

# Programme Gouvernance et Paix (PGP) Quarterly Report

---

May 2010-June 2010

**Funding Provided by the  
United States Agency for International Development**

Submitted to:

USAID/Senegal

Submitted by:

**Academy for Educational Development**

CENTER FOR CIVIL SOCIETY & GOVERNANCE

.....

Washington, DC

**July 30, 2010**

**TABLE OF CONTENTS**

- I. Executive Summary.....3
- II. Situation Update.....4
- III. Key Meetings.....4
- IV. Program Activities.....5
- V. Program Start-Up/Administration .....7
- VI. Challenges to Implementation .....7
- VII. Projected Activities for Next Quarter.....8

## I. Executive Summary

This is the first quarterly report for the USAID/PGP-Senegal project and covers the period May 1<sup>st</sup>, 2010-June 30<sup>st</sup>, 2010. The overall objective of the program is to strengthen democracy, support the conclusion of the peace process, and sustainable development in Senegal. To obtain this objective the project has four main components: 1) increased transparency and accountability of government, 2) improved understanding and application of fiscal decentralization, 3) free and credible elections in 2012, and 4) successful conclusion of the Casamance Peace Process. AED and all program partners will work together with government, relevant oversight, regulatory, and training institutions, and local government in four pilot regions, as well as civil society at the national and local levels to address each of these component areas. Additionally, the project has several cross-cutting themes that are integral to our approach: the inclusion of gender and youth in all activities and a grants program that will help civil society organizations actively participate in democracy, good governance, and peace-building processes.

The structure for the quarterly report is the following:

- **Executive Summary** – which gives an introduction and overview to the report as well as succinctly demonstrating achievements for the period;
- **Situation Update** – which provides contextual information that is relevant to the strategy, approach and implementation of the program;
- **Key Meetings** – with primary stakeholders that support program implementation;
- **Program Activities** – that provide detailed information regarding the implementation of activities as identified by component;
- **Program Start-up/Administration** – which offers an update on program administration that impacts the effective implementation of the project;
- **Challenges to Implementation** – which provides an opportunity to share with USAID how contextual factors could hinder project implementation and may require USAID to engage directly to support or facilitate implementation;
- **Projected Activities** – which details key activities to be expected in the next quarter; and
- **Appendices** – which can include program assessments, reports, and success stories etc.

We propose this basic report structure for all future quarterly reports to ensure consistency of reporting throughout the life of the project.

### **Key Achievements for this quarter include:**

- Organized, convened, and facilitated the Anti-Corruption workshop sponsored by the DREAT in May;
- Drafted a final workshop report including a logical framework to articulate Government of Senegal tasks in the fight against corruption and an action plan;
- Hired and mobilized key project staff including all Component Leaders and the Deputy Chief of Party;
- Identified a PGP headquarters office in Dakar and set up basic finance, accounting and procurement systems; and

- Assembled international and local project partners and all hired staff for a 5-day workplanning and teambuilding session on Gorée Island

## II. Situation Update

The discussion regarding the level of corruption in Senegal between the American Ambassador and the Senegalese President created a tense environment regarding how programs funded by the American government and people might be perceived. U.S. Ambassador Marcia Bernicat wrote an open letter that was widely publicized on May 20<sup>th</sup>, 2010 by the Senegalese media emphasizing U.S. concerns over persistent reports of corruption in Senegal. She also indicated that future grants, and specifically funds under the MCC Compact, would only be guaranteed if the Senegalese government demonstrated efficiency in the management of public funds. President Wade reacted strongly to these remarks. He indicated that he was distressed by any accusations towards Senegal regarding the level of corruption and the timing of administering justice. He also challenged the U.S. to withdraw the MCA compact with Senegal and transfer the funds to another country. This backdrop has implications for the strategy and approach to Component 1 of the PGP program, which is focused on increasing transparency and accountability.

The European Union (EU) and USAID, responsible for conducting an independent audit on the voter registration process including the electoral register, sent an exploratory mission during this period to define an approach and terms of reference (TOR) for the audit. The audit will be conducted by an independent team in close collaboration with the Ministry of Interior and its specialized services, CENA, the Ministry of Foreign Affairs and the Ministry of Justice. Other entities involved in this audit are the National Agency of Statistics and Demography and the National Directorate of Civil Status. During the month of May, the three person exploratory mission approached major stakeholders, presented their mission, conducted research and designed an approach and terms of reference.

A validation workshop was held on May 20<sup>th</sup> which included experts from the majority, the opposition, and other partners in the electoral process, to finalize the Terms of Reference to be the basic material of this audit. The Minister of the Interior sought to reassure political players regarding the reliability of the electoral process. The Coalition of Non-Aligned Parties issued a statement questioning the value of an audit of the electoral registry without an audit of the electoral processes that accompany it. The audit is scheduled to begin September 15, 2010 and will last five 5 months. The audit will include key stakeholders including Administrative Commissions, voter card distribution commissions, DAF and the CENA.

The situation in Casamance is fairly calm at the moment. There have only been sporadic attacks, however there is some cause for concern as rebels have targeted the army camp, the police, and begun to occupy formerly secure areas such as Oussouye and Border South in the direction of Kolda. Projects have continued to run their operations, sometimes with the assistance of armed guards. It is also noteworthy that the authorities are trying to harmonize their interventions to optimize their efforts in securing peace.

### III. Key Meetings

- *Introductory meeting with USAID.* In May, meetings were held with the USAID Mission Director and other senior USAID officials to discuss the PGP project start-up plan and activities, as well as preparations for the DREAT workshop in Saly.
- *Preparatory Meetings with the DREAT.* Two follow up meetings were held with the "Delegue" and other senior DREAT officials. The purpose of the meetings was to review and confirm the terms of reference for the Saly workshop, the draft agenda and anticipated final products (a logical framework and an action plan). The operational details of the various working sessions, and the roles and responsibilities of individual committee leads for breakout sessions were discussed. The AED implementation team (Pape Sene, Joseph Sany and Benjamin Feit) then worked on revising and fleshing out the agenda, and developing presentations and templates to be completed by workshop participants, and presented these to the DREAT for final review and approval.
- *Debrief with the DREAT.* Following the workshop, the AED implementation team met a final time with the DREAT to debrief. The format for the draft workshop report was presented and it was confirmed that the DREAT retained final ownership of the report. They agreed to finalize the report, and form an implementation committee. This committee would oversee implementation of the action plan and coordinate with PGP and other donors.
- *Meetings with all local partners.* In June, prior to the workplan meetings with staff and partners, the Program Director met with ACA, ENA, the Collective and ANAFA to review their budgets and scopes in preparation for awarding them sub-agreements with AED. The meetings were also a chance to confirm their roles on the project and prepare them for the workplan meetings.

### IV. Program Activities

#### Anti-Corruption Workshop

The first major PGP activity was to support the Délégation à la Réforme de l'Etat et à l'Assistance Technique (DREAT) to organize a workshop from May 17 to 20, 2010 in Saly, Senegal. PGP provided logistical and technical support to the DREAT to convene the workshop and is providing on-going technical support to produce the workshop report and the development of a strategic plan. Support from PGP included Pape Sene as Moderator, Joseph Sany as Rapporteur, and Margot Shorey as Logistician.

The main objective of the workshop was to share the analysis, conclusions, and recommendations of the "Document d'Orientation Stratégique de Lutte Contre la Corruption" (DOSLC); update the data and observations contained in the outline; and develop a DOSLC logical framework with results and a prioritized action plan to support fight against corruption in Senegal.

The proceedings of the workshop resulted in four outcomes critical to strengthening the fight against corruption and non-transparency in Senegal. These include:

- Updating the DOSLC - The participants determined that the DOSLC could form the basis for developing policies and strategies against corruption and non-transparency. This task was given to the DREAT to establish a technical committee composed of different institutions and organizations identified in the DOSLC, whose goal will be to continue updating this document.
- Developing a logical results framework for the fight against non-transparency and corruption - After a presentation of the logical framework of results, participants at the workshop outlined the various elements of the framework, including a hierarchy of results, indicators, means of verification and assumptions/risks.
- Develop a prioritized action plan - The action plan not only recognizes the activities that have already been implemented by the GOS, but also new activities focused on capacity building, the prerogatives of institutions and oversight bodies, professional ethics, coordination and cooperation between oversight bodies in the fight against corruption; information and implementation of remedies available to citizens and users of public services, as well as the involvement of civil society in decision-making and management of public property, and strengthening enforcement of existing laws.
- Outline of a steering mechanism - Participants at the workshop suggested a steering mechanism for validating the conclusions of this workshop, as well as ensuring implementation and monitoring of the log frame and action plan.

### **PGP Workplanning Session**

A five-day workplanning session was organized with PGP - Washington DC and Senegal based staff, and international and local partners at the Gorée Institute, on Gorée Island, Sénégal. Partners that participated in the workshop include: Institute for Democracy in South Africa- Idasa, IFES, Partners for Democratic Change (and its local affiliate Partners-Senegal), World Education, ANAFA and the Collective, Association Conseil pour l'Action (ACA), Ecole Nationale d'Administration (ENA). Members of the Gorée Institute and IDEV-ic, two local service providers to PGP, also joined discussions during the first days. The purpose of the workshop was to introduce AED, the project, and gather the necessary updated information from the proposal phase to develop the Year 1 Workplan. Representatives from USAID, including the AOTR and the Development and Governance Officer also participated providing additional context from USAID/Senegal's perspective and support through various technical suggestions and inputs.

The workplanning session included:

- introductions of the PGP partners, the focus of their work, and how it will be incorporated into the implementation of the project;
- a presentation of AED, the project management and organizational structures, and roles of the partners;
- a presentation of the workplan format and structure;
- group sessions which focused on updating the situational analysis, assumptions and risks associated with the context, the identification of discreet results and indicators under each component, as well as the corresponding activities and a suggested timeline; and

- a USAID presentation regarding the current political context in Senegal, the USAID perspective and expectations.

Outputs from this session provided the basis for the development of the Workplan and the Monitoring and Evaluation plan, which is to be submitted to USAID for final approval in the next quarter (on July 15).

## **V. Program Start-Up/Administration**

### **Personnel**

Several key staff members were hired in the first quarter: the Deputy Chief of Party, Governance and Public Sector Senior Manager, Electoral Support Manager, Casamance Peace Process Advisor, Casamance Program Liaison, Governance and Public Sector Program Associate, Finance Manager, and Grants Manager. PGP is actively recruiting a Chief of Party with a hire expected towards the end of July or early August, and a mobilization to Dakar by September 1, 2010.

### **Office Selection**

PGP visited more than 35 properties as potential office headquarters for PGP in Dakar. After an exhaustive search, an office was selected and lease signed with expected occupation to take place early in the next quarter. The office was selected on the basis of several criteria including office condition and office location. The one chosen is close to USAID, easily accessible to public transportation and the international airport, and provides easy access to government counterparts in Dakar with easy access to locations outside the capital city. An office will be identified, equipped and occupied in Ziguinchor during the next quarter.

### **Procurement**

AED Startup Consultant Zoran Tatarchevski published Request for Offers for office furniture and IT equipment and began looking into purchasing project vehicles per the approved PGP budget.

### **Finance**

PGP began to establish financial systems, including the opening of a local bank account and hiring of a Finance Manager.

## **VI. Challenges to Implementation**

The corruption discussion between the American Ambassador and the Senegalese President has created a somewhat tense environment regarding how programs funded by the American government and people might be perceived. PGP management has considered this context and recognizes the need to position the project as one in support of government programs to combat corruption and increase transparency. Our approach will support all governance actors including government, oversight and regulatory institutions and civil society. The program will also engage carefully with the media to ensure

messaging that reinforces program goals and demonstrates support of all institutions and actions taken to improve governance. USAID/Senegal has expressed its support and willingness to engage where necessary to assist the program in navigating this context.

A second challenge to implementation has been the absence of a Chief of Party (COP) for the project. In May, Pape Sene, consultant and anticipated COP, moderated the anti-corruption workshop in Saly. During this time, Mr. Sene began to voice concerns about his ability to uphold his commitment to AED and USAID as well demonstrating behavior inconsistent with our own expectations for COP. Eventually, Mr. Sene informed the program that he would no longer be able to fulfill his commitment. Project Director Benjamin Feit served as interim Chief of Party from that point until June. Following the Gorée workplanning session, the Deputy Chief of Party Massamba Dieng, served as Acting COP in his absence. PGP immediately began recruitment efforts and actively recruited candidates during this quarter with an expected hire towards the end of July.

## VII. Projected Activities for Next Quarter

### General Start-Up Program Activities

<p><b>General Activities</b></p>
<p>Completion and submission of the Workplan, Monitoring and Evaluation, and Branding and Marking Plans on July 15<sup>th</sup>, 2010.</p>
<p>PGP will provide follow-up technical support to the DREAT to finalize the report and action plan.</p>
<p>Introductory meetings to key institutional partners including DREAT, CNLCC, CENA, etc. will be facilitated by USAID.</p>

### Program Start-Up and Administration

<p><b>Start-Up and Administration</b></p>
<p><i>Personnel:</i> Key staff members to be hired during the next quarter include: COP, Finance Director, M&amp;E Manager, Office Manager, Election Program Specialists (IFES – 2), Finance Assistant (IFES), Local Government Facilitator (PDC), Procurement Assistant, and Receptionist. For the Ziguinchor office: Regional Coordinator, Track 1 &amp; 1.5 Officer, Track 2 &amp; 3 Officer (WE), Program Assistant (WE), Local Government Facilitator (PDC) and Regional Finance Assistant.</p>
<p><i>Office and Procurement:</i> During next quarter office selection will be completed and PGP will begin procurement for office furniture, IT equipment, and vehicles. Additionally, the program will identify office space in Ziguinchor and procure or transfer necessary equipment.</p>
<p><i>Finance:</i> During the next quarter PGP will fully establish financial systems, including establishing a monthly imprest and payroll system, setting up a petty cash system, and training finance staff in AED financial management systems.</p>

### Selected Activities from Workplan Tasks and Outputs Table

<p><b>Component 1: Increased Transparency and Accountability</b></p>
<p><i>Activity 1:</i> The selection of program partner local communes. This activity will include establishing a steering committee, developing the selection process, and consulting with local stakeholders.</p>

*Activity 2:* Institutional Evaluation and Targeted Technical Assistance for Oversight and Regulatory Agencies. This will include identification and communication with intended beneficiaries, the creation of a steering committee, and necessary research and analysis of governing texts.

*Activity 5:* Training and TA for Local Communes and Civil Society on Planning, the Participatory Budget Process, and Citizen Monitoring. Once selection has been completed PGP will initiate a rapid needs and capacity assessment of communes and rural communities.

■ **Component 2: Strengthened Fiscal Decentralization**

*Preliminary Activity:* Identify and hold consultations with key stakeholders – government, donors, and CSOs – to determine how PGP activities can support ongoing work.

■ **Component 3: Fair and Credible Elections 2012**

*Preliminary Activity:* Hire and mobilize key consultants to serve on election registry audit sponsored by the EU, US, and German governments.

*Activity 2:* Strategic Planning Workshop with the CENA. This will include preliminary meetings with the CENA, USAID and other key stakeholders, developing the agenda and necessary materials, and convening the workshop.

*Activity 5:* Dialogue Platform on Election Related Issues. This will include strategic planning consultation among CSOs, political parties, and the CENA.

■ **Component 4: Casamance Peace Process Concluded**

*Activity 1:* Participatory Mapping of Key Actors in Relation to the Conflict and the Peace Process in Casamance. This activity will include researching existing data, defining a mapping methodology and subsequent tool, testing the tool, and performing the mapping.

*Activity 2:* KAP Survey on Knowledge, Attitudes, and Behavior of Senegalese in relation to the Conflict and Peace Process in Casamance. This activity will include identifying a consultant, reviewing existing data, defining the study population, developing and administration of the questionnaire, and holding focused group discussions

*Activity 3:* Establishment of a Body for Coordinating Civil Society Efforts in the Peace Process. This activity will include the documentation of research, meeting with key stakeholders, and organize the preparatory committee for the workshop.

## VIII. Appendices

None at this time.