 district societies "does not seem workable in view of the many requests for additional buying points (Emphasis added)."

There is a fundamental inconsistency between the current World Bank proposed to restructure seccos (read reduce number of CPMS) to improve marketing efficiency and the GOTG (DOC/GCU) objective to promote the cooperative movement for social and economic reasons. Rather than reduce the number of CPMS, a plan should be devised to maintain the CPMS but redefine secco purposes in terms of a marketing channel or circuit. Low volume seccos, even if economically viable, should act as staging or collection points to feed into larger seccos or more accessible seccos for assembly and buying. The type and amount of infrastructure and administrative personnel in each secco should dependent of its functions within the marketing hierarchy.

2. The reforms may well go a long way to revitalize the GCU and make it more efficient; however, in the absence of any changes in GOTG pricing policies (subsidies on inputs and administrative output process) it will not likely be more more effective in terms of encouraging farmer production responses.

3. The monthly area evaluation committee structure within the CPMS, set up by CLUSA, represents the only systematic, field-level communication between farmer groups and extension agents/literacy-numeracy communicators. This structure should be highly valuable to any "farming systems" type research and extension project as called for in USAID's proposed Agricultural Research and Diversification PID.

ANNEX 3

GAMBIA CO-OPERATIVE UNION LTD DOCUMENTS

1. Financial Statements - 30 June 1981
2. Cooperative Development Report 1982
3. Paper on Rice Marketing Through Co-operatives (undated)
4. Policy Paper on Thrift and Credit Societies (undated)
5. Annual Report 1982/83
6. Operational Budget 1983/84
7. World Bank: The Gambia-Agricultural Development Project II-
The Cooperative Structure, 1982

SELECTED GCU OFFICERS/ADVISORS

M.M. Dibba	-	General Manager
C.F. Singhateh	-	Marketing Manager
Ejvind Morgensen	-	ILO Project Director
Bjarre Hjulmann	-	Marketing Advisor
S.G.V. Ramanan	-	WB Credit Advisor

12/83

Co-operative Member Education

Series 

Third Year Evaluation
MEMBER EDUCATION
PROGRAMME

"common ground for cooperatives"



CO-OPERATIVE MEMBER EDUCATION

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Third Year Evaluation

MEMBER EDUCATION PROGRAMME

Submitted to the Co-operative League of the United States of America (CLUSA), The Gambia and the Government of The Gambia, Department of Co-operation.

Prepared by the Member Education Programme Staff with assistance from the Co-operative League of the USA under contract number AID 635-0208.

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CO-OPERATIVE MEMBER EDUCATION

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I N T R O D U C T I O N

About This Evaluation

This evaluation of the first three years of the Member Education Programme (MEP) was prepared at the request of CLUSA and the Department of Co-operation. It is to provide them with information on the MEP's status. Decision regarding improvements and the need for possible future programme supports will be made based on this evaluation. The report is the result of six weeks of data-gathering and analysis, and was conducted by a three-person evaluation team. Details of the evaluation process are contained in the Appendices.

The body of the report is divided into two major sections:

Section I: Major Findings and Recommendations -- Presents the issues and needed improvements identified by the evaluation team as being of greatest importance.

Section II: Specific Findings and Recommendations -- Contains specific information about the inputs and outputs for each of the MEP's activities, as well as recommendations specific to each MEP activity.

Readers are urged to study Section I first. The most important points -- those vital to the future improvement of the programme -- are contained here. Those interested in the details of field and support activities can then proceed to Section II. The Appendices should be referred to for details of how the evaluation was conducted.

The History of The Gambian Co-operative Member Education Programme

Co-operative education and training has been one of the functions of the Department of Co-operation (DOC) since its establishment in 1955. The DOC is the Government department overseeing the Co-operative Movement and monitoring Government policy on co-operatives. The education of co-operative members originally took the form of village/society meetings and a series of broadcasts over the National radio station. Feedback to the radio programmes was encouraged through radio competition, etc.

The DOC staff responsible for member education were ill-prepared to

conduct member education activities. This situation continued with slight improvements until the launching of the Member Education Programme (MEP) in co-operatives with financial assistance and technical advise from the United States Agency for International Development (USAID) channelled through the Cooperative League of the United States of America (CLUSA).

In 1980, a Co-operative Education Advisor (CEA) arrived in The Gambia from CLUSA. Twenty-two staff members of the DOC were assigned to the MEP which started as a pilot activity in the Kerewan and Barra co-operative areas. After the necessary introduction at field level, a survey was carried out by the member education staff i.e. CEA, CIEs and Education and Training Unit of the DOC. The various village and co-operative member problems were identified together with the training/educational needs of the co-operatives' members.

After the first year of operation at field level (pilot - Jan. 1981 to Jan. 1982) the MEP was evaluated, coinciding with the introduction of the numeracy component of the MEP. The evaluation exercise carried out by CLUSA/USAID in collaboration with the participants of the programme, revealed positive results although also revealing problems that were subsequently looked into and dealt with.

During the discussions and survey of the co-operative membership (members, committee members, staff of seccos) and extension agents, the training/educational needs identified included the following:

- reading the scale i.e. weighing own produce and calculating the price;
- committee members understanding their role and powers;
- knowing the functions of the Co-operative Movement;
- high interest in what happens to the groundnut from selling locally to international export;
- knowing about the GPMB and how produce prices are set;
- a lot of interest about savings and credit co-operatives expressed at meetings of women's groups.

The Member Education Programme was started with the objective of increasing the members' understanding and participation in co-operatives;

numeracy and reading the scale being of major importance. To achieve the objective and assist co-operative members in meeting the identified needs, four activities were launched; the Bantaba Discussion Group (BDG), the Radio Learning Group (RLG), the On-The-Job Training (OJT) and Committee Member Training (CMT). These activities were expected to introduce a more structured non-formal education for the co-operative members and provide the Co-operative Inspectors Education (CIE) with an opportunity to assist in the identification of the felt needs of the groups to guide the groups toward satisfying the needs.

The CIE serves only as a facilitator and not as a problem-solver. The role of the CIE must be such that the activities continue and problems are solved by the villagers/co-operative members even after he/she leaves the area.

To ensure that the MEP achieves its objectives, structures were set up at national and field levels. These make it possible for the implementation of the programme to be monitored and continuously evaluated. Representatives of co-operative members, extension agents (co-operatives, agriculture, community development, non-governmental organisations), district chiefs and co-operative societies' staff have these bodies to allow for their direct participation and management of the MEP.

Each co-operative circle has a general body for the Member Education Programme consisting of:

- 22 committee members (2 per secco)
- 6 co-operative inspectors education
- 1 area education supervisor
- 11 secco managers/supervisors
- 3 chiefs
- 1 assistant registrar
- 1 GCU field coordinator
- 4 representatives of programmes
- 4 non-governmental organisations (NGOs)

This body is responsible for making final decisions for all MEP activities and stating policy recommendations for the running of the programme in the area. It meets once every six months.

Recommendations of the General Body are carried out by the area education committee. This committee serves as the steering committee for the MEP General Body. It meets monthly to assess the training needs of members, recommend educational programmes, monitor and evaluate the activities, review reports from the field and work closely with the MEP office. The composition of the Committee is as follows;

- 6 Committee members (2 per district)
- 3 chiefs (1 per district)
- 2 field coordinators and secco managers
- 2 non-governmental organisations
- 4 rural development personnel
- 1 assistant registrar
- 3 education field staff
- 1 supervisor.

Meetings are held at the secco level in rotation and all CIEs are expected to report on their activities for the month.

From within the Steering Committee five members are chosen to form an Action Sub-Committee. They are to follow up on the MEP at village/activity level. This group consists of two committee members (secco), one CIE, two extension agents, the union field coordinator, and education supervisor. Monthly treks are arranged at area level for participants and CIEs to discuss the progress of the Programme. This sub-committee reports back to the Steering Committee.

Since the inclusion of other areas in the MEP at the end of the one year pilot programme, the use of existing area structures have been noted. One such structure is the Area Committee. There is an education sub-committee within the Area Committee which serves as the action sub-committee. There is however, no representation from rural development agents and local authorities at area level. Contact is maintained at the level of the village where the CIE is encouraged to work closely with extension agents, chiefs, etc.

The Working Committee is composed of representatives from the areas (education supervisor, CIE), the CEA/CLUSA, and a staff member of the Education and Training Unit of the DOC. It meets monthly in rotation

between the area office. The Committee serves as a technical committee that will follow up on the technical aspects of the whole MEP, i.e. training material, staff matters, review of activities, etc.

In December, 1980, a new structure for the DOC was established to better address the functions of the DOC. The field staff was divided into two groups with the assistant registrar holding overall responsibility for audit and education at the area level. This structure made available a cadre of field education staff who were to organise the various activities of the MEP. It also identified the Education and Training Unit of the Department of Co-operation as a resources centre for the MEP.

Recent Developments in the MEP

CLUSA assisted in the renovation of 14 Marina Parade in Banjul and in January, 1983, the MEP Unit moved from the Co-operative Training Centre at Yundum to Banjul, thus giving the Assistant Registrar for MEP and the CLUSA advisor better access to DOC and union officials as well as other resources in the Banjul area.

In 1983, 32 farmer members were selected from among the top students of the numeracy class to become village facilitators. The necessity for more intense supervision was recognised at this time and four of the CIEs were selected and trained to become supervisors and were given transportation to carry out their duties of supervision of CIEs, village facilitators and MEP groups.

At the beginning of 1983, five U.S. Peace Corps Volunteers had been assigned to the MEP along with ten co-operative thrift and credit society secretaries. These new CTCS staff members were trained to work with income generating projects in an effort to make villages more self-sufficient, to provide income for the MEP classes, and to encourage thrift and credit.

An international workshop titled, "Strengthening Co-operatives Through Member Education", was organised by the project and was attended by representatives from West African co-operatives as well as by DOC and other Gambian agencies. The workshop demonstrated the potential of co-operative education aimed at membership rather than government staff.

An eight-week course for co-operative inspectors was conducted at the Co-operative Training Centre. Upon graduation, students were assigned

as co-operative inspectors either for audit or education. During the first half of 1983, six of the inspectors were assigned to the MEP, at which time the programme was expanded to serve all areas of the country. Along with this expanded field effort came the recognition of the need to provide a broader base of education through the use of mass (multi) media resources. A consultant on co-operative communications and development was retained to develop a mass media educational and promotional campaign. A comprehensive campaign package has been developed and produced and awaits release at the time of this writing.

SECTION I

Major Findings and Recommendations

SECTION I

MAJOR FINDINGS AND RECOMMENDATIONS

Strengths

1. The MEP had a major impact in creating awareness and skills among a majority of the members involved. This was evidenced by a reduction in conflicts at secco, new involvement of farmer members in weighing operations, and a professed willingness to be more active in the management of the societies.
2. Learning activities provided a platform in which farmer members could air views, grievances, etc. in a democratic way. No institution in The Gambia, other than co-operatives, provides this forum for farmers.
3. Farmer members became directly involved in the affairs of their co-operatives through regular active participation in the MEP activities. Members claim that they now see the co-operative society as belonging to them.
4. Numeracy literacy training has proven to be the most successful and demanded activity of the MEP. Individual co-operative members gain confidence, strength, and self-respect by being able to 'see' numbers and calculate their produce receipt.
5. Innovative, useful, non-formal education materials and techniques can be developed and used by Gambians here in The Gambia.
6. The MEP has trained and developed a cadre of some 50 member education staff that are able to function on their own without outside assistance.
7. Close coordination and working relationships were developed with village elders, chiefs, alkalos, etc. that brought acceptance of

the MEP to villages.

Limitations

1. Reporting and supervision have been problematic due to the lack of involvement of assistant registrars in the initial planning and programming of the MEP.
2. Field staff began to lack motivation due to the high amount of deductions made from their salaries for motorcycle purchase and maintenance, as well as by the slow payment of allowances.
3. Although the CIEs were well trained and a structured job set up for them, some lost sight of where they were supposed to go because of not enough field supervision and support.
4. Many areas of the country could not be covered by the MEP due to the limited number of co-operative inspectors assigned to education.
5. Three key Gambian MEP staff members were taken out of the country and off the project for either educational studies (provided by the project) or work with another organisation.
6. Various factors which could not be controlled by CLUSA or USAID had limiting effects on the project (transportation, allowances, salaries, postings, etc.)

Major Recommendations

In an effort to strengthen all co-operative societies in The Gambia it is recommended that the present Member Education Programme be expanded to include all parts of the country as well as provide educational services to co-operative thrift and credit societies as follows:

1. Each co-operative area (seven) should have a minimum of four CIEs assigned to it (28 CIEs).
2. The village facilitator (VF) program should be expanded so that each CIE has two VFs assigned to them (56 VFs).
3. CTCS secretaries (ten) should be trained in the methods and teaching techniques of the MEP and assign village MEP activities to each.

4. CLUSA should continue its involvement at least at the same level for the next two years.

We further recommend that the above expansion be contingent upon the following specific modifications of present MEP activities.

Field Activities

RLG -- Radio learning activities should be incorporated more completely into all MEP field activities through the use of pre-recorded cassettes, as well as national open broadcasts.

CMT -- This activity should be expanded to reach more committee members through area-wide intensive campaigns as well as training at on-going monthly society meetings.

BDG -- This important part of the MEP should be continued as the focal point of village/secco activities. They will serve as forums for farmer members to discuss topics relevant to their needs.

CTCS -- Co-operative thrift and credit society activities should be limited to conducting appropriate MEP activities. CTCS secretaries should be trained to carry out these activities.

NLT -- The use of village facilitators in NLT should be expanded to include the identification, training and support of VFs.

IGP -- Village projects should be supported in an effort to encourage income and savings by the MEP groups and village. Support to village IGP is contingent upon the group following MEP/IGP guidelines.

Support Activities

Planning and Supervision -- The supervisory function for the MEP is crucial to the success of the project. All supervisors have to be provided with vehicles and adequate support materials necessary to carry out his job. Monthly meetings of this group must be held.

Staff Training -- The training of CIEs, VFs, ARs, supervisors, PCVs,

and others should be continued at the present level both locally and abroad, as necessary.

Transport System -- In addition to providing adequate transport to supervisors, CIEs must be issued motorcycles in a timely manner. Further, the motorcycle loans to CIEs should be reduced on the monthly basis and mileage allowance increased.

Management of Salaries -- Motivation and moral support of the CIE is important to the success of the MEP. The DOC should review the salary grades and allowances of the CIEs in light of their present workload and responsibilities.

Materials Development -- Regular materials development meetings and workshops should be held to ensure close co-operation and production of all MEP materials.

Project Management -- The CLUSA Co-operative Education Advisor should be continued for the next two years. Additional "Program Management Training" should be given to the CEA's counterpart, Assistant Registrar assigned to the Education Unit.

SECTION II

Field Activities

SECTION II: FIELD ACTIVITIES

SPECIFIC FINDINGS AND RECOMMENDATIONS

Field Activity 1: Radio Learning Groups (RLG)

Inputs and Outputs

1. Objectives

- a) Stated objectives -- The RLGs provide a forum during which farmer members as a group, listen to a radio programme related to a relevant co-operative issue, discuss the issue, identify what action should be taken as a result of the programme, and take necessary steps to carry out that action. In the process, the members' awareness of, and participation in, the management of their co-operative affairs will be increased.
- b) To what extent objectives were achieved -- It was observed that among farmers that attended sessions, the objectives were satisfactorily met. However, these successes were limited by the fact that only 32% of the proposed number of sessions were held.

2. Participants

- a) Proposed participants -- Each RLG consists of 30 farmer members. Each CIE has one new RLG per year. Thus, the total numbers of RLG participants for the period 1981-83 would be as follows:

1981 -- 18 CIEs x 1 RLG each = 18 groups x 30 participants
= 540 participants

1982 and 1983 -- These numbers were to be repeated.

Proposed Totals for 1981-83 =

54 groups and 1620 participants in RLGs.

- b) Actual participants -- Based on the information available, the actual number of participants in RLG activities for the period 1981-83 is as follows (note- the average actual attendance was 14 per group):

1981 -- 18 CIEs x 1 RLG each = 18 groups x 14 participants
= 252 participants.

1982 -- Same as above.

1983 -- Very few sessions held.

Actual Totals for 1981-83 = .

36 groups and 504 participants in RLGs.

These figures indicate that 31 percent of the proposed participants were actually involved in RLG activities.

3. Materials and Techniques

a) Proposed materials and techniques to be used -- The equipment to be used in the RLGs during the period 1981-83 was as follows:

- 1 radio/cassette player per CIE (30)
- 1 radio per group (24)
- sets of medium-size batteries, as required by CIEs and groups
- sets of blank cassettes for recording programmes by CIEs
- 1 full-time trained radio programme coordinator
- 2 Uher reel-to-reel field recording units
- 1 GE cassette field recording unit
- 2 ultra-dynamic microphones
- 2 ultra-dynamic speakers
- 2 cassette decks for dubbing and production
- 1 sound mixing board
- 1 Akai reel-to-reel switchable tape deck
- 1 Realistic amplifier
- 240 blank cassettes
- 120 blank reels

These materials are used in the RLGs to listen to the co-operative radio programme aired regularly on Wednesday evenings. These programmes are prepared by MEP staff, using interviews, dramas, etc. involving topics of interest to the participants.

The discussion groups use participatory discussion techniques (e.g. questions and answers, etc.) which aim at maximum learner participation. If the group so wishes, the CIE tape records a programme and plays it back for the group at a more suitable time chosen by the participants themselves. The CIE forwards feedback from the groups to the MEP radio producer or other appropriate agencies.

b) What materials and techniques were actually used and how --

The RLG activities were limited by inadequate supplies of the medium-sized batteries for use in the radio/cassette tape recorders. In addition to this basic problem, many groups were limited by:

- Poor reception caused by weak signals or poor-quality recordings sent from Radio Gambia.
- Removal by the CIEs of the radio set which had been assigned to the group.
- Use of languages not understood by some listeners.
- Time of the programme not suitable, it conflicted with evening meals and prayers.
- Unnecessary repetition of the programme which hampered learner's interest.
- Programme formats (e.g. speech-making) which were not appealing to listeners.

The CIEs, despite these problems, did conduct RLG sessions, some of which resulted in participants' sending in feedback to the radio producer. Despite these efforts, the facilitating of RLG activities was limited by:

- Lack of follow-up action taken by the producer in response to feedback sent in.
- CIEs' lack of confidence in leading group discussions.
- Some participants preferred to stay at home and listen to the programme rather than attend group sessions.
- Participants' personal engagements and other village activities resulted in irregular attendance.

- Reluctance of CIEs to travel at night to lead sessions.

Despite these limitations, many RLG participants, CIEs, and ARs claimed that the RLGs did produce good results.

4. Time Frame

- a) Proposed time frame -- The RLGs were to be conducted every Wednesday at 8:30 p.m., during the 5-month (January-May) dry season when farmers were less involved in farming activities. Thus, the number of actual RLG meetings for 1981-83 was to be as follows:

1981 -- 4 sessions/month x 3 months (April-June)
= 12 sessions x 18 CIEs = 216 sessions

1982 -- 4 sessions/month x 5 months (Jan.-May)
= 20 sessions x 18 CIEs = 360 sessions

1983 -- 4 sessions/month x 5 months (Jan.-May)
= 20 sessions x 18 CIEs = 360 sessions

Proposed Totals for 1981-83 =
52 sessions per CIE and 936 sessions overall.

- b) Time during which above activities were actually carried out -- From available information, the numbers of actual RLG sessions for the period 1981-83 appear as follows:

1981 -- 2.2 sessions/month x 3 months (April-June)
= 7 sessions x 18 CIEs = 126 sessions

1982 -- 2.2 sessions/month x 5 months (Jan.-May)
= 11 sessions x 18 CIEs = 198 sessions

1983 -- Very few RLG sessions were held.

Totals for 1981-83 =
18 sessions/CIE and 324 sessions overall.

Given these figures for the proposed and actual numbers of RLG sessions for 1981-83, it appears that 32 percent of the proposed sessions were held.

5. Location

- a) Where the RLG activities were to be carried out -- As stated

in "Participants" above, a total of 54 RLGs were to be organized in the period 1981-83. These 54 groups would be distributed (in descending order of frequency) in the Barra, Kerewan, Brikama, Mansa Konko, and Basse Circles. In each RLG village, the village Bantaba (meeting place), or other suitable site selected by the participants, would serve as the meeting place for the RLG.

- b) Where the RLG activities were actually held -- Those RLG sessions which were held in the areas and village sites proposed.

Recommendations

1. Objectives for each RLG session should be clearly defined, based on identified learner interests and linked directly to the overall MEP objectives.
2. Radio learning activities should not be seen as activities separate from other MEP activities. They should be incorporated into all other MEP activities through the use of cassette recordings.
3. In addition to incorporating radio learning activities into CMT and NLT activities, the MEP should emphasize the use of radio for open broadcast aimed at an audience wider than that possible in small groups.
4. Supplies of radio sets, cassettes, batteries, etc. should be given to the VFs to enable them to incorporate radio learning into their NLT activities. The MEP should take advantage of the interest and ability which the VFs have shown. The provision of a radio and additional training would serve as an additional incentive for the VF.
5. The MEP should investigate the whereabouts of the original radio/cassettes which had been given to the CIEs for their RLGs.
6. MEP should be responsible for supplying batteries for the radio/cassettes, through the MEP Supervisors.
7. Future stocks of radio/cassettes should use the "D" (large) size batteries instead of the "C" size which are difficult to obtain.

8. Supervisors should have the equipment/tools necessary for the repair and maintenance of the radio/cassettes, so that regular maintenance can be done when the Supervisor visits radio-learning villages.
9. Programmes should be lively, including interviews with farmer members, music, contributions from listeners, and other innovative formats. Programmes should report real actions which farmers are taking. (This is being addressed under the current MEP mass media campaign.)
10. The announcer should be fluent in the language used.
11. The announcer should have a thorough knowledge of the topic.
12. Programmes should not be repeated unnecessarily.
13. Programmes should be timely, up-to-date, and relevant to current co-operative activities.
14. Programmes should stress practical, concrete activities which farmers can do.
15. Facilitators should, in their sessions, stress not only "discussion" but "action" to be taken. Sessions should not, in other words, be "all talk and no action".
16. More training should be given to the CIEs (and possibly VFs) in the use of the radio. As part of this training, the CIEs should develop and use a field manual which would contain guidelines on how to best use the radio and cassettes.
17. CIEs and supervisors should see that the feedback sent in to the radio producer is adequately responded to. Otherwise, participants will have little interest in sending in feedback and contributions.
18. The MEP supervisors should work closely with the CIE to deal with the needs of the radio learning participants. Such problems as declining attendance, infrequent visits by the CIE, etc. should be dealt with forthrightly and not be allowed to weaken the programme.
19. The times for holding radio learning activities can be deter-

mined by the participants if cassette recordings of programmes are made in advance and are available for play a time convenient for the group.

20. Radio Gambia should be asked to reconsider the time currently used for the Co-op Agric Bantaba programme. They should be informed of the common complaint from participants and CIEs that the 8:30 p.m. time interferes with evening meals and prayers.
21. If the meeting times are decided on by the participants themselves, they might agree to hold sessions throughout the year rather than only during the dry season.
22. The MEP should provide training for the radio producer. This may be on-the-job training, attachment to Radio Gambia, or other suitable arrangements.

Field Activity 2: Committee Member Training (CMT)
Inputs and Outputs

1. Objectives

a) Stated objectives -- The CMT activities were organized in direct response to needs identified by the DOC in the initial programme planning stage. Its goal is to increase members' understanding of, and participation in, the management of their co-operative societies. The MEP felt that CMT could help members reach this objective by training village-level co-operative leaders (i.e. the committee members) who in turn would return to their respective villages and spread the word about co-operative matters among the village membership. In the process, the members' awareness of, and participation in, the management of their co-operative affairs would be increased.

b) To what extent the objectives were achieved -- It appears that those CMT sessions which were held, did in fact produce the intended results. For example, participants, CIEs, and other co-operative staff cited the following achievements for CMTs:

- Members gained general co-operative knowledge.
- Conflicts were reduced within societies, particularly with secco staff members.
- Committee members more fully understand duties.
- Secco management efficiency has increased.
- Loyalty among members has been increased.
- Meetings now are held more successfully.
- Loan recovery has increased.

Despite these satisfactory results, CMTs as a whole are limited by the relatively low number of actual CMT meetings (see Item 2 below).

2. Participants

a) Proposed participants -- Each CMT group consists of the committee members attached to a particular secco to which the CIE is assigned. Working individually or in teams, all seccos in

the 1981-83 target areas were covered. The number of seccos in these areas were as follows:

- Kerewan -- 11
- Barra -- 10
- Brikama -- 8
- Mansa Konko -- 4
- Basse -- 2

As the exact number of committee members in each society was not readily available, a precise overall figure for number of participants to attend CMT sessions was never clearly defined.

- b) Actual participants involved -- From interviews with CIEs, ARs, and committee members, it appears that most, if not all of the secco committees did meet for CMT in 1981-82. However, the overall number of sessions -- and the quality of those sessions -- is not clear, particularly since few reports about CMT activities were held due to the re-posting of CIEs early that year. According to the CIEs and co-operative staff, attendance at the sessions which were held was apparently not always high, as many committee members were discouraged from attending when they didn't receive allowances. Attendance was further hampered by the fact that some members felt too old to attend educational activities or, that they might be removed from office at any time and thus shouldn't bother to attend sessions.

3. Materials and Techniques

- a) Proposed materials and techniques to be used -- After the initial year 1981, having CIEs conduct CMT sessions with the MEP Handbook, the Co-operative Act and the Co-operative By-Laws as instructional references, the MEP introduced a series of flip-charts which depicted, in pictures, themes for lessons related to topics identified as being of importance for committee members. These topics included duties of the committees, convening of regular meetings, society by-laws, principles of democratic control, etc. CIEs were to use participatory discussion techniques, in which learners were to actively express their own

questions and views on the topics and reach a consensus about how they should act with regard to the issues.

- b) What materials and techniques were actually used and how --
The CIEs did in fact use the materials provided to them, but they felt that the sessions still needed a clearer structure to help learners reach the desired objectives. Many CIEs suggested that a facilitator's guide be prepared to guide CIEs through CMT sessions. Some also claimed that certain pictures in the flipchart (e.g. those depicting principles of open membership and limited interest) are unclear and need revision.

4. Timing

- a) Proposed time frame -- Each CMT group was to meet once per month throughout the calendar year. Thus, the number of CMT sessions for the period 1981-83 was to be as follows:

1981 -- 2 groups/CIE/month x 8 months =
16 groups/CIE/year x 18 CIEs = 288 sessions

1982 -- 2 groups/CIE/month x 12 months =
24 groups/CIE/year x 18 CIEs = 432 sessions

1983 -- Same as above.

Totals for 1981-83 =
64 sessions/CIE and 1152 sessions overall.

- b) Time during which CMT activities were actually carried out --
Based on evidence from CIEs and co-operative staff, it appears that the actual number of CMT sessions held was less than the proposed number. This is supported by the fact that relatively few CIEs reported having had CMT sessions in 1981-82. Also, in 1983, only an insignificant number of sessions were held.

Some co-operative staff suggested that CMT should be carried out in intensive meetings just prior to the trade season and then subsequently less frequently during the trade season. CMT should also continue during the rainy season whenever committees meet, they suggested.

5. Locations

- a) Where the activities were to be carried out -- As stated in

"Item 2" above, a total of 108 CMT groups were to be organized during the period 1981-83. These 108 CMT groups would be distributed (in descending order of frequency) in the Barra, Kerewan, Brikama, Mansa Konko, and Basse Circles. For each CMT group, the society secco (buying station) would be the most likely site for the monthly meetings. However, any site selected as suitable by the participants could also serve as the meeting place.

- b) Where the CMT activities were actually carried out -- As proposed above, most sessions were held at Secco headquarters or at other sites chosen by participants.

Recommendations

1. Objectives for CMT sessions should be made more specific. The curriculum should be clearly based on those specific objectives. The programme should then be able to clearly measure whether the participants in fact have learned what was to be taught. Participants should be involved in selecting objectives proposed by the MEP, while at the same time identifying their own objectives for CMT sessions.
2. Participants should include not only the Executive Committees but also Management and any other committees.
3. The same curriculum used for CMT should be made available to all members through BDG sessions, radio programmes, etc. By so doing, the MEP can increase member interest in supporting -- and being involved in -- their committees.
4. CIEs should work with their supervisors to conduct area-wide intensive CMT campaigns prior to the trade season, as well as, on an individual basis, throughout the rest of the year.
5. Secco managers should be actively involved as co-trainers with the CIE.
6. The MEP should provide a multi-purpose CMT/BDG facilitator guide to all CIEs. This guide would contain clear, step-by-step lesson plans which the CIE would use in his sessions, either in CMTs or BDGs. These lessons should be based on clear objectives identified

in the past three years of CMT and BDG activities.

7. The flip-chart pictures should be re-assessed and redesigned as necessary. The CMT/BDG facilitator guide mentioned earlier could be a manual to accompany the flip-chart pictures.
8. Supervision should be provided to see that CIEs use the available materials and techniques in the best way possible.
9. CMT should include pre-numeracy activities to make committee members aware of the potential for NLT.
10. The CMT curriculum should be designed so that it can be completed by a CMT group within a certain time period. At the end of that period participants will be tested to determine what in fact they have achieved. Without such attention being paid to time, the CMT is liable to be seen as not warranting much attention or as something which cannot be evaluated in terms of real achievements.
11. CMTs should go by the following yearly time schedule:
 - Intensive Campaign -- just prior to the trade season.
 - Monthly Meetings -- during the remainder of the year.
12. Intensive campaigns should occur at the area level and at the seccos. Monthly meetings are also at the seccos or other convenient places. At this point, every secco should be covered.
13. The important issue of payment of incentives and taxi fares to committee members must be dealt with directly to determine whether incentives should be paid and, if so, by whom. GCU has put in all society budget allocations for educational meetings for committee members. The MEP should follow up on this issue to keep supervisors, CIEs, committee members, and secco supervisors informed.

Field Activity 3: Bantaba Discussion Groups (BDG)

Inputs and Outputs

1. Objectives

- a) Stated objectives -- Bantaba discussion groups (BDG) are informal meetings between selected village co-operative members and the CIÉ in which topics of relevance to the members are discussed and appropriate action is identified and taken. These topics are either co-operative related or any other topic of relevance to the group. In the process, the members' awareness of, and participation in, management of their co-operative affairs will be increased.
- b) To what extent objectives were achieved -- Information and observations indicated that individual BDG sessions did accomplish such things as:
- Awareness and interest of members in co-operative affairs was increased.
 - Literacy skills were learned.
 - A spirit of co-operation was fostered among members.
 - Working relations between members and secco staff were improved.
 - Some positive actions resulted (e.g. building of wells, repair of mosque, etc.).
 - Members' felt-needs were identified.
 - A forum was created for discussion of co-operative matters.
 - Other extension workers were brought in as resource persons.

These examples indicate that there were BDG sessions which did accomplish the stated objectives. The quality of these particular sessions was good, however, the overall quantity of sessions fell short of the expected number, for reasons cited in "Item 3" below.

2. Participants

- a) Proposed participants -- Each BDG was to consist of 30 par-

participants. Each CIE was to have five new BDGs per year. Thus, the total numbers of BDG participants for the period 1981-83 would be as follows:

1981 -- 18 CIEs x 5 BDGs each = 90 BDGs x 30 participants
= 2700 participants

1982 -- Same as above.

1983 -- Same as above.

Proposed totals for 1981-83 =
270 BDGs organised, with 8100 participants.

- b) Actual participants involved -- According to figures given by CIEs, village participants, and Barra and Kerewan Circle field reports for 1982, the following estimates of actual participants have been identified:

1981 -- 16 CIEs x 2.5 groups each =
40 BDGs x 15 participants = 600 participants

1982 -- Same as above.

1983 -- Insignificant number of BDGs met due primarily to repostings.

Actual participant levels for 1981-83 =
80 groups with 1200 participants.

Given these figures, 30 percent of the proposed number of BDGs were formed, and 15 percent of the proposed number of participants were involved in BDGs.

This indicates that the programme was able to fulfill less than half of the original stated numbers of BDG participants.

3. Materials and Techniques

- a) Proposed materials and techniques to be used -- The BDGs were to require fewer materials than any other MEP field activity. The BDGs were to rely primarily on participants first identified problems of relevance to the group, then identified possible solutions, then took whatever action(s) were decided to be the most appropriate. Some reference materials were provided to CIEs in the form of the MEP Handbook, by-laws, the

Co-operative Act, and NLT materials.

- b) What materials and techniques were actually used and how -- CIEs used several reference materials (e.g. MEP Handbook, Society By-Laws, Co-operative Act, etc.) in combination with the participatory instructional techniques described above. Participants tended to identify numeracy skills as a special interest. As a result, many of the BDGs were transformed into NLT groups.

Many CIEs complained that the BDGs were limited by the lack of guidelines for the BDG sessions. They asked for some clearer ideas for how to conduct sessions, as might be provided in a handbook containing clear-cut lesson plans.

CIEs cited other problems which limited their ability to carry out BDG sessions as planned:

- Inadequate transport to visit sessions.
- Urban drift of participants.
- Lack of interest among participants in topics discussed.
- Discussions didn't lead to action, so participants weren't motivated to attend.

Many participants complained that CIEs were not regular in their attendance at agreed-upon sessions.

4. Time Frame

- a) Proposed time frame -- Each BDG was to be conducted once each month during the five-month dry season (Jan.-May), at a time which the group decided to be most suitable for them. Thus, given the number of groups identified in "Item 2" above, the number of BDG sessions for 1981-83 was to be as follows:

1981 -- 5 sessions/CIE/month x 3 months =
15 sessions x 18 CIEs = 270 sessions

1982 -- 5 sessions/CIE/month x 5 months =
25 sessions x 18 CIEs = 450 sessions

1983 -- Same as above.

Proposed totals for 1981-83:

65 BDG sessions/CIE and 1170 sessions overall.

- b) Time during which BDG activities were actually carried out --
Given the information cited in "Item 2" above, the following estimates of sessions for the 1981-83 period arrived at:

1981 -- 2.5 sessions/CIE/month x 3 months =
7.5 sessions x 16 CIEs = 120 sessions

1982 -- 2.5 sessions/CIE/month x 5 months =
12.5 sessions x 16 CIEs = 200 sessions

1983 -- No significant number of BDGs were held, due largely to repostings.

These figures indicate that 27 percent of the proposed number of sessions for 1981-83 were held.

5. Location

- a) Where the activities were to be carried out -- As stated in "Item 2", a total of 270 BDGs were to be organized during the period 1981-83. These BDGs were to be distributed (in descending order of frequency) in the Barra, Kerewan, Brikama, Mansa Konko, and Basse Circles. In each village, the village "Bantaba" (meeting place), or other suitable site selected by the participants, would serve as the meeting place.
- b) Where the BDG activities were actually carried out -- BDG sessions were held in the locations identified by the village participants, usually in village bantabas, as originally proposed. Those activities were spread proportionately over the identified target Circles.

Recommendations

1. The BDG objectives should be clearly linked to the overall programme objectives of increasing member awareness of, and participation in, management of their co-operative societies. CIEs should be assisted, through the use of a CMT/BDG manual, to lead sessions which are based on clear objectives.
2. The CIEs' workload with regard to BDGs should be 2 BDGs/CIE/dry

season.

3. Each BDG should have 20 participants and meet one day each week.
4. The BDGs should focus on general discussions as well as pre-numeracy activities. After one year, these BDGs will become NLT groups.
5. Given those figures, the following number of participants would be involved in BDGs during 1984:

$$\begin{aligned} \underline{1984} &-- 2 \text{ BDGs/CIE} \times 20 \text{ participants/group} = \\ &40 \text{ participants/CIE} \times 20 \text{ CIEs} = 800 \text{ participants.} \end{aligned}$$

6. The MEP should make a special effort to include women in BDG activities. For example, if each CIE is to have two BDGs per dry season, one of those BDGs should consist of a women's CTCS or other active village women's group.
7. MEP should prepare a multi-purpose CMT/BDG manual for each CIE which would contain step-by-step lesson plans to help guide the CIE through the sessions. This structure would facilitate learner input and participation rather than restrict it.
8. Topics and activities should be practical in nature, aimed at helping learners to achieve real, concrete improvements in their situations.
9. Radio learning activities should be incorporated into BDGs.
10. CIEs should hold sessions in places within easy commuting distance of their posts to avoid missing sessions. Adequate transport must be provided for CIEs.
11. Adequate supervision must be provided for CIEs and their BDGs.

Field Activity 4: Co-operative Thrift and Credit Societies (CTCS)
Inputs and Outputs

1. Objectives

- a) Stated objectives -- In an effort to strengthen the present CTCSs in the country and to assist CTCSs to become registered co-operatives, the MEP will provide educational activities to CTCS staff as well as CTCS members.
- b) To what extent were the objectives achieved -- The original OPG called for little CTCS activity until the second and third years of the life of the project. In 1982, two CTCS consultants from the World Council of Credit Unions arrived to study the existing CTCS situation and to assist in formulation of CTCS policy, develop a CTCS accountancy manual, and provide training for Co-operative Union staff.

2. Participants

- a) Proposed participants -- Participants in these CTCS education activities include the members of existing CTCSs or potential members of new CTCSs which the CIEs help to organise. As a high percentage of Gambian CTCS members are women, MEP's involvement in CTCSs would allow it to extend its services to women rather than merely to the predominantly-male members of groundnut marketing societies.
- b) Actual participants involved -- Based on evidence provided by CIEs, it appears that approximately 57% of the CIEs had some contact with CTCSs during the 1981-83 period. These ten CIEs each worked with an average of 1.5 CTCSs. Therefore, the total number of MEP-assisted CTCSs for 1981-83 would be approximately 15 CTCSs.

3. Materials and Techniques

- a) Materials and techniques to be used -- Although not specifically defined at the offset of the programme, it can be assumed that the types of educational materials and techniques to be used with the CTCSs would be identified as work began with the CTCSs.

b) What materials and techniques were actually used and how --

In the period 1981-82, for the most part, no significant effort was made to develop instructional materials or techniques related to CTCSSs. In a few isolated cases (e.g. the Essau women's CTCS) simple record-keeping systems were drawn up for the group and instructions were given to CTCS and IGPs. In 1983, some effort was made to train MEP and GCU staff (i.e. PCVs, MEP supervisors, and CTCS secretaries) in principles and practices of CTCS management. Also, in late 1983, a Facilitator's Guide was prepared for CIEs to use to teach simplified book-keeping methods to CTCS and IGP participants. In 1981-83, some CIEs used members' passbooks as a practical teaching aid.

In a few cases, efforts were made by a CIE to organise sub-committees within a CTCS which would help organise CTCS activities. However, these and other CTCS activities were discouraged by the persistent problems of CTCS financial mismanagement (e.g. seizure of records by police) which scared members away from the CTCSSs. CIEs complained that the DDC and GCU didn't respond to reports about these problems.

CIEs also received no significant supervision related to CTCSSs. The few CTCS secretaries in the field were hampered by lack of transport and supervision, especially given their large areas of operation.

Throughout, CIEs and PCVs complained of an overall lack of clear guidelines about the work they were to do with the CTCSSs.

4. Timing

- a) Proposed time frame for CTCS activities -- At the start of the MEP, it was stated that CTCS activity would gradually increase until, in 1983-84, a special emphasis would be placed on CTCS development.
- b) Time during which CTCS activities were actually carried out -- In keeping with the original time frame, relatively little CTCS-related activity occurred in 1981-82. By 1982-83, two CTCS consultants arrived in The Gambia and formulated a clearer CTCS policy and had provided training and materials to

some MEP staff (i.e. PCVs and MEP supervisors) and to CTCS secretaries. By the end of 1983, there was talk that the MEP should involve itself more directly in CTCS activities, particularly through introducing NLT and IGP activities into CTCSSs. At this time as well, the GCU, with assistance from the MEP, had prepared a CTCS policy.

It thus appears that the hoped for CTCS development efforts are underway. These new efforts need continued support from the MEP, DOC, and GCU if they are to produce significant benefits.

5. Locations

- a) Where the proposed activities were to be carried out -- Although not specifically stated in early planning documents, it is assumed that the CTCS activities were to be carried out with existing and proposed CTCSSs in the original target areas of (in descending order of frequency) the Barra, Kerewan, Brikama, Mansa Konko, and Basse Circles.
- b) Where CTCS activities were actually carried out -- Most of the CTCS-related activities carried out were in the original five Co-operative Circles. With the posting of CTCS secretaries and PCVs in mid-1983, who would concentrate particularly on CTCS development, the focus of CTCS activities has shifted particularly to the areas in which those secretaries and PCVs work.

Recommendations

1. CTCS-related educational objectives should be made more specific. A clear curriculum should be developed for CIEs, PCVs, and CTCS secretaries based on specific objectives. In this way, the MEP will be able to evaluate what in fact is being achieved in its CTCS activities.
2. The MEP should encourage CTCS work in particular because CTCSSs have a large percentage of women members. This new involvement of women in the MEP is to be commended, particularly since women have not traditionally been much involved in the MEP.

3. The MEP should provide each CIE, PCV, and CTCS secretary with a CTCS-related Facilitator's Guide . This Guide would contain clear, step-by-step lesson plans which a facilitator could use to lead CTCS-related instructions. These lessons would be based on the newly-prepared CTCS policy, as well as on a careful assessment of the needs which have emerged from the MEP's work with CTCSs to date.
4. Planning of CTCS instructions also should consider whether participants need special NLT instructions related to their book-keeping needs. If so, such activities should be organized when possible, using the NLT materials which have been prepared for that purpose.
5. CIEs, CTCS secretaries, and PCVs should be given adequate supervision for their CTCS-related work.
6. CTCS secretaries must be given adequate transport for their work. More secretaries should be provided in order to reduce each secretary's area of operation.
7. The MEP should facilitate better coordination between extension services in order to support CTCS efforts, especially in the area of IGP development.
8. The new CTCS policy must be clearly explained to those who will be working with CTCSs. When necessary, these policies should be revised based on subsequent experience.
9. Timing of CTCS education activities should be based on a careful assessment of when the CTCS members are available.
10. CTCS secretaries should submit monthly trial balances and other regular reports to their ARs to determine up-to-date developments of CTCS accounts.
11. Proposed societies should be registered to maintain participants' interest.
12. GCU should take full responsibility for CTCS development. In the process, they should provide financial support to the MEP's CTCS-related efforts.

Field Activity 5: Numeracy/Literacy Training (NLT)

Inputs and Outputs

1. Objectives

- a) Stated objectives -- NLT activities were introduced into the MEP in direct response to a need expressed by farmer members. These members had, during the MEP's preliminary needs assessment activities, claimed that they wanted to know how to accurately weigh and calculate the value of their own produce. They claimed that they feared being cheated when they sold their crops. The NLT activities teach the specific arithmetic (and some reading and writing) skills needed to accurately weigh the groundnut crops and calculate (using the produce receipt) the amount to be paid to the farmer for the produce.
- b) To what extent were the objectives achieved -- Approximately 25 percent of the current NLT programme participants are at the advanced level which was the aim of the programme. While at first glance this might not seem to be very high a figure, it gains significance when one realizes that this means that an average of four participants per NLT group are now able to carry out operations. These four advanced learners (some of whom are trained and active as village facilitators) are joined by another five to ten participants who, while less advanced in arithmetic skills, are nonetheless active in their classes and in the process of weighing and valuing their own produce. The most advanced learners tend to take an active role at the secco, helping their neighbours when they weigh their produce. This active involvement has reduced distrust and conflicts between secco staff and members. These and other examples of increased member interest indicate that the NLT programme has contributed significantly to the achievement of the larger MEP goals of increased member interest and involvement within society affairs.

2. Participants

- a) Proposed participants -- Each NLT group was to consist of 20 farmer members, selected by the village co-operative members themselves. Groups would be managed initially and primarily

by the CIE. After one year, however, outstanding group participants would be trained to serve as village facilitators (VFs). These VFs would conduct the NLT activities in the village once the CIE was reposted to new villages.

The numbers of participants to be taught by the CIEs and VFs would be as follows (Note -- NLT activities, as such did not start in full swing until 1982, because materials were not prepared and CIEs were not fully trained to carry out comprehensive NLT activities until the beginning of that year):

For CIEs

1982 -- 18 CIEs x 2 NLT groups each =
36 groups x 20 participants = 720 participants

1983 -- Same as above.

Total groups for CIEs for 1982-83:
72 NLT groups with 1440 participants.

For VFs

1983 -- 36 VFs x 1 group each =
36 NLT groups x 20 participants = 720 participants.

Total participants in NLT activities for 1982-83 would be:

CIE-led groups = 72 groups, 1440 participants
VF-led groups = 36 groups, 720 participants
Total NLT 1982-83 = 108 groups, 2160 participants.

- b) Actual participants involved -- Based on evidence available from VFs, CIEs, participants, and past evaluations, the average regular attendance in the NLT classes was fourteen. Given that figure and what we know about the number of CIEs and VFs who were involved in NLT activities, the figures for actual NLT participation are as follows:

For CIEs

1982 -- 17 CIEs x 2 groups each =
34 groups x 14 participants = 476 participants

1983 -- Approximately 17 new groups (238 participants) were started in 1983, but did not achieve a significant

level of achievement due to the reposting of CIEs.

Actual totals for 1982-83:

34 groups and 476 participants.

For VFs

1983 -- 30 VFs x 1 group each =

30 groups x 14 participants = 420 participants.

Given these figures, it appears that in 1982 the CIEs had 94 percent of the groups with which they were to be involved, with 66 percent of the participants which had been proposed.

In 1983, the VFs led 83 percent of the groups which had been proposed for them, with 58 percent of the proposed participants reached.

In 1983, the CIEs reached 47 percent of the proposed groups and 33 percent of the proposed participants. These groups and participants were in fact of almost insignificant achievement levels because they were discontinued prematurely.

Upon examination of the proposed figures with the actual figures, it can be said that the CIEs did fairly well in their NLT work in 1982 and the VFs did well in their running of groups in 1983. The CIEs' NLT work in 1983, however, fell far short of the proposed goals due not to lack of effort on their part. (Note that most CIEs did establish new NLT activities in early 1983 but were interrupted due primarily to the transfer of CIEs at a point when these new groups were just being established.)

When NLT activities are viewed over the two years the following figures emerge:

- CIEs successfully carried out sessions with 33 percent of the proposed participants.
- VFs successfully led sessions with 58 percent of their proposed participants.

3. Materials and Techniques

- a) Materials and techniques to be used -- The CIEs were equipped over the 1981-83 period with an extensive array of instructional materials and techniques. The CIEs were to use these resources to lead the MLT groups through a lesson-by-lesson process which would begin with the identifying of numerals all the way to accurate use of a produce scale and receipt. These instructional materials and techniques are described below:
- Learner's Workbook -- Teaches number recognition, simple addition and subtraction, borrowing and carrying, money calculations, use of produce scale, and finally, calculation of produce receipt.
 - Co-operative Numeracy Facilitator's Guide -- Guides the CIE through a series of 18 units with the above "Learner's workbook".
 - Flash Cards -- Simple flash cards used to teach a variety of skills through games.
 - Local Objects -- So-called because they are easily available at the village level, these objects include stones, sticks, fruits, leaves, bottle tops, etc. to be used in a variety of counting, matching, and other activities.
 - Metre Sticks -- Used by the CIE to teach linear measurement.
 - Blackboards (large and small) and Chalk -- Each CIE is equipped with one large blackboard (a piece of painted plywood) while each participant was to receive a small version. These are used for a wide variety of numeracy exercises, especially practice in the writing of numbers.
 - Exercise Books, Pens, and Pencils -- Simple materials sold in most villages, are used by learners when they had mastered writing with chalk and blackboard.
 - Receipts (real and model) -- On one side of the CIEs' large blackboard is painted a model of the produce receipt which is used in the classes for demonstration and practice of the receipt calculations. The participants are supplied with specimen copies of the receipt to practice filling them out.

- Produce Scale (real and model) -- Each CIE's large black-board also contains a working model of the produce scale. The CIE uses this model scale to demonstrate how the scale operates and to allow participants to practice the use of the scale without having to travel to another locale where a real scale was available. However, the CIE is encouraged, to visit a real produce scale with the participants, whenever possible, to enable them to practice with the real thing.
 - Model Clock -- This simple wooden model of a clock face is used by the CIE to teach the use of a clock.
 - Support Activities -- Described in a special manual, these activities are conducted by the CIE in order to make the groups more lively and to help learners to integrate their numeracy skills into everyday situations so that the skills will be used regularly and not forgotten. These activities include "Word Problems" and "Picture Stories" in which participants and the CIE make up stories in which the characters are confronted with a practical, everyday arithmetic problem. The activities also include "Fun Activities" which are simple games, role plays, and other activities which allow learners to practice a particular arithmetic skill while also having fun. Finally, there are Specific Literacy Activities which aim at teaching a learner how to write his name on a produce receipt (a skill commonly requested by learners).
- d) What materials and techniques were actually used and how -- Based on evidence gathered over 1982-83, it can be said that most of the above mentioned materials are used as planned. CIEs, YFs, and participants seem to appreciate the materials because they facilitate the NLT learning process. The main complaint is the lack of supplies, particularly of chalk, exercise books, pencils, and felt pens. A few of the materials are not used as expected, including the model clock and the support activities. (These latter activities aren't used due primarily to the fact that these materials were given to the CIEs at a time, early in 1983, when they weren't carrying out activities.)

In 1983, based on an evaluation of 1982 activities, the Co-operative Numeracy Facilitator's Guide was edited to eliminate some unnecessary sections.

At the end of 1983, there was also a Facilitator's Guide being produced to be used by CIEs to teach simplified bookkeeping procedures to advanced-level NLT participants.

Participants expressed keen interest in, and appreciation for the NLT activities. Many identified their wish for instruction in reading and writing, as well. While the MEP did attempt to respond to this request to some degree through the preparation of the specific literacy activities, the staff felt that it did not have the resources to go very far into literacy work.

The CIEs and VFs had been trained in the use of participatory-style instructional techniques, such as group work, demonstration, peer-teaching, etc. It appeared that they did in fact use these methods as hoped. The staff felt that the VFs and CIEs needed adequate supervision to be sure that they used those methods the best way possible.

In 1983, the NLT staff prepared a proposal for a small research project in which the use of small pocket calculators would be tested with NLT groups or others needing basic arithmetic skills. This proposal was shelved, however, due primarily to time constraints.

4. Time Frame

- a) Proposed time frame -- The NLT groups didn't start until January, 1982, when the CIEs had been provided with training and resources to fully carry out numeracy activities. Starting at that time, each NLT group was to meet twice per week during the five-month dry season. Thus, the number of NLT sessions for the period 1982-83 was to be as follows:

For CIEs

1982 -- 2 groups/CIE/week x 2 sessions/group x 20 weeks =
80 sessions/CIE x 18 CIEs = 1440 sessions

1983 -- Same as above.

Totals for 1982-83:

160 sessions/CIE and 2880 sessions overall.

For VFs

The original NLT plan called for each CIE to produce one village facilitator (VF) for each group he worked with. According to such a formula, in 1983 there would have been 36 VFs carrying on the NLT work begun by the CIEs in the 1982 villages. Thus, in addition to the 1440 sessions conducted by CIEs in 1982, there would be the following numbers of sessions conducted by VFs during that year, as shown below:

Totals for VFs:

2 sessions/week/VF x 20 weeks = 40 sessions/VF x 36 VFs =
1440 sessions.

The grand total of NLT sessions for 1982-83 would then be:

CIE-led sessions = 160 sessions/CIE, 2880 sessions overall
VF-led sessions = 40 sessions/VF, 1440 sessions overall

Total NLT Sessions
for 1982-83 = 4320 sessions overall.

- d) Time during which the NLT activities were actually carried out --
In 1982, the NLT activities went basically according to plan. In 1983, although the VF-led activities went more or less according to schedule, the CIE-led activities were terminated early by the reposting of the CIEs. Some VFs continued to lead activities even during the dry season, and sometimes held extra classes outside the normal class sessions.

5. Locations

- a) Where the NLT activities were to be carried out -- As stated in "Item 2", a total of 108 NLT groups were to be organised during the period of 1982-83. These 108 NLT groups would be distributed (in descending order of frequency) in the Barra, Kerewan, Brikama, Mansa Konko, and Basse Circles. For each NLT group, the Bantaba or any other village site chosen as suitable by the group could serve as the group's meeting place.

- b) Where the NLT activities were actually carried out -- The distribution of NLT activities in 1982-83 was as follows:

Barra Circle	13
Kerewan Circle	9
Brikama Circle	5
Mansa Konko Circle	5
Basse Circle	2
<hr/>	
Total	34

(Note -- This total refers to those groups which were regularly active and whose participants reached a significant level of achievement. It does not include classes which met only a few times.)

Recommendations

1. The MEP should identify means of motivating learners. For example, learners' requests -- if reasonable -- should be responded to and not ignored. Certificates, badges, etc. should be given to successful learners, etc.
2. The MEP should ensure adequate supervision for NLT activities. This would include actual attendance by supervisors for real sessions, rather than "flying visits" which reveal little of what really happens in the sessions. Supervisors should involve other extension agents, teachers, etc. as resource persons of the activities.
3. VFs should receive more training. The MEP should see the VFs as a valuable asset which should be supported through supervision, IGPs, etc.
4. The MEP should implement the specific literacy activities which have been prepared. This would be in direct response to a frequently identified need, and would focus just on the literacy needed to fill the receipt. Further literacy requests from villagers should be referred to the NFE Services Unit.
5. The MEP should explore ways of expanding the number of participants reached by the NLT. Possible systems include:

- Intensify the training of VFs, so that, with more VFs, more villages can be covered than as is done now. Then the NLT groups will not have to depend as heavily on the availability of the 20 CIEs.
- Involve other extension agents as facilitators by providing them with training, materials, and supervision. They could do this for a period of six months or so, as a voluntary service. Such a programme would require collaboration with the NFE Services Unit.
6. The MEP should clarify the policy of NLT workloads for CIEs. Some CIEs seem to think that they no longer have to manage their own NLT groups, but instead only supervise the VFs that are in their area. Instead, each CIE should lead at least one NLT group of his own while also supervising VFs and running other activities.
7. The MEP should encourage other NLT promotional activities such as that held in 1983 at Bajajar, and the International Literacy Days held in the LRD in 1982 and 1983.
8. Training and supervision should be provided to CIEs and/or VFs in the use of the newer NLT activities like the Support Activities, Homework Assignment Books, and Simplified Bookkeeping Manual.
9. The MEP should be aware that NLT requires a relatively long period of time for groups to accomplish their goals. Thus, the MLP should plan repostings, training, etc. accordingly, so that this relatively delicate process is not disrupted by removing CIEs from the groups prematurely.
10. The MEP should avoid getting involved in construction of expensive buildings for NLT activities. If villagers nonetheless still want to build or repair structures, they should be referred to other appropriate agencies.
11. The MEP should follow up on the proposal for a calculator research project to consider possible implementation in the future.

Field Activity 6: Income-Generating Projects (IGPs)

Inputs and Outputs

1. Objectives

- a) Stated objectives -- To provide the VFs with an incentive in their work as leaders of the NLT groups, thereby encouraging the VFs to keep the groups going after the CIE moves on to a new village and without requiring government to pay them. The IGPs would also provide funds which the groups could use to purchase needed supplies (e.g. chalk, lamps, etc.) This policy for IGPs was based on the official guidelines set for IGPs and VFs by a non-formal education policy conference coordinated by the soon-to-be-established NFE Services Unit in October, 1981. IGPs are also looked upon as effective projects to improve CTCSS.
- b) To what extent objectives were achieved -- In four villages, IGPs have made concrete progress toward attainment of the stated goals. In another 14 villages, projects have reached the "beginning" stage (e.g. construction of sheep houses or purchase of garden materials). In another dozen villages, no outside funds were available and no actual work has been done to start projects. Despite this slow progress in the field, the IGP effort has been able to produce concrete plans (e.g. as contained in an IGP Manual and other planning documents prepared by the IGP staff), train some CIEs, Supervisors, and PCVs in IGP management, and establish two full-time IGP/CTCS staff members. These achievements have laid the groundwork for future IGP development.

2. Participants

- a) Proposed participants -- The IGPs were in most cases to be managed by participants in the NLT groups described above. Thus, using those figures for NLT groups, the numbers of participants for IGPs for the period 1982-83 would be as follows:

1982 -- 36 CIE-led NLT groups x 20 participants =
720 participants

1983 -- Same as above.

Total IGP participants for 1982-83:

72 NLT/IGP groups with 1440 participants .

Project plans also make reference to the idea of somehow combining IGPs with new or already established CTCs. As this idea was never clearly developed, it is concluded that the above goals of 108 NLT/IGP groups and 2160 participants should be considered as the primary proposed participants for IGPs.

- b) Actual participants involved -- In 1982-83, there were approximately 25 IGPs in some stage of development, including 20 which received funds from the U.S. Embassy Self-Help Fund and another five group farms which received no outside funding. Almost all of these IGPs were connected to NLT groups. Given the identified average NLT participant level of 14, the total number of IGP groups and participants for the 1982-83 period was:

25 IGP groups x 14 participants = 350 participants .

Of these 25 IGP groups, only two were connected to CTCs groups (at Gunjur and Essau). However, at the end of 1983, particularly through the efforts of the new PCVs, new IGPs were being developed for some CTCs groups.

3. Materials and Techniques

- a) Materials and techniques to be used -- The IGPs were to be organized by the village NLT groups, in consultation with the CIEs. Projects would be easy-to-manage operations like group farms, whose proceeds would be used by the group to pay incentives to VFs and to purchase needed class supplies. As much as possible, the participants should provide their own tools and other supplies for these projects, as well as all necessary labour. If necessary, funds might be solicited from outside donor agencies to cover some of the cost of supplies.
- b) What materials and activities were actually used and how -- The twenty outside-funded IGPs were distributed as shown on the following page:

(Note -- "I" means IGPs at an intermediate stage of development, and "B" means IGPs at a beginning stage of development.)

Circle	Village Group	Type of Project	Status
Barra	Essau women's CTCS and NLT	tie-dye and soap-making	I
	Kaba Koto NLT	sheep	B
	Mademba Kunda NLT	coos-milling	B
	Medina Daru NLT	sheep	B
	Medina Santo Su NLT	sheep	B
	Medina Sering Mas NLT	quinea fowl or poultry	B
	Medina Sidia NLT	ox equipment	I
	Misiranding NLT	garden	B
Brikama	Basori NLT	sheep	I
	Gunjur CTCS	palm-kernel cracker	I
	Jorem Bondi	garden	B
	Kassa Kunda	poultry	B
	Nyofelleh	ox equipment	B
	Sangajor NLT	sheep	B
Kerewan	Kerewan NLT	fishing	I
	Maka Farafenni NLT	sheep	B
	Mandori NLT	sheep	I
	Swareh Kunda NLT	garden	B
Mansa Konko	Jifarong NLT	sheep	B
	Wurokang NLT	sheep	B

The history of these IGPs was as follows:

- In late 1981, it was agreed that VFs and NLT groups would be

supported by IGPs in keeping with the policy for remuneration of VFs established by the NFE policy seminar.

- In 1982, several IGPs received funds from the US Embassy. However, little help was given by the MEP to get those projects underway as there was no staff fully assigned to IGPs.
- In early 1983, VFs were trained and the MEP felt it necessary to get IGPs started to support those VFs as soon as possible.
- In early 1983, the MEP submitted applications to the US Embassy for funds to support approximately 25 more IGPs. Not all subsequently received funds.
- By mid-1983, six new PCVs and one CIE had been trained and posted to work specifically with IGPs and CTCs.
- By July 1983, an IGP Manual had been prepared which was to provide guidelines to CIEs in the planning and implementation of IGPs.
- By late 1983, an IGP staff had been established in the MEP office, consisting of one PCV and one CIE, and they were involved in evaluating and conducting training activities related to IGPs.

The IGP evaluation conducted by the IGP staff in September, 1983, indicated the following as strengths and limitations of the IGPs up to that date:

<u>Strengths</u>	<u>Limitations</u>
1. IGPs encouraged participation in the MLT activities.	1. Procuring funding for many IGPs was either difficult or impossible.
2. Five projects had actually started to produce income.	2. In some cases, materials were not properly procured or used.
3. Ten had completed construction of buildings or other preparations needed to get the projects underway, but had not yet earned any income.	3. Little supervision was given to IGPs by supervisors or CIEs due largely to reposting of CIEs.
4. Several projects had received training from extension agents which was related to the management of their projects.	4. CIEs and participants were not given adequate training related to IGPs.

Strengths

Limitations

- | | |
|--|--|
| <p>5. Several MEP staff members had received training in IGP management and a <u>IGP Manual</u> and planning system had been prepared.</p> <p>6. There were several examples of group farms which were managed by NLT participants without outside funding. Some of them earned income while others failed due to dry weather and pests.</p> | <p>5. Overall, the MEP implemented the IGPs without adequate prior preparations.</p> <p>6. Other extension services were not adequately involved.</p> <p>7. Villagers were unclear about the purposes and procedures for IGPs.</p> |
|--|--|

4. Time Frame

- a) Proposed time frame -- The IGPs were to begin when the NLT groups became firmly established early in 1982. Each NLT group was to have at least one IGP. Thus, the number of IGPs for the period 1982-83 was to be as follows:

1982 -- 2 IGPs/CIE x 18 CIEs = 36 IGPs .

1983 -- Same as above.

Total IGPs to be established for 1982-83:

72 IGPs.

- b) Time during which IGP activities were actually carried out -- In contrast to the stated time schedule, only a few IGPs were actually underway by the end of 1983. These delays were caused by the problems cited above, and discouraged the VFs and NLT participants who were to benefit. Some participants were reluctant to make preparations for their projects until funds actually became available. This further delayed the projects because the funds couldn't be put to use when the funds did become available. These delays also resulted in higher costs for animals and materials, as prices rose during the period when participants were waiting for funds. Some projects had to have their materials available at a specific time if the project was to get underway. When the materials arrived a month or two late to the garden project at Misiranding and Swareh Kunda, work on the project had to be delayed until the next gardening season began ten months later.

5. Locations

- a) Where the IGP activities were to be carried out -- As stated in "Item 2", a total of 72 IGPs would be established during the period 1982-83. These 72 IGPs would, like the MLT groups which managed the IGPs, be distributed (in descending order of frequency) in the Barra, Kerewan, Brikama, Mansa Konko, and Basse Circles.
- b) Where the IGP activities were actually carried out -- Refer to "Item 3" for a description of the locations of the IGPs which were actually implemented in 1982-83. Add to that total another half-dozen villages which had non-funded projects such as group farms.

Recommendations

1. The MEP should now take time to carefully study the considerable work which has been done to date in the development of this new area of IGPs. Specifically, the administration should study the IGP Manual, the September, 1983, IGP status report, and the new IGP procedure guidelines which have been prepared by the IGP staff in the past year.
2. IGPs should be properly supervised by CIEs, supervisors, PCVs, ARs, the IGP staff, and staff of appropriate extension agencies.
3. Thorough planning must be done with groups to define objectives, responsibilities, costs, etc. Enthusiasm alone is not enough.
4. Thorough training must be provided to those villagers, MEP staff and CTCs secretaries who are to be involved with the IGPs, in collaboration with the appropriate extension services.
5. In cases where projects require outside funding, very careful attention must be given to assure accurate estimates, timely receiving and use of funds, careful record-keeping, and proper use of funds for stated purposes. In such outside-funded projects, participants should contribute a certain percentage of the budget themselves to ensure their commitment.
6. The MEP should strongly encourage the use of IGPs which don't require outside funding (e.g. group farms). This is in light of

the difficulties encountered to date in procurement of outside funding, as well as in keeping with the principles of self-reliance.

7. The MEP should explore other possible types of projects (e.g. rabbit keeping) and avoid projects which have proven difficult in the past. Relatively simple projects which farmers are already familiar with (e.g. use of ox equipment) should be encouraged. Use of such projects as coos-milling machines should be approached with caution, due to the technical difficulties involved.
8. The MEP should realize that proper timing is particularly vital for IGPs since most IGP activities are seasonal in nature (e.g. gardens). Delays can lead to technical failure and discouragement for participants, particularly the VFs.
9. The newly-created IGP staff should be given encouragement and needed supports (e.g. transportation, regular planning meetings, etc.) which they need to carry out their central role in the coordination of the IGPs.

SECTION III

Support Activities

1. 2. 3. 4. 5. 6. 7. 8. 9. 10. 11. 12. 13. 14. 15. 16. 17. 18. 19. 20. 21. 22. 23. 24. 25. 26. 27. 28. 29. 30. 31. 32. 33. 34. 35. 36. 37. 38. 39. 40. 41. 42. 43. 44. 45. 46. 47. 48. 49. 50. 51. 52. 53. 54. 55. 56. 57. 58. 59. 60. 61. 62. 63. 64. 65. 66. 67. 68. 69. 70. 71. 72. 73. 74. 75. 76. 77. 78. 79. 80. 81. 82. 83. 84. 85. 86. 87. 88. 89. 90. 91. 92. 93. 94. 95. 96. 97. 98. 99. 100.

SECTION III: SUPPORT ACTIVITIES

SPECIFIC FINDINGS AND RECOMMENDATIONS

Support Activity 1: Planning and Supervision

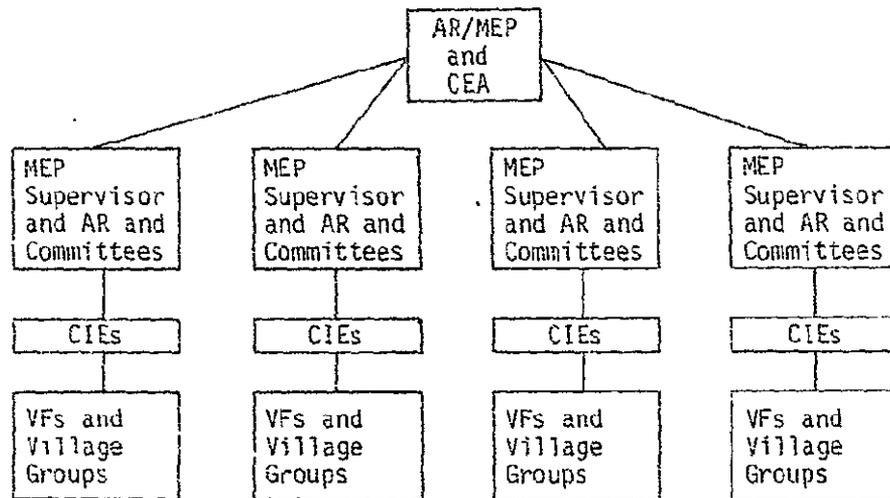
Inputs and Outputs

1. Objectives

- a) Stated objectives -- Originally there were not any "stated objectives" for MEP planning and supervision, but in March, 1983, a newly-formed supervisory team agreed upon the following objectives:
- Enable staff to continually evaluate field activities.
 - Keep field activities properly supplied.
 - Provide technical advice and encouragement to field workers and participants.
 - Provide a core of trainers for MEP-related training courses.
 - Assure that MEP transports are properly used, fueled and maintained.
 - Manage purchases of supplies, etc. needed in the field.
- b) To what extent objectives were achieved -- The MEP was partially successful in providing adequate supervision to its field activities. During the first year of the programme a supervisor was selected and placed in the target areas of Barra and Kerewan. In 1983, "supervision" was given to a staff of four CIE supervisors, each with two co-operative areas to manage. The planning of the MEP programme was initially carried out by the CIE and AR-MEP without consultation with assistant registrars in their respective areas. Presently all MEP planning involves the CIE field supervisors and the ARs.

2. Participants

- a) Proposed participants -- This supervision system would, starting in 1983, link several levels of MEP staff and participants in a chain of communications, as follows:



b) Actual participants involved -- The MEP actually implemented planning and supervision from its start in 1981. In that year, supervision consisted of one full-time supervisor in the field plus periodic visits to the field by MEP office staff, periodic meetings with area committees, and review of written reports from CIEs in the field. By 1982, two CIEs had been given special supervisory duties in Barra and Kerewan Circles. In 1983, four CIEs were officially given the title of MEP supervisor, although they actually spent only a few months carrying out supervisory duties in the field. By 1982-83, the involvement of those MEP office staff who had originally been involved in supervision was severely reduced or eliminated due to transfers, or other reasons.

Throughout these three years, the ARs were only marginally involved in the supervision system as they were not, until the end of 1983, given training related to their role in the MEP.

Several programme evaluation exercises were carried out.

3. Materials and Techniques

a) Materials and techniques to be used -- The MEP supervisors would serve as key organisers of this supervision system. They were to be equipped with adequate transportation to enable them to regularly visit village groups, CIEs, ARs, and others involved in field activities. On these visits they would

carry out the functions of evaluation, supply, counseling, etc. mentioned in "Item 1" above. Specific report forms, inventory lists, questionnaires, etc. were to be provided to the supervisors to enable them to carry out these duties. Monthly meetings would be held between supervisors and office staff, to enable the office to know what is happening in the field and so that subsequently corrective actions could be identified and carried out.

- b) What activities were used and how -- Information gathered indicates that the following strengths and limitations emerged from the MEP's planning and supervision efforts:

Strengths

- CIEs appreciated the visits of office staff in the early years of the MEP.
- Some of the field reports were used to identify improvements which were needed.
- There were some efforts made to implement supervision throughout the three years.
- Especially in the initial year of the project, efforts were made to consult participants and base activities on the needs identified.

Limitations

- Field reports from CIEs often were not accurate, forwarded to decision makers, or responded to.
- ARs generally were not very active in providing supervision to CIEs.
- Transport often was not available for those assigned to supervision duties.
- CIEs and VFs received inadequate supplies, guidance, and response from any supervisory staff.
- Staff from other extension services were not adequately involved to help with supervision of activities (especially in the case of IGPs).
- Supervisory staff had few meetings and thus field reports

were not adequately dealt with.

- Supervision was too often seen by CIEs as a "fault-finding mission" rather than as a positive means of helping them. (One supervisor said that CIEs, as a result, play "hide-and-seek games" with supervisory staff.)
- The original involvement of "action committees" in the MCP was allowed to fade away when the original supervisory staff was transferred or for other reasons were no longer active in supervision.
- For several months in 1983, supervisors were kept in Banjul carrying out training duties rather than supervising activities in the field. Likewise, CIEs who were supposed to be supervising on-going IGP and VF activities were reposted, leaving those activities without adequate supervision.
- Supervisors, while given additional responsibility, were not given pay grades commensurate with those responsibilities.
- Planning was, in some cases, based on inadequate knowledge of what was going on in the field.

4. Time Frame

- a) Proposed time frame -- The 1982 plan had supervisors moving regularly around the Barra and Kerewan Circles throughout the dry season. According to the 1983 plan, the newly-appointed supervisors would spend approximately 20 percent of each month in their respective areas and the remaining time in Banjul taking care of reports, supply needs, etc. at the MEP office. Occasionally, the supervisor would be called out of the field to act as a trainer in various training workshops which the NEP might sponsor. Each month, the supervisors would report to the Banjul office to give a report to the office staff.
- b) Time during which planning and supervision activities were actually carried out -- "Item 2" contains a description of the supervisory activities which were actually carried out in the period 1982-83. The changes in the supervision system which were to begin by early 1983 were in fact, for the most part, not put into effect until relatively late in the year.

5. Locations

- a) Where the above activities were to be carried out -- As mentioned in "Item 4" above, the focus of supervision activities would be in the field working with staff and participants in target villages and at area headquarters. For a few days each month, supervisors and main office staff would work together in the Banjul office to discuss field reports, procure supplies, maintain vehicles, contribute to radio programmes, etc.
- b) Where activities were actually carried out -- While the plans for supervision activity said that supervisory staff should make regular visits to activities in the field, the reality was that supervisory staff was too often kept busy with other activities, particularly in 1983.

Recommendations

1. The MEP should now carefully study the report from the MEP supervision workshop which was issued in March, 1983. The MEP should implement the supervision system which was agreed on at that time. Major steps in that process would include:
 - Recognition by all involved in the MEP that good supervision is vital to the MEP.
 - Implementation of an evaluation system which gets accurate, useful information from the field to be used to make clear decisions about what improvements have to be made in the programme. This would require that supervisors actually witness on-going sessions.
 - Supplying CIEs and VFs with needed instructional materials.
 - Provide technical and personal guidance to CIEs and VFs.
 - Provide regular transport to supervisors.
 - Active collaboration with other appropriate agencies which can provide useful supports to MEP activities.
2. This system of planning and supervision should be based on the principle of "dialogue". By this principle, all involved in a programme would have a fair measure of input and control in the activities. This not only would be aimed at increasing the tech-

nical efficiency of the operation but would be in keeping with the principle of democratic control which the co-operative movement is based on.

Support Activity 2: Staff Training

Inputs and Outputs

1. Objectives

- a) Stated objectives -- Staff training was to be provided by the MEP to DOC staff (CIEs, ARs, and PCVs) who would be in charge of MEP field and support activities. Other training participants would include village facilitators who would lead NLF activities in their respective villages. These training activities would all be aimed at enabling those who received the training to in turn efficiently perform their respective roles within the MEP.
- b) To what extent objectives were achieved -- Overall, the training provided to staff and VFs received a high rating. Participants felt that the training prepared them fairly well for their respective job duties. However, most felt that they needed more training related to specific areas which they identified (as shown in "Item 3" below). The training essentially went according to the original schedule contained in the project planning document.

2. Participants

- a) Proposed participants -- Training staff in the MEP's training programmes would include both Gambian and expatriate specialists in the various topic areas. Learners would include CIEs, ARs, PCVs, VFs, and others in charge of carrying out or overseeing the various field and support activities of the programme.
- b) Actual participants involved -- The MEP's staff training activities for the period 1981-83 were as follows:

| <u>Programme</u> | <u>Participants</u> | <u>Date</u> |
|--|---|-------------|
| 1. Induction course for original CIEs at Yundum CTC. | Original CIEs (with L. Frankel and T. Winn) | early 1981 |
| 2. In-service numeracy workshop at Chamen GOIC. | Original CIEs (with D. Lange and T. Winn) | mid 1981 |
| 3. Numeracy workshop at Yundum CTC. | Original CIEs (with F. Dall and T. Winn) | early 1982 |

| Programme | Participants | Date |
|---|--|-----------------------|
| 4. Radio workshop at Yundum CTC. | Original CIEs (with E. DeFossard) | mid 1982 |
| 5. Evaluation workshop at Yundum CTC. | Original CIEs (with P. Jurmo) | mid 1982 |
| 6. Liberia materials-development workshop. | M. Jallow and M. Trawalle | Aug. 1982 |
| 7. Numeracy workshop at Jenoi. | Original CIEs (with P. Jurmo) | Nov. 1982 |
| 8. VF workshops at Jenoi and Chamen. | 32 VFs (with P. Jurmo and several CIEs as facilitators) | Dec. 1982 & Jan. 1983 |
| 9. Supervision workshop at MEP office. | Four new MEP supervisors, AR/MEP, CEA, (with P. Jurmo and T. Winn) | March 1983 |
| 10. Observational tour of African co-operatives. | AMB Jeng and T. Winn | mid 1983 |
| 11. Training of new CIEs at Yundum CTC. | 12 co-operative inspector trainees (with MEP supervisors, radio producer, P. Jagne, D. Jome, P. Jurmo, M. Trawalle, et al) | mid 1983 |
| 12. Training of new PCVs at Yundum CTC. | T. Winn, E. Rosental, MEP supervisors, et al) | early 1983 |
| 13. Audio-visual training workshop at Jenoi (sponsored by U.N.) | Omar Sise and Bakary Camara | mid 1983 |
| 14. ICA/CLUSA/MEP workshop at Atlantic hotel. | West African co-operative representatives, T. Winn, P. Jurmo, MEP supervisors, et al | Oct. 1983 |
| 15. University of Massachusetts Masters Degree Programme in NFE. | D. Jome | 1982-83 |
| 16. One-semester course in co-operative management at University of Wisconsin, USA. | P. Jagne | Aug.-Dec. 1982 |
| 17. Journalism training at Tanzania (higher diploma course). | Ousainou Bayo | 1982-84 |

| <u>Programme</u> | <u>Participants</u> | <u>Date</u> |
|---|--|-------------------|
| 18. In-service workshops for PCVs at Peace Corps training centre, Fajara. | Five PCVs, with AMB Jeng, MEP supervisors, P. Jurmo, M. Palmbach | mid and late 1983 |

In addition to the above training programmes, some on-the-job training occurred within the working relationships developed between Gambian and expatriate staff.

3. Materials and Techniques

a) Materials and techniques to be used -- Most training materials would be relatively simple handouts, field manuals, etc. which could be produced by the MEP staff. Most training would focus on practical skills needed in non-formal education. These skills could be learned in relatively short-term training workshops led by the Gambian and/or expatriate training staff. In a few instances, special training programmes might be arranged for individual staff members at sites outside The Gambia.

b) What materials and techniques were actually used and how -- Feedback from participants in the above training programmes indicate the following:

Feedback from VFs -- The VFs appreciated the training given them in their one-week "induction course", saying it was useful. However, they cited the following needs:

- Training was too short.
- Training was not held frequently enough.
- The scope of the training was too narrow, not covering desired topics of literacy, bookkeeping, advanced-level numeracy instruction, livestock management, and other co-operative-related topics.
- More VFs should be recruited and trained.

Feedback from CIEs -- The CIEs felt that the training helped them in their jobs, but cited the following needs:

- Time given to individual topics is often too short.

- Time each day in workshops is too long.
- Some CIEs don't take training seriously enough.
- Some CIEs don't make good use of their training when they return to the field.
- Peer teaching should be encouraged among CIEs.
- CIEs need training in the most recent MEP developments.
- CIEs need training 1-2 times each year.
- Specialists (e.g. radio producer) need specialised training.
- Instructional methods used in workshops should be improved.
- Workshop sites should be carefully selected for adequate facilities.

Feedback from other co-operative staff -- These staff felt that:

- CIEs need more training in reporting methods.
- ARs themselves need training in MEP activities.
- Supervisors need more training to enable them to properly supervise CIEs.
- The MEP training staff should themselves be trained more thoroughly (e.g. in a workshop on training-of-trainers) both in The Gambia and abroad.
- Intensive training should be given to CIEs for each type of field activity in which they work.
- ARs should be informed of plans for training of CIEs.
- Training should be decentralised, with supervisors conducting workshops at area-level, with MEP staff as resource persons.
- Training should help to define job roles for staff so that they know specifically what they should be doing in the field.

Feedback from University of Massachusetts graduate -- The participant in the Masters Degree programme in non-formal education felt that he "increased his knowledge and techniques in NFE, especially in planning, management, and evaluation of

NFE programmes, as well as teaching techniques in NFE."

4. Time Frame

- a) Proposed time frame -- These training activities would be carried out when needs were identified and when participants, trainers, facilities, and supplies were available.
- b) Time during which activities were actually carried out -- A description of times for the training is contained in "Item 2" above. This was roughly in keeping with the original plan. Comments from VFs and CIEs indicated that many felt that their respective training activities were too short and not frequent enough. Some VFs felt that training courses interfered with their own farming duties.

5. Locations

- a) Where the training activities were to be carried out -- Most training activities would be carried out at the Co-operative Training Centre--Yundum, Jenoi Training Centre, or at other available training centres (e.g. Mixed Farming Centres, etc.) as needs became identified. Some staff might be trained outside The Gambia -- either in Africa or elsewhere -- as needs became identified.
- b) Where the training activities were actually carried out -- As shown in "Item 2" above, the workshops made use of facilities at Jenoi, Cnamen, and Yundum. Due to logistical problems (e.g. food, bedding, mosquitoes, etc.) at some facilities, training staff noted that special attention should be given to logistics.

Recommendations

1. As concerns VF training, the MEP should:
 - Organize the timing, objectives, course content, and venue of VF workshops in close consultation with the VFs themselves.
 - Provide more training to VFs. Topics might include IGP management, simplified bookkeeping, livestock management, co-operative topics, specific literacy, etc.
 - Consider decentralising the training to conduct workshops in

selected target villages rather than in expensive training centres.

- Refer to reports, lesson plans, and materials from the previous VF workshops when planning future workshops.
2. As concerns training for CIEs; ARs, and supervisors, the MEP should:
 - Provide more advanced-level training in specific subjects to CIEs, ARs, and supervisors in the following forms:
 - Training abroad (in Africa or elsewhere).
 - Short workshops in The Gambia.
 - On-the-job training.
 - Plan training schedules, objectives, venue, and content in close consultation with the participants themselves.
 - Refer to reports, lesson plans, and materials from previous workshops when planning future workshops.
 - Encourage peer-teaching in workshops.
 - Keep staff trained in new developments in the MEP.
 - Decentralise training, where and when possible.
 3. The MEP should clearly assign one or more people to take care of "logistics" in training workshops, to avoid confusion and discomfort.
 4. The MEP's secretarial staff and drivers play a vital role in the programme. They should be given "special training" to not only improve specific job skills but to let them know that the programme values their contribution. This training can be done in short workshops or meetings, or in on-the-job training, based on their own specific needs. The MEP is supposed to be providing NFE for national development. It could serve as a model to other agencies by providing functional education to its own staff.
 5. As has been done in many MEP training programmes, the MEP should continue to invite the participation in its "training activities" of representatives from "other agencies" working in The Gambia. These representatives can serve as both resource persons and as

participants.

6. Candidates for training programme should be selected based on careful consideration of both the needs of the programme and the demonstrated skills and commitment of the candidate.
7. The MEP should continue to use the "participatory approach" to training which has produced good results in the past.

Support Activity 3: Transport System

Inputs and Outputs

1. Objectives

- a) Stated objectives -- The MEP transports (both motorcycles and the CLUSA vehicles) were provided to MEP office and field staff to enable them to carry out their official MEP duties.
- b) To what extent objectives were met -- The MEP transport system did achieve its stated objectives to a significant degree. However, the system was hampered by the problems of fuel, maintenance, and management cited below.

2. Participants

- a) Proposed participants -- The participants (or users) in the transport system would be as follows:
 - Motorcycles -- CIEs in charge of field activities.
 - CLUSA vehicles -- Supervisory staff operating out of Banjul or area offices.
- b) Actual participants involved -- All of the original CIEs were issued a motorcycle in 1981, but their use of the motorcycles for MEP duties was limited by maintenance and fuel problems, and in some cases by mismanagement of the vehicles by the CIEs themselves.

In 1981-82, CLUSA 1 and CLUSA 2 were generally used for the stated office and field purposes. During part of 1982, reports indicate that CLUSA 2 was not accessible to the MEP supervisor at Barra. In mid-1983, three supervisors were allocated use of the three CLUSA pick-ups, and they used them for field supervision and training purposes. In the field, two of the vehicles were being managed by the supervisors themselves while the third was managed by the supervisor in collaboration with his two ARs. During 1983, there remained one supervisor who had no transport assigned to him. During 1983, when supervisors were brought down to Banjul to work in training sessions or attend meetings, control of the vehicles no longer was their responsibility.

3. Materials

- a) Materials to be used -- The MEP transport system was to consist of the following items:
- Suzuki 100 trail bikes -- One motorcycle was to be provided to each CIE. The CIE would pay for them through monthly payments to a revolving fund. CIEs would receive petrol supplies in the form of a mileage allowance (maximum D30.00 per month) from the DOC and regular maintenance through the Motorcycle Maintenance and Repair Programme (MMRP). The funds for MMRP were generated from the D30.00 per month payments agreed to by CIEs.
 - Chevy Citation and Three Double-Cab Pick-ups -- MEP supervisory staff would use these vehicles for regular supervisory visits to MEP villages and official duties around Banjul. Fuel would be provided by CLUSA. Each vehicle (except the Citation) would be supplied with a driver. The officer-in-charge would be responsible for proper use, fueling and maintenance of the vehicle.
- b) What materials were actually used and how -- The thirty Suzuki 100 trail bikes were issued to each CIE in 1981. Mileage allowance (up to D30.00 per month) and basic allowance (D30.00 per month) were paid to CIEs in 1981 and 1982. Motorcycle maintenance during that period was the responsibility of the CIE, including purchase of parts and paying for repair services.

In 1982-83, a Motorcycle Maintenance and Repair Programme was established to deal with the problem of inadequate maintenance of the motorcycles. In this programme, D30.00 per month was deducted from each CIE's salary. These funds were used to pay for parts and for the motorcycles. At the same time, D47.22 per month was deducted from the CIE's salary as payment for the motorcycle loan. These payments were put into a revolving fund from which motorcycles could be purchased in the future for new CIEs.

While CIEs felt that the mechanic did a good job when he came, many complained that they were not able to see him very often. Other problems emerged in the MMRP such as:

- ARs weren't familiar with how the MMRP worked or with the mechanic's time schedule.
- The mechanic said that he often didn't find CIEs in their posts when he came to visit and could thus not get access to their motorcycles.
- Spare parts were in short supply and were too costly.
- The mechanic often didn't have information from the CIEs about what repairs had to be done.
- Many CIEs felt that the deduction of D77.22 per month (out of a salary of about D216.00 per month) was too high, given the amount they received as salary and the fact that a stop was placed on payment of mileage allowance in July 1983.
- The mechanic claimed that he lacked mobility to visit CIEs in their posts.

Given these problems, mobility of CIEs at the end of 1983 remains a problem. CIEs complain of not having adequate funds for purchase of fuel and maintenance is still not satisfactory. Added to these motorcycle problems for the original CIEs is the fact that the five newly-posted CIEs have not yet been issued motorcycles as of November 1983.

CLUSA Vehicles -- As stated in "Item 2" above, the CLUSA vehicles were by mid-1983, put into the hands of the MEP supervisors for their work in the field. However, some informants felt that fuel supplies were inadequate, given the area to be covered. Drivers complained of inadequate, timely maintenance.

4. Time Frame

- a) Proposed time frame -- The above vehicles were to be purchased and put to work according to the following time schedule:
 - Chevy Citation (CLUSA 1) -- 1981
 - Suzuki Trail Bikes (30) -- 1981
 - Toyota Double-Cab Pick-up (CLUSA 2) -- 1981
 - Toyota Double-Cab Pick-up (CLUSA 3) -- 1982
 - Datsun Double-Cab Pick-up (CLUSA 4) -- 1983

• Additional Motorcycles for New CIEs -- mid-1983

b) Time during which the transport system was actually put into effect -- The vehicles were purchased and put into the field as scheduled, with the following exceptions:

• CLUSA 1 was out of commission for most of a year (Nov. 1982 to Nov. 1983) due to repair problems.

• The five new CIEs posted in August, 1983 have, as of November 1983, not yet been issued motorcycles.

5. Locations

a) Where the vehicles were to be used -- As stated in "Item 2" above, the vehicles were to be used in the following areas:

• Suzuki trail bikes to be used by CIEs in their posts in rural areas.

• The Chevy Citation, an office-based vehicle, to be used by office staff for work around Banjul and for occasional treks to rural areas.

• Pick-ups to be used by field supervisors to carry out duties of evaluation, supplying, advising, etc. in the target areas, with monthly trips to Banjul for supplies, reporting, and vehicle maintenance.

b) Where the vehicles were actually used -- The vehicles were generally used in the locations as planned, with the exceptions cited in "Item 2" above.

Recommendations

CLUSA Vehicles

1. Transport should be provided to all supervisors.
2. The system of managing transport now used in the Kerewan Circle should be examined as a model to be used by all supervisors. In this system, the supervisor shares responsibility with the ARs.
3. Fuel should be supplied to supervisors in fuel drums (approximately one drum per month).

4. Maintenance of vehicles should be done regularly, as indicated by the driver and the garage. Spare parts should be purchased as has been recommended by the MEP accountant.
5. Log sheets should be properly maintained and regularly submitted for inspection.
6. Itineraries should be carefully planned and negotiated well in advance to avoid conflicts over use of vehicles.
7. The MEP should consider purchase of another vehicle for use by office staff.
8. IGP, radio and other office-based staff should carefully negotiate well in advance to share use of vehicles for treks. Another option is to use taxis, with refund from the MEP for fares.
9. Drivers' schedules should be closely monitored so that they are not overworked.
10. Only vehicles which can be easily maintained in The Gambia should be purchased for the project.

Motorcycles

1. The new CIEs should be issued motorcycles immediately.
2. The itinerary of the mechanic should be carefully planned and circulated to ARs, supervisors, CIEs, and PCVs well in advance.
3. Arrangements should be made to provide adequate transport for the mechanic.
4. The current problem of high motorcycle-related deductions and fuel costs must be dealt with immediately by the MEP. Possible solutions include:
 - Reduce the amount deducted for motorcycle loans.
 - Pay a mileage allowance to CIEs from project funds, as the Government no longer provides such an allowance.
 - Put a maximum credit limit on MMRP loans to ensure equitable distribution of loans among all CIEs.

5. CIEs should be closely monitored to prevent misuse of their motorcycles. If abuse is noted, the AR should be empowered to take disciplinary action (e.g. warnings or even impoundment, if necessary).
6. A CIE should be encouraged to buy a new motorcycle when his liability is small with respect to his original loan.
7. The MEP should clearly identify who is to be responsible for the monitoring of the motorcycle system.

Support Activity 4:
Management of Salaries, Allowances, and Claims
Inputs and Outputs

1. Objectives

- a) Stated objectives -- Although not specifically stated in early planning documents, it can be assumed that a system of managing salaries, allowances, and claims would be followed in order to provide staff with adequate payment for their work, as well as to cover necessary project-related expenses (e.g. petrol, night allowances, house rent, etc.)
- b) To what extent objectives were achieved -- Generally, salaries and allowances are paid according to standard government procedures. Some CIEs and other co-operative staff however, complain of inadequate salaries (given the job duties expected), late payments of allowances, stopping of payments for petrol, and other problems which discourage staff enthusiasm and efficiency. Given these problems, the present system of managing salaries, allowances and claims is not fully accomplishing the identified objective of providing adequate payment for their work, as well as to cover necessary project-related expenses (e.g. petrol, night allowances).

2. Participants

- a) Proposed participants -- Payment of salaries, allowances, and claims is managed by MEP and DOC staff. All Gambian field and office staff follow the established method of applying for and receiving those salaries, allowances, and claims per general orders and official financial instructions.
- b) Actual participants involved -- In general, MEP staff is paid directly by the DOC. As new needs emerge for additional staff, project funds were allocated to pay for two secretaries, a mechanic, an accountant, and two drivers.

3. Materials and Techniques

- a) Materials and techniques to be used -- Salaries and allowances

are generally paid through existing DOC procedures. Special MEP-related allowances and claims (e.g. purchase of supplies for classes by supervisors, motorcycle repairs, etc.) are paid through special arrangements with the CEA.

b) What materials and activities were actually used and how --

Allowances -- Payment of allowances generally followed established government procedures. Specifically, CIEs could claim the following allowances for 1981-82:

- Night allowance -- up to 10 nights per month.
- Mileage allowance -- petrol payments.
- House rent.
- Basic allowance for motorcycle maintenance.

CIEs and office staff complain that warrants reach the ARs late and therefore payments are made late at times. Some CIEs complain that they must travel long distances to collect their claims, thereby incurring additional expenses and using work time for that purpose. Some also claim that their allowances are too small. Some felt that, because of inadequate allowances and salaries, they would prefer to transfer out of the MEP, such as to the audit section, where workloads and expenses are less.

Salaries -- Several staff members claimed that their pay grade is not commensurate with their responsibilities.

Other Claims -- By 1982, the CEA had noted the large demands being placed on him to monitor project expenses. An accountant was hired in 1983 to relieve that burden. The accountant handled purchases of project materials as well as MMRP and other transport expenses. Training staff cited a need to have one or more persons clearly in charge of the special purchases of food and other supplies needed during the course of workshops.

4. Time Frame

- a) Proposed time frame -- In keeping with standard DOC procedures,

salaries and normal allowances (e.g. night allowance, basic allowance, house rent, transport allowance) would be paid on a monthly basis by the DOC accountant. Special claims would be paid on an "ad hoc" basis by arrangement with the CEA.

- b) Time during which these activities were actually carried out -- Payments went according to plan except that many allowances were paid late due to late transfer of warrants to area offices.

g. Locations

- a) Proposed locations -- Payment of salaries would be done according to standard DOC procedures (i.e. payment in the DOC office or payment by DOC into staff members' bank accounts). Payment of special claims normally would be done in the MEP office by arrangement with the CEA. Monthly allowances could be paid in the DOC office or at area offices through the AR in charge.
- b) Actual locations -- As cited in "Item 3" above, some field staff complained of the inconvenience of having to travel long distances to collect allowances. In the Barra Circle, for example, some CIEs had to travel to Kerewan for allowances and to Banjul for salaries.

Recommendations

The MEP should support its staff by recommending the following to appropriate authorities:

1. To increase staff salaries commensurate with their demonstrated performance and current responsibilities.
2. To use project funds to compensate CIEs for the fact that they are no longer receiving petrol allowances from Government (as cited in "transport system").
3. To reduce CIE deductions for motorcycle loans (as cited in "transport system").
4. To insure that warrants get to ARs on time.
5. To explore the possibility of having Barra Circle CIEs receive

their allowances as well as their salaries in Banjul, to eliminate their current problem of having to travel to Kerewan for allowances and to Banjul for salaries.

Support Activity 5:

Materials Development, Mass Media Campaign, and Office Procedures

Inputs and Outputs

1. Objectives

- a) Stated objective -- The MEP was to design and produce instructional and educational materials required to effectively implement the MEP's staff training and educational field activities.
- b) To what extent objectives were achieved -- Assisted by the numerous materials already developed by the MEP and CTC staff, progress has been steady for the MEP. With the hope of increasing the visibility, number, and different types of co-operatives, the CLUSA and DDC management staff decided in Jan., 1983, to utilise the techniques and methods of a mass (or multi) media campaign. Ms. M.M. Cashman, producer of an audio/slide show of the MEP in 1982, was contracted to develop such a comprehensive co-operative education mass media campaign (publications, radio programmes, flags, T-shirts, stickers, badges, calendars, posters, films, school courses, Governmental declarations, and training for local artisans and MEP staff).

The specific objectives of the campaign (in collaboration with the on-going materials development) were to:

- Help CLUSA meet its general aims and specific objectives, as detailed in the project's OPG.
- Heighten the awareness and educate Gambian co-operative members, and the general public, about the co-operative business enterprises currently in The Gambia.
- Train MEP Gambian counterparts in the use of new radio and newsletter production equipment and techniques.
- Train MEP Gambian staff how to define salient pieces of information, put them into an acceptable format, and how to coordinate several on-going communication methods. From this process they were to learn how to build one message upon another to form a powerful communication/education package.

~~Train the secretarial staff on the capabilities and use of~~

their new equipment; establish a filing system; and standardise all forms, memo forms, publication formats, and business letterhead.

- Strengthen, or re-invigorate, the esprit de corps of the co-operative staff and the National Co-operative Movement.

During 1981-83, the MEP exceeded its stated objective. A significant range of materials were produced. Feedback from the users indicates that they are well regarded and used extensively by not only the MEP, but others involved with non-formal education. Currently, additional materials are being developed for CIEs and VFs, to be used with NLT, CMT, IGP, and other field activities.

The mass media campaign was scheduled originally for October, 1983. The GCU Board of Directors and the RCS from the DOC announced four days prior to the start of the campaign, that the mass media co-operative month celebration would be postponed from October, 1983, to May, 1984. A limited number of the campaign's components were used in a mini-educational campaign held during December, 1983. The remainder of the components have been set aside for use during the May co-operative month campaign. It is not possible to fully evaluate the extent to which these objectives have been achieved at the writing of this report.

3. Participants

- a) Proposed participants -- The proposed participants in the development of MEP materials consisted of MEP Gambian and expatriate staff members, Extension Aids Unit and other agencies.

Proposed recipient participants included co-operative members, farmers, women's groups, and co-operative staff.

- b) Actual participants -- All of the above stated "proposed participants" were the actual participants.

At the beginning stages of the MEP, materials were planned, produced, and tested by the CEA and his counterpart, the AR of the Co-operative Training Centre and the CTC staff. Two PCVs

or the co-operative movement; and the public.

- MEP and CTC staff members.
- Extension Aids Unit, Book Production and Materials Resource Unit, Studio A-Serrekunda, and Tailor Ida Jagne, all of whom received scarce or costly equipment and materials as "payment-in-kind" for services rendered.

3. Materials and Techniques

- a) Proposed materials and techniques to be used -- The materials to be produced fall into the following three categories:
- Staff-training materials -- Field manuals and reference materials to train and guide staff in their field activities.
 - Instructional materials for participants -- Workbooks, flip-charts, blackboards, etc. for use by MEP participants.
 - Promotional materials -- Radio ads, stickers, etc.
- b) What materials and techniques were actually used and how -- Reports indicate that, in 1981 and early 1982, materials were planned and produced under the supervision of an ad hoc materials development committee. It consisted of CTC staff members and was under the direction of the director of the CTC. During those regular Monday morning meetings, needs and resources were identified, ideas circulated, responsibilities allocated, and progress monitored.

From mid-1982 to 1983, the above materials development staff and management system changed. By the end of 1983, materials development staff members complained of inadequate communication and co-operation among themselves. Materials were often developed by one person but with input from others. Ideas for new materials were raised, but were not always followed up on.

The materials which were produced during this period were all pre-tested and evaluated after they had been put in the field.

In 1983, a standardised graphic format was developed for the purpose of improving the visual quality of the publications. During that period most of the printing operations were being

Start the...

were active participants in the original development of educational materials. Materials were produced with assistance from the Extension Aids Unit of the Ministry of Agriculture. All materials planning and production was reviewed at regular Monday morning meetings at the training centre.

In 1982, materials continued to be developed at the training centre but use was made of other resource units than the Extension Aids Unit because of their lack of co-operation and missing deadlines.

Most of the MEP field materials were pre-tested before submission to the CIEs for field use. In a few cases, materials were not pre-tested but rather field tested and brought back in for revisions when problems were identified.

The Book Production Unit of the Ministry of Education began to be a prime contractor in late 1982 and the CLUSA project supported this Unit by supplying it with needed, scarce equipment and supplies from the USA. Materials and scarce, needed equipment also were brought in for Studio A Serrekunda (T-shirts, stickers, flags, etc.) and a sewing machine was purchased for the tailor producing the cloth badges. This was done in the belief of true development and enabling the beginnings of private enterprise.

Most of the publications and materials coming out of the MEP are now produced collaboratively with the MEP office staff, the communications consultant, and the CIEs.

CLUSA, in 1983, built a new radio production studio and a materials development room in an effort to improve the quality and quantity of materials to support field activities.

Because of the nature of the materials developed by the MEP, all have been used extensively.

To further break this down, the "actual participants" are:

- Members of the 82 seccos; 40 CTCSSs; 1 fishing co-operative; 42 livestock owner's associations; 6 plus rice grower's associations; 300 plus co-operative staff members; supporters

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done at the Book Production and Material Resources Unit of the Ministry of Education.

About on-half of the proposed materials and activities for the mass media campaign (all of which had been produced) were not used as planned, due to the postponement of co-operative month. This was despite the availability of funds, the many preparations made, and the enthusiasm of staff and participants for the idea. In the case of CMT and radio learning, the sessions were conducted by travelling teams of CIEs, MEP supervisors, and ARs who met with groups of committee members, local leaders, and the public.

The MEP slide show was shown as part of these activities. New radio/cassette recorders and a set of pre-recorded cassettes, MEP T-shirts, 1984 co-operative calendars, manuals and other materials were given to all CIEs and some DOC personnel. The posters, patches, stickers and flags which had been prepared were not distributed. They will be distributed in May -- co-operative month.

Prior to the postponement of co-operative month, complaints were raised that not enough of the field staff had been involved in planning and that not enough of the materials had been produced.

It should be noted that several of the original proposed components (e.g. photonovels, films, school course) were not prepared due to a lack of time and commitment from MEP staff.

Those involved in the preparations for the campaign felt that, although the campaign itself was postponed, it did have the benefit of providing a means for several local artisans to develop their businesses in sewing, silk screening, etc.

The materials that were developed and produced by the MEP staff in collaboration with other individuals and departments were:

| <u>Material</u> | <u>Year</u> |
|---------------------|--------------------|
| 1. <u>Iiga Kafu</u> | 1980-81
1982-83 |

| Material | Year |
|---|--------------|
| 2. <u>Co-operative Numeracy Facilitator Guide, Learner's Workbook</u> | 1982-84 |
| 3. Blackboards, model scale, metre sticks | 1981 |
| 4. <u>MEP Handbook</u> | 1981-84 |
| 5. <u>CTCS Manual</u> | 1983 |
| 6. Co-operative calendar | 1981-84 |
| 7. <u>Support Activities for NLT, Homework Assignment Books 1, 2, and 3</u> | 1983-84 |
| 8. <u>IGP Manual</u> | 1983-84 |
| 9. Misc. lesson plans and handouts for training workshops | 1983 |
| 10. <u>Simplified Bookkeeping Manual</u> | 1983 |
| 11. MEP audio/slide show | 1982 |
| 12. Committee Member flipcharts | 1983 |
| 13. Co-operative poster series | 1983 |
| 14. MEP stickers | 1980
1983 |
| 15. New co-operative logo | 1983 |
| 16. Co-operative stickers | 1983 |
| 17. MEP hand-embroidered cloth badges | 1983 |
| 18. Co-operative flags | 1983 |
| 19. Co-operative T-shirts | 1983 |
| 20. MEP photographs for poster board | 1983 |
| 21. Radio spot announcements, educational dramas, interviews, actualities, and listener | |

| Material | Year |
|---|---------|
| feedback programmes | 1980-83 |
| 22. Presidential declaration of co-operative month | 1983-84 |
| 23. Area Co-operative Congresses, General Body,
and Committee Member Training meetings | 1983-84 |

- c) Problems affecting materials production -- The Gambian materials development officers cited a need for more training in the skills needed for their jobs. They also said that they didn't have access to all of the materials or facilities required for their work. Slowness of typing was cited by all materials development staff as a source of delay in the production process. Nga Kafu's editor didn't get the contributions from the field as had been agreed previously by the CIEs and supervisors. The newsletter and the radio programming suffered serious setbacks due to lack of commitment from the staff responsible to gather information, write it up, have it typed, design and layout the newsletter (or doing the necessary studio work for the radio programmes). Excuses seemed to be found for their failure to produce or shoddy work.

Time Frame

- a) Proposed time frame -- The materials would be prepared as needed. Ideally, materials would be prepared well in advance so they could be distributed as promptly as possible.

Preparations for the mass media campaign began in January, 1983. Actual implementation of the campaign activities were to begin in October (national co-operative month). Similar promotional activities were planned for later years, although on a smaller scale. The MEP staff who received training and experience during the 1983 campaign would be responsible for such future campaigns.

- b) Time during which activities were actually used -- The actual schedule for materials development activities went according to need and pre-arranged schedules. Several staff members complained of production delays during the mid-1982-83 period,

due primarily to secretarial problems.

Plans and preparations for the mass media campaign went as scheduled, although some activities and plans were altered due to lack of time and resources. These preparations included working with artisans, as well as meetings with staff and officials who would be involved in the campaign. Due to delays in getting materials, the original target date of October was pushed to November. However, one week before the November activities were to begin, the campaign was postponed until May.

5. Locations

- a) Where the materials development activities were to take place -- Designing materials would be done by MEP staff in the MEP office, in workshops which involved CIEs, or with other individuals or agencies. Production was to be done at the CTC, Extension Aids Unit (EAU), or other appropriate facilities.
- b) Where the materials development activities were actually carried out -- In 1981, most materials development activities were done at the CTC and EAU facilities. In mid-1982-83, most work was done using CTC, BPMRU, tailor Ida Jagne's shop, and Studio A-Serrekunda. The new MEP office included a small office set aside for materials development and radio production. The MEP provided equipment to BPMRU, Studio A-Serrekunda, and tailor Ida Jagne in exchange for services rendered. At the end of 1983, despite some earlier delays in getting work done, BPMRU is considered a valuable, convenient resource for materials production.

Recommendations

1. The MEP should improve communications and co-operation among staff (including the typists and printer). This can be done through regular meetings during which staff members identify material development needs and resources (based on careful consideration of information gathered in the field), the allocation of responsibilities, and then monitoring the progress of the materials as they are being produced.

2. Materials developed should continue to be pre-tested, evaluated, and revised when prepared for use in staff training or field activities. In this way, materials are more likely to be of good quality and directly suited to programme needs and conditions.
3. The MEP should make the best use of other resources available to them for design and production of materials (e.g. Non-Formal Education Services Unit, BPMRU, EAU, and others, including private artists and craftspersons, as was done during the mass media campaign and for the production of blackboards for NLT). This kind of collaboration can be shared during workshops where resources, needs, and experiences are shared. Strategies can be developed for how the various agencies can better work together.
4. MEP supervisors should see that contributions to Nua Kafu are submitted from CIEs, participants, ARs, and others in their respective areas.
5. The MEP should ensure proper and prompt distribution of materials produced, particularly through the supervisors and ARs.
6. Gambian materials development staff should receive training (e.g. on-the-job training, special workshops, or other forms of training) as required.
7. Materials development staff should organise the proposed MEP resource centre. This small resource centre/library would contain reference materials useful to staff, as well as display copies of instructional materials and reports produced by the MEP. Careful consideration must be given to how these resources are used so they are readily available at all times to whoever needs them.
8. Careful consideration must be given to the introduction of any new equipment for the purpose of expediting materials production. To date, the MEP has a light table, letter-set, photocopying machine, a new radio recording studio which contains very sophisticated equipment all of which have been either not used, under-utilised, or abused. The equipment that is introduced in the future should be commensurate with the users' understanding and ability.

SECTION IV

Appendices

SECTION IV: APPENDICES

APPENDIX A

How The Evaluation Was Planned and Implemented

In August, 1983, the co-operative education advisor, with the approval of the registrar for co-operative societies and the assistant registrar of the MEP, assigned Numeracy/Literacy Advisor Paul Jurmo and Co-operative Officer Dodou A.S. Jome the job of conducting a major programme evaluation for the MEP. It was agreed that the objectives and scope of the evaluation would be as follows:

Objectives

1. To enable CLUSA and the DOC to identify the past performance and the current status of the MEP in order to clarify strategies for improvement of the project during the coming year(s) of the project.
2. To enable CLUSA and the DOC to decide what, if any, involvement CLUSA might have in the project after the current CLUSA contract expires in September, 1984.

Scope

The evaluation should examine all of the MEP's field activities (i.e. radio learning groups, committee member training, bantaba discussion groups, co-operative thrift and credit societies, numeracy/literacy training, income generating projects, and the mass media campaign). The evaluation also should examine the programme's support activities of planning and supervision; staff training; transport; management of salaries, allowances, and claims; and materials development. For each of these activities, the study would identify basic inputs and outputs, strengths and limitations, and recommended improvements.

In August, 1983, a planning chart was developed which outlined how the report would be organised based on the above identified objectives and scope. Data-gathering instruments were prepared during that month. At the suggestion of the registrar, Mr. M.S. Baro, programme officer from the Non-Formal Education Services Unit, was called in to assist with the evaluation. It was felt that Mr. Baro's involvement would reduce any bias which the MEP staff might have in evaluating their own programme.

For two weeks in late October, this three-person team travelled through four of the original five MEP Circles to conduct interviews, observations, and tests with village participants, village facilitators, CIEs, ARs, and others who were involved in the programme during its first three years. The team also examined reports from CIEs in the field, training programmes, and previous evaluation efforts. The evaluation tried to get as large and widely representative a sampling as it could. The evaluation team was assisted in this data-gathering stage by four CIEs and three MEP supervisors.

For the first three weeks of November, the evaluation team worked in the numeracy/literacy advisor's residence in order to tabulate and analyze the information which had been gathered. From those analyses, the outputs were identified, strengths and limitations were assessed, and needed improvements identified for each of the programme activities.

In this evaluation exercise, the team found itself constrained by two major factors:

1. There was a lack of clarity of objectives against which to measure the relative success of some of the programme activities. In many cases, specific objectives for activities had not been adequately defined. Due to constraints of time, what base-line information was available could not be readily used to identify what participants had achieved.
2. The large number of field and support activities had to be grasped in a very short period of time. The accuracy of some written records was questionable, so the evaluation team had to rely on interviews and observations conducted in a two-week period with informants who were located all over the country.

Despite these limitations, the evaluation team felt that it gained a fairly balanced set of views on what happened in the programme. In this report, the team presents its interpretation of those findings, with the hope that those involved in the MEP can use this information to improve on what is basically a good and worthwhile effort.

The evaluation team wants to give special thanks to:

- Peter Spain, research and evaluation specialist, Medical and Health Department.
- Action Aid.
- Non-Formal Education Services Unit.
- The MEP supervisors and CIEs who helped in the data-gathering process.
- The typist and printer who produced this report.
- The MEP drivers.
- The many informants who patiently answered our questions and welcomed us into their communities.

A P P E N D I X B

Summary of People Interviewed and Documents Reviewed

1. Total People Interviewed -- 232*

| | |
|---|------|
| a) Participants (in various field activities) | 190 |
| RLG -- 43 | |
| CMT -- 23 | |
| BDG -- 12 | |
| CTCS -- 0 | |
| MLT -- 112 | |
| IGP -- 0 | |
| Promotional activities -- 0 | |
| b) CICs | 10 |
| c) VFs | 16 |
| d) ARs (in field) | 4 |
| e) Others | 12 |
| <hr/> | |
| TOTAL NUMBER OF PEOPLE INTERVIEWED | 232* |

* Note -- Most interviews were on an individual basis. In some cases small group (2-6 people) interviews were conducted with participants from village learning groups. These people were proportionately distributed over the Brikama, Mansa Konko, Barra, and Kerewan programme areas. Basse was not included because of its relative inaccessibility and because very few MEP activities actually had been carried out there.

2. Total Number of Documents Reviewed -- 35

The documents included:

- a) Original programme planning documents.
- b) Monthly CIC, AR, and PCV reports.
- c) Quarterly reports from GEA to CLUSA.

- d) Miscellaneous workshop reports.
- e) NLT evaluation reports.
- f) IGP evaluation reports.
- g) Interim programme evaluation (March, 1982).
- h) Proposals for mass media and materials development activities.
- i) Proposals for visits to other African countries.
- j) Sample copies of MEP publications.
- k) Supervisors' reports.

A P P E N D I X C

Record of Data-Gathering Activities

| <u>Date</u> | <u>Source of Data</u> | <u>Data-Gathering Technique Used</u> | <u>Investigator(s)</u> |
|-------------|--|--|----------------------------|
| Aug. 16 | CIE L. Sanyang | interview guide #5 | P. Jurmo (PJ) |
| Oct. 11 | MEP Supervisor F. Saidy | interview guide #5 | PJ |
| Oct. 11 | MEP Supervisor I. Njai | interview | PJ |
| Oct. 11 | CIE O. Sise | interview guide #5 | PJ |
| Oct. 13 | CIE L. Marong | interview guide #5 | PJ |
| Oct. 14 | MEP Supervisor S. Jammeh | interview guide #5 | PJ |
| Oct. 18 | NLT group at Ker Jarga | interview guide #1 | D. Jome (DJ) |
| Oct. 18 | VF at Ker Jarga | interview guide #4 | PJ and
B. Camara (BC) |
| Oct. 18 | RLG at Kuntair | interview guide #2 | PJ and BC |
| Oct. 18 | Secco Supervisor at Kuntair | interview guide #6 | DJ |
| Oct. 18 | CIE L. Camara | interview guide #5 | PJ |
| Oct. 18 | 2 CMT participants at Dasilami (Jokadu) | interview guide #1 | DJ and PJ |
| Oct. 18 | 3-NLT participants at Karantaba (Jokadu) | interview guide #1 | BC and PJ |
| Oct. 19 | VF at Samba Chargi | interview guide #4 | DJ and PJ |
| Oct. 19 | 5-10 NLT participants at Samba Chargi | interview guide #1 | DJ and PJ |
| Oct. 19 | 2 CMT members at Ndungu Keben | interview guide #1 | DJ and PJ |
| Oct. 19 | VF and NLT group at Kaba Koto | interview guide #1 | DJ and PJ |
| Oct. 19 | Visit to sheep IGP at Kaba Koto | observation, in-
formal interview | DJ and PJ |
| Oct. 19 | PCV Stephanie Reehman Mbollet Ba | interview guide #6
informal interview | Matarr Jallow
DJ and PJ |
| Oct. 20 | AR/Barra | interview guide #6 | PJ |
| Oct. 20 | Visit to Medina Daru sheep IGP | observation, in-
formal interview | PJ, DJ, M.S.
Baro (MB) |

| Date | Source of Data | Data-Gathering Technique Used | Investigator(s) |
|---------|---|---------------------------------|--|
| Oct.20 | BDG/NLT/IGP participants at Medina Daru | interview guide #1 | PJ, DJ, MB |
| Oct. 20 | VF at Medina Sering Mas | interview guide #4 | MB, PJ |
| Oct. 20 | Committee member at M.S. Mas | interview guide #1 | DJ |
| Oct. 20 | Visit to IGP at M.S. Mas | observation, informal interview | DJ, MB, PJ |
| Oct. 20 | RLG participants at Bakendik | interview guide #2 | DJ |
| Oct. 20 | NLT participants at Medina Sidia | interview guide #1 | MB, PJ |
| Oct. 20 | Visit to sheep IGP at M. Sidia | observation informal interview | MB, PJ |
| Oct. 21 | Gunjur Hajor Jarra | interview guide #3 | MB, DJ |
| Oct. 21 | Nyofelleh RLG | interview guide #2 | MB, DJ |
| Oct. 21 | Kassa Kunda IGP | interview guide #3 | MB, DJ |
| Oct. 21 | Jiboro NLT | interview guide #1 | MB |
| Oct. 21 | Basori VF | interview guide #4 | DJ |
| Oct. 22 | Committee member at Kafuta | interview guide #1 | MB, PJ, DJ |
| Oct. 22 | Visit to sheep IGP at Sangajor | observation, informal interview | PJ |
| Oct. 22 | VF at Sangajor | interview guide #4 | DJ |
| Oct. 22 | NLT/IGP participants at Sangajor | interview guide #1 | MB |
| Oct. 22 | 2 BDG participants at Jorem Bondi | interview guide #1 | MB, DJ |
| Oct. 22 | Visit to IGP site at Jorem Bondi | observation, informal interview | PJ |
| Oct. 22 | 10 CMT participants at Bwiam | interview guide #1 | MB, PJ, DJ |
| Oct. 25 | RLG participants at Kolior | interview guide #2 | Ibrahima Njai (IB) and Lamin Barrow (LB) |
| Oct. 25 | CMT participant at Kolior | interview guide #1 | IN, LB |

| Date | Source of Data | Data-Gathering Technique Used | Investigator(s) |
|---------|-------------------------------------|---------------------------------|---------------------------------|
| Oct. 25 | NLT participant at Yoro Jula | interview guide #1 | Omar Camara (OC), PJ |
| Oct. 25 | VF at Jenyeri | interview guide #4 | PJ |
| Oct. 25 | Visit to rice IGP at Jenyeri | observation, informal interview | PJ, OC |
| Oct. 25 | NLT and IGP participants at Jenyeri | interview guide #1 | OC |
| Oct. 25 | NLT participants at Kayag | interview guide #1 | IN, LB |
| Oct. 25 | VF at Sikunda | interview guide #4 | IN, LB |
| Oct. 25 | NLT participants at Sikunda | interview guide #1 | OC |
| Oct. 26 | AR/Mansa Konko | interview guide #6 | PJ |
| Oct. 26 | 9 RLG participants at Taba Nani | interview guide #2 | IJ, LB, OC, Pa Modou Toure (PT) |
| Oct. 26 | VF at Jifarong | interview guide #4 | IN |
| Oct. 26 | NLT participants at Jifarong | interview guide #1 | LB, OC, PT |
| Oct. 26 | Committee member at Sankandi | informal interview | IN |
| Oct. 26 | VF at Wurokang | interview guide #4 | IN, LB |
| Oct. 26 | NLT participants at Wurokang | interview guide #1 | OC |
| Oct. 26 | NLT participants at Bunarr | interview guide #1 | OC, PT |
| Oct. 26 | Committee member at Bambako | informal interview | IN, LB, PJ |
| Oct. 26 | Swarah Kunda NLT | interview guide #1 | DJ |
| Oct. 26 | Swarah Kunda VF | interview guide #4 | MB, SJ |
| Oct. 26 | Kerewan RLG | interview guide #2 | DJ |
| Oct. 26 | Kerewan VF | interview guide #4 | MB |
| Oct. 26 | Nguyen Sanjal CMT | interview guide #1 | MB, DJ |
| Oct. 26 | Maka Farafenyi VFs | interview guide #4 | MB, DJ, S. Jammeh (SJ) |

| Date | Source of Data | Data-Gathering Technique Used | Investigator(s) |
|-----------|---|---|-----------------|
| Oct. 27 | Minteh Kunda BDG and committee member | informal interview | MB, DJ, SJ |
| Oct. 27 | Njaba Kunda RLG | interview guide #2 | DJ, MB, SJ |
| Oct. 27 | Mandori NLT group and VF | interview guides #1 and #4 | MB, DJ |
| Oct. 27 | Challa RLG | informal interview | DJ, SJ |
| Oct. 27 | Gunjur BDG | informal interview | DJ, SJ |
| Oct. 27 | Konteh Kunda Niji NLT group and VF | interview guides #1 and #4 | DJ, MB, SJ |
| Oct. 27 | CIE O. Camara | interview guide #5 | PJ, IN, OC |
| Oct. 27 | MEP files in Mk office | document review | PJ, IN |
| Oct. 29 | CIE L. Sisay | interview guide #5 | DJ |
| Oct. 29 | MEP supervisor M. Jallow | interview guide #5 | PJ |
| Nov. 2 | CIC I. Jarjue | interview guide #5 | DJ |
| Nov. 7-21 | MEP mechanic L. Fatty | interview | DJ |
| Nov. 7-21 | MEP driver B. Colley | interview | DJ |
| Nov. 7-21 | Materials Development Officer M. Trawalle | interview | DJ |
| Nov. 7-21 | PCV for IGPs/CTCSs M. Burnette | interview | DJ |
| Nov. 7-21 | AR/MEP A.M.B. Jeng | interview guide #6 | DJ, MB |
| Nov. 7-21 | CEA T. Winn | interview guide #6 | DJ, MB, PJ |
| Nov. 7-21 | Communications Consultant M. Cashman | interview, questionnaire | DJ, PJ |
| Nov. 14 | CLUSA accountant K. Cham | written statement based on interview guide #5 | DJ |

A P P E N D I X D

Abbreviations Used

| <u>Abbreviation</u> | <u>Meaning</u> |
|---------------------|---|
| AR | Assistant Registrar |
| BDG | Bantaba Discussion Group |
| BPMRU | Book Production and Material Resources Unit |
| CEA | Co-operative Education Advisor |
| CIE | Co-operative Inspector for Education |
| CLUSA | Co-operative League of the USA |
| CNT | Committee Member Training |
| CTC | Co-operative Training Centre |
| CTCS | Co-operative Thrift and Credit Society |
| DUC | Department of Co-operation |
| EAU | Extension Aids Unit |
| CCU | Gambian Co-operative Union |
| GOIC | Gambian Opportunity Industrial Centre |
| IGP | Income-Generating Project |
| MEP | Member Education Project |
| MMP | Motorcycle Maintenance and Repair Programme |
| NFE | Non-Formal Education |
| NLT | Numeracy/Literacy Training |
| PCV | Peace Corps Volunteer |
| RCS | Registrar of Co-operative Societies |
| RLG | Radio Learning Group |