

STUDY OF THE STRUCTURES
AND FUNCTIONS OF THE SENEGAL
RIVER BASIN DEVELOPMENT ORGANIZATION
(OMVS - ORGANISATION POUR LA MISE EN VALEUR
DU FLEUVE SENEGAL)

July 1986



DEVELOPMENT ASSISTANCE CORPORATION

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STUDY OF THE STRUCTURE AND
FUNCTIONS OF THE SENEGAL
RIVER BASIN DEVELOPMENT ORGANIZATION
(OMVS)

Prepared for OMVS
At the request of the OMVS Council of Ministers

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PREFACE

This organizational development study is the result of a request to the Senegal Mission of the United States Agency for International Development from the Senegal River Basin Development Organization. OMVS was requested by its Council of Ministers to undertake such a study. The Council of Ministers approved the terms of reference for the study (found in Annex A). Technical and financial assistance was requested in order to accomplish the following broad tasks:

- a study of the structure and functions of the OMVS, and recommendations for reorganization of its High Commission;
- the establishment of an integrated, homogeneous financial management system^{1/}.

In order to accomplish these tasks (which are also called for in the USAID/ OMVS Grant Agreement for the Planning and Policy Development Project) USAID/ Senegal engaged the services of a two-person team, comprised of an organizational development specialist and an institutional analyst, along with the four-person USAID funded Sahel Regional Financial Management Project (SRFMP) team, which is based in Dakar.

The two teams were combined as a means of coordinating their expertise and resources. It is anticipated that following submission of this study, the SRFMP team will assist the OMVS High Commission with financial and management planning and training.

It was further agreed by both USAID and the OMVS that the findings of this study be presented in full and without modification to the OMVS Council of Ministers.

The study team is aware that this report could be extended beyond its current limits, addressing other areas of critical interest to the OMVS, including, for example, the issue of proper member-state coordinating responsibility for participation in the OMVS. Additional areas of concern might also include reporting and supervisory relationships between the High Commission and the OMVS Council of Ministers, and more detailed analysis of personnel policy, qualifications and assignments, and additional research into the critical issues of recurrent costs, alternate sources of capital funding, and the financing of operating costs. However, limitations of time prevented any greater detail than is provided in this report.

^{1/} See Annex A, Scope of Work.

It was fortuitous that the first phase of this study took place simultaneously with the annual meeting of the OMVS Consultative Committee, and two meetings of the OMVS Council of Ministers. It allowed the team to develop some appreciation of their role in the development of OMVS programming and to discuss critical issues with participating donors and member-state ministers.

The study team is appreciative of the willing cooperation and support provided by USAID and OMVS staff members in Dakar. In addition to expressing its appreciation for the substantial support provided by the Sahel Regional Financial Management Project, the authors of this report wish to acknowledge the generous counsel provided by former and current staff of the USAID/Senegal/River Basin Development Office, the World Bank, and the United Nations Development Program, and representatives of the Club du Sahel, GTZ and FAC in New York, Paris, and Dakar. Additional appreciation must be acknowledged for the assistance of the three-member European consortium charged with conducting an in-depth study of OMVS common works management (Sir Alexander Gibb/Electricité de France/Euroconsult).

The study team was composed of:

- Dr. W.A. Rutherford, Organizational Development Analyst, Chief of Party, Phases I and II;
- Nicolas Kulibaba, Institutional Analyst, Chief of Party, Phase III;
- Lloyd M. Mitchell, Financial Analyst, SRFMP Team Leader;
- Mansour Fall, MBA, Operations Analyst, SRFMP;
- Ibrahima Yade, Accounting Specialist, SRFMP;
- Khalifa A. Sene, ADP/Accounting Specialist, SRFMP;
- Bernadette Daluz, Secretarial Support, USAID/RBDO
- Asta Bérété, Secretarial Support, USAID/RBDO
- Odette Marek, Translator.

The views and opinions expressed in this report are those of the authors and do not necessarily reflect the official position of the U.S. Agency for International Development.

Note on English language terminology

The authors are aware of the considerable variation that is found in English-language discussions pertaining to the OMVS, its projects, and operating divisions. In order to standardize all references in this report, the authors have adopted the terminology utilized in the official translation of the 1982 OMVS organizational chart. This varies at times with current usage and quasi-official project titles utilized by donor organizations.

EXECUTIVE SUMMARY

The following numeration of paragraphs in this Executive Summary correspond to the exact numbering and titles of chapters and their divisions as found in the body of the report.

I. INTRODUCTION

1.1. The Senegal River Basin Development Organization (OMVS) is an international organization founded in 1972 as a cooperative effort by Mali, Mauritania, and Senegal to coordinate planning and development of the Senegal River basin.

1.2. The formal objectives of the organization are: to secure and enhance the living conditions of the populations of the river basin; to contribute to self-sufficiency in food production; to foster environmental equilibrium; to reduce the economic vulnerability of the basin to climatic and other conditions; and to accelerate economic development through international cooperation.

Sectoral development programming is concentrated in three areas: agricultural development, through the construction of a salt-water intrusion dam (Diana), a storage dam (Manantali), and the eventual development of irrigation works. Industrial development through the production and management of a hydro-electric power plant (Manantali) and other activities; Economic development through improved navigability of the river and integrated development activities.

1.3. Since its inception the OMVS has moved through progressive stages of planning (1972-1979), infrastructural development (1979-present), and beginning in 1986, the management of infrastructure designed to control the flow of the Senegal River.

Organizational complexity has grown throughout this period, with diffuse responsibilities attached to internal operating divisions, member-state agencies, bilateral and multilateral donors.

II. STRUCTURAL ANALYSIS

2.1.-2.3. Principal organs of the OMVS include: The Conference of Heads of State and Government, which defines OMVS policies of cooperation and development; the Council of Ministers, comprised of one minister-delegate from each member-state, which elaborates policy through programming and coordination of member-state participation; and the High Commission, which implements policy through management of the common-works development program, coordination of research and projects, and which provides administrative services to the organization.

These are complemented by a number of advisory organs representing member-state ministries and donors participating in the OMVS development program.

2.4. Operating units of the High Commission include:

- an Administrative and Accounting Service;
- a Documentation Center;
- four operating directorates (Investments, Regional Infrastructure, Training and Human Promotion, Development and Coordination), with a varying number of project, planning, service, and study divisions attached to each.

2.5.-2.12. Principal structural problems in the OMVS High Commission include: inadequate functional linkages between the High Commission and member-state ministries and development agencies; poorly adhered-to hierarchical relationships; overcentralization of management responsibilities and resource allocation; structural and functional redundancies; poorly defined operational mandates; inappropriate functional responsibilities; insufficient separation of control, administrative, and executive organs; and high ratios of support personnel to professional staff.

III. BUDGET AND FINANCIAL MANAGEMENT

3.1. Serious deficiencies are evident in the management of internal resources, due to failures to adhere to statutory procedures for budget formulation, accounting, and fiscal controls. Accounting personnel are seriously underqualified and poorly supervised.

3.2. Fixed costs (mainly personnel and operating expenses) of the High Commission budget are excessively high, constituting 95% of allocated resources.

The principal dysfunction of financial management is the failure of member-states to honor commitments to the operating budget. These commitments constitute 99% of operating resources and are chronically in arrears. At the end of 1985 arrears totaled 65% of budgeted resources, while 70% of formal budget commitments were engaged.

3.3. Recommendations for improved fiscal management stress the absolute necessity for timely payment of member-state contributions to the operating budget; adherence to statutory procedures for budget formulation and fiscal management; recruitment and training of qualified accounting personnel; and attempts to capitalize on the operations of the St. Louis Documentation Center for self-financing.

IV. OPERATIONS AND PERSONNEL MANAGEMENT

4.1. Administrative operations of the High Commission are subject to numerous external influences which, if not formally managed, undermine institutional efficiency and promote a breakdown of operating systems. These include: multiple and heterogeneous programming objectives; diffuse political, professional, and personal allegiances; political patronage in recruitment; failures of member-states to adhere to budgetary commitments; and the heavy administrative load that is related to participation by numerous donors in OMVS programming.

4.2. Principal management problems of the High Commission include:

- inadequate formal systems for management control;
- overcentralization of authority and responsibility;
- absence of fully qualified personnel in key administrative positions;
- poor internal coordination and communications;
- inadequate operating resources;
- political patronage and tacit agreements on personnel quotas and assignments prevent competitive recruitment;
- separation of High Commission offices (Rue Carnot and Place de l'Independance) renders communications and coordination difficult and inefficient;
- poor maintenance of the physical plant and equipment, and inadequate supplies;
- low priority assigned to field operations; and
- ad hoc resource allocation and prejudicial scheduling of timely salary payments.

4.4. Recommendations for improved management performance include:

- statutory delegation of administrative oversight to the OMVS Secretary General;
- concentration of all principal operating units in a single building, and the relocation of the High Commission headquarters to St. Louis, Senegal;
- divestiture of OMVS responsibility for the funding and management of field-level agricultural research stations in the three member-states;
- revised programming guidelines;
- improved management planning for human resources;
- statutory clarification of recruitment guidelines and depoliticization of the recruitment process;
- the establishment of formal procedures for personnel evaluation, including external participation to assure unbiased recommendations;
- resolution of arrears (salaries, wages, allowances, perquisites);
- improved accountability and the use of sanctions for employee discipline.

V. RECOMMENDATIONS FOR INSTITUTIONAL REORGANIZATION

5.1. Reorganization of the High Commission is based upon three criteria: the need for well-articulated structure; the need to improve efficiency, cost-effectiveness and coordination; the need to adhere to existing institutional mandates and to emphasize member-state participation.

Specific recommendations are:

5.2. That the Secretary General be better-integrated into the OMVS hierarchy, and that he be assigned responsibility for administrative coordination and oversight.

That Advisory Positions be reorganized as follows: the Legal Advisor retained and strengthened by the addition of a legal officer; that the Financial and Economic Advisor position be eliminated and these functions performed by the head of the Directorate of Administration and Finance; that the Chef de Cabinet position be renamed Attaché de Cabinet.

5.3. That the Evaluation and Planning Unit be made a permanent OMVS structure; that it be given an autonomous role in planning and evaluation activities; and that it serve an advisory role at the level of the Secretary General to enable it to assist all major organizational units in planning and evaluation.

5.4. That the OMVS Documentation Center be continued and given greater autonomy to seek external support and to manage its own resources.

5.5. That a Directorate of Administration and Finance be created, consolidating the functions of the existing Directorate of Investments and the Administrative and Accounting Service, comprising an Investment Division; an Accounting Division; a Division of Personnel and Training; a Division of Material and General Affairs; and a Computer Service.

5.6. That the Directorate of Regional Infrastructure be reorganized and comprise: a Navigation and Ports Project; a Division of Coordination and Management of Regional Infrastructure; and the Manantali project.

5.7. That the Directorate of Development and Coordination be reorganized and renamed the Directorate for the Coordination of Development, and that it comprise: a Rural Development Service, an Energy, Mines, and Industrial Development Service, and a Project Coordination Service.

That the OMVS Agricultural Research Centers be turned over to the appropriate member-state research organizations, that OMVS divest itself of field-level research and that the coordination role of CIERDA be strengthened with the Rural Development Service of the DCD acting as technical secretariat.

5.8. That the Directorate of Training and Human Promotion be eliminated, its internal training functions transferred to the newly-created DAF, and its Human Promotion functions to the reorganized DCD.

Handwritten notes:
The Secretary General
rel's 4

Handwritten notes:
The Secretary General
rel's 4

VI. FINANCIAL AND ADMINISTRATIVE IMPLICATIONS OF INSTITUTIONAL REORGANIZATION

6.0. Cost savings related to institutional reorganization are categorized as follows:

6.1. Programming - Divestment of the CIERDA agricultural research centers will result in cost savings of 116,042,000 francs CFA, or a 16% reduction of the operating budget (based on 1985 figures).

6.2. Staff reduction - Professional staff will be reduced by 6 (cost reduction of 36,000,000 francs CFA) and support staff by 32 (38,400,000 francs CFA).

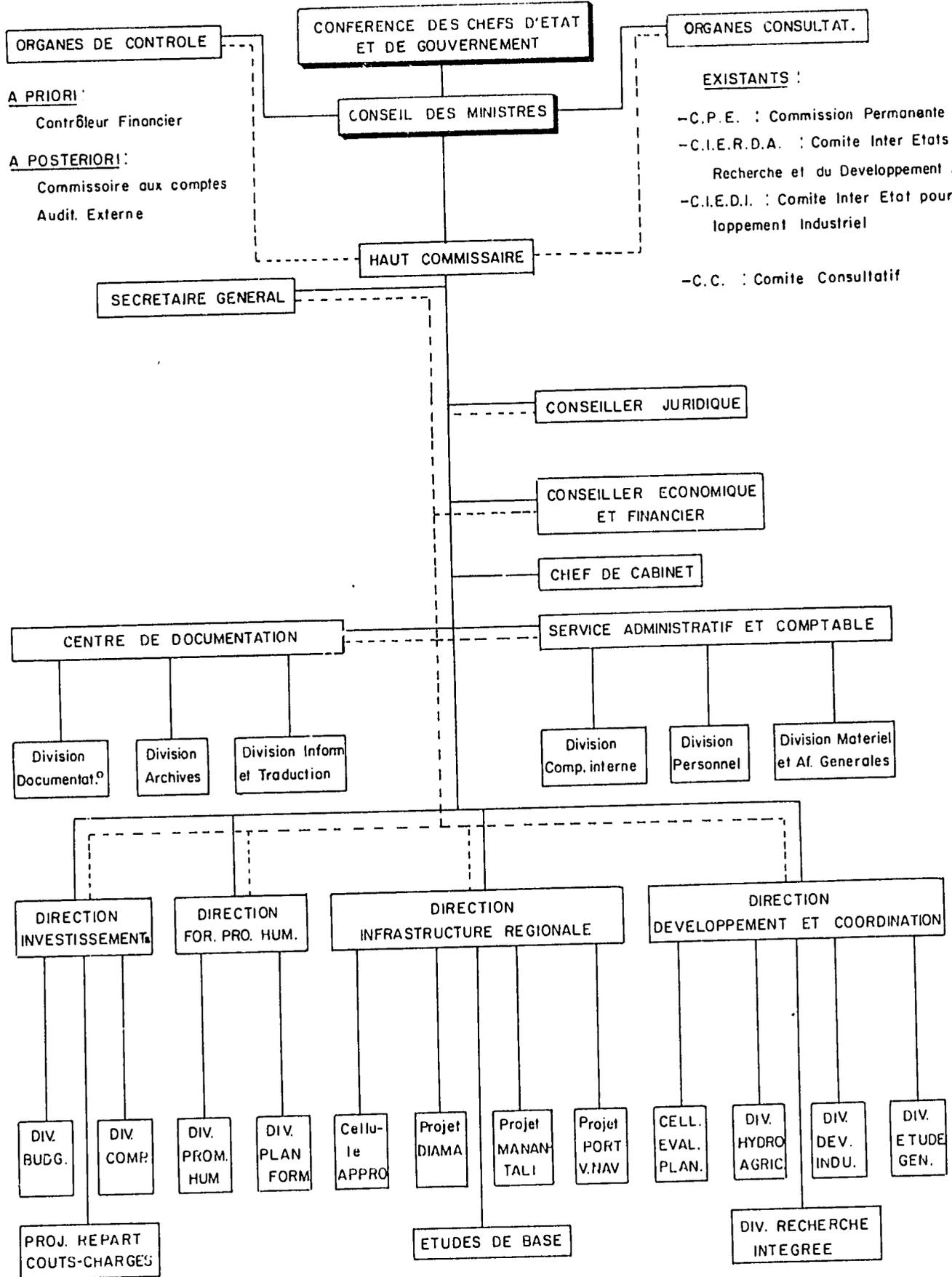
6.3. A contingency fund of 2,000,000 francs CFA will provide for hiring of temporary, short-term personnel during periods of unusual need (conferences, etc.,).

6.4. Total costs savings from programming and personnel reorganization equal 190,442,000 francs CFA, representing a 25% reduction of the 1985 operating budget.

6.5. One-time implementation costs equal 8,016,000 francs CFA, related to severance indemnities and repatriation of personnel.

ORGANIGRAMME DE L'O.M.V.S.

(ACTUEL)



A PRIORI :

Contrôleur Financier

A POSTERIORI :

Commissaire aux comptes

Audit. Externe

EXISTANTS :

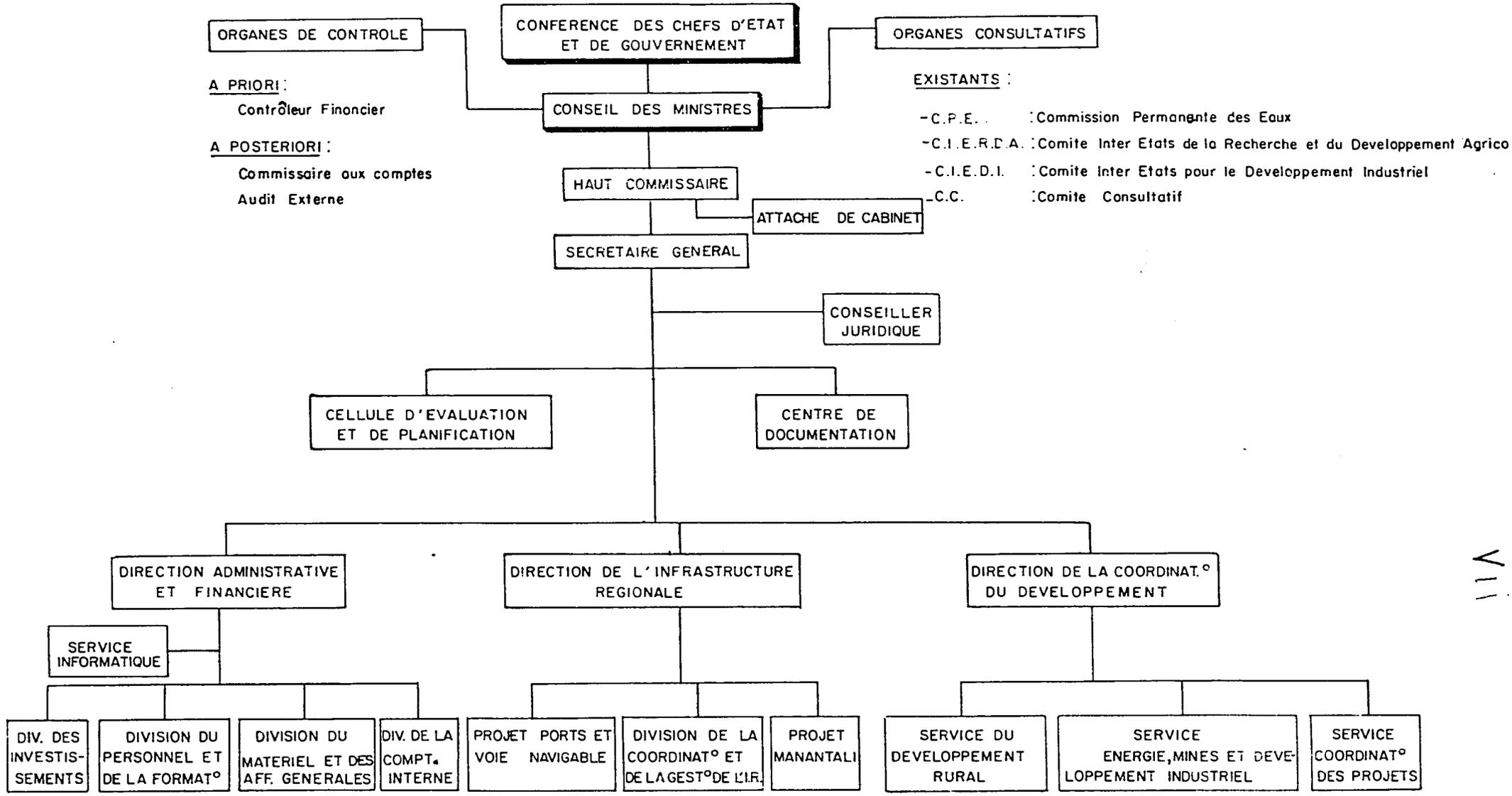
-C.P.E. : Commission Permanente des Eaux

-C.I.E.R.D.A. : Comite Inter Etats de la Recherche et du Developpement Agricole

-C.I.E.D.I. : Comite Inter Etat pour le Developpement Industriel

-C.C. : Comite Consultatif

— : Relations Hierarchiques
 - - - : Relations Fonctionnelles



- EXISTANTS :
- C.P.E. : Commission Permanente des Eaux
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ORGANIGRAMME PROPOSÉ

— : Relations Hiérarchiques
 ET
 — : Relations Fonctionnelles

VII

CHAPTER I - INTRODUCTION

1.1. Background

Originating in the highlands of Guinea and Upper Mali, the Senegal River flows for a distance of 1,800 kilometers, through Mali, along the northern and southern borders of Senegal and Mauritania, before emptying into the Atlantic. While the states through which it flows are amongst the most economically depressed in the region, the Senegal River Basin, nearly 300,000 square kilometers in size, is recognized as having considerable agricultural and economic potential.

As early as 1927 plans were established to realize major public works along the river's course. A constant theme of these early programs was a three-part strategy for river development: hydro-electricity development, irrigation works, and the improvement of the river's navigability.

In the post-independence period these efforts continued. Beginning in 1962, with the 1st Conference of the Chiefs of State of Mali, Mauritania, Senegal and Guinea, precedent was established for a de facto internationalization of the river. The Comite Inter-Etat (1963-1968) and the Organisation des Etats Riverains du Senegal (OERS) (1968-1972) formalized cooperative efforts in planning for regional development, through the establishment of institutions endowed with the authority to utilize common resources and to actively coordinate the management of supra-national development planning.

With the withdrawal of Guinea from OERS in 1971, Senegal, Mali and Mauritania moved to assure the continuity of established agreements on the status of the river and of joint planning activities. In March of 1972 they created the Senegal River Basin Development Organization (OMVS), endowing it with the legal authority to implement and manage the common works of its member states.

1.2. The OMVS Mandate

Long-term objectives for the integrated development of the Senegal River Valley -- goals which are the formal basis of OMVS activity are :

- to secure and augment the income of the population of the basin and neighboring areas, and to contribute to assuring self-sufficiency in food production,
- to re-establish permanent ecological stability in the Sahelian region,
- to reduce the vulnerability of member-state economies to climatic and exogenous factors,
- to accelerate economic development through member-state cooperation^{1/}.

^{1/} Charter of the OMVS, 1974, as cited in "Fleuve Senegal", OMVS, 1979.

The Organization is specifically charged with "the promotion and coordination of studies and works for the development of the resources of the Senegal river in the national territories of member states of the Organization"^{2/}.

While individual member state priorities vary, there is consensus in regard to the sectoral development program of the OMVS which emphasizes:

Agricultural development through the construction of a salt-water intrusion dam at Diama, and a storage Dam at Manantali that will allow the flow of the river to be controlled. The development of irrigation works by Member-States is viewed as a further step toward this end;

Industrial development through the production and management of hydro-electric power at a power station to be built at the Manantali dam and other activities;

Economic development and transport through improved navigability of the river. The development of terminal ports at St. Louis (Senegal) and Kayes (Mali) and at intermediary sites and the dredging of a channel is expected to allow access to the Atlantic from landlocked Mali, resulting in the improved flow of goods and services in the region.

^{2/} Convention Portant creation de l'organisation pour la Mise en Valeur du Fleuve Senegal, du 11 Mars 1974.

In order to achieve these goals, the OMVS has been empowered by the member-states with the legal authority to carry out research and planning; to recruit personnel or contractual agents; to accept grants, loans, and technical assistance; to acquire property; to contract debts; and to negotiate agreements with external governments and institutions^{3/}.

1.3. Organizational Evolution of the OMVS

Conventions establishing the OMVS in 1972 provided for a hierarchically ordered institution, with sovereign representation at its two highest levels: the Conference of Heads of State and the Council of Ministers.

A key element in the organization's design was the provision that (a) all decisions by its governing bodies be unanimous, and (b) that such decisions be binding on all members. The assurance of consensus by member-states is the fundamental principle allowing for the existence of a central OMVS operating authority.

The first OMVS executive authority was a General Secretariat comprised of an administrative and financial service, a documentation center, and a single technical directorate having four sectoral divisions and a projects division. This relatively simple organizational structure reflected the OMVS' unified focus on studies and planning for the eventual execution of public works and integrated development projects.

3/ cf. Convention portant creation de l'Organisation pour la Mise en Valeur du Fleuve Senegal du 11 mars 1972; Convention Relative au Statut Juridique des Ouvrages Communs du 21 Decembre 1978; Convention Relative au Statut du Fleuve Senegal du 11 Mars 1972.

As the following chronology demonstrates, however, organizational growth has occurred through an accretion of responsibilities to the OMVS as well as through constant efforts to supplement organizational resources and capabilities. This has been true not only in relation to the Organization's overall focus, but also in regard to its internal administrative needs:

- 1972 - Creation of the OMVS, and establishment of four permanent organs: Conference of Heads of State; Council of Ministers; General Secretariat; and Permanent Water Commission. Adoption of an integrated development strategy encompassing the entire Senegal River Basin.

- 1973 - Completion of initial hydrological and soils studies.

- 1974 - 1st meeting of the OMVS donors group; statutes adopted governing the sharing of costs of common works projects, allowing for the use of external contractors for OMVS projects, and providing for member-state guarantees for project financing; 1st Council of Ministers resolution calling upon member-states to honor past and current fiscal obligations to the OMVS operating budget.

- 1975 - The OMVS General Secretariat is replaced by a High Commission; a High Commissioner is empowered to act as the operating and legal authority of the organization; the Permanent Water Commission is convened; the completion of mineral studies.

- 1976 - Creation of the Comite Inter-Etats de la Recherche et du Développement Agricole (CIERDA), a consultative organ of the OMVS; the Council of Ministers calls for a reorganization of the High Commission; completion of regional livestock studies; fiscal allocation and responsibility study for common works.

- 1977 - Establishment of OMVS agricultural research budget; Council of Ministers calls for study of relocation of OMVS High Commission.
- 1978 - Establishment of Dakar annex of St. Louis documentation center; "Convention on the Status of Common Works" signed by Conference of Heads of State, establishing the principle of common ownership of OMVS works projects.
- 1979 - Authorization for construction of Diama Salt Water Intrusion Dam.
- 1980 - Council of Ministers commission GERSAR report on reorganization of the OMVS High Commission; completion of aerial survey and mapping, social, and demographic studies.
- 1981 - Financing is secured for the Diama Salt Water Intrusion Dam and the Manantali Buttress Dam (\$500 million, with a current value of \$700 million 1981 dollars).
- 1982 - Formal reorganization of the OMVS High Commission establishing current organizational structure; conference of Heads of State resolution mandating the transfer of OMVS High Commission to St. Louis (Senegal).
- 1983 - Creation of the Comité Inter-Etat pour le Développement Industriel, a consultative organ of the OMVS; Council of Ministers' resolution clarifying the role of member-state development services (SAED/SONADER/OVSTM) as key elements of the OMVS regional development strategy.

1985 - Council of Ministers calls for four-month reorganization study of OMVS High Commission; creation of Ad Hoc Inter-Ministerial Committee on OMVS debt; status report on cost/benefit studies regarding relocation of the OMVS High Commission to St. Louis is requested by the Conference of Heads of State.

Frequent calls for a reorganization of the OMVS executive organ have been motivated by three separate, but equally critical considerations.

In the first instance it is recognized by both OMVS member-states and the organization's donors that OMVS is moving rapidly through progressive stages of planning, execution, and management of works in its regional development program (Diama dam construction will be completed in 1986 and Manantali in 1988). This necessitates that organizational structures be capable of accommodating the very different demands made upon the organization.

A second consideration has to do with what is known throughout the region as "la conjoncture économique" - the combined effects of depressed member-state economic conditions, international debt burdens, monetary erosion, and drought. These have impacted seriously on all member-states, resulting in an inability to make full or timely payments to cover their various financial obligations. The effect on the OMVS operating budget is a chronic and growing deficit.

A third consideration, however, is recognition that the OMVS has evolved into a complex, difficult to manage organization.

In its current form, the OMVS High Commission is composed of: 1/

- An executive (High Commissioner);
- A Secretary General;
- Two executive advisors;
- Four technical directorates, divided along sectoral and functional lines;
- Ten divisions with sectoral focus (e.g. agricultural research, irrigated agriculture);
- 5 project divisions (Manantali, Diama, Ports and Navigation, the Cost Allocation Project, and Evaluation and Planning projects);
- An administrative and financial service encompassing three subdivisions.

Previous studies (GERSAR, 1980; GERSAR, 1981) repeatedly cite the same problems of a structural and operational nature: redundancy and confusion of functions within the organization; confusion of roles among professional staff; absence of linkages between units with complementary responsibilities; over-centralization of power within the hierarchy; and numerous problems characteristic of organizations having an overabundance of sub-altern personnel.

It is, hence, against the backdrop of increasingly scarce financial resources, increased institutional responsibilities, and a desire for more efficient organization and management that the Council of Ministers requested the present reorganization study.

1/ cf. "Organigramme adopté lors de la 17ème Session Extraordinaire en Mai 1981 et amendé par la 16ème Session Ordinaire du Conseil des Ministres en Mai 1982." (Dakar, Juin 1982).

1.4. Terms of Reference and Methodology of the Study

Following the first biennial meeting of the OMVS Council of Ministers in July 1985, terms of reference were developed for an organizational study of the OMVS High Commission. They are clear in their requirement for a comprehensive reorganization analysis that would simultaneously take into account and provide recommendations concerning:

- the adequacy of OMVS structures and objectives;
- the capacity of the structures to adapt themselves progressively and at lower costs to the development of the Organization's program;
- a minimization of operating expenses;
- more efficient and productive use to be made of a reduced staff, thus reducing member-state financial obligations;
- elimination of actual or potential duplication of effort, risks of conflict at different competency levels or similar attributions between different structures.

The comprehensive character of this study, entailing both short and longer term perspectives, necessitated an inter-disciplinary approach by a team with varied areas of technical expertise. Methodologies appropriate to the analysis of institutional and management functions were employed in the course of research and included: a review of literature pertaining to the OMVS, its projects, and its member-states; the analysis of OMVS fiscal data; the conduct of a financial management needs survey at OMVS headquarters and its field sites; visits to OMVS projects and research centers; and, interviews with key OMVS and member-state officials, the Council of Ministers, and members of the Consultative Committee (donors' group).

Findings and recommendations were synthesized by the team, and are reported in chapters organized on the basis of institutional structure and functions, budgetary and financing mechanisms, and operational activities including management procedures and personnel utilization.

CHAPTER II: THE ORGANIZATIONAL STRUCTURE OF THE OMVS

2.1.1. The Conference of Heads of State and Government

Comprised of the heads of state of Mali, Mauritania and Senegal, this is the supreme organ of the OMVS. It is convened on an annual basis, with the presidency rotated amongst the member-states every two years.

The 1972 Convention founding the OMVS describes this as the supreme authority of the organization, charged with defining OMVS policies of cooperation and development^{1/}.

2.1.2. The Council of Ministers

The Council of Ministers is comprised of one minister from each of the OMVS member-states, with presidency of the Council rotating amongst the member-states every two years.

Designated by the 1972 Convention as the "conceptual organ" of the OMVS, the Council is responsible for elaborating OMVS policy through the implementation of projects and through the coordination of member-state participation in all OMVS activities.

^{1/} In addition to the "Convention portant création de l'OMVS du 11 Mars 1972", the Conference of Heads of State and Government is governed by the "Règlement intérieur de la Conférence des Chefs d'Etat et du Gouvernement du 13 Avril 1973".

It is the Council of Ministers which defines the ways and means of the OMVS through the determination of individual member-state contributions to the operating budget of the organization, through the annual review and approval of the OMVS budget, through the negotiation and acceptance of loans, grants, and technical assistance, and through the appointment of executive and management positions of the High Commission.

The Council of Ministers meets at two regularly scheduled sessions each year and, as well, at extraordinary sessions which may be convened on occasion by the President of the Council. During interim periods it is the president of the Council who is charged with oversight of the OMVS High Commission, monitoring and facilitating the implementation of council decisions, and for negotiating agreements on behalf of the Council.

The Council of Ministers is under the direct guidance of, and reports to, the Conference of Heads of State and Government^{1/}.

At the present time, the Council of Ministers is comprised of: The Malian Minister of Industrial Development; the Mauritanian Minister of Equipment and Transportation; and the Senegalese Minister of Hydrology, who currently serves as Council President.

2.1.3. Analysis

The organizational structure of the OMVS at its highest levels is explicitly political, providing a forum for the representation of sovereign interests as well as a system of structural and functional checks and balances.

^{1/} The internal rules and procedures of this organ are governed by the "Règlement intérieur du Conseil des Ministres de l'OMVS du 4 Mai 1976".

Provisions guiding the operation of the Conference of Heads of State and Government and the Council of Ministers require that all decisions be unanimous, that these decisions be binding, and that the presidency of these organs rotate regularly among member-states.

The power of the Conference of Heads of State and Government to appoint (or dismiss) senior OMVS officials, and that of the Council of Ministers to appoint OMVS cadres, has the effect of ensuring equitable distribution of senior management positions among member-state nationals. These decisions are based largely on tacit agreements which have assigned particular management posts to the nationals of particular member-states on an ongoing basis (e.g. the posts of High Commissioner and Secretary General rotate between Mauritania and Mali; key financial positions are assigned to Malian nationals; key engineering posts to Senegalese nationals; and the post of Legal Counsel is regularly assigned to a Mauritanian national).

The recruitment of OMVS cadres, meanwhile, is carried out by the Council of Ministers: vacancies are not advertised in member-state media but, rather, are signaled to member-state ministers who recommend candidates on the basis of their own technical and other evaluations. The practical result of this procedure has been to sometimes skew appointments to the High Commission on the basis of political patronage, sometimes at the expense of technical competence of individual appointees.

2.2.0. Advisory and Consultative Organs:

Since the founding of OMVS, the Conference of Heads of State and Government has enacted resolutions providing for the creation of a number of permanent advisory organs:

2.2.1. The Consultative Committee (CC)^{1/} was formally created in 1978, as the OMVS began to mobilize resources for the construction of the Diama and Manantali dams^{2/}. The Consultative Committee is, in fact, the coordinating committee of donors participating in OMVS programs largely focussed on infrastructure. Convened annually, the Committee has no formal decision-making powers. It does, however, exert considerable influence on the programs of the organization through the provision of grants, loans, and technical assistance by its members.

2.2.2. The Inter-State Committee for Agricultural Research and Development/Comité Inter-Etats de la Recherche du Développement Agricole (CIERDA) was created in 1976, as a means of better coordinating member-state research programs. The committee is currently sponsoring agricultural research at sites in Senegal (Guédé), Mauritania (Kaédi), and Mali (Samé), funded by the OMVS and member state agencies.

1/ The Consultative Committee is governed by "Statut du Comité Consultatif, adopté par Res. No. 61/CM/S/D/du 14/7/76," and "Règlement Intérieur du Comité Consultatif adopté par Res. no. 91/CM/MM/N du 5/1/78.

2/ Members of the CC at present include: Fonds Saoudien de Développement Economique; Fonds Koweitien pour le Développement Economique arabe; Fonds d'Abu Dhabi pour le Développement Economique Arabe; Banque Islamique de Développement; Banque Africaine de Développement; Banque Internationale pour la Reconstruction et le Développement; République Fédérale d'Allemagne; Fonds d'Aide et de Coopération; Caisse Centrale de Coopération Economique; Commission des Communautés Européennes; United Nations Food and Agricultural Organization; United Nations Development Program; United Nations Scientific Organization; Fonds de l'OPEP pour le Développement International; United Nations Industrial Development Organization; the Government of Canada; the Government of Italy; and the United States Agency for International Development.

Membership of the CIERDA includes two representatives from each of the OMVS member-states, with respective expertise in the areas of agricultural research and rural development as well as representatives of the OMVS High Commission. The committee's statute calls for it to meet at least on an annual basis^{1/}.

2.2.3. The Inter-State Committee for Industrial Development/Comité Inter-Etat pour le Développement Industriel (CIEDI) was first called for in 1983 to serve as a provisional body meeting irregularly to provide a forum for member-state coordination in the area of industrial development^{2/}.

Composition of the committee is extensive, and includes: the High Commissioner, and representatives from each of the member-states in the following ministerial domains: industrial development; mines and energy; planning; scientific and technical research; rural development. Since its establishment, the CIEDI was yet to be convened.

2.2.4. The Permanent Water Commission/Commission Permanente des Eaux. The Commission was created in 1972 for the purpose of providing the OMVS with an organ capable of advising on the equitable commitment of Senegal River water resources, both between member-states and between the competitive demands of agriculture, navigation, and industry. The commission is empowered with the sole authority to assess damages stemming from actions affecting the quality, quantity, or ecology of the river and its waters.

1/ CIERDA is governed by "Statut du Comité Inter-Etats de la Recherche et du Développement Agricoles, Adopté par Res. No. 112/CM/S/D du 9/5/79".

2/ CIEDI is governed by "Statut du Comité Inter-Etats pour le Développement Industriel, Adopté par Res. No. 163/CM/M/N du 4/11/83".

The Commission, which is convened on an irregular basis, is composed of two representatives from each of the member-states, representatives of the OMVS High Commission as well as any number of technical advisors they choose to nominate. Presidency of the Commission rotates annually among the member states^{1/}.

2.2.5. Analysis

The advisory organs of the OMVS are, like the High Commission, organized on the basis of both functional and sectoral interests. The Consultative Committee (donor mobilization and coordination of fiscal and technical assistance) and the Permanent Water Commission (procedural rulings on water resource use) are clear in their "fit" within the OMVS programming and are well positioned to have direct impact in support of the organization's efforts.

More vague, however, are those bodies which are organized around sectoral programming and coordination. CIERDA (agricultural research) and CIEDI (industrial development) have considerable potential, but have not thus far significantly affected OMVS efforts.

While the OMVS advisory organs are structurally situated to provide input on the policy-making (Council of Ministers) and executive (High Commission) levels, linkages are often tenuous. Ties are strongest where the advisory bodies have a discrete function that is tied to measurable input, as in the case of the Consultative Committee.

^{1/} The Permanent Water Commission is governed by "Resolution No. 89/CM/N du 5 Janvier 1978, Règlement Intérieur de la Commission Permanente des Eaux.

While there can be little doubt about the importance of the OMVS' increasing role as a pivotal organ for the coordination of regional development, what is difficult to ascertain at present is the priority that member-states have assigned to the advisory organs. The Permanent Water Commission has not been convened since 1979, while attempts to convene CIEDI have been postponed, due to a failure to achieve a quorum on the single occasion when member-states were asked to send representatives for its first session.

A problem of an entirely different character faces CIERDA. Direct involvement by CIERDA in the supervision of agricultural research has been distinctly unsuccessful. Problems associated with the management of field research centers and insufficient resources have preoccupied CIERDA activities, at the expense of this committee's mandate to act as a coordinating body for the significant volume of applied research data that is generated within member-states.

2.3.0. Fiscal Control Organs

Several fiscal control organs are provided for by the "Réglement financier de l'OMVS"^{1/}, which governs all fiscal operations and procedures of the organization. Established control mechanisms provide for both a priori and a posteriori oversight by units which report to the Council of Ministers.

^{1/} The "Réglement Financier de l'OMVS" is provided for through "Resolution No. 53/CM/ML/B du 4 Mai 1976.

2.3.1. Comptroller

The OMVS Comptroller, assisted by a staff of four, is appointed by the Council of Ministers, and is responsible for permanent supervision of all internal fiscal activity of the High Commission on an a priori basis. He is authorized to report directly at any time to the Council of Ministers regarding budgetary activity, and is required to file formal accounts of fiscal performance every six months. Included within his domain of activity are the administration of bids, approval of payment requests, and surveillance of internal accounting procedures.

2.3.2. Auditor/(Commissaire aux comptes)

The OMVS auditor is appointed by the Council of Ministers, and is charged with surveillance of all fiscal activity. He is authorized to have access to all fiscal records at any time, and enjoys unrestricted access to the High Commission offices. Reporting to the Council of Ministers at least once each fiscal year, the auditor serves as the principal organ of a posteriori fiscal control.

2.3.3. Analysis

Fiscal oversight is one of the most critical management functions in any organization and must be structurally and functionally insulated from lower-level fiscal functions. Presently this, however, is not the case at the OMVS. The Comptroller's office has acquired, through its efficiency and competent performance, a number of routine accounting functions which should normally be carried out by the Accounting Division of the Administrative and Accounting Service (SAC). It is, hence, executing functions that it is formally responsible for monitoring.

On the other hand, the Comptroller's office has not always been permitted to fulfill its mandate to participate in the administration of bids for contracting and procurement, and remains significantly removed from the operations of the Directorate of Investments.

The appropriation by this office of internal accounting and administrative functions, (whether by default or for other reasons), and the practical limitations on its ability to perform oversight of certain key fiscal activities creates a managerial dysfunction which could have serious consequences on OMVS credibility vis a vis member-states and external donors. The resolution of this problem is, hence, a matter of the greatest urgency.

2.4.1. The High Commission

The High Commission, located in Dakar, is the central operating and executive authority of the OMVS, charged with the planning, execution, and management of common works projects, coordination of research and projects, and providing administrative and accounting services to the organization as a whole^{1/}.

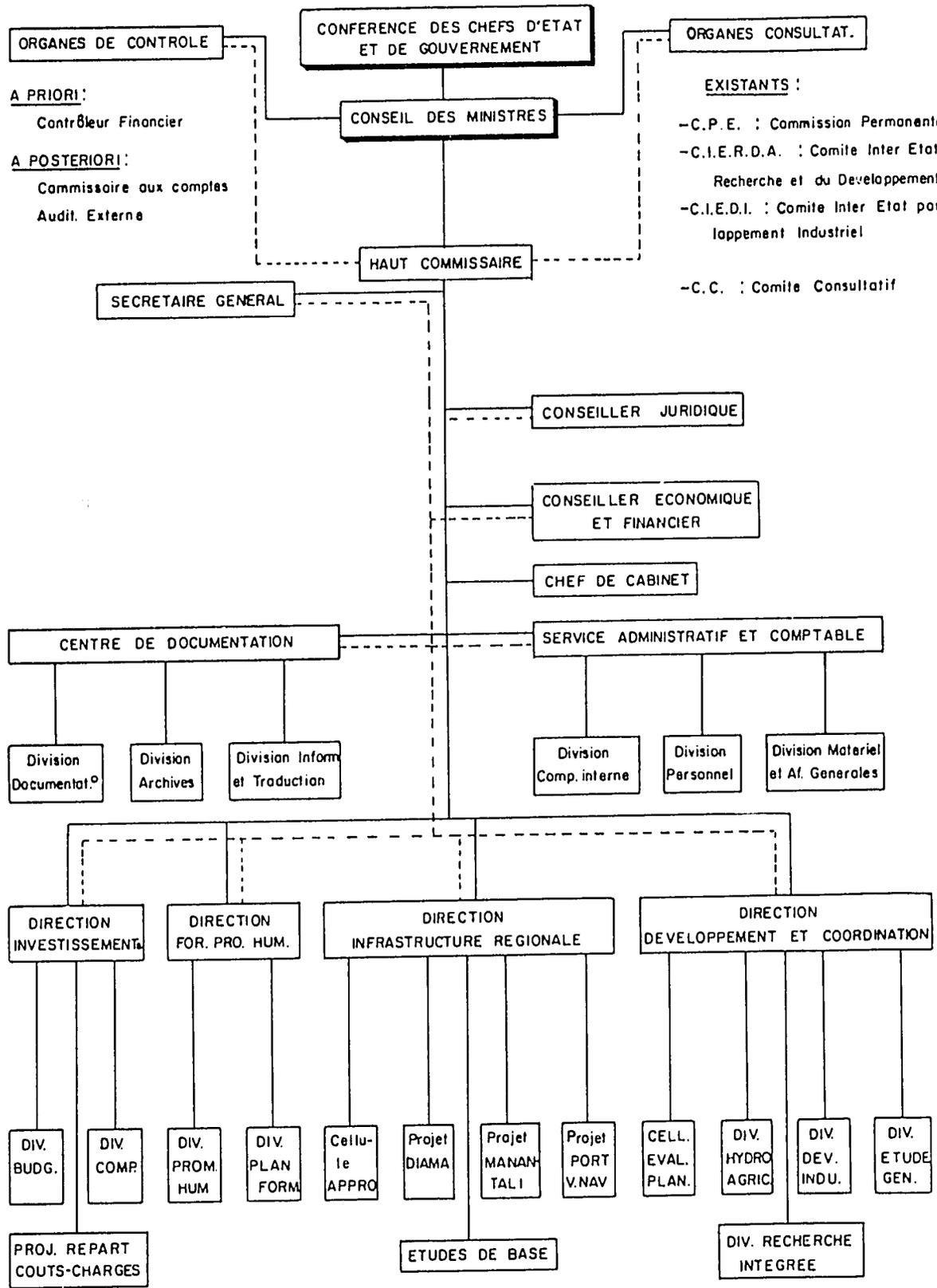
Authority is centralized in the person of the High Commissioner, who is appointed directly by the Conference of Heads of State and Government for a renewable term of four years. He is responsible for executing directives of the Council of Ministers, and administering the internal functioning of the High Commission. He is also authorized to represent the organization officially in all international negotiations and meetings.

The High Commissioner is assisted in his duties by a Secretary General, who is officially empowered to act as an official representative and proxy for the High Commissioner and is responsible for a number of management functions delegated by the High Commissioner.

^{1/} The internal organization of the High Commission is governed by "Organigramme, adopté lors de la 17ème Session Extraordinaire en Mai 1981 et Amendé par la 16ème Session Ordinaire du Conseil des Ministres en Mai 1982.

ORGANIGRAMME DE L'O.M.V.S.

(ACTUEL)



————— : Relations Hierarchiques
 - - - - - : Relations Fonctionnelles

Also attached to the office of the High Commissioner are several official advisors: Legal Counsel, an Economic and Financial Counsellor, and a Public Relations Advisor (Chef de Cabinet). All of these positions are subject to appointment by the Council of Ministers, on the advice of the High Commissioner.

Directly under the supervision of the High Commission are a number of operating arms of the OMVS, composed of the following:

- the Administrative and Accounting Service;
- the Documentation Center at St. Louis;
- four operating directorates, each with its own sectoral or organizational focus:
 - . Directorate of Investments;
 - . Directorate of Regional Infrastructure;
 - . Directorate of Training and Human Promotion;
 - . Directorate of Development and Coordination.

2.4.2. Analysis

The structural and functional organization of the OMVS High Commission provides for the performance of diplomatic and administrative tasks through the central authority of the High Commissioner. While the current institutional organigramme is structured as a hierarchical pyramid, in practice there is a clear tendency for both authority and responsibilities to consolidate at the highest level of the organizational structure.

Structural provisions for both a High Commissioner and Secretary General are, in principle, of value as a means of dividing the complex array of diplomatic, protocol, and managerial tasks that are assigned to the organization. This does not, however, constitute bicephalous leadership. The responsibilities of the Secretary General are not coincident with well

articulated authority or functional responsibilities in the structural hierarchy. The responsibilities of the Secretary General are delegated by the High Commissioner, often on an ad hoc basis. As a deputy to the High Commissioner, the Secretary General may be, and is, easily bypassed by subordinates within the OMVS hierarchy, who bring problems of an administrative nature directly to the attention of the High Commissioner.

While the present organization of the High Commission is organized more or less logically in the assignment of functional and technical responsibilities to clearly defined units, the tendency toward over-centralization has effectively led to an appropriation of responsibilities from lower levels of the hierarchy. The High Commissioner has largely assumed responsibilities for the procurement of equipment and supplies, the payment of rents, utilities, and fuel, decision-making in regard to the timely payment of salaries, and petty-cash disbursement from the Administrative and Accounting Service, thus rendering several of its divisions ineffective and redundant. Meanwhile, responsibility for the recruitment of OMVS cadres has passed almost entirely outside the authority of the High Commission.

2.5.1. Executive Counsellors

The 1982 OMVS organigramme provides for the existence of two senior advisors to the High Commission: Legal Counsel and an Economic and Financial Counsellor. In addition, provisions are made for the appointment of a Public Relations Advisor (Chef de Cabinet), who reports to and works under the direct supervision of the High Commissioner.

The Legal Counsellor is charged with the review and editing of all regulatory and legislative texts relative to the organization; the analysis of all conventions, cooperation agreements, and contracts under consideration by the OMVS; advising all OMVS committees and commissions; and the management of other legal issues of concern to the organization.

The Economic and Financial Counsellor is responsible for assisting the High Commissioner in a wide variety of matters regarding OMVS policy, resource management, cooperation and development activities. In this capacity he participates in all OMVS committees and commissions. Additionally, he may be charged on occasion with managing or analysis of matters of concern to the High Commission on an ad hoc basis.

2.5.2. Analysis

The position of Legal Counsellor is of critical importance in the OMVS, given the numerous treaties and multinational agreements that form the basis for all programming, and the organization's responsibility for the coordination of an extensive member-state loan portfolio involving numerous donors, lenders, and support institutions. The demands made upon the occupant of this position are bound to increase in the near future, with the realization of technical capability to control the flow of the Senegal River and the subsequent demands for impartial decision-making by the organization in regard to the management of common works.

While provisions exist for the appointment of a Legal Officer, who would act as an assistant to OMVS Legal Counsel, this position has remained unfilled (although at present an expatriate technical assistant works in collaboration with Legal Counsel). The increasing demands that will be made upon the Legal Counsellor, both in regard to major programming issues and relating to day-to-day administration of the High Commission, make it imperative that this position be filled without delay.

The position of Economic and Financial Counsellor is a redundant one in the organizational structure. Attribution of responsibilities for this position are vague, and supplement the existing capabilities of the Directorate of Investments, the Comptroller's Office, and the Administrative and Accounting Service. Few, if any, indicators of productivity exist for this post and there is little to suggest that it should be sustained. Because the better-defined operating divisions responsible for fiscal analysis, management, and support already report directly to the High Commissioner, the elimination of this post would not perceptibly affect the structural or functional balance of the High Commission.

The position of Public Relations Advisor had been unoccupied until June 1986, making it difficult to assess its contribution to OMVS programming or efficiency to date. There is little doubt that the multi-national interests of the organization, both in regard to its member-states and to those external institutions which support it, require a central point of coordination for public relations management. However the tangible contributions to be made by any occupant of this post require a carefully developed program of public affairs management, which comprises not only the dissemination of information, but also strategies for the development of governmental and institutional support on a sustained basis.

2.6.1. The Administrative and Accounting Department/Service Administratif et Comptable (SAC)

The SAC is charged with providing administrative support to the High Commission, and its role is largely confined to those internal or ancillary activities which are funded by the operations budget. It is rarely, if ever, involved in the management of earmarked funds, capital accounts, or project implementation.

The SAC is headed by a chief of service who administers separate divisions of Internal Accounting, Personnel, and Matériel and General Affairs.

2.6.2. Analysis:

The SAC is structurally situated within the High Commission to meet the administrative needs of all operating units, and where procedural protocol is observed it is accessible through easily identifiable channels.

Serious operational problems, however, have affected the ability of SAC to perform its duties effectively. Inadequate personnel and resources have led to a progressive de facto transfer of SAC responsibilities to other units of the High Commission: The SAC Internal Accounting Division relies extensively upon the better-staffed office of the Controller for assistance in carrying out its duties, while the long-time absence of a head of the Personnel Division has brought about an extensive backlog in the updating of personnel files. The Matériel and General Affairs Division, formally charged with a wide range of responsibilities pertaining to the OMVS physical plant, equipment, supply, and vehicle maintenance and coordination, has experienced a serious erosion of its operational effectiveness and does not command adequate resources to perform effectively.

In an anomalous attribution of responsibilities, the Equipment and General Affairs Division is formally assigned public relations and protocol functions, though these are not, in fact, performed by this unit.

With a staff of thirty-four, and a professional/support staff ratio of 1:4, the SAC is heavily laden with subaltern personnel. The practical difficulties of supervision within such a large unit, where personnel are dispersed throughout the organization, impacts negatively at times upon SAC performance.

2.7.1. The Documentation Center

Located some 260 kilometers north of Dakar, in the former Senegalese capital city of St. Louis, the OMVS Documentation Center is responsible for maintaining and coordinating the use of technical data, publications, and the extensive OMVS archives.

The Center was created in 1970 as a UNDP/FAO project. It maintains a collection of more than 50,000 reports and technical studies, 40,000 microfiches, a 5,000 dossier administrative archive, and a computerized data base.

The Documentation Center comprises three divisions: an Archives Division, which maintains organizational records and documents pertaining to the Senegal River Basin, a Documentation Division, responsible for the physical reproduction and distribution of reports and publications; and a Division of Information and Translation, based in Dakar.

2.7.2. Analysis

The physical isolation of the center from OMVS headquarters seriously undermines any contribution that it is able to make to organizational productivity. (The eventual transfer of the OMVS High Commission to St. Louis, already mandated by the Conference of Heads of State and Government, would resolve this problem).

The Documentation Center also suffers from a lack of funds, not being allocated the fiscal resources necessary to either fulfill its mandate in support of the OMVS program or to even maintain in good order the material resources already under its responsibility. Inadequate and antiquated equipment, the absence of either an operating budget or petty cash resources, and poor operational liaison with Dakar all combine to undermine its effectiveness.

Attempts to functionally integrate the Documentation Center in the past have included the establishment in Dakar of the Information and Translation Division, which is ostensibly responsible for maintaining in situ a small library of technical information. It also provides translation services to the High Commission.

A valuable but underutilized resource, the Documentation Center is used primarily at the present time by non-OMVS researchers, visiting technicians, and scholars.

2.8.1. Directorate of Investments

One of the four principal operating units of the High Commission, the Directorate of Investments is responsible for the coordination of member-state financing for OMVS common works. The common works portfolio, the primary source of funding for the Diama and Manantali dam projects, is valued at U.S. \$500 million (U.S. \$700 million 1981). Approximately 60% of this amount is in the form of "soft" loans, with interest rates amounting to de facto management fees, having grace periods ranging from five to ten years, and repayment schedules of forty to fifty years. An additional 30% of this portfolio is in the form of grants, with the remainder in other forms of financing.

The Accounting Division of DI is responsible for implementing appropriate accounting procedures for the more than fifteen individual lender/donor portfolios active in the co-financing of OMVS projects. Its operations are, for the most part, computerized.

The Budget Division is responsible for advising member-states on the management of earmarked funds, facilitating payments from donors to project contractors, and notifying member-states in advance of payment schedules on outstanding debt.

A third division, the Project for the Allocation of Costs, is charged with determining appropriate member-state contributions to common works projects, updating of a fiscal allocation "key".

2.8.2. Analysis

The structural separation of fiscal management responsibilities between this division and the SAC is somewhat untenable; the distinction between SAC management of the operations budget and DI management of OMVS capital accounts does not, in fact, extend to cash management. The DI does not manage funds, but rather coordinates member-state debt and payments to contractors by lenders and donors.

This directorate, with clearly-defined tasks and a unified field of command, functions with relative economy, largely due to the computerization of its accounting procedures and its cost allocation model. However, the computer resources at its disposal are underutilized and have not been made available for the implementation of related accounting procedures currently carried out manually by SAC.

An additional anomaly exists in the ongoing existence of the Project for the Allocation of Costs. The purpose of this unit, the establishment of a member-state cost-allocation "key" for common works projects, is carried out on the basis of already completed and periodically revisable model provided by external and impartial technical assistance. The need for a discrete and autonomous organizational unit for the performance of this function is questionable.

*because of
the project*

2.9.1. Directorate of Regional Infrastructure

This directorate is responsible for technical management of OMVS construction projects at Diama and Manantali, ongoing technical studies related to hydro-electricity production, ports and river channel improvement, and monitoring systems for the Senegal River Valley and its watershed.

The Diama Project division of DIR is charged with coordinating activities related to the construction of a salt-water intrusion dam, to be completed in July 1986.

The Manantali Project division provides support to a second major component of the OMVS common works program. The Manantali storage dam is intended to regulate the flow of the Senegal River, to produce hydro-electrical power, and, over the course of a ten-year period, facilitate the transition to irrigated agriculture in the middle-basin of the river. The project entails not only construction, but also the clearing of some 10,000 hectares of lands which will be flooded beginning in 1987, and the resettlement of communities presently located in the anticipated flood zone. Three divisions --the Administrative and Accounting division, the Technical division, and the Resettlement/Deforestation division-- are responsible for project implementation in collaboration with a consortium of contractors.

The Ports and Navigation Project is presently coordinating technical studies for the eventual development of terminal ports at St. Louis (Senegal) and Kayes (Mali), and the improvement of channels for navigation and river transport.

*in
groundwater
monitoring*

The Baseline Studies division of the DLR is charged with coordinating studies of hydrology and hydrometeorology, toward the ultimate establishment of a capacity to monitor and manage the river waters.

The Procurement Division of DLR was created to facilitate protocols and administrative formalities related to materials and equipment shipments for common works construction projects. It is however, inoperative.

2.9.2. Analysis

The structure of this directorate is, by and large, oriented around the administration of projects as discrete subsystems, unifying key technical and administrative functions within a single field of command.

The OMVS relies upon contractors for the execution of all construction activities at the Diama and Manantali dam sites, and as "agents of execution" contractors have set in place more-or-less self-contained operational units. OMVS responsibility in regard to these projects is further limited by standard international practice which requires the engagement of a consulting engineer at each project, who provides a technical audit function to assure contract compliance by contractors engaged on-site. As such, the consulting engineers are the technical oversight organ of the OMVS at its works projects.

OMVS project directors on site provide liaison between the High Commission and construction sites, aided by expatriate technical assistants. Technical and administrative divisions have been created to assist project directors, although the real demands for such comprehensive support are not entirely justified, replicating functions served by contractual agents.

The Baseline Studies division of this directorate is, in fact, less occupied in the implementation of studies than in serving as a center within the directorate for the coordination of externally-funded and managed projects in which the division chief has only a limited role.

The Procurement Division of the DIR is neither staffed nor operative, and is not likely to be reactivated over the short term. Hypothetically, in view of the existence of a Matériel and General Affairs division within the SAC, this division is redundant.

2.10.1. Directorate of Training and Human Promotion

This directorate is responsible for promoting strategies for integrated rural development amongst communities in the Senegal River valley and, as well, for planning and evaluation of human resource needs both within the OMVS High Commission and at its project sites. (The latter include the common works construction projects at Diama and Manantali.

The Division of Planning and Training is largely responsible for OMVS manpower needs assessment and the coordination of member-state policies on training. An Office of Management Forecasting and Vocational Training is situated within this division.

The Human Promotion Division of this directorate is charged with a wide variety of tasks related to the assessment of impacts of development programming in the Senegal River Valley, and with providing technical support to national development agencies vis-a-vis the population of the valley. An Office of Educational Workshops is under the supervision of this division.

2.10.2. Analysis

While the development of human resources must be a key component of all OMVS and member-state efforts, this directorate suffers from a lack of well-defined and feasible responsibilities, poor linkages to other structures within the organization, inadequate approbation and programming resources, and a serious lack of ongoing organizational and member-state support.

Although it is responsible for drawing up a master plan for OMVS staff training, the division of Planning and Training is structurally and operationally removed from the OMVS personnel and administrative units. Current recruitment practice --the nomination of candidates by member-state ministers-- effectively has eroded the ability of this division to serve a genuine consultative role. Similarly, while formally responsible for the long term analysis of human resource needs at OMVS common works projects, this unit has neither adequate operational ties nor the necessary resources to cooperate fully with the Directorate of Regional Infrastructure. Rather, established practice at common works sites has been for on-site technical contractors to identify needs and provide training for member-state nationals.

As we see it

The Human Promotion Division is similarly endowed with an ambitious mandate, to provide technical assistance to member-state agencies in regard to human development in the rural setting. However much of its anticipated programming, which includes extension, rural animation, literacy training, and programming for member-state media, could best be performed by member-state ministries and agencies within the parameters of ongoing programs. With inadequate resources, only episodic links to member-state agencies, and insufficient internal human resources, this Division is poorly placed to affect OMVS programming.

While there can be little doubt regarding the long-term need for improved coordination between member-state agencies responsible for human resources in the Senegal River valley, this directorate is poorly structured, inadequately equipped and insufficiently developed to fulfill its mandate. Its mandate exceeds the coordination and promotion role of OMVS. *at this stage!*

2.11.1 The Directorate of Development and Coordination

The Directorate of Development and Coordination is responsible for a wide range of studies and projects in the area of integrated development, and for coordinating member-state activity in the Senegal River Valley. It is composed of three sectorally-defined divisions, a studies division, and a project "cell".

The Division of Agricultural Development^{1/} is formally responsible for planning and execution of a master plan for agricultural development of the Senegal River valley. Much of its focus presumes the eventual transition from flood recession to fully-irrigated agriculture in the post-dam era for significant areas of the valley. This division also serves as the secretariat of the Permanent Water Commission even though water allocation problems go beyond the agriculture sector and include energy and navigation. *conflict*

The Division of Integrated Research is charged with coordination and implementation of research pertaining to agricultural and livestock production. Its direct interventions in supervising agronomic research at sites in each of the OMVS member-states is carried out in association with its responsibilities as the secretariat of the Inter-State Committee for Agricultural Research and Development (CIERDA).

The Industrial Development Division is responsible for the promotion of, and planning for, industrial development, including the coordinated exploitation of mineral and energy resources by member-states. It has the additional responsibility of acting as the secretariat of the Inter-State Committee for Industrial Development (CIEDI).

Formal responsibilities assigned to the General Studies Division are extremely wide-ranging and include: environmental impact assessment for all development initiatives in the Senegal River valley; the formulation of a master plan for transportation; harmonization of member-state development planning, including other sub-regional river basins; and providing support to commercial, technical, and scientific exchanges and projects between member states.

^{1/} Although this division is frequently and quasi-officially referred to as the "Division of Hydro-Agricultural Studies" its official title remains unchanged in the operative institutional organizational chart of 1982.

The Unit for Permanent Evaluation and Planning is a donor-supported UNDP/GTZ/USAID project which is responsible for developing sustained institutional capability for planning and the evaluation of development performance.

2.11.2. Analysis

This directorate represents a heterogeneous mix of sectoral and functional research, planning, and evaluation units. While certain of its divisions are well-endowed with project support and technical assistance, its broad mandate and diverse activities have resulted in a lack of unified focus.

The impact of donor input on organizational structure and performance has been especially significant in this directorate, possibly contributing to its weak central focus. While some divisions (e.g. the Evaluation and Planning Unit and the General Studies Division) have been successful in attracting technical and budgetary assistance from external donors for their activities, others (e.g. Industrial Development division) suffer from both insufficient programming input and a lack of resources to permit adequate performance vis-a-vis their organizational mandate.

As we said - it's important
On the other hand the High Commission, beset by serious budgetary and management difficulties, has demonstrated that attempts to fund and sustain direct interventions through units of this directorate may be ill-founded.

The CIERDA agronomic research programs at Guédé (Senegal), Kaédi (Mauritania), and Samé (Mali) have been distinctly unsuccessful due to chronic shortages of agricultural inputs, lengthy delays in the payment of support staff, and insufficient funds for the purchase and maintenance of essential equipment.

While unified structurally, divisions within this directorate have little formal interaction. Because no formal or standardized guidelines are currently employed for all units within this directorate, the product of planning exercises varies considerably. A number of those who are assigned research and planning functions are insufficiently trained in technical areas critical to their work and lack sufficient access to the institutional linkages that might facilitate competent performance.

Several divisions within this directorate serve as focal points for member states coordination, serving as the secretariats of OMVS advisory organs --CIERDA, CIEDI, and the Permanent Water Commission. The absence of programmed input from member-states and the failure of these organs to be convened on a regular basis have minimized the ability of these divisions to fulfill their mandate in this regard.

212.0. Summary Findings

2.12.1. Inadequate functional linkages exist between operating units of the High Commission and member-state ministries and development agencies

As the primary vehicle for sub-regional cooperation, the role accorded to OMVS for inter-state cooperation and policy harmonization is an extremely important one. Nonetheless, few functional linkages are apparent between the High Commission and member-state development agencies. While inter-state advisory organs (i.e. CIERDA, CIEDI, and the Permanent Water Commission) have been created for the purpose of ensuring adequate cooperation and guidance from sectoral authorities within the member-states, none of these organs has been convened on a regular basis or provided ongoing programming support to the activities of the High Commission.

Given the OMVS' ambitious mandate, the limited resources at the disposal of the High Commission, and the austere economic conditions within member-states, greater efforts must be made to maximize programming input and participation in projects by member-state ministries and agencies.

2.12.2. Hierarchical relationships within the OMVS are poorly defined or adhered to at the operational level

While the OMVS organizational chart provides a hierarchically ordered structure, these relationships are not always observed as having an operative value. Hierarchically defined responsibility does not necessarily coincide with hierarchical authority. Subordinates within the organization can readily bypass their direct superiors in seeking to resolve personal or professional problems. This provides for a muddled chain of command, encourages employee reticence, and can render discrete organizational bounds meaningless.

Similarly, the tendency of supervisory responsibility within the High Commission not to coincide with disciplinary authority has sometimes paralyzed divisional level operations.

The situation of the Secretary General in this regard is critical. His position, as defined by the relevant directives in force at present, provide that he act as a proxy to the High Commissioner or else that his powers be delegated to him by the High Commissioner. However, in the absence of a clear and unified field of administrative command, his role is an ambiguous, possibly ineffective one.

The integration of the post of Secretary General into the organizational hierarchy and a more rational division of diplomatic, protocol, and administrative functions between the High Commissioner and the Secretary General would serve several purposes. It would not only clarify the hierarchy of responsibilities within the High Commission, but it would simultaneously counter evident tendencies toward overcentralization of authority and responsibility at the highest levels of the organization.

2.12.3. Resource management is not coincident with project or divisional management

Chronic operating deficits have disrupted the operations of the OMVS High Commission by overcentralizing the control over programming resources.

The Integrated Research Division of the Directorate of Development and Coordination, for instance, is responsible for conducting research and managing a number of field stations. These sites are greatly dependent upon timely disbursement of wages, cash for the purchase of seed, fertilizers and other inputs, and for the maintenance of basic equipment. They have been handicapped, however, by the removal of authority for the management of necessary resources to the High Commission in Dakar. This, in turn, has led to incomplete research and serious labor problems over the course of the past several years.

A similar example exists in the case of the Matériel and General Affairs Division of the Administrative and Accounting Service. This division has been almost totally divested of the resources necessary to carry out its responsibilities for procurement, and maintenance of the OMVS physical plant and motor pool, and is entirely dependent upon ad hoc disbursements on an occasional basis.

The effect of removing resource management so thoroughly from operating units of the organization is to drastically increase administrative uncertainties, while causing management and planning horizons to become telescoped. In certain instances, whether in the management of research activities or the maintenance of institutional facilities and equipment, this can lead to serious disruptions of activity, resulting in greater overall costs over the long term.

2.12.4. Similar and complementary units within the High Commission are often structurally separated, leading to redundancies

The division of separate units for capital and operations accounting, the separation of personnel management and training responsibilities between structurally removed units of the organization, and the failure to integrate advisory positions into the organizational mainstream are all characteristic of the High Commission at the present time. The effect of such separation is redundancy and the dispersment of critical resources throughout the organization in a costly and ineffective manner.

The separation of accounting functions between the Administrative and Accounting Service and the Directorate of Investments has led to a serious imbalance in efficiency and resource use --one unit is drastically understaffed, while the other possesses underutilized computer equipment. Meanwhile, accounting functions related to common works projects are divided between the Directorate of Investments and on-site accountants who report directly to the Directorate of Regional Infrastructure.

The functions assigned to the Economic and Financial Counsellor duplicate, in many respects, the technical capacity that already exists elsewhere in the organization, (e.g. SAC, DI, Comptroller, etc.) leading to further redundancies.

2.12.5. Inadequate or imprecise attributions of function exist for a number of OMVS units, resulting in a lack of direction and creating confusion regarding their roles

Operating units of the High Commission are, by and large, organized on the basis of sectoral functions or responsibilities. This assures the presence of central points of coordination for development and administrative activities. However in a number of cases attributions of function are so generally defined as to undermine the ability of those units to fulfill their mandates.

For example, the General Studies and Integrated Research divisions of the Directorate of Development and Coordination are assigned extremely wide-ranging technical responsibilities which are far beyond their technical means and resources. While these divisions could serve as important points of coordination for specific projects and research activities, their ability to directly participate in the full range of activities assigned to them is untenable.

2.12.6. Inappropriate functions are assigned to certain units of the organization

Inexplicable assignments are evident in a number of cases, including the responsibility for protocol and public relations functions to the Procurement Division of SAC, or the management of the Information and Translation division, which is located in Dakar, by the Documentation Center in St. Louis --some 260 kilometers from the High Commission headquarters.

CHAPTER III - BUDGET ANALYSIS AND FINANCING

3.1. Introduction:

This analysis is based on:

(1) Directive 047 regarding implementation of resolutions No. 53 and 54/CM/CL B of May 4 1976, on Financial Regulations and the Special Appropriation Account;

(2) The OMVS Special Statute adopted by resolution 166/CM of January 19, 1984;

(3) Budget implementation reports for the years 1983, 1984, 1985;

(4) The statement of contributions by member-states, and their evolution from 1980 to 1985;

(5) Results of interviews with OMVS staff and the external auditor.

During the course of our interviews the team consulted the Administrative and Accounting Service and the Financial Controller regarding the OMVS operating budget. However, time constraints did not allow us to develop the OMVS budget analyses more fully. The team was not, for example, able to compare budget trends over the past five years in a systematic fashion, nor was it able to take into consideration budgetary evolution during the following key periods:

- the year following the creation of OMVS and adoption of the General Secretariat Organizational Structure (1972);

- the year following the first conference of the OMVS donors, in which the Permanent Water Commission and the OMVS High Commission were created (1975).

3.2. Observations and Analyses:

3.2.1. General Observations

The OMVS adopted the practice of budget forecasting with approval by the Council of Ministers, with Directive 047 of the High Commission serving as a guideline for the preparation of the budget.

The budget must ultimately be approved by the designated ministers of the member-states, guaranteeing the commitment of their governments to contribute equally to the financing of the operating expenses of the OMVS.

The above-mentioned Directive 047 organizes the management of the financial resources of OMVS as follows:

- budget certification by the Secretary General,
- preparation and implementation by the Head of the Administrative and Accounting Service,
- oversight control of implementation by the Financial Controller, who reports directly to the Council of Ministers.

Financial regulations applied to the OMVS require only that it:

- keep budget accounts,
- keep financial accounts limited to banking and cash operations.

This regulation somehow neglects the role of information management, which affects decision-making on the part of OMVS executives.

In the management of the financial resources OMVS faces a certain number of difficulties, the most serious of which is the late payment of member state contributions. The existing staff of the OMVS administrative and accounting service, SAC, has neither the experience nor the motivation necessary to carry out its responsibilities.

This analysis concludes that:

(1) The budget is the total of all personnel costs (70% of the budget), plus water, electricity, rents and telephone expenses (25% of the budget). As such, 95% of the OMVS budget is used for fixed costs.

(2) Accounting records, which are intended to track expenses related to OMVS assets, have not been kept up to date. Hence, it is not possible to compare projected versus real expenses. Given this situation, it is clear that the budget is not being used as a management tool.

(3) The mandated budget process described in Directive 047 is not adhered to. In the budget preparation stage, budget proposals must, in principle, be examined by a committee chaired by the Secretary General.

Any changes in the proposed budget must be examined by this committee, composed of representatives of the OMVS cost centers. In practice, not all members are invited to the draft budget review. Hence, they are not able to support their proposals, often resulting in arbitrary changes. As a result, the final budget is not representative, and often does not take into account all organizational objectives or informed judgement.

3.2.2. Budget Analysis

In the following tables we have presented the distribution of the operating budget figures of 1983, 1984, and 1985 by line item, divided between the High Commission and the CIERDA research centers. In the annexes, they are broken-down by line item and cost centers of the High Commission. A review of this information shows that:

(1) 95% of the budget is used for fixed costs, of which 80% is devoted to the High Commission and 15% for the field research sites at Samé, Kaédi, and Guédié.

(2) Of these fixed costs, 75% is used for personnel costs; (65% for the High Commission and 10% for the field sites) divided as follows:

a) fixed salaries: contracted salary + employment allowances + housing allowance, mileage allowances, benefits (retirement/social security). The rates of the different benefits and allowances mentioned are shown in tables which follow, taken from the OMVS Personnel Statutes,

b) variable costs: overtime

The different benefits mentioned above are paid only to managerial staff in accordance with differential rates determined by the Personnel Statutes. The amount of benefits paid represents 50% of the contractors' salaries (base salaries).

Table I:

OCCUPATIONAL OR OBLIGATION ALLOWANCES AND BENEFITS-IN-KIND
GRANTED TO THE HIGH COMMISSIONER, TO CIVIL SERVANTS ON
SECONDMENT, AND CONTRACTUAL AGENTS OF OMVS

OCCUPATIONS	OCCUPATIONAL SUPPLEMENTAL ALLOWANCE PER MONTH	BENEFITS IN KIND
High Commissioner	100,000	At the discretion of the Council of Ministers
Secretary General	65,000	Housing allowance of 173,000. Service vehicle provided
Advisors Directors Financial Controller	45,000	Housing allowance of 110,000 F CFA Service vehicle provided
Supervisors head of the Documentation Center	30,000	Housing allowance of 95,000 FCFA. 15,000 FCFA mileage allowance
Division heads Co-Directors of Projects Head of Translation and of Information Office	25,000	Housing allowance of 88,000 FCFA. 15,000 FCFA mileage allowance
Chiefs of Section	20,000	Housing allowance of 88,000 FCFA - 15,000 FCFA mileage allowance
Other Managerial Personnel (cf. Art. 25)	20,000	Housing allowance of 88,000 FCFA - 15,000 FCFA mileage allowance
Accountant	15,000	-
Cashier SAC	15,000	Cashier allowance

Table II:

DAILY LUMP SUM TRAVEL ALLOWANCES GRANTED
TO CIVIL SERVANTS ON SECONDMENT
AND CONTRACT AGENTS OF OMVS

! TRAVELLING ZONES AND CORRESPONDING LUMP SUM RATES !			
! CATEGORIES !	! ZONE A (1) !	! ZONE B (2) !	! ZONE C (3) !
! Special Groups ! (CM-HC) !	! 40,000 !	! 30,000 !	! 20,000 !
! Group I !	! 30,000 !	! 20,000 !	! 12,500 !
! Group II !	! 30,000 !	! 20,000 !	! 12,500 !
! Group III !	! - !	! 15,000 !	! 10,000 !
! Group IV !	! - !	! 15,000 !	! 10,000 !

(1) - ZONE A: Non African and African other than the member states

(2) - ZONE B: Capital City of member states

(3) - ZONE C: The Senegal River Basin

Table III:

OMVS STAFF QUALIFICATION PER CATEGORY
FOR DISTANCE ALLOWANCE PAYMENTS

Exceptional Category:

President of the Council of Ministers
Ministers on a Mission for OMVS
High Commissioner

Category I:

Secretary General
External Auditor
Financial Controller
Advisors
Directors
Chiefs of Services

Category II

Heads of Divisions
Deputy Project Director
Other Managerial Staff (cf. Article 25)

Category III

Indexers
Executive Secretaries
Stenographers, short-hand - typists
Accountants
Key-punch operators
Assistant-Accountants
Photographers

Category IV

Typists
Messengers
Drivers - Laborers

3.2.3. Budget Financing

At the end of 1979, member-states owed OMVS 300,154,894 FCFA in unpaid contributions: Mali, 142,164,812 FCFA, and Mauritania 157,990,082 FCFA.

The contributions of the member states represent 99% of the resources included in the operating budget of OMVS. Yet over the course of time member states have been paying their contributions less and less regularly. In the beginning of fiscal year 1985, arrears were 469,230,629 FCFA, not including new commitments of 733,100,739 FCA, or a total needed of 1,202,331,428 FCFA as of January 1, 1985.

As of November 28 of the same year, paid contributions totalled only 549,866,415 FCFA, or 45% of the expressed needs. However, 70% of the 1985 budget was already committed. This means that OMVS indebtedness to its creditors (suppliers and financial institutions) is increasing dramatically and resources are dwindling.

If no urgent measure is taken to bring the situation under control, OMVS administrative operations will soon be insolvent.

Table IV:

OMVS: RECAPITULATION OF BUDGET FISCAL PERIOD 1985 - TITLE I

	H.C.	CIERDA	TOTAL
Item I	Planned 64%	11%	75%
Personnel	468 313 438	79 310 650	547 624 088
	Actual 82%	47%	
	385 858 318	37 538 161	423 296 479
Item II	18%	4%	22%
Equipment	130 380 000	32 431 350	162 811 350
	74 998 013	2 735 214	77 733 227
	56%	8%	
Item III			1%
Supplies	5 964 362	4 300 000	10 264 362
	828 420	976 950	1 805 370 370
	14%	23%	
Item IV	2%		2%
Other	12 401 020		12 401 020
	2 799 714		2 799 714
	14%		
TOTAL	84%	16%	
	617 058 820	116 042 000	733 100 820
	464 484 465	41 250 325	505 734 790
	75%	35%	

The upper line (percentages) shows the ratio of line-item to the global budget.

The lower line indicates the percent of the planned budget that was actually spent.

Table V:

OMVS: RECAPITULATION OF BUDGET: FISCAL PERIOD 1984 - TITLE I

	H.C.	CIERDA	TOTAL
Item I Personnel	Planned 61% 442 241 372	10% 71 773 245	71% 514 014 617
	Actual 92% 407 876 412	82% 58 936 713	466 813 125
Item II Equipment	20% 151 470 270	5% 37 181 350	188 651 620
	143 209 300 94%	25 833 938 69%	169 043 238
Item III Supplies	0.3% 2 435 000	1% 8 850 000	2% 11 28 000
	2 066 099 82%	4 774 300 54%	6 780 399
Item IV Other	1% 9 901 000		1% 9 901 000
	3 710 332 37%		3 710 332
TOTAL	84% 606 047 642	16% 117 804 595	100% 723 852 237
	556 802 143 91%	89 544 951 76%	646 347 094

Table VI:

OMVS: RECAPITULATION OF BUDGET: FISCAL PERIOD 1983 - TITLE I

	H.C.	CIERDA	TOTAL
Item I	56%	11%	67%
Planned Personnel	369 701 124	75 821 330	445 522 454
Actual	310 468 305	45 308 744	355 777 048
	83%	60%	80%
Item II	20%	6%	26%
Equipment	136 819 278	39 101 350	175 920 628
	130 298 056	30 060 116	160 358 172
	95%	77%	91%
Item III	3%	2%	5%
Supplies	20 682 000	14 150 000	34 832 000
	16 234 525	11 021 295	27 255 820
	78%	78%	78%
Item IV	1%		1%
Other	6 150 000		6 150 000
	70%		70%
TOTAL	80%	20%	
	533 352 402	129 072 680	662 425 082
	461 346 214	86 390 155	547 736 369
	86%	67%	82,6%

Personnel within the High Commission is divided as follows: 33% managerial staff and 67% of support staff.

In some directorates (Investments, Development and Coordination, and Training) there are roughly equal numbers of managerial and support staff.

3.3. Recommendations

In view of our observations and analyses, we make the following recommendations:

3.3.1. Financial Evaluation

First, the needs expressed in budget submissions must be related to objectives (quantifiable in regard to the given budget period).

The relevance of this practice is that the member-states would be more likely to pay their budget contributions if they subscribe to objectives that are mutually understood and agreed upon.

Well before the passing of the budget by the Council of Ministers, the OMVS High Commission must confer with member-state ministers in order to assess the real contributions which member-states are capable of meeting.

3.3.2. Improvement of the Accounting System

An accounting system will soon be made available for the OMVS authorities by the USAID-funded Sahel Financial Management Project, which will ensure its implementation.

However, we advise the systematic use of the following documents in OMVS accounting operations:

- Commitments Journal;
- Bank Journal;
- Cash Journal;
- Durable Equipment Records;
- Bank Reconciliation Statements;
- Individual card-based budgetary items;
- Suppliers' file.

3.3.3: Accounting Records

The Directorate of Administration and Finance must be endowed with equipment and supplies necessary for the establishment of adequate accounting records. Records must include the identification of past accounting journals. They must also be specific with reference to budgetary periods, completed journals, and accounting charts.

Legislation in force in the OMVS member states, and particularly in Senegal, requires the preservation of accounting documents for a minimum period of ten years.

The head of the Documentation Center archives of the OMVS should be able to assist the DAF in the implementation of this recommendation.

3.4. Budget Recommendations

3.4.1. Budget Elaboration Procedure

A budget is first and foremost a management planning tool in the sense that it is a projection over time of a set of activities necessary to meet specific goals. This projection must take into account necessary resources and allocates them to different "employment" posts, in accordance with planned activities. In this connection, the preparation of decentralized budgets by objective --in which the objectives and the means necessary to meet them are carefully planned-- must be accepted. To this end, we recommend that the budgetary procedure pass through the following stages:

a. Information:

Written notice must be made to all OMVS operating units and their directors, division heads, or other administrators regarding time-tables for the preparation of the budget; a three-month advance notification is advisable. Instructions should also provide information regarding required format and strictly enforced dates for submission. This memorandum, distributed by the High Commissioner or Secretary General, should define current budgetary policy; it should cite specific global OMVS objectives for the budgetary period, as well as providing instructions to individual operating units regarding their particular programs.

b. Supervision and Coordination:

- The budget process should be supervised by a single individual, although it must be emphasized that budget preparation requires a team effort involving all professional personnel.

- The supervisor of the budget process must assure that all participants receive:

- * copies of the previous budget,
- * current price information for goods and services, including any available projections regarding inflation or sectoral price trends.

c. Submission of Proposals:

Budget proposals must be returned to the budget-process supervisor within the deadlines initially prescribed. Submissions must be complete and detailed.

d. Proposal Review:

At this stage of the process it is necessary that:

- the High Commissioner or the Secretary General summon their advisors and collaborators for a review of budget proposals. The review committee should be led by the Director of Administration and Finance.

- the heads of individual operating divisions should be summoned individually for discussions of their proposals. This will allow them to provide any necessary additional information and arguments necessary for the defense of their proposals.

e. Budget Formulation:

Following all discussions and evaluations of individual proposals, the Director of Administration and Finance should be instructed to prepare a final organizational budget. This document should encompass all OMVS cost centers and line-item submissions.

f. Presentation of the Budget to the Council of Ministers:

The High Commissioner, supported by all necessary staff, should present the final budget to the Council of Ministers. Preparation for this meeting should include all arguments for defense of the proposal, including assessments of the impact of any subsequent reductions in the proposal.

In the event that the Council of Ministers finds it necessary to reduce the amount of the proposed budget, it should be the duty of the High Commissioner to convene his staff for a discussion of budgetary adjustments. A subsequent meeting must then be held for an evaluation and adjustment of the objectives of all operating units in light of reduced resources.

3.4.2. Cash Budgeting

Cash budgeting is fundamental for the efficient management of OMVS. It allows for projections of cash flow related to not only operations, but also to organizational investments and the settlement of debt. Moreover, it would assist the organization in avoiding the four principal shortcomings of cash management from which the institution suffers at present:

- supply shortages;
- inability to meet operating expenses;
- inability to settle accounts with suppliers of goods and services;
- dependence upon bank loans during periods of cash shortages.

Therefore we recommend a cash plan model involving two tables on:

- cash inflow budget (receipts)
- cash outflow budget (disbursements).

3.4.3. Budget Auditing

... Financial auditing within OMVS is carried out by one of the organization's best managed departments. In view of the recommendations made here, however, it is important that some review be made of its essential role in financial operations.

1. In accounting, auditing simply requires comparison of scheduling (projections) and performance. It may be reduced to the following formula:

$$\text{Projection} - \text{Performance} = \text{Variance.}$$

In practice, auditing will reveal:

a. Variance Assessment

This refers to the above equation.

b. Sectoral Variance

Many variances appear in the reconciliation tables (See Table VIII). breakdown of variances is necessary for two reasons:

- To provide information to relevant operating divisions and their managers. Transmission of this information should be restricted to individual operating divisions. This assures insularity of resource management and avoids manipulation of available resources by separate divisions.

- To assess significant variances. Very often tables show several variances. Determination of significant variances is based upon not only calculations in absolute terms, but also in terms of percentages:

$$\% \text{ of variance} = \text{Variance} \times 100 \text{ of forecast.}$$

c. Accounting for Variance

Variances must be accounted for in the "observations" column included in the tables.

2. Forms of Control

a. Differential Control: Evaluates cash statements and indicates the liquidity or the need for supplemental resources.

b. Marginal Control: Identifies line-item ratios as they exceed budgetary provisions.

c. Operational Assessment: Evaluates the performance ratio of cash inflow and outflow. This permits comparison of available resources to their use.

d. Marginal Differences Integration: Allows for the isolation of parameters subject to more rigorous control.

3.5.0. Recommendations on Financing

3.5.1. Planning of Member-State contributions

OMVS officials must intensify their efforts to make member-state authorities aware of the necessity for timely payment of commitments to the organization's budget. In this regard, member-state contributions should be scheduled in relation to cash flow projections. Member-states should also agree to incur interest on all delayed payments. Over the long term, this would have the effect of relieving the organizational budget of charges incurred on borrowing to meet cash shortfalls related to late member-state contributions.

This recommendation requires, however, a modification of rules and regulations that currently govern OMVS operations.

3.5.2. The OMVS Documentation Center

We recommend that budgetary planning take into account the financial resources that could be generated by services performed by the Documentation Center at St. Louis.

OMVS administrators must bear in mind the value attached to information resources. The Documentation Center enjoys a world-wide reputation for the quality and quantity of its archives. While necessary investment is called for over the short-term as a means of correcting the serious physical deterioration of the Center, plans should be formulated to turn this valuable resource into a self-financing entity. Expanding the Center's technical services and research capacity would serve this end.

3.5.3. Agricultural Research Centers

As detailed elsewhere in this report, the CIERDA agricultural research programs in Senegal (Guédé), Mauritania (Kaédi), and Mali (Samé) have proven unsuccessful.

It is recommended that the OMVS High Commission withdraw from all field-level research and that the research centers, their staff, equipment, facilities, etc., be handed over to member-state agencies and be integrated into national research programs. OMVS agricultural research activities will be focused on coordination and harmonization of research programs on the river, analysis and dissemination of research results to member-states and upgrading of its role as secretariat of the CIERDA.

In divesting itself of the research centers, OMVS will reduce its budget by as much as 16%.

CHAPTER IV: OPERATIONS AND PERSONNEL MANAGEMENT

4.1.0. Background

In many respects the purpose of the OMVS is to provide services to its member-state clients. As a multilateral, quasi-governmental development authority it has been assigned a wide range of responsibilities which are concentrated in the areas of technical and administrative support. The ambitious nature of the OMVS mandate and the spectacular nature of the organization's common works program often obscure the underlying requirement for organizational administration geared toward the provision of services.

The multiple service objectives that form the OMVS program require the establishment and maintenance of a well-controlled and efficient system of administrative management. While no single criterion may be applied as a measure of overall program success, the efficient provision of administrative and technical services may be evaluated on its own merits.

As an international organization, the High Commission of the OMVS is subject to multiple external influences which, by their very nature, complicate administrative efficiency. While conventions establishing the OMVS provide for unanimity in policy and decision-making at the uppermost levels of the organization, the fact remains that administrative performance must adhere to individual member-state regulations regarding personnel administration, local operations and procurement, labor regulations, etc...

Internal administration within the High Commission is also subject to external influences which are, by and large, of a political nature. These influences make themselves evident at all levels of programming and administration, and are reflected in various ways: individual member-state support for and participation in programs, the quality and quantity of member state resources that are assigned to particular projects, the criteria used by

member-states in the selection of appointees to the OMVS cadre, and in tacit agreements regarding member-state domains of responsibility within the High Commission. To these may be added the personal and professional concerns of High Commission staff vis-a-vis member state institutions and the manner in which these impact upon administrative coherence, disciplinary authority, management control, and the spirit of cooperation within the organization.

Hence, while unanimity may be an a priori condition of policy and decision making at the highest levels of the organizational structure, unanimity neither implies nor results in homogeneity of interests at the operational level. Within the context of a multi-state administrative system, heterogeneous external influences cannot help but to influence professional demeanor and adherence to administrative practice. However, as in any administrative system, factors which impede good management can be overcome through recognition of those influences and planning around them.

While the multiple objectives of the OMVS program and the external influences which exert pressures on the performance of staff are a powerful influence on the administrative performance of the High Commission, yet a third factor must be taken into consideration prior to an analysis of the administrative system.

Administrative planning and the design of management systems must be organized on the basis of clarity: clear definition of goals, clear attributions of management responsibilities, and clear commitments of resources for the accomplishment of objectives.

Budgeting is an indispensable foundation of institutional programming and performance. In the budgeting process the organizational program is translated into terms that correspond to the spheres of responsibility of those who are charged with executing the program. The end product of the budgeting exercise is a statement of the outputs that are expected during the budget year and the resources that are necessary for achieving those outputs.

Because it is a service organization, the OMVS High Commission is a labor intensive enterprise, with a high proportion of costs relegated to personnel (project implementation costs are generally obtained from member-state agencies and governments, or from external donors).

Previous chapters of this report have stressed the serious problems that confront the High Commission in this area, particularly in regard to arrears in member-state contributions to the OMVS budget. Translated into operational terms, where resource commitments are not adhered to organizational systems necessarily break down, and formal programming becomes a moot exercise. The management of uncertainty results in ad hoc administration, overcentralized decision-making, and serious dysfunctions in administrative operations. In a labor-intensive enterprise such as the High Commission the unavoidable consequence is low morale and attrition of personal and professional responsibility on a wide-spread scale. No administrative system, however perfectly designed, can function efficiently under such circumstances.

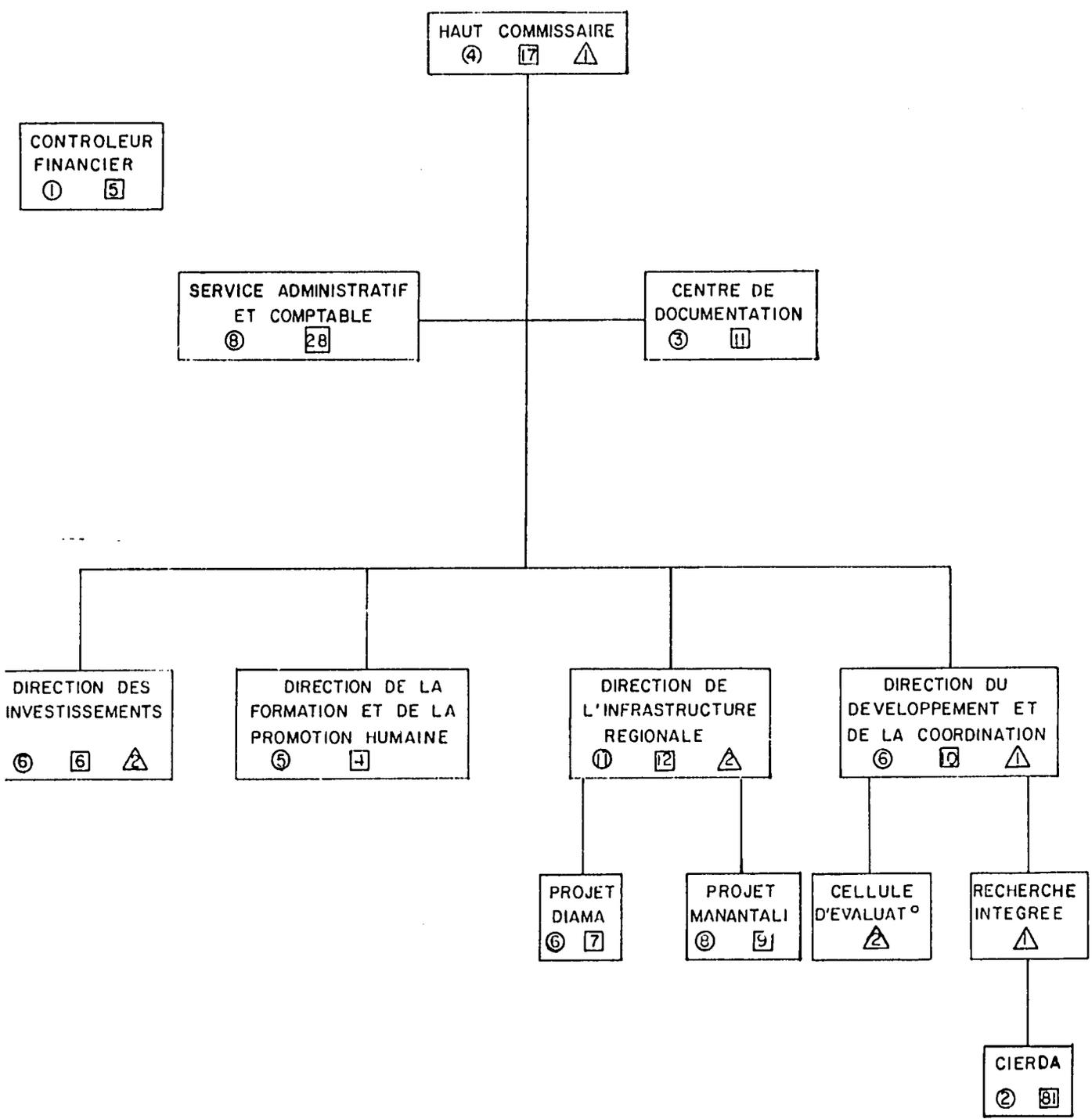
A final factor which must be considered in the analysis of OMVS administrative operations is the role played by the organization's numerous donors. It is evident that OMVS programming depends critically upon sustained technical and financial assistance from external institutions.

The coordination of programming and fiscal assistance from the community of institutions which supports the OMVS itself contributes to the administrative load that is carried by the High Commission and its staff. Procedures for programming, project implementation, and fiscal management vary considerably and have required that the High Commission develop considerable expertise in administrative coordination.

While external institutions (including those of the member-states) play a key role in the realization of OMVS programming, it is essential that core administrative functions and the budgeting for their activities be sustained by the OMVS. Fiscal and technical assistance are, by their very nature, complementary to what is an already well-defined institution whose mandate for coordination is clear.

6/11

CURRENT O.M.V.S. PERSONNEL DISTRIBUTION EFFECTIF ACTUEL DE L.O.M.V.S.



- CADRES / PROFESSIONAL STAFF
- PERSONNEL D'APPUI / SUPPORT STAFF
- ▲ ASSISTANT TECHNIQUE / EXPATRIATE STAFF

4.2.0. Summary Findings

The following tables summarize the principal administrative and operational dysfunctions which have been identified at units of the OMVS High Commission:

4.2.1. Accounting and Financial Management

- Inadequate trained staff,
- Insufficient reporting requirements,
- Failure to adhere to prescribed reporting schedules,
- Decentralization of accounting functions,
- Inadequate supervision of accounting,
- Inadequate accounting of receipts at field sites,
- Inadequate input from line managers in budget formulation,
- Inadequate communication of resource allocation to line managers and cost centers,
- Inappropriate location of petty cash management.

4.2.2. Management Control

- Inadequate formal systems for management control,
- Inadequate reporting requirements at all levels,
- Inadequate identification of or response to administrative dysfunctions,
- Overcentralization of decision-making precludes systems for management control,
- Absence of formal criteria or scheduling for operational performance evaluations at all levels.

4.2.3. Administrative Operations

- Inadequate observance of the institutional hierarchy by staff,
- Failure to adhere to established administrative procedures at all levels,
- Appropriation of decision-making by senior managers,
- Excessive decision-making by informal committees at highest level of the High Commission,
- Inadequate formal communications: memoranda, directives, procedural notifications.

4.2.4. Communications and Coordination

- Inadequate coordination between the High Commission and field sites (including the Documentation Center),
- Overcentralization of decision-making excludes input from line managers,
- Inadequate communication to line managers (e.g. resource allocation),
- Inadequate planning and coordination within operating units,
- Inadequate supervision with operating units,
- Inadequate planning inputs from support personnel for task scheduling,
- Inadequate requirements and scheduling for the distribution and communication of studies, research, and planning exercises to internal units and external agencies,
- Inadequate planning, communication, and coordination amongst structurally separate units with similar responsibilities results in redundant efforts and contradictory efforts,
- Insufficient timely submission of documents for review by legal counsel,
- The separation of High Commission offices (Rue Carnot and Place de l'Indépendance) renders communications and coordination difficult and inefficient,
- Inadequate number of functioning telephone lines,

- Excessive use of telephones for personal communications by both professional and support staff,
- Inadequate and irregular registration and indexing of correspondence,
- Failure to prioritize all correspondence.

4.2.5. Physical Plant, Equipment and Supplies

- Poor overall maintenance,
- Arrears on utility payments and rentals have led to withdrawal of services (e.g. elevators at Place de l'Indépendance offices),
- Poorly maintained motor pool,
- Supply shortages at division-level units,
- Serious equipment and supply shortages, unrepaired equipment at field sites,
- Poor maintenance and physical plant management endangers the collections of the Documentation Center.

4.2.6. Diama Project

- Underemployment of support personnel,
- Inadequate personnel and fiscal management,
- Inadequate definition of personnel assignments,
- Inadequate management controls and authority,
- Uncertainties regarding employment in the post-construction phase of operations among personnel encourages employee reticence, low morale.

4.2.7. Manantali Project

- Inadequately trained technical and support personnel,
- Poor communications with the High Commission headquarters,
- Inadequate fiscal and personnel management,
- Inadequate resources for local management,
- Salary arrears.

4.2.8. Guédé Research Center

- Extensive salary arrears,
- Inadequately trained technical and support personnel (with the exception of the Center's director),
- Inadequate fiscal and personnel management,
- Inadequate resources for local management of programmed activity,
- Poor communications with the High Commission headquarters,
- Overcentralization of decision-making at High Commission headquarters,
- Serious personnel problems and poor local command.

4.2.9. Kaédi Research Center

- Extensive salary arrears,
- Inadequate fiscal and personnel management,
- Inadequate resources for local management of programmed activity,
- Poor communications with the High Commission headquarters,
- Overcentralization of decision-making at High Commission headquarters,

4.2.10. Samé Research Center

- Inadequate fiscal and personnel management,
- Inadequate resources for local management of programmed activity,
- Poor maintenance of equipment, physical plant,
- Inadequate book-keeping, failure to make necessary contributions to social security, family allowances of workers,
- Extensive salary arrears,
- Poor communications with the High Commission headquarters,
- Overcentralization of decision-making at High Commission headquarters.

4.2.11. Documentation Center

- Inadequate fiscal management,
- Inadequate technical staff,
- Inadequate resources for maintenance of equipment, physical plant, and supplies,
- Outdated equipment,
- Serious storage and management problems for the physical maintenance of collections,
- Poor communications, collaboration with the High Commission headquarters.

Table I :

PERSONNEL POLICY AND ITS REVIEW

DEFINED POLICY	NORMAL PROCEDURE	FINDINGS
1. <u>Recruitment:</u>		
Formal responsibility of the Directorate of Training and Human Promotion. The High Commissioner responsible for final decisions.	Member-state ministers notified of vacancies; nominate candidates, decision by the HC. Quota system as criterion.	Recruitment is made in accordance with member-states' quotas, and in accordance with expressed preferences of relevant member-state ministers.
2. <u>Training and In-Service Training:</u>		
Responsibility of the Directorate of Training and Human Promotion.	Needs assessment - training and action plan - training program.	The Directorate of Training and Human Promotion receives suggestions. Training programs are decided at the HC level, sometimes through other Directorates. Inadequate funds often prohibit training.
3. <u>Change and Promotion</u>		
Article 77 Particular Statutes for OMVS Personnel Promotion (see Particular Statutes, Chapters II and III).	Appointment, dismissal, retirement is proposed, the HC decides.	Delays in decisions, poor communication and follow-up.
4. <u>The application of the Personnel Statutes</u>		
Existing provisions - for sanctions - for promotion - etc.		-The texts are not adhered to adequately
5. <u>Communication</u>		
Written, oral.	Through usual communication networks.	-Lack of communication between agents support staff and managers. -No feedback -Official documents ignored, not transmitted.

DEFINED POLICY	NORMAL PROCEDURE	FINDINGS
6. <u>Remuneration and Premium</u>	-Standardized salary system defines grade levels -Collective bargaining by the host country -Allowances fixed by the Statute.	-Delays in the salary payments, difficulties in the collection of travel expenses, premiums and allowances. -Preferential scheduling of timely payment in favor of headquarters staff.
7. <u>Fringe Benefits</u>	As defined by the Particular Statute for Personnel and some decisions of the Council of Ministers.	-Some benefits from the respective countries.
8. <u>Security and Health Care</u> Defined policy of member states.	Adherence to statutes	-Pension funds paid to member states funds in most cases.
9. <u>Discipline</u> -Particular Statute of civil servants -Agreement of the host country necessary to enact sanctions.	Supervisory staff make recommendations. High Commissioner responsible for formal decisions.	Inadequate application of procedures evaluation and sanctions. Political patronage undermines application of sanctions.
10. <u>Administration</u> - Governed by the personnel Statute - Collective bargaining - Decisions of the COM - Financial regulations.	Administration and Financial Service.	-Inadequate records -Lack of efficiency -Lack of coordination -Lack of communication -Lack of control (supervision)

4.4.0. Recommendations

4.4.1. Administrative Oversight

Statutory delegation of responsibilities for administrative oversight and coordination should be assigned to the OMVS Secretary General, who would remain directly under the direct authority of the High Commissioner.

Existing responsibilities of the High Commissioner call for frequent travel and absences from the High Commission headquarters. In order to assure that administrative oversight and coordination is continuous, provisions must be made for on-site management on a regular basis.

4.4.2 Operation Headquarters

Provisions must be made for the concentration of all principal OMVS operating directorates in a single building.

The present division of the OMVS headquarters into two separate sites has contributed unnecessarily to administrative inefficiency, resulting in serious communications and organizational problems. Telephone communications between the two sites are not functional, scarce resources are diffused, and administrative oversight is rendered more complex.

Relocation of the OMVS headquarters to the campus of l'Université Gaston Berger, at St. Louis, Senegal, had been decided upon by the Conference of Heads of State and Government^{1/}. In light of the critical cost savings to the High Commission which would result, the unifying effect that this would have upon all operating units of the High Commission (including proximity to the OMVS Documentation Center), and the enhanced proximity of the headquarters to the OMVS project area, it is strongly recommended that relocation take place.

^{1/} Resolution No. 10/CCEG MLB, relative au transfer du siège de l'OMVS, 12 Mai 1982.

4.4.3. CIERDA Research Centers

CIERDA research centers at Samé, Guédé, and Kaédi should be turned over to member-state agencies which are better placed to operate them in an efficient and cost-effective manner.

The CIERDA research program has placed an exorbitant load on the OMVS High Commission. The High Commission is incapable of meeting the fiscal burden they entail and, over the past three years, has been unsuccessful in completing any of the programmed research activities carried out by the centers.

4.4.4. Programming

Official guidelines must be established for all programming activities, outlining procedures, informational and analytical requirements, goals, strategies, and identification of required resources.

Programming must become an integral management tool that is closely coordinated with all budgetary matters, and integrating planning for both investment and operations budgets.

All programming activity must be a collaborative effort, including analytic input from line managers who will be participants in any eventual activity.

Programming must be instituted as an ongoing function that is related specifically to organizational goals and objectives.

4.4.5. Management Planning for Human Resources

Human resources planning must be instituted as an essential process in all programming and budgeting activities.

It is imperative that OMVS recruitment be linked to secured revenue particularly in regard to all field projects and decentralized activities.

The Personnel and Training Division must have, as one of its foremost responsibilities the maintenance of a current roster of internal human resources, projected human resource requirements, and adequate administrative and budgetary support for internal staff training.

4.4.6. Recruitment

The issue of member-state quotas must be clarified by the OMVS Council of Ministers, with statutory procedures established for all recruitment.

Personnel recruitment must be depoliticized to the maximum extent possible, allowing for competitive recruitment on the basis of individual competence and merit. This may be done while still respecting the quota system.

The participation of member-state agencies and institutions should be maximized, through the secondment of qualified personnel for assignment to fixed-duration projects (research, studies, planning, and field interventions).

During periods of intensive activity, the OMVS should utilize part-time personnel for assignments of short duration (e.g. translators, interpreters, secretaries, and drivers during OMVS conferences and meetings).

Recruitment activities should allow competitive candidacies from amongst the ranks of existing OMVS cadres.

4.4.7. Personnel Evaluation

Guidelines, including procedures, timetables, and requisite data, must be provided as a means of assuring regular periodic evaluations of OMVS personnel on an objective basis, and this program must be conscientiously implemented.

Personnel evaluation must be a consequential management tool, allowing for the use of positive and negative sanctions.

External participants must be included in personnel evaluation activity as a means of assuring objectivity.

4.4.8. Personnel Transfer and Promotion

Article 77 of the OMVS Personnel Statute must be adhered to, convening an annual meeting on personnel transfer.

Existing OMVS cadres and staff must be permitted equal opportunity to apply for vacant positions at the High Commission and its project sites.

All personnel transfers and promotions must be acted on in a timely manner, and on an orderly basis.

Promotion on the basis of training must be encouraged.

4.4.9. Remuneration and Premiums

Particular efforts must be made to resolve all outstanding arrears in regard to salaries, wages, allowances, and statutory or contractual perquisites at OMVS field sites.

Discrimination in the timely payment of salaries, premiums, allowances, and perquisites must be avoided.

Contributions to member-state social security and pension funds must be made in a timely manner, and in accordance with all applicable statutory regulations.

Procedures must be instituted to assure that benefits earned by staff at OMVS are credited to relevant member-state agencies, ministries, and institutions during transfer periods.

Procedures must be instituted to assure that personnel on loan from external services, or on loan to services outside the OMVS, are not penalized vis-a-vis seniority and benefits as a result of secondment.

4.4.10. Discipline and Performance

A disciplinary section must be activated within the Directorate of Administration and Finance, in accordance with the existing personnel statutes. It would serve a management control function.

The use of time sheets or similar rosters must be instituted as a management control tool.

CHAPTER V: RECOMMENDATIONS FOR INSTITUTIONAL REORGANIZATION

5.1.0. Introduction

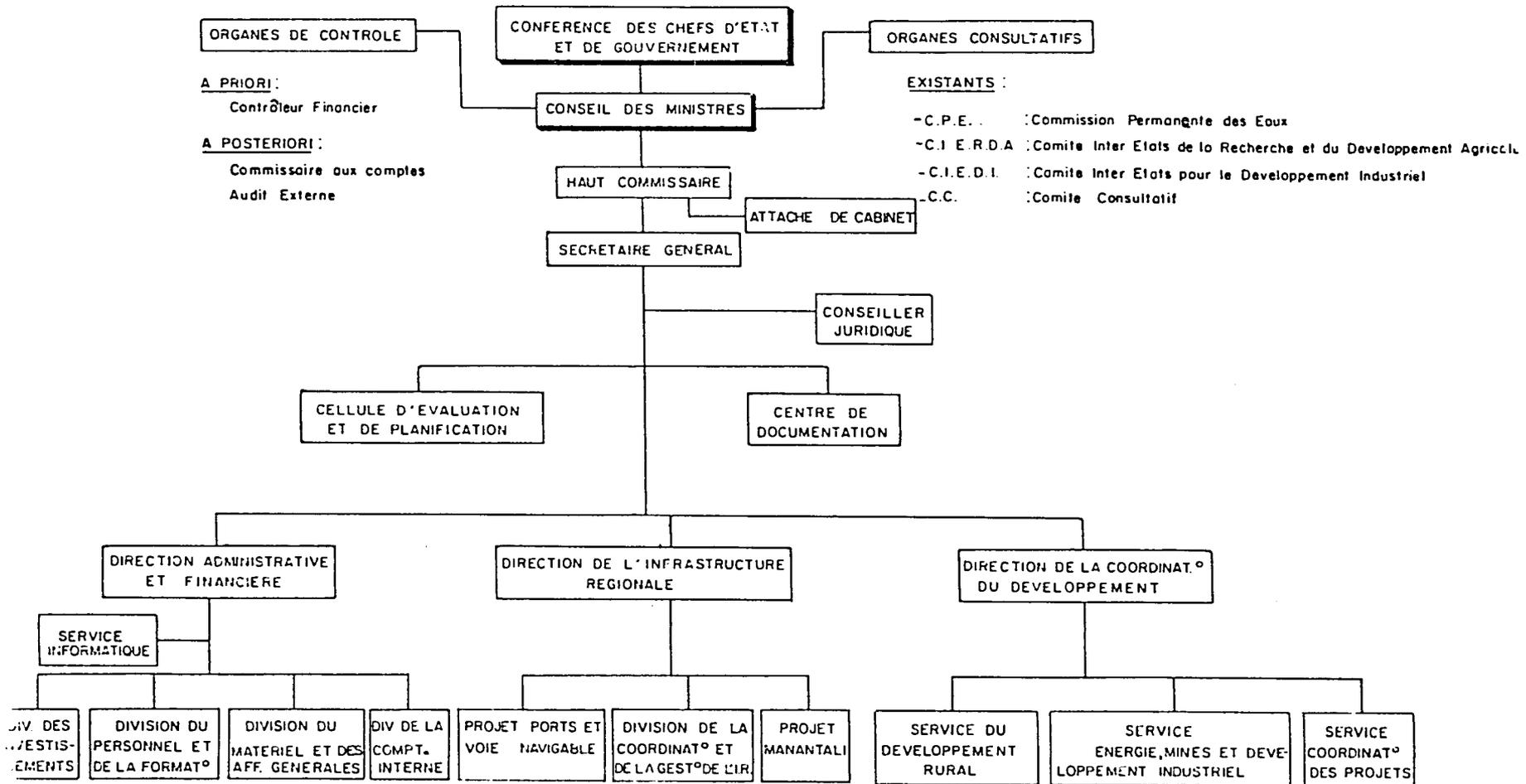
The recommendations for institutional reorganization which follow are based upon several fundamental concerns which are derived from the previous analysis of structural and operational dysfunctions within the OMVS.

5.1.1. The need for a well-articulated organizational structure

Institutional organization must be logically ordered to meet the ongoing requirements of administration, planning and evaluation, project coordination, and technical management. The attempt has thus been made to provide organic complementarity among individual units of the High Commission. This necessitates the consolidation of task management in some instances through the joining of certain divisions and the separation of responsibilities from certain others.

5.1.2. The need to improve efficiency and coordination

The recommendations have required that a certain number of existing units be eliminated entirely, particularly where redundancies, inconsequentially low productivity, and poorly-defined responsibilities have been identified. Recommended structures and responsibilities seek to assure the clear definition of roles, unified fields of command, and easily identifiable channels for technical collaboration.



ORGANIGRAMME PROPOSE

— : Relations Hiérarchiques
ET
— : Relations Fonctionnelles

nb

5.1.3. The need to adhere to existing organizational mandates and to emphasize member-state participation

While the OMVS High Commission has been assigned an ambitious mandate, efforts must be made to adhere closely to that mandate. As the primary vehicle for member-state cooperation in sub-regional development, the OMVS High Commission must assign a high priority to programming maximum member-state participation in its activities.

Sufficient emphasis must be placed upon the mobilization and coordination of member state technical resources, institutions, and cadres as a means of both optimizing the use of scarce resources and moving toward the goal of development harmonization.

5.2.0. High Commission

The powers of the High Commissioner, as defined under Articles 12-18, Title VI of the Convention establishing OMVS, will remain for the most part unmodified. However as a means of diminishing the burden of administrative tasks that are incumbent on this position, it is recommended that responsibility for administrative coordination be made the statutory responsibility of the Secretary General. This will have the effect of reinforcing the powers of the High Commissioner as they pertain to his pivotal role in the mobilization of member-state and external support for OMVS programs and policies, maintaining active liaison with member-state institutions and political organs, promoting the best interests of the organization at sufficiently senior levels of those institutions. He will play a more active role in the ever-more complex tasks that shall result from the management of common works and the role of OMVS operating units in technical determinations regarding the disposition of river resources.

An Attaché to the High Commissioner will be charged with the responsibility for:

- formulating an ongoing program of public affairs management which will assure that optimal use is made of member-state and external media to promote the interests of the OMVS;
- assuring sufficient and accurate distribution of news regarding OMVS programs, accomplishments, and long-term goals;
- providing assistance in matters of protocol in regard to OMVS conferences and meetings, official visits and missions.

5.2.1. Secretary General

As the statutory deputy to the High Commissioner, the Secretary General will be responsible for:

- oversight and management of the internal administrative functioning of the High Commission headquarters;
- reporting to the High Commission on any internal developments requiring consultation with, or action by, the OMVS Council of Ministers or the heads of member-state agencies;
- collecting data for periodic reviews of service activities included in the organization's annual report;
- supervising the preparation of the organization's budgets, assuring the timely allocation of resources, and adherence to budgetary guidelines by the heads of operating units of the High Commission;
- presiding over internal committees for recruitment, promotion, and staff evaluation;

- presiding over internal boards responsible for contracts financed by the OMVS operations budget;
- presiding over boards or administrative organs responsible for the disposal of OMVS material and equipment;
- supervising the preparation and organization of sessions of all OMVS advisory committees.

5.2.2. Legal Counsel

The OMVS Legal Counsel will be responsible for:

- examination and preparation of all legislative and regulatory texts concerning the functioning of the OMVS;
- examination of cooperation agreements and conventions in conjunction with relevant operational units of the High Commission;
- review and management of all legal matters pertaining to the High Commission, its advisory committees, internal administration, and collaborative efforts with member-state agencies.

He will be assisted by a legal officer, who will report directly to him.

5.3.0. Evaluation and Planning Unit

The Evaluation and Planning Unit will provide the OMVS with a permanent internal capability for the implementation of formal planning and evaluation activities in support of organizational and member-state programs in the Senegal River Basin. It will act as a sub-regional center for the coordination and harmonization of member-state policies for the development of the basin and will assure institutional liaison with counterpart planning and evaluation institutions in member-states.

Its responsibilities will include:

- the establishment of formal planning and evaluation methodologies in concert with member-state institutions;
- technical and administrative support for planning and evaluation by member-states in the Senegal River Basin;
- the gathering, synthesis, and updating of baseline data for use in planning, evaluation, impact assessment, and analysis of compatibility of member-state development planning, and in regard to OMVS development initiatives;
- the implementation of master plans in the areas of health, environment, agricultural development, and community development;
- collaboration with other units of the High Commission for the establishment of ongoing technical dialogue in regard to sectoral development activities.

what will be provided

5.4.0. Documentation Center

The Documentation Center is responsible for:

- maintenance of the OMVS collection of technical, administrative, historical and other documents;
 - organizing, registering, and indexing all documents in the OMVS collections;
 - serving as a point of orientation regarding the OMVS collections for all OMVS staff, technical assistants, and visitors to the collections;
- distribution of documentary information to relevant OMVS operating units, projects, and collaborating researchers.

Under the direction of the head of the Documentation Center will be a Technical Unit, responsible for;

- provision of technical services for the physical maintenance, reproduction, and distribution of documentary materials managed by the Documentation Center;
- material preparation of dossiers for the Organization's conferences and meetings;
- maintenance of supplies and equipment related to the activities of the Documentation Center.

5.5.0. Directorate of Administration and Finance

-- The Directorate will provide a unified field of command in the provision of fiscal and administrative services to the OMVS.

It will include two technical services and three administrative divisions, under the supervision of a Director with competence in the area of fiscal administration and management.

5.5.1. Investment Division

The Investment Service will be responsible for coordinating all financing operations in support of OMVS programs. Its responsibilities will include:

- planning for and participation in negotiations regarding financing agreements with external donors, lenders, technical assistance agencies, and member-state services;
- management of funds or accounts, including calls for funds and payment of annual installments on borrowings;
- facilitating settlement of payments due for services contractors, suppliers, consulting engineers, etc...

- coordinating the collection of member-state fees in redemption of common charges resulting from common works investments;
- identification of, and research pertaining to, all prospective donors, lenders, and sources of fiscal support to the OMVS program of development and coordination;
- timely notification of member-states in regard to all fiscal obligations related to their participation in the OMVS common works and development programs.

5.5.2. Accounting Division

This division will unite all OMVS accounting functions. Its responsibilities will include:

- preparation of the OMVS investment and operating budgets;
- implementation of all accounting procedures related to financing agreements, or eventual management agencies or concessionary companies involved in the management of OMVS common works projects;
- collection of member-state contributions and miscellaneous receipts;
- settlement of expenditures;
- administration of salary payments on a timely basis;
- bookkeeping;
- keeping bank accounts and cash;
- formulation and timely maintenance of all fiscal records, balance sheets, and statutory reports on fiscal operations.

5.5.3. Division of Personnel and Training

This division will be responsible for all tasks related to the administration and internal training of OMVS personnel. Its responsibilities will include:

- coordination and administration of recruitment, promotions, and dismissals of OMVS professional and support staff;
- monitoring staff status;
- drawing up salary statements in collaboration with the Accounting Division;
- administration of leave, vacations, dismissals, retirements of OMVS staff;
- administration of medical and social issues regarding staff;
- administrative organization and supervision of staff assignments, and transfers;
- identification of internal and external programs for the training and enhancement of OMVS staff;
- promoting, selecting, and coordinating OMVS staff participation training on a regular basis;
- formulating of an ongoing plan for OMVS staff training.

5.5.4. Division of Matériel and General Affairs

This division will be responsible for:

- procurement of supplies and light equipment;
- administration of the OMVS motor pool, (including daily assignment of vehicles and drivers and assuring the implementation of repairs and the purchase of spare parts and fuel);
- administration and coordination of all protocols and exemptions related to OMVS procurement and settlements with suppliers;
- maintenance of the OMVS physical plant, including repair of premises, furnishings, materials and equipment;
- disposal of OMVS equipment and materials;
- coordinating the operations of all OMVS telephone and telex equipment;
- logistical assistance to OMVS conferences, meetings, and missions.

5.5.5. Computer Service

This technical service will be responsible for:

- formulation (within a period to be designated) of a technical plan for the computerization of OMVS fiscal, administrative, and documentation operations;
- unifying all internal and external (operations and investment) accounting functions and coordinating their implementation through existing computer hardware;

- training of OMVS personnel in the optimum use of available computer equipment and hardware;
- providing technical assistance in the computerization of OMVS inventories, personnel records, and data bases;
- advising the Director of Administration and Finance on the cost-effective selection and purchase of all computer hardware and software;
- coordinating technical use of computer operations with technical assistance agencies and member-state services to assure compatibility in collaborative efforts.

5.6.0. Directorate of Regional Infrastructure

This Directorate will continue to maintain responsibility for planning, technical and administrative support, and coordination of the OMVS program for the construction of common works. It will be composed of a single division and two projects.

5.6.1. Navigation and Ports Project

This project will be responsible for overseeing the coordination and implementation of efforts to develop the Senegal River for use as an improved navigable waterway. Its activities will evolve as technical studies proceed toward any eventual realization of existing plans for the development of a navigable waterway and a series of ports-of-call.

Its responsibilities include:

- coordination of studies to improve the navigation channel between Saint Louis and Kayes; studies to measure current and projected river traffic;

- elaboration of plans for primary and secondary infrastructure related to river improvement, navigational aids, and ports-of-call;
- investigations of administrative and operational organization, infrastructure capacity, equipment requirements, staff requirements and operation and maintenance costs;
- technical coordination of eventual dredging, free flow correction, construction, or other engineering interventions.

5.6.2. Manantali Project

The Manantali Project will maintain its current organizational structure until the completion of all ongoing construction. Its responsibilities and activities will remain as they are described in the organigramme currently in force.

Upon completion of construction activities, however, the Manantali Project division of this directorate will be dissolved, and responsibilities for technical and administrative coordination will be transferred to the newly created division of Coordination and Management within this directorate.

5.6.3. Division of Coordination and Management of Regional Infrastructure

This division will be responsible for;

- serving as the Secretariat of the Permanent Commission on Water;
- technical coordination of common works management, including the operation and maintenance of the Diama and Manantali dams, and other physical structures and operations which are part of the regional infrastructure;
- technical and management liaison with any external agents, contractors, concessionary agents, member-state services or independent authorities which are engaged by the OMVS to manage the OMVS common works;

- implementation of technical support mechanisms necessary for the management of common works, including a Groundwater Monitoring Unit and for hydrological forecasting;
- gathering all base-line data produced at common works management and at the Groundwater Monitoring Unit, and synthesizing that data for regular, periodic reports to the High Commission, its advisory organs, and member-state agencies.

5.7.0. Directorate for the Coordination Development

This directorate will play a primary role in the coordination of integrated development in the Senegal River basin. It will provide programming support to member-state agencies and will act as an institutional liaison for technical research, field interventions, and the application of member-state development policies.

The directorate will be composed of three services, divided along sectoral lines, with key responsibilities assigned to project coordinators within each of its services.

5.7.1. Rural Development Service

The Rural Development Service will be responsible for assuring institutional liaison and programming support in matters pertaining to integrated development in the rural milieu. It will absorb the former OMVS divisions of Agricultural Development and Integrated Research (Directorate of Development and Coordination) as well as the Human Promotion division (Directorate of Training and Human Promotion). Its responsibilities will include:

- serving as the secretariat of the Inter-State Committee for Agricultural Research and Development (CIERDA);

- collecting, synthesizing, and assuring the distribution of information pertaining to research programs in agriculture (including agronomy, livestock science, pisciculture, and forestry);
- follow-up and technical support for study and execution of agricultural development projects undertaken by member-states in the Senegal River Basin;
- coordinating member-state programs for the development of agricultural perimeters as well as interventions related to flood-recession agriculture;
- coordinating member-state programs in agricultural extension, rural animation, and training for rural populations;
- providing technical support to combined member-state actions in the areas of rural training and human needs assessment.

5.7.2. Energy, Mines, and Industrial Development Service

This Service will be responsible for coordinating member-state planning and development projects in the development of the Senegal river basin's energy, mineral and industrial resources. Its responsibilities will include:

- coordination of studies for the optimum development of energy, mineral, and industrial resources;
- serving as the secretariat of the Inter-State Committee for Industrial Development (CIEDI);
- assuring the collection, synthesis, and distribution of information pertaining to the development of energy, mineral, and industrial resources in the Senegal River basin.

5.7.3. Project Coordination Service

The ambitious mandate of the OMVS necessitates a wide-range of preliminary and periodic studies and development activities in support of overall organizational programming. Many of these will, by definition, be of fixed-duration, and will supplement on-going core programs of the organization's other divisions. This service will provide an institutional capability for coordinating such projects and studies.

It will be responsible for:

- providing administrative and technical support for external consultants provided by member-states, bilateral and multilateral institutions for the performance of studies not under the supervision of other OMVS divisions;
- providing institutional liaison for studies and projects pertaining to commerce, regional transportation and communications, environmental science, and other disciplines.

CHAPTER VI - FINANCIAL AND ADMINISTRATIVE IMPLICATIONS OF
INSTITUTIONAL REORGANIZATION

6.1. Introduction

Recommendations which are made in this report may be placed into two general categories:

- Institutional Reorganization: This includes reductions and reassignments of OMVS staff; several changes in programming orientation; consolidation of the OMVS headquarters^{1/}.

- Improved management practice: This includes adherence to statutory administrative and fiscal procedures; timely payment of member-state contributions to the operating budget; competitive recruitment of cadres; improved management controls; appropriate training of staff; payment of encumbrances and consolidation of funds.

While all recommendations are intended to improve efficiency of OMVS operations and to result in cost savings, it is more difficult to estimate eventual cost savings from improved performance than from institutional reorganization.

Hence, the following discussion will be limited to only those recommendations whose financial impact may be directly assessed.

^{1/} Relocation of the OMVS headquarters is the subject of an ongoing cost/benefit study at the High Commission.

6.2. Programming

The recommendation that the OMVS no longer continue to fund research activities at the CIERDA research centers would have major financial implications.

As previous chapters have discussed, the combined personnel, material, and equipment budget for CIERDA research operations (116,042,000 francs CFA in 1985) constitutes 16 % of the global OMVS operating budget. However operating deficits permitted the High Commission to disburse little more than a third of this amount, with much of the remainder constituting arrears in salaries and payments to suppliers.

Implementation of this recommendation would result in a reduction of professional staff by 2, and a reduction of support staff totaling 81. (The latter figure is not generally included within personnel summaries issued by the High Commission; support staff at the OMVS (CIERDA) research centers are, for the most part, locally hired workers).

6.3. Staff Reductions Resulting from Reorganization

Financial implications of staff reductions related to the reorganization of the High Commission are as follows:

	<u>Personnel</u>			<u>Budget</u>
	<u>Current</u>	<u>Proposed</u>	<u>Reduction</u>	<u>Savings</u>
Professional Staff	55	49	6	36,000,000 CFA
Support Staff	<u>110</u>	<u>78</u>	<u>32</u>	38,400,000 CFA
Total	165	127	38	74,400,000 CFA

The figures used in our calculations are derived from the OMVS document entitled "L'Etat d'exécution du budget définitif de l'exercice 1985". In determining the impact of our recommendations we have based calculations on an average of figures provided for professional staff in that document:

Base salary	300,000 CFA
"Indemnité de fonction"	40,000 CFA
Housing allowance	90,000 CFA
Transportation allowance	45,000 CFA
Travel/mileage allowance	<u>25,000 CFA</u>
Monthly average	500,000 CFA

Average monthly salaries for support staff are based upon an average figure of 100,000 francs CFA.

6.4. Contingency Fund

In formulating our recommendations we have considered the desirability of creating an OMVS contingency fund of 2,000,000 francs CFA for the payment of temporary, short-term assistance as may be needed during periods of unusually high activity: secretarial and translation assistance during annual meetings of consultative organs, during the convocation of the Conference of Heads of State and Government and the Council of Ministers.

6.5. Recapitulation of Cost Savings

Total cost savings which would result from implementation of our recommendations are summarized below:

<u>Item</u>	<u>Budgetary-Savings</u>
CIERDA Research Centers	
- Personnel	79,310,650 francs CFA
- Equipment	32,431,350 francs CFA
- Supplies	4,300,000 francs CFA
Personnel Reductions	
- Professional Staff	36,000,000 francs CFA
- Support Staff	<u>38,400,000 francs CFA</u>
Total	190,442,000 francs CFA

This figure would represent a 25% overall reduction of the 1985 OMVS operating budget.

6.6. Implementation Costs

Implementation of recommendations for a reorganization of the OMVS High Commission will entail certain costs during the year that they occur. These costs are exclusively related to the severance of the staff and statutory provisions related to personnel administration.

These costs, which are summarized below, are based upon the following formula:

- average salary of professional staff 300,000 CFA
- average salary of support staff 100,000 CFA
- one month severance pay for support staff
- average professional staff seniority is calculated at six years, and assumes that the staff member is married, and the parent of three children
- it is hypothesized that 2/3 of severed personnel will return to their country of origin
- it is hypothesized that air transportation will be utilized for staff repatriation, and Mali is utilized as the basis of calculations
- outstanding vacation pay is assumed to be 1/3 of salary.

Professional Staff

Severance indemnity	:	300,000 x 6	=	1,800,000 francs CFA
Vacation pay	:	100,000 x 6	=	600,000 francs CFA
Transportation/Repatriation	:	140,000 x 4	=	560,000 francs CFA
Baggage Transport	:	140,000 x 4	=	560,000 francs CFA
Hotel/Lodging				
Allowance-Family	:	65,000 x 4	=	260,000 francs CFA
Sub-total			=	3,780,000 francs CFA

Support Staff

Severance indemnity	:	100,000 x 32	=	3,200,000 francs CFA
Unpaid vacation/ leave allowance	:	1/3 x 100,000 x 32	=	<u>1,056,000 francs CFA</u>
Sub-total			=	4,256,000 francs CFA
Total Implementation Cost			=	8,036,000 francs CFA

EFFECTIF ACTUEL DE L'OMVS/
CURRENT OMVS PERSONNEL DISTRIBUTION

TITRE/TITLE	HC	CONT. FIN	SAC	C. DOC. St-Louis	DIR Siège	DIAMA	MANANT.	DI	DDC	DFPH	TOTAL
<u>Personnel Cadre/</u>											
<u>Professional Staff</u>											
Cont. Financier		1									1
Haut Commissaire	1										1
Secrétaire Général	1										1
Directeur					1			1	1	1	4
Chef de Service			1	1		1	1	1			5
Chef de Division			5	2	5	2	3	2	5	2	26
Conseiller Juridique	1										1
Conseil. Economique	1										1
Mécano			1								1
Traducteur			1								1
Experts					5	3	4	2		2	16
Total	4	1	8	3	11	6	8	6	6	5	58
<u>Personnel d'Execution/</u>											
<u>Support Staff</u>											
Secrétaire	3	1	3	1	4	1	1	2	4	2	22
Comptable		2	2	2	1		1	1	1		10
Aide Comptable		1	1								2
Chauffeur	4	1	4	1	4	2	2	1	2	1	22
Plantons	5		3	1	2	1	1	1	1	1	16
Boys	1										1
Commis				1					1		2
Cuisinier	1										1
Jardinier	1										1
Gardien	1		4	1					1		7
Standardiste			4								4
Observateur Météo					1		1				2
Bibliothécaire			1								1
Relieur				1							1
Manoeuvre				1		1	1				3
Laborantin				1							1
Employé de Bureau			5				2				7
Veilleur de Nuit				1							1
Reprographe	1										1
Mécano			2			2		1			5
Total	15	5	29	11	12	7	9	6	10	4	110
TOTAL	21	6	37	14	23	13	17	12	16	9	168

PROPOSED REORGANIZATION

TITLE	HC	CONT FIN.	DAF	CTR DOC	DIR	DCD	EPC	SUB TOTAL	ECART
<u>Support Staff</u>									
Secretary	1	1	4	1	4	2	1	14	8
Accountant		2	2	2	2			8	2
Accounting Assistant		1	1					2	-
Driver	2	1	3	1	4	2	1	14	8
Orderly/Messenger	2		3	1	3	2	1	12	4
Clerk	1			1				2	-
Guard			3	1				4	3
Switchboard Operator			2					2	2
Meteorological Obs.					2			2	-
Librarian			1	1				2	(+1)
Binder				1				1	-
Laborer					1			1	2
Photo Lab Technician				1				1	-
Office Clerk			5		2			7	-
Copyist				1				1	-
Mechanic/Perf./Topog			2		2	1		5	-
									28
Houseboy									1
Cook									1
Gardian									1
Domestic Guard									1
TOTAL	6	5	26	11	20	7	3	78	32
<u>Professional Staff</u>									
Comptroller		1						1	-
High Commissioner	1							1	-
Secretary General	1							1	-
Director			1		1	1		3	1
Chief of Service				1			1	2	3
Division Chief			5	1	3		3	12	14
Legal Counsel	1							1	-
Technical Experts			1		10		2	13	3
Legal Officer	1							1	(+1)
Project Coordinator			3		4	5		12	(+12)
Translator			2					2	+1
Public Relations	1							1	+1
Attache									
TOTAL	4	1	12	2	18	6	6	49	6

Annex A

SCOPE OF WORK

1. Objectives and Development Strategy of the Senegal River Basin Development Organization

It is essential to recall the objectives of the Senegal River Basin Development Organization as well as the role of the Organization insofar as these are the basis for the creation of the High Commission.

1.1. The Organization was created on March 11, 1972.

By creating OMVS, the states of Mali, Mauritania and Senegal have delegated to the organization the responsibility for promoting and coordinating the studies and infrastructure for the development of the Senegal River Basin resources within the national territories of the three Member States.

1.1.1. The Organization is entrusted with the following:

- Contribute through other national and regional projects, to food self-sufficiency by improving and assuring agricultural production;
- To improve the flow of goods and services to and from Mali and the Eastern sections of the basin, by assuring the permanent navigability on the Senegal River;
- To contribute to the Member-States energy self sufficiency, through hydro-electricity production.

1.1.2. These objectives fit within the framework of an overall policy aiming at the integrated development of Senegal River Basin.

1.2. To achieve these objectives, the OMVS has designed and developed an overall development program strategy of the Senegal River Basin which involves:

- the construction of the water regulating hydro-electric dam at Manantali,
- the construction of the salt water intrusion dam at Diama,
- the development of a navigation infrastructure between St. Louis and Kayes.

1.3. This program, which is being implemented as part of an integrated development program aims at improving the economy of the region by developing the substantial resources of the basin.

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2. Institutional and legal framework

2.1. The institutional and legal framework of OMVS is defined by the following conventions:

- Convention of March 11, 1972 on the Status of the Senegal River;
- Convention of March 11, 1972 creating OMVS;
- Convention of December 21, 1978 on the legal status of the "common works".
- Convention of May 8, 1982 on the conditions of financing of the regional program.

2.2. At the institutional level, the basic text is constituted by the Convention of March 11, 1972 on the creation of OMVS.

As a result of this, the permanent bodies of the Senegal River Development Organization are :

2.2.1. The Conference of Heads of States and Governments

The Conference of Heads of States and Governments is the supreme authority which defines the cooperation and development policy of the Organization.

2.2.2. The Council of Ministers is the conceptual and supervisory body of the organization. It elaborates the general policy for the development of the Senegal River and its resources, and for the cooperation between the States with respect to the Senegal River.

2.2.3. The High Commission is the executive body of the Organization. It applies the decisions of the Council of Ministers to whom it reports on the execution of these decisions and on any initiative it is to take in accordance with the directives given by the Council of Ministers.

2.2.4. The Permanent Water Commission

The Permanent Water Commission is entrusted with defining the principles and conditions of allocating the Senegal river waters between the states and between the different water use sectors.

2.2.5. In addition to the Convention provisions on the creation of OMVS, the functioning of the different authorities within the Organization is governed by:

- the internal rules of the Conference of Heads of States of April 13, 1973;
- the internal rules of the Council of Ministers passed by Resolution No. 51/CM/ML/B of May 4, 1976;

- the internal rules of the High Commission passed by Resolution No. 64/CM/ML/N of December 22, 1976;
- the internal rules of the Permanent Water Commission adopted by Resolution No. 89/CM/MN/N of January 1978;

2.3. Furthermore, the following texts are instrumental in the functioning of the organization.

- Resolution No. 59/CM/S/D on the creation of the Inter-State Committee for Agricultural Research and Development;
- Resolution No. 112/CM/S/D adopting the status of the above mentioned committee;
- Resolution No. 162/CM/MN/N on special funds for Agronomic Research;
- Resolution No. 91/CM/MN/N on the status of the OMVS Consultative Committee;
- Resolution No. 53/CM/KL/B on the financial settlement of the OMVS;
- Resolution No. 54/CM/ML/B adopting the statute or Special Funds for Assignment;
- Resolution No. 78/CM/S/f adopting the financial nomenclature for OMVS;
- Resolution No. 163/CM/MN/N adopting the statute of the Interstate Committee for Industrial Development;
- Resolution No. 56/CM/ML/B adopting the Contracting Legislation of OMVS;
- Resolution No. 177/CM/MN/N creating the Regional Planning, coordination and Monitoring Committee for Development Activities.

3. Organizational structure of the High Commission

3.1. The present organizational structures of the High Commission have been defined by Resolution No. 149/CM/ML/B of May 8, 1982 on the reorganization of the High Commission.

By this resolution, the Council of Ministers has adopted the hereattached organizational chart.

The organization basically differs from the previous by the decentralization process necessitated by the works at the Diama and Manantali dams construction sites.

3.2. This limited reorganization, in order to take into account a new era in the OMVS activities, demonstrates the desire of the OMVS authorities to adapt the structures of the organization, to take into consideration the different phases of its program, and the financial situation of the Member-States.

3.3. Considering the work programs of the basic elements of the institution, the organization must adapt its structures and its operation to new priorities as the Diama and Manantali dams become operational.

During this next phase, the specific emphasis will be put on the implementation of the regional infrastructure, the management and exploitation of these structures and the harmonization and coordination of development actions necessary for the returns on investments.

These development sectors must be the subject of rigorous planning at the national as well as at the regional level.

3.4. As a result of the particularly difficult economic situation that the three Member-States are confronted with, austerity measures have been taken especially in budgetary matters. Since the operating budget of the Organization is provided by Member-States contributions, it is necessary that OMVS adapt its structures and functioning to this situation.

3.5. As a result of this, the Council of Ministers has requested that a study of the structures and functioning of the High Commission be made as soon as possible in order to reorganize it for efficiency and austerity reasons.

Furthermore, the Council has decided that this study be made by an independent firm.

Objective and Conditions of the Study

1. The main objective of the study is

1.1. To propose a reorganization of the High Commission to provide for a more rational utilization and an increased efficiency of the personnel, by taking into consideration the evolution of the tasks that OMVS will have to accomplish as its program develops.

The suggestions to be made in this context should take into account the needs of:

- the management of the structures, and
- the coordination and harmonization of development projects necessary for the productivity of investments returns,

1.2. To find all means of reducing personnel in order to reduce operating expenses and Member States contributions.

1.3. The proposed reorganization should be based on the following criteria;

- adequacy between the structures and the objectives of the Organizations,
- adequacy between the structures and the Organization,
- capacity of the structures to adapt themselves, progressively and at a lower cost, to the development of the organization program,
- operating expenses reduced to a minimum,
- minimum staff,
- elimination of actual or potential duplication of effort, risks of conflicts at different competency levels or similar attributions between different structures,

2. In this context, the study will:

2.1. Study the functions and duties assigned to the existing structures and evaluate their internal consistency and their appropriateness to the objectives of the Organization.

2.2. Examine the means available and their utilization and to assess the methods and procedures established for their functioning.

2.3. Make a diagnosis on the Organization and the operation of the services within the High Commission.

2.4. Find improvements which may mitigate the inadequacies, related to the structures themselves and their way of functioning as well.

2.5. Suggest modifications and adjustments that may adapt the High Commission structures to the needs in connection with the implementation of the OMVS program, after completion of works at Diama and Manantali dams.

2.6. Present precise and concrete recommendations in order to attain the objectives assigned to the study.

Proposals and recommendations should be detailed, particularly concerning the conditions for implementation, in order to proceed rapidly.

Every proposal should mention the amendments to or modifications of the required legal texts of the Organization.

3. The Contractor will submit 20 copies of the final report: 10 in English, 10 in French.

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Annex B

LISTE DES PERSONNES CONSULTEES
LIST OF PERSONS CONSULTED

USAID:

Sarah Jane Littlefield, USAID, Director
Jon Anderson, Acting River Basin Development Officer
James Ito, Controller
Matt Horween, Budget and Accounting Officer
Jean LeBloas, Engineer Planner, RBDO
Carole Tyson, Deputy Director
H. Clay Black, Economic and Commercial Section, US Embassy/USAID.

OMVS Conseil des Ministres

M. Hamdy Diop, Ministre de l'Equipeement et des Transports (Mauritanie)
M. Djibril Diallo, Ministre du Développement Industriel (Mali)
M. Samba Yéla Diop, Ministre de l'Hydraulique (Sénégal), Président du
Conseil des Ministres.

OMVS Siège Dakar

Mokhtar Ould Haiba, Haut Commissaire
Founéké Keïta, Secrétaire Général
Sidi M. Ould Boubacar, Conseiller Juridique
Albakaye Kounta, Conseiller Economique et Financier
Amach Samb, Controleur Financier
Niang, Controleur Financier
Babaly Dème, Directeur des Infrastructures Régionales
Oumar Ba, Directeur des Investissements
Cheikh Bati Benani, Directeur du Développement et de la Coordination
Mamadou Abdoul Wane, Directeur de la Formation et de la Promotion Humaine
Alioune Senghor, Chef de la Division du Personnel SAC
Hans Wabnitz, Adjoint Conseiller Juridique
Assane Diop, Chef de la Cellule de la Planification
Bonaté Touré, Chef de la Division Comptabilité (SAC)
Bakary Ouattara, Chef de la Division des Etudes de Base
Amadou Saba Sy, Chef de la Division du Matériel (SAC)
Birama Diop, Comptable/CF
Yacinte Joseph Tessy, Aide Comptable/CF
Christian Hagan, Assistant Technique (GTZ)
Oidi Mohamed Ould Didi, Chef de la Division des Investissements
Bernard Faye, Comptable SAC

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Ousmane Diallo, Commissaire aux Comptes
Traoré Zantigui, Chef de la Division de l'Information et de la Traduction
Amadou Sega Sy, Chef de la Division du Matériel et des Affaires Générales
(SAC)

Mamadou Konate, Chef de la Division du Développement Industriel
Dendou Tajidine, Chef de la Division de la Recherche Intégrée (DDC)
Mamadou Abdoul Ba, Chef de la Division, Planification et Formation (DFPH)
Ousmane Saïd Cissé, Gestion Prévisionnelle et Formation Professionnelle
(DFPH)

Abdaiaye Kebi, Agent Administratif
Ndeye F. Camara, Secrétaire, Division du Personnel
Djibril S. Sall, Chef du Centre de Documentation
Bakary NDiaye, Comptable, Centre de Documentation
Cheikh T. Dia, Chef de la Division de Documentation
Alassane Touré, Chef de la Division des Archives
Mamadou Diop Gaye, Directeur du Projet de Diama
Ahmed Ould Hamoud, Directeur Adjoint Projet de Diama
Lamine Diop, Chef de Laboratoire, Ingénieur Civil
Amadou Sow, Ingénieur Electronicien
Saliou Diaw, Ingénieur Electro-mécanicien
Sala Dior Dieng, Chef du Centre de Guédé
Garan Konaté, Directeur du Projet de Manantali
Ababacar Dieng, Chef Service Administratif et Comptable Manantali
Daouda Tangara, Comptable/Manantali
Abdou Salam Thiam, Agent Administratif
Diawara Mamadou, Directeur du Centre de Kaédi
Ba Mamadou Yera Ben, Chef de la Division Rizicole
Sidy Hahmet El Bou, Comptable du Centre de Kaédi
Oumar Wane, Chef du Service Administratif du Centre de Kaédi
Mamadou Abdoul Ba, Chef.

ISRA

Madické Niang, Directeur Général.

GIBB 'EDF/EUROCONSULT/SOGREAH

Jean-Pierre Noualy, Electricité de France
François Bordes, SAPAE (Société Anonyme de Gestion et de Contrôle de
Participation
Harold Tomson, GIBB
Jean-Pierre Hamon, SOGREAH (Barrage de Diama).

Club du Sahel (Paris)

Glen Slocum, USAID
Yves Garneau, CIDA.

PNUD (New York)

David McAdams, UNDP-Director Southern Africa
Joceline Bazile Finley, Regional Project Officer.

IBRD (Washington)

Pierre Landell-Mills, Division Chief W. Africa
Blanchi, WAPAC
Jan Pruntel, WAPAC
Salem Ouahes, W. Africa Projects
Sunil Mathrani, W. Africa Projects.

Groupement de Manantali

Christian Netzeband, Chef d'Aménagement.

Commission des Communautés Européennes

Thierry Waffelaert, Conseiller.

Kreditanstalt Fur Wiederaufbau

Dr. Regine Frechen
Dipl. Ing. Manfred Prigge.

World Bank (Dakar)

F. Kaps.

FAC (France)

Claude Rouanet, Conseiller de Mission, Dakar.

Annexe C

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