PD-AAR 945
ISN 2
41702

-1-

6850260

Trip Report of Ross Bigelow
October 14 to November 3, 1982

Participation of FVA/PVC in Design of the Project for PVO Community and Private Enterprise Development in Senegal

Under new President Abdou Djiof, Senegal has introduced a Reform Plan to redirect the economy away from past dependence on centralized government control and parastatal organizations. The private sector is now expected to play an increasingly important role.

In line with the Reform Plan, USAID/Dakar has formulated a strategy to help Senegal achieve food self-sufficiency by 2000 A.D., and achieve this goal in part through development of Senegal's private enterprises and non-governmental organizations.

This is not a small challenge. A majority of Senegal's six million people are poor and without the skills or means to change their condition. According to the FY 83 CDSS, average per capita income in the agricultural rural subsistence sector is $150 per annum. Only 15 percent of adult Senegalese are literate: an even more precious few possess marketable skills. Furthermore, years of inattention or dependence on government programs may have deadened the people's spirit of self-help.

Supplementing the Mission's longer-term strategies to help redirect policy and aid in developing the Senegal and Gambia River Basins, they have launched this project to encourage private enterprises and enhance the role played by nonprofit organizations. FVA/PVC was invited by Mission Director David Shear to participte in the design of this project. I joined the team formed to prepare the project identification document (PID), October 14 - November 3, 1982.

The purpose of the project is to strengthen local organizations in Senegal and ultimately to improve the quality of life of rural people. This will be done by enabling local groups to better manage their own development, improve skills and literacy through training, increase food productivity, regenerate forest and other natural resources, and meet health and water needs. Senegalese and international PVOs will play a principal implementing role in the project. The local organiztions to be assisted consist of farmers groups, village associations of women or young men, rural councils, cooperatives and immigrant organizations headquartered in Dakar.

The project is targeted on one province, Sine Saloum, at the outset. (See attached map.) This is the heart of Senegal's peanut basin. Peanut farmers are strongly regulated by the Government and will not be a direct focus of project assistance. The project is designed to last at least five years and may channel up to $12,000,000 into activities. The collaboration of the Peace Corps, American PVOs, Senegal's National School of Applied Economy (ENEA), and various other donors active in Senegal will be encouraged also.

Before leaving for Senegal, I collected the following materials for use by the PID team and USAID/Dakar Mission:

1. The new PVO Policy Paper on A.I.D.

2. Copies of recent small enterprise development evaluations mounted by PVC in Brazil, Upper Volta, Honduras and Lesotho, plus a draft/summary of this work by Robert Hunt.

3. Evaluation reports, matching grant documents or other information from FVA/PVC on PFP, TNS, AITEC, IIDI, TAICH, PISCES, PACT and ATI.

4. Information on and examples of co-financing projects used by the Asia Bureau.

6. Copies of the draft PASA by Karen Poe (PPC/PDPR) providing small grants for Peace Corps Volunteer projects in 41 countries, including Senegal. This Peace Corps PASA will be managed by ST/MD.

7. Information on PPC/E's evaluation of 65 A.I.D. projects utilizing local organizations.

8. Documentation on related A.I.D. projects using PVOs in Upper Volta (684-0250) and Ghana (FAAD).

9. ST/MD's cooperative agreement and much documentation on the regional planning approach to national development.

10. AFR/PRE's materials, provided by Frances Johnson, on private enterprise development policy, guidance and other useful documentation.

11. Judith Tendler's report on PVOs and questions for future evaluation.

FVA/PVC is prepared to continue to feed information to USAID/Dakar on these and related PVO subjects during the course of the PID/PP development process.

Once in Senegal, I joined a team consisting of Charles Patterson, PAI team leader of PAI; Mai Rihani, NTCF; George Butler, PFP; Bill Anderson and Joy Lucke of the USAID/Dakar Mission; Anna Bathily, the USAID/Dakar PVO and WID Officer; Marie-Helene Collion, USAID consulting economist; and Senegalese translator-informants Alpha Diallo and Boubakar Ba. This proved to be a strong and well balanced team which Bill Anderson had given considerable, thoughtful effort in forming. This larger team was divided into three sub-teams to survey (a) village levels organizations, (b) local enterprise development opportunities, and (c) local nongovernmental organizations (NGOs). Mai Rihani headed the first, George Butler the second, and Marie-Helene Collion the third.

I participated in the two weeks of field work in Sine Saloum Province as a part of the village level organization sub-team. This sub-team visited about 22 sites around the region. I also wrote sections of the draft PID on (a) relevant experience with similar A.I.D. projects (outside Senegal); (b) proposed implementing agencies; (c) A.I.D. support requirements and capability; and (d) A.I.D. policy issues. Copies of my draft are attached. Other sections of the PID are being drafted by members of the team, under the direction of Charles Patterson, prior to their departure from Senegal in mid-November. The PID will be presented to USAID/Dakar in late November.

Next Steps

The PID team is expected to complete the design by late November. The contracted services of Charles Patterson, Mai Rihani and George Butler come to an end then also. The USAID expects the PID to be sent to AID/W by December 15. It is hoped, based on recent dicussions between the Mission and Frank Correll, AA/AFR, that approval of the PID would take place before the team writing the project paper for the Agricultural Sector Grant comes to Senegal in mid-February 1983. The reason for this is that it is necessary for the Ag Sector team and the Mission to determine whether the PVO-Enterprise Project will be separate from or a component of the Ag Sector Grant. AFR would like to fund the PVO project and the Ag Sector project in FY 83. Approval of the PID lies in Washington, but approval of the PP has been delegated to the Mission; so this timetable, although tight, is possible.

Conclusions and Observations

1. Senegal's PVO Community and Enterprise Project is an important A.I.D. initiative. It links the separate but parallel interests of two governments to encourage local private development efforts while reversing generations of dependence by the Senegalese on top-down government support, which has achieved rather little it seems in Sine Saloum. The

project is "high-risk, high yield." Reversing such a pattern is a huge task which will take a long-term commitment and substantially depends on the GOS not shying from its stated goal of reform.

2. If this project succeeds, it can become a model for other poor countries to emulate. It can also demonstrate how private American citizens, through US PVOs can serve development needs in those countries.

3. These points justify the rather huge effort put forward by the Mission at PID stage to design this project. When is the last time you heard of a 10-person PID design team? Uniquely composed of Senegalese and Americans representing A.I.D. and US PVOs, the design team itself is a model on trial. Of course, other good reasons for the big PID push are the size of the project ($12 million) and the need for AID/W approval at PID stage only.

4. I encouraged Patterson and the Mission to produce a basic PID (or summary) document within the 15 pages prescribed by Handbook 3. Notwithstanding that Correll has authorized a PID of greater length in this case, a concise document will get more reading, at higher levels in A.I.D. which I believe will work to its advantage. Attachments can provide the detailed analyses for review by AID/W's technical specialists.

5. There is a tendency in an economic development agency like A.I.D. to analyze projects in strictly economic terms. I would caution those interested in this project that it should be judged by both economic and non-economic criteria, because it attempts to tap the energies of local Senegalese motivated by both profit (enterpreneurs) and nonprofit incentives (food, health, education and life improvement among village groups). We found, in our interviews of villagers, motivations of the latter type, especially among the women. PVOs and IPVOs are generally driven by similar nonprofit incentives. Mixing these with the enterprise motives as components of the same design is another unique aspect of the project.

6. A key unresolved issue in the project is the management unit. In keeping with its private orientation and the desire to reduce the staffing burden on the Mission, management will be done outside USAID. Alternatives are reviewed in an attachment which I drafted entitled "Proposed Implementing Agencies." The easy solution would be to get a US PVO in to manage the project, but Senegalese management responsibility should be assured early, in the interests of long-term sustainability and success of the project. We should recognize that A.I.D.'s need for accountability for tax payers dollars can translate quickly into suffocating control, which in turn

could defeat the very "Reform" that Senegal (and A.I.D.) wishes to occur.

7. At this stage of a project hopes run high that it can achieve success. This project now has amazingly broad interest in AID/W (FVA, PPC, PRE, ST and AFR). One hopes that our enthusiasm will not flag as the PID leaps the hurdles on the path to approval. The eventual payoff may be important for Senegal and A.I.D.

Attachments:

Four a/s, plus
Map of Senegal

ATTACHMENTS

UNITED STATES GOVERNMENT

memorandum

DATE: October 28, 1982

REPLY TO ATTN OF: Ross Edgar Bigelow, FVA/PVC and Team Member

SUBJECT: Project Identification Document (PID) Section III: Factors Affecting Project Selection and Further Development

TO: Team Leader, Charles Patterson

The following parts have been drafted for the PVO Community and Enterprise Development Project (485-0240) PID:

Section III, Parts

C. Relevant Experience with Similar Projects;

D. Proposed Implementing Agencies;

E. AID Support Requirements and Capability; and

I. AID Policy Issues.

Part C should be supplemented by USAID/Dakar with additional relevant experience from other Senegal projects.

Part I needs more detail which I will be glad to research back in Washington.

cc: William Anderson, USAID/Dakar
Other members of the PID Team

SECTION III, PART C

DRAFT

C. Relevant Experience with Similar Projects

Because of the unique nature of this project in attempting to assist development of Senegal's private sector, much of the most relevant experience comes from outside the country. Two projects are especially useful: the AID-generated Farmers Association and Agribusiness Development (FAAD) project in Ghana which began in 1977 and the Upper Volta Voluntary Sector project which was recommended for approval in November, 1981 but was not implemented due primarily to the reduction in funding of the USAID program there. These are reviewed in this part, along with AID's co-financing experience in Asia, as mechanisms used to support private sector development.

In addition, this part reviews other related Senegalese projects, including the Sine Saloum Health project, PL 480 Title II and Title III activities, YMCA and Africar as well as projects being proposed in the agricultural sector (685-) (This section to be draf by USAID/Dakar)

As in our Senegal PID, the FAAD project seeks to utilize PVOs working in Ghana as con of assistance to beneficiary groups. Over the period 1977-1982, $3.4 million has bee used to support two foreign (YMCA and Technoserve) and five indigenous PVOs to do projects in agriculture, small enterprise promotion and rural development. In effec FAAD is a vehicle for the USAID to directly approve OPG-type activities up to $500,000 each. The relationship of PVOs to beneficiaries is through village-level organizations. A midterm evaluation found that there were advantages to working thro PVOs because they are small, have international links, are locally-focussed and inte grated, can help village-level development and are flexible in responding to rural people's needs compared to government agencies. However, the evaluation also under a number of weaknesses: inadequate financial and management systems, often limited implementa capability, weak proposal writing, and problems with meeting the registration demands of

and fundi~~ng~~ raising from local sources. Clearly, the declining Ghanaian economy was a mitigating factor also. USAID/Accra has indicated that Mission management of the project was very time consuming because it was handled internally by a USAID staff committee (using the equivalent of 1.2 direct hire person years per annum). Given that only an estimated total of 40,000 direct beneficiairies were affected, this project also does not appear to be cost effective.

FAAD II was proposed to AID/W in 1981, but, because of the reduction of overall US support to Ghana, it was, in effect, cut from the budget. FAAD II, drawing on the earl work, would have given much greater attention to training PVOs in organizational management, financial control, procurement, registration, program design, implementatic impact evaluation and fund raising. The PID for FAAD II called for a USPVO to be selected to manage the project.

Compared to FAAD I, the co-financing grant used by USAID Missions in Asia (Indonesia, Sri Lanka, Bangladesh, the Philippines, etc.) would seem to be a better quick-disbursing mechanism. The "co-fi" program is a bilateral "umbrella project" that jointly funds activities with PVOs in a given country. It is now being considered for adoption in several Missions outside Asia, including Kenya and Jamaica. A similar umbrella proj is being considered by USAID/Tanzania. The $7.4 million co-fi project in the Philippi is being evaluated by an AID team to yield lessons in project implementation, PVO focus and capability, and the impact of subprojects among target populations. (Bigelo will be reviewing this evaluation with team leader Bernie Salvo upon his return to Washington and will supply USAID/Dakar with a copy of the report.)

In 1981, the agency's task Force on Simplified Procedures looked favorably on the co-financing mechanism used by Asia Missions. The new PVO Policy Paper urges Missions to consider use of the co-financing approach.

In Indonesia, which has the richest experience in this area, ~~the~~ Mission Staff have viewed "co-fi" as having two principal advantages:

a) providing "one window service" to PVOs, while eliminating the need for PVOs to establish separate relationships with each USAID office, and

b) greatly reducing Congressional Notifications, activity data sheets, allotments and paper. Other advantages may include greater programming flexibility than with OPGs once the project paper is approved as a part of the bilateral budget of the Mission and a more active, better monitored PVO program.

A review of other PVO grant devices is contained in the A.I.D. Policy Paper ~~on PVOs. This Policy Paper should be reviewed by USAID/Dakar for additional guidance.~~

¶ The PID developed by the USAID Mission in Upper Volta (strengthening Voluntary Sector Development: 686-0250) may be the most relevant to the Senegal situation. Although budget cuts have precluded development of the project paper, the Ouagadougou Mission sought to utilize PVOs to foster private sector development in much the same way as proposed in Senegal. A number of areas, including food production, were to be supported.

The purpose of the Upper Volta project was to strenghten the capacity of PVOs there to identify, develop, carry out and evaluate small development activities. A total of $ 2,700,000 over five years was budgetted. The PID recommended management of the project by a private organization outside the USAID Mission. Some 60-120 subprojects were to be funded at the village level "to permit rural Voltaic people to achieve their socio-economic potential and increase quality of life." The support groups for these subprojects were to be indigenous and USPVOs (assisted by volunteers such as those of the Peace Corps) who would sponsor village group activities, take on grant accountability requirements, and shepherd proposals to a private management unit in Ouagadougou. The management unit was to be

SPONG. The review of proposals was to be done by this unit.

¶ How the management unit was to be constituted was a major issue in the PID, and several options were suggested; AID discussions with Voltaic organizations resulted in an interesting spinoff. Irrespective of any USAID support, these Voltaic groups seemed likely in 1981 to form a Community Development Foundation to seek contributions from various public and private donor agencies. Such a foundation in time could have ~~before~~ become the management unit as well, of course, if the PVO project had come into being.

¶ The criteria which the Upper Volta PID established for selection of the project management structure were:

a) the accivity approval, implementation and reporting process must not be so burdensome and lengthy as to discourage small but valid proposals;

b) the process must not place an inordinate burden on USAID staff time which must necessarily be primarily concerned with much larger development initiatives;

c) the review, approval and inplementation of project activities must ensure conformance to ~~USAID policy~~ USAID policy objectives, financial control requirements and feasibility concerns;

d) the structure must contain the potential for long-term viability independent of USAID financial support;

e) the activity review structure must provide a channel for Peace Corps administration to bring their perspective and experience to bear on the project selection process; and

f) the process must provide a means to ensure coordination with the self-Help

In considering a PVO project managed outside AID, there is, perforce, a trade-off between encouraging local institution building and sustainability, on the one hand, and ensuring adequate AID fund accountability, on the other. We are hopeful that a balance can be struck in Senegal between these two concerns that will satisfy project developers, local groups, Senegalese and AID auditors. Few Missions will soon enjoy the luxury of a USAID/Jakarta, ~~to~~ having eight staff to monitor/manage PVO projects, given normal budget pressures. Therefore, serious attention needs to be given to ~~Mission~~ attempts, such as those in Senegal and Upper Volta, to manage PVO activity outside the Mission. Alternative ways of constituting a management unit ~~are presented in section III.D. below.~~ considered

DRAFT

SECTION III, PART D

Proposed Implementing Agencies

For this project to achieve its goal of "self generated development", strong Senegalese organizations are needed at several levels in the private sector. This part briefly reviews the agencies proposed to implement the project at the various levels.

The project will operate basically on three levels:

a) Primary--to do the actual development tasks, generate self help activities, and/or become operational;

b) Secondary--to serve, support and sponsor organizations at the primary level; and

c) Tertiary--to attract resources, select projects, and guide overall development in the area covered by the project.

Table 1 (attached) suggests the various dimensions of the work of implementing agencies at the three levels. These dimensions include:

a) Level;

b) Type;

c) Organizational examples;
d) Functions to be performed; and
e) Characteristics of organizations at each level, which suggest criteria for selecting them for support.

Both the village development and enterprise development components of the project will be involved, jointly or independently, at each level of implementation.

The items cited in each of the cells of the table are subject to deletion or amendment, of course. The matrix simply provides a tool for grappling with a wide range of pieces in a complex puzzle. Detailed discussion of the items is presented in section II.D. of this PID.

A particular concern, however, has been the question of how this project will be managed. How can AID ensure project accountability while enhancing Senegalese leadership for "self-generated development?"

The table suggests creation of a Sine Saloum Development Foundation which would attract resources, select projects and guide overall development in the region covered by the project.

The criteria which will guide formation of the "management unit" (MU) are:

a) The process of project selection, implementation, technical and financial support, reporting and evaluation, and other management must not place an undue burden on USAID staff time;

b) This process must not be so burdensome as to discourage small but valid local initiatives and proposals from receiving efficient and fair consideration;

c) The structure must have the potential for long-term sustainability and independence from USAID support;

d) the review, approval and implementation of projects must be consistent with AID policies, procedures, financial accountability requirements and feasibility concerns;

e) To the degree possible, the structure should enhance Senegalese project leadership and responsibility for self-generated development; and

f) As feasible, it should use private channels for development rather than government structures and parastatal organizations.

Given these criteria, management by USAID and GOS has been rejected as unacceptable to either or both parties. Since this is a private sector project, four options putting the management unit outside of USAID and GOS have been considered:

a) Management directly by an existing or new Senegalese NGO under grant or contract;

b) Management directly by an international PVO already working in or new to Senegal under grant or contract;

c) Management by an existing or new Senegalese NGO, assisted by an international PVO under a management contract from USAID; or

d) Management by the same arrangement as in c) above, but commencing in an initial phase of the project (12-24 months) with direct international PVO management.

Although the PID team tends to favor options c) or d), it is recommended that all options be given further study in PP stage. To achieve this it is recommended that an anthropologist, having experience with Senegalese institutions, be assigned as a member of the PP team to test any model for "Implementing Agencies" at all three levels to assure consistency with Senegalese models. In addition, an AID employee on the PP team, familiar with management and accountability standards of the Agency should study the various management unit options taking into account the criteria stated above and the study results of the aforementioned anthropologist. Based on this process, final design of the management unit, and decisions about the roles of implementing agencies, would be made by the PP team.

REBigelow draft: 11/2/82

TABLE 1: IMPLEMENTING AGENCIES

LEVEL	TYPE	ORGANIZATIONS	FUNCTIONS	CHARACTERISTICS/CRITERIA
PRIMARY	Operational/Development	Farmers Groups Group of women Groups of Young men Village Associations Rural Councils Cooperatives Private Enterprises	Assess needs/Determine priorities Assess local resources Assess need for outside resources Design Projects/determine-obtain assistance from support-sponsors Implement projects Evaluate/Redesign Assess supply, demand, access to markets, capital inputs needed, implement/continuously reassess	Village based Clear purpose(s), largely economic Strong leaders/potential Some local resources available Desire to collaborate with support-sponsor Food or related priorities Commitment to work/change "Ton" model (See G. Hemmings)
SECONDARY	Support/ Sponsor/ Service	Indigenous PVO/NGO (e.g. Maisons Familiales) Foreign PVO/NGO (OEF, Africare) Peace Corps Volunteers Entreprise Logistical Support Unit (?) or enterprises (?)	Liaise with Primary & Tertiary level groups Assist primary group in Proj. Design Assist primary group in identifying outside resources Assist in project implementation Assist with training Assist with evaluation/redesign Aid proposal preparation Locate other resources - Procurement (?)	Region-based or village-based Demonstrated experience in design, implementation, evaluation of rural development, especially in Senegal Training capability Official Senegalese authorization Resources (financial, management, technical) Commitment to serve Bridge primary and tertiary levels
IARY	Resource/ Cybernetic	Sine Saloum Development Foundation (?) - Board/Ressortissant - Secretariat - Project Selection Committee	Provide management unit (secretariat) Perhaps present ressortissant-type analogue Select projects Attract donor/PVO Support (money, talent, tech. management) Organize peoples' conferences/training Provide financial management Provide technical assistance Coordinate evaluation Generate philosophy/policy/ideas	Region-based (Kaolack) Outside support broker Integration of all project work in region Senegalese leadership Ideas/creativity Teaching/learning capability

REB Draft:10/29/82

Best Available Document

DRAFT

SECTION III : PART E

AID Support Requirements and Capability

This PID does not propose that any additional Mission Direct Hire(DH) staff be assigned to manage or provide support services to the project. Rather these functions will be fulfilled in three alternative ways:

a) by the various implementing agencies of the project, as a part of the development process, discussed in section D above;

b) by short-term contractors hired by the mission on an ad hoc basis when required; and

c) by existing AID/Washington support services, at little or no additional cost to the Mission. The PID budget details the costs of such management and support services provided in these three alternative ways.

However, as with any AID bilateral project, the Mission must assign a DH staff member to monitor the project. This function is projected to be about 33-50%* of one DH in year one of the project but would decline to 25%* in subsequent years. The DH assigned should be familiar with the evolution of this project and with the general area of PVO activity in Senegal. Normal program and controller functions would be performed of course by existing staff as well.

Since the roles of the implementing agencies and contractors are detailed elsewhere is the PID, the rest of this Part focuses on the range of existing AID/Washington support services available to the Mission. These include resources of the Food for Peace and Voluntary Assistance Bureau, Office of Private and Voluntary Cooperation (FVA/PVC), the Africa Bureau's private enterprise development section (AFR/PRE), the Science and Technology Bureau's Office and Multisectoral Development (ST/MD), and the Evaluation Office of Program and Policy coordination (PPC/E). These resources may be used in Project Paper preparation and/or project implementation.

It is anticipated that FVA/PVC will be an on-going resource for this project, able to assist in the following ways:

- Advising on AID policy concerning PVOs, in line with the new Policy Paper;
- Assisting with PVO and contractor contacts; and
- Providing information on PVO capability based on evaluation and program experience.

Concerning AID's work with and through PVOs, FVA/PVC will be mounting a series of field workshops in February/March, 1983 to increase and improve AID/W-USAID staff communication. Workshops will be held in Latin America, Africa and Asia. USAID/Dakar will participate before the PP is prepared. In addition, FVA/PVC is just beginning to set up an information system to better respond to mission needs on PVO contacts, capability, etc. Ross Bigelow, (703) 235-1844, is the contact person. As a part of the PID exercise he has already supplied evaluation reports, matching grant documents and other information on:

**
These %ages will be reviewed/confirmed with USAID/Dakar during PP preparation.

- Parternership for Productivity (PFP)
- Technoserve (TNS)
- Accion International/AITEC
- Institute for International Development, Inc. (IIDI)
- The FVA/PVC Sector Evaluation Series
- TAICH, a listing of "Small Enterprise Development Assistance Abroad"
- Pisces, Phase II Workshop (Beardsley)
- PACT (Private Agencies Collaborating Together)--a report on "PVO Consortia in Africa"
- Appropriate Technology International (ATI).

Additional information on these and other PVO subjects will be automatically forwarded to USAID/Dakar during the PID/PP development process.

In addition to the PID approval function, Africa Bureau represents two resources to the Mission: AFR/PRE's information on AID's encouragement of the role of the private sector in development; and AFR's encouragement/support for an Africa Development Foundation (ADF). Extensive AFR/PRE documentation has been provided to the Mission already; Francis Johnson is the contact person. As ADF comes into being, its role, if any, in supporting the project will become clearer; Haven North and Hunter Farnham, AA/AFR, are the contact persons. Ross Bigelow will explore these resources further, on Mission behalf during the PID/PP process.

ST/MD is responsible for two programs that represent possible forms of assistance. The first is a cooperative agreement with Clark University and the Institute of Development Anthropology to assist USAID Missions in designing implementing and evaluating area development projects. A cable (State 150138) announcing the program was sent to USAID Missions in June, 1982. Area development includes area-based resource planning, resettlement programs and rural-urban linkages. Earlier AID experience with this approach in Bolivia suggests that it can help in the location of marketing facilities for agricultural inputs and produce, service delivery to rural areas, stimulation of employment, improvement of farmer access to urban services and the integration of private and public sector activities. Professor Dennis Rondinelli's work in this area, an evaluation of the Bolivia experience, and a review of a project in Cameroon were provided to USAID/Dakar (in both French and English). Though services under this cooperative agreement are limited, based on discussions with ST/MD's Marilyn Silverbein, Senegal may be able to use these resources if it so chooses. Dr. Silverbein and Dr. Michael Farhman are the contact people in ST/MD.

A second ST/MD program is a Participating Agency Service Agreement (PASA) between AID and Peace Corps, covering forty-one countries including Senegal, providing a small project assistance fund (SPA) of $40,000 per country to support village-level activities aided by Peace Corps Volunteers. The PASA should be signed momentarily (in early FY 1983) and will be managed by ST/MD. The contact person is yet to be named. Copies of the PASA and a recent AID/Peace Corps review of AID's "fast-disbursing" funding mechanisms have been given to USAID /Dakar. This PASA arrangement complements the PID project and could provide early support in some Sine Saloum villages until the project comes on stream.

PPC/E continues to produce reports on AID's project and development experience. Many lessons have been learned and can be applied in the design of the Sine Saloum project. Of special interest is a nearly-completed study of 65 AID projects utilizing local organizations, a summary of which has been shared with USAID/Dakar. The final report will be published shortly. The contact persons for these evaluations are Dr.Richard Blue and Ms. Christine Adamczyk of PPC/E.

Finally, USAID/Dakar is projecting relevant research initiatives by Michigan State and Princeton Universities in the near future. MSU will perform macro-economic research on the agricultural sector along with farm systems studies for Senegal's Institute for Agricultural Research (ISRA). Princeton will assist the Ministry of Plan for agricultural policy formation. These research efforts will inform the proposed project in this PID, over the next several years.

DRAFT

SECTION III, PART I

AID Policy Issues

The following issues require discussion, decision or guidance by PID completion:

1) Definition of a village-level organization?

2) Definition of a small enterprise?

3) Definition of a private and voluntary organization? Indigenous PVO? International PVO?

4) Can Peace Corps or other Volunteers be utilized like PVOs in the project?

5) Relation of project to SODEVA?

6) Can subgrants be made to churches? (church-state)

7) Can profit and non-profit organizations be mixed in the project? Compatible motives? If so, at village level? above village level?

8) Grant or contract/RFP with implementing agencies? (willingness of USAID to treat PVOs or local PVOs as partners?)

9) Use of local currency to fund project?

Other issues that need to be resolved by completion of the Project Paper are:

1) Need for registration of subgrantees? Audit Waiver needed? Can accountability still be maintained in the absence of registration?

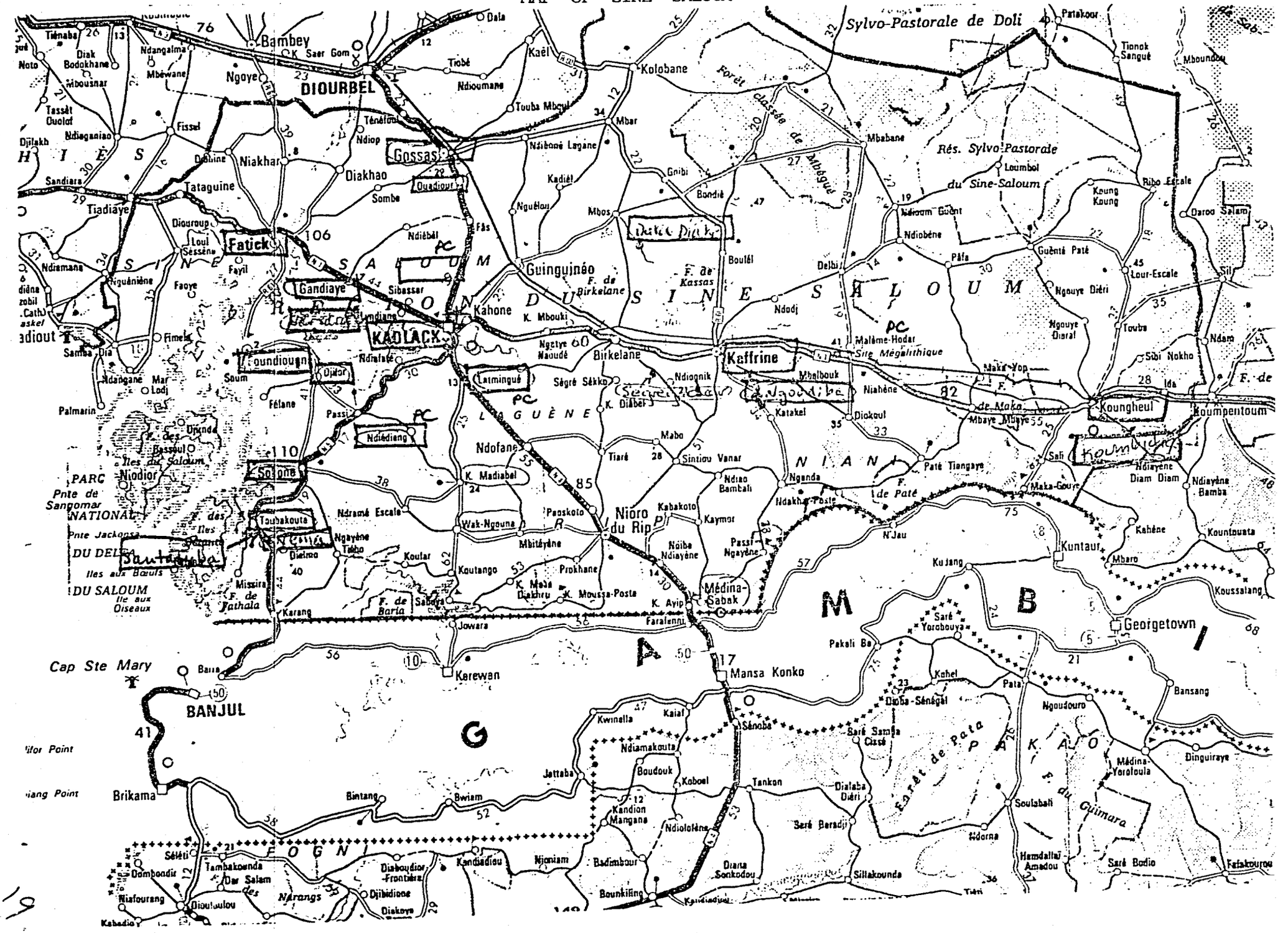
2) Permissable procurement sources and procedures? (Mission vs USPVO vs local PVO?) Waiver needed?

3) Degree of USAID control of project to insure accountability?

4) Degree of GOS participation on project selection committee?

5) As GOS decentralizes, the degree to which government officials will permit/encourage private initiatives at the local level?

MAP OF SINE SALOUM


Bambey
DIOURBEL
Gossas
Fatick
Gandiaye
KAOLACK
Foundiougne
Sokone
Toubakouta
Guinguinéo
Kaffrine
Birkelane
Koungheul
Koumpentoum
Nioro du Rip
Médina-Sabak
Mansa Konko
Georgetown
Kuntaur
Karewan
Cap Ste Mary
BANJUL
Brikama
Sylvo-Pastorale de Doli
Rés. Sylvo-Pastorale du Sine-Saloum
Forêt classée de Mbégué
F. de Kassas
F. de Birkelane
F. de Maka
F. de Paté
F. de Fathala
F. de Baria
F. du Guimara
Forêt de Pata
Site Mégalithique
PARC NATIONAL DU DELTA DU SALOUM
Iles du Saloum
Iles aux Oiseaux
Iles aux Bouls
Pnte de Sangomar
Pnte Jackonsa
Niodior
Dassoul
Dionna
Bassoul
Mar Lodj
Palmarin
Samba Dia
Ndangane
Ndiaganiao
Mbousnar
Diak Bodokhane
Ndangalma
Mbéwane
Ngoye
Tassèt Ouolof
Djilakh
Sandiara
Tataguine
Tiadiaye
Diouroup
Loul Sessène
Niguénième
Ndiamane
Niakhar
Diakhao
Sombe
Ouadiour
Ndiébél
Fàs
Sibassar
Fayil
Faoye
Fimela
Djilor
Passi
Ndiédiang
Ndiafate
Latmingué
Ndrané Escale
Ngayène Téèbo
Dielmo
Missira
Karang
Jowara
Saloya
Koutar
Koutango
Wak-Ngouna
Mbitéyène
Prokhane
K. Madiabel
K. Mala Diakhru
K. Moussa-Posta
K. Ayip
Faralenni
Ndofane
Ndiognik
Ndiaye Bambali
Kaymor
Kabakoto
Ndiba Ndiayène
Passi Ngayène
Ndakhar Poste
N'Jau
Kujang
Saré Yorobouya
Pakali Ba
Kahel
Pata
Diaba-Sénégal
Sénoba
Saré Samba Cissé
Ngoudouro
Médina-Yoroloula
Dinguiraye
Soulsbali
Idorna
Hamdallaï Amadou
Saré Bodio
Fatakourou
Dialaba Diéri
Saré Beradji
Tankon
Sillakounda
Diarra Sonkodou
Kaiaf
Kwinella
Ndiamakouta
Boudouk
Koboel
Jattaba
Kandion Mangana
Ndiolofène
Badimbour
Bounkiling
Kandiadiou
Njoniam
Bintang
Bwiam
Séléti
Tambakounda
Dar Salam
Diaboudior Frontière
Djibidione
Diakoye
Niafourang
Diouloulou
Kabadio
Domboudir
Narangs
Mbour
Kaël
Kolobane
Touba Mbouk
Ndioumane
Tiobé
Ténéfou
Ndiaboné Lagane
Kadiél
Nguélou
Gnibi
Bondié
Boulél
Delbi
Mbabane
Loumbol
Ndioum Guent
Ndiobène
Pâfa
Guénté Paté
Ngouye Diéri
Ngouye Diaraf
Touba
Lour-Escale
Daroa Salam
Ribo Escale
Kaung Kaung
Tionok Sangué
Patakour
Mboundou
Sil
Ndam
Sibi Nokho
Ida
Mbalbouk
Niahène
Katakel
Diokoul
Mbaye Mbaye
Maka-Yop
Maka-Gouye
Sali
Ndiayène Diam Diam
Ndiayène Bamba
Kahène
Kountousta
Mbaro
Koussalang
Paté Tiangaye
Nganda
Mabo
Tiaré
Sintiou Vanar
Ségré Sékko
K. Diébel
Ngatye Naoudé
K. Mbouki
Kahone
Fàs
Malème-Hodar
Ndodj
Delbi
Birkelane
Ndiébél
Ndiéme
Ndiéme
Ndiéme

Christine Adamczyk
Room 3722 NS.

92

MEMORANDUM November 9, 1982

TO: FVA/PVC, Thomas McKay

FROM: FVAS/PVC, Ross E. Bigelow REB

SUBJECT: Trip Report: Assistance to USAID/Dakar on Design of Project 685-0260 for PVO Community and Enterprise Development in Senegal

Attached is a brief report on FVA/PVC participation in the design of the Senegal private sector project. The project is unique in many ways and the Mission is asking that our office continue to play a role in its development and implementation by assisting with PVO and contractor contacts, advising on PVO policy and providing guidance and information based on our evaluation and program experience with PVOs.

I will be happy to brief you on this work at your convenience. I will also meet with interested A.I.D. staff (see distribution) to brief them on Monday, November 15, at 2:00 p.m.

Attachments:

1. Trip Report
2. Sections of Draft PID attached to Memo of 10/28/82

cc: AA/FVA:JBloch (Info)
AA/FVA:CGladson (Info)
FVA/PPE:BSidman (Info)

Distribution:

FVA/PVC:AHeyman
FVA/PVC:SBergen
PVC Development Officers
AFR/DP/PVO:HSmith
AFR/DR:RDepp
AFR/SWA:HMariani/HGray
FVA/PPE:LStamberg
FVA/PPE:JGilmore
AFR/PRE:FJohnson
ST/MD:MFarbman/MSilverbein

D