

AID EVALUATION SUMMARY PART I

1. BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS.
2. USE LETTER QUALITY TYPE, NOT "DOT MATRIX" TYPE.

IDENTIFICATION DATA

A. Reporting A.I.D. Unit: Mission or AID/W Office <u>USAID/Senegal</u> (ES# _____)		B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan? Yes <input checked="" type="checkbox"/> Slipped <input type="checkbox"/> Ad Hoc <input type="checkbox"/> Evaluation Plan Submission Date, FY <u>93</u> Q <u>4</u>	C. Evaluation Timing Interim <input checked="" type="checkbox"/> Final <input type="checkbox"/> Ex Post <input type="checkbox"/> Other <input type="checkbox"/>
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D. Activity or Activities Evaluated (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report)

Project No.	Project /Program Title	First PROAG or Equivalent (FY)	Most Recent PACD (Mo/Yr)	Planned LOP Cost (000)	Amount Obligated to Date (000)
685-0284	Senegal PVO/NGO Support Project	6/22/90	06/98	21,000	18,675

ACTIONS

E. Action Decisions Approved By Mission or AID/W Office Director	Name of Officer Responsible for Action	Date Action to be Completed
Action(s) Required a) Solutions to delays in grants processing and communications problems are under implementation including: 1) revision of Contractor and Mission procedures for grants processing for more efficiency; 2) a change of the Contractor's Chief of Party (COP); and 3) more involvement of the Front Office in project reviews. b) Increase project funds from US \$ 15-21 millions to improve the project's capacity to respond to population demand for support thru grants to NGOs. c) Design a follow on project that will consider alternative ways of implementation using local expertise and organizations to institutionalize current project activities.	USAID/PDO USAID/DIR NTF USAID/PDO USAID/PRM USAID/DIR USAID/PDO USAID/DIR	Aug/93 Nov/93 ongoing Jul/93 Sept/94

(Attach extra sheet if necessary)

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation: _____ (Month) _____ (Day) _____ (Year)

G. Approvals of Evaluation Summary And Action Decisions:

Name (Typed)	Project/Program Officer	Representative of Borrower/Grantor	Evaluation Officer	Mission or AID/W Office Director
	<u>Ausmane Ka</u> PDO:ANDiaye	<u>Ausmane Ka</u>	<u>SCisse</u> PRM:SCisse	<u>Julius E. Coles</u>
Signature	<i>[Signature]</i>	<i>[Signature]</i>	<i>[Signature]</i>	<i>[Signature]</i>
Date	<u>11/17/93</u>	<u>11/12/93</u>	<u>11/19/93</u>	<u>11/29/93</u>

ABSTRACT

- Evaluation Abstract (Do not exceed the space provided)

The purpose of the Senegal PVO/NGO Support Project is to enable local NGOs, NGO associations and community groups, alone or with US PVO assistance, to plan, design, and carry out sustainable development activities. Project emphasis is twofold. First, the project finances grants to NGOs to support local-level activities. Second, the project provides institutional support to NGOs and NGO associations in Senegal.

The purpose of this evaluation is for the National Project Committee (NPC) and USAID to address managerial and administrative issues after eighteen months of implementation.

The methodology used by the evaluation team consisted in reviewing the project's documentation at USAID and at the implementing unit, the Umbrella Support Unit (USU). The team also carried-out interviews with representatives of USAID, the NPC, the USU, and PVOs/NGOs .

KEY FINDINGS AND CONCLUSIONS

1. Information about the Project was effectively disseminated.
2. The project's implementing unit and management systems have been put in place and are functioning satisfactorily.
3. Significant delays have been noticed in the processing of first cycle grants.
4. Differing perceptions on the roles and responsibilities of different parties involved in project implementation has resulted in poor communication between USAID and the contractor.

KEY LESSONS

1. The project's contractor should entertain a greater degree of flexibility when considering NGO and beneficiary needs.
2. USAID and the contractor should reach an agreement on roles and responsibilities.
3. USAID should revise the budget of the project to increase its capacity to respond to funding requirements for grants that support local-level activities.
4. The National Project Committee, USAID, and the NGO community should start thinking about the after project phase. This thinking should include the role of local NGOs and training/research institutions in order to replicate positive experiences and to take advantage of local expertise.

C O S T S

I. Evaluation Costs

1. Evaluation Team		Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. \$)	Source of Funds
Name	Affiliation			
Absa Diop	Consultant	685-0284-0-00 3210-00	6,100	Project
Oumar Sy	NGO Consortium	N/A		N/A
Tom Ray	USAID/Dakar	N/A		N/A
Babacar Ciss	GOS	N/A		N/A

2. Mission/Office Professional Staff
Person-Days (Estimate) 15

3. Borrower/Grantee Professional
Staff Person-Days (Estimate) 10

S U M M A R Y

J. Summary of Evaluation Findings, Conclusions and Recommendations (Try not to exceed the three (3) pages provided)

Address the following items:

- Purpose of evaluation and methodology used
- Purpose of activity(ies) evaluated
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office:

USAID/Senegal

Date This Summary Prepared:

November 8, 1993

Title And Date Of Full Evaluation Report:

18 Months Evaluation of PVO/NGO Project
May 1993

I. PURPOSE OF THE PROJECT

At the time of the evaluation, the Senegal PVO/NGO Support project was an 8 year, \$15 million project. The project purpose is to enable local NGOs, NGO associations and community groups, alone or with US PVO assistance, to plan, design, and carry out sustainable development activities.

Project emphasis is twofold. First, the project finances, thru grants awarded to PVOs/NGOs, self-sustaining, local-level activities initiated by the beneficiaries themselves in priority development areas such as agriculture, primary health, family planning, natural resources management, small and micro-enterprise development and non-formal education. Second, the project provides collaborative institutional support to the wide range of NGOs, NGO associations and NGO consortia in Senegal.

II. PURPOSE OF THE EVALUATION AND METHODOLOGY USED

The purpose of this evaluation is for the National Project Committee (NPC) and USAID to address managerial and administrative issues after eighteen months of implementation.

A. Objectives of the Evaluation - Three objectives were defined for the evaluation (see section below on findings).

B. Composition of the Evaluation Team - The evaluation team was comprised of: 1 Local Consultant, 1 USAID staff member, 1 GOS official, and 1 representative of CONGAD, the Senegalese consortium of NGOs.

C. Methodology - The team reviewed the project's documentation at USAID and at the implementing unit, the Umbrella Support Unit (USU). The team also carried-out interviews with representatives of USAID, the NPC, the USU, and selected PVOs/NGOs.

D. Synthesis and Write-up - The team met periodically during the evaluation to synthesize information collected in order to come up with findings and make appropriate recommendations. The consultant coordinated the write-up. USAID, the NPC, and the USU reviewed and commented on the first draft report. The final report was submitted after incorporation of comments received.

III FINDINGS AND CONCLUSIONS

The following are the major findings and conclusions presented according to each one of the three objectives of the evaluation.

Objective #1: Assess the continuing validity of the project design as specified in the approved project paper; including verification, to date, of the key assumptions noted in the logical framework.

a. Globally, the project paper design is still valid. The issue of whether project outputs and indicators will be achieved needs to be looked at a later stage.

b. The project's objectives are too ambitious relative to resources available. The project budget does not reflect well the stated project objectives to be achieved over the life of the project (LOP). Approximately, 50% of the budget is allocated to administrative costs, 40% to populations needs, and 10% to NGO needs.

Objective #2: Assess progress made in project implementation relative to the project design and implementation plan, and the contract performance criteria, and specify recommended improvements.

a. During the past eighteen months, the project's implementing unit (USU) has built up its capacity including staffing and management systems (team of twenty people). However, the staff is facing a large volume of work (more than 100 grant proposals) which may affect overall efficiency.

b. Information about the Project was effectively disseminated at the start of the project implementation through seminars and field trips with the participation of PVOs/NGOs.

c. The USU provided PVOs/NGOs with guidelines and assistance for them to write their proposals. However, these guidelines for grant proposals which include tasks to be undertaken by the beneficiaries are overly ambitious (too long) and, at times, too complicated.

Objective #3: Assess the effectiveness of the management and administrative systems of the USU, the NPC, and USAID and specify recommended improvements.

a. Delays in grant-awarding for the first cycle of the subprojects have been substantial and caused some difficulties for participating PVOs/NGOs.

b. The evaluation team noted substantial delays in document deliveries between USU and USAID. The USU Procedures Manual was long overdue, perhaps demonstrating an inadequate document preparation and review process which needs to be improved.

c. Lines of authority and decision-making between the principal organizations and individuals responsible for project implementation have not been clearly established. The project paper, to a certain extent, lays out roles and responsibilities of the different parties; but the evaluation team noted that there is a misunderstanding and/or a poor perception of those roles and responsibilities. This situation led to difficulties for the establishment of more productive working relationships between all project entities (USAID, the USU, and the NPC).

IV. RECOMMENDATIONS

The following are the major recommendations of the evaluation.

a. The Support Unit should entertain a greater degree of flexibility when considering PVO/NGO and beneficiary needs (for example, more emphasis should be put on institutional strengthening).

In addition, the Support Unit should demonstrate greater risk-taking during financial negotiations with participating PVOs/NGOs (risk-taking here denotes innovative approaches by the USU such as offering a pre-financing mechanism to enable PVOs/NGOs to, at least, start activities while waiting for grant disbursements).

b. It is extremely important that USAID and the contractor find a way to resolve their differences on issues regarding decision-making authority and project management roles and responsibilities. During the next twelve months, USAID and the contractor should carry-out quarterly Joint Progress Reviews (USAID Front Office to attend along with NTF's Chief of Party). The evaluation team also recommends that USAID and NTF come to agreement in writing about lines of authority/ roles and responsibilities.

c. The Support Unit should maintain a formal communication and filing system for its external communications, particularly with participating PVOs/NGOs. This should include official minutes of meetings, memoranda and telephone conversations on substantive issues.

d. The Support Unit should take greater advantage of its talented personnel in order to carry out different studies. It should strive to create a balance between using its own staff and the necessity for outside consultants.

e. The National Project Committee should possess the means deemed necessary to enable the committee to discharge its responsibilities. Furthermore, the NPC might serve as a resource in resolving certain problems encountered in project implementation by facilitating communication between USAID and the USU.

f. USAID, in tandem with the NPC, should establish a Plan of Action to gain back its credibility among the participating PVOs/NGOs and beneficiaries. More direct communication with the PVOs/NGOs, regular site visits and follow-up should be included in the plan. The evaluation team recommends that another public PVO/NGO meeting be held.

g. It is time for the National Project Committee, USAID, and CONGAD to start thinking about what will occur after the project is completed. This thinking might include the role of local NGOs and the role of training and research institutions in order to replicate positive experiences and to take advantage of local expertise.

h. USAID should consider refining or redesigning certain aspects of the project. Areas for review include: giving more emphasis on USAID Handbook requirements; involving the NPC more (for example, in grants' selection); helping to resolve and manage the communication problems between USAID and USU in an efficient manner; assuring a better budget allocation (provide substantial ratio which target project beneficiaries; and determining specific deadlines and limits for document review and deliveries (the Procedures Manual is not finalized after eighteen months).

ATTACHMENTS

• Attachments (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted elsewhere; attach studies, surveys, etc., from "on-going" evaluation, if relevant to the evaluation report.)

"Evaluation of the PVO/NGO Support Project (After 18 months of execution), May 1993".

COMMENTS

Comments By Mission, AID/W Office and Borrower/Grantee On Full Report

The USAID/Senegal Project Committee (PC) met on July 9 and 12, 1993 to discuss the final evaluation report.

PC members agreed that the quality of the report is average. The report covered most key points of the scope of work. However, the analysis to substantiate findings was, overall, limited. In addition, most recommendations made are short of being action-oriented. The team did not make recommendations on possible implementation approaches nor suggest responsible parties.

PC members recognized constraints faced by the evaluation team and agreed that the report is useful as it shed more light on issues identified during project monitoring and raised new issues. The committee reviewed the different recommendations for implementation purposes (see section E of this Project Evaluation Summary for recommendations found most relevant by USAID and related actions).

The National Project Committee met from August 12-14, 1993 to review the final report and arrived at the same conclusions as did USAID/Senegal.

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**PVO/NGO SUPPORT PROJECT
USAID PROJECT # 685 - 0284**

**EVALUATION OF THE
PVO/NGO SUPPORT PROJECT**

(After 18 months of execution)

MAY 1993

Submitted to: USAID / DAKAR

**By: Absa DIOP
Oumar SY
Tom RAY
Babacar CISS**

EXECUTIVE SUMMARY

A. Purpose of the evaluation

According to the scope of work, the purpose of this evaluation is for the National Project Committee (NCP) and the U.S. Agency for International Development (USAID) to assess the operations and achievements of the Senegal PVO/NGO Support Project after eighteen months of implementation.

B. Findings and conclusions

The following are the results and conclusions from the evaluation. These are listed according to each principal objective of the evaluation terms of reference:

Objective #1: Assess the continuing validity of the project design as specified in the approved project paper; including verification, to date, of the key assumptions noted in the logical framework.

1. Globally, the project paper design is still valid but only if outputs and indicators are achieved. Without such achievements, the project design concept will be at risk and subject to change. In the current period (evaluation period), two important assumptions dealing with the beginning of project implementation on a timely basis and the establishment of productive relationships between all project entities have met constraints during the first eighteen months of implementation. These assumptions are:

- A competent umbrella management organization will be selected and begin implementation on a timely basis.
- Productive working relationships will be established between USAID, Government of Senegal, National Project Committee, Congad, U.S. PVOs, local NGOs and lead PVO/NGO consortia.

It becomes then important to revisit certain phases of the actual project execution in order to achieve the initial objectives. More emphasis must be particularly put on aspects such as the perception and the understanding of the roles and responsibilities of all parties involved in the project implementation (The USU, USAID, and the National Project Committee), and on the document deliveries (the Procedures Manual is still is not yet finalized by the Support Unit).

Furthermore, the project objectives are too ambitious relative to the resources (part of the budget for years 6, 7, and 8 is planned to be used to enable the project to face the volume of demands).

2. The evaluation team cannot verify most of the key assumptions stated in the logical framework since they are linked to project outputs and EOPS, which, for the most part, have not been achieved due to project delays.

3. One area in which the evaluation team believes the project design did not effectively meet everyone's expectations was the allocation of the Project budget. We do not believe the project budget ratios reflect realistically the Project's objectives to be achieved over the life of the project (LOP). In fact, approximately 50% of the budget is allocated to administration, 40% to beneficiaries, and 10% to NGOs.

Objective #2: Assess progress made in project implementation relative to the project design and implementation plan, and the contract performance criteria, and specify recommended improvements.

1. During the past 18 (eighteen) months, the Umbrella Support Unit (USU)-(New Transcentury Foundation-NTF) has built up its management capacity (team of twenty people) in order to achieve the Project's objectives. However, the staff is facing a large volume of work (more than 100 grant proposals) which may affect overall efficiency.

2. Information about the Project was effectively disseminated before the Project's implementation through seminars at CESAG with the participation of PVOs/NGOs.

3. The Support Unit provided PVOs/NGOs with an information framework which served as a basis to write their proposals. However, the framework for grant proposals which includes the definition of the tasks to be undertaken by the beneficiaries is overly ambitious (too long) and, at times, too complicated and too detailed to be simply understood by the beneficiaries. Several PVOs/NGOs found the framework too confusing and incoherent since the Support Unit repeatedly requested revisions.

4. The Support Unit has used too many outside consultants for studies. As the impact studies were considered as study tests, many consultants were needed. However, the utilisation of consultants to write the Procedures Manual seems misplaced, and raises questions about the USU personnel's capacity and numbers: e.g. whether the Support Unit personnel is sufficient and competent enough to handle studies and also produce required documents in due time and quality.

5. External relations between participating PVOs/NGOs and the Support Unit have not been formalized. There have been no written and agreed upon meeting minutes and substantial matters discussed on the phone have not been put in writing.

6. Delays in grant-awarding for the first cycle of the Project have been substantial and have caused some unintended problems and difficulties for the participating PVOs/NGOs. Unexpected expenditures have been incurred by NGOs without hope of being reimbursed.

7. After eighteen (18) months of project implementation, no grants have been disbursed to PVOs/NGOs. Six (6) project proposals were temporarily approved by the NPC in November 1992, but no grants have been signed. These delays have reduced the credibility of both USAID and the Support Unit. (For the beneficiaries, these two entities are looked upon as one).

8. The evaluation team noted that during project implementation, there have been delays in document deliveries between USU and USAID. There have also been difficulties of understanding or perceiving roles and responsibilities as well as personality conflicts which have affected project implementation. Unfortunately, to date, there has not been a successful or concerted effort to resolve these problems between USAID and the Support Unit.

Objective #3: Assess the effectiveness of the management and administrative systems of the USU, the NPC, and USAID and specify recommended improvements.

1. During the design stage of the project paper, USAID associated the PVO/NGO community through studies and seminars. A draft was submitted to PVOs/NGOs to elicit comments and recommendations relative to their needs. However, according to comments by several PVOs/NGOs, they were not fully implicated in the finalization phase of the design.

2. The Support Unit's Procedures Manual is long overdue, (a December, 1991 approval was planned for in the contract), perhaps demonstrating an inadequate document preparation and analysis process which needs to be improved.

3. Lines of authority and decision-making between the principal organizations and individuals responsible for project implementation have not been clearly established. The project paper, to a certain extent, lays out roles and responsibilities of the different parties; but the evaluation team noted that there is a misunderstanding and/or a poor perception of those roles and responsibilities which do not define "who is to do what" under the project.

4. The utilization of the pre-design study methods and tools was appreciated by the PVOs/NGOs whose proposals have been accepted (utilization of MARP - Method of Accelerated and Participative Research). However, their application caused some problems because the Support Unit often did not take into account certain field constraints (e.g. studies were undertaken during the rainy season).

5. The Support Unit, for the most part, failed to take into account the past experience and lessons learned of various PVO/NGO partnerships in Senegal.

6. The National Project Committee does not possess the means to carry out its functions in an efficient manner. This includes logistical and secretarial support and the ability to undertake independent research when necessary. Such means were not envisioned in the Project Paper design.

c. Recommendations

The evaluation team proposes the following recommendations:

1. The Support Unit should entertain a greater degree of flexibility when considering PVO/NGO and beneficiary needs (for example, more emphasis should be put on institutional strengthening).

In addition, the Support Unit should demonstrate greater risk-taking during financial negotiations with participating PVOs/NGOs. (Here, risk-taking denotes innovative approaches by the USU such as offering a pre-financing facility to enable PVOs/NGOs to, at least, start activities while waiting for grant disbursements, as is not currently the case).

2. A less cumbersome and more appropriate accounting and reporting system should be developed and introduced to the participating PVOs/NGOs and beneficiaries. An example might be that USU makes monthly disbursements to PVOs/NGOs who would then submit quarterly financial and activity reports to USU.

3. It is extremely important that USAID and the Support Unit find a way to resolve their differences on issues regarding decision-making authority and project management roles and responsibilities. During the next twelve months, USAID and the contractor should carry-out quarterly Joint Progress Reviews (USAID Front Office to attend along with NTF's Chief of Party). The evaluation team also recommends that USAID and NTF come to agreement in writing about lines of authority/ roles and responsibilities.

4. The Support Unit should maintain a formal communication and filing system for its external communications, particularly with participating PVOs/NGOs. This should include official minutes of meetings, memoranda and telephone conversations on substantive issues, etc.

5. The Support Unit should take greater advantage of its talented personnel in order to carry out different studies. It should strive to create a balance between using its own staff and the necessity for outside consultants. This is in the context that the Support Unit should be able to measure the importance of studies and hire outside consultants when deemed necessary.

6. The National Project Committee should possess the means deemed necessary to enable the committee to discharge its responsibilities: e.g. (a) logistical support to members of the NPC (transport to meetings or field trips); (b) basic secretarial support; (c) ability to call upon outside expertise when necessary. Furthermore, the NPC might serve as a resource in resolving certain problems found in project execution, such as being a communications facilitator between USAID and USU.

7. USAID, in tandem with the NPC, should establish a Plan of Action to gain back its credibility among the participating PVOs/NGOs and beneficiaries. More direct communication with the PVOs/NGOs, regular site visits and follow-up should be included in the plan. The evaluation team recommends that another public PVO/NGO meeting be held.

8. It is time for the National Project Committee, USAID, and Congad to start thinking about what will occur after the project is completed. Such reflexion might include the role of local NGOs and the role of training and research institutions in order to replicate positive experiences and to take advantage of local expertise.

9. USAID should consider refining or redesigning certain aspects of the project. Areas for review include: giving more emphasis on USAID Handbook requirements; involving the NPC more (for example, in grants' selection); helping to resolve and manage the communication problems between USAID and USU in an efficient manner; assuring a better budget allocation (provide substantial ratio which target the project beneficiaries; and determining specific deadlines and limits for document review and deliveries (the Procedures Manual is not finalized after eighteen months).

ABBREVIATIONS

ADAK	Kaolack Development Association of Farmers
ARAF	Fatick Regional Association of Farmers
CEDP	Community Enterprise and Development Project
CFA	African Financial Community
CIB	Contractors Information Bulletin
CNP	National Project Committee
COMIA	Internal Approval Committee
CONGAD	Conseil des Organisations Non- Gouvernementales d'Appui au Développement
CRS	Catholic Relief Services
FAIB	Fonds d'Appui aux Initiatives de Base
GOS	Government of Senegal
ISRA	Senegalese Institute for Agricultural Research
MARP	Method of Participative and Accelerated Research
MEFP	Ministère de l'Economie, des Finances et du Plan
MFEF	Ministère de la Femme, de l'Enfant, et de la Famille
NCNW	National Council of Negro Women
UNDP	United Nations Development Program
NTF	New Transcentury Foundation
USU	Umbrella Support Unit
USAID	US Agency for International Development
USE	Union pour la Solidarité et l'Entre-aide

PROJECT IDENTIFICATION SHEET

As of March 31, 1993

A: BACKGROUND DATA

Project Title : Senegal PVO/NGO Support Project
Project Number : 685 - 0284
Date of Authorization: original: June 21, 1990; revised: N/A
Date of Obligation : original : June 22, 1990; Lsat: Aug.91
PACD : original : June 30, 1998; Amended: NA
Major Contractors : New Transcentury Foundation (NTF)
AID Project Officer : Abdoulaye NDiaye / IQazi
Contracts Officer : Sharon Cromer

B: FINANCIAL DATA

Amount Authorized	: (DFA)	\$15,000,000
Amount Obligated	: (DFA)	\$11,175,000

ACKNOWLEDGEMENTS

The authors of this report wish to express their sincere thanks to the numerous officials who provided their time, ideas and talents to make this report.

In addition, they wish to thank the officials of the Government of Senegal, USAID, the Umbrella Support Unit, and Congad for their continuous assistance to the team.

EXECUTIVE SUMMARY

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I. INTRODUCTION

A. Evaluation Context

Like most of the African Sub-Saharan countries, Senegal is trying to make its way through a structural adjustment period in order to recover from an era of economic stagnation. Estimative studies from the World Bank and Unicef have shown that quality of life is low and that individual income is worse than that of the years following independence; life expectancy is 48 years; 20 percent of children born die before their fifth birthday; the adult illiteracy rate is estimated to be 30 percent; and half of the adult population which needs education is at the primary school level.

The Government of Senegal (GOS) and donors are aware of the difficulties the public services face in overcoming demographic growth, increasing unemployment and the growing population immigration from the villages to the cities. It is evident that the private sector is obliged to support the burden of services perceived long ago as being attributed to the Government.

Senegal and the donors want to assure that local collectivities are mobilized well enough to count on their own resources, as well as on the support that national or international NGOs (Non-Governmental Organizations) are able to provide them, in order for those collectivities to play a substantial role in the development of the country.

It is in this context of helping the people that the PVO/NGO Support Project has the objective of enabling the community groups, NGO associations, and NGOs to plan, design, and carry out sustainable development activities.

The Senegal PVO/NGO Support Project is an 8-year, \$15 million project funded by USAID through the Development Fund for Africa (DFA). A grant agreement was signed between the Government of Senegal and the United States of America in June, 1990. Project implementation started with the signing of a 5-year contract between USAID and New Transcentury Foundation in mid-July 1991. Three (3) million dollars have been allocated during Fiscal Year (FY) 1990, with the rest distributed through-out the life of the project. Assisted PVOs/NGOs and beneficiaries will provide contributions-in-kind and in cash estimated at \$1,500,000.

The Project has two major components. First it will finance through grants awarded to PVOs/NGOs, self-sustaining, local-level activities initiated by the beneficiaries themselves, in priority development activities such as agriculture, primary health care, family planning, natural resources management, small and micro-

enterprise development, and non-formal education. Second, the Project will provide collaborative institutional support to the wide range of NGOs, NGO associations, and NGO consortia in Senegal.

The End of Project status (EOPS) is as follows:

- 30% of community activities become self-sustaining;
- 50% of assisted communities to plan and carry out new activities;
- NGOs assisted under the project plan, design, manage, and carry out expanded community development activities funded by USAID or other funding sources;
- Established and improved collaborative partnerships and working relationships between U.S. PVOs and local NGOs and NGO associations;
- Strengthened PVO/NGO service organizations responding to needs of member PVOs/NGOs.

B. Purpose and objectives of the evaluation

According to the scope of work, the purpose of this evaluation is for USAID and the NPC to assess the operations and achievements of the Senegal PVO/NGO Support Project after eighteen months of implementation.

The objectives of the evaluation are:

- Assess the continuing validity of the project design as specified in the approved project paper including verification, to date, of the key assumptions noted in the logical framework;
- Assess the progress made in project implementation relative to the project design and implementation plan, and the contract performance criteria, and specify recommended improvements;
- Assess the effectiveness of the management and administrative systems of the USU, the NPC, and USAID and specify recommended improvements.

From discussions and exchanges with the different group samples, the evaluation team elaborated a plan to write the report, then make the synthesis and the analysis of collected information, and finally to present the recommendations.

c. Organization of the report

The evaluation report includes the following sections¹:

- An Executive Summary including statements of evaluation purpose, conclusions, and recommendations;
- An Introduction summarizing the evaluation context;
- A chapter on the results and analysis of the evaluation, including a discussion of the findings, conclusions, and recommendations concerning the Support Unit, USAID, and the NPC;
- A chapter on the overall general conclusions and recommendations;
- The methodology of the evaluation;
- Annexes.

Throughout the study, the USAID and USU staff was very helpful. Consultations with the Project Officer and his assistant assisted the evaluation team to meet and interview the individuals and organizations contacted below (refer to Table 1):

- Six (6) USAID staff;
- Four (4) key personnel of the Umbrella Support Unit;
- Four (4) NGOs whose grants were accepted (Caritas/ Kaolack, NCNW, CRS, and ARAF/ Gossas);
- Four (4) NPC members. Two of them come from the Government of Senegal, and the other two from Congad;
- One (1) NGO whose proposal was not selected (Sahel 3000);
- A potential NGO (ADAK/ Boulel);
- An NGO support project (Réseau Afrique 2000 - United Nations).

¹ As there were no field activities besides field studies for grant selections, this report assesses mainly the functioning of the Support Unit, the NPC, and USAID for the last 18 months.

Specific evaluation Statement of Work questions are set in bold face type in the report.

Field work also included interviews with identified beneficiarries and potential beneficiarries who would like to benefit from the Support Project.

II. RESULTS/ANALYSIS OF THE EVALUATION

Project Achievements:

- Is the USU, the NPC, and USAID/Senegal's understanding of the project adequate with respect to (a) AID priorities, requirements, and expectations on project achievements; (b) the GOS priorities; (c) the NGO community needs and concerns; and (d) project beneficiary needs? To what extent these different priorities and needs have facilitated or impeded the project implementation?

The evaluation team found that all involved parties- the Support Unit, USAID, and the National Project Committee- still regarded the project's purpose as valid: "to enable NGOs, NGO associations and community groups to plan, design and carry-out sustainable development activities". NGO community and project beneficiary needs and concerns are considered paramount. In this regard, the Support Unit plays a particularly important role in its efforts to carry-out project achievements through the innovative tripartite relationship established between the Government of Senegal, USAID and Congad (NGOs).

Unfortunately, delays in large part due to misunderstandings of decision-making authorities and confused roles and responsibilities, poor communication, have occurred during the first eighteen months of the project. As a result, no grants have been awarded or disbursed under the project, a situation which has clearly impeded project implementation.

- Assess the progress in achieving the project outputs to date. Are systems in place to ensure delivery of project outputs in the remaining budget and time?

As no grant activities have yet begun, it is too early for the evaluation team to give a thorough assessment of the achievements of the project. Project achievements after the first eighteen months of implementation basically center on administrative and management put in place in order to move ahead with project outputs. The team notes that a comprehensive Procedures Manual for the project has not yet been finalized. Even without the manual, efforts have been made to establish the means to support PVO/NGO participants through a fully functioning PVO/NGO Support Unit.

It has been noted that field studies have been undertaken using the MARP method (Method of Accelerated and Participative Research). Those studies enabled the project to assess the institutional capacity of the PVOs/NGOs (participative and institutional diagnostic), to attest that PVOs/NGOs possess the

required accounting systems to manage a project (financial certification), and to measure if the project is responding to beneficiary and NGO needs (impact studies on beneficiaries).

The PVOS/NGOs appreciated the studies, but they have also found the process too long and the timing sometimes inconvenient (during the rainy season).

Since it began, the Project has put emphasis on involving women in all aspects of the project. At the Support Unit, 45% of the staff are women, which represents 50% of the professional personnel in all departments. However, only 30% of women have effectively participated in the activities on education in the field. After seminars on the document project design and the elaboration of proposals, this participation fell to 10%.

- What assumptions were unrealistic with respect to project implementation and management?

The evaluation team noted that the present budget ratio allocation under the project (50% for administration, 40% for beneficiaries, and 10% for NGOs) does not reflect the project objectives.

The budget should be established and planned in a manner to enable the project to achieve its purposes (give substantial allocation to beneficiaries, for example).

It also noted that these budget resources do not ensure the realisation of project outputs for the LOP (an amount has been pushed forward from the budget for years 6, 7, and 8 to face the grants demand: approximatively CFA 975,000,000).

- To what extent have lessons learned from other PVO Umbrella projects (funded by AID and other donors such as UNDP) been taken into account in project implementation?

According to information received from Réseau Afrique 2000 (a UNDP sponsored NGO project), the Support Unit can help enable PVOS/NGOs to assure project continuity by having the technical means and competencies needed, by providing an adequate guiding approach to ensure follow-up and financial resource management, and by assisting NGOs to become professional development organizations.

Furthermore, the Support Unit must help PVOS/NGOs to reinforce networks and partnerships, and think about the methodologies and approaches to be used (how to make PVOS/NGOs be more in charge of themselves, and how to enable NGOs to make self-assessment).

The team believes that "lessons learned" should be given greater emphasis during the third year evaluation.

- To what extent are the selection criteria and procedures for sub-projects appropriate and adequate?

Grant proposals were first selected by the Support Unit and provisionally approved by the NPC. A more rational selection would involve all parties involved in the project's execution, namely USAID and the NPC to assure that PVOs/NGOs were selected in an efficient and appropriate manner in order to achieve the project goals.

- In light of the project experience to date, and in relation to the evaluation team's findings: is it likely that the project can achieve its intended purpose; and if not, what are the recommendations to achieve the project purpose and EOPS (including revisions of indicators and other aspects of the project elements)?

The team believes the project can achieve its intended purpose. However, there are serious problems which need to be resolved immediately in order to ensure this. The realisation of the project purpose depends mainly on resolving difficulties such as the misunderstandings between USAID and the Support Unit dealing with such areas as acceptance and understanding of certain USAID rules and regulations; the involvement of all parties in decision-making; a more precise definition of the roles and responsibilities of each entity, etc.

A. The Umbrella Support Unit

The Umbrella Support Unit is a structure envisioned in the project design and established by NTF under contract to USAID. The Unit is in charge of the execution and organization of the project. It also carries-out project training, technical assistance, grants management, monitoring, evaluation, financial management and overall project support.

The Support Unit has three divisions: Administration and Financial Division, the Division of Institutional Development and Training, and the Grants Management Division. For its orientation, the Project receives instructions from the National Project Committee which includes representatives from the Government of Senegal, the NGO community, USAID, and the Support Unit.

1. Findings

- As the project's main management structure, is the USU functioning well with respect to efficiency/effectiveness? Is the staffing adequate? Is the staff performing in a satisfactory manner? Are roles and responsibilities defined and carried out in a manner to achieve efficiency? Is the overall USU environment, i.e. working conditions, conducive to productivity?

During the past eighteen (18) months, the Support Unit has built up its management capacity in order to achieve the Project's objectives. However, the Support Unit program needs to take into fuller account its available human resources and their technical competencies and levels of involvement.

Also, according to findings by the evaluation team, there are some space problems at the USU office. Several high level staff members are in the same office. This can create frustration among the staff.

According to information received during interviews with PVOs/NGOs, roles and responsibilities of the USU personnel are not clearly understood and may be affecting ease of communications. Several PVOs/NGOs reported having to go through many people to access information or discuss issues.

- How effective is the back-stopping of NTF's home office for the USU as a whole?

NTF's home office is expected to provide bilingual personnel for certain offices (necessity to have speak and write French and English). Also, a better knowledge of USAID regulations could help to avoid certain problems of communication.

- How adequate are the USU financial and administrative procedures and systems?

The evaluation team prefers to respond to this question in terms of the financial and administrative procedures and systems established for the sub-grants rather than those created for the USU operations. Unfortunately, the Procedures Manual, which was to have been written, submitted and approved months ago, is not yet ready. We understand that the Manual will include the established systems for both USU's operations and the sub-grants.

During interviews with potential grantees (NGOs), we found the following: guidelines for grant proposals and the definition of the tasks to be undertaken by the beneficiaries have been overly ambitious, complicated, and too detailed. PVOs/NGOs also have found the framework incoherent, as the Support Unit repeatedly requested changes to their documents. Thus, PVOs/NGOs have had difficulties handling the work the USU has asked them to do. In addition, it was generally felt that the financial reporting system is too complicated to be easily understood.

- How effective is the project management system established by the USU for coordinating and interrelating project activities? Is the monitoring and evaluation system developed by the USU for project activities adequate? Does it include appropriate indicators and collection of baseline data?

Because sub-grant activities have not begun yet, it is difficult to measure if the coordination and interrelation of activities are adequate. This also applies to the monitoring and evaluation system.

However, the Support Unit has received more than 100 documents in form of sub-project documents or finalized projects. And measures have been envisioned to face that volume (using funds from years 6, 7, and 8).

- How effective and timely the USU has been in preparing, and presenting to the NPC and AID, required documents such as workplans and budgets, and documents for sub-projects review/approval?

Documents submitted by the USU to the NPC and USAID have not been made in a manner to enable quick decision-making. The document approval process is too long. There have been long delays in document deliveries (perhaps because too many people are involved in document preparation and analysis, translation of documents from French to English and vice versa). Also, greater involvement by USAID than anticipated in document review (mainly the grants), has impeded the finalization of the grant agreements. Furthermore,

according to USAID regulations (which do not seem to be completely understood or are interpreted differently by the USU), USAID has to review and comment on all project proposals.

The team noted that delays in grant-awarding for the first cycle of the Project have been substantial and are largely the result of lengthy document reviews and revisions. In fact, after eighteen (18) months of implementation, no grants have been disbursed, and the NGOs and beneficiaries are still waiting to start their activities.

- Are guidelines for concept papers/proposals, and guidance , and technical assistance given to potential grantees appropriate and adequate?

Several PVOs/NGOs found the proposal design (information framework) complicated, cumbersome, and too detailed. The first round of the grants selection started in mid- June 1992, which also was the deadline for the PVOs/NGOs to submit the macro proposals (grants over \$200,000). The PVOs/NGOs selected were contacted individually for a proposal review, including comments from the NPC, and they have found the process very long.

The team also noted that some PVOs/NGOs, whose proposals were approved, were briefed about questions related to the project by other NGOs. This function needs to be fulfilled by the Support Unit. Also, an informal system of communication on substantive matters took place between the USU and various PVOs/NGOs.

After the NPC approved the first round of grants in November, 1992, the Support Unit received the Contractor Information Bulletin (CIB 92-7²) from A.I.D. (The Support Unit interpreted the CIB to mean additional requirements for the contractor vis-a-vis USAID approval of grants). A grant dossier for each NGO project was sent to USAID for approval. A.I.D. environmental assessments were also required. This situation is one of the causes for the execution of the first round grants' allocation to be postponed until the first quarter of 1993, causing the participating PVOs/NGOs and the rural community groups to consider 1993 as a lost year.

It should be also noted that USAID is responsible for the project vis a vis USAID-Washington, and in that context, the Mission is entirely responsible of the appropriate execution of the different stages of the project. The CIB asks an AID involvement before signing any amount of grants.

² The C.I.B. 92-7 is an administrative document regulating awards of grants under an AID contract. It says that USAID must "retain substantial management control over the grants program".

- How adequate are the tools used by the USU for the review of sub-project proposals? Are there alternative ways of achieving same or better results?

Field studies (impact assessment, institutional diagnostic, and financial certification) have been much appreciated by the PVOs/NGOs with the use of the MARP method (Method of Participative and Accelerated Research). Those studies helped the PVOs/NGOs in planning activities.

However, the application of the studies was not always timed well (studies made during the rainy season), showing that the Support Unit did not always take into account certain field constraints.

- Did the USU establish close consultative working relationship with relevant national and regional institutions and individuals, including the members of the National Project Committee, members of the PVO/NGO community, and donors involved in PVO/NGO activities?

Information about the Project was largely disseminated by the Support Unit during the start-up period of the project. Furthermore, since the project began, field visits and contacts have enabled the Support Unit to maintain communication between the Project and local beneficiaries.

When studying the NGO project design documents, the USU did not take into account the past experiences on partnerships between NGOs in Senegal (case between CRS and ARAF).

2. Conclusions

a) Eighteen months after project implementation, a real progress has been made on institutional strengthening and training of NGOs. Unless funds are disbursed, the NGOs will not be able to transfer the knowledge in the field.

Even though consultant hiring is part of the project action plan for budget execution to reduce USU staff workload (according to discussions with USU personnel), it has been noted that the use of outside consultants has been higher than expected.

b) The beneficiary demand for training activities has grown for the first session (from free invitation to invitation with interest) for women candidates (second and third session). In the future, the Support Unit should increase the training-level ratio, mainly towards women in order to augment their participation.

c) The grants' information manual has been done in an inadequate manner, which can lead to doubts about the fact that the USU personnel has been able to handle the workload it had to face. In some cases, documents were prepared somewhat carelessly and hastily. We also found that the consulting schedule for field studies did not always fit well with beneficiaries' availability (a seminar taking place during the rainy season). Even so, the studies were well appreciated by the population. In addition, correspondances between the USU and the NGOs are not formalized.

Delays in grant-awarding from USAID part and its bureaucratie have a negative aspect on the project execution, mainly on documents review process. As beneficiaries do not make the differnce between USAID and the Support Unit, these delays have caused a credibility crisis for USAID, and the presence and the existance of the USU.

d) USAID and the Support Unit have tried to determine the impact the C.I.B. 92-7 has had on both organizations and its consequences on field activities.

3. Recommendations

a) The Support Project should entertain a greater degree of flexibility and risk-taking when considering NGO and beneficiary needs during funding negotiations. NGOs stated their interest in institutional strengthening including institutional support for "strong" PVOs/NGOs, and institutional support without sub-project funding.

Furthermore, USU sould adopt a pre-financing policy in order to, at least, enable NGOs to start training activities when it looks as though implementation plan schedules will be disrupted for one reason or another beyond the NGOs' control. Of course, any such decision by the USU would need to follow A.I.D. financial management rules and regulations.

b) The Support Unit should maintain a formal communication and filing system for its external communications, mainly with participating NGOs. This should include official minutes of meetings, memoranda and telephone conversations on substantive issues, etc...

c) The Support Unit should delineate how it would intervene with NGOs, and how to get support from PVO/NGO consortia concerning certain issues like partnerships between NGOs, and the relations between PVOs/NGOs and the Government of Senegal.

d) The Support Unit should ensure that documents sent to NPC members are prepared in a manner to facilitate quick decisions.

e) USAID and the Support Unit should find ways to resolve their misunderstandings. During the next twelve months, a Joint Progress Review should take place quarterly (the USAID Front Office would attend along with NTF's Chief of Party). The evaluation team also recommends that USAID and NTF come to agreement in writing about lines of authority/roles and responsibilities.

B. The USAID Mission

USAID plays an important role of guiding, monitoring, and evaluating the Project's implementation, and participating in the dialogue between the Government of Senegal and the PVO/NGO community in Senegal. USAID's responsibilities also include substantial involvement in the monitoring of grants selection and approval, as well as the contractor's performance.

1. Findings

- Did USAID provide adequate logistical support for living conditions of Technical Assistants and USU operations? Were planned commodities provided to the contractor in a timely fashion? Are the commodities provided adequate?

The team noted that USAID has procured all office and housing equipment for the contractor in an efficient manner. The commodities appears to be adequate.

- To what extent has USAID/Senegal been effective in terms of: a) project monitoring, and contractor oversight? b) facilitating the contractor's work including orientation of the contracting team upon arrival and providing required guidance and approvals to the contractor? c) coordination with GOS and other donors? d) coordination with other USAID-funded projects?

The success of the Project depends on effective coordination of and collaboration between the numerous offices, officials, and experts involved. Unfortunately, there has been inadequate coordination and collaboration between the Support Unit and USAID staff. This situation is demonstrated by the misunderstandings and poor communications that exist between USAID and USU, mainly due to personality conflicts, delays on document review, perceptions of USAID regulations.

- To what extent do Mission requirements facilitate or impede the attainment of the project's expected achievements?

USAID personnel at various levels have been involved in project implementation decisions, thereby causing frustration within the Support Unit, particularly on the part of the Support Unit's decision-makers. This situation has caused delays in the grant-making process and the start-up of NGO activities.

The lines of authority between the principal organizations and individuals responsible for the Project implementation were not clearly delineated in the project design documents. Furthermore, these lines have not been clarified during the implementation process. This has resulted in continuous disagreements and misunderstandings on technical and financial aspects between USAID and the Support Unit. A personality conflict has also developed between project managers.

Delays in grant-awarding for the first cycle of the Project have been substantial. Since initial approval of six projects by the NPC in November, 1992, not one has been signed, nor have grant monies been disbursed. The document review has been extremely cumbersome and complicated, perceived by the contractor (NTF) as largely a result of the implementation of the A.I.D. Contracting Information Bulletin 92-7 (CIB 92-7) calling for substantial USAID involvement in the grant review process. Compounding these delays have been the absence of clearly understood and agreed upon lines of communication and decision-making roles and responsibilities in implementing the project.

These delays in grant-awarding during the first eighteen months of the project have been detrimental to participating NGOs, the Support Unit, and USAID. NGOs have incurred substantial unexpected costs in making repeated revisions by the grant reviewers to their project proposals without any hope of recouping their expenses. They have become discouraged and have lost confidence in the Project. The USU has been frustrated by USAID's substantial involvement in the management of the Project. As a result, the Support Unit has become defensive and reactive. USAID has lost a great deal of its credibility among the NGOs and beneficiaries.

- As USAID is the principal donor, has it acquainted itself with the realities of project implementation?

Mission field visits have been very limited because USAID was neither informed nor involved in field trips organized by the USU.

USAID is losing its credibility among the NGOs and village populations. In fact, from discussions with the beneficiaries, USAID and the Support Unit have been identified as the principal sources of difficulties in making grants available to them.

- In general, how does USAID characterize its experience with NGOs? Does it have a follow-up program?

The Support Project is based on the CEDP (Community Enterprises and Development Project/Kaolack). USAID's work with the PVO/NGO sector through a unique tripartite relationship with the Government of Senegal and Congad is innovative. In fact, the Mission looks forward to the success of the project and hopes that the capacity of NGO involvement in development will be reinforced through the project and replicated afterwards.

When project started, USAID has associated the PVO/NGO community through seminars. Later on, these NGOs were no longer involved in the finalization of the document project. This might explain the problems noted in the relations between the support project and the NGOs on the information framework.

2. Conclusions

a) If, as internal USAID documentation and follow-up interviews suggest, there were increasing misgivings within the Mission about the viability of certain aspects of the Project, as well as doubts concerning the effectiveness of the USU project management structure, USAID might have benefited from an earlier project assessment or evaluation. By doing so, the Mission might have avoided unnecessary project implementation delays and several other problems it now faces.

b) Misunderstandings and poor communications exist between USAID and the Support Unit. This situation primarily concerns issues about project design and documentation; understanding, interpreting and accepting A.I.D. regulations; a lack of clearly defined or written lines of authority and roles and responsibilities. These problems have impeded the expected execution of the project. Personality conflicts also exist.

c) A negative aspect of the grant review process by USAID has been its staff involvement, often impeding the Project execution process (lengthy and detailed review of documents). In fact, the difficulty rather concerns the roles and responsibilities of people involved in the project execution (who is to do what when it comes to a document review).

3. Recommendations

a) It is extremely important that the Support Unit and USAID find a way as soon as possible to resolve their differences regarding issues of decision-making authority and project management roles and responsibilities without frustrating either party. Problems involving delays caused by intensive documentation review must also be resolved before the next cycle of grant-making.

Personality conflicts should be the first issue to raise and resolve in order for the Project to move ahead. Discussing and resolving the reason for delays on documentation review and turnaround and ameliorating other administrative problems should be the next order of business. USAID and the contractor should come to immediate agreement (in writing) about the lines of authority, roles, and responsibilities.

A meeting should be immediately organized between the USAID Project Committee and the Support Unit, in order to find specific solutions to those problems. If USAID finds it necessary, we recommend that an external facilitator be called upon to help this process along. A Joint Progress Review should take place quarterly during the next twelve months attended by the USAID Front Office and NTF's Chief of Party.

b) USAID should encourage more participation of the beneficiaries in project designs, and ensure more participation of the Mission in field trips to better be informed about the project execution, and also that the USU is using the adequate methods relative to the PVO/NGO needs. Joint site visits with the USU and USAID could be organized in a manner to reduce the time used from the NGOs during the visits and from.

USAID should establish a Plan of Action with specific steps in order to reclaim its credibility among the participating NGOs and beneficiaries. More direct communication with NGOs, regular site visits and follow-up should be included in these steps. A more consequent support of the Mission involving the beneficiaries in project designs could give more confidence in local NGOs' research in capacity to manage projects, and also increase PVO/NGO credibility toward USAID.

c) USAID should consider refining or redesigning certain aspects of the project. The project should be revisited carefully regarding matters such as the budget allocation ratios (favoring the intended beneficiaries rather than administration), USAID requirements, NPC involvement, and the problem of communication between all parties involved in the project execution.

Given its experience to date, USAID might look at other project management alternatives without necessarily sacrificing its accountability responsibilities. One option would be to establish

a project (as the one in Kenya) support unit managed by a group of experts located in the Mission; another alternative would be to establish a Senegalese institution located at Congad which would manage the project.

This reformulation should be done carefully in order to assure that initial assumptions are valid, and that resources are sufficient enough to enable the project to face its fundamental objectives.

USAID also should give serious attention to the project's budget ratios so that adequate funds are allocated to the intended beneficiaries. The Mission should also review the validity of the logical framework so that the project achieves its goals.

c. The National Project Committee

The National Project Committee (NPC) is comprised of representatives from the Ministry of Finance (MEFP), the Ministry of Women, Children and Family (MFEF), Congad, USAID, and the USU. Responsibilities of the NPC are to provide policy guidance to the USU, review project progress, and approve grants for certain levels of funding.

1. Findings

- Is the NPC membership adequate? Are designated members qualified, and available to meet project implementation needs? How effective is the NPC in assisting project implementation?

The team found the NPC membership to be adequate and qualified in order to perform its responsibilities. However, the NPC does not possess the necessary means to effectively and efficiently carry-out its functions. In interviews, the team found that NPC members are constrained in their ability to attend meetings (lack of transport), produce reports and research aspects of the project and related issues. Such support was not included in the Project Paper.

- Is there a common and adequate understanding by NPC members of the role and responsibilities of the NPC in project implementation?

The team found that internal dynamics have been created among the NPC membership in order to assess and make consensus-based decisions on submitted documents.

- Are differing priorities and concerns among NPC members appropriately managed?

The NPC members stated that they invested too much time in reviewing and discussing the various grant proposals, and they found changes should have been made earlier. Some of these suggested changes are: provide tied documents to enable quick decision-making; give the NPC the means to achieve its mission. There is some frustration that the NPC does not fully participate in the selection of PVO/NGO projects.

2. Conclusions

a) The NPC's role is briefly discussed in the Project Paper, but not elaborated upon. Because the NPC was not involved in all aspects of the project paper design, there are continuous discussions about its conceptual framework. It was also noted that there was some disinterest in the project by several of the NPC members. Several of the NPC membership believe the UNDP-sponsored project, "Réseau Afrique 2000", provides a better working model for effective project implementation (providing tied documents, for example).

b) The fact that the NPC is only permitted to approve grants above a certain level of funding limits the Committee's full participation in the process of PVO/NGO selection and grant-making. It was noted that certain micro-grant projects could have been identified and pushed forward if a NPC member (either from Congad or from the Government) had participated in the selection process.

c) The NPC can not work effectively if it does not have the necessary means to carry-out its functions: for example, (1) logistical support to members of NPC (e.g. transport to meetings or field trips); (2) basic secretarial support; (3) ability to call upon outside expertise when necessary.

3. Recommendations

a) The National Project Committee should possess the means deemed necessary to enable the Committee to discharge its responsibilities. Such support should fall within the parameters of existing A.I.D. rules and regulations and, if possible, be provided by the USU. The following are examples of recommended support:

- Assure that NPC members are given reasonable logistical support, basic secretarial service, and the means to call upon outside expertise when necessary, within Project rules and regulations;
- Assure that Committee field trips are well-organized;
- Permit the Committee to undertake complementary research (whenever needed) for more effective decision-making regarding grant proposals;
- Create a process to periodically reflect upon the project's goals and objectives;

- Once a semester, hold a meeting with the USAID Director and other high level decision-makers from responsible Ministries for project implementation (MEFP, and MFEF). These meetings will be opportunities to discuss project problems and other significant PVO/NGO issues in Senegal.

b) The NPC should be given greater autonomy and latitude to maneuver in the decision-making process. The NPC should be able to make final decisions later on, and have authority to sign certain project documents (grants).

c) The NPC might play a facilitator role in the resolution of problems noted in the Project execution, and be more involved in grant proposal selection.

d) In addition, the National Project Committee should give thought to what will occur after the projects are completed. These may include the role that local NGOs and training and research institutions might play in order to replicate their positive experiences and the continual use of local expertise.

d. The Non-Governmental Organizations

NGOs, NGO associations, and NGO consortia are the principal recipients for which the Umbrella Support Project is implemented in Senegal. In fact, the project purpose is to enable local NGOs and community groups, alone or with U.S. PVO assistance, to plan, design, and carry out sustainable development activities.

The evaluation team has mostly interviewed NGOs whose proposals were selected. However, the team also held interviews with NGOs whose proposals were not accepted (in order to know why they were refused), and NGOs who did not apply for grants (to understand why they declined to participate).

1. Findings

- How did you know about the existence of the Support Unit? Which problems did you face when elaborating your proposals? How long did it take to write the proposal?

Information about the project was effectively disseminated by USAID and the USU before project implementation began. And discussions with NGOs in Senegal revealed that they are relatively young, ready and willing to be operational in development activities.

However, it was noted that eighteen (18) months after the Project's implementation began, no grantee has yet started activities (no grants have been disbursed). This situation is due chiefly to delays in the grant-making process, e.g. longer than expected document reviews between USAID and the Support Unit.

The NGOs also found that they invested more time and resources than anticipated in elaborating their project concept papers and final proposals. They stated that the USU project framework was too complicated and too detailed to be simply understood by most NGOs. Furthermore, it was noted that the Support Unit tended to ask for revisions to what was previously requested in the framework. As a result, the NGOs have had difficulties in understanding their tasks. Several NGOs found the framework to be incoherent.

NGOs noted that the delays resulting most often from procedural issues (imposed by the USU) have had a big impact on the eventual execution of the programs. This has raised NGO doubts about the coherence of the project's development objectives.

- Which persons were involved in proposals?

The PVO/NGO technical staff have participated in elaborating the sub-project proposals.

Overall, the NGOs appreciated the seminars and assessments on institutional development, financial certification, and beneficiary impact. The NGOs found the studies very useful because it helped them review their internal management systems and structure in a more rational and concrete manner. They cited the Project's logical framework requirements as being useful in enabling them to design better projects. However, grant proposal guidelines and the definition of the tasks to be undertaken by the beneficiaries and NGOs were viewed as overly ambitious, and at times, complicated and too detailed.

2. Conclusions

a) Relative to the amount and number of activities funded to date, more time and energy than was originally envisioned by the NGOs has been required by the Umbrella Support Unit. For a variety of reasons, and despite a significant investment by the PVOs/NGOs, the Support Unit, the NPC and USAID have only accepted six (6) grants. It took approximately one year for the PVOs/NGOs to design and prepare their proposals and attend to the diverse training and field studies. Unfortunately, grant funds have not been disbursed with the consequence that the activities planned for 1993 will not begin on time.

b) All the NGOs (this includes U.S. PVOs) interviewed by the evaluation team revealed the long and frustrating process in their effort to receive USAID assistance. Although frustrated with the duration of the approval process, NGO staff said that the application process was handled professionally by the Support Unit staff, and that suggestions and critiques often resulted in better designed projects.

3. Recommendations

a) The Support Unit project design framework (for NGO proposals) should be refined and streamlined (made less complicated). In the future, design frameworks should involve more participation of the beneficiaries.

b) The Support Unit should be better informed about NGO partnerships in Senegal, and apply the lessons learned.

NGOs should be encouraged to develop networking and partnerships among themselves in order to collect and share information on donors related to their applications for assistance and according to various requirements.

c) A less cumbersome , and more appropriate project accounting and reporting system should be developed and introduced to the NGOs and beneficiaries during financial negotiations: i.e. monthly disbursement advances, quarterly financial and activity reports to be submitted to the USU

III. METHODOLOGY

In order to capture all the necessary elements for a better comprehension and approach to the evaluation, the team members have proceeded with a review of the documentation at USAID and at the Support Unit. So as not to limit the assessment, the team also referred to external documents, and carried-out interviews with representatives from USAID, NPC, USU, and the PVOs/NGOs .

a. The evaluation team

The present report is the collective product of the following team:

- Mr Oumar SY, General Secretary of "Union pour la Solidarité et l'Entre-aide" (U.S.E.), representing Congad;
- Mr Thomas RAY, Program Office, representing USAID;
- Mr Babacar CISS, Community Development, representing MFEF;
- Miss Absa DIOP, consultant.

The report was written by the evaluation consultant, based on a plan proposed by her which was studied, reviewed and approved by the evaluation team.

In addition, the team met periodically during the evaluation to synthesize the collected information in order to analyze and lay the principal findings from discussions and/or exchanges with all the persons met, and to propose the appropriate recommendations.

b. The evaluation schedule

First of all, the team met once to finalize the scope of work, as well as to discuss the content and form the evaluation should take. The evaluation calendar follows:

- April 19-20: to read and review the documentation relative to the Project;
- April 21 - May 5: to interview individuals and organizations involved or knowledgeable about the Project; team meetings to synthesize and analyze the information were held on a regular basis during this period;

- May 5 - 14: review of the draft by the team, with necessary revisions;
- May 17: drafts submitted to USAID, NPC, and USU;
- May 19, 1993: oral presentation to NPC and USU
- May 21: oral presentation to USAID
- Revised draft returned to the team for final report;
- Final report submitted to USAID.

c. Document review

The document study was based upon the Project Paper, project workplans, USU progress reports, PIR reports, monitoring visit action reports, NPC meeting minutes, documents related to grant reviews and approvals, correspondence related to document approval, Final Evaluation of CEDP/Kaolack, USAID/Kenya PVO Project Mid-Term Evaluation, a Study on PVO/NGO Umbrella Projects in Africa. Added to that list was information collected from NGOs and beneficiaries.

d. Sample choice

Given time constraints and the qualitative nature of the evaluation, the interview sample was made judiciously, and involved at least one representative of each party involved in the Project's implementation.

Interviews took place with various members of the NPC, the USU, and USAID. They also took place with four NGOs whose proposals were accepted; two whose papers were turned down; one NGO who did not apply; and NGOs working with another donor. A site visit enabled the team to meet the rural beneficiaries who are the ultimate targets of the Project.

That structured choice enabled the evaluation team to make a concrete analysis which led to the proposed recommendations.

e. Interview guides

As the sample was made up of elements from different areas, interview guides were prepared by the evaluation team, in order to get the maximum information and opinions from those interviewed.

SCOPE OF WORK
OF THE 18 MONTHS EVALUATION OF THE
SENEGAL PVO/NGO SUPPORT PROJECT
March 5, 1993

I. ACTIVITY TO BE EVALUATED

This is a scope of work (SOW) for the 18 month evaluation of the Senegal PVO/NGO Support Project # 685-0284. The SOW contains a summary background, the evaluation purpose, issues to discuss, and sources of information.

II BACKGROUND

The Senegal PVO/NGO Support project is an 8-year, \$15 million project. The project was authorized on June 21, 1990. The Project Agreement between USAID and the GOS was signed on June 22, 1990. USAID and New TransCentury Foundation (NTF) negotiated the 5 year contract # 624-0284-C00-1042-00 which was signed on July, 1st 1991. The Project Officer was hired by USAID/Senegal through contract # 685-0284-S-00-1200-00 which was signed on June 13, 1991. To date, USAID has obligated US\$ 11,175,000 of USG funds for the first 5 years of the project.

II.1. Project Purpose, Description & Objectives

II.1.1. Purpose

The project purpose is to enable local NGOs, NGO associations and community groups, alone or with US PVO assistance, to plan, design, and carry out sustainable development activities.

II.1.2 Description

Project emphasis is twofold. First, the project will finance, thru grants awarded to PVOs/NGOs, self-sustaining, local-level activities initiated by the beneficiaries themselves in priority development areas such as agriculture, primary health, family planning, natural resources management, small and micro-enterprise development and non-formal education. Second, the project will provide collaborative institutional support to the wide range of NGOs, NGO associations and NGO consortia in Senegal.

II.1.3. End of Project Status (EOPS)

1. 30% of community activities become self-sustaining by EOP.
2. 50% of assisted communities plan and carry out new activities by end of project.
3. NGOs assisted under the project plan, design, manage, and carry out expanded community development activities funded by USAID or

other funding sources.

4. Established and improved collaborative partnerships and working relationships between US PVOs and local NGOs and NGO associations.

5. Strengthened PVO/NGO service organization responding to needs of member PVOs/NGOs.

II.2 Implementation Status

Project implementation was effectively started in 1991 with the arrival of the two expatriate technical assistance (TAs) in August/September, 1991.

The project's Umbrella Support Unit (USU) has been established including: recruitment of local staff by NTF, procurement of office furniture and project vehicles by USAID, procurement of office equipment by NTF, and the establishment of financial and administrative management systems by NTF.

The NPC has been operational since November, 1991.

A team including representatives of the USU, GOS, and USAID/Senegal conducted information trips in all 10 regions of Senegal in February/91.

The 1992-94 strategy, and 1992 workplan/budget were developed by the USU, and approved by the NPC and USAID. The final selection criteria and procedures have also been finalized by the USU, and approved by the NPC and USAID. An information manual has been developed by the USU.

In May 1992, the USU began its review of first round sub-project proposals. 21 macro-grant proposals (each over \$200,000) were reviewed by the USU and 6 preselected with the NPC and USAID endorsement. Grant agreements for these proposals are being prepared for submission to USAID/Senegal approval.

II.3. Evaluation Purpose

The purpose of this evaluation is for the NPC and USAID to assess the operations and achievements of the Senegal PVO/NGO Support Project after 18 months of implementation.

The project's implementation involves the following three institutions with differing and complementary managerial and administrative roles and responsibilities:

- The Umbrella Support Unit (USU) structure which is set up and managed by NTF is primarily responsible for project implementation. This unit has the responsibility to organize and provide the full range of training, technical assistance, grant processing, monitoring, evaluation, financial management and organizational support carried out under the project.

- The National Project Committee (NPC) is comprised of representatives of: the Ministry of Finance (MEFP) the Ministry in charge of Women, Children, and Family (MFEF) CONGAD, USAID, and the USU. Responsibilities of the NPC are to provide policy guidance to the USU, review project progress, and approve grants for certain levels of funding.

- USAID/Senegal has an important role of guiding, monitoring and evaluating the project's implementation, and participating in policy and programming dialogue with the GOS and the PVO/NGO community in Senegal. USAID/Senegal's responsibilities also include substantial involvement in grants selection/approval, and monitoring of the contractor's performance.

III. STATEMENT OF WORK

The objectives of the evaluation are:

Objective 1: Assess the continuing validity of the project design as specified in the approved project paper; including verification, to date, of the key assumptions noted in the logical framework.

Objective 2: Assess progress made in project implementation relative to the project design and implementation plan, and the contract performance criteria, and specify recommended improvements.

Objective 3: Assess the effectiveness of the management and administrative systems of the USU, the NPC, and USAID and specify recommended improvements.

The evaluation team should examine the following issues to achieve the above objectives. The team should consider strengths as well as weaknesses when making its assessment. The evaluation team should develop a more exhaustive list of questions and issues as appropriate.

The Contractor will address questions outlined in each of the sections below in the evaluation:

III.1. Project Achievements

- Is the USU, NPC, and USAID/Senegal's understanding of the project adequate with respect to (a) AID priorities, requirements, and expectations on project achievements, (b) the GOS priorities, (c) the NGO community needs and concerns, and (d) project beneficiaries needs? To what extent these different priorities and needs have facilitated or impeded the project implementation?

- Assess the progress in achieving the project outputs to date? Are systems in place to ensure delivery of project outputs in the remaining budget and time?

- What assumptions were unrealistic with respect to project implementation and management?
- To what extent have lessons learned from other PVO Umbrella projects (funded by AID and other donors such as UNDP) been taken into account in project implementation?
- To what extent are the selection criteria and procedures for sub-projects appropriate and adequate?
- In light of project experience to date, and in relation to the evaluation team's findings:

- . is it likely that the project can achieve its intended purpose? and

- . if not, what are the recommendations to achieve the project purpose and EOPS (including revisions of indicators and other aspects of the project elements)?

- . What are your main suggestions after 18 months, and what ameliorations do you want for the project structure?

III.2. Institutional Activities

III.2.1. USAID Management

- Did USAID provide adequate logistical support for living conditions of Technical Assistants and USU operations? Were planned commodities provided to the contractor in a timely fashion? Are the commodities provided adequate?

- To what extent has USAID/Senegal been effective in terms of:

- . project monitoring, and contractor oversight;

- . facilitating the contractor's work including (a) orientation of the contracting team upon arrival, and (b) providing required guidance and approvals to the contractor;

- . coordination with GOS and other donors;

- . coordination with other USAID funded projects.

- To what extent do mission regulations and requirements facilitate or impede the attainment of the project's expected achievements?

III.2.2. USU Operations

- As the project's main management structure, is the USU functioning well with respect to efficiency/effectiveness? is the staffing adequate? is the staff performing in a satisfactory

1/2

manner? are roles and responsibilities defined and carried out in a manner to achieve efficiency? is the overall USU environment, i.e. working conditions, conducive to productivity?

- How effective is the back-stopping of NTF's home office for the USU as a whole?

- How adequate are the USU financial and administrative procedures and systems?

- How effective is the project management system established by the USU for coordinating and interrelating project activities?

- Is the monitoring and evaluation system developed by the USU for project activities adequate? Does it include appropriate indicators and collection of baseline data?

- How effective and timely the USU has been in preparing, and presenting to the NPC and AID, required planning documents such as workplans and budgets, and documents for sub-projects review/approval?

- Are guidelines for concept papers/proposals, and guidance, and technical assistance given to potential grantees appropriate and adequate?

- How adequate are the tools used by the USU for the review of sub-project proposals? are there alternative ways of achieving same or better results?

- Did the USU establish close consultative working relationship with relevant national and regional institutions and individuals; including the members of the National Project Committee, members of the PVO/NGO community, and other donors involved in PVO/NGO activities?

III.2.3. NPC Functioning

- Is the NPC membership adequate? Are designated members qualified, and available to meet project implementation needs?

- Is there a common and adequate understanding by NPC members of the role and responsibilities of the NPC in project implementation?

- Are differing priorities and concerns among NPC members appropriately managed?

- How effective is the NPC in assisting in project implementation?

IV. METHODS AND PROCEDURES

IV.1. Composition of the evaluation team and Methodology:

The contractor will be the leader of the evaluation team which will

also include: 1 USAID staff member, 1 GOS official from the MFEF, and 1 representative of CONGAD. The USAID Project Officer and the COP will serve as key resource persons.

The following qualifications/skills are required for the evaluation team leader, the contractor:

- Experience in project management and evaluation;
- Experience in management/administration;
- Knowledge of PVO/NGO/Community group's working environment;
- Experience in participatory and community development;
- Experience in grants processing and management, and institutional development and training activities;
- French and English language skills;

IV.2. Methodology

The methodology which will mainly consist of desk reviews and interviews should be further defined by the evaluation team, once formed, and reviewed by USAID. At a minimum the following should be conducted:

- Interviews with: NPC members, USAID officials, USU staff members, and NGO representatives including at least four whose sub-projects have been selected for funding.
- Desk Review: project paper, workplans, USU progress reports, PIR reports, monitoring visit reports, NPC meeting minutes, documents related to grants review/approval, correspondences related to documents approval, Final Evaluation of CED PVO Component, USAID/Kenya PVO Project Mid-Term Evaluation, A Study of PVO/NGO Umbrella Projects in Africa.

V. REPORTS

The team leader is responsible for the preparation and finalization of the final report to be submitted by the evaluation team. The report should include the following sections:

1. Report Identification Face Sheet
2. Executive Summary

Approximately three pages single-spaced including statement of evaluation purpose and conclusions with topical subheading, and recommendations (corresponding to conclusions) specifying, where possible, who or which party should take the recommended action.

3. Table of Contents

4. Body of report (Findings)

The body of the report should be between 10 and 25 pages maximum. It should include a summary description of how the evaluation was conducted, and provide the information (findings) on which the conclusions and recommendations are based. The report should discuss issues identified in section III of this scope of work and other relevant issues identified during the evaluation in a manner specific to the context of the Senegal PVO/NGO Support Project. The language of the report should be concrete.

5. Conclusions and Recommendations

Practical lessons learned and recommendations should be clearly stated.

6. Appendices

The appendices should at least include the evaluation scope of work, the methodology, and supporting data where applicable.

During the course of the evaluation, the team will maintain contact with USAID/Senegal through the Project Officer in PDO.

The evaluation team will submit a draft evaluation report in French 3 days before making an oral presentation of findings, preliminary conclusions and recommendations to USAID and NPC representatives. 15 copies of the final report in French will be submitted to USAID/Senegal within one week of receiving USAID and NPC comments which will be provided during the meeting for the above mentioned presentation. USAID/Senegal will arrange to have the report translated and typed in English.

The team will provide USAID/Senegal copies on disk in Wordperfect 5.1 of any word processing documents and data generated by this evaluation and created in connection with the evaluation.

VI. EVALUATION SCHEDULE

The evaluation team should use the first two days to discuss the evaluation scope of work with representatives of the USU, the NPC, and USAID/Senegal, collect documentation to be reviewed, and organize its work. The team will have a total of three weeks to conduct interviews, review documents, and prepare the draft report. The final report will be submitted during the fourth week. A debriefing with the Mission Director is also envisioned.

DATE	ACTIVITY
Feb 26 to March 10	Draft scope of work by USAID
March 25	NPC review of Scope of Work
March 25 to April 15	Formation of evaluation team
April 15 to May 6	Evaluation field work. Preparation and discussion of draft report.
May 15	Final report

VII. PAYMENT

The Consultant will receive 50% payment after the first draft is received. The second 50% payment will be issued only after an acceptable final draft has been received. Receipts must be provided for any transportation, hotel and miscellaneous expenses.

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ANNEXES

LIST OF ANNEXES

	Pages
TABLE 1: List of persons interviewed.....	A1
TABLE 2: Interview guides.....	A2
TABLE 3: Logical framework.....	A3
TABLE 4: Umbrella Support Unit chart.....	A4
TABLE 5: Members of the National Project Committee..	A5
TABLE 6: Members of the Consultative Committee.....	A6
TABLE 7: List of approved ONGs (first cycle).....	A7
TABLE 8: ONG Approval Process.....	A8

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TABLE 1

LIST OF PERSONS INTERVIEWED

OFFICE	PERSON CONTACT	FONCTION	DATE	TIME
USU	Mme Zimmermann	Chief of Party	4/22/93	9:00am
USU	Mme Awa Gueye	Dev. Inst.	4/22/92	10:00am
USU	Mr R. Pronovost	DAF	4/23/93	9:00am
USU	Mr Thierno Fall	Grants	4/23/93	10:00am
NCNW	Mme NDiaye	Director	4/21/93	10:00am
Finance	Mr Amadou Ba	NGO Dpt.	5/4/93	10:30am
Min Enf.	Mr Cheikh Amar	Dev. Com. Of.	4/21/93	8:30am
Congad	Fatoumata Sow	Director	4/22/93	12:00am
Congad	Abdou Sarr	Rep. ONG	4/22/93	12:00am
CRS	Mr C. Hennemeyer	Director	4/23/93	11:30am
AID	Mr Pierre Numez	Procurement	4/21/93	11:30am
AID	Mr Ousseynou Dieng	Fin Anal.	4/21/93	14:30pm
AID	Mr Wayne McKeel	Controler	4/29/93	16:00pm
AID	Mr Coles	Director	4/30/93	11:00am
Caritas/KK	Phillipe Bonneval	Director	4/26/93	9:30am ³
ARAF/FK	Joseph Sene	Director	4/27/93	14:00pm ⁴

³The visit to Caritas/Kaolack is scheduled as follows:

- Monday 04/26/93 at 9:30am : Discussion with the Director and the responsables of Caritas;
- Monday 04/26/93 in the afternoon: Meeting with groups from Foundioune Sector (eventual beneficiaries);
- Tuesday 04/27/93 in the morning: Meeting with potential beneficiaries (Kaolack Development Association of Farmers.

⁴This visit to ARAF/Fatick will be as follows:

- Tuesday 04/27/93 in the afternoon: Discussion with the Director and responsables of the association;
- Wednesday 04/28/93 in the morning: Meeting with community groups.

AID	Mrs S. Cromer	Contracting O.	4/29/93	12:30am
UA	Equipe UA	UA	5/03/93	9:00am
Sahel3000	Ibrahima Cissé	Director	4/30/93	9:00am
Rés. 2000	Boubacar Fall	Director	4/29/93	9:00am
FAIB	Talla Kane	Dir. Projets	4/29/93	10:30am
AID	Ab. NDiaye	Project O.	4/30/93	14:30pm

WEDNESDAY APRIL 21 1993

8:30	Mr Cheikh Amar-	Minis. Enfants
10:00	Mme NDiaye-	NCNW
11:30	Pierre Noumez-	AID
14:30	Ousseynou Dieng-	AID

THURSDAY APRIL 22 1993

9:00	Zimmermann-	UA
10:00	Awa Gueye-	UA
12:00	Fatoumata Sow /	Abdou Sarr- Congad

FRIDAY APRIL 23 1993

9:00	Richard Pronovost-	UA
10:00	Thierno Birahim Fall-	UA
11:30	Chris Hennemeyer-	CRS

MONDAY APRIL 26 1993

CARITAS/KAOLACK

9:30	Direction/Caritas
12:00	Groupement Secteur Foundioune (Eventual Beneficiares)

TUESDAY APRIL 27 1993

Matinée Meeting with ADAK (Boulel)
(Potential Beneficiaries)

ARAF/FATICK (Gossas)

Après-midi Direction/Responsables ARAF
(Visite Cuve de Loumbel Kelli)

WEDNESDAY APRIL 28 1993

Field Information Synthesis

Back to Dakar

THURSDAY APRIL 29 1993

9:00 Boubacar Fall- Reseau Afrique 2000
10:30 Talla Kane- FAIB
12:30 Sharon Cromer- AID
16:00 Wayne McKeel- AID

FRIDAY APRIL 30 1993

9:00 Ibrahima Cisse- Sahel 3000
11:00 Juluis D. Coles- AID
14:30 Abdoulaye NDiaye- AID

MONDAY MAY 3 1993

9:00 Equipe Unite d'Appui

TUESDAY MAY 4 1993

10:30 Amadou Ba- Minist. Finance

WED. 5 - MON. 10 of MAY 1993

Draft report write up and review by the evaluation team
(English and French versions).

TUESDAY MAY 11 1993

Last review of draft by evaluation team

WEDNESDAY MAY 12 1993

Final Draft review

MONDAY MAY 17 1993

Draft reports to USAID, CNP, AND USU

WEDNESDAY MAY 19 1993

Oral Presentation to NPC and USU.

FRIDAY MAY 21 1993

Oral Presentation of report to USAID.

MONDAY JUNE 7 1993

Report Corrections

Final reports to USAID.

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INTERVIEW GUIDES

TABLE 2

Project Achievements

- Is the USU, NPC, and USAID/Senegal's understanding of the project adequate with respect to (a) AID priorities, requirements, and expectations on project achievements, (b) the GOS priorities, (c) the NGO community needs and concerns, and (d) project beneficiaries needs? To what extent these different priorities and needs have facilitated or impeded the project implementation?

- Assess the progress in achieving the project outputs to date? Are systems in place to ensure delivery of project outputs in the remaining budget and time?

- What assumptions were unrealistic with respect to project implementation and management?

- To what extent have lessons learned from other PVO Umbrella projects (funded by AID and other donors such as UNDP) been taken into account in project implementation?

- To what extent are the selection criteria and procedures for sub-projects appropriate and adequate?

- In light of project experience to date, and in relation to the evaluation team's findings:

. is it likely that the project can achieve its intended purpose? and

. if not, what are the recommendations to achieve the project purpose and EOPS (including revisions of indicators and other aspects of the project elements)?

. What are your main suggestions after 18 months, and what ameliorations do you want for the project structure?

III.2. Institutional Activities

III.2.1. USAID Management

- Did USAID provide adequate logistical support for living conditions of Technical Assistants and USU operations? Were planned commodities provided to the contractor in a timely fashion? Are the commodities provided adequate?

- To what extent has USAID/Senegal been effective in terms of:

. project monitoring, and contractor oversight;

. facilitating the contractor's work including (a) orientation of the contracting team upon arrival, and (b)

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providing required guidance and approvals to the contractor;

- . coordination with GOS and other donors;
- . coordination with other USAID funded projects.

- To what extent do mission regulations and requirements facilitate or impede the attainment of the project's expected achievements?

- Did you face problems during project implementation?

- After 18 months, do you have any suggestions to improve the project implementation?

III.2.2. USU Operations

- As the project's main management structure, is the USU functioning well with respect to efficiency/effectiveness? is the staffing adequate? is the staff performing in a satisfactory manner? are roles and responsibilities defined and carried out in a manner to achieve efficiency? is the overall USU environment, i.e. working conditions, conducive to productivity?

- How effective is the back-stopping of NTF's home office for the USU as a whole?

- How adequate are the USU financial and administrative procedures and systems?

- How effective is the project management system established by the USU for coordinating and interrelating project activities?

- Is the monitoring and evaluation system developed by the USU for project activities adequate? Does it include appropriate indicators and collection of baseline data?

- How effective and timely the USU has been in preparing, and presenting to the NPC and AID, required planning documents such as workplans and budgets, and documents for sub-projects review/approval?

- Are guidelines for concept papers/proposals, and guidance, and technical assistance given to potential grantees appropriate and adequate?

- How adequate are the tools used by the USU for the review of sub-project proposals? are there alternative ways of achieving same or better results?

- Did the USU establish close consultative working relationship with relevant national and regional institutions and individuals; including the members of the National Project Committee, members of the PVO/NGO community, and other donors involved in PVO/NGO activities?

- Did you face difficulties during project implementation?
- After 18 months, do you have any suggestions to improve project implementation?

III.2.3. NPC Functioning

- Is the NPC membership adequate? Are designated members qualified, and available to meet project implementation needs?
- Is there a common and adequate understanding by NPC members of the role and responsibilities of the NPC in project implementation?
- Are differing priorities and concerns among NPC members appropriately managed?
- How effective is the NPC in assisting in project implementation?
- Did you have any problems in implementing the project?
- After 18 months, do you have any suggestions to improve project implementation?

NGOs / Beneficiaries

How did you know the existence of the Support Project?

Which problems did you face when elaborating your proposal?
How long did it take to write the proposal? Who was involved?

How long did it take for US-AID to respond to the proposal?

After acceptance of your proposal, how long did you wait to receive the first disbursement?

Do you have contacts with other donors?

What are your suggestions after 18 months working with the Support Project?

Did you have any difficulties to write your proposal?

Do the beneficiaries get enough assistance from the NGOs?

How can NGOs and beneficiaries measure the objectives of the Project?

TABLE 3

LOGICAL FRAMEWORK

PROJECT: SPECIAL PYO/MCO SUPPORT

NUMBER: 605-0244

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p><u>Program Goal</u></p> <p>Improved standard of living for poor Senegalese.</p>	<ol style="list-style-type: none"> 1. Communities assisted show increase in agricultural production and sales over LOP. 2. Communities assisted have increased access to necessary inputs, goods and markets over LOP. 3. People in communities assisted have improved access to primary health care, literacy training and credit and savings. 	<ol style="list-style-type: none"> 1. MCO monitoring reports. 2. Baseline surveys of target communities. 3. Evaluations/impact studies. 	<ul style="list-style-type: none"> - Economic stabilization and sound agricultural pricing policy continue. - Adequate markets for increased production. - Assistance of govt extension and technical agents
<p><u>Project Purpose:</u></p> <p>To enable local WCOs, WCO associations and community groups, with U.S. PYO assistance, to plan, design and carry out sustainable development activities.</p>	<ol style="list-style-type: none"> 1. 10% of community activities become self-sustaining by EOP. 2. 50% of assisted communities plan and carry out new activities by EOP. 3. WCOs assisted under project plan, design and carry out expanded development activities funded by USAID or other funding sources. 4. Established collaborative partnerships and working relationships between U.S. PYOs and local WCOs and WCO associations. 5. Strengthened WCO/PYO service organization fully responding to needs of member WCOs/PYOs. 	<ol style="list-style-type: none"> 1. Project records 2. WCO/PYO monitoring reports 3. Impact studies/project evaluations 4. Financial records 	<ul style="list-style-type: none"> - Incentives continue for increased ag. production. - Continued decrease of direct COS role in community activities. - PYO/WCO/COS collaboration at national and local levels. - Incentives continue for increased community involvement in economic activities (i.e. formation of CIGs).

PROJECT: SENEGAL PYO/MCO SUPPORT

LOGICAL FRAMEWORK

ANNEX C, Page 2 of 3

NUMBER: 685-0284

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p><u>Project Outputs:</u></p> <ol style="list-style-type: none"> 1. U.S. PYO local MCO relationships strengthened. 2. Organizational/institutional development of local MCOs. 3. Local level sustainable productive activities established and providing income or other benefits to local groups. 4. Improved services available to MCO beneficiaries-villagers, micro-SSGs. 5. Training for MCOs and MCO association staff. 	<ol style="list-style-type: none"> 1. Up to 4 U.S. PYO/MCO collaborative sub-grants funded to further institutional relationships through joint activities. 2. 75 MCOs receive training and TA for improved planning, financial management, project design, monitoring, evaluation and implementation capacity. 3. Up to 20 larger sub-grants and 20 micro sub-grants awarded to MCOs and/or PYOs to assist 70-150 community-level groups for sustainable, productive, activities focussed on agriculture, natural resource management, micro and small-scale enterprise support, primary health care and family planning. 4. Strengthened MCO consortia and MCO federations and associations providing improved services to their members. 5. Local training institutions develop capacity to provide required training to MCOs. 6. MCO/PYO monitoring, technical resource and information systems in place and functioning. 	<p>Project evaluations, sub-project evaluations, project reports, project implementation reviews.</p>	<ul style="list-style-type: none"> - U.S. PYOs and local MCOs work collaboratively on MCO capacity building and sub-grantee productive activities. - MCO organization (COMCAD) provides timely and effective coordination and solutions to problems. - Local groups exist with ideas for productive and sustainable activities. - COM continues to see PYO/MCO role as complementary and important source of local-level assistance.

LOGICAL FRAMEWORK

PROJECT: GENERAL PVO/MCO SUPPORT

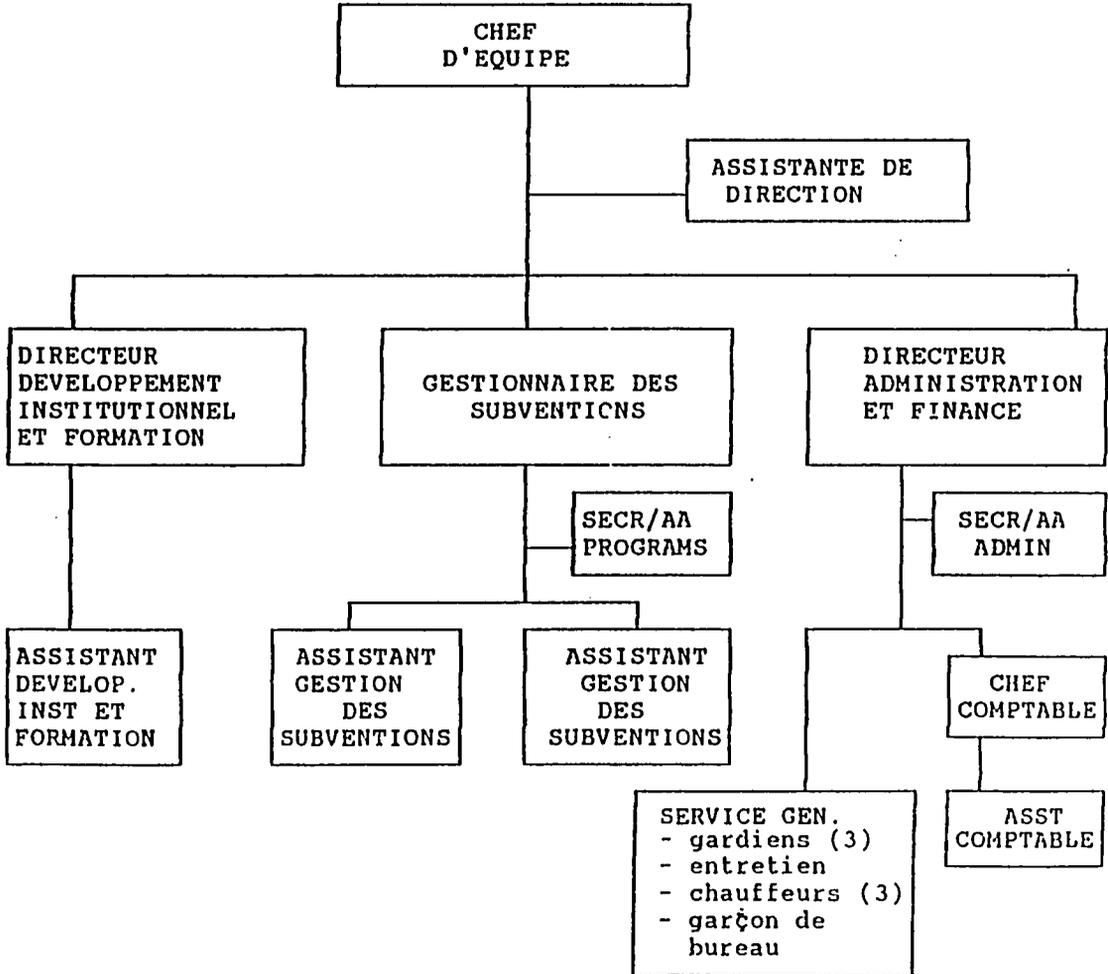
NUMBER: 685-0284

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p><u>Project Inputs - (\$000)</u></p> <p>A. AID</p> <ul style="list-style-type: none"> 1. Project Management 5,470 2. USAID Oversight 392 3. Training/Inst. Strength 1,450 4. Sub-projects 7,250 5. Evaluations/Audits 430 <p style="text-align: right;">SUB-TOTAL 15,000</p> <p>B. PVOs/MCOs/Community Groups 21,300</p> <p>TOTAL PROJECT 36,300</p>		<p>Project Implementation reviews Project accounting and financial records</p>	<ul style="list-style-type: none"> - Subproject proposals from both U.S. PVOs and local MCOs will be received which meet selection criteria. - Competent umbrella mgmt organization will be selected and begin implementation on timely basis. - Productive working relationships established between USAID, COS SFC, GORCAO, U.S. PVOs, local MCO and lead PVO/MCO consortia.

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PROJET D'APPUI AUX O.N.G.
PVO/NGO SUPPORT PROJECT

USU ORGANIZATIONAL CHART



Date: January 1993

MEMBERS OF NATIONAL PROJECT COMMITTEE

15 SEPTEMBER 1992

- Ousmane Ka : Ministère de la Femme, de l'Enfant et de la Famille, Bureau de Coordination Technique des Projets et Programmes
Fann-Hock X Corniche - DAKAR
Tel :
- Cheikh Amar : Chef du Service du Développement Communautaire au Ministère de la Femme, de l'Enfant et de la Famille - DAKAR
Tel : 23-98-16
- Ibrahima Samb : Dept Amérique au Ministère de l'Economie, des Finances et du Plan - Direction Dette et Coopération Financière - Pièce 314 - DAKAR
Tel : 22-56-38
- Amadou Ba : Responsable des ONGs au Ministère de l'Economie, des Finances et du Plan - Direction Dette et Coopération Financière - Pièce 309 - DAKAR
Tel : 21-63-41/23-96-99 poste 1193
- Faloumata Sow : APAC - 38 Bd de la République 2e étage - DAKAR
Tel : 21-08-15 - CONGAD : 21-47-20
- Abdou Sarr : OXFAM-UK - Bd Dial Diop
B.P. 3476 - DAKAR
Tel : 24-19-00 / 25-17-87
- Abdoulaye Ndiaye: USAID/Project Officer, PVO/NGO
1, Place de l'Indépendance - B.P. 49 - DAKAR
Tel : 23-14-83 poste 484
- Mary Ann Zimmerman: Chief of Party, PVO/NGO Support Project
B.P. 10668 Dakar-Liberté
AV Bourguiba Amitié III Villa N° 4332 - DAKAR
Tel : 24-03-45 / 25-67-26

TABLE 6
LISTE DES MEMBRES DU COMITE ^{Ab}

CONSULTATIF

Projet d'Appui aux O.N.G.
NGO / PVO Support Project
BP 10 668 DAKAR LIBERIE
Année III N 43 R
24 03 45 / 25 67 26 DAKAR (Senegal)

AMADOU DAF	ADMINISTRATEUR DU GADEC B.P. 2612
YOUSSEF BA	REPRESENTANT REGIONAL ADF 86, HLM GIBRALTAR
BABACAR GUEYE	ADJOINT AU PROGRAMME CECI
BABACAR DIOP BUUBA	PRESIDENT ANAFA S/C CONGAD AVENUE CHEIKH ANTA DIOP
ABDOULAYE NDIAYE	RESPONSABLE DU DEPARTEMENT ENTREPRENARIAT CESAG AVENUE DU GENERAL DEGAULLE
CAROLINE BAKKER	UNIFEM 19, RUE PARCHAPPE
AMINATA SOW FALL	CENTRE AFRICAIN D'ANIMATION ET D'ECHANGES CULTURELS HLM FASS PAILLOTTE
BOUBACAR FALL	COORDONNATEUR NATIONAL RESEAU AFRIQUE 2000, KM 1 AVENUE CHEIKH ANTA DIOP
ANNA MBAYE	PROGRAMME DES NATIONS UNIES POUR LE DEVELOPPEMENT 19, RUE PARCHAPPE.
MAMADOU NIANG	MAITRE ASSISTANT IFAN UNIVERSITE CHEIKH ANTA DIOP - DAKAR

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TABLE 7

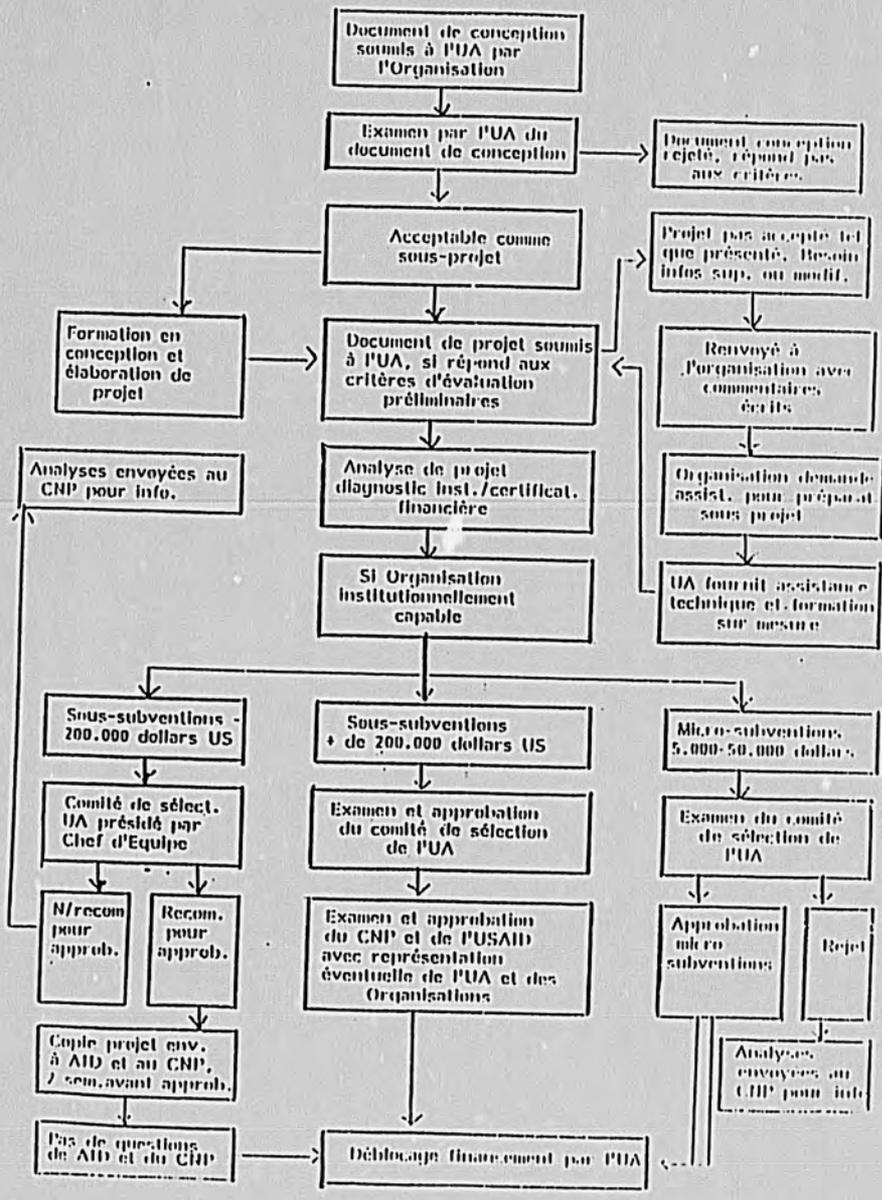
LISTE DES DEMANDES DE SUBVENTIONS MACRO CONSIDEREES DURING LE 1ER CYCLE

ORGANISATION	TITRE DU PROJET	DOMAINE PRIORITAIRE D'INTERVENTION	ZONE (REGIONS)	MONTANT SOLLICITE (F-CFA)
1. CARITAS Kaolack	Promotion des 6 comités de secteur fédérant les 13 forages et 103 groupements du Projet Diocésain de CARITAS Kaolack	Agriculture Micro-entreprises	Kaolack	238 011 630
2. CAD	Création d'emplois pour les jeunes en milieu rural	Agriculture Education non formelle	Tandacounda	181 038 270
3. ICNW	Projet de développement rural intégré de Daldian (Thiès)	Agriculture	Thiès	78 261 000
4. CRS	Projet de développement communautaire et institutionnel de EGA Iganda	Agriculture Développement institutionnel	Kaolack	133 372 000
5. ARAP	Projet de formation et d'appui institutionnel	Agriculture Formation	Fatick	79 777 000
6. AJAC/COLOPIPA	Appui institutionnel et programme de sésame de l'AJAC/COLOPIPA	Agriculture	Kolda	180 193 550
7. IARA	Projet d'assistance pour l'amélioration des conditions d'existence des communautés de base dans les régions de KK, Fatick, Thiès, Dakar	Agriculture Santé	Fatick Kaolack Thiès Dakar	212 223 594
8. NIDA	Projet de mobilisation sociale pour la protection sanitaire et le bien être de l'enfant, de la femme et de la famille	Santé	Dakar	56 130 000

LISTE DES DEMANDES DE SUBVENTIONS MACRO CONSIDEREES DURANT LE PREMIER CYCLE

ORGANISATION	TITRE DU PROJET	DOMAINE D'INTERVENTION	LOUX (régions)	MONTANT SOLICITE (F CFA)
9-Sahel 3000	Programme intégré de Ader (Arrondissement de Ross-Béthio région de Saint Louis)	Agriculture	Saint Louis	275 133 330
10 AGADA	Programme trisonal de développement des Associations paysannes du Bluff (Arrondissement Tendouck)	Agriculture Santé	Liguinehor (Bignona)	60 561 300
11 PADEC	Programme de développement rural intégré	Agriculture	Saint Louis Louga Kaolack	78 508 160
12 Ferme du Sursaut	Création d'une ferme agro-sylvo-pastorale	Agriculture	Thiès	116 751 800
13 Réseau Femmes/Solidarité	Réseau Femmes Solidarité	Développement des micro-entreprises	Toutes les régions du pays	591 271 000
14 FOMES	Projet de création de centres de formation et d'exploitation agro-pastorale pour le développement à la base	Agriculture Education non formelle	Thiès Fatick Kaolack Liguinehor	533 126 000
15 FAYD	Projet d'installation d'une petite unité industrielle	Agriculture	Saint Louis	51 093 328
16 IAAD	Projet agro-pastoral de Diousson	Agriculture	Fatick	208 400 000
17 FGPZAS	Définition d'un projet programme d'action	Education non formelle	Saint Louis	55 700 000
18 Aide-Action	Projet d'Appui au Programme National de Planification Familiale (PNPF)	Santé	Dakar Thiès	182 051 000
19 AFRICARE	Bok-Dion animal Palteqing project proposal	Agriculture	Thiès	50 703 500
20 IAR	Regional Rehabilitation and social Integration Centre of Gueoul	Génie-Civil	Louga	500 000 000
21 FISA	Programme d'habitat social et participatif à Saint Louis	Habitat social	Saint-Louis	178 055 000

TABLEAU
DIAGRAMME DES PROCEDURES PRELIMINAIRES D'EXAMEN ET D'APPROBATION
DES SOUS-PROJETS



BIBLIOGRAPHY

- Project papers
- Workplans
- USU progress reports
- Project Implementation Reports
- Monitoring visit reports
- NPC meeting minutes
- Documents related to grants review/approval
- Final Evaluation of CEDP/Kaolack
- USAID/ Kenya PVO Project Mid-Term Evaluation
- A study of PVO/NGO Umbrella Projects in Africa
- ARAF Evaluation (CRS)
- Correspondances related to documents approval