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# Programme Gouvernance et Paix (PGP) FY Q2 Quarterly Report

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## Acronym List

ACA	Association Conseil pour l'Action
ANAF	Association Nationale d'Alphabétisation et de Formation des Adultes
ANRAC	Agence Nationale pour la Relance des Activités en Casamance
APIX	Agence Chargée de la Promotion de l'investissement et des Grands Travaux
ARMP	Autorité de Régulation des Marchés Publics
ASER	Agence Sénégalaise de l'Electrification Rurale
BBG	Baromètre de Bonne Gouvernance
CENA	Commission Electorale Nationale Autonome
CENTIF	Cellule Nationale de Traitement des Informations Financières
CL	Collectivités Locales
CNLCC	Commission Nationale de Lutte contre la non-transparence, la Corruption et la Concussion
DCMP	Direction Centrale des Marchés Publics
DREAT	Délégation à la Réforme de l'Etat et à l'Assistance Technique
ENA	Ecole Nationale d'Administration
EPP	Electoral and Political Processes
GOS	Government of Senegal
IFES	International Foundation for Electoral Systems
IGE	Inspection Générale d'Etat
MCA	Millenium Challenge Account
MFDC	Mouvement des Forces Démocratiques de la Casamance
OSC	Organisation de la Société Civile
PCRBF	Projet de Coordination des Reformes Budgétaires et Financières
PDC	Partners for Democratic Change
PGP	Programme Gouvernance et Paix
PNBG	Programme National de Bonne Gouvernance
PNDL	Programme National de Développement Local
PRECAREF	Projet de Renforcement des Capacités de Responsabilités Financières
RDA	Regional Development Agencies
SONATEL	Société Nationale de Télécommunication
TOR	Terms of Reference
UE	Union Européenne
USAID	United States Agency for International Development

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## I. Executive Summary

The fourth quarterly report of the Governance and Peace Program (PGP) Senegal covers the period from January 1<sup>st</sup> to March 31<sup>st</sup>, 2011. The aim of the program is to support Democracy, Good Governance, and Reconciliation in Senegal. To achieve this objective, the project has four main components 1) Increased Transparency and Accountability, 2) Strengthened Fiscal Decentralization, 3) Free and Credible Elections in 2012, and 4) Promotion of the Peace Process in Casamance.

PGP works with government bodies, oversight and regulatory institutions, and civil society organizations at the national level. At the local level, PGP works with local councils and civil society groups in the regions of Dakar Banlieue, Thiès, Casamance (Ziguinchor, Sédhiou et Kolda) et Kédougou to support each of these components. The project also has two cross-cutting themes that are integrated into all activities which are the inclusion of women and the inclusion of youth. Finally, PGP's grant program will support civil society organizations to participate actively in democracy, good governance, and the peace process.

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
- **Annexes** – which can include program assessments, reports, and success stories etc.

### Key achievements this quarter include:

- The grants manual was submitted to USAID during this quarter. PGP received approval of the manual in March 2011 and began preparations for the sub-grant program launch;
- Planning workshops for the DREAT and the CNLCC, two of the four national bodies implicated in the fight against corruption were organized;
- The SOW for the mapping of fiscal decentralization process and actors was developed;
- Following the BBG process in Yène, the pilot rural community, an action plan was developed and implementation is underway;

- A training of trainers for the BBG was held for PGP staff and representatives of PGP key partners for Component 1;
- The BBG process was presented to the Union of Local Elected Associations (UAEL), which includes the Associations of Mayors, Presidents of Rural Council and Regional Councils;
- The Selection Committee selected 10 Collectivités Locales (CLs) in PGP target regions, to complete the first round of the BBG;
- PGP participated in the review of the Sectoral Politics letter that was being elaborated on decentralization and local development. PGP particularly participated in thematic group 4, which focused on the harmonization of decentralization tools;
- The oversight committee to monitor the recommendations of the audit of the electoral register was established;
- PGP met with four of the five existing political party coalitions to establish partnerships necessary for the implementation of Component 3 activities;
- Mapping of civil society actors related to the peace process in Casamance was completed. PGP also began developing its strategy to provide support to these actors including forums to prepare regionally specific plans and activities;
- PGP supported the initiatives of the Cardinal of Dakar for the peace process in Casamance.

## II. Situation Update

During this quarter significant events have impacted PGP's program strategy and the implementation of activities including: 1) the suspension of AED by USAID, 2) the suspension by the GOS of activities directly related to the electoral process and the Casamance peace process of Components 3 and 4, and 3) the re-opening of registration on the electoral rolls in January for six months, and 4) the involvement of the Cardinal of Dakar in search of a solution in the Casamance.

The suspension of AED during this quarter, January-March 2011, had a particular impact on implementation. There was significant uncertainty regarding whether AED was permitted continue to fully implement the project activities. PGP proceeded cautiously, with the guidance and support of USAID/Senegal. Still, various actions and activities were impacted during this time, (*see VI. Challenges to Implementation section for further detail.*)

During the quarter, the network of African Parliamentarians for the fight against corruption held its annual meeting in Dakar, organized by the National Commission for the fight against corruption and non-transparency and corruption (CNLCC), one of PGP's key institutional stakeholders.

An oversight committee, chaired by civil society, was set up to monitor the implementation of recommendations of the audit of the electoral register. The donors' committee for the electoral process (EU, Germany, and USA) is an observer in the oversight committee. PGP either participates with or represents USAID at the oversight committee meetings.

In Casamance, the military confrontation that began in December continued with “clean-up” missions conducted by the army at the border with Gambia. Initial visits to the newly selected CL partners of Karthiack and Bignona were thwarted and as well as the regional meeting to prepare the forum to develop the action plan.

### **III. Key meetings**

*Meetings with USAID.* PGP participated in meetings with the heads of USAID synergy teams, including projects on Decentralization, Governance, Feed the Future, and Nutrition.

*Meetings with the oversight institutions in the fight against corruption.* During this quarter, PGP met with the three institutions key to the fight against corruption --DREAT, IGE, and CNLCC. Two assessments were performed with the DREAT and CNLCC. The Cours des Comptes has requested PGP support for strategic planning rather than an assessment.

*Meetings with local Partners.* During the quarter, more internal meetings were held with component teams and project partners. PGP met with PDC, Partners Senegal, and ACA to begin preparations for Coalition Building training, to develop the strategy for a scoping mission for EITI, to plan the implementation of the BBG in selected CLs during the next quarter. Timing and expected products were identified during these exchanges.

*Meetings with the technical committee for the audit of the electoral register.* PGP participated in the last meeting of the Technical committee on January 13, 2011.

*Meetings with political party coalitions.* During the quarter, PGP met with four of the five political party coalitions to present the program and discuss the opportunities for partnership.

### **IV. Program Activities**

During the quarter PGP activities were focused on 1) review of the workplan and strategies for the elections and peace components; 2) selection of collectivités locales for to complete the first cycle of the BBG; 3) the institutional assessment of two oversight bodies in the fight against corruption; 4) sharing lessons learned from the BBG in the pilot CL of Yène and training of trainers; and 5) the organization of civil society forums in the three regions of Casamance.

#### **Variance Analysis**

Activities planned for this quarter were completed with the exception of the: i) IGE institutional assessment; ii) mapping of the decentralization process and actors; iii) evaluation of local governance in 5 out of the 10 selected collectivités locales; iv) the MOU signing between CENA and PGP and CENA and CEDAs training on BRIDGE; v) Messages and material development for the Civic Education Campaign ; vi) Casamance key civil society actors’ capacity building ; vii) Support to Oversight Committee (Comité de Veille) ; viii) Strategy elaboration for inter MFDC dialogue. The main causes for these delays are the

AED suspension and the Elections and the Casamance Components temporary suspension by the government. (For a more detailed analysis, see Annex A - the Workplan Variance Analysis.)

### **Component 1: Increased Transparency and Accountability**

*Supporting the implementation of the national action plan for the fight against corruption.* The national plan for the fight against corruption was submitted to the Government of Senegal (the President) who proposed a mechanism which will be coordinated by the Ministry of Foreign Affairs. During the workshop of strategic action planning (APAS) in which the CNLCC and the DREAT participated, two ideas emerged that will be pursued as part of the national plan: i) the creation of a national coalition around the CNLCC to fight against corruption and ii) designating the CNLCC to steer the National Plan.

*Institutional Evaluation and Technical Assistance to regulatory and oversight institutions.* After approval of the methodology, Strategic Action Planning Workshops (APAS), two were organized with the DREAT and the CNLCC during this quarter. The DREAT workshop included 22 participants including the former directors of the DREAT and partners such as Agence Chargée de la Promotion de l'Investissement et des Grands Travaux (APIX), a representative from the Prime Minister's Office, the State Agency for Information Technology (IDIE), the Programme for Capacity Building in Good Governance (PRECABG), the Director General of Public Service (DGFP), the Director of Technical Assistance, and Support for the Coordination and Promotion of Volunteering (ACROPOV).

The CNLCC workshop had 21 participants comprising members of the Commission, partner structures including the network of parliamentarians in the fight against corruption, the network of journalists in the fight against corruption, the Center for Development Studies (CEPOD), Forum Civil, the CENTIF, the IGE, the DREAT, the Cours des Comptes, and the University of Dakar. The president of the CNLCC signed the agreement that was adopted.

*Support for the implementation of the action plans developed by the DREAT, CNLCC, IGE, and the Cour des Comptes.* During the quarter, two out of four action plans were developed for the DREAT and the CNLCC. The results of the APAS serve as a basis for the agreements signed with each institution and for the planned technical assistance to be provided by PGP. In the next quarter, the APAS for the IGE will be carried out. The Cour des Comptes recently underwent a strategic planning exercise, instead of the APAS they will submit requests for technical assistance to the PGP as needed. PGP did encounter some difficulty in signing a convention with the DREAT, due to reluctance on the part of the Secretary General of the President. According to the DREAT representative to the CNLCC workshop, DREAT is now ready to sign the convention that was already discussed with PGP.

*The selection of collectivités locales (CL) partners.* During this quarter, the selection committee chose the remaining 10 CLs for the first cycle of the BBG, including 3 communes, 2 communes d'arrondissement (Communes/boroughs), and 5 rural communities located in the 6 regions of the program.

*Evaluations of local governance with local communities and CSOs.* During this quarter, the lessons learned from the implementation of the BBG in the rural community of Yène allowed PGP to make

necessary modifications to the BBG methodology for future applications. Informational letters were sent to selected communities with proposed dates for the initial visits to interact with the communities and advocate for the implementation of the BBG. An information exchange with the selected CLs including the ARDs and the UAEL will take place early in the next quarter. Participants from Yène will also be invited.

*Training of trainers for the local governance evaluation.* During the quarter, 43 facilitators that will assist in the implementation scale-up of the BBG were trained. Participants include consults from the PGP regions of intervention and PGP key partners for the component: ACA, Partners Senegal, CONGAD, and the Regional Development Agencies (RDAs).

*Support to national actors involved in the sensitization and adhesion of Senegal to EITI.* During this quarter, a schedule was established for PGP partner PDC to develop a strategy for EITI. The first mission will take place early next quarter and will aim at making contact with all public actors and focus on finalizing the proposed EITI strategy for PGP. This mission will be followed by training on coalition building for local stakeholders.

## **Component 2: Strengthened Fiscal Decentralization**

*Mapping actors of fiscal decentralization.* The TOR for this activity was discussed and developed with ACA, the lead partner for this activity. However, due to the AED suspension, which impeded signing contracts, the sub-contract with ACA was not signed on time. Pending the signing of this contract, PGP pushed back the implementation of this activity to the beginning of the next quarter.

## **Component 3: Fair and Credible Elections in 2012**

*Audit of the Electoral Register.* Following the submission of the report on the audit of the electoral register, the oversight committee that will monitor the implementation of the audit recommendations has been established, despite difficulties in appointing a chairman. The committee is composed of state representatives, the CENA, political parties, and civil society.

*Technical assistance to the Election Commission.* Election-related activities were temporarily suspended and in addition the Commission informed PGP that they will be particularly busy during the first trimester of 2011 with the establishment of their supervision teams in the country and abroad. Assistance to the Commission is expected to resume during the month of April.

*Support the Civic Education Campaign.* PGP provided technical assistance to ANAFA, to begin preparations for the strategy and methodology for the civic education campaign. Final contractual arrangements are being made and the campaign will begin in the next quarter.

*Technical Assistance to Political Party Coalitions and Political Dialogues:* During the reporting period, PGP's Election team held formal meetings with political party coalitions: Benno Siggil Senegal

(approximately 40 political parties), Coalition of Independent Political Parties (approximately 15 parties), Coalition of Non-aligned parties (approximately 10 parties), and Benno Taxawal Senegal (2 parties). PGP has attempted to secure a meeting with the ruling coalition (Alliance Sopi pour Toujours -AST) (approximately 80 parties) for the past three months but to no avail. The purpose of the meetings is two-fold: (i) introduce the PGP project to the parties especially in its election component and (ii) build relationship with the coalitions in preparation for the technical assistance PGP will provide to the coalitions. The political dialogues and political parties support will be provided upon formal requests submitted to PGP. During the reporting period, the women's Movement of Benno Siggil Senegal has requested our assistance to develop their *Action Plan*. This assistance is being provided and a draft plan is being reviewed by the group before it's finalized.

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

*Identification of key actors in connection with the conflict and the peace process.* This activity was not affected by the suspension of Components 3 and 4. The 76 community structures that had been identified in the previous quarter were invited to participate in forums organized in all three regions. 24 participants representing 6 CSOs in Kolda and 15 participants from 5 CSOs Sédhiou participated in two preparatory regional forums Kolda and Sédhiou. These forums were intended to draw lessons from past experiences of social dialogue of the CSOs in preparation of the workshop to develop action plan for CSO dialogue in the Casamance region. Ziguinchor will host the forum that gathers all actors from the three regions in the next quarter.

*Support the consultation and harmonization of frameworks for dialogue.* During the mapping of actors, existing frameworks for dialogue have also been identified in PGP intervention areas. Within these frameworks for dialogue, PGP has identified the main involved CSO partners including peace committees, cross borders commissions for peace, coalitions of women's organizations, youth, mine victims and displaced persons, etc.

*Strengthen technical and financial capacity of key actors of civil society for social dialogue and national consensus.* During the next quarter the Ziguinchor forum and synthesis workshop to develop the civil society action plan will be held. The grant program will be launched in the same quarter and support interested CSOs to develop activities that correspond with interventions identified in the Regional Action Plan of Casamance.

At the national level PGP, under the supervision of USAID and in collaboration with Caritas and CRS, has supported the development and implementation of the workplan of the Cardinal of Dakar, head of the Catholic Church in Senegal. This plan was developed after the President of the Republic requested the Cardinal's involvement in the search for peace in Casamance.

## V. Program Start-Up/Administration

*Staff.* During this quarter, PGP recruitment and mobilization was impacted by the AED suspension. Screening and interviews were held for the Communications Specialist and the Kédougou Regional Coordinator. The recruitment of these posts as well as the Monitoring and Evaluation Specialist and the Kédougou Finance Assistant will be finalized next quarter.

*Staff orientation.* PGP organized an orientation for all staff on PGP grants manual and cost share. Internal committees were established to document *cost share* for the project and to monitor the grants process launching and implementation.

*Grants Manual.* PGP prepared and submitted the Grants manual this quarter and received approval in March 2011. PGP will launch the grants program early next quarter.

*Office Opening.* During this quarter, PGP identified an office in Kédougou to serve as a base for activities in the region. PGP negotiated a lease with the landlord of the property. However, due to the AED suspension, a delayed final decision on whether or not PGP could sign the lease caused the landlord to lease the office to another USAID contractor. PGP will hire a Regional Coordinator for this office in the next quarter and the initial task will be to identify another space. In the short term, the Regional Coordinator will be hosted by the Nutrition Project of USAID in Kédougou.

## VI. Challenges to implementation

The suspension of AED had a particularly difficult impact during this quarter. During the period of January through March there was significant uncertainty at AED and within the PGP project regarding what the project was permitted to do under the suspension. PGP worked closely with USAID/Senegal to continue to implement activities, following proposed in the Year 1 workplan as closely as possible. During this period, PGP was not able to hire key positions and sign contracts such as sub-contracts and leases. This directly impacted PGP's ability to move forward with a number of activities as detailed in *Annex A - the Workplan Variance*. In addition, the GOS suspension of activities directly related to elections and peace in the Casamance, slowed activities for these two components. Following these two major events, PGP will amend the PGP Year 1 work plan early in the next quarter to reflect necessary changes. The work plan amendment will be submitted next quarter for approval by USAID and will likely require an eventual budget revision.

## VII. Projected activities for next quarter

<b>• General Activities</b>
<i>Opening of Kédougou Regional Office.</i>

<b>• Startup and Administration</b>
<i>The Key Staff to hire include: Monitoring &amp; Evaluation Specialist, Communication Officer, Grants</i>

Assistant, the Kédougou Regional Office staff (Regional Coordinator, Local Governance Facilitator (PDC) and Regional Finance Assistant).

*Office and Supply:* During the next quarter PGP plans to lease office space in Kédougou, and procure and transfer the necessary furniture and equipment.

*Grants:* During the next quarter, PGP will launch the grants program to support CSOs and will put in place necessary grant management procedures.

**• Component 1: Increased Transparency and Accountability**

*Activity 1:* Support the implementation of the national plan against corruption. Establish a steering committee to support the implementation of the national action plan on the fight against corruption.

*Activity 2:* Facilitate a participatory institutional assessment of the CNLCC, IGE and the DREAT. The activity will focus on the IGE this quarter.

*Activity 3:* Support the implementation of priority action plans developed by the DREAT, CNLCC, IGE and the Cour des Comptes. Support the implementation of the DREAT and CNLCC plans.

*Activity 4:* Support national actors involved in the process of sensitization and accession to EITI by Senegal. Orientation session and preparing the PGP EITI strategy with PDC. Meetings with national and local actors including: Ministries, NGOs, CBOs, Companies, Local Authorities, craftsmen, etc..

*Activity 5:* Select PGP Local (CL) partners. The 10 CL for the first round of the BBG have been selected. Organization of an information workshop for selected CLs and signing contracts will be done in the next quarter.

*Activity 6:* Facilitate assessments and support plans to improve the quality of governance at the local level. Begin implementation of the BBG in the next 5 local authorities selected for Year 1.

**• Component 2: Strengthened Fiscal Decentralization**

*Activity 1: Mapping of decentralization actors.* Mapping of the fiscal decentralization process and actors will take place next quarter.

**• Component 3: Fair and Credible Elections in 2012**

*Activity 1:* Provide technical assistance to the CENA. Sign the Partnership agreement with the CENA and support its implementation. Train Magistrates in voter registration litigation.

*Activity 2:* Train the CENA and CEDAs using the BRIDGE methodology. Workshops will be facilitated by the Gorée Institute on demand from the CENA.

*Activity 3:* Support a national campaign of civic education of citizens. PGP and its partner ANAFA will support the development of messages and campaign materials for the campaign, which will be implemented by ANAFA.

*Activity 4:* Support political party coalitions and consultations on key issues of the electoral process. PGP will provide assistance to strengthen the youth and women's political leadership in political parties. Technical assistance to Benno Siggil Senegal (BSS) coalition women's movement in the form of training of trainers. Animation of a series of political dialogues initiated by the Collective of CSOs based on specific requests.

**• Component 4: Peace process in Casamance concluded\***

*Activity 1: Participatory Mapping of Key Actors and Peace Process in Casamance.* Conclude the mapping of key actors involved in the dialogue for social stability in the regions of Kolda, Sédhiou, and Ziguinchor. The subsequent report will be presented to stakeholders in the forum for the entire Casamance region.

*Activity 2: Develop and implement action plans for social dialogue to promote social stability. Prepare and implement the Ziguinchor Forum. The forum will provide the platform to develop the civil society action plan for the region. Selection of priority areas for intervention by regional working groups.*

\*Note that activities for Component 4 are being revised in the amendment to the Year 1 workplan which will be submitted for USAID approval in April 2011.

**Annexes**

A. Workplan Variance January 2011- March 2011.