

PD-ABQ-862

USAID / Senegal

Customer Service Plan

1994

CUSTOMER SERVICE PLAN

INTRODUCTION

The Customer Service Plan (CSP) was prepared within the general framework of the reengineering process begun by USAID in general, and USAID/Senegal in particular, in 1994. This process, which seeks effectiveness and efficiency in the delivery of development assistance, marks a dramatic departure from past approaches. Five core values underlie the reengineering philosophy:

- Results orientation
- Customer focus
- Teamwork
- Empowerment and accountability
- Partnership and participation

The objective of a Customer Service Plan is to make these values tangible realities. It is a tool that USAID/Senegal will use for improving the quality of its services in order to meet the needs and expectations of its customers. It allows for identification and analysis of the nature and quality of the various links in the chains leading to end-users of USAID programs. At each implementation phase, it helps to reach customers, assess their satisfaction level, and elicit necessary feed-back for integration into planned activities.

The CSP, as conceived by USAID/Senegal, is a participatory and iterative document. Its demand-driven approach provides a framework for seeking and ensuring full customer participation in the planning, execution, monitoring, and evaluation of services or programs, not only on technical grounds, but with respect to administrative and financial methods and procedures. It defines agreed-upon norms for assessing the quality of *delivered* services, as judged by clients and partners. Customers are identified for each service provided, and their satisfaction is analyzed based on gender, geographical area, living conditions, and other factors.

The Customer Service Plan will serve as a guideline for identifying and assessing activities under the CSP as well as the potential for continuous improvement. It will be adjusted as needed according to changes in the development environment and lessons learned.

1. MISSION VISION STATEMENT

USAID/Senegal is committed to contributing to the sustained prosperity and empowerment of Senegal's people. It seeks to foster collegial, participatory relationships with partners and customers. The Mission will work together to produce high-quality results. Its members respect one another, value individual creativity and diversity, and encourage innovation and rigor.

2. RESULTS FRAMEWORK

In support of the goal of *long term sustainable development*, the new Country Strategic Plan, covering the period 1998-2006, is founded on the key concept of *empowerment*. The Mission's willingness to promote this concept and make it real stems from a fundamental lesson learned from its own experience and the experiences of other partners in Senegal and worldwide over the last four decades. At one time, the general tendency in the donor community, including USAID, was to spend large amounts of resources on immediate, rather than sustainable, development activities. Effects ceased with or shortly after the termination of assistance. It is now evident that worthwhile, lasting results from development assistance must instead *endow targeted communities with the moral confidence, the social and institutional capital, and the technical ability to identify and address their needs themselves*. To this end, USAID/Senegal's strategy focuses on a three-faceted objective of promoting economic, political and social empowerment. This overarching objective is, for operational purposes, divided into the following Strategic Objectives (SOs) and Key Intermediate Results (KIRs):

SO1: *Sustainable increases in private sector income generating activities in selected sectors.*

KIR 1: Improved legal, regulatory, and policy environment;
KIR 2: Improved access to financial services (for small and microenterprises); and
KIR 3: Increased use of best technical and management practices.

SO2: *More effective, democratic, and accountable local management of services and resources in targeted areas.*

KIR 1: Increased capacity of local institutions;
KIR 2: Increased access to financial resources;
KIR 3: Popular participation in the management and oversight of local affairs; and
KIR 4: More effective implementation of policies and regulations related to decentralization.

SO3: *Increased and sustainable use of reproductive health services (child survival, maternal health, family planning, and STI-AIDS) in the context of decentralization in targeted areas.*

KIR 1: Improved access to quality reproductive health services (CS, MH, FP, STI/AIDS);
KIR 2: Increased demand for reproductive health services (CS, MH, FP, STI/AIDS); and
KIR 3: Increased and effectively mobilized financing of health services from internal sources.

In collaboration with customers and partners, USAID/Senegal will develop Results Packages to realize these objectives. It will rely on contractors and grantees to implement the development activities outlined in each of the Results Packages. The Mission will further ensure that appropriate channels and links are established by implementing partners so that the majority of resources reach the ultimate customers and are used to address

their priorities.

3. PRINCIPLES

Ownership and *participation* are the two basic concepts guiding the implementation of the new country strategy. These concepts are translated into a set of key principles for delivering USAID/Senegal's development assistance. Because of the unique challenges imposed by a demand-driven strategy, these principles provide the Mission and its partners with a reference for selecting activities, zones, partners and types of interventions to achieve results as set forth in the Results Framework.

The principles defined here broadly showcase the operating values adopted by the Mission and its partners. Originally, eight principles were proposed by USAID partners during the various meetings and seminars leading to the definition of the CSP. Further discussion and analysis reduced these to three over-arching principles that should characterize USAID/Senegal's approach to its new CSP: *Management for Results, Partnership, and Good Governance*.

3.1 Management for results

This principle combines three ideas proposed during the CSP validation workshop: (i) better relationship between resources levels and expected results; (ii) performance-based contracts; and (iii) management for *results* (not outputs).

3.2 Partnership

The development process of this CSP exemplifies what can be achieved through partnership. For ownership to be secured, and sustainable results achieved, partnership is clearly vital. USAID's partners share this vision through four distinct elements of partnership:

Sufficient information is the condition that sets the foundation for any profitable partnership.

Considering the demand as a central part of the process is the mechanism that allows ownership to take place. Greater client commitment can be expected if needs and activities are identified and satisfied directly through the client.

Partners and customers' contributions can be seen as the risk-sharing mechanism that is an important component of any partnership. It reinforces the sense of ownership and greater involvement from contributing partners.

Finally, *coordination with other donors' programs and activities* reflects the desire to avoid duplication of efforts and wasted energy, thereby maximizing the impact of available resources.

3.3 Good governance

One of the most significant outcomes of the Mission's customer survey was the strong feeling that to achieve any result, all aspects of bad governance should be addressed and good governance promoted. Furthermore, good governance is an element of participation since an important aspect of participation is the definition of a common code of conduct.

4. RATIONALE FOR A DEMAND-DRIVEN APPROACH

Development assistance traditionally has taken a supply-driven approach: donors define their priorities and resource levels, and then accordingly provide help to beneficiaries. This approach over the past 37 years in Senegal has had many successes, but also the following weaknesses:

- Mistakes have occurred from the outset because decisions were made without involving the customers in program/activity design. Consequently, results have been mixed.

- Recurrent costs are seldom borne by the customers, resulting in a collapse of development programs/activities once donor funding stops. Customers refuse to finance development priorities defined by others, and therefore do not take ownership or ensure sustainability of what is proposed.

- The central government has been the donors' primary decision-making partner in setting development priorities and determining activities and implementation mechanisms for the population. This has resulted in a failure to take into account specific socio-cultural factors, and has turned the population into passive consumers of the goods and services provided under the proposed development programs or activities.

Because it emphasizes customer ownership of results as the key to sustaining those results, the Mission's demand-driven approach to its CSP should effectively remedy these weaknesses. Under former development paradigms, the Mission would have already selected geographic areas for its work, and then proceeded to hire contractors to select particular customers to work with. Under this new paradigm, the Mission will allow the most dynamic and interested customers to identify themselves (self-selection) in response to an advertising/solicitation campaign that presents what USAID has to offer (its Results Packages) and seeks proposals for achieving specific results. In responding to these proposals, USAID will select its areas of intervention and its targeted customers and partners in accordance with the principles and criteria outlined in this annex.

5. PROPOSED IMPLEMENTATION PROCESS

Outlined below are initial thoughts on how the Mission will finalize its baseline, targets, and magnitude of impact expected.

5.1 Outreach Campaign

An outreach campaign will be initiated nationwide using contractor to work closely with a team including staff from USAID, the GOS, NGOs and private sector organizations. The primary objective of the campaign will be to inform the Senegalese people of the opportunities under the new strategy and to encourage potential customers and partners to submit proposals to USAID/Senegal describing how they would achieve some of the results specified in the Mission's RF. Various communication channels (i.e., national, local radios and TV) will be used to reach the largest possible audience.

- *Content of the campaign.* The outreach campaign will furnish adequate information about the proposed strategic objectives and planned results. It will present the principles and criteria set for proposal selection, and will include illustrative activities. It will also describe the entities eligible for program assistance, as well as the format, content, and submission schedules of program/activity proposals.
- *Eligible entities.*

The customers and partners targeted for developing and submitting program/activity proposals are strategic objective-specific:

SO# 1: The eligible entities will include the SMEs and microentreprises, associations, GIEs, NGOs/PVOs, regional chambers for handicrafts, the banks and the Decentralized Financial System (DFS), etc

SO# 2: The eligible entities will be the population of the communes, rural communities and regions of Senegal. These populations will be represented by locally-elected government authorities of these decentralized entities, local non governmental organizations, socio-economic groups including GIES, Women and Youth associations, "émigré" associations, local and regional federations, etc. These partners will create an entity at the local level, as described in the 1996 Decentralization laws, which will have the capacity to form binding commitments with other organizations.

SO# 3: For SO#3, the eligible entities will include the population of the health district, as defined by the MPH. This population will be represented by locally elected government authorities of communes and rural communities, health committees and NGOs. Like SO#2, these partners will create also an entity at the local level, as described in the 1996 Decentralization law, which will have the capacity to form binding commitments with other organizations.

These partners will be encouraged (without USAID financial assistance) to further disseminate the campaign information and to even help with the formulation of the proposals.

5.2 Initial implementation actions

- *Results Package development.* As soon as the Mission completes the CSP, and during completion of the Results Review, Resource Request in February, the Mission will

begin to develop the Results Packages.

- *Completion of contracting/granting scopes of work.*

The SOAGS have been signed with the Government of Senegal on September 2, 1998. The scopes of work for the publicity campaign and the customer satisfaction survey contractors are finalized and submitted to ACQ. The scopes of work for the three SOs prime implementation contractors are being drafted..

- *Establishment of a selection committee.* USAID/Senegal will establish an internal selection committee, assisted by limited involvement of partners (avoiding conflicts of interest or inappropriate involvement in an inherently USG function).
- *Receipt, processing, and selection of proposals.* Prior to receiving the first proposals, USAID/Senegal will use a contractor to assure that the proposals/dossiers received are complete and organized for easy review by USAID. This will require that the contractor have in place a means of interacting with the proposal writers. After the Mission has received solicitations from potential customers for assistance/partnership, Mission personnel will screen the requests against the criteria disseminated at the time of the solicitation.

. *Establishment of baselines and targets.*

A statement of work for Customer Satisfaction Survey has been prepared by the Mission. The Customer satisfaction Survey aims at (i) setting accurately the degree of Customer Satisfaction survey with the services delivered at the local level, particularly in the area of decentralization and (ii) generating a pool of base line data that can be used to track and verify progress made towards achieving the desired results under the SOs, particularly under SO # 2.

6. PARTNERS, CUSTOMERS AND THE CUSTOMER CHAIN

For its interventions in Senegal, USAID/Senegal will use resources made available by the U.S. Government through USAID/Washington. These *stakeholders* (along with individuals and organizations whose livelihood depend on the program financially) set the parameters for interventions and require regular reports on progress toward each of the Strategic Objectives defined. The continued support of the stakeholders is contingent on the ability of USAID, implementing agencies, host country partners, and customers to achieve specified performance targets.

The Mission's *customers* are the people of Senegal, including those groups that are politically marginalized, economically weak, and socially disadvantaged. These special groups will be the primary targets, or *ultimate customers*.

In implementing its new strategy, USAID/Senegal will consult and coordinate with the major *donors* in its target sectors. In the

area of decentralization, the most active donors include the EU, the French Development Agency (*Caisse Française de Développement*), CIDA, GTZ, the World Bank, and UNDP. Key donors supporting the private sector are the World Bank, the French Development Agency, the KFW/GTZ, and UNDP. The lead donors in the health and population sector are FNUAP, UNICEF, WHO, AGCD (the Belgian Development Agency) and the World Bank.

To reach its ultimate customers, USAID/Senegal will rely on a chain of *intermediaries*. The first link in the chain connects the Mission to its *grantees and contractors*. Activities supporting results packages developed under each strategic objective will be executed by a limited number of contractors and grantees. Due to internal USAID procurement integrity concerns, these prime contractors or grantees will mainly be U.S. for-profit firms, voluntary organizations, and education or research institutions. However, a heavy emphasis will be placed on their utilization of Senegalese personnel and/or institutions wherever possible.

Thus, in most cases, host country institutions (associations of private entrepreneurs, local NGOs, universities, and research centers) will be *sub-contractors or sub-grantees*. USAID/Senegal will make sure that the rules and arrangements established by its prime contractors and grantees for selecting and collaborating with host-country partners are open, fair, and transparent.

The most crucial link in the customer chain is the connection between the intermediate customers (prime contractors and grantees, and their host-country partners) and the targeted end-users. These end-users (the ultimate customers) cannot generally be reached directly, even at the grassroots level. The interlocutors for the Mission's activities, therefore, are typically *customer representatives*: individuals and/or institutions who represent the ultimate customers. Customer representatives include government field agents, elected officials, and leaders of community-based organizations such as village development associations, home-town welfare associations, women's groups, youth organizations, small businesses, and professional associations.

USAID/Senegal is aware that grassroots views and interests often are not reflected in local leadership and policies. The current strategy will address this issue by improving local governance through the establishment of transparent and democratic procedures for designating leaders at all levels. The Mission intends to promote internal democracy in all groups and institutions targeted by or using its development assistance resources. While the emergence of a democratic culture will take time, it should eventually lead to a dramatic improvement in true representation at all decision-making levels.

In promoting its operational principles, USAID/Senegal will also be particularly vigilant in ensuring that the grassroots perspective is not distorted by local leaders or by intermediate customers. The staff, Strategic Objective Team members, and members of the Customer Service Committee (see below) will undertake frequent field visits to elicit direct feed-back from

end-users and to verify reports from implementing partners against realities in the field.

7. CUSTOMER CONSULTATION STRATEGY

The primary purpose of customer consultations is to establish mechanisms for collecting needed information on the quality of services provided by the Mission's implementing partners and intermediate customers. More generally, the consultations provide a means for establishing a framework for two-way communication along the customer chain, from USAID to end-users.

7.1 Responsibilities of Strategic Objective Teams

The Strategic Objective (SO) Teams are responsible for implementing the Customer Service Plan. Each Team will designate a Customer Service Contact Person (CSCP), whose primary role is to serve as an interface between the SO Team and its customers and partners. The CSCP will ensure that findings from the customer consultations are used by the SO Team to improve the quality of its services.

7.2 Coordination at the Mission level

A Customer Service Committee (CSC) is responsible for coordinating the customer service activities initiated by SO Teams. The Customer Service Committee is chaired by the Mission Deputy Director and is composed of SO Team CSCPs and SO partner representatives as appropriate. The Sociologist of the Mission serves as the coordinator of the CSC. The Customer Service Committee will meet quarterly to review and coordinate customer service activities undertaken by the SO Teams, preparing a customer service issues paper for each Activity Implementation Review session.

7.3 Periodic customer satisfaction reviews

Semi-annual Activity Implementation Reviews provide an opportunity to review aspects of customer service. Prior to each Activity Implementation Review session, the CSC will prepare a customer service issue paper.

7.4 Reporting on customer satisfaction

The Mission will report annually, as part of the R4 exercise, on customer satisfaction indicators included among the impact indicators. Possible indicators include:

- (SO1) The proportion of surveyed economic agents that report improvement in the business climate;
- (SO2) The percentage of CRs (rural councils) whose populations are satisfied with the exercise of defined authorities;
- (SO3) Customers' rating of the quality of services provided in targeted service delivery points.

The Mission will also explore the utility of having an annual Customer Satisfaction Survey, in addition to the reporting done

under each contract and grant.

7.5 Consultation and Coordination with the Government

The Consultation and Coordination process with the Government will be ensured through two mechanisms: a Steering Committee and a monitoring committee for each SO.

7.5.1. Steering Committee

The Steering Committee is responsible for managing the overall implementation of the strategy. The Committee will consist of the USAID/Senegal Director or his/her designee and the Government of Senegal Ministers bearing primary responsibilities for the three SOAGS; the Committee will be chaired by the Minister of Economy, Finance and Plan. The Committee will meet annually to assess achievement of targets, evaluate progress towards the achievement of results, and correct or refine management procedures, targets, criteria for selection of investment packages, and indicators as necessary. The committee will review and approve an annual report on achievement of the strategy prepared by the three SO Monitoring Committees.

7.5.2. Monitoring Committees for SOs

Monitoring Committees will be established to assess activity performance in relation to achievement for each SO. The Committee will be chaired by the appropriate Ministry with which the SOAG of the SO has been signed. The Committee will include representatives of USAID; all Ministries involved in implementation of the SO, private sector and civil society; partners; and implementing agents including the SO prime contractor. This committee will meet as a Committee of the Whole at least once a year to conduct progress reviews of activities being conducted under the SO. Subcommittees or working groups assigned to monitor aspects of the SO will meet as often as necessary. The Monitoring Committee, or a designated subcommittee thereof, will be responsible for approving Investment Units and Investment packages, continuously reviewing the performance of all activities ongoing under the SO, assessing performance data, and recommending modification or termination of activities which are not progressing as expected.

7.6. Consultation and Coordination with other donors

SO Teams will be represented in relevant donor-coordination fora such as the Donor Informal Consultation Committee on Decentralization, the Donor Consultative Committee on Health and Population, the Donor Consultative Committee on private sector and the Informal Donor Coordination Group on Gender.

8. STANDARDS OF USAID/SENEGAL PERFORMANCE

Each year, as part of its Results Review and Resource Request (R4) exercise, the Mission will review the performance of the customer chain at each level. The performance of the intermediate Customers of the chain (contractors, subcontractors, grantees, subgrantees) will be adequately reviewed and evaluated.

It worth noting that *the continuation of funding will be based on satisfactory performance.*

Low performance, if not justified by factors outside the manageable interest of contractors and grantees, will be sanctioned by termination of funding. The same principles should prevail at all levels in the customer chain, from grantees and contractors to intermediate customers, and from intermediate customers to end-users.

USAID/Senegal will strive to reduce routine administrative paperwork within its offices, and to devote the majority of staff time to the achievement of tangible development results. The Mission will further improve relationships with clients by maintaining an open-door policy for partners and customers, and by establishing a permanent forum for dialogue.

Financial procedures will be simplified and reporting requirements minimized for grantees and contractors. Even so, USAID/Senegal will expect these groups to maintain high standards of reporting and sound financial management and accounting principles.

9. CRITERIA FOR SELECTION OF PARTNERS, ACTIVITIES, AND ZONES FOR INTERVENTION

Since the investment units (eligible entities) and the investment packages must be sizable enough to achieve broad impacts and sustainability, USAID/Senegal and its partners have defined criteria to help select among competing activities, zones, partners and types of interventions. These selection criteria may be further refined as implementation of the SOAGS progresses. They include the following three major categories:

9.1 Socio-economic criteria

- a) The potential for the proposed activities to address more than one SO within the same timeframe and zone of intervention;
- b) The potential for the proposal to affect a large number of people within the zone of intervention;
- c) The extent to which the proposed program complements or reinforces previous or current locally-initiated activities or those supported by USAID or other donors;
- d) Economic, financial and social gains which the proposed activities seek to generate;
- e) The extent to which the proposed activities make the best use of the human, financial and natural resources in the zone of intervention.

9.2 Sustainability Criteria

- a) Share of the total costs (financial or in kind) committed by the applicant;
- b) Demonstrated capacity of the applicant to organize and manage the proposed activities in a transparent manner.

9.3. Special criteria

- a) The extent to which the proposal seeks to improve the socio-economic conditions of women and to promote their participation in the proposed development activities;
- b) The extent to which the proposal seeks to improve the socio-economic conditions of youth and to promote their participation in the proposed development activities;
- c) The extent to which the proposed activities contribute to the preservation and development of the natural resource base in the zone of intervention;
- d) The proposed area of intervention is not affected by riots, civil unrest or insurrections;

These and the SO-specific criteria will be further detailed and explained in implementation letter as well as in materials prepared for the publicity campaign.

10. Implementation schedule of the Customer Services Plan

The Customer Service Plan developed for the current strategy (1992-1998) will be implemented until September 1998.

Mission review and approval of the new Customer Services Plan: end of September-beginning of October

Finalization of the CSP translation in french: second week of October

Contact meeting of the Sociologist and the D/G Specialist with the current Consultative Committee for Participation and Partnership (CCPP): second week of October

Review and validation of the new Customer Service Plan by the current CCPP: third week of October 1998

Preparation of the final version of the new CSP with remarks and suggestions from the CCPP: fourth week of October 1998

Designation of Customer Service Contact Persons (CSCP) in the new SO teams: first to second week of November 1998

Putting in place of the Customer Satisfaction Committee: third week of November 1998