

PDABB425

167477

ACTION MEMORANDUM TO THE ASSISTANT ADMINISTRATOR FOR AFRICA 9/15/76

FROM: E. Dennis Conroy, AFR/RA 

Problem: Approval of a Women in Development Activity (Senegal) under Project No. 698-0388, a Waiver of Procurement Source and Origin Request, and Authorization of Local Currency Financing.

Discussion: The Government of Senegal (GOS) is requesting A.I.D. assistance for two years to help fund a project to assist women vegetable producers in 13 selected villages to increase and expand their commercial vegetable production and to help them improve village social and economic conditions through specialized training.

A total of \$170,000 is requested to finance commodities, supplies, equipment, services, and training. The GOS contribution will be approximately 25 percent of the total cost as required under FAA, Section 110(a). The activity has been recommended by the project committee responsible for reviewing proposals to be financed under the Regional Women in Development (WID) Project (698-0388) and it falls within the criteria of that project. Transitional Quarter funds are available under a "Congressional Advice" sent to the Congress on August 10, 1976, and the ADO/Dakar has confirmed that cost estimates are reasonable as required under FAA, Section 611(a).

By approving this memorandum you will:

- waive, for purposes of this activity, the provisions of Section 636(i) of the Foreign Assistance Act of 1961, as amended, based upon the special circumstances described in the attached justification (Attachment B).
- approve a source waiver from Geographic Code 000 (U.S. only) to Geographic Code 935 (Special Free World) for construction materials and irrigation equipment required for intensive vegetable production in selected areas of Casamance Province, Senegal, provided, however, to the extent that any or all such commodities can be procured from the U.S., without seriously impeding or otherwise substantially affecting adversely achievement of activity purposes, such commodities will be procured from the U.S.

- certify that exclusion of procurement from the sources described in the justification (Attachment B) of the requested Code 935 waiver would seriously impede attainment of U.S. foreign policy objectives and the objectives of the Foreign Assistance Program.
- authorize local currency financing not to exceed \$135,000 for items/services specified in the budget of Attachment A at page 4.
- approve the Women in Development Project (Senegal Activity) as described in Attachment A.

Recommendation: That you approve:

1. The Memorandum as submitted.
2. Sign the attached cable authorizing the ADO/DAKAR to negotiate a Project Agreement with the GOS and obligate not to exceed \$170,000.

APPROVED: _____

[Handwritten Signature]

DISAPPROVED: _____

DATE: _____

9/16/76

[Handwritten Initials]
Drafter: AFR/RA:JDKraus:mcl:9/15/76

Clearance:

- AFR/RA:JBCarson *[Signature]*
- AFR/DP:CCook(draft)
- GC/AFR:EADragon *[Signature]*
- AFR/SFWA:DBaker(draft)
- COM/ALI:CRaley(draft)
- PPC/DPRE:JShannon(draft)
- AA/AFR,WHNorth *[Signature]*

WOMEN IN DEVELOPMENT (SENEGAL) PROJECT NO. 698-0388.7Economic and Social Development Project for Women
in Several Villages in Casamance, SenegalI. PROJECT BACKGROUND

The Government of Senegal is looking for innovative ways to improve the quality of life of women in both urban and rural areas. In view of the large percentage of total population involved in agriculture, considerable emphasis is being given to helping rural women. In many ways this is a difficult, complicated process, since the problem of rural development concerns the entire population, and traditional, social, and economic structures have not encouraged the economic and social independence of Senegalese women.

In the Casamance region, the southern-most part of Senegal and a leading agriculture area women have traditionally been somewhat freer to engage in independent economic activities within the normal family and community structures. The specific program being financed by this project is for the economic, educational, social and health improvement of girls and women in thirteen villages. It includes the active participation of the villagers themselves, and a range of services to be provided by GOS agencies based in Ziguinchor, the regional capital of Casamance, and their agents stationed in the villages. The project has the enthusiastic backing of the villagers, local authorities, and the Government but could not be carried out at this time without A.I.D. financing. It is expected to act as a model project which if successful, can be duplicated in other areas of the Casamance and with certain adaptations to other regions of the country. The cooperating Government agencies include Promotion Humaine which will be responsible for education, health and social improvements, while local representatives of the Ministry of Rural Development and Hydraulics will cover agriculture and marketing development. The development of this project has been encouraged by ADO/Dakar which suggested combining social, educational, and health improvements with the formation of women's agricultural cooperatives. The planning, however, has been done by the Senegalese with the active participation of the village women and with the general approval of the village male population.

II. PROJECT DESCRIPTION AND OBJECTIVES

The objectives of the project are threefold; (a) limit the exodus of girls and young women towards the cities; (b) provide better nutrition for farm families; and (c) increase the income of women vegetable producers.

Vegetable Production

One of the principal objectives of this project is to provide remunerative economic activity to rural women to improve their standard of living and that of their families, particularly their children. At the same time, such opportunities will tend to encourage girls and young women to remain in the rural areas rather than to migrate to urban areas where jobs are scarce. The economic program is built around the setting up of women's cooperatives in 13 villages for vegetable production and marketing. Each cooperative will have from 36 to 40 members, so that approximately 500 women and girls will actively participate. The plan is based on a successful start initiated about two years ago by a young Senegalese woman agronomist who is stationed in Ziguinchor and is the wife of the regional director of agricultural services in that area. She began work in the villages by sensitizing women to the possibilities of vegetable production during the dry season from October to March by developing small, relatively inexpensive irrigation plans. This past year four cooperatives were formed and based on this start, women in nine additional villages are prepared to join this program. There has been some delay, but expansion of the program was scheduled to be slow because of the lack of funds. The thirteen villages expected to participate on the proposed project are in three Departments of Casamance as follows:

- BIGNONA Department: - Kafountine
 - Abene
 - Diana
 - ThionckEssyl
- ZIGUINCHOR Department: - Nyassia
 - Boutoute
 - Boulom
 - Soucoupapaye
 - Kaguitte
 - Kande
 - Kandialang
- OUSSOUYE Department: - Boucotte Oulof
 - Pointe Saint Georges

In each of the villages, about 2 hectares (5 acres) suitable for vegetable production has been set aside for the use of the women. During the regular crop season in the summer, which is the rainy season, the land is used for rice production. The principal crops will be onions, potatoes, tomatoes, and egg plant. These vegetables grow well when properly cared for and watered, and good seed varieties already well tested in the region are available. During the first phase of the project, each village will develop one hectare or 2 1/2 acres. In order to provide the necessary irrigation, two wells per hectare will be dug. These will be approximately 12

meters deep and will be permanent wells with concrete linings. The Hydraulics Service at Zinguinchor has studied the water table and will arrange for the wells to be properly dug. It is proposed that the wells and the small motors to be installed be financed by A.I.D. as part of the project. The requirement for two wells per hectare was established by the Hydraulic Service, a Senegalese woman horticulturist, and an expatriate expert with IFAC. The determination considers yields from 10 to 12 meter wells in accordance with actual water needs of specific vegetables. Experience in this region has shown that the yield from one well per hectare is not sufficient because of relatively low output.

To complement the women's activities, leveling and preparation of the fields and construction of small dikes and canals will be done by male villagers; however, actual vegetable production will be entirely under the direction of the women. Technical guidance for irrigation and all phases of production will be provided regularly by agents of the Hydraulic and Agricultural services, and overall supervision will be provided by the Senegalese woman agronomist.

Marketing of the products will be assured through contracts which will be made with the growing number of tourist hotels in the area, and with schools, hospitals, and other organizations for production over and above the requirements of the villages themselves for better nutritional intake.

An economic projection of income to be produced after the first year indicates a gross income of 2,100,000 CFA or nearly \$9,000 per village. Out of this amount an amortization schedule has been set up for the truck, molyettes, fuel, motorpumps, costs of well digging, carts, and small implements. Thus the project will be economically self-sustaining and equipment and material can be replaced when required. The balance of income will be used as determined by the women.

Other Activities

The project will also incorporate an educational, social and health element and thus form an integrated village development project for women, as follows:

A simple center will be constructed in each village which will be used as the focal point for all village activities. Literacy classes will be held and training courses will be given to prepare women to manage the cooperatives. All such activities will be under the sponsorship of Promotion Humaine, a governmental rural oriented organization responsible for assisting villagers to plan and implement village projects. The organization has acknowledged expertise in basic literacy instruction and in a range of activities which promote better nutrition, child care, sanitation, and general health practices among villagers. It has several hundred village workers, both men and women, throughout the country. Training is given in the local language.

The Grantee

The grant recipient will be the Government of Senegal, which will hold title to the vehicle, mobylettes, and pumps (which will be consigned to village cooperatives).

III. PROPOSED A.I.D. CONTRIBUTION

	<u>Amount in CFA</u>	<u>Equivalent Dollar Amount</u>
Wells (B), pumps (A), irrigation equipment (B), pipes (B), miscellaneous tools (B)		
Total 2,200,000 CFA p/village X 13 =	28,600,000	121,000
Vehicle and Fuel Requirements for 13 Coops (B):		
1 Vehicle 404 (A), 13 plows (B), 1,700 liters fuel (B), and 5 mobylettes (A) for agricultural and extension agents, horse drawn carts (B), etc.	3,378,000	14,300
Social Action:		
Purchase zinc roofing material (B), construction costs of tables and benches (B), cost of baby scales (B), vaccines (C) and medicines (C) for pharmacy	6,905,000	29,200
Teacher Training:		
Training of village leaders and cost of operating 10 seminars of 5 days duration	517,000	2,200
Adult Education:		
Blackboards, and school supplies	177,250	800
Teacher Transportation and cost of 3 mobylettes plus fuel for 2 semesters	570,000	<u>2,500</u>
TOTAL AID CONTRIBUTION		\$170,000 <u>*****</u>

Key

- (A) - Items to be procured under source/origin waiver (\$30,000 approx.)
- (B) - Local cost procurement (\$135,000 approx.)
- (C) - US source/origin procurement as required under the FAA (\$5,000 approx.)

IV. PROPOSED SENEGALESE CONTRIBUTION

Host country contribution for the period of A.I.D. involvement is estimated at \$42,000, or approximately 25% of the total cost to the USG. Details of GOS contributions and involvement are contained in TOAID A-141, and as set forth below. A written assurance to this effect will be incorporated into the Project Agreement.

	<u>Amount in CFA</u>	<u>Equivalent Dollar Amount</u>
<u>Proposed Contribution of Villagers</u>		
Labor costs for land preparation	4,000,000	17,000
Seeds, fertilizer, fuel for operation of pumps, and pesticide costs per year	3,000,000	12,500
<u>Proposed contribution of GOS</u>	3,000,000	<u>12,500</u>
 TOTAL SENEGALESE CONTRIBUTION:		 \$ <u>42,000</u> <u>=====</u>

V. IMPLEMENTATION SCHEDULE

The program will be implemented over a two year period beginning September 20, 1976. Obligation of funds will be through a Project Agreement, and PIO/Cs as required. The cooperatives are formed or are being formed, land clearing is underway, and the technical services are ready to begin work. ADO/Dakar will follow the implementation as required and will be responsible for annual evaluations and preparation of PARs.

PROCUREMENT SOURCE WAIVER REQUESTI. WAIVER REQUESTED

Request for procurement source/origin waiver from Geographic Code 000 (U.S. only) to Geographic Code 935 (Special Free World)

- a. Cooperating country: Senegal
- b. Funding Source: Project grant
- c. Description of goods: Non-U.S. manufactured vehicle, pumps and accessories, mobylettes (motor bikes)
- d. Approximate number and value: 52 pumps (\$20,800)
8 mobylettes (\$3,200), and 1 vehicle (\$6,000)
- e. Probable Sources: Great Britain and France.

II. JUSTIFICATIONPumps and Accessories

The GOS has a policy and practice of equipment standardization throughout the country. The make of pump upon which the GOS has decided is manufactured in England. For A.I.D. to attempt to introduce a completely unfamiliar pump into the system would assure deadlined equipment and eventual failure of the project. A complete system of parts, servicing, and maintenance instruction has been established for the British-made pumps. No U.S. manufacture has demonstrated willingness to do likewise. The pumps will be consigned to village cooperatives.

Vehicles

This project requests approval to purchase vehicles of local source but of Code 935 origin. The vehicles are eight mobylettes and one motor vehicle (Peugeot 404 pickup or equivalent). The motor vehicle and mobylettes will be used by extension agents as a means of transportation between the 13 village cooperatives.

The cost of procuring the vehicles, along with spare parts, maintenance and repair will be charged to this project. The source of procurement would be local dealers in Senegal and the types to be purchased would be those most commonly available and most readily maintainable locally.

The operation and maintenance of United States manufactured vehicles in the interior of West African countries is virtually impossible. The project is being operated by the Government of Senegal in the Casamance region, the southern-most part of Senegal and far from Dakar. The GOS has no capability to operate and maintain U.S. manufactured vehicles in the Casamance region. On the other hand, local maintenance for the vehicles intended to be procured is available in the Casamance region.

In addition to a procurement source waiver under A.I.D. Handbook 15, this action request requires a waiver under Section 636(i) of the Foreign Assistance Act. Section 636(i) limits A.I.D. financing to U.S. manufactured vehicles, but permits a waiver of this limitation "where special circumstances exist". Based on the foregoing, we believe that "special circumstances" within the meaning of the section and legislative history exist in this case and that a waiver of the U.S. vehicle requirement of Section 636(i) is justified.