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# WULA NAFAA II LOCAL GOVERNANCE COMPONENT OBSERVATIONS AND OPPORTUNITIES VOLUME I: REPORT

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# WULA NAFAA II LOCAL GOVERNANCE COMPONENT

OBSERVATION AND OPPORTUNITIES  
VOLUME I: REPORT

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# I. INTRODUCTION

This report summarizes discussions and provide guidance on Wula Nafaa governance activities based on a 3-week visit to Senegal from October 6 through 24, 2008. Individuals and organizations consulting during this visit are presented in Appendix 1.<sup>1</sup> The purpose of this visit was to work with Wula Nafaa team to:

- Design a general strategy for local governance strengthening activities (i.e., mainstreaming governance into project activities)
- Design possible activities in potable water and sanitation (new activity added under the Water earmark)
- Identify opportunities for integrating governance into new coastal and marine fisheries activities (activities not addressed under Wula Nafaa I)

This report is a synthesis of discussions with WN staff members, other current and potential implementing partners, government line ministries, and community members. It is an attempt to articulate a governance strategy that builds on Wula Nafaa's current activities, points out challenges in new sectors and geographic areas, and lays out some ideas for dealing with these challenges.

Under the first phase of USAID/Wula Nafaa, governance activities were woven into other project components. Governance involved working with the Rural Councils to organize local conventions, forest management, and land-use plans. In many cases, it was primarily the President of the Rural Council (PCR) who engaged with Wula Nafaa, without broad or systematic involvement of other Council members. The authority of the Rural Councils ultimately underpins many of the management agreements with community-level institutions (e.g., management structures) put in place by Wula Nafaa. For the RC to play this role, they must have management and planning capabilities to support project activities. Their full participation and “ownership” of the process is necessary to assure proper functioning and sustainability of project activities and agreements, including aspects related to financial management and forest guards.

The second phase of USAID/Wula Nafaa includes a specific local governance component, with the aim of strengthening the role and capacity of local governments in natural resource management. Elevating governance to a component raises its profile and provides a framework for a more comprehensive and coherent approach to working with local governments (including designation of a coordinator for local governance strengthening). However (as discussed below), implementation of the governance component needs to build on and be fully integrated with the other activities; it is a cross-cutting and integrating component.

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<sup>1</sup> Appendix 1 is included with this report. All other appendices are included in a separate volume.

# 2. COMPONENT OBJECTIVES AND EXPECTED OUTCOMES

USAID/Wula Nafaa’s conceptual foundation—Nature, Wealth and Power—emphasizes the importance of governance and power relationship in achieving sustainable, equitable NRM. It also highlights the potential of NRM, a bread-and-butter issue in rural Africa, as a lever to promote good governance more broadly. USAID/Wula Nafaa’s governance component focuses specifically on governance as it applies to natural resources but also recognizes that there a spill-over benefits for general administration and for other sectors. There are two basic thrusts of the component: *governance supply* (local government capacity to deliver public goods and services) and *governance demand* (citizen awareness and engagement). The overall goal of the local governance component is to:

- Improve participation, transparency and accountability in natural resources management:
  - **Expected outcome:** Forests, fisheries and water resources are managed in a transparent and accountable manner, with active participation of user communities, local governments, and other stakeholders.

This goal is to be achieved by meeting two objectives, each with anticipated outcomes

- Improve **capacity and performance of local government** institutions, especially the Rural Councils and their Environment Commissions:
  - **Expected outcome:** Rural Councils/Environment & Natural Resource Commissions have acquired basic functional capacities to organize and support community-level NRM, including planning
  - **Expected outcome:** Rural Councils/Environment & Natural Resource Commissions are able to mobilize technical assistance from deconcentrated technical services (e.g., ARD, IREF, DHR)
  - **Expected outcome:** Deconcentrated technical services have capacity to provide appropriate levels of support to Rural Councils
- Increase **participation of local populations**, which must be informed and enabled to participate in public decision-making and to hold local governments accountable
  - **Expected outcome:** Local people are aware of their rights and responsibilities and of the powers of local government under decentralization
  - **Expected outcome:** Local people are aware of administrative procedures for engaging local governments, technical commissions, and deconcentrated technical services in support of their NRM efforts
  - **Expected outcome:** Local people actively participate in deliberations and decision-making by their local governments.

# 3. BACKGROUND

## 3.1. PILOT

Toward the end of its first phase, Wula Nafaa launched a pilot governance activity in three Rural Communities (Koulor and Missirah in the Tambacounda Region, and Sakar in the Kolda Region). The pilot grew out of a recognition that local governments (Rural Councils) had to be trained and had to play a more significant role in order for many of the village-level activities to work—particularly in cases where revenues from forest management plans had started to flow. The pilot approach involved: (1) conducting a Rural Community-level governance needs assessment (*état de lieu*), (2) organizing a debriefing workshop (*restitution*) to share assessment results, (3) preparation of training materials adapted to the specific needs of the Community, and (4) training of local trainers to instruct community members and administrative/technical support to local government officials. This “training-of-trainers” approach was designed to put in place a network of resource people from local government itself, deconcentrated technical services, and communities to support different aspects of local government. Training materials were adapted from USAID Senegal’s DGLFelo project, and the activities were implemented by consultants (Diacko and Dramé) who had gained experience through the DGL Felo project.

The pilot met with mixed results. Two of the three Councils declined to have a public workshop to share results of the assessments or to go forward with training for political reasons: elected officials were concerned that revealing performance gaps would hurt them in the upcoming elections. However, follow-up visits in Sakar several months after the initial training suggested that the basic approach was essentially sound and had delivered tangible results in terms of understanding of powers, roles and responsibilities and of administrative and management procedures. Over the longer term, the engagement and effectiveness of local resource people should be monitored and the overall approach adjusted in response to ongoing analysis.

## 3.2. CHALLENGES

The addition of the local governance component is very much in line with the direction the project was going toward the end of Phase 1. However, elevating governance to its own component (as opposed to a cross-cutting theme) presents several challenges:

- **Focus and leverage.** Governance activities and related communications/training materials should leverage local leadership and institutions to implement project activities. The governance component should not make extra work for project staff but should instead inform other project activities, reinforce them where possible, and reduce workload of facilitators by moving a broad range of implementation responsibilities to local stakeholders.

The project area has expanded, while the number of facilitators has decreased. Wula Nafaa is simultaneously trying to (1) consolidate (e.g., full implementation of forest management plans, foster independence of producer associations and networks), (2) scale up (i.e., transfer approach to new regions and sectors, using less direct forms of intervention in some cases), and (3) put in place structures that will assure the sustainability of project activities (e.g., transforming facilitators into private service providers).

Planned governance activities—direct training and indirect public information campaigns—have the potential to contribute significant to meeting these challenges. But with fewer field agents (and a

tighter budget), the Wula Nafaa governance should be strategic, focused, and streamlined so that it does not place additional burden on the facilitators. Activities should focus only on those aspects of governance related to other Wula Nafaa activities and must use governance as a leverage for getting project activities done more effectively (e.g., by moving some project responsibilities to newly trained local officials).

- **Transfer of powers.** In this second phase, Wula Nafaa is getting involved in new sectors where powers and resources have not yet been transferred to local government, specifically fisheries and potable water. Local government participation in these sectors is possible because of transfer of general competences (i.e., to assure the wellbeing of their constituents), but their powers are limited. Wula Nafaa must be clear about how it will approach the new sectors vis-à-vis the role of and support for local government.

In the case of fisheries, there appears to have been a deliberate choice by the national government not to decentralize but rather to deconcentrate power to local fisheries management authorities (CLPA; *Conseil Locaux de Pêche Artisanale*). While this deconcentration appears close, the central government (through the Ministry of Maritime Economy and its Maritime Fisheries Direction) has all decision-making and enforcement authority over coastal fisheries. Nonetheless, the DPM has allowed various forms of co-management, notably under the GIRMaC project, including *Comités Locales de Pêche* (CLP) and *Comités Locaux Villageois* (CLVs) (See Figure 1).

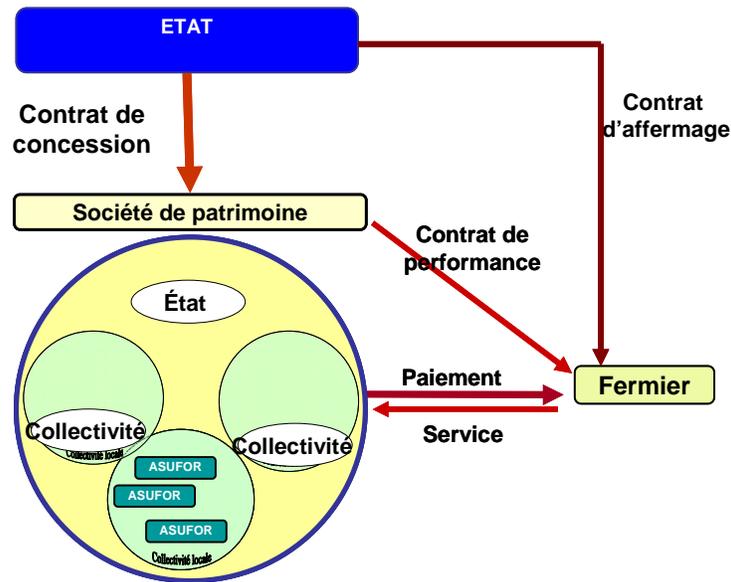
**Figure 1: Comparison of three fisheries management structures (CLP, CLV, and CLPA)<sup>2</sup>**

CLP	CLV	CLPA
<ol style="list-style-type: none"> <li>1. Privé à statut d'association ou de coopérative</li> <li>2. Composé essentiellement de pêcheurs, propriétaires de pirogues, membres d'équipage, et accessoirement mareyeurs et transformateurs</li> <li>3. Vise d'abord la protection des ressources marines et côtières et ensuite celle des acteurs</li> <li>4. Les membres sont responsabilisés en matière d'identification et de mise en oeuvre d'initiatives de cogestion locale des ressources marines et côtières</li> </ol>	<ol style="list-style-type: none"> <li>1. Privé à statut d'association, de coopérative ou de Groupement</li> <li>2. Composé de tous les acteurs de la filière et des membres de la communauté locale (multi-acteurs)</li> <li>3. vise indifféremment la protection des acteurs et celle des ressources marines et côtières.</li> <li>4. Les membres sont mobilisés pour tout ce qui peut intéresser la communauté de pêche du village</li> </ol>	<ol style="list-style-type: none"> <li>1. Semi-public (présidé par un Préfet ou un Sous-Préfet)</li> <li>2. Composé de tous les acteurs de la filière et des membres de la communauté locale (multi-acteurs)</li> <li>3. vise d'abord la protection des acteurs et ensuite celle des ressources marines et côtières</li> <li>4. Les membres sont responsabilisés en matière de planification, d'aménagement et de gestion des pêches dans leur zone de compétence</li> </ol>

In the case of water, the central government continues to play a central role in infrastructure development and maintenance, though there is a movement toward transferring responsibility (for maintenance, at least) to local institutions, with vague plans to create “sociétés de patrimoine” with some participation from rural councils (see Figure 2).

<sup>2</sup> From Diiso (Bulletin d'information GIRMaC), No. 7 (December 2006)

**Figure 2: Future vision of organization of water sector (DEM)<sup>3</sup>**



- Local institutions.** In the new Wula Nafaa zones and sectors, there is already a range of local institutions that have been put in place by other development partners. These include ASUFOR (to manage equipped boreholes/water distribution systems); comité de gestion (to manage wells); and comités de plage, comités de surveillance, comités de gestion, comités local de pêche, and conseil local de pêche artisanal (for coastal fisheries management). While these diverse institutions offer WN an opportunity to build on established local institutional capacity (in some cases), it will also be necessary to sort through the numerous existing groups, to evaluate their status and real capacity, to stake a position on how to engage them, and to focus efforts on best bets for meeting targets and promoting democratic decentralization. In addition to the near-term objective of finding capable local partners, WN should be aware of the implications of its choice of local institutional partners and institutional arrangements on the long-term objectives of strengthening local democratic process.

### 3.3. VISION/GUIDING PRINCIPLES

The governance component should not be approached so much as a separate set of activities to build local government capacity as to find a way to implement other activities in a manner that puts the Rural Councils (and particularly their Environment Commissions) in the driver's seat. This will require training (which is the cornerstone of the pilot approach), but it will also and perhaps more importantly require apprenticeship—learning-by-doing. It is therefore critical that the entire Wula Nafaa team be involved in governance capacity building to some degree and that they implement their activities mindful of broader governance objectives: instilling principles of good governance (e.g., participation, transparency and accountability), strengthening the role and capacity of local governments, and promoting citizen engagement in public decision-making (especially that which increases citizen pressure on Rural Councils). With that in mind, it is recommended that the WN team develop a set of guiding principles in a consensual manner (so that there is full understanding of the principles and the rationale). These principles should be operationalized for each set of WN activities—so that project staff and partners

<sup>3</sup> From DEM PowerPoint presentation: *Transfert de la maintenance des forages ruraux au secteur privé* (2008)

have a clear understanding of what they look like in practice. Some of these are included in the model protocol; the descriptions that follow suggest how they might apply to the WN approach:

- **Partnership:** Rural Councils are privileged partners in all aspects of project implementation. The sustainability of Wula Nafaa depends largely on leadership role of the Councils and the Environment Commissions (not only the President of the Rural Council, PCR). Where possible, the RC/CEGRN should take the lead in organizing negotiation of management agreements (local conventions, forest management, and co-management agreements) and implementation of project activities, even if this slows implementation.
- **Transparency:** Wula Nafaa will make every effort to share information in advance about the process and outcome of project decision-making—particularly with RC/CEGRN, technical services, and producer groups. Project decisions with RC/CEGRN will be made with the understanding that the public be informed and given a chance to participate to the extent feasible.
- **Consultation:** Wula Nafaa will make every effort to involve a full range of local stakeholders in all major programmatic decisions. These consultations will be organized in a manner that harnesses the role involvement of RC/CEGRN as deliberative bodies (e.g., through formal consultative workshops where necessary).
- **Consideration of needs and interests of all stakeholders:** Wula Nafaa will organize programmatic decision-making as an inclusive process to the maximum extent feasible. WN will support RC/CEGRN decision-making that considers vulnerable and underrepresented groups, in particular.

Additional principles might include:

- **Learning by doing:** All WN project activities are potential opportunities to introduce, institutionalize, and provide experience with local democratic process. WN field staff should organize their activities with this in mind—to maximize the learning impact to the extent feasible (i.e., to have specific learning objectives for activities, as a teacher would do with a lesson plan).
- **Performance-based resource allocation:** Participation in WN activities should be structured to provide incentives for good governance. Local partners should be rewarded (e.g., through decisions about project resource allocation) for adopting good governance practices such as holding public meetings, reporting on budget activities, keeping records of deliberations and decisions, and the like.

### 3.4. SUPPORT OTHER USAID PROGRAMS

USAID has expressed intention to develop a unified approach to local governance that would potentially support all of its programs, as detailed in the workshop report, “Synthèse de l’atelier sur le renforcement des capacités en gouvernance locale USAID/Sénégal, 8-9 janvier 2008.” The approach would define a common vision of local governance strengthening and a set of generic tools that could be applied across sectors. There is now a working group (USAID implementing partners) that was scheduled to meet biweekly to move forward on the governance agenda that grew out of the January 2008 workshop.

During a discussion with USAID, we learned that Abt Associates, through the USAID/Senegal Health Project, had been tasked with developing generic governance training modules. The module we were shown—*Module de formation en gouvernance sanitaire locale*—is thin; it is not clear that it offers value to WN as it now stands. The current Wula Nafaa modules, which are adapted from DGL Felo materials, are more clearly directed at building general governance skills. They are much more thorough in their treatment of governance theory and practice. In this regard, they lay a foundation for sector specific work and could be beneficial to other USAID programs. Where there is geographic overlap with other

USAID projects (e.g., with the education program in Fatick), Wula Nafaa should explore possibilities of sharing responsibilities for training local government officials and (minimally) coordinating efforts to avoid redundancy.

USAID has requested (1) that Wula Nafaa coordinate the development of governance training materials with the broader governance initiative and (2) that policy advocacy targeting local governance/decentralization be channeled through them. Given the role of governance as an entry point for Wula Nafaa II, it will be necessary for development of WN-specific governance materials to move forward quickly (i.e., not wait for the general governance tools to be developed). Nonetheless, WN should continue to participate and coordinate with USAID's governance working group, which was intended to meet bi-weekly.

# 4. APPROACH

I have organized observations on general approach into five key areas related to the objectives presented above (related to supply and demand): (1) continuing to develop tools/mechanisms for decentralized NRM, (2) strengthening rural councils and technical commissions, (3) strengthening technical services; (4) strengthening community-based organizations, , and (5) increasing civic awareness and engagement. This section focuses primarily on areas 1 and 2.

Component Objectives	Action Areas
Increase transparency and accountability	1. Continue to develop tools/mechanisms for decentralized NRM
Strengthen local government	2. Build capacity of rural councils and technical commissions
	3. Build capacity of technical services
Improve participation of local populations	4. Build capacity of community-based organizations
	5. Increase civic awareness and engagement

## 4.1. MECHANISMS FOR DECENTRALIZED NRM

The resource management tools used under Wula Nafaa have proven effective in developing decentralize, community-based, and co-management of terrestrial resources. As Wula Nafaa moves into new zones (i.e., Sine Saloum/Foundioune) and resources (i.e., water and fisheries), there will be a need to experiment and innovate with mechanisms to allow similar levels of public participation in resource management.

### 4.1.1. LAND AND FOREST RESOURCES

In Sine Saloum, Wula Nafaa will be able adapt many of its conventional management tools for **land and forest resources**. In Foundioune Department, there are 11 classified forests covering 64,000 hectares—some of them in dry forests but most in mangroves (50,000 ha). All of the mangroves are classified. There are 8 *zones amodiées* in the Department. In some cases, significant parts of the Rural Communities fall into classified forests (e.g., Djirnda and Bassoul). This has obvious implications for use of Wula Nafaa’s conventional tools. Forest co-management plans can be used for mangrove forests, though mastering the technical aspects of mangrove management pose some challenges. Local conventions have limitations in some of the new RC where little land that falls outside of classified forests.

IUCN put two community forests in place (Djiffa, Gnargou), it was not clear that they have gone far to implement the community forestry arrangements. IUCN has also conducted preparatory work to establish co-management in five classified forests in Foundiougne, including mapping. This work was evidently halted because of “institutional blockage” but could be a foundation for Wula Nafaa’s co-management in the Department nonetheless.

### 4.1.2. FISHERIES

The **fisheries sector** poses a different challenge, partially because powers have not been decentralized. A variety of institutional arrangements are being used in the Foundiougne department (e.g., CLPA, CLP,

and CLV). The CLPA have been under development since the framework legislation was put in place in 1998 (Appendix 3). The CLPA include representatives of socio-professional groups (fishers, processors, and traders) and local elected officials. The préfets or sous-préfets preside over the CLPAs, with the local office of the DPM (Service de Pêche) providing the secretariat. The CLPAs are “organs of the Government operating at the supra-community level.” They are “local councils composed of representatives of local Government, senior traditional leaders, artisanal fishers, CLPs, fish processors and marketing professionals, and other stakeholders, established by the Government in order to advise the Ministry of Maritime Economy on management and conservation measures for coastal fisheries resources.”<sup>4</sup>

The initial plan was to put eight pilots and then roll out additional CLPA to cover the major fisheries along the coast. However, the implementing legislation (Appendix 4) establishes eight. The pilot and roll-out have been delayed for implementing legislation and funding to become operational. The CLPA will become functional when the funding mechanism is put into place; it is envisioned that they will receive 80% of revenues from boat licenses and permits (Appendix 5). In spite of the 10-year delay, they appear to be nearing implementation. Brian Crawford’s report lays out some of the arguments for and against CLPA. I would like to point out a few issues here:

- **Defining a position and approach toward the CLPA.** The CLPA are the institution of choice for the central government, but they are not democratic nor do they reflect the spirit of decentralization in Senegal. During interviews, many people (mainly government officials) stressed that, in practice, the administration and DPM would not play a determining role. However, while the CLPA have been constituted in some cases, it does not appear that any of them are yet functional. And it remains to be seen how this tutelary authority will be exercised when they are and when funding arrives.

As a pragmatic consideration, WN will need to recognize this and engage the CLPA, but WN should be very cautious in doing so. Ultimately, elected local officials should lead the CLPA, whether selected from the PCRs or elected specifically for the CLPA. But (from a governance perspective) it is recommended that WN support the CLPA indirectly through its support for the Rural Councils. The longer-term objective should be to bring about a more democratic and decentralized structure to serve as a fisheries management authority.

According to DPM, four CLPA have been installed in Foundiougne Department: Foundiougne, Missirah (Betenti), Sokone, and Toubacouta. The DPM appears to have skipped the pilot phase (i.e., opportunity to learn before expanding the model), even beyond the eight pilot CLPA established by arrêté. The two visited by the field team had been constituted but were not operational. Dr. Goudiaby suggested that USAID/Wula Nafaa assist by putting in place the final CLPA in Djilor to complete coverage of the Sine Saloum.

Working through Rural Council members, two principles should guide Wula Nafaa’s work with the CLPA. First, Wula Nafaa should promote an approach based on developing a comprehensive vision, management principles, and rules for local fisheries management plans, as opposed to ad hoc rule-making. This would be something analogous to local conventions and POAS in the forested domain. Second (and in the context of comprehensive planning), Wula Nafaa should promote decisions by the CLPAs to further devolve rule-making, rule enforcement, and fisheries management to lower level CBOs—maintaining an active role for itself in “transboundary” issues, following the principle of subsidiarity.

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<sup>4</sup> These quotes are taken from the GIRMaC 2 Detailed Scope of Work (see Appendix 2).

- **Defining a political space for community-based fisheries management.** GIRMaC has put in place two CLPs in Department: Foundiougne and Betenti. The CLP were two of four put in place to assist in the implementation of project activities, particularly through control of mesh size and seasonal closures in coordination with GIRMaC and the CLPA, when they are in place. There are also a number of community-based organizations (e.g., beach committees, surveillance committees, management committees) put in place by IUCN, JICA, and other development partners. Based on conversations with World Bank staff overseeing GIRMaC, they consider all of these CBOs to play the same role as CLP—voluntary, private-sector village associations that are critical actors in co-management efforts. Casting them as legally recognized legitimates them in the eye of the DPM, validates their role in local fisheries management, and provides them an opportunity to participate directly in the CLPA.

However, there does not appear to be an overarching policy to define what these groups are and what their scope of power is. Developing such a policy should be a priority policy initiative for Wula Nafaa. It would be important to coordinate this effort with GIRMaC and DPM, both of whom appear to be open to a broad definition of what constitutes a CLP.

We met with the president of the Foundiougne CLP, which has been constituted but is not yet functional. He provided three official documents (Appendices 6, 7, and 8):

- The arrêté creating four specific CLP, including the two in Foundiougne Department, and defining their specific powers;
- The recepissé for the Foundiougne CLP (signed by the governor of Fatick);
- A co-management agreement between the CLP and Ministry of Maritime Economy (signed by the Minister) that defines a narrow set of activities, powers and responsibilities (including the precise date of seasonal closure).

CLP do not have any rule-making or rule-enforcement power; these powers belong to the DPM until the CLPA are put in place. Even then, the Ministry of Maritime Economy must validate CLPA bylaws. However, some of these CBOs appear to have achieved some results flying under the radar. In Niordior, we met with members of the *comité de surveillance*, a fishery CBO put in place through the IUCN project. We were shown a recent decision by the *sous-préfet*, deliberated by the Rural Council and *comité de surveillance*, empowering the group to enforce fines against fishermen who repeatedly broke their locally devised rules. It is unlikely these rules would be upheld if contested at higher levels. The undertone of our visit was that Sine Saloum communities have a significant amount of experience and capacity with self-governance in fisheries but that they do not have the force of law, minimally, and are actively suppressed by the government in some cases.

- **Economic interest groups and governance demand.** Because the CLPA is not democratic, it is all-the-more important for Wula Nafaa to focus on building governance demand in the fisheries sector. Part of this can be achieved by focusing on the CBOs and helping them engage effectively with the CLPA and other decision-makers (in the fisheries sector and Rural Councils) by raising their awareness about fisheries policies and building their advocacy skills. But another promising opportunity is to working with economic interest groups—GIE, producer groups, federations—to help them to understand their rights and responsibilities under current fisheries policy and to how to influence public decision-making

USAID/Wula Nafaa can help women and other underrepresented people gain a voice in local decision-making by helping them (a) organize into producer groups (e.g., economic interest groups), (b) federate, and (c) build their lobbying skills. This is very much in line with Wula Nafaa’s strategy for

forest resources, yet there is already a good foundation in parts of Sine Saloum. In Niordior, for example, we met with representatives of a federation of 22 women's economic interest groups, FELOGIE. Its members are fishers (i.e., mollusk gatherers), seafood processors and fish merchants. FELOGIE does not make rules but offers several benefits for its members: (a) provides its member GIE with umbrella legal recognition, (b) give price negotiation power, and (c) help organize training for its members. They have a good organizing capacity to lobby for fisheries policy that favors local management.

#### 4.1.3. WATER AND SANITATION

Like fisheries, **Water and Sanitation** has not been transfer to the Rural Councils. The sector is coordinated under the umbrella of a central coordinating program, Millennium Drinking Water and Sanitation Program (PEPAM): <http://www.pepam.gouv.sn/index.php>. PEPAM was put in place in 2005 to coordinate the interventions of government departments<sup>5</sup> and development partners around a strategic vision—attainment of the Millennium Development Goals in the sector by 2015. We had meetings with several key WatSan actors in Dakar (i.e., DEM, DHR, JICA, CREPA) but were unable to meet the PEPAM coordinator (Mr. Mouhamed Fadel Ndaw; Tel: 33 859 05 16). Wula Nafaa's involvement in the sector is limited compared to other donors (e.g., Belgium, Luxembourg, Japan) and will not likely command great attention from PEPAM, but it will be important to maintain communication and to coordinate activities with them, particularly in light of potential USAID expansion in the sector. For rural areas, PEPAM's goals are:

- Assurer l'approvisionnement durable en eau potable de 2,3 millions de personnes supplémentaires, et faire passer le taux d'accès des ménages ruraux à l'eau potable de 64% en 2004 à 82% en 2015.
- Permettre à 355.000 ménages ruraux de s'équiper d'un système autonome d'évacuation des excréta et des eaux usées ménagères, et faire passer le taux d'accès à l'assainissement en milieu rural de 17% en 2004 à 59% en 2015.
- Assurer l'assainissement des principaux lieux publics des communautés rurales par la réalisation de 3360 édifices publics (écoles, postes de santé, marchés hebdomadaires, gares routières, etc.).

USAID has requested (and will likely require in the anticipated contract modification) that Wula Nafaa allocate approximately \$500,000 of FY08 funds for water and sanitation activities (Appendix 9). There are currently two main policy instruments for local participation in water and sanitation—the Local Water and Sanitation Plans (PLHA; Plans Locaux d'Hydraulique et d'Assainissement) and Well User Associations (ASUFOR; Associations des Usagers de Forage)—both of which are potential targets of opportunity for Wula Nafaa.

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<sup>5</sup> <http://www.pepam.gouv.sn/ensemble/agences.php>

**Table I: Water Situation in Current and Potential Wula Nafaa Rural Communities**

Rural Community	Population	Number of Villages	Potable Water Access (%)	PLHA <sup>6</sup>	JICA Presence <sup>7</sup>
<b>Tambacounda Region</b>					
Malem Niani	19,263	53	38		
Koussanar	20,303	93	55		4 sites
Koulor	18,691	72	54		
Sinthiou Malem	15,349	67	53	X	
Kothiary	15,899	36	73		
Missirah	29,385	73	35		4 sites
<b>Kedougou Region</b>					
Bandafassi	21,764	43	43		2 sites
Tomboroncoto	7,650	25	29		
Dakateli	6,153	19	62		
Salemata	10,988	42	24		1 site
Missirah Sirimana	6,043	19	36		
Saraya	9,130	32	54		1 site
<b>Kolda Region</b>					
Sare Bidji	19,457	117	1		
Bambali	17,146	32	42		
Diende	22,293	48	60		
Djiredji	17,894	34	43		
Sakar	13,891	14	77		
Kolibantang	8,640	25	63		
Niagnha	10,525	55	31		
Tanaff	18,362	40	57		
Linkering	13,982	35	49	X	
<b>Fatick Region (potential)</b>					
Djirnda	9,729	10	93		
Toubacouta	26,965	51	47		
Bassoul	9,571	5	95		
Dionewar	12,866	3	93		
Palmarin	6,698	5	90		
Diossong	39,248	90	28		
<b>Ziguinchor Region</b>					
Mangagoulack	8,650	8	79		
Balingore	6,164	3	82		
Diegoune	7,263	3	80		
Tenghoury	21,595	34	69		

Source (columns 2-4): PEPAM, 2008; shaded cells are those RC where potable water coverage is under 50%; PEPAM statistics generalize sanitation coverage in rural area at 17%.

<sup>6</sup> The PEPAM website lists and provides access to 47 PLHA: <http://www.pepam.gouv.sn/PLHA.php>. It is unclear whether this is a comprehensive list.

<sup>7</sup> PEPTAC supports ASUFOR in each of these sites; this is not a complete list of ASUFOR in WN RC; there are, for example, numerous ASUFOR in Foundiougne Department, which are supported by CARITAS.

- **PLHA and infrastructure development:** PLHA are comprehensive planning documents that lay out priorities and specific activities for water and sanitation development. Based on discussions with people who have been involved in the process, it takes about a year to develop a PLHA. At this point, while they are government policy, their practicality has not yet been demonstrated, and it is unclear whether it would be an effective use of Wula Nafaa resources to support PLHA from start to finish. We heard at the Direction de l'Exploitation et de Maintenance (DEM) that many of the PLHA in place were developed by donor-funded consultants with minimal public participation, and DEM itself is still skeptical. Nonetheless, Wula Nafaa should consider engaging directly with Rural Councils/ Environment Commissions and Regional Water Directions (DRH) to implement an abbreviated form of the PLHA that contributes to the eventual preparation of PLHA, builds the planning capacity of the RC/CEGRN, and guides Wula Nafaa support of WatSan infrastructure development through the small grants program, working with a diversity of local partners, including NGOs (e.g., Eau Vive) and Peace Corps volunteers.

It is worth noting that the PEPAM website includes an extensive database of potable water infrastructure down to the village level. Information on potable water appears more thorough than information on sanitation (the figures use the national average of 17% across the board). This information should be the starting point of a participatory planning process (but it is not a substitute for that process):

- Fatick: <http://www.pepam.gouv.sn/acces.php?rubr=serv&idreg=09>
- Kolda: <http://www.pepam.gouv.sn/acces.php?rubr=serv&idreg=10>
- Tambacounda/Kedougou: <http://www.pepam.gouv.sn/acces.php?rubr=serv&idreg=05>
- Ziguinchor: <http://www.pepam.gouv.sn/acces.php?rubr=serv&idreg=02>

- **User groups (ASUFOR and well management committees).** The draft USAID water and sanitation activity describes the ASUFOR as follow:

*In rural areas, the State assumes final responsibility for realizing national objectives in terms of safe water supply and sanitation, while local authorities have responsibility for planning and signing contracts for small and medium-sized projects, in synergy with support projects to overall local development. [Eventually], the DEM will disengage from its maintenance and restoring activities, which will be taken up by a new type of user associations, ASUFOR (notably, ASUFOR has been in existence through pilot studies since 1998). As a result of this restructuring, user associations will be responsible for managing or contracting the private sector managed boreholes for rural water supply. NGOs will participate in support and training actions of the different actors. Partners to development will be invited by the GOS to insert all their interventions into a unified intervention framework. Currently, approximately 1,200 boreholes exist in Senegal and only approximately 400 ASUFORs exist. This suggests that more efforts are needed for implementation and scaling up of the ASUFOR model.*

There are actually two types of management structures for the maintenance of rural water infrastructure, **ASUFOR** for mechanized boreholes (which encompasses water distribution systems with public standpipes and household connections) and Well Management Committees (**WMC**) for wells (including those with manual pumps). The DEM's strategy focuses on equipped boreholes and is based on three core ideas: (1) putting ASUFOR in place, (2) implementing metered, consumption-based payment/cost recovery, and (3) infrastructure maintenance through contracts with private enterprise. The setting of water user fees is a sensitive one in rural areas. Under JICA's PEPTAC project, water user fees are set in a general assembly of AUSFOR members. In Tambacounda, they have been between 400 and 800 FCFA/m3. PEPTAC purchases and installs meters as a basis for calculating payment. In Djirnda, the PCR explained that payment is made at public standpipes on a

volume basis (~250 FCFA/m<sup>3</sup>). Public standpipes are managed by ASUFOR employees, who open them during specific hours, calculate consumption from meters, and manage receipts. Specific times are designated for livestock. In some rural areas, volume payment has met with resistance from pastoralists.

Wula Nafaa should consider supporting these local user groups through capacity-building activities and potentially through small grants for infrastructure improvement. They face many of the same administrative and financial management challenges as the community-based organizations involved in forest management. The ASUFOR, in particular, are responsible for managing significant revenues and investment in infrastructure (e.g., expanding the water distribution network, maintaining pumps and wells). However, activities should be attentive to the role of the Rural Councils in facilitating this work, even though they are not directly responsible for water and sanitation development and maintenance. Like the CLPA, WN intervention should support a long-term vision that supports democratic decentralization.

#### **4.1.4. GOVERNANCE AND BIODIVERSITY CONSERVATION**

During the visit to Foundiougne, the team visited community reserves in Palmarin and Bambun (Marine Protected Area), which were put in place with the assistance of IUCN (with USAID funding). These community reserves are co-managed with the National Parks Direction, and they provide significant revenue for the Rural Councils through visitor fees and taxes on ecotourism facilities. Because of their revenue generating potential and the fact that revenues feed into general CR operating budgets, these reserves present a good opportunity for connecting NRM-specific activities with broader RC-level governance practices. The management of community-based nature reserves provides important targets of opportunity for: developing effective internal governance structures, building general budgeting and financial management skills, and planning investment in infrastructure development and maintenance.

At a higher level, the Wula Nafaa contract requires assisting the Ministry of Environment to “harmonize and simplify the complex system of national parks and other “protected” areas”. USAID/Wula Nafaa is planning several different approaches for promoting community-based conservation that push conventional notions of state-managed protected areas: community game reserves, (based on the Nzinga model), community conserved areas (protection of high-biodiversity areas as part of landscape-level planning), Zone Protégée de Pêche (ZPP), and public-private partnerships (e.g., LCA program; moribund PPP with AWF in PNNK).

IUCN/CEESP and WPCA have developed a framework (Figure 3) for classifying (and manage) protected areas that might provide some inspiration for USAID/Wula Nafaa for this task. The framework supplements the conventional management-based IUCN categories with governance categories, including government managed protected areas, co-managed protected areas, private protected areas, and community conserved areas. These categories are described in Appendix 7. The framework appears to fit very well with the variety of community-based biodiversity conservation efforts soon to be piloted by Wula Nafaa and could be an effective tool to help the Ministry of Environment accommodate a broader range of governance arrangements for biodiversity conservation and protected area management. More information can be found in the IUCN publication: *Indigenous and Local Communities and Protected Areas: Towards Equity and Enhanced Conservation, Guidance on policy and practice for Co-managed Protected Areas and Community Conserved Areas*; [http://cmsdata.iucn.org/downloads/pag\\_011.pdf](http://cmsdata.iucn.org/downloads/pag_011.pdf).

**Figure 2: A classification system for protected areas comprising both management category and governance types**

Governance types  PA Categories	A. Government Managed Protected Areas			B. Co-managed Protected Areas			C. Private Protected Areas		D. Community Conserved Areas		
	Federal or national ministry or agency in charge	Local/ municipal ministry or agency in charge	Government-delegated management (e.g. to an NGO)	Transboundary management	Collaborative management (various forms of pluralist influence)	Joint management (pluralist management board)	Declared and run by individual land-owner	... by non-profit organizations (e.g. NGOs, universities, co-operatives)	... by for profit organizations (e.g. individual or corporate land-owners)	Declared and run by indigenous peoples	Declared and run by local communities
Ia – Strict Nature Reserve											
Ib – Wilderness Area											
II – National Park											
III – Natural Monument											
IV – Habitat/ Species Management											
V – Protected Landscape/ Seascape											
VI – Managed Resource Protected Area											

#### 4.1.5. IMPLEMENTATION ISSUES

Because Local Conventions will have more limited application in Foundiougne, compared with Tambacounda, Wula Nafaa needs to adopt some type of analogous planning tool to catalyze and focus community mobilization and to structure project activities with CL (i.e., to provide something concrete). One idea may be to start with the POAS (even though many resources will be under central government control in some areas) to help people take stock of their resources, identify opportunities, understand the governance framework of different resources, and plan NRM activities.

To the extent possible, given the policy framework, the agreements and plans put in place with Wula Nafaa support should be “owned” by CR technical commissions. In the case of forest management, the CR/CEGRN should assume responsibility for surveillance, aménagement, budgeting and deployment of CR forest management funds.

Institutional mechanisms for community-based NRM—whatever form they eventually take—should be approached as concrete mechanisms for linking Rural Councils, Technical Commissions, and community groups (CBOs, GIEs). Each step of the process (e.g., revisions to bylaws, investment decisions,

budgeting and financial reporting) should have structured participation/governance learning objectives and processes that reinforce these principles.

Because of the significant work on community organizing in Foudiougne, Wula Nafaa should engage existing local organizations where they exist (e.g., Beach Committees) and avoid creating new local associations until/unless there is something concrete for them to do; participation can be structured around regular meetings of the Commission

#### 4.1.6. POLICY ISSUES

Local governance activities require an enabling policy environment, and there are several clear and interesting policy opportunities implicit in the discussion above, particularly those related to the new sectors. To summarize:

- USAID has indicated the importance of clarifying the issue of **legal status and archiving of Local Conventions**. Djiré (2003) suggests some of the general issues related to contract and administrative law that face local conventions in the Sahel, such as who has signatory authority, whether decisions take at the local government have the force of law (e.g., even when local authorities countersign the agreements, there are questions about the legality; “ownership” of resources if no explicit transfer of domain has taken place). It would be worthwhile to conduct this analysis (i.e., looking at both contract and administrative law as it applies to local conventions), if such a study does not exist, and a likely partner would be IED. This study could help orient a policy advocacy agenda with IED and its *Réussir le Décentralisation* network.
- For fisheries, WN should establish a Cadre de Concertation with GIRMaC, DPM, USAID, and local stakeholders to rigorously monitor and analyze experience with the CLPAs, with an eye to **refine the CLPA model based on initial experience**. The DPMA has evidently accelerated the process of putting these structures in place without the benefit of lessons learned that a pilot phase would have provided. Discussions between USAID/Wula Nafaa USAID/EGAT, the World Bank have already been initiated in Washington, and everyone is open to this kind of collaboration. The DPM would need to be front and center in the process. There is also a need to put in place **enabling legislation for local fisheries institutions**, ideally with a more expansive range of powers than they currently have (currently, they are created and their powers defined with a one-shot arête under the conditions of GIRMaC). This enabling legislation should allow communities and use groups to organize and federate at multiple, overlapping levels (e.g., multi-village, industry-specific groups. While field visits and discussions with government stakeholders raised a number of issues pointing to the limited powers of villages, there is still ambiguity. A starting point for Wula Nafaa may be to conduct an initial study to clarify the enabling policy for village-level organizations in fisheries.
- While Wula Nafaa will probably not get involved in **water and sanitation policy** (because of the limited scope and scale of activities), coordinators and field staff should keep abreast of the direction water policy is moving vis-à-vis the role of local governments and community groups. Moreover, because of its engagement at the CR level, Wula Nafaa will have important contributions to make to the policy discussion. Because of this, Wula Nafaa should continue to participate in the Specific issues include:
  - **Transfert de compétence**, perhaps through comités de patrimoine depicted in the Figure 2 above
  - **Privatization**: Service contracts with private sector firms for maintenance
  - **SPEPA Law**: The Service Public de l’Eau Potable et de l’Assainissement (Spepa) law was scheduled to go before Parliament in March 2008.

- **Monitoring DEM progress with ASUFOR (in general):** The suite of ASUFOR-related activities is being implemented in a progressive fashion (2007-2011):
  - **Phase 1, Central Zone (starting June 2008):** Regions of Diourbel, **Fatick**, Kaolack, & Thiès
  - **Phase 2, Northern Zone (starting June 2009):** Regions of Louga, Matam and Saint-Louis
  - **Phase 3, Southern Zone (starting December 2009):** Regions of **Tambacounda**, **Kolda** and **Ziguinchor**

## 4.2. STRENGTHENING RURAL COUNCILS AND COMMISSIONS

Wula Nafaa’s principle partner at the local level will be the Rural Council, in the form of its Environment Commission. To the extent possible, effort should be made to place the CR/ENRCs in a leadership position, in which they manage relations with their constituents, oversee planning and implementation of project activities, monitor project activities, and assure the quality of project activities. Observations and suggestions on local governance strengthening activities are presented in Section IV below. The following are general observations:

### 4.2.1. MATCHING GOVERNANCE APPROACH TO RURAL COMMUNITIES

Under Phase 1, USAID/Wula Nafaa implemented NRM and enterprise development activities without systematic attention to the role or capacity of Rural Councils. Because of the diverse experiences dealing with CR, Wula Nafaa must now be able to implement governance strengthening at different levels of intensity, based on whether CR was partner in Phase 1 and whether they are not willing to take part. Wula Nafaa will need at least three approaches:

- In **new sites** (e.g., in the Department of Foundiougne), governance will be an entry point, and selection of project sites (at the Rural Community level) should be based partially (but importantly) on the willingness of CR to participate. The initial survey carried out by facilitators was an excellent first step in identifying Communities where local governments are willing and where potential is high. In these Communities, the full spectrum of local governance capacity building activities should be implemented from the start (as described in Section IV). Training of trainers should be implemented from the outset, in tandem with the other project activities (e.g., forest co-management, fisheries co-management)
- As in new sites, an intensive approach is needed in **some Phase 1 Wula Nafaa** sites (i.e., Rural Communities where governance pilot activities were carried out and where forest management plans, local conventions, or POAS have been/will be put in place). This will involve “retro-fitting” governance activities, and some CRs may be resistant, as was the case in Missirah and Koulor. Priority should be given to Communities where management instruments have started to generate funding, as this creates both an immediate need for good governance and a opportunity for learning-while-doing.
- For the **remaining Phase 1 sites and their neighbors**, a lower level of support can be provided to raise awareness of a range of governance-related activities—with the objective of generating governance demand (i.e., citizen pressure for good governance). This will be an important activity in Communities where elected local governments are not receptive to Wula Nafaa intervention in governance. The biggest immediate target of opportunity is to piggyback on the communications component, particularly rural radio. Other development projects (e.g., IED, SAGIC, USAID

education project in Casamance) have had remarkable results working with interactive radio programming—e.g., call-in shows with an animator and technical resource people.

#### **4.2.2. ENGAGE COMMISSIONS**

While Rural Councils are envisioned as the primary Wula Nafaa partner at the local level, the technical commissions should be considered as primary interlocutor for the project. Based on experience during Phase 1, these commissions are rarely functional; clarifying and operationalizing the relationship between the Councils and their technical commissions is a fundamental challenge in developing local government capacity. The key commission is the Environment Commission. Councils have flexibility in how they constitute their commissions, and they are free to put additional ones in place.

One proposal (discussed in the water strategy below) is to constitute separate water and sanitation commissions that would be responsible for overseeing WatSan activities (local water and sanitation plans, infrastructure development). Building the capacity of these commissions would involve engaging them from the outset in deliberating local agreements, mobilizing community groups to facilitate the preparation and implementation of agreements, and creating pressure for Rural Councils to engage (e.g., local conventions are deliberated in Commission and validated by Rural Council).

From start to finish, the commissions should “own” local conventions, forest management plans, and other NRM agreements (water action plans, fishing bylaws) to the extent allowable under law. Mainstreaming the technical commissions into Wula Nafaa project activities may require revising some of the procedural manuals

#### **4.2.3. STRENGTHEN CR ROLE IN CREATING WEALTH**

There are numerous examples in Foundiougne where CRs have put in place taxes on commercial enterprises (e.g., taxes on landings and transportation of shrimp in Foundiougne and Bassoul; taxes on eco-lodges, signposts, and visitor permits in Palmarin<sup>8</sup>). The CRs have been effective at collecting the taxes they put in place. They appear to have a less clear idea of what services they need to deliver in return. It is not clear to people who pay the taxes, and they complain about how their impact on revenues. Wula Nafaa should help CR understand basic principles of public finance, think through what it does with these funds, and identify opportunities for creating an enabling environment for local economic development (e.g., build and maintain hygienic processing facilities, promote hygiene in market areas) as well as assuring resource sustainability (e.g., surveillance, aménagement).

IED is in the process of taking this process one step further but working with CR to build their capacity to attract external investment that creates economic growth and employment. One interesting example of this kind of investment is the ice plant in Foundiougne built by Jean Vidal (Tel: 618.63.92). Mr Vidal has circulated a proposal to establish ice depots around Foundiougne Department. Wula Nafaa field staff should speak with him in greater about his experience establishing his business in rural Senegal.

### **4.3. STRENGTHENING COMMUNITY-BASED ORGANIZATIONS**

Organizing producer groups and community-based management structures has been a central component of Wula Nafaa’s strategy. There is debate over whether it makes sense to Wula Nafaa to put formal CBOs if there is not a source of project-revenue for them to manage (e.g., income from fines and permits)—particularly with respect to land and forest resources (e.g., local conventions and forest management plans).

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<sup>8</sup> The RC in Palmarin levies a 6,000,000 FCFA/year tax on lodges. The RC of Bassoul levies several taxes on shrimp landings: 25 FCFA/box; 1,000 FCFA/pirogue; and 10,000 FCFA/truck.

In some cases (e.g., Koussanar and Kothiary), communities are faced with the problem of how to manage and how to use revenues from fees and fines. But the transaction costs of self-organizing are high, and in some (many?) cases there do not appear to be financial incentives to sustain interest or active involvement.

Nonetheless, CBOs are potentially an important to communicate with elected officials in a coherent and politically significant manner—particularly if they are federated in a manner that allows them to communicate to the CR in a unified and coherent manner. But training in specific aspects of resource and financial management and internal governance could wait until the timing is right.

CBOs pose a different challenge in other sectors. In the fisheries sector, because the CLPA are not democratic institutions and because the CR have limited roles in fisheries sector management, CBOs (e.g., CLP) offer the most promising vehicle for promoting local fisheries management. CLPs are key members of CLPA. In the water sector, the central government has empowered ASUFOR and WMC. Wula Nafaa’s local governance strategy should continue to promote the role of the CR in these sectors, but it should also emphasize CBOs and build dialogue between the CBOs and the CRs.

In both forest and fisheries, producer associations (informal associations, networks, GIE and GIE federations) can play an important role in communicating issues to both elected local governments and deconcentrated technical services. Because fishing is such an important economic activity, the idea of Economic Interest Groups (GIE) and GIE federations appears to have taken root in the Sine Saloum, where IUCN was active. As touch upon above, because the fishing sector has not been decentralized, GIE offer an important vehicle for aggregating producers’ political power. Wula Nafaa should identify and engage existing GIE federations where they exist and help put them in place where they do not. They should be provided training and support (e.g., by facilitators, by local *relai*, by resource people trained through the governance ToT) to learn how to effectively engage elected and non-elected decision-makers. It may be worthwhile to organize local exchange visits between WN communities and neighboring communities (e.g., Niordor, Jawal-Fodouith), where men and women have formed a variety of CBOs and GIEs.

The SAGIC BDS unit has indicated its intention to develop a set of generic training manuals for community-based organizations—particularly producer associations—adapted from material that Patrick Nugwela has used in other settings. Given WN’s experience in this area, there should be opportunities to collaborate on developing these materials and a training approach.

#### **4.4. TECHNICAL SERVICES**

One of the key capabilities required by the Technical Commission is to help them understand how to mobilize technical expertise from relevant deconcentrated technical services. In the forestry sector, WN has built the capacity of the IREF, and specifically the BIC, to support community efforts to inventory, plan, and manage forests. During this second phase, as the WN governance is aware, an effort must be made to strengthen the linkages between an energized Environment and Natural Resource Management Commission and the IREF to deepen the impact accelerate the spread of forest management plans. The training of trainer approach encompasses representatives of deconcentrated technical services so that they can themselves understand how they are intended to support the decentralization process. Support for these technical services should not only increase their awareness of their roles under decentralization but should also build the types of skills they need to support local government entities and reinforce their roles as resources for public decision-making (e.g., participate in deliberative sessions of CR and backstop the planning and management work of the Technical Commissions).

An expanded technical scope under Wula Nafaa Phase 2 will require a similar process of engaging and building appropriate skill sets for deconcentrated technical services in fisheries, water and sanitation, and protected areas management (Table 2).

**Table 2: Major technical services for new Wula Nafaa sectors**

<b>FISHERIES</b>
<b>Ministère de l'Economie Maritime et des Transports Maritimes Internationaux</b> (1) Direction des Pêches Maritimes (see organigram, Appendix 11)
<b>Service Techniques Déconcentrés</b> (1) Services Régionaux des Pêches et de la Surveillance (Fatick) (2) Service Départemental de Pêche (Foundiougne)
<b>WATER AND SANITATION</b>
<b>Ministère de l'Hydraulique Rurale et du Réseau Hydrographique (MH)</b> (1) Direction de l'Hydraulique Rurale (DHR) (2) Direction de l'Exploitation et de la Maintenance (DEM) (3) Direction de Gestion et de Planification des Ressources en Eau (DGPRE)
<b>Ministère de l'Urbanisme, de l'Habitat, de l'Hydraulique urbaine, de l'Hygiène publique et de l'Assainissement</b> (1) Direction de l'Assainissement
<b>Services Techniques Déconcentrés</b> (1) Divisions Régionales de l'Hydraulique (2) Subdivision de Maintenance (SM) (3) Brigade des puits et forages (BPF); (4) Brigade hydrologique

## 4.5. CIVIC EDUCATION

Across the board, discussions with Wula Nafaa partners emphasized that the key to achieving effective local governance (particularly a responsive, competent local government) is “citizen pressure”. Elected officials—even those who are well trained—have little incentive to approach their work in an inclusive, transparent manner unless their constituents demand it. And their constituents—newly enfranchised rural citizens—need information on rights & responsibilities and on the activities of local governments in order to bring this pressure. Civic education on principles of good governance and citizenship can be dovetailed with information about practical NRM opportunities and techniques through “cascading restitution” (i.e., informational sessions organized by WN-trained resource people) and rural radio.

There is a substantial amount of experience with the use of rural radio in governance, some of it already funded by USAID. USAID’s governance workplan indicates that they are working with **World Education** in Ziguinchor and Kolda to develop a standard set of governance messages for use by rural and to train rural radio journalists in good governance. **SAGIC** has done some exciting work using rural radio to publicize its value chain work. The project organizes call-in programs at the national and regional level (every Wednesday at 8:30 pm), placing resource people in the studio with trained consultants/*animateurs* to field calls from listeners.<sup>9</sup> Wula Nafaa’s own Amath Diop has acted as a resource person. Patrick Nugwela explained that SAGIC broadcasts in 4 languages virtually simultaneously in Casamance by using a network of community radio stations. The broadcast starts in French (Casamance Community Radio) and is picked up and translated into three other languages by

<sup>9</sup> In Casamance, the consultant/*animateur* is Ismaila Diedhiou. He can be contacted through SAGIC. In Dakar, the consultant/*animateur* is from RTS.

other stations. Radio stations are paid a small fee for running the program. IED also uses call-in rural radio and can make copies of broadcasts available to WN if there is interest.

Aaron Brownell described a successful model for civic education from Madagascar based on rural radio and listening groups.<sup>10</sup> This approach involves preparing regular programs on a variety of topics, which are broadcast through a network of rural radio stations to listening groups. The listening groups are formed with NGO assistance, equipped with FreePlay radios, and facilitated by local leaders. This approach could be adapted for Wula Nafaa's governance communications program; in areas where community *relais* are trained, they could act as facilitators for listening groups in their communities, helping to bring people together to listen to WN rural radio broadcasts, facilitating discussions, and perhaps organizing call-ins. Oulata Bah also described a similar idea (which he proposed to the EU) to use television for distance learning on governance. Rural radio would be more cost effective and would reach more people in the WN project area, but it might be worthwhile to get Oulata Bah involved in thinking through an approach. He also feels that it is necessary to have some type of incentive program, perhaps by providing rewards (e.g., cash, books) to groups that perform particularly well.

Because an informed citizenry is critical to a functioning democracy, WN should consider some level of training to rural radio personnel on moderating call-in shows (e.g., with elected officials and IREF personnel), political reporting (e.g., proceedings of CR deliberations, following hot topics, budget actions), and investigative journalism. This training could target topics related to WN NRM activities, particularly as they relate to CR activities, but the knowledge and techniques would be more broadly applicable. WN should consider including rural radio personnel among the resource people trained during governance training.

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<sup>10</sup> Andrew Lee's Trust *Projet Radio*, a project summary and related documents can be accessed through the website: <http://www.andrewleestrust.org/radio.htm>.

# 5. ACTIVITIES

## 5.1. GENERAL GOVERNANCE APPROACH

After an assessment visit to one of the local governance pilot sites, Sakar, it was determined that the training of trainers approach was basically sound—participants in the trainings demonstrated an elevated awareness of the principles and processes of democratic, decentralized governance. However, the viability of the system of putting in place local resource people remains largely untested. Will they remain engaged? What will their roles look like as the program develops? There is a need to focus and define the roles of different kinds of resource people, to link them to concrete activities and to equip them with tools that are appropriate to their tasks.

One of the issues that came up several times during discussions was whether to implement governance activities through local NGOs or consultants. We met with a representative of an NGO (*Carrefour Africain d'Appui au Développement*) involved in local governance activities in Kolda. They contract with the same consultants who conducted the Wula Nafaa pilot activity. NGOs (at least the national NGOs) appear to add a layer of unnecessary cost. Wula Nafaa should expand its roster of governance consultants (e.g., Diako, Savane, Oulata Bah), who appear to be very competent and continue to experiment with innovative approaches. Additionally, it would be worthwhile to contact CESAO, an NGO based in Kaolack that implemented an eight-module governance training in Foundiougne Department with funding from ActionAid.

The following observations and suggestions relate to the steps in Wula Nafaa's governance approach:

### 5.1.1. PROTOCOL

The need for a protocol between the project and local governments was observed during the pilot governance activity, particularly due to the fact that two of three Rural Councils opted out of the pilot for political reasons. The protocol clarifies the respective roles of Wula Nafaa and partner CRs and represents a formal engagement. The draft protocol, which was developed before my arrival, is a good document. There are two things that could be improved. First, the general principles could be expanded to clarify what they mean in practice. The list and descriptions in Section III.3 could be adapted for that purpose. Second, the protocol could include a more detailed discussion of the role and importance of the Technical Commissions relative to the CR itself.

### 5.1.2. ETATS DE LIEUX & RESTITUTION

The purpose of the *états de lieux* is to understand current status, capacities, resources, and needs in specific CR so that training and technical assistance can be tailored to their levels. The initial surveys in Foundiougne and at the debriefing workshop suggest that some of the CR and PCR already have considerable capacity because of their specific circumstances and because of the work of other projects.

This is the case in Djirnda, one of the CR being considered for Year 1, where **ActionAid** has been active in governance training for decentralization. In this CR, the PCR have put in place networks of local animators to facilitate communication with constituents and to facilitate planning and budget exercises. The PCR of Djirnda brought to our meeting a full set of CR financial records, including procurement and financial reporting.

This is not to say that additional work is not needed but rather that there is significant motivation and capacity already and that the *états de lieux* should take stock of other governance efforts that may provide

a foundation for WN activities. For example, Mr. Oulata Bah implemented a Dutch-funded project (**PRECAEGRN**) to train local government officials in (1) transferte de compétences, (2) legal and institutional aspects of decentralization, (3) environmental planning, and (4) relations between actors in Tambacounda (Bakel, Kedougou, and Tambacounda Departments) and Kolda (Weligara, Seidiou, and Kolda Departments). Like Wula Nafaa’s, his approach is based on the DGL Felo program; he adapted DGL Felo training modules and materials, employed the MAP technique, and used a training of trainers approach. While Wula Nafaa would want to introduce topics specific to its activities, building on this effort could enable it to (1) accelerate governance activities in CR targeted for intensive activities, (2) intensify governance activities, using PRECAEGRN-trained local resource people, in CR target for lower levels of support, and (3) make the linkage between Wula Nafaa’s ENR sector-specific governance work to broader governance issues.

The etats de lieux should include a systematic assessment of community-based organizations such as the variety of community fishing organizations put in place by projects in Foundiougne, some of which appear to be very active and capable. Similarly, the etats de lieux should take note of local resource people (e.g., animators in Djirnda, PRECAEGRN-trained resource people in Tamba and Kolda), who might provide a natural starting point for building WN’s own network of local resource people.

### **5.1.3. TRAINING PROGRAM AND MATERIALS**

It appears that many of the governance consultants are ex-DGL Felo employees. They are very comfortable with DGL Felo training modules and materials, which they use and adapt widely. The four core modules used in the WN pilot activity are: (1) Connaissance de la décentralisation: Compétences transférées et acteurs; (2) Gestion des compétences: Organisation et fonctionnement; (3) Décentralisation: Gestion financière; and (4) Citoyenneté. These appear to cover a general set of core themes that would get the CR and their constituents started. The modules themselves are well structured, with learning objectives, step-by-step instructions, and good “fact sheets” for the trainers. The USAID website has all of the DGL Felo materials,<sup>11</sup> which should serve as a useful resource if and when new modules need to be developed.

While the DGL Felo materials are a good start, there is a lot of room for improvement and innovation, so WN should not necessarily be content with what they offer. The WN team should remain open to the possibility that the manuals and resources contain too much information and that some situations may require further simplification, depending on the level of level of the trainees. There is also a need to update some of the material to include new tools (e.g., local conventions) and additional sectors (e.g., fisheries, CLPA).

Along these lines, there is also a need for training materials that village-based *relais* can use with their neighbors when they return to their villagers—using a “cascading restitution” approach. They should be able to stimulate ongoing dialogue and catalyze action at the village level. WN governance staff should work with the communications specialist to develop materials that can be used by the *relais*. Among other things such as appropriate visual aids, discussion guides for radio listening groups, these could include quick reference guides for core competencies and sectoral activities. WN should consult with Oulata Bah, who has been working on this very issue.

### **5.1.4. TRAINING OF TRAINERS**

In general, WN should be cautious about relying too heavily on a training approach. The governance modules appear to use primarily presentation, listing, questioning, and discussion to share a core set of

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<sup>11</sup> DGL Felo Training Manuals: [http://senegal.usaid.gov/pubs/DGL\\_Felo\\_Training\\_Manuals/index.html](http://senegal.usaid.gov/pubs/DGL_Felo_Training_Manuals/index.html)

information with the trainees. While a good foundation of information is important for governance trainers, they also need to create opportunities for experience learning—practical, hands-on experience with the day-to-day activities associated with running local government. It is recommended that WN engage an adult learning specialist on a short-term basis to help introduce techniques such as role playing (e.g., running a commission meeting or public hearing, addressing a constituent request, requesting assistance from the technical services) and hands-on activities (e.g., preparing a local development plan or annual budget). Furthermore, additional resources should be put toward providing technical assistance timed to correspond with important local government milestones.

From discussions with WN governance staff, it is clear that “trainers” can encompass a number of different types of people—informal village leaders, elected officials, and representatives of deconcentrated technical services (e.g., IREF, ARD). From the governance reports, it is not clear if there is a systematic approach to identifying who should be recruited as trainers, what is expected of them once they are trained, and how they will accomplish this. It would be useful to develop such an approach.

### **5.1.5. TRAINING AND TECHNICAL ASSISTANCE FOR LOCAL PARTNERS**

One of the key outcomes of the training of trainers is to build local expertise that can provide support to local governments and their constituents. Establishing local governance resource people (e.g., *trainers*, *relais*, *animateurs*) would ideally provide stability that would outlast successive local governments (e.g., local elections are tentatively scheduled for March 2009 and many elected officials will depart). Putting in place a network of local resource people also allows Wula Nafaa to reach a great number of people, when, for example, local *relais* share core governance information with their neighbors. This component of the WN local governance strategy has not yet been fully tested, and a couple of important issues need to be worked out. First, as discussed above, they need to be equipped with appropriate, simplified pedagogical materials that they are able to use and that present information in a manner that is accessible to others in their villages. Second, WN needs to put in place some type of framework to monitor performance of local animators and create incentives to sustain involvement.

Structuring the roles of the *relais* and providing incentive for them to play these roles are two core challenges of the approach. The PCR of Djirnda and Bassoul have put in place their own networks of young animators. In Djirnda, the Conseil d’Animation pour le Developpement de Djirnda is comprised of 26 animateurs (2 from each village). In Diossong, the Conseil Local d’Animateur is comprised of approximately 30 animateurs. These young people are recruited in their villages and many have basic education. They assist the PCR in organizing meetings with villagers, primarily when there are budget activities, and help circulate information about the activities of the CR. They are volunteers for the most part but also contract with NGOs to assist with village-level training. WN should consider organizing site visits for CR where governance activities will be implemented to Djirnda and Bassoul. Home-grown animateurs/relais systems appear to deal somewhat with the incentive question—the animateurs are responsible to their PCR and their work is framed as promoting the development of their own territories. The networks were not put in place by a project (as far as I know), and their incentives derive from a generalized sense of public service. They are not likely to disappear when a specific project ends. Their experiences might offer lessons for other local government officials and help them put in place their own networks of resource organizations. Oualata Bah has been working on this problem of creating incentives for local animateurs, and it would be worthwhile for WN staff to discuss the issue with him. One of his ideas is to implement a system of rank, where animateurs can advance in rank and receive additional training based on the performance.

Just as it must be clear who is to be recruited as local resource people, WN also needs to be clear about who is to be targeted by subsequent training and support, what their training needs are (part of this will

come out of the *etats de lieu*), and who should deliver this training. Obvious targets for WN include Rural Councils and Commissions, CBOs (Forest Management Structures, *Comités locaux de pêche villageoise*, ASUFOR, and *reseaux/GIE/GIE* federations). But their training and technical assistance needs are very different and require adapting curricula, training materials, and *practica*. One way of structuring the approach could be to take WN's core management instruments and break them down step-by-step, define the governance dimensions of each step, and identify who should be involved (as trainers/coaches and trainees). For example, the steps involved in a local convention might be represented as follows in Table 3.

**Table 3: Strengthening Local Governance through Local Conventions**

Step	Governance Dimension	Partners/ [Lead is in bold]
1. Information des autorités administratives et locales	This is an opportunity to sign the protocol, clarifying project activities, along with roles and responsibilities, and formalizing the engagement with CR.	<b>Wula Nafaa</b> Rural Council Local Authorities
2. Confection d'un plan d'action pour l'élaboration des la convention locale et du POAS	This process should reinforce basic ideas of inclusiveness and transparency. CR delegates activity to the CEGRN.	CR/ <b>CEGRN</b>
3. Etats de lieux de la gestion des ressources naturelles dans la communauté rurale	CEGRN initiates working relationship with IREF, learns how to mobilize technical support	<b>CEGRN</b> IREF
4. Elaboration et confirmation du zonage de la communauté rurale	CEGRN continues working relationship with IREF, learns how to work with other Technical Commissions (Land) and how to organize inclusive public consultations with support from the <i>relais</i> .	<b>EGRN (and Land ?)</b> <b>Commissions</b> IREF/BIC CBOs <i>Relais</i>
5. Elaboration du Plan d'Occupation et d'Affectation de Sols (POAS) ; vérification des unités cartographique sur le terrain		<b>EGRN Commission</b> IREF/BIC CBOs
6. Mise en place des structures d'élaboration de la convention locale	Commissions initiate systematic process of public consultations.	<b>EGRN Commissions</b> CBOs <i>Relais</i>
7. Elaboration des règles au niveau des zones	Village communities deliberate rule systems; <i>relais</i> assist in organizing village and inter-village meetings and assures that inclusive, democratic processes are used to the extent possible in social/cultural context.	<b>CBOs</b> <i>Relais</i>
8. Harmonisation et validation des règles des la convention local de la communauté rurale	Debates in Commission, with participation of CBOs as self-advocates and Services Techniques as resources	<b>EGRN Commission</b> Conseil Rurales
9. Délibération et approbation de la convention locale	ENR Commission proposes LC to full Rural Council, which deliberates and votes in public meeting	<b>Rural Council</b>

Step	Governance Dimension	Partners/ [Lead is in bold]
10. Mise en place et formation des structures de gestion	Communities organize management structures, establish bylaws and operating procedures with assistance from the relais ; as necessary, relais can provide training in procedures related to managing taxes, permits, and fines	<b>CBOs</b> <i>Relais</i>
11. Elaboration et mise en œuvre du plan de travail de travail annuel lié à la convention locale	EGRN Commission gains experience in planning (including budgets and procurement), in mobilizing technical services in support of ongoing activities, and in conducting public consultations; resource people from technical services provide technical input at request of Commission; relais assist in organizing public consultations and help CBOs articulate their needs and interests.	<b>EGRN Commission</b> CBOs (SGs) Services Techniques <i>Relais</i>

### 5.1.6. MONITORING

The USAID governance action plan includes the development of a rating system for local governments as a basis for comparing performance and measuring progress. Wula Nafaa attempted to do this at one point, but Rural Council reacted very negatively.

In principle, evaluating local governments is good and necessary—citizens should have information on how well their government officials are performing so that they can take appropriate action. However, there are two important issues to consider: (1) the rating process should be one that the CR can learn from, so there should be some form of self-assessment, with room for corrective action; ) and (2) if an external auditor is to evaluate local governments, it should be an independent evaluator, not Wula Nafaa staff. Separating the assessment/rating function from project activities would buffer Wula Nafaa staff from recrimination and could result in a sustainable institutional mechanism for continuing the work.

Resistance notwithstanding, Wula Nafaa staff needs some way of measuring their progress and the impact of project support. It is recommended that Wula Nafaa adopt a simplified monitoring worksheet/checklist that can be used by facilitators to assess local government performance, following the objectives laid out in Section II. This can be some subset of the indicators presented in the USAID governance workshop.

## 5.2. ELEMENTS OF A WATER AND SANITATION STRATEGY

Wula Nafaa’s WatSan strategy should aim to (1) systematically strengthen the capacity of local governments and communities to plan and manage sustainable water development and (2) increase the availability of potable water in Wula Nafaa’s current intervention area. Wula Nafaa could add value by coordinating local partner participation (CR/CEGRN, DHR, NGOs, Peace Corps); provide training and support to community groups as necessary: support infrastructure development through small grants program; and provide oversight and quality assurance for infrastructure development. Wula Nafaa should implement this work in collaboration with one or more NGO with a proven track record in water and sanitation, including potentially the Groupe de Recherche et de Réalisation pour le Développement Rural (GRDR), Centre Régional pour l'Eau Potable et l'Assainissement à faible coût (CREPA), and Eau

Vive. This work should also be coordinated with ongoing efforts by other development actors. A small sample includes:

- **JICA:** PEPTAC is supporting the creation and training of ASUFOR in 35 sites in ex-Tambacounda Region (20 in Tambacounda Department, 10 in Bakel Department, and 5 in Kedougou Department) (see Appendix 12). In the PEPTAC approach, the Chef de Brigade does the actual training of ASUFOR members and is paid a per diem for this.<sup>12</sup> Because of restrictions on JICA staff and contractors, PEPTAC provides “indirect” support for ASUFOR in Kolda and Ziguinchor by training DHR staff. PEPTAC has developed a number of simplified training manuals for ASUFOR, which the project director (Mr. Fukai Yoshio; Tel: 435-64-90) has agreed to make available to Wula Nafaa on request to the Director of JICA. Mr. Fukai has also expressed interest in collaborating with Wula Nafaa in building capacity of ASUFOR in Tambacounda (and now Kedougou). The overlap in project areas is indicated in Table 1.

JICA is also funding a survey of groundwater resources in Tambacounda and Kedougou (*Etude sur l'Hydraulique Rurale dans les Régions de Tambacounda et Matam en République du Sénégal*), including the hydrogeology as well as socio-economic and infrastructure dimensions. The study is being conducted by a Japanese contractor (Japan Techno Company and Kokusai Kogyo Company) in partnership with the DEM and DGPRES and is scheduled to be completed by August 2010.

- **CARITAS:** Has been active in training ASUFOR in Foudiougne Department. The PCR of Djirnda, an active CARITAS partner, provided examples of financial management worksheets used by the ASUFOR in his CR (Appendix 13). The ASUFOR systems put in place by CARITAS in Djirnda appear to be functioning well; they have also managed to get pastoralist to pay for water for their animals, which accounts for an increase in monthly revenues from 1,850 FCFA in December 2007 to 109,800 FCFA in May 2008 (see Appendices).
- **UNICEF.** UNICEF is active in Casamance, where they have been active in primary schools, including installing potable water (mini-boreholes), latrines, and washing areas. For 2008-2009, UNICEF has programmed 208 wells in the Regions of Kolda, Sédhiou, and Ziguinchor. UNICEF maintains a suboffice in Ziguinchor (Christine DeBrun, head of sub-office; Tel: 77.637.2611). The program officer, Mr. Baldé Mamadou Mouctar (Tel: 77.419.1027) observed that there has been a problem with sustainability, because they did not attend to building organization and capacity for maintenance.
- **Belgian Aid.** Program to support ASUFOR in Fatick; major GOS partner in WatSan since 1980
- **CRS:** Is active in the Sandougou River watershed in the Tambacounda Region, using support from the Howard Buffet Foundation.

The proposed potable water and sanitation strategy has 5 sets of activities (adapted from the Wula Nafaa WADA GDA proposal):

- **Activity 1 - Put in place Water and Sanitation Commissions:** Wula Nafaa should work with Councils to put in place Water and Sanitation sub-Commissions (WSC) of the ENR Commissions. With training and assistance from Wula Nafaa's local governance team, the WSC will assume a leadership role in all WatSan activities. Using a learning-by-doing approach, the WSC would gain hands-on experience guiding water development in their jurisdictions. This experience and capacity will underpin the long-term viability of the commissions and the sustainability of public works.

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<sup>12</sup> 10,000 FCFA/day; 5,000 FCFA/half-day; 25,000 FCFA/overnight

- **Activity 2 - Preparation of water development plans:** Wula Nafaa will work with the WSC and Direction Regional d'Hydraulique (DRH) to prepare an inventory of water resources, infrastructure, and institutions at the CR level. These inventories will assist WSC to identify and address short- and medium-term priorities while informing the eventual preparation of PLHA to address long-term or capital-intensive goals. The inventories will be complemented by baseline data on health and water quality data within the selected areas will be collected and analyzed.

On the basis of these inventories, WN staff will work with WSC to prepare water development plans that set out short-, medium-, and long-range goals and priorities to increase potable water coverage in their jurisdictions. WN will work with other partners (Peace Corps volunteers and local NGOs) to identify and address priority sanitation issues (e.g., through latrine construction).

- **Activity 3 - Select villages:** Based on these inventories, Wula Nafaa and the WSCs will select partner villages in which to construct wells. The villages will be selected based on a number of criteria reflecting CR prioritization, population, coverage, feasibility, community interest and other health-related information (e.g., occurrence of cholera or other diarrheal diseases). The number of communities will depend on balancing need and impact with cost of individual projects, a function of site-specific factors such as geomorphology and depth of water table. We anticipate targeting CR with relatively low coverage (e.g., Malem Niani and Missirah in Tambacounda; Mangagoulack and Tenghoury in Ziguinchor; Toubacouta and Diossong in Fatick; Sare Bidji in Kolda).

It should be a priority to address **sanitation issues in coastal villages**, which have both drainage and solid waste disposal problems—poor drainage, high water tables, narrow layer of fresh water that is easily contaminated and vulnerable to salinization. In Niodior, for example, a polluted body of water divides the village in two and has no clear evacuation point. A mechanism for disposing of processed mollusk shells would improve sanitation in most communities and could contribute to the reconstitution of oyster and cockle beds (e.g., by returning substrate to breeding areas). The need for improved sanitation goes beyond installing latrines (which may contribute to groundwater contamination nonetheless, given the specific nature of groundwater hydrology). There is a need for comprehensive planning and action, including consideration of the cumulative effect of proposed actions. Sanitation conditions in these conditions run the risk of negative impacts on both human health and fisheries ecology.

- **Activity 4 - Assist villages to develop water and sanitation infrastructure:** Funds for Wula Nafaa support for water and sanitation infrastructure development may become available through the impending contract modification and the WADA GDA proposal. It is recommended that Wula Nafaa work through the WSCs and in partnership with NGOs and Peace Corps Volunteers to help partner villages construct improved wells, install other types of water infrastructure (e.g., distribution pipes and additional public standpipes), and construct latrines (see box). For wells, Wula Nafaa support could include well siting (based on consultations with villagers and analysis of groundwater hydrology), excavation, sealing (lining with concrete), capping them, and equipping them with hand pumps. Support from WADA would allow the construction of approximately 45-70 wells, with depths of 20-30 meters.

**STANDARDS (INFRASTRUCTURE)**

*From USAID Concept Paper*

Protected **wells** should be promoted. “Unprotected Wells” are ones which a sanitary survey indicates that the well is vulnerable to contamination. Reasons for vulnerabilities include: the well is uncapped, has holes where surface water can drain into the well water, and/or does not have a tight seal where the pump lines enter into the casing.

Any improved **sanitation facilities** built should be technologies more likely to ensure privacy and hygienic use, i.e., connection to a public sewer, connection to a septic system, pour-flush latrine, simple pit latrine, and ventilated improved pit (VIP) latrine. Sanitation facilities that should not be built under this contract include: public or shared latrines, open pit latrines, and bucket latrines.

Villagers will work with WCS and DHR to engage local contractors to provide specialized labor and equipment for excavation and construction. Villagers will contribute in cash and kind for labor and locally-available materials (e.g., sand & gravel).

- **Activity 5 - Training in well maintenance and management:** Following PEPAM guidelines, Wula Nafaa will work with communities to put in place well management committees from the inception of village-level project activities. Wula Nafaa has gained significant putting in place community-based structures to manage different aspects of natural resource management (e.g., forest management committees and forest guards), including committees with financial management responsibilities. Drawing on this experience and adapting water-specific training materials developed by Wula Nafaa partners (e.g., JICA and Eau Vive), Wula Nafaa's network of facilitators and local animators will provide communities with skills to keep wells assure that wells continue to provide clean water (e.g., site management, water treatment, sanitation), to maintain infrastructure through cost-recovery mechanisms, and to assure inclusive, transparent decision-making at the village level.

The follow suggestions for user group capacity-building (from Aaron Brownell) should be considered:

- Estimating costs of operation and maintenance
- Establishing user fees and collection system to cover 100% of operation and maintenance costs
- Establishing procedures to procure maintenance and repairs
- Establishing roles and responsibilities in carrying out routine preventive maintenance, arranging for repair or spare parts acquisition as necessary, controlling access to the water point (if relevant), and protection and oversight of facilities.
- Promoting representation and participation of women in committees must be representative of the community served, including significant participation by women.

### **5.3. ELEMENTS OF A FISHERIES GOVERNANCE STRATEGY**

In conjunction with fisheries policy efforts to create an enabling environment for community-based fishing organizations, the following governance activities are targets of opportunity in the fisheries sector:

- Using the GIRMaC CLP model, help additional village-based fisheries CBOs register as legally recognized associations and engage in co-management agreement with DPM; the registration process should seek to broadly define powers and should not be limited to the scope or duration of Wula Nafaa assistance;
- After governance Training of Trainers, provide CBOs instruction in principles of good governance to strengthen both internal management (using specially designed, simplified training tools) and advocacy activism (to engage CLPA and DPM);
- Work with CBOs to develop local management frameworks (e.g., oyster bed rehabilitation, management, seasonal closure) within the scope of powers define in the co-management agreements with the MME; the scope of these activities will likely be limited until the CLPAs are in place or until national management plans are in place; GIRMaC is working with the CLP to promote seasonal closures and net restrictions for shrimp fisheries; even though the impact is likely to be limited without larger-scale action, they see this as a first step, a “building block” in enabling community-based management.

- Facilitate CBO participation in broader fisheries decision-making, either with the CLPA, when they become functional, or the DPM until they do.
- Work with fisheries CBOs and GIE to federate in order to influence policy dialogue to accelerate the implementation of CLPA and to provide feedback on the CLPA structure to relevant authorities.

# 6. CONCLUDING RECOMMENDATIONS

1. Keep the basic ToT approach, but develop strategy for incentivizing local resource people, particularly village-level *relais*. As a first step, it is recommended that the project team visit Djirnda to study the PCR's successful effort to put in place a network of village animators who help with training and Community budget preparation.
2. All efforts should be made to keep the governance component very simple—simple training focusing on basic information, perhaps with periodic “refresher” sessions that build on earlier trainings and timed to coincide with key governance activities (e.g., annual budget exercises, periodic planning activities).
3. Develop communications materials adapted to different levels (using materials from other projects as well)
4. Use a learning-by-doing approach to maximize opportunities for experiential learning; to the extent possible, all training activities should be linked to specific opportunities for apprenticeship; make use of exchange visits to benefit from the significant work that has been done by other organizations (e.g., IED, CARITAS, ActionAid)
5. Emphasize technical assistance to CR (over formal training workshops), timed to provide support during critical periods (e.g., budget exercise, preparation of PLD)
6. Build network of governance consultants, not only for general governance training, financial and administrative management but for public finance, investment, protected areas management.
7. Keep eye on the big picture for new sectors; validating the government's current vision and approach may be expedient but may also end up reinforcing undemocratic tendencies

# APPENDIX I: PEOPLE & ORGANIZATIONS CONSULTED

Date	Person/Organization
10/8	John Heermans, Wula Nafaa Partner Meeting, Rural Water and Sanitation (convened by Lux Dev)
10/9	Abdoulaye Boly, Groupe de Recherche et de Réalisations pour le Développement Rural/GRDR Ndeye Tické Ndaiye Diop, Direction de Pêche Maritime/DPM Aminata Badiane, Aaron Brownell, Peter Trenchard, USAID/Senegal EG SO Team (Dakar) Chris Hedrick, Peace Corps (Dakar) Aaron Brownell (re: Water and Sanitation); Lisa Franchetti (re: governance), USAID
10/10	Community Fisheries Management Committee & Local Authorities, Cayar
10/13	Ndiogou Niang, CREPA-Senegal (Dakar) Regina Brown, SAGIC (Dakar) Mamadou Diako, governance consultant
10/14	Salif Gueye, <i>Eaux et Forêts</i> , Wula Nafaa (Dakar) Babou Sarr, Fodé Kane, & Papa Bakhoum, Direction d'Exploitation et de la Maintenance/DEM (Dakar) Alassane Tierou Ndaiye, Direction de l'Hydraulique Rurale/DHR (Dakar) Akiko Ida, Deputy Resident Representative, JICA (Dakar) Abdrehmane Diallo, USAID re: governance strategy)
10/15	Representatives of Rural Council, village elders, and women's GIE Federation (FELOGIE), Niordior (Foundiougne)
10/16	Community Nature Reserve (Palmarin) Alassane Samba Diop, Ndiouf Babara Ndaiye, Service Régionale de Pêche (Mbour) Fish processing GIE and facility, visit to beach seine landing (Nianing) GIE Femmes et Coquillage, Oyster Cooperative, visit to managed oyster bed (Joal-Fadiouth)
10/17	Tamba Diallo & Wula Nafaa facilitators (debriefing from site selection surveys) Badara Dioume, Président de Conseil Rurale Djirnda (met in Foundiougne) Joseph Sarr, President CLP (Foundiougne)
10/18	Debriefing workshop (Foundiougne)
10/19	Patrick Nugawela, SAGIC (Dakar)
10/20	Binata Coulibaly Gueye & Wula Nafaa team; wealth component Brian Crawford debriefing with USAID EG SO Team (Dakar)
10/21	Ndiogou Niang, CREPA Dr. Mamadou Goudiaby, Division de Pêche Artisanal/DPM (Dakar)

Date	Person/Organization
	Martin Weber & Patrick Nuguwela, SAGIC
10/22	Yoshio Fukai, Chef de Projet PEPTAC (JICA/DEM)
	Work planning meeting with WWF
10/23	Bara Gueye, IED (NGO)
	Malamine Savane, Carrefour Africain d'Appui au Développement (NGO)
	Patrick Nuguwela & BDS Team, SAGIC
	Mamadou Niane and Emma Greatrix, Wetlands International
	Oualata Bah, governance consultant
10/24	WN team meeting



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