



CITIZENS' NETWORKS PROGRAM
(Mobilizing Popular Organizations for Democratic Governance
(CA No. 521-A-00-00-00043-00)

FINAL REPORT
(October 2000 – May 2002)

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1. INTRODUCTION

America's Development Foundation's Mobilizing Popular Organizations for Democratic Governance program was designed to strengthen popular organizations as constituencies promoting democratic governance in Haiti. On September 29, 2000 USAID/Haiti awarded a one-year Cooperative Agreement (CA No. 521-A-00-00-00043-00) providing \$577,896 to support implementation of this program, which became known as the Citizens' Networks (Réseaux des Citoyens) Program. In September 2001 the Cooperative Agreement was extended for eight months, through May 31, 2002, and an additional \$441,357 was added to the budget.

The Citizens' Networks Program contributed to achievement of USAID/Haiti's fifth Strategic Objective (SO5): *More genuinely inclusive democratic governance*. Specifically, the program fostered the conditions necessary for civil society organizations to have greater influence on policies, provide expanded civil society oversight of public institutions, and increase the responsiveness of elected officials. The Citizens' Networks Program was designed as a pilot program, demonstrating a realistic approach to working with popular organizations as a positive force for change, as well as the impact such work can have on the development of democratic governance in Haiti.

ADF worked with popular organizations in twenty communes of Haiti to increase their understanding of the concepts of democratic governance, the role they have to play in strengthening democratic governance in Haiti, and to expand the number and quality of actions they undertake that strengthen democratic governance at the communal, regional, and national levels. Through building networks and coalitions, the Citizens' Networks Program enables popular organizations to more effectively aggregate popular demand for democratic governance.

This final report covers program implementation during the entire period of the Citizens' Networks Program, October 2000 – May 2002.

In the first 6 months of program implementation ADF succeeded in raising awareness and understanding in popular organizations of the role they must play in building democratic governance and strengthened their commitment and capacity to fulfill this role. This success was evident in the increased networking and coalition building among popular organizations, as well as the increased number of civic actions that took place.

Achievements in the second six-month period of the Citizens' Networks Project consisted of developing practical experience in contributing to democratic governance, a continued increase in networking and coalition building, the development of strategies that result in increased democratic governance, and expanded civic action.

Achievements over the final eight months of the Project consisted of forming enduring local development committees (referred to as "Coalitions") that formalize cooperation between the popular sector, local authorities, business, and other civil society actors in each of the twenty

communes. The final eight months also saw the development of inter-communal approaches to resolving problems and the ongoing implementation of civic actions at the communal and cluster level.

2. SUMMARY OF PROGRAM IMPLEMENTATION

ADF selected four communes in five territorial departments of Haiti (Ouest, Sud, Sud Est, Artibonite, and Grand Anse) to participate in the program. Communes that are the *chef lieu départemental* were included, due to their importance in the department as large towns with the presence of delegates from central government. The remaining three communes for each department were selected based on their status as *chef lieux d'arrondissement*, the level of popular organization presence in the commune, and the accessibility and proximity of the communes to one another. Communes considered "problematic" or "hot", either due to divisions within the popular sector or other difficulties, were given a high priority in the selection process.

The communes initially selected were:

- Port-au-Prince, Croix de Bouquets, Leogane and Arcahaie in the *Département de l'Ouest*;
- Cayes, Cavaillon, Torbeck and Aquin in the *Département du Sud*;
- Jacmel, La Vallee, Baintet and Marigot in the *Département du Sud Est*;
- Jeremie, Moron, Dame Marie and Bonbon in *Département du Grand Anse*; and
- Gonaives, Petite Riviere de l'Artibonite, St. Michel de l'Attalaye and St. Marc in the *Département de l'Artibonite*.

One of the selected communes, Dame-Marie in the Grand Anse, was replaced by the commune of Chambellan following initial contacts given the lack of interest on the part of government officials and the absolute refusal of popular organizations to collaborate together. Similar problems were found in Moron, but ADF was able to overcome these issues enough to be able to continue in that commune. The commune of Jeremie was dropped midway through the program following steadily increasing hostility between the local government and popular organizations in this commune. One communal section in the commune of Jeremie, Lartibolière, was re-included in the program.

The popular organizations (abbreviated OPs, for *organisations populaires*) that would participate in the program were selected after meeting with a wide range of popular organizations, talking with people in the community, and asking interested OPs to fill out a questionnaire regarding their areas of activity, membership, and level of collaboration with other popular groups. The ADF Team chose organizations in function of their civic engagement and reputation in the community. The process was inclusive rather than exclusive and ADF worked with more than 400 popular organizations; four times the number it had expected to work with. Some of the OPs participating in ADF's program were also participating in other USAID-funded democracy and governance programs implemented by MSI or NDI, particularly in Cayes, Gonaives, Aquin, and Jacmel.

Four hundred twenty (420) popular organizations participated formally in the Citizens' Networks Program, and hundreds more participated in events sponsored under the program. Of the formal OP participants, 85 represented federations of several organizations, ranging from three (e.g. Inyon pou Redresman Petit Rivyè Atibonit) to over 200 groups (e.g. Kòdinasyon dè Oganizasyon Demokratik Ti Rivyè ak Desalin – KODEK). Overall, the organizations that participated in ADF's program represented over 250,000 citizens.

2.1 BASELINE STUDY

Baseline information was collected from 392 organizations. This included information on the number of OPs that had undertaken some form of civic action (e.g. civic education, dialogue with government, public information or other action used for advocacy), the number of OPs that had collaborated with others as part of a coalition or network, and the number of coalitions or networks they belonged to.

Over half of the OPs (57%) conducted civic education in some form and over half (53%) had undertaken some type of action to advocate for their issues. Sixty percent (60%) stated that they collaborate with other organizations through some kind of network or coalition. Most belonged to only one, but some of these are in as many as three networks, federations or coalitions. A table presenting baseline information can be found as Attachment I. A table comparing baseline data with end-of-project data for OPs undertaking civic education or advocacy/public information can be found as Attachment II.

2.2 DEMOCRATIC GOVERNANCE WORKSHOPS

ADF worked directly with the leadership of popular organizations to prepare them as proponents for and participants in democratic governance for Haiti. The first step in ADF's strategy for the Citizens' Networks Program was to build large-scale understanding of, and commitment to, the democratic governance process in the popular sector.

Twenty (20) two-day working sessions on democratic governance were held, one in each of the communes participating in the Citizens' Networks Program. Four hundred twenty (420) popular organizations participated in this training, as follows.

Aquin	25 OPs	Jeremie	23 OPs
Arcahaie	13 OPs	La Vallee	14 OPs
Bainet	32 OPs	Leogane	18 OPs
Bonbon	23 OPs	Marigot	16 OPs
Cavaillon	20 OPs	Moron	18 OPs
Cayes	25 OPs	Petite Riviere de l'Artibonite	28 OPs
Chambellan	28 OPs	Port-au-Prince	27 OPs
Croix de Bouquets	19 OPs	St. Marc	25 OPs
Gonaives	21 OPs	St. Michel de l'Attalaye	12 OPs
Jacmel	17 OPs	Torbeck	18 OPs

In most communes, female participants were a minority. The departmental capitals (i.e. Jacmel, Gonaives, Jeremie, Cayes and Port-au-Prince) tended to have more female participation. In Cayes, there were more women than men in the democratic governance workshop.

The Democratic Governance working sessions brought together a number of popular organizations within a commune (including those from communal sections) to discuss varied aspects of democratic governance in Haiti, as foreseen in the 1987 Haitian Constitution. The program began with a discussion of citizenship and the role citizens play in the governance of a democratic country. The concept of three sectors – political, social, and economic – working together for the future of Haiti was introduced, as well as the term civil society to represent the social sector. The group together then examined popular organizations as an essential part of civil society and the role they must play in working toward a better future in Haiti. Throughout the working sessions, the analogy was drawn between democratic governance within an organization and democratic governance within a nation. Indeed, many participants stated that this concept (referred to as “autogovernance”) was one of the most important aspects of the workshop. Themes such as the necessity for leaders to maintain contact with members and for transparency in the operations of the organizations as well as in the country were vigorously discussed.

In the majority of communes, participants were limited to the leadership of popular organizations. In some communes local government officials also participated in the working sessions and were able to expand their understanding and knowledge of democratic governance alongside their counterparts in civil society.

A review of evaluation forms completed on the session, as well as follow-up discussions with participants, shows that participants found the workshop to be highly interesting and effective. Aspects particularly appreciated were:

- The skills of ADF's staff as trainers and their ability to explain ideas and concepts in ways that participants could understand;
- The realization that popular organizations were part of civil society, and that without their participation the country cannot advance;
- The realization that how popular organizations were governed was important; and
- The need for popular organizations to work together, regardless of their political tendencies or affiliations, to resolve problems in their community.

Recommendations for ADF invariably included the need for such training and discussions to continue, and a desire for ADF to conduct sessions on democratic governance in every communal section of the country. Additional recommendations included having more women participants and allocating more days for the working session.

An agenda for the Democratic Governance workshop is included as Attachment III and a sample of the products of working groups during the democratic governance session is

included as Attachment IV. A full list of participants in the democratic governance working sessions, as well as the organizations to which they belong, was presented in the Mid-Term report for this Program. A summary of pre- and post-working session scores on an assessment of knowledge related to democratic governance is included as Attachment V. Training materials for this workshop were submitted with the Mid-Term Report for the program.

2.3 TRAINING OF CIVIC EDUCATION ANIMATORS

ADF's strategy for the Citizens' Networks Program sought to build local capacity for civic education and citizen mobilization in order to build citizen participation in democratic governance. Civic education is a core strategy in promoting democratic governance because it prepares citizens for the role they are expected to play in the democratic process. Popular organizations see educating citizens on core issues, through civic education, as a critical part of their role in the community.

ADF conducted five intensive, two-day, training of trainers (TOT) workshops to build the capacity of popular organizations to conduct effective civic education with their members and in their communities. As detailed in Table 1, over 120 civic education *animateurs* from 73 popular organizations in 19 communes were trained.

Table 1: Participation in Training for Civic Education Animators

Location	Origin of participants (commune)	# of men	# of women	# of OPs represented
Port-au-Prince	St Michel de l'Attalaye: 3 St Marc: 3 Pte Riviere de l'Artibonite: 2 Port-au-Prince: 7 Léogane: 4 Arcahaie: 3 Cx des Bouquets:3	20	5	13
Jacmel	Bainet: 6 Jacmel: 7 Lavallée de Jacmel: 5 Marigot: 5	20	3	13
Les Cayes	Cayes: 9 Cavaillon: 9 Torbeck: 8 Aquin:8	25	8	22
Latibolière (Gde Anse)	Bonbon: 8 Moron: 8 Chambellan:8 Jeremie: 16	33	7	27
Total	number of communes: 19	98 (81%)	23 (19%)	73

These TOT workshops focused on the basic principles of group dynamics, community animation techniques, and how to conduct civic education in a group setting. Topics covered included:

- An initiation to a systematic approach of the fundamentals of group dynamic theory;
- Basic principles of adult training;
- Review of fundamental principle and technique of community and small group animation;
- Overview of general civic education topics;
- A presentation of the various pedagogical materials distributed by ADF to the coalitions at project's end; and
- Discussions on how to utilize other readily available materials (e.g. the newspaper, radio programs, and monthly church leaflets) as a basis for civic education.

ADF also provided participants with training materials and supplies that can be used for local civic education and citizen mobilization programs. These materials included theme-based posters and flip charts, which are used to guide discussions with illiterate populations, as well as copies of the 1987 Constitution, pamphlets on decentralization and human rights, and other written materials in Créole that can be used with semi or fully literate participants.

A review of evaluation forms completed at the end of the sessions showed that participants were unanimous in the belief that the training will permit them to conduct effective civic education in their organizations and their communities. They felt that the topics treated over the two day workshop were relevant and prepared them well for the work they would do. Some participants felt that they could have learned more if there had been additional time, and suggested a less intensive workshop in the future. In terms of the training materials that were distributed, 89% of participants felt that the training materials would help them significantly or would be of the highest utility for conducting civic education locally, while only 11% of participants felt that the training materials would be of some help.

An agenda for the training of civic education *animateurs* workshops is included as Attachment VI. A full list of participants in the training of civic education *animateurs* workshops can be found as Attachment VII. A list of training materials that were distributed is included as Attachment VIII.

2.4 LOCAL CIVIC FORUMS

Local civic forums were designed and held to expand communication and collaboration between popular organizations and other civil society groups, as well as with local government in the communes where the Citizens' Network Program was implemented. These forums built upon the increased understanding and openness of popular organizations toward

developing a working relationship with local authorities based on increased citizen involvement in local decision-making on priorities, policies, and the allocation and management of resources for the resolution of local problems.

One-day civic forums were held in seventeen communes, with an additional event in Latibolière (Jeremie) combining the civic forum with a strategy planning session. Over two thousand people representing popular organizations, local government authorities, the private sector, and other civil society groups attended the local civic forums. Participants generally came from every *section communal* in the commune. Table 2 presents an analysis of the groups participating in ADF's local civic forums. In sum, 1,246 members of 622 popular organizations (56% of all participants) attended the local civic forums and engaged in discussions on local priorities with 340 local government authorities (15%), 68 private sector members and 573 members of other civil society groups (29% including private sector). In most communes, women participants were a minority, averaging 25% overall. The Agenda for the local civic forums was included as Attachment IX. A list of participants was presented in the second Semi-Annual Report for this Program.

The one-day events provided a forum within which civil society (including grass roots based popular organizations), local government (including locally based representatives of national government), and the private sector could discuss local problems and come together for the improvement of local conditions. The design of the forum provided the opportunity for heterogeneous and homogenous groups to discuss local issues and agree upon two priorities on which they will concentrate in the upcoming year. Participants then elected a group of individuals that would work with ADF staff to develop strategies and workplans for addressing these priorities.

Intensive technical assistance, as provided by the ADF/Haiti field staff and project director, greatly facilitated the planning and execution of the local civic forums organized over the course of the project. Their active role helped members of the local *Comités d'Initiatives* present the forum's objectives as non-partisan and non-sectarian, and helped project the image of inclusiveness required. The field staff's participation helped insure that the organizing committees were not duly monopolized by any individual political sector or manipulated by locally elected officials and politicians. Moreover, the ADF project director's signature as a co-organizer on invitation letters to these forums added credibility and authority to the process.

The choice of themes to be debated during the local civic forums was initially made by delegates of local popular organizations, acting as a *Comité d'Initiatives*. Popular organizations met together in advance to identify what they perceived as serious issues within the commune that could serve as a focus to discussions. In many communes working groups during the forum agreed on these issues and focused their discussions on them. In other communes, new issues were identified and discussed in addition to, or instead of, those identified by the popular organizations. In all cases the forums provided an opportunity for participants to work in small group sessions with those of similar perspectives (i.e. in homogeneous groups) and those with different perspectives (i.e. heterogeneous groups, such as mixed participants from local government, popular organizations, and the private sector).

Each group examined problems in the commune and proposed possible solutions on which they could all work together. For example, in Moron each group focused on the broad issues of the degradation of the environment and civic problems in the community. Problems were identified (e.g. epidemics related to poor sanitation, poor soil, and juvenile delinquency) and solutions proposed (e.g. increasing latrines, protecting water, eliminating standing water, educating youth and getting them involved). Once potential joint actions were identified to implement potential solutions, these were analyzed according to four specific criteria proposed by ADF:

1. Engages all sectors;
2. Can be implemented using available resources;
3. Benefits everyone; and
4. Can be achieved in one year or less.

Each group then decided upon two priorities, which were then presented to and discussed by all participants in a plenary session. Two priorities for the upcoming year were then agreed upon by the plenary and delegates from all sectors were selected to work with ADF in planning civic actions that address these priorities.

Table 2: Participation in Local Civic Forums

Communes	No. of participants	No. of participants from the popular sector	No. of popular organizations represented	No. of local authorities (followed by the # of types of local authorities)	No. of particip. from the private sector	No. of particip. from other CS sectors	% male partic.	% female partic.	% of particip. from OPs	% of particip. that were local authorities	% of particip. from other CS sectors
Aquin	161	98	64	32/7	1	30	89%	11%	61%	20%	19%
Arcahate	121	65	40	16/12	4	36	94%	6%	54%	13%	33%
Bainet	116	60	39	24/6	2	30	89%	11%	52%	20%	28%
Bonbon	135	65	22	19/9	4	47	82%	18%	48%	14%	38%
Cavaillon	153	85	36	13/3	5	50	85%	15%	56%	9%	35%
Cayes	138	96	57	1	2	39	75%	25%	70%	0%	30%
C-d-B	142	83	51	22/7	5	32	91%	9%	58%	16%	26%
Chambellan	142	79	37	28/6	7	28	87%	13%	56%	19%	25%
Jacmel	125	64	46	12/3	12	37	72%	28%	51	39%	10%
Lavallee	125	73	44	22/3	5	25	77%	23%	58%	18%	24%
Leogane	90	46	27	8/6	0	38	81%	19%	51%	7%	42%
Marrigot	118	54	31	30/9	1	33	83%	17%	46%	25%	29%
Moron	133	74	43	26/4	11	22	91%	9%	56%	20%	24%
P. R de l'Artibon.	146	62	58	44/3	6	34	93%	7%	42%	30%	28%
P-A-P	93	71	52	6/4	0	16	85%	15%	76%	7%	17%
St Michel de l'Att.	127	74	39	35/4	1	17	87%	13%	58%	28%	14%
Torbeck	160	97	58	2/2	2	59	82%	18%	62%	1%	37%
TOTALS	2225	1246	622	340	68	573	84.88%	15.12%	56%	15%	29%

2.5 STRATEGY-PLANNING SESSIONS

Democratic governance implies a partnership between the principal societal actors (government, civil society, and market) in the making and implementation of public policy, resolving public problems, and the allocation and management of public resources. The process of developing strategies jointly by these three actors to address local priorities is, in itself, a process that contributes to stronger democratic governance because it establishes the legitimacy of citizen participation in local decision-making and develops the practice of working together to resolve public problems and allocate public resources. As practical experience in the practice of democratic governance grows, this establishes new societal norms within the commune and serves as a model for the rest of the country. Furthermore, in many communes the strategies developed foresee influencing central government decision-making to achieve contributions of its resources for the resolution of local problems. Through this, democratic governance at the local level channels citizen participation and demand up to the national level. In other communes, the strategies contribute further to democratic governance by expanding the understanding of this concept and related practices through civic education sponsored jointly by local government and civil society.

Strategy-planning sessions provided a format for delegates from popular organizations, local government and civil society (with technical assistance from ADF) to develop strategies and plan actions that address priorities identified in the local civic forums.

Strategy-planning sessions were held in seventeen (17) communes. Table 3 provides a summary of participation in the strategy planning sessions. Overall, 501 people attended these sessions, including 377 from popular organizations, 45 from local government and 53 from private sector and other civil society groups. Participants were selected during the local civic forum to serve as delegates for this follow-on work. The exceptions to this were St. Marc and Gonaives, where strategy-planning sessions were held with fifteen and ten popular organizations, respectively, prior to holding the local civic forum. A sample agenda for the strategy planning sessions is included as Attachment X. A list of participants was presented in the second Semi-Annual Report for this Program.

Table 3: Participation in Strategy Planning Sessions

Communes	Number of Days	Number of Participants in the Strategy Planning Session	% of women	% of men	% of participants belonging to the popular sector	% of participants representing local authorities	% of participants from private sector & other civil society groups
Aquin	2	34	18%	82%	73%	12%	15%
Arcahaie	2	23	22%	78%	66%	30%	4%
Bainet	2	31	3%	97%	68%	16%	16%
Cavaillon	2	34	15%	85%	67%	15%	18%
Cayes	2	33	21%	79%	73%	0%	27%

C-d-B	2	23	17%	83%	92%	8%	0%
Chambellan	2	26	19%	81%	92%	8%	0%
Gonaives (NF)	1	25	40%	60%	100%	0%	0%
Jacmel	2	32	13%	87%	66%	16%	18%
Lavallee	2	31	29%	71%	74%	13%	13%
Latiboliere (Jeremie)	2	26					
Marigot	1	24	38%	62%	71%	8%	21%
Moron	2	44	11%	89%	86%	5%	7%
P-A-P	1	24	21%	79%	96%	0%	4%
St Marc (NF)	1	24	16%	84%	100%	0%	0%
St Michel de l'Att.	1	28	18%	82%	61%	14%	25%
Torbeck	2	39	15%	85%	84%	6%	10%
TOTAL		475	19.75	80.25	79.31%	9.44%	11.13%

ADF's strategy-planning sessions assisted delegates of the community to define how the desired changes identified as priorities in local civic forums could be achieved using resources that are accessible to them. While the session was adapted to meet the needs of specific groups, in general the outline can be described as follows.

After reviewing the advantages of collaborating together and bringing the resources of both government and citizens together to improve local conditions, participants examined priorities and actions that could be taken to achieve these. In some communes, participants were able to outline strategies for both priorities in the one- or two-day session. In most communes the group only outlined strategies for one of the priorities. Participants brainstormed ideas on how to achieve the desired changes using local resources. Alternative approaches were analyzed and the group came to a consensus on what approach would be used. The resources needed for this action were then identified, as well as potential sources for these human, material, and financial resources (community, government, private sector). Commissions were created to follow-up on contacting these various sectors and building their interest in and commitment to the action. In some cases, special cooperatives have been established as a mechanism through which financial contributions can be accepted and managed.

ADF continued to work with the committees and commissions established in each commune over the life of the Citizens' Networks Program. Eventually these developed into formal coalitions, as further described in Section 2.7.

2.6 MISCELLANEOUS TECHNICAL ASSISTANCE TO POPULAR ORGANIZATIONS

While working with popular organizations in planning and conducting scheduled activities under the Citizens' Networks Program, ADF field staff also provided technical assistance to organizations in a number of related areas.

- ADF provided technical assistance to approximately 30 popular organizations on institutional development issues, particularly related to the structure and governance within the organization and legal registration.
- ADF provided technical assistance for conflict mediation and resolution between popular organizations, particularly in the communes of Bainet, La Vallée, Gonaïves, and St. Michel de l'Attalaye.
- ADF facilitated contact and communication between popular organizations and local authorities, and even between different local authorities working in the same commune.

2.7 INSTITUTIONAL DEVELOPMENT OF LOCAL COALITIONS

A key objective of the eight-month extension for the Citizens' Networks Program was to build upon the collaboration established in the local civic forums and strategy-planning sessions to establish enduring local development committees in each commune. There are important advantages to establishing more permanent local community development committees. These committees provide a framework for addressing local issues and working together at the community level to resolve problems. Moreover, they provide a vehicle for empowering communities and building social cohesion.

The effectiveness of these committees at developing and managing local initiatives to resolve local problems is critical if they are to serve as a means of modeling the practice and benefits of internal democratic governance, and civic engagement and collaboration between civil society and government. ADF field staff provided intensive technical assistance in the domain of institutional strengthening in order to help the ad hoc committees established during the civic forums to adopt a more formal and permanent structure, known as a *coalition*. In all communes the coalitions of community organizations were encouraged to initiate a process leading to their formal legal recognition by local and national authorities

Formal coalitions were established in eighteen communes, including Latibolière, a communal section of Jérémie that had been re-incorporated into the Citizens' Network at the request of local popular organizations. Two communes, St. Michel de l'Attalaye and Léogane, did not form formal coalitions, although their provisional *Comités d'Initiative* and subcommittees are still very active in building collaboration between OPs in the commune and promoting joint action.

All communal coalitions have undertaken the arduous process of becoming legally recognized under Haitian law. Ten coalitions have gained legal recognition at the level of the commune. Of these, five have requested legal recognition from the Ministry of Social Affairs and their applications are being reviewed with a favorable eye. A sixth coalition (Latibolière) has submitted a request for legal recognition from the Ministry, but not from the Mayor's Office at the communal level. Legal recognition will enable coalitions to take actions such as opening a bank account that is not available to informal organizations.

Coalitions also established formal subcommittees to structure their work and provide extended outreach related to activities. These subcommittees were tasked with specific responsibilities ranging from:

- Community sensitization, education, and mobilization
- The public relations with all other social partners involved, and finally to
- The material, financial, and technical monitoring of community projects

As a result of this effort, most coalitions successfully managed to sensitize wide sectors of their communities in the course of implementing their activities, particularly youth in the local schools, peasant based organizations, religious sectors, locally elected officials, their local congressman and senators, in addition to meetings with state authorities in their relevant ministries or communal bureaus.

Table 4 presents an overview of the status of the coalitions formed. Coalitions are identified by commune and name / acronym. Key indicators presented are:

- The number of affiliated community organizations within each Coalitions;
- An overview of their relationships with other social sectors in their respective communities
- An indication of whether or not bylaws have been formally adopted by the General Assembly of these Coalitions
- An indication of the status of the process of their obtaining legal recognition by either local or national authorities
- An assessment by the ADF technical team of the overall performance and institutional efficiency of the Coalitions

A list with the names of the leaders of the Coalitions established in each commune is presented in Attachment XI.

Table 4: Overview of Coalitions

Commune	Coalition	# orgs	Bylaws	Relationships with other social sectors	Legal status	Evaluation of institutional Performance
Aquin	KOESA	37	YES	Amb de la France, Amb du Canada, Min. Agriculture, Mairie	A.S/ Mairie	Excellent
Arcahaie	CODA	12	YES	Mairie/M. Agric	A.S/ Mairie	Excellent
Bainet	POB	28	YES	CRS, Assoc. des professeurs, Autorités locales	Mairie	Excellent
Bonbon	CODEB	17	YES	CARE, PNUD, GRAMIR, Mairie, Min Agriculture	A.S/ Mairie	Excellent
Cavaillon	MOCADDEC	23	YES	Min de l'Agriculture	Process underway	Excellent, in general, but at end Coalition leaders affected by local political instability
Cayes	KODEKA	25	YES	Mairie/Min Agriculture	Process underway	Excellent performance, although leadership lacks in decision making initiative
Chambellan	AODC	24	YES	CARE, PNUD, GRAMIR, Mairie	A.S/ Mairie	Excellent
Croix-Des-Bouquets	COPROCB	20	YES	Mairie	Mairie	Acceptable, but lack of availability of key leaders/members affects overall performance
Gonaïves	COVODA	39	YES	Assoc. des Entrepreneurs de l'Artibonite (AEA), Presse, Hougan, L'eglise, autorités locales	Process underway	Good
Jacmel	KODEKOJA	25	YES	Chambre de Commerce de Jacmel, Association de presse, PADF, Kiro, Association étudiant, planteurs	Process underway	Excellent
La Vallée	PLOGVA	15	YES	CRS, Autorités locales, Association vodou, KODEVA	Process underway	Good
Latibolierie (in Jeremie)	L/UPDEG	23	YES	PNUD GRAMIR Marie, Min. Agriculture	Ministry of Social Affairs	Federation presently undertaking process of negotiating with other community sectors to become a Coalition
Marigot	COREM	18	YES	Association Ougan, L'Eglise, Directeurs d'Ecoles Autorités Locales	Mairie	Good
Moron	CODEM	34	YES	CARE, PNUD, GRAMIR, Marie, Min. Agriculture	A.S/ Mairie	Excellent
Petite Rivière	CODPRA	21	YES	Autorités locales, l'eglise, association hougan, planteurs	Mairie	Good
Port-au-Prince	COREDH	30	YES	Autorités locales, assoc. de presse, Min. de l'environnement, chambre de commerce, OPC, Etc.	Process underway	Good
St Marc	Bale Wouze	31	Not yet ratified	Autorités locales, commerce, Assoc. de presse, planteurs, sociaux, professionnels, etc...	To be undertaken	Excellent
Torbeck	CODET	16	YES	Mairie	Mairie	Acceptable, although leadership lacks in perseverance and self-discipline

In building local coalitions into enduring structures, ADF worked with them to establish several elements that were critical to internal democratic governance and obtaining legal recognition. These included:

- Inter-institutional cooperative agreements;
- Draft of an “acte constitutif”,
- Legal minutes (procès verbal),
- Draft by-laws, and
- The various formal letters requesting their legalization to the proper legal instances.

The basic model proposed by ADF suggested basic elements aimed at ensuring both the democratic nature of the newly created institutions, as well as essential elements to their overall functionality, efficiency and performance.

Overall, all coalitions developed bylaws on the basis of the model provided by ADF. The process of developing bylaws involved a long process of internal debate within the leadership of each coalition, as well as within member organizations of the coalition. At the end of this process most bylaws adopted contained similar elements, but they also reveal differences resulting from the democratic process of discussions, amendments and ratification within individual coalitions.

The governing framework of the coalitions is still considered to be under development. The bylaws and internal regulations of these newly created institutions would benefit from further amendments and refinements. The leadership bodies of the various coalitions are keenly aware of this issue, since it affects the potential long-term viability of their coalitions. An ongoing process of revision and completion of individual internal regulations is underway throughout most of these institutions. Given the drawn out process through which mandated sub-committees work on drafting such proposals, then have them examined, amended and then democratically ratified by the General Assembly, it is to be expected that in most cases, internal regulations will not be completed and formally ratified before the fall of 2002 at the earliest.

A sample of the form of bylaws developed by coalitions is included as Attachment XII. Overall, the bylaws developed by the Communal Coalitions can be considered democratic and functional. They could, however, benefit from further refinements through further

The following provides an example of the level of technical guidance provided by ADF. In regards to internal decision-making, it was suggested that bylaws or internal regulations should, to the best and most detailed degree possible, stipulate the following elements/ principles:

- Who (or what decisional instance or body) is mandated to act on behalf of the coalitions, take initiatives, take decisions, etc.
- Who (or what decisional instance or body) is unauthorized to do so
- What are the “free” domains of intervention, where any decisional instance or body can freely act on its own authority
- What sanctions or penalties are foreseen for any decisional instance, body or individual member that violates the institutions’ bylaws and internal regulations
- Processes for submitting complaints within the organization; the make-up of the “judicial” body mandated to examine these complaints; the right to self defense of any accused party; and finally the modalities for an appeal to a final authority (the General Assembly, in most instances).

intensive specialized assistance, in order to ensure and guarantee the implementation of democratic structures and processes within these coalitions. All bylaws stipulate that the leaders of all the communal coalitions are to be democratically elected by their respective General Assembly. This general assembly consists of the member organizations of the Coalition. All bylaws also have various provisions stipulating that the General Assembly can adopt various sanctions against the coalition leaders (individually or collectively), thus fundamentally insuring control and supervision by the General Assembly of their institution.

With ADF's technical assistance the various coalitions have begun to develop administrative and operational manuals that will guide their everyday operations. These manuals still need completion and a number of these communal coalitions have already approached ADF in order to formally request this follow-up support.

2.8 INTER-COMMUNAL FORUMS

The development of dialogue and communication between popular organizations, other civil society organizations and local government in different communes is critical to the aggregation of citizen interests and the modeling of democratic governance beyond the local level. ADF worked under the Citizens' Networks program to extend the networking of popular organizations beyond the level of the commune. Opportunities for establishing networks, coalitions, and other forms of linkages between popular organizations in different communes and between popular organizations and other parts of civil society culminated in the inter-communal (regional) forums.

In all five targeted departments, the ADF team worked with the leadership of communal coalitions to organize a major, non-partisan gathering of grass-roots based community leaders united in their common aspiration for social and economic development of their regions. The inter-communal forums, held in May 2002, proved to be a huge success and constituted an important regional social political event. In addition to the representatives of popular organizations, participants included local government authorities, national government representatives, members of the legislature, businessmen and women, and other civil society leaders. Many of the inter-communal forums received significant media coverage.

During each of those meetings delegates of the communal coalitions presented an overview of the history of their coalition and their organizational status. This enabled all present to better familiarize themselves with the institutional strengths and weaknesses of individual federations, and with the social and political potential for community development they collectively represent. The plenary group then split into four working groups that focused on issues of priorities, collaboration on joint actions, strategies for continued contact and cooperation, and outreach to other organizations. The recommendations of the working groups were presented and discussed in a final plenary session.

Six inter-communal forums were organized. Forums in the Departments of Grand Anse, Sud, Sud Est and Artibonite grouped together delegates from the coalitions in each of those

departments. Two forums were held in the Ouest Department; one regrouping Croix des Bouquets and Arcahaie, and the other with Leogane and Port-au-Prince.

Over a thousand individuals participated in these meetings. Four hundred forty two (442) popular organizations were represented, as well as 22 local/or national elected officials or their representatives, at least 76 participants were invited as representatives of important local social sectors (the media, business, religious representatives, community leaders, etc.). Ninety-three (93) participants did not identify the sector they belong to. Table 5 provides a profile of participants in the inter-communal forums. A sample agenda for the inter-communal forum can be found as Attachment XIII and a full list of participants as Attachment XIV.

Table 5: Participation in the Inter-Communal Forums

Participants	Grand Anse (228)	Sud (209)	Sud Est (191)	Ouest (Léog.) (129)	Ouest (CB/A) (111)	Artibonite (135)	TOTAL
Men	84% (191)	65% (135)	82% (156)	77% (99)	86% (95)	77% (104)	780
Women	16% (37)	35% (74)	18% (35)	23% (30)	14% (16)	23% (31)	223
Total	228	209	191	129	111	135	1003
Number of Organizations represented	81	97	100	59	56	49	442
Elected Officials (or their Representatives)	2	2	4	6	5	3	22
Others (social leaders, Professionals, Journalists, local business and community leaders)	24	6	33	3	9	1	76
Unidentified Participants	0	11	1	18	6	57	93

At the conclusion of each of those five forums, delegates of community organizations formally adopted resolutions aimed at establishing regional federations of non partisan community organizations working for the development of their regions before year's end. In all five departments, the group adopted resolutions aimed at progressively establishing legal sub-regional and departmental federations focused on community development in their respective regions. They adopted an action plan and calendar of meetings among their respective leadership, starting with the summer 2002. They also adopted a resolution aimed at extending the model of the Citizen's Networks Program implemented by ADF to other communes of their department, with the objective of eventually establishing a department-

wide federation of grass roots based community organizations working for the development of their respective regions. ¹. As one participant noted,

“Meetings between different organizations to debate common problems and find solutions is the only thing capable of leading the country on the path of development and democracy. One of the greatest problems in our society is the absence of dialogue at all levels. That is why this work merits the support of all sectors in national life and should be extended throughout the nation.”

2.9 SUMMARY OF ACTIONS PER COMMUNE

Table 6 provides a summary of actions that ADF undertook in each commune. A narrative description of accomplishments per commune can be found as Attachment XVI.

¹ At the time of writing this report, ADF was informed that in the Grand Anse a formal inter-communal Coalition regrouping the communes of Jérémie (Latibolière), Moron, Bonbon and Chambellan was created in July 2002 and the process to obtain their legal recognition at the national level is presently underway.

Table 6: Summary of Actions per Commune

Department/ Commune	Democratic Governance Workshop (OPs)	Local Civic Forum (participants)	Inter- Communal Forum	Strategy Planning Session (participants)	Civic Education Animateurs	Coalition Formed	# of OPs in Coalition
Departement de l'Artibonite							
Gonaives	21	N/A	Yes	25	N/A	Cercle des Organisations pour le Développement de l'Artibonite (COVODA)	39
Petite Rivière de l'Artibonite	28	146	Yes	N/A	2	Coalition des Organisations pour le Développement de la Petite Rivière de l'Artibonite (CODPRA)	21
St. Marc	25	N/A	Yes	24	3	Bale Wouze	31
St. Michel de L'Attalaye	12	127	Yes	28	3	Under development	N/A
Departement de l'Ouest							
Archaie	13	121	Yes	23	3	Coordination des Organisations pour le Développement de l'Archaie (CODA)	12
Croix des Bouquets	19	142	Yes	23	3	Coordination des Organisations pour le Progrès de la Croix-des-Bouquets (COPROCB)	20
Leogane	18	90	Yes	N/A	4	Under development	N/A
Port-au-Prince	27	93	Yes	N/A	7	Coalition des Organisations pour le Renouveau d'Haiti (COREDH)	30
Departement du Sud-Est							
Bainet	32	116	Yes	31	6	Platfòm Òganizasyon Benè (POB)	28

Jacmel	17	125	Yes	32	7	Kowalisyon Oganizasyon pou Developman Jakmel (KODEKOJA)	25
La Vallee de Jacmel	14	125	Yes	31	5	Platfòm Oganizasyon Valeyen (PLOGVA)	15
Marigot	16	118	Yes	24	5	Coalition pour la Réhabilitation de l'Environnement de Marigot (COREM)	18
Departement du Sud							
Aquin	25	161	Yes	34	8	Komit Espwa Akin (KOEASA)	31
Cavaillon	20	153	Yes	34	9	Mouvement des Citoyens Actifs pour le Développement de Cavaillon (MOCADEC)	23
Cayes	26	138	Yes	33	9	Konbit pou Developman Kay (KODEKA)	25
Torbeck	18	N/A	Yes	39	8	Coalition des Organisations pour le Développement de Torbeck (CODET)	16
Departement de la Grande Anse							
Bonbon	23	135	Yes	N/A	8	Coalition pour le Développement de Bonbon (CODEB)	17
Chambellan	28	142	Yes	26	8	Association des Organisations pour le Développement de Chambellan (AODC)	24
Jeremie/ Latibolière	17	26*	Yes	26	10	L/UPDEG	23
Moron	18	133	Yes	44	8	Coalition des Organisations pour le Développement de Moron (CODEM)	34
TOTAL	417	2091	6	428	116	18	432

* In Jeremie/ Latibolière, the local civic forum was combined with the strategy planning session

2.10 CLOSE-OUT ASSESSMENT

ADF conducted a close-out assessment in May 2002 for the purpose of assessing progress in achieving the intended results and impact of the Citizens' Network Program, and to gather feedback from participants. The assessment consisted of two elements.

First, an oral interview process solicited feedback from popular organizations on the value of ADF's Citizens' Network Program and their suggestions for improving this work. Informal interviews with local officials, community leaders and members of coalitions provided them with the opportunity to comment to USAID and ADF on the overall implementation of the Citizen Network Program, and to particularly highlight what in their opinion represent the key element of success of this project. They also shared with the ADF representatives their recommendations as to future developmental programs that could sustain and reinforced the efforts already accomplished in their communities. A sampling of responses follows:

- Before ADF came to the commune organizations were separate and without real objectives. With ADF they came together in one big coalition with every [political] tendency working together and we achieved our objective.
- In the short-term, the project helped us to structure ourselves. In the medium term, it permitted us to achieve our objectives, which were reforestation, civic education, awareness raising, and mobilization for a durable community development. In the long term, it is to continue to give good training to everyone living in the commune and in the whole country.
- Before ADF there were lots of grass-roots organizations working that had never met together because of political problems and events. Groups were active to help the small peasant, but their efforts were too sparse. With ADF our efforts are not spread thin anymore and we have all become one group. The strength of our organizations has been doubled because we encourage people to get involved, and the number of organizations has increased too.
- Today we have 27 organizations participating in the coalition, but we are going to work to get the two other communal sections involved as well so that we have a base in every home.
- The vision of our coalition is long-term because we are working for the good of our commune.
- This program permitted us to do civic education in the schools, the Church, in families, and for local officials.
- There is less division between the "governed" and the "governing", and more transparency.
- The work on democratic governance helped us to develop a new approach to choosing our representatives.
- We see that this work did well because people from every sector was encouraged to participate, whether peasant, businessman, landowner, professor, or religious.

ADF also invited OPs to provide written feedback regarding the Citizens' Networks Program. Three coalitions decided to provide written feedback and these documents are included as Attachment XVII.

The second form of assessment was a short questionnaire distributed to 256 popular organizations in 17 communes that had participated in the Citizens' Networks Program. This questionnaire, complemented by field visits, asked popular organizations that had participated in the Program to report on the extent to which they had conducted activities relevant to the Program's intended results. These final field visits provided the ADF team the opportunity to follow up on the activities implemented by the various coalitions. It also enabled an internal evaluation of the civic actions undertaken during program life by participating community organizations as well as a general overview of project impact and perspective. A short questionnaire was distributed to all community organization leaders participating in these meetings and the data collected is presented in the following sections on results and impact.

3. PROGRAM RESULTS

The Citizens' Networks Program projected the achievement of seven project-level results and three impact level results. Targets and accomplishments for each of these results are summarized below.

PROGRESS IN ACHIEVING RESULT 1: UNDERSTANDING OF DEMOCRATIC GOVERNANCE

The leaders of 100 popular organizations have a better understanding of the concept of democratic governance and the role of civil society in assuring democratic governance.

Target: leadership of 100 popular organizations.

Achieved: leadership of over 400 popular organizations

Citizens Networks Program activities contributing to achievement of this output

Democratic governance workshops provided an opportunity for the leaders of popular organizations to learn about, and discuss the implications of, democratic governance. Other activities provided these leaders with opportunities to deepening their understanding of democratic governance through practice.

Comments/Observations

The leaders of over 400 popular organizations were trained in the concepts of democratic governance, civil society, and the role of popular organizations in promoting and participating in democratic governance. A comparison of pre- and post-workshop test scores revealed that these leaders raised their scores from an average of 16% to 66%. Furthermore, participants in ADF's democratic governance workshops went back to their homes and repeated this training within their own organizations and with other popular organizations in their localities. One hundred and four (104) organizations that attended the workshops provided similar training for the membership of 233 popular organizations, including their own. This brings to five hundred twenty nine (529) the total number of organizations that have worked to develop their understanding of the concept of democratic governance and the role of civil society (including popular organizations) in assuring democratic governance.

Furthermore, this increased understanding was translated into action. Cooperation among popular organizations and between popular organizations and other sectors increased. This includes cooperation between popular organizations and local government officials, which has resulted in more than one hundred civic actions being collaboratively undertaken to improve conditions in the local communities. More information on collaborative civic actions can be found in the discussion on this area of impact.

PROGRESS IN ACHIEVING RESULT 2: STRATEGY DEVELOPMENT

Fifty popular organizations have worked to develop strategies that contribute to increased popular demand for and participation in democratic governance in Haiti.

Target: 50 popular organizations.

Achieved: 244 popular organizations

Citizens Networks Program activities contributing to achievement of this output

Local civic forums provided an opportunity for popular organizations to sit down with other local actors to define priorities and outline strategies for actions they will take to respond to these priorities. Facilitated working sessions in each commune assisted the follow-up committee to develop strategies in greater detail.

Comments/Observations

Representatives of a total of 244 popular organizations have worked with other civil society groups (37 groups total) and local government officials (45 officials from 25 local government institutions) to develop strategies that contribute to stronger democratic governance in Haiti.

The strategies were varied. They included:

- Civic education by popular organizations, at times with the material support of local officials;
- Mobilization of an OP's members or the community at large to take action rather than expecting government to resolve all problems, for example by organizing a neighborhood clean-up or raising the money necessary to repair a water pump;
- Pressuring local government officials to take desired action, for example putting school repair into the local budget;
- Working with local officials to pressure others, such as convincing the Department of Public Works to repair a bridge on a local road or getting an international NGO to expand its work in the region;
- Bringing together community and government resources for resolving a local problem, for example repairing a road using gravel purchased by the mayor, trucks provided by TPTC, and the labor of community members.

PROGRESS IN ACHIEVING RESULT 3: CAPACITY FOR CIVIC EDUCATION

100 civic education animators in popular organizations participating in the project have the technical skills and material necessary to conduct civic education and citizen mobilization in their communities.

Target: 100 animators in 50 OPs.

Achieved: 121 animators in 73 OPs.

Citizens Networks Program activities contributing to achievement of this output

Five training of trainers workshops for delegates of popular organizations and local coalitions.

Comments/Observations

Civic education is a core strategy in promoting democratic governance because it prepares citizens for the role they are expected to play in the democratic process. Popular organizations see civic education as a critical part of their role in the community. As noted above, many of the people from popular organizations that participated in the democratic governance workshops returned home and immediately began training others.

ADF's formal training of civic education animators in popular organizations resulted in developing the skills of 99 men and 22 women from a total of 73 popular organizations. Animators were trained from popular organizations in 19 communes, and at least 33 communal sections. Materials to use in civic education classes was distributed to each participant, including the text of Haiti's 1987 Constitution and material on human rights and the rights of children.

PROGRESS IN ACHIEVING RESULT 4: ADVOCACY

Estimated 25 advocacy campaigns developed and implemented by popular organizations and coalitions of these organizations.

Target: 25 advocacy campaigns.

Achieved: 31 advocacy campaigns have been conducted by popular organizations either on their own, in concert with other local civil society organizations, or in partnership with local government.

Citizens Networks Program activities contributing to achievement of this output

Strategy development working sessions assisted popular organizations and coalitions to identify areas in which advocacy is needed. Technical assistance to OPs and coalitions aided the planning of advocacy campaigns.

Comments/Observations

Popular organizations participating in the program have reported 31 advocacy campaigns. Fourteen of these campaigns targeted decision-makers outside the commune (most of these

included the participation of local government in the advocacy effort) as well as those inside the community. Twenty-eight advocacy campaigns focused solely on influencing decision-makers at the local level.

It is very possible that OPs under-reported their advocacy activities. When responding to a final questionnaire with the question "Has your organization pressed local authorities to resolve (a) problem(s)", 200 of the 256 popular organizations (78%) answered yes. The problems included roads (23%), potable water (11%), civic education (11%), reforestation (7%), community health (7%), markets (4%), and latrines and schools (each 3%).

Advocacy campaigns targeting decision-makers outside the commune included efforts with local government to obtain central government resources (e.g. funding, machinery, and technical services) in support of local activities and priorities, as well as work to influence non-profit assistance organizations. Advocacy campaigns to influence decision-makers at the local level include actions to gain the support of local officials for local actions, as well as campaigns to influence and mobilize community action.

The advocacy undertaken by popular organizations and other civil society organizations that have participated in the project may appear modest in relationship to what is traditionally understood as a full blown "advocacy campaign" by large and nationally influential civic organizations or coalitions. However, whether undertaken by individual OPs or by local/regional coalitions, the civic actions reported to ADF correspond to both the Program objectives as well as to the present day realities of a socially and politically divided and radicalized Haiti.

PROGRESS IN ACHIEVING RESULT 5: INTER-SECTORAL EXCHANGE

A minimum of 100 popular organizations in 20 communes and hundreds of other CSOs and local government officials exchange views on key issues facing their communities.

Target: 100 popular organizations in 20 communes.

Achieved: Over 400 popular organizations in 20 communes

Citizens Networks Program activities contributing to achievement of this output

Local civic forums brought together popular organizations, local government officials, and multiple civil society groups to exchange views on key issues and identify local priorities. Strategy planning sessions involving all key sectors continued discussions and identified collaborative approaches to addressing priorities.

Comments/Observations

Local civic forums held by ADF and the popular organizations with which it works have been held in eighteen communes. These one-day forums provide a structured opportunity for popular organizations, local government officials, private sector actors, and a variety of civil society leaders to discuss the issues facing their community, exchange views, identify priorities, and agree to cooperate on actions to address these priorities. Over 600 popular organizations, 170 other civil society groups (including 52 people from the private sector),

and 340 local government officials (including ASEC and CASEC members, mayors, and local employees of government ministries) met together in local civic forums to exchange views and come together on key issues facing their communities. In all, the forums involved 2,225 people in 17 communes.

In some communes the number of participants that inscribed themselves as government officials was significantly lower than others. In about half of these cases (e.g. Torbeck and Arcahaie) there were actually many local officials -- particularly CASEC members -- that identified themselves by their membership in popular organizations rather than by the posts to which they were elected. In other communes (e.g. Port-au-Prince and Cayes) the level of participation by government officials was actually fairly low. Although local officials were invited, they chose not to come. According to ADF field staff, the reason for this failure to appear ranged from a feeling of inadequacy (feeling unprepared to participate) to a feeling of fear at sitting down with so many from the popular sector.

PROGRESS IN ACHIEVING RESULT 6: LOCAL DEVELOPMENT COMMITTEES

Enduring local development committees with representation of the popular sector, local authorities, and other local sectors formed in 20 communes demonstrate their ability to plan and implement actions mobilizing local resources to improve local conditions.

Target: Active local development committees in 20 communes.

Achieved: Coalitions (local development committees) established in 18 communes.

Citizens Networks Program activities contributing to achievement of this output

Local forum process leads to recognition of the need to join together to advance local development. Technical assistance for the institutional development of Communal Coalitions leads to structuring of this collaboration, formalizing the Coalitions as institutions, and planning and implementing actions to improve local conditions.

Comments/Observations

At the end of this process, eighteen communal coalitions successfully achieved the following benchmark results:

- Within all communal coalitions, an interinstitutional memorandum of understanding (MOU) was drafted and ratified by all member organizations establishing the basic principle and agreements amongst them destined to rule their behavior until their formal legal recognition
- Mandated delegations drafted by-laws for the future communal coalitions which were then democratically ratified by the general assembly
- A central coordinating committee was elected by the general assembly
- Members of the different subcommittees by individual coalitions were elected by their peers

- A hierarchy of domains and corresponding responsibilities was established in order to facilitate the decision making processes
- All successfully mastered the process of planning and organizing their general assemblies
- All have learned how to establish and maintain institutional archives
- A culture of transparency and accountability has been established within individual coalitions and is filtering down into member organizations
- All have increased their capacity to develop harmonious working relationships with other institutions and local authorities
- In general individual community organizations belonging to these coalitions have become more efficient.

PROGRESS IN ACHIEVING RESULT 7: INTER-COMMUNAL COLLABORATION

Increased dialogue and collaboration between neighboring communes to address issues and problems extending beyond individual communes, resulting in at least ten “cluster” projects in which communes collaborate together.

Target: Ten “cluster” projects.

Achieved: Communes collaborated together to organize and carry out five inter-communal forums.

Citizens Networks Program activities contributing to achievement of this output

ADF field staff facilitated networking between popular organizations and coalitions in neighboring communes and with their counterparts in other communes in the region. Inter-communal forums provided an opportunity for dialogue to grow and for groups in differing communes to identify common issues and priorities.

Comments/Observations

Inter-communal forums took place in the final month of the Citizens' Networks Program. Two of these forums grouped together only two communes. Three of these forums brought together all four of the Citizens' Networks communes in the department, as well as local government officials and other civil society groups from throughout the department.

The delegates attending these inter-communal forums were highly committed to the idea of working together on issues that affect them all. A number of specific joint projects were identified, although few of these “cluster” projects were initiated before the end of the Program. Joint projects will include cooperating together on reforestation, working to expand collaboration and democratic governance to all communes in the department, improving roads and bridges, and setting up recycling programs.

4. PROGRAM IMPACT

All activities under ADF's Citizens' Networks Program contributed to the desired areas of impact. By educating popular organizations about the principles and practice of democratic governance, and the importance of citizen participation, ADF's actions motivated OPs to educate and mobilize their communities to take action. Each activity brought popular organizations together, often with the participation of local authorities and other civil society sectors, and promoted networking and coalition building. ADF provided technical assistance and a framework for local groups and authorities to identify priorities, define strategies, and take action to address these priorities.

PROGRESS IN ACHIEVING IMPACT 1: ACTIONS TO EDUCATE AND MOBILIZE CITIZENS

Increased number and quality of actions by popular organizations in five departments to educate and mobilize citizens on key issues.

Target: Net increase.

Achieved: 156 actions have been taken to educate and mobilize citizens on key issues.

Strategic Approach

The Democratic Governance workshops held by ADF served to stimulate OP understanding and interest in educating and mobilizing citizens, as well as providing a model for technical approaches to complicated subjects. Citizen participation, and the role of popular organizations in stimulating and channeling this participation, was a core theme in these workshops. ADF followed up on this by assisting local groups to develop strategies that included public information, education and mobilization as a critical element, and by providing technical assistance to realize these strategies. Finally, ADF provided training to over a hundred delegates from popular organizations to develop their capacity to provide quality civic education in their communities.

Comments/Observations

The popular organizations participating in the program realized acutely that for democratic governance to become a reality it was necessary to educate and mobilize citizens on key issues. Immediately following ADF's democratic governance seminars, participants went back to their homes and repeated this training within their own organizations and with other popular organizations in their localities. One hundred and four (104) organizations that attended the workshops provided similar training for the membership of 233 popular organizations, including their own.

Furthermore, many of the civic actions undertaken by popular organizations included an education and/or mobilization component. Citizens were mobilized to repair roads, cleanup their towns and neighborhoods, contribute money to repair schools, and pressure local officials for increased services. Public information and civic education campaigns were

conducted to educate citizens, reduce land disputes, increase respect for the regulation of local markets, improve local sanitation practices, and increase the practice of safe sex.

In response to a questionnaire administered by ADF at the end of the project, 110 OPs out of 256 respondents (43%) stated that they had conducted civic education activities with their members. 46% stated that they had done civic education with others in their community. A full 87% said that they had conducted public information and education programs with their members and the community to sensitize them to key issues and mobilize their participation.

PROGRESS IN ACHIEVING IMPACT 2: NETWORKING AND COALITION BUILDING

Increase in the number of popular organizations participating in the program that belong to issues-based networks and coalitions.

Target: 50% increase in the number of popular organizations (OPs) that belong to a network or coalition and the number of coalitions or networks they belong to.

Achieved: Almost 400 popular organizations report that they belong to a network or coalition, compared to 236 at the start of the project.

Strategic Approach

ADF's strategy built networking and inter-organizational collaboration through a progressive approach. First, popular organizations were brought together to learn about and discuss democratic governance and their role in that important process. This provided an opportunity for OPs to grasp the importance of working together. Next, the communal forums and follow-on strategy-planning sessions provided an opportunity for dialogue and cooperation between OPs to continue, and for the process to expand to include local authorities and other civil society groups in the commune. ADF encouraged the informal collaboration formed for the forum to become formalized through creation of a formal coalition, with established structure and bylaws, recognized as a legal entity. Once these coalitions were created, ADF further expanded networking and coalition building through sponsorship of an inter-communal forum, which brought together coalitions located within each Territorial Department. This strategy resulted in the establishment of recognized mechanisms for aggregating the interests of citizens in Haiti.

Comments/Observations

Although the majority of popular organizations (60%) stated during the baseline that they belonged to a network or coalition, the degree of networking and coalition building has expanded under the Citizens' Networks Program. Coalitions of popular organizations, other CSOs, and local authorities have been formed in 17 communes to address specific issues in these communities. In addition to these informal coalitions, popular organizations have created formal coalitions in 18 communes, and are in the process of forming regional (*départemental*) coalitions. In some cases, communal coalitions include local authorities. In other cases the coalitions have not formally included local authorities but, rather, collaborate with local officials as needed.

The formal communal coalitions are focused on one core issue: the development of their commune and their region. By selecting an issue that concerns the membership of all popular organizations, the coalitions have been able to bring together a wide variety of groups that are usually divided by political or religious differences. In many communes, this represents a tremendous achievement.

The fact that these organizations recognize that they have shared interests that transcend political differences goes a long way toward building citizen participation and the accountability of government officials to their constituents. Local officials are assessed by their willingness to collaborate in the endeavor and their ability to produce results, rather than being supported simply because of their political party. Furthermore, as noted below, popular organizations are working together for their common future.

PROGRESS IN ACHIEVING IMPACT 3: JOINT CIVIC ACTIONS

Increased number of joint action among popular organizations and between popular organizations and other local groups (local authorities, businesses, other sectors of civil society) to resolve local problems.

Target: Increase in the number of joint actions

Achieved: 81 joint actions

Strategic Approach

ADF worked with individual organizations, coalitions, and groups of coalitions to identify local priorities and take action. Democratic governance workshops stressed the importance of working together on common issues. Local civic forums provided an opportunity for dialogue with local officials and other civil society organizations, and furthermore built a joint commitment to work together to improve local conditions. Strategy-planning sessions assisted with developing realistic strategies that used available resources to address issues. Technical assistance for planning projects and for enlisting the help of citizens and collaborating with others helped to turn these strategies into action. Inter-communal forums set the stage for collaboration between communes for the resolution of regional issues.

Comments/Observations

The increased knowledge and understanding of democratic governance in popular organizations was translated into action at and beyond the local level. OPs have taken 200 civic actions. Furthermore, the vast majority of these actions have been successful, both in terms of achieving their desired results and having a longer-term impact (e.g. in building collaboration among groups and with local government) that increases democratic governance.

Of the civic actions undertaken by popular organizations, 110 have been undertaken by individual organizations, 81 have been joint efforts (67 that include local government and 14 in collaboration with other civil society groups but without government). A list of civic actions by popular organizations can be found in Attachment XV.

The coalitions themselves focused on planning and implementing the developmental priorities that had been identified as a result of the communal forums held during the first phase of the Citizen's Network's project. As a majority of these Action Plans focused on environmental issues such as reforestation and soil conservation, a concerted effort was made on an inter-regional basis in order to hold a series of joint activities centered around May 1st. In Haiti, May 1st is celebrated as Agricultural Day and has in recent years also been the occasion for civil society in general to highlight national concerns regarding the advanced state of environmental degradation throughout the country.

The increased focus by popular organizations on taking action to improve local conditions has also had a significant impact on the dynamics in local communities. As the popular sector has become more organized on non-partisan issues, the participation of other civil society leaders has grown. These leaders (including businessmen; technicians; Catholic, Protestant and Vaudou religious leaders; and other non-affiliated community leaders) have formed various support groups to work with the emerging coalitions. The reduction in internal and inter-organizational conflicts and the introduction of an orderly process to foster and facilitate local dialogue has expanded cooperation beyond the popular sector, to the general benefit of the community as a whole. As the mayor of Saint Marc stated,

“Thank you for this initiative. I had told members of *Bale Wouze* that an organization's activities cannot be limited to burning used tires. One must envision activities that contribute to the development of the City of Nissage Saget. I am ready to work with *Bale Wouze* on their new vision and I congratulate the members of ADF that worked with such vulnerable groups to help them change their outlook”.

5. LESSONS LEARNED AND RECOMMENDATIONS

ADF maintained a flexible approach to project implementation, which enabled it to adjust the Citizens' Networks Program to changing conditions and in function of lessons learned. These lessons learned and recommendations to USAID on future programming are presented in the following sections.

5.1 LESSONS LEARNED

Lessons learned during program implementation can be summarized as follows.

1. Grass-roots organizations recognize the advantages of formal networks and coalitions

Traditional social and community alliances and networks are generally weak in Haiti, due to numerous socio-economic and historical factors that have been analyzed at length over the past decades by numerous social scientists, and also been the object of many USAID sponsored assessments, developmental projects and reports. Alliances are stronger in rural areas than in urban areas. In rural area they were generally born out of the traditional free agricultural labor exchange amongst neighbors ("*eskwad*"), then extended on a wider community basis to address a relevant developmental problem (such as the maintenance of roads and trails, building of a school or church, ("*koumbite*").

At the start of the Citizens' Networks Program most popular organizations that were part of such local/regional networks, alliances and coalitions reported that these were *informally* based – characterized by the occasional coming together of the leadership of these organizations, or based on local/national political party affiliations or sympathies. Given the general radicalization of national politics over the past decade in particular, it is also natural to observe that such networks remain more vibrant in communal sections as opposed to the more urbanized village center, and in smaller communes as opposed to the larger departmental/ regional capitals or larger and more urbanized communes, which are largely divided by partisan national politics.

One of the major impacts of the project has been that both the leaders of popular organizations and their general membership became strongly conscious of the need to *formalize* these relationships, of the need to put in place viable structures both internally and in the working relationship between local CSOs. This process of "institutional reinforcement" culminated with the establishment of formal communal-based Coalitions of community organizations focused on the socio-economic and cultural developmental of their regions. Mandated delegates of member organizations reviewed, debated and ratified formal by-laws, internal regulations and procedures, meant to help guide behavior and relationships between members/leaders, prevent and resolve internal conflicts and strengthen inter-institutional agreements on the basis of models of "memorandums of understanding"

(Protocole d'Accord), of internal regulations ("Règ Jwèt") and of bylaws ("Estati") proposed by ADF.

Most of these Coalitions have by now obtained legal recognition at the communal level, and are awaiting formal recognition by national authorities. In all five targeted Departments, the networking process has gone even further, with resolutions having been formally adopted by these institutions calling for the establishments of inter-communal (on a sub-regional or even departmental wide basis) Federations of community organizations focused on developmental issues, and regrouped on a non partisan basis, in the quickest possible time-frame. At the time of writing this report, in the Grand Anse Department, this has in fact been achieved.

2. Popular organizations understand the need to work with local government

In all target communes a strong desire to work with locally elected officials, regardless of their political affiliation, was observed on the part of popular organizations and community leaders in general. This process of dialogue and cooperation between civil society and elected officials was generally successful and facilitated the development of a more harmonious social climate in these communities. The support of local authorities also facilitated access to financial resources in some instances, thus Coalitions to implement priority community developmental activities they had identified.

One must note, however, that in a limited number of localities (notably in the Artibonite Department) the turbulent and violent political events that occurred at the national level in late December 2001 also had strong local repercussions, and therefore measurable impact on project implementation. The ADF technical staff played a discrete but important role in serving as mediators amongst the confronting socio-political factions, and it is felt in fact that once the raw tensions subsided, the previous experience of working together in a non partisan manner within the local Coalitions, greatly facilitated the restoration of a climate of peace and dialogue amongst the various sectors of these communities

3. There is an over-reliance on external solutions to local problems

A general consensus exists to the effect that Haitian communities have become overly dependent on PVOs in order to concretely resolve local problems through the implementation of small developmental projects. Activities such as local coalition building, working with local officials in identifying and prioritizing local community problems and potential solutions and available resources directly addresses this dependency factor must be addressed, and are appreciated as a necessary step in the right direction.

On another level, CSOs and OP leaders and CSO members do not have a regular habit of working together to brainstorm in order to analyze problems and identify potential solutions. ADF training staff has adopted a methodological approach which actively encourages this process, thereby reinforcing these individual's abilities to work together ever more efficiently. Positive results are easier to attain in smaller, more rural communes and communities, than in larger and more urbanized centers, where national and local partisan politics are presently dividing the community leadership in more bitter fashion.

4. Practice is a Critical Element to the Learning Process

ADF's strategic approach relied less on theoretical or conceptual training and more on the practical application of these concepts. There were other USAID-supported civil society support programs taking place simultaneously in many of the communes in which the Citizens' Network Program took place. ADF believes that the record will show that the Citizens' Networks Program had a far greater impact than many of these other programs, despite significantly fewer resources. The critical difference was in ADF's reliance on the application of desired changes in behavior.

5.2 RECOMMENDATIONS FOR FUTURE PROGRAMMING

1. Continued Support for the Development of the Popular Sector

The popular sector is Haiti's least educated and developed sector. As the representatives of 80% of Haiti's population, this sector will also be the critical element in the evolution of participatory democracy in Haiti. Unfortunately, when uninformed, popular organizations are often captured by political leadership that ignores their needs and manipulates them for its own purposes. ADF's Citizens' Networks Program has demonstrated that it is possible to work with the popular sector for the advancement of democratic governance in Haiti. Despite low levels of funding that strongly limited the level of work within each of the communes in the program, the Program had a significant impact in mobilizing popular support for democratic governance.

Popular organizations, other civil society leaders, and local officials have all urged ADF and USAID to continue this important work. Our primary recommendation is that USAID/Haiti continue support for the development of the popular sector in Haiti in a way that supports the practice of enhanced democratic governance.

2. A Fund for Community Projects

Although it is important that local groups mobilize their own resources to resolve local problems and issues, it is unrealistic to expect that these limited resources will be sufficient to resolve all of these. Training and intensive technical assistance activities to the leadership and membership of popular organizations, to locally elected officials, and to local/regional developmental structures such as these Communal Coalitions need to be complemented by the establishment of some form of "Communal Developmental Fund" that could be utilized to help support concretely communities that are adopting principles of democratic governance, and are at least trying to resolve local problems on the basis of locally available resources.

ADF proposes that USAID/Haiti consider starting a program that makes funding available to supplement local mobilization efforts. These funds may either come through the democracy and governance office to ensure a focus on community mobilization and civic action (such as

projects currently implemented by USAID/Serbia, Lebanon, and Azerbaijan) or operate through the other development offices of the Mission. The important factor is that they are used solely to support actions that strengthen local democratic governance.

6. CONCLUSION

The Citizens' Networks Program enabled popular organizations and others in 20 communes in Haiti to learn their roles in democratic governance. ADF's capacity building in democratic governance went beyond simply distributing information. While information is a necessary basis for learning about the ways of democracy in practice, conveying information is not enough. What is learned must be applied. Citizens must finally learn by doing: by grouping together for problem-solving, by meeting frequently to discuss issues and hear the views of others; by teaching these practices and the skills they require to others; by repeatedly being exposed to civilized, substantive and productive debates on issues of importance; by keeping actively informed; and by participating in the process of governance at the local and national levels. This was achieved under the Citizens' Network Program.

Popular organizations, other civil society groups, local community leaders, and most local government officials demonstrated a remarkable openness to making democratic governance a reality in their communities. This greatly assisted program implementation and the work of the project's field staff. ADF was able to focus on creating practical experience in the practice of democratic governance, with citizens working alongside government in identifying and resolving local issues in a way that shares the responsibility for establishing priorities, defining responses, and allocating and managing public resources.

At the conclusion of this program ADF feels confident that these communal coalitions will achieve their objective of establishing larger federations. The high motivation and dynamism of the community leaders involved as well as the replicability of the institutional network model implemented by ADF strongly suggests this successful outcome. In all likelihood, given lessons learned, it is also to be foreseen that these community leaders will successfully obtain the legal recognition of this regional federation.

However, without access to financial resources to implement the numerous small development projects that these organizations seek to execute on behalf of their communities, it is highly doubtful that these coalitions will be sustainable. Similarly, given the extremely limited resources that individual communal coalitions can gather, one can question whether they will achieve their objectives of establishing a departmental wide federation of organizations

ADF strongly believes that the developmental potential of such coalitions is such as to make them a viable partner of any developmental institution working in their region, further training, technical assistance and administrative and financial support and supervision would be needed from any donor seeking to establish such a partnership.