

INSPIRING EXPERIENCES
AND METHODOLOGIES

Inclusion for transformation



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REPÈRES SUR



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AND METHODOLOGIES

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THIS PUBLICATION WAS PRODUCED WITHIN THE FRAMEWORK OF THE SOCIAL
CHANGE WORKSHOP PROGRAMME, THANKS TO THE SUPPORT OF: PACS STICKER



WITH THE FINANCIAL SUPPORT OF





Adapt participation to include

CO-CONSTRUCTION, MONITORING AND EVALUATION OF AN INCLUSION SCHEME: LEVERS AND CONSTRAINTS

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Many territorial development projects emphasize the involvement of local stakeholders as a lever for change. The idea is that, through their involvement in the definition of desired and desirable changes in their local area, they will become active stakeholders in the deployment of the project concerned. When participatory initiatives of this type are implemented, they are frequently evaluated from an external viewpoint, according to predefined measurement criteria: the percentage of women involved in the scheme, the representativeness of participants in relation to the local population, or the transparency of the process. The results of these evaluations are primarily intended to constitute feedback for backers, public authorities or international organizations, in the same way as targets for sustainable development. However, these evaluations do not deliver sufficient feedback on agency, nor on the capacity of groups to influence changes in their local area.

In this chapter, we argue in favour of an evaluation of participatory schemes which incorporates quantitative and qualitative factors, and which involves stakeholders in the evaluation of the scheme in which they are participating.

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Evaluation is not envisaged here as an isolated activity conducted before, during and after the scheme concerned (described by evaluators as *ex ante*, mid-term and *ex post*), but as a process of reflection which guides the structuring and management of the participatory scheme. This involves the conception of a territorial project, changes to be implemented, the various participants to be involved, obstacles to be overcome and strategies to be adopted for this purpose. At the same time, stakeholders consider means for the evaluation of anticipated changes throughout the participatory scheme, and of adaptations to be applied to the same scheme, should it fail to generate the desired effects. The approach described in this chapter follows the pathway of change-oriented strategies. It originates from the COOPLAGE [Ferrand, Hassenforder & Aquae-Gaudi, 2021] and ImpresS schemes [Blundo Canto *et al.*, 2020]. We describe the levers and constraints for the deployment of this approach on various scales, in the context of the Climate Change Adaptation Programme for Rural Territories in Tunisia (or “PACTE”).

This programme is specifically aimed at the inclusion of women and young people in an initiative for the concerted planning of territorial development in vulnerable areas of Tunisia.

These areas are located in the governorates of Kef, Siliana, Bizerte, Kairouan and Sidi Bouzid. These have been selected on the grounds that they rank among the most vulnerable areas of the country, in terms of the environment (particularly erosion), the fragility of economic activity (particularly associated with the depletion of natural resources and a lack of public investment in infrastructures) and poverty (according to the selection method described by Iram-Biche, 2015).

Monitoring and evaluation of a co-constructed inclusion initiative, derived from the ImpresS *ex ante* and COOPLAGE schemes

ImpresS (Impact of Research in the South) is a scheme developed by the CIRAD (the French Agricultural Research Centre for International Development). ImpresS *ex post* is intended to evaluate the impacts of research operations conducted in tropical and Mediterranean regions [Blundo Canto *et al.*, 2019; Cirad, 2015]. ImpresS *ex ante*, which is deployed in the context of PACTE, specifically involves the engagement of stakeholders in these projects in the collective formulation of a vision of the future and of desirable changes to be achieved through plausible impact pathways. Details of the various stages in the ImpresS *ex ante* process are set out in Annex 1.

ImpresS *ex ante*, as a stakeholder-focused scheme, raises the question: “what is to be done differently, and by whom?”, if the initiative is to contribute to co-constructed impacts which have been assumed *a priori*, ahead of the intervention. This scheme focuses on changes generated. We have elected to combine this with a second approach, which is more focused on the analysis and evaluation of participatory schemes *per se*: COOPLAGE, thus raising the question of the impact of participation upon the achievement of changes sought.

COOPLAGE is a French acronym, which equates to the “Co-design of Inclusive Participatory Procedures for the Adaptation of Stakeholders to Environmental Management”. This represents a series of complementary tools which are intended to support stakeholders in the deployment of participatory schemes for the achievement of socio-environmental transitions [Ferrand *et al.*, 2021]. COOPLAGE was developed by the UMR G-EAU in Montpellier, a Joint Research Unit for Water Management, Stakeholders & Applications, to meet the needs of stakeholders at various stages of the decision-making process (described in the loop diagram in Figure 1), from the preparation of a participatory scheme through to its deployment.

This COOPLAGE toolkit includes **ENCORE-MEPPP**, a dedicated tool for the evaluation of participatory schemes. MEPPP (which stands for “Monitoring and Evaluating Participatory Planning Processes”) describes the steps to be followed for devising a monitoring and evaluation protocol, from the definition of objectives for monitoring and evaluation through to the sharing of results [Hassenforder *et al.*, 2016]. This monitoring and evaluation process is intended to permit the mid-stream adaptation of the management of a participatory scheme [Hassenforder & Ferrand, 2021].

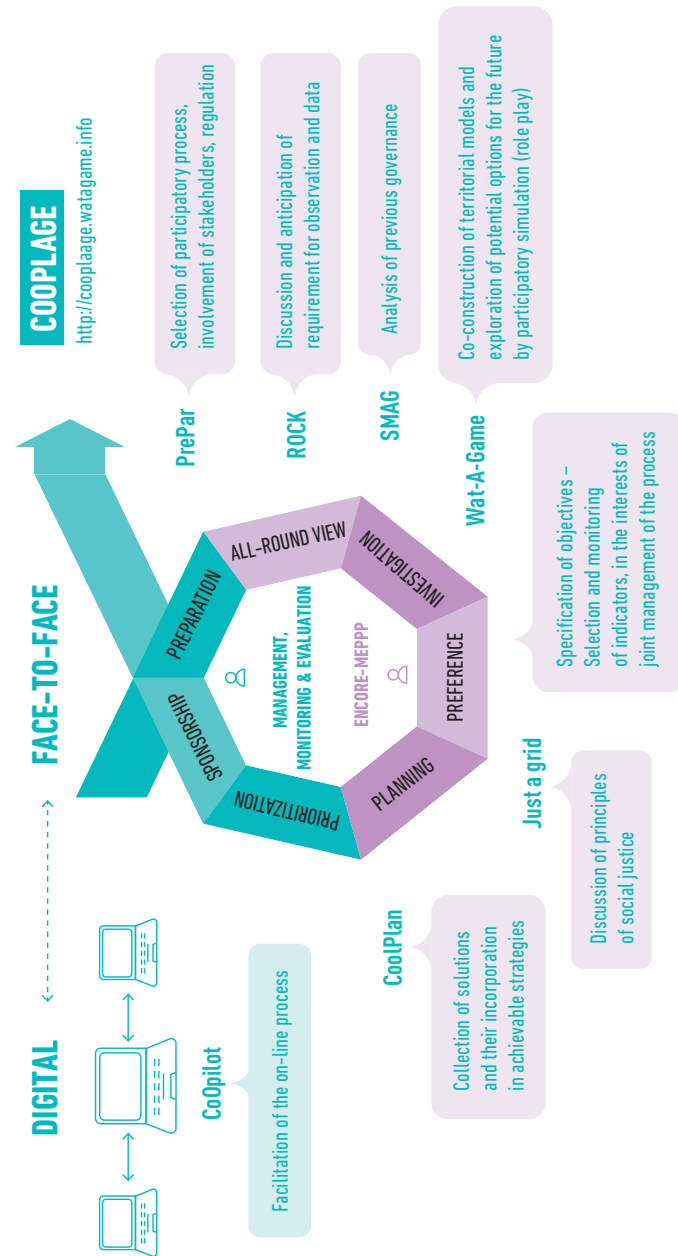


Figure 1. The COOPLAGE toolkit (source: Ferrand *et al.*, 2021)

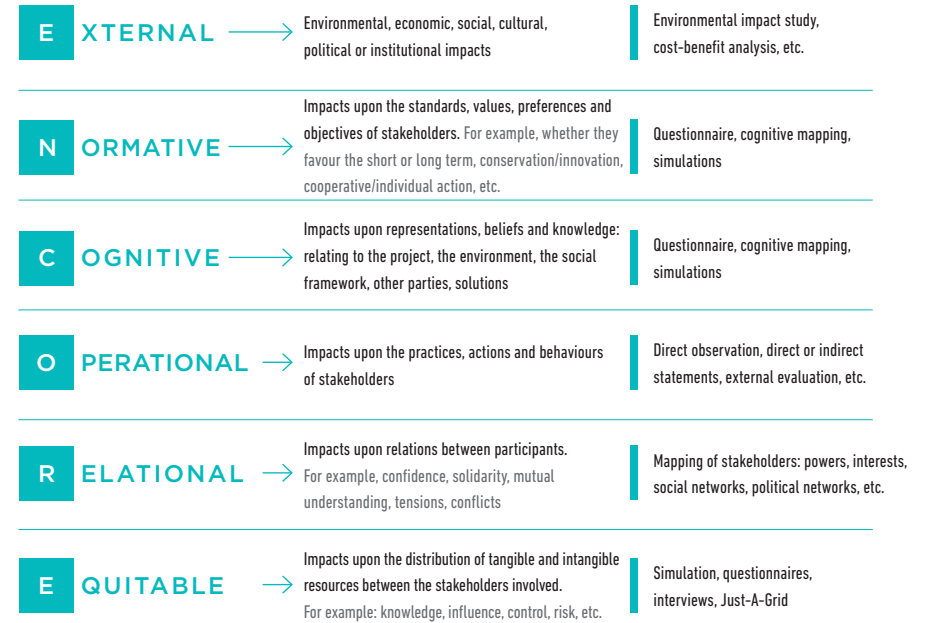


Figure 2. The ENCORE framework for the recording of potential types of impacts of participatory schemes [Ferrand & Daniell, 2006].

This approach is also conducive to a focus on the different types of impacts associated with participatory schemes, summarized by the acronym “ENCORE” (External, Normative, Cognitive, Operational, Relational, Equitable) [Ferrand & Daniell, 2006; Fig. 2].

ImpresS ex ante and COOPLAGE share similar fundamentals:

Collective reflection on desired changes within the territory, and the means for achieving these changes;

The iterative delivery of appropriate data at different stages of the process, in the interests of the mid-stream adaptation of management;

A dialogue between stakeholders on the changes which their territory is undergoing, as a means of permitting them to influence these changes, and transcending the simple “exterior” observation of impacts, in an analytical approach.

In the following section, we described how these two approaches have been combined in the context of the PACTE programme.

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Deployment of the ImpresS *ex ante* and COOPLAGE approaches in the PACTE programme

The PACTE programme has been implemented since 2018 by the Tunisian Ministry of Agriculture and its DGAFTA (Directorate General of Agricultural Land Development and Conservation). The object of this programme is the planning and funding of initiatives for the sustainable development of natural resources, support facilities for the development of agricultural operations and territorial governance mechanisms in six vulnerable zones located in central and northern Tunisia.

In addition to contributing to the development of the zones concerned, the aims adopted by the sponsors of the PACTE programme are as follows:

1. the successful achievement of large-scale local involvement, including women and young people in underprivileged areas;
2. the delivery of responses to issues which are classified as priorities by local communities, and the co-construction of territorial development plans;
3. the training of a new generation of facilitators who are qualified in participatory processes and the engineering of territorial development;
4. the deployment of reproducible processes for the structuring and evaluation of involvement. These aims are embodied by the creation of multi-stakeholder platforms, led by pairs of facilitators (generally a man and a woman), drawn from regional and local agricultural services. These platforms involve residents from the zones of intervention concerned, elected representatives, civil servants and stakeholders from civil soci-

ety, the private sector and research institutions in the generation of local knowledge, the prioritization of development issues, concerted planning, monitoring and evaluation.

To date, stages for preparation (2018), diagnostic analysis (2019) and the initiation of planning - i.e. the collection of proposals for initiatives from the local population - (c.f. Fig. 3) have given rise to large-scales participation, with a total of over 100 public events, over 3,000 direct participants and the collection of over 11,000 proposals for initiatives.

Upon the completion of this process, these proposed initiatives will be discussed, amended and specified (with respect to location, the requisite resources, scheduling of deployment, etc.), and incorporated into territorial development plans for each zone. These plans will be produced and evaluated by territorial committees comprised of representatives of residents, local authorities, civil societies and the private sector.



Figure 3. Key stages in the participatory planning process under the PACTE scheme

Co-construction

In the context of PACTE, various stakeholders have contributed to the development of the participatory process, and to the monitoring and evaluation thereof, in three key stages.

Initially, the ImpresS *ex ante* approach provided project partners with resources for the co-construction of the intervention narrative, the mapping of desired changes and the impact pathway for their achievement, clarifying causal links in the continuum of results-changes-impacts. This stage resulted in the production of a methodological framework document for the creation of multi-stakeholder

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platforms (May 2018). Thereafter, a series of workshops involving regional project partners, facilitators and stakeholders, by the application of the ENCORE-MEPPP approach, were employed, *inter alia*, for the identification of quantitative indicators (for example, the representativeness of participants in a scheme) and qualitative indicators (for example, the capacity of participants for action, and the skills of facilitators) for participation, thus resulting in the analysis of changes generated by the programme. Finally, in a third stage, outcomes from the two preceding stages have been reviewed in a number of workshops involving the parties concerned (bilateral meetings with various divisions of the Ministry of Agriculture and multi-partner workshops, a workshop for the selection of indicators, in consultation with researchers and financial backers, and feedback/finalization meetings with regional teams – facilitators, monitoring and evaluation officers and their line management). An overview of results from the three co-construction stages of the integrated process is presented in Annex 2.

The process developed is the result of both an anticipatory and reflective approach, and of a collective learning dynamic which draws upon opportunities associated with the input of dedicated monitoring and evaluation skills (delivered, for example, by a level 2 masters student, a researcher from CIRAD and a consultant with the DGACTA). Finally, the participatory process, and the monitoring and evaluation thereof, have been adapted by facilitators to the specific features of the six intervention zones, in the course of training and activity sessions (approximately 80 days between July 2018 and March 2020).

Deployment

Collection of data on the various co-constructed indicators involves a number of mechanisms and stakeholders. Between October 2019 and March 2020, six young observers living in the vicinity of the intervention zones were recruited for the monitoring of all participatory events, and specifically for the collection of data on social processes and the dialogue between participants. In August 2020, these

observers were replaced by monitoring and evaluation officers recruited from regional agricultural services. Only two have remained in service, for the overall coordination of monitoring and evaluation.

Thus, for each participatory event, input elements of various types have been generated and collected by all stakeholders (*c.f.* Fig. 4). The key IT tools employed are tabular data files, data input templates deployed on digital tablets and linked to KoBo databases (<https://www.kobotoolbox.org>), and a shared directory for the storage, administration and pooling – in various formats – of the various information and outcomes associated with the programme.

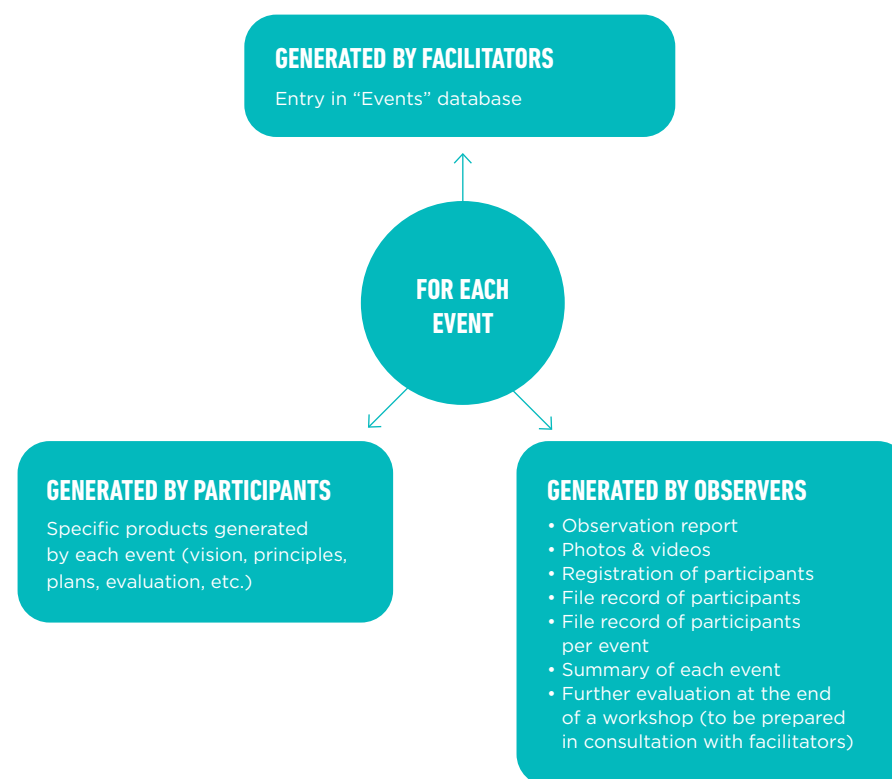


Figure 4. Various products generated by participatory events

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Results

The approach described above has thus been deployed in the six zones of the PACTE programme. Workshops involving the local population have been conducted since 2018 (c.f. Fig. 3) and have been monitored and evaluated by observers, and by monitoring and evaluation officers. The concern was, *inter alia*, to monitor the inclusion of women and young people in the PACTE programme, and to adapt the scheme in the interests of their optimum empowerment.

Obstacles to the involvement of women and young people in rural development in Tunisia

This approach has been perceived as necessary, on the grounds that obstacles to the involvement of women and young people in rural development in Tunisia are relatively numerous.

Sociocultural obstacles

In rural zones of Tunisia, sociocultural traditions associated with a patriarchal society frequently prevail over relatively progressive and inclusive legislative, regulatory and institutional frameworks.

Certain population groups, including women, young people and the poor¹, are thus subject to de facto marginalization, and are under-represented in decision-making in the political and public arena [OECD, 2018].

Although their contribution remains under-estimated by statistics and national reports [Gaillard *et al.*, 2018], women contribute substantially to agricultural work, whether on the family farm or as daily workers on other farms [Fautras, 2016]. They

1. The poor are defined by the OECD as people whose income is below the poverty line, i.e. half of the median household income (OECD, 2021)

are frequently assigned to “light duties” on the farm (harvesting of esparto grass or aromatic plants, pasturing over short distances, milking, etc.), whereas “responsible” tasks (irrigation, labour, etc.) are generally undertaken by men [Fautras, 2016]. In addition, women devote, on average, eight times more of their time to unpaid domestic work than men [according to the Ministry of Business for Women, 2006]. As a result, their financial independence is generally highly limited, and they are less available than men to participate in public and political life.

Moreover, women are “virtually excluded from ownership of agricultural land, and possess no other genuine collateral which will permit access to bank funding. By area, they own only some 5% of agricultural land in total” [Boughzala *et al.*, 2020]. This is largely accounted for by traditional rules of inheritance, from which women are frequently excluded in practice [Fautras, 2016]. In addition, women in rural Tunisia continue to suffer discrimination in terms of their civil and family rights and criminal protection, particularly against abuse [CREDIF, 2016]. They enjoy only limited access to health care and education, and are more susceptible to unemployment and discrimination vis-à-vis employment and mobility (World Economic Forum, 2018).

Economic obstacles

Above and beyond patriarchal traditions, other factors constitute a more specific obstacle to the involvement of young people.

Many vulnerable regions, including those targeted by the PACTE programme, fuelled the origins of the 2011 revolution, which was triggered by young people protesting against poverty, unemployment and social inequalities [Boughzala *et al.*, 2020].

Ten years later, however, these inequalities persist, and young people in rural areas continue to lack professional opportunities and prospects. Many of them are consequently reluctant to get involved in territorial development, either because they are planning to leave their locality, or because they see no future in that locality. In practice, the absence of opportunities for viable family agriculture results in the substantial seasonal, if not permanent migration of young people to urban and industrial centres, in search of jobs [Schwoob & Elloumi, 2018].

Finally, observation work undertaken during the initial stages of the PACTE programme also suggests that traditional masculine power may have been reinforced by the modes of intervention of previous development programmes, during which only the head of the family was consulted. This issue has been highlighted by a number of observers, who report statements such as: “*There is no reason for my wife to get involved, because I am here.*” Male participants have

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also attempted to register their wives and children in the list of persons attending workshops, in the hope of receiving individual grants. Observers have explained to them that the sole purpose of registration was to establish who was taking part in the programme, and to confirm the involvement of all parties, rather than to identify any beneficiaries of direct grants.

Multiple factors therefore combine to baulk the active involvement of women and young people in public and political life, and in discussions on territorial development.

Facilitation and evaluation: levers for inclusion and empowerment

In response to these observations, various initiatives for the facilitation and organization of collective workshops, the establishment of rules of governance and the enhancement of the capacities of residents have been undertaken in the interests of promoting inclusion and the empowerment of women and young people under the PACTE programme.

Adaptation of periods, times and days of workshops

In the first instance, the systematic registration of participants at the various events, and the observation of speakers and discussions on issues of gender and the involvement of young people, have made it possible to monitor the level of participation of women and young people in the various workshops.

In certain territories where women and young people have been particularly difficult to motivate, or have been present but somewhat passive (Kairouan, Siliana), these observations have been useful to facilitators in the deployment of particular efforts for the greater inclusion of women and young people. In Kairouan, when women were not in attendance, facilitators asked the men present to go and find

them, and deferred the start of the workshop in order to allow women to attend. In Bizerte, when women were unable to attend a workshop because they were working in the fields, additional dedicated workshops for women were organized, in order to allow their continuing involvement in the scheme. Insofar as possible, periods, times and days of workshops have been organized in the interests of ensuring the attendance of the greatest number of women possible (for example, on days of heavy rain, when agricultural work is not possible).

Organization of groups and terms of facilitation

During workshops, various initiatives have been undertaken to encourage self-expression on the part of women and young people. Feedback from observers, and a sound knowledge of zones of intervention on the part of facilitators, have been used to identify those zones where this was necessary. For example, in Siliana or Sidi Bouzid, during the stage for the proposal of initiatives, facilitators separated participants into gender groups, and a facilitator was designated to assume the role of moderator for groups of women, in the interests of encouraging self-expression by participants. Likewise, in Sidi Bouzid, groups comprised of young people were constituted during workshops, in order to propose initiatives in the field of culture and leisure.

During the diagnostic analysis stage, facilitators and observers noted that women did not refer to the same development issues and concerns as men. Accordingly, at the voting stage for the definition of priority issues in the zone concerned, it was decided that women's votes should be distinguished from those of men (for example, by the use of toothpicks of different lengths or separate voting stations), in to ensure the consideration of priority issues for women in the further stages of the process.

All these initiatives have paved the way for improved visibility and the greater sensitivity of the participatory process vis-à-vis gender, and for the consideration of the desired dynamics for change as a function of gender, in a transformational perspective.

In terms of the election of representatives of the local population to the territorial committee, observers and researchers have noted that, in a number of territories, men attempted to influence voting by women and young people. In order to limit this pressure, separate voting booths or ballot boxes were installed. Likewise, a facilitator or observer were present to assist any illiterate persons with voting, in order to limit any external influence. Naturally, these initiatives only partially reduce the influence of men upon the voting of women and young people, as they do not impact upon any pressure exerted in the home. Nevertheless, the practice of visiting homes to collect votes from elderly women, for example, undeniably provided a

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facility for self-expression in a context in which there was otherwise little opportunity to do so. This was borne out by the smiles and happy faces worn after placing their votes in the ballot box, which observers interpreted as signs of pride.

Governance and decision-making

Finally, the participatory process itself has been conceived with a view to maximizing the inclusion of women and young people. The territorial committee is comprised of a college of young sponsors of ideas, and is specifically intended to be conducive to the involvement of young women and men in the scheme, and to encourage the assumption of initiatives on their part.

The recruitment of young people to this college employed an entirely different approach to that applied to other colleges: an invitation was launched in the zone concerned, via social media, for young people to submit their ideas in the form of short videos. Observers supported young people who wished to apply, but who had no recording facilities, by creating videos in collaboration with the latter (in Kef, for example, the observer completed 23 videos out of the 30 applications received in total). In Kef, the majority of young applicants had not participated in any PACTE workshop beforehand – this reflects both the added value delivered by this college and its recruitment mechanism, and the limitations of previous endeavours of the programme to facilitate the inclusion of these young people.

The territorial committee is also comprised of a college of territorial representatives, which is mandatorily comprised of 50% women. In Ain El Jouza in Siliana, for example, facilitators have experienced difficulties in finding a female representative. The facilitator had identified a woman who was comfortable expressing herself in public, but who was reluctant to serve as a representative, on the grounds that she was illiterate. The facilitator encouraged this woman to apply for the position, with a reassurance that forthcoming workshops would involve a minimum of written media, in the interests of promoting the participation of

all parties. This woman ultimately agreed to serve as a representative for her territory, and now takes part in territorial committee meetings. A specific and dedicated preparatory workshop for representatives of local populations has also been organized, with a view to making it easier for them to speak subsequently before the territorial committee, in the company of representatives of other colleges (elected representatives, private companies, civil society), who are more accustomed to speaking in public and arguing a case.

Conclusion

The PACTE programme has co-constructed, in tandem with stakeholders for rural development, a scheme for the inclusion of marginalized populations, and for the monitoring and evaluation of this inclusion, based upon both systematic observation and the facilitation and organization of events, and upon strict rules of governance. These rules are protective, and are intended to maintain a context which is conducive to the regulation of relations of power. Co-construction of the inclusion scheme, and the monitoring and evaluation thereof, has provided a possibility for the adaption of the scheme mid-stream, on the basis of reports and records from observers and monitoring and evaluation officers, in the interests of promoting the active involvement of women and young people.

This approach has initiated an empowerment of women and young people in the intervention zones of the programme. This is borne out, for example, by the fact that some women and young people have sponsored their own dedicated projects, that housewives have been actively and regularly involved in workshops, and that some have agreed to act as representatives of their peers in the territorial development committee.

Empowerment is a multidimensional process, which requires dedicated time and space if stakeholders are to be permitted the necessary time to grasp the socio-cultural, economic and political mechanisms of exclusion, and the manner in which the latter influences relations of power. In this respect, PACTE still has room for improvement. In practice, many of the women who sit on the territorial committee have had to obtain permission to do so beforehand from their husbands or fathers. The disengagement of some young people has also been observed, once they learn that the scheme will not finance their individual projects in the absence of an extended dialogue or validation by territorial committees. This implies that they do not feel capable of acting alone, nor of mobilizing the additional human and financial resources required for the realization of their initiatives.

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The ambition of the PACTE programme is that the growing involvement of these stakeholders in the co-construction and evaluation of this scheme over the months and years ahead will result in their progressive empowerment, by highlighting the factors involved in their exclusion and conferring the power to make decisions, both on their own behalf and collectively.

To date, in practice, the involvement of women and young people within intervention zones in the co-construction and evaluation of the scheme has been highly limited, except through the collection of certain data and work undertaken by observers who, themselves, are young women and men from the target regions concerned. Guided by previous experience [Hassenforder *et al.*, 2021], this has been a conscious choice, in the interests of permitting participants to start by constituting a collective for the sharing of their knowledge and expectations, before contributing to the structuring and evaluation of the scheme, which may be perceived by the uninitiated as abstract activities. As this initiation phase of the PACTE programme has now been completed, it is intended, in the forthcoming stages, that territorial committees should concomitantly establish development plans for their respective zones of intervention, and evaluate the extent to which these plans will contribute to the changes sought.

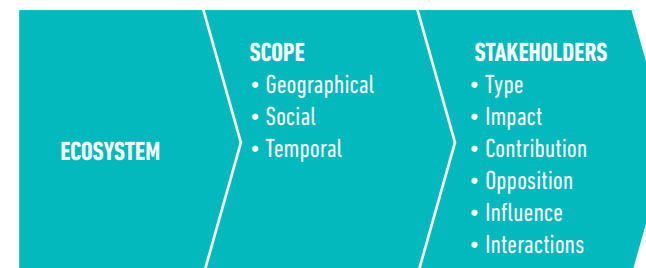
It is our hope that this feedback will be echoed in further testimonies from stakeholders involved in transformative projects and that, together, they will contribute to the more systematic deployment of approaches to the co-construction of the inclusion process and the monitoring and evaluation thereof, in the interests of the increased involvement of women and young people in public and political life in Tunisia, and elsewhere in the world.

Annex 1. The four stages of the ImpresS ex ante process

(source: Blundo Canto *et al.*, 2020)



CONSTRUCTION OF AN INTERVENTION NARRATIVE



MAPPING OF DESIRABLE CHANGES AND...



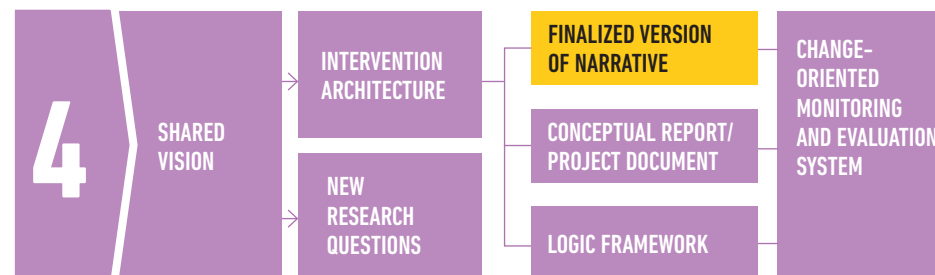
... CONSTRUCTION OF INTERVENTION STRATEGY



CONSOLIDATION OF IMPACT PATHWAY



CLASSIFICATION OF IMPACT PATHWAY GENERATED IN THE FORM OF VARIOUS PRODUCTS



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