



Strengthening Local Self-Governance in Senegal:
DGL Felo Program Results and Lessons Learned

Final Report

Under the USAID
Decentralization and Local Governance
Support Program (Strategic Objective 2)
Contract No. 685-C-00-00-00037-00

December 2004

Submitted to:

USAID/Senegal

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Executive Summary

Program Objectives and Strategic Approach

The Decentralization and Local Governance Support program was developed in response to a request from Senegalese stakeholders for assistance in implementing the ambitious 1996 reforms transferring authority for management of key services and resources to local governments, or collectivities as they are known in Senegal. Since the passage of this landmark legislation, implementation of the reforms has been slow for a variety of reasons. To accelerate the pace of the reforms, the USAID-sponsored program aimed to improve the performance of elected officials and other local actors for more effective, democratic and accountable management of services and resources. USAID contracted with ARD, Inc. to provide technical services for program implementation. Early on, the program was renamed “DGL Felo” (*Decentralization, Local Governance, and Progress*) by participating collectivities.

Expected key results of the program were:

- Increased capacity of local institutions;
- Increased access to financial resources;
- Increased participation of local populations in the management and supervision of local affairs; and
- More effective implementation of decentralization policies and regulations.

DGL Felo strategies and interventions were designed to produce sustainable changes in local governance. Three overarching elements of the strategy were:

- Application of a demand-driven approach to ensure local ownership of objectives and activities;
- Use of appropriate, affordable technologies and cost recovery strategies; and
- Development of indigenous capacity to continue support services for local collectivities.

Throughout the life of the program DGL Felo developed innovative approaches, supported by numerous resource materials, training modules and manuals, to assist Senegalese local collectivities (CLs) in organizing and delivering basic services, managing local government operations and interacting effectively with local citizens, as well as national government counterparts. Dialogue around key governance issues, development of shared understanding, and emerging consensus on action agendas, built a strong foundation for popular participation and commitment to action.

Program Implementation

Initial analysis revealed two areas of common concern among all partner collectivities: mastery of the budget process and understanding of the roles and responsibilities of various actors in decentralized governance. Given the need for clear understanding of these two fundamental components of local governance, DGL Felo immediately developed training and technical assistance activities to respond to this need. Six different training and technical assistance modules were designed to reinforce the capacity of local managers to increase revenues, prepare budgets aligned with projected resources, work more effectively with State fiscal services, and establish solid accounting and property management systems. In addition, DGL Felo developed and tested five training and technical assistance (TA) modules on leadership and communication, natural resource management and health, administrative and financial management of community-based organizations (CBOs), and project planning and management. Hands-on training of CL officials and staff in setting up professional, effective systems and procedures for filing and archiving records was also provided. Mastery of this too often neglected but important function has gone a long way in establishing a modicum of order and sound management practices.

These essential “generic activities” increased skills, knowledge, and awareness of citizens and elected officials of decentralization principles and procedures; the appropriate roles of elected officials and administrative authorities; and enhanced foundational skills (organization, planning and budgeting).

When a new cohort of local elected officials came into office in May 2002, DGL Felo was faced with the challenge and opportunity to assist the new councils in becoming operational as quickly as possible. In response, the program prepared and delivered training and resource materials on the fundamentals of local government management and administration in two-day orientation sessions for elected officials (*Journées d’Information*) and two-day workshops on budget preparation and management.

In addition to generic training and technical assistance, the program supported elected councilors, citizens, and technical services in each partner collectivity in carrying out local initiatives aimed at resolving real-life service delivery or resource management problems. Through this support, DGL Felo was able to demonstrate how good governance practices (including participation, transparency, communication, etc.) result in tangible community benefits. The approach was geared to providing catalytic support for implementing community-defined initiatives. As each local initiative took shape, DGL Felo provided incentive grants to the CLs to acquire critical equipment, supplies and training. Though program collectivities identified a wide variety of priority activities, most of the 50 program collectivities chose to work in one of the following four areas: solid waste, public health, natural resources, and market management.

The program also included a component to improve implementation of decentralization policy through public information, analysis and reform advocacy. To this end, a two-pronged strategy was followed:

- A top-down approach popularizing decentralization legal texts using a variety of communication techniques and media; and
- A bottom-up approach conducting policy analyses with local actors aimed at promoting dialogue around key decentralization issues.

Recognizing the correlation between better understanding of roles and responsibilities in decentralization and increased observance of the norms and procedures prescribed by legislation, DGL Felo undertook several activities to inform the public about decentralization policy, laws and best practices. Popular theater on radio and television was a medium of choice to reach a wide range of citizens. Illustrated publications to educate the public on decentralization laws were also designed and disseminated. In addition, the program was active in organizing public debate on important issues often ignored in policy formulation. For example, national-level discussions on the civil registry provided a forum for elected officials to articulate a pressing need for reforms in this area.

Program Results and Lessons Learned

DGL Felo used a comprehensive set of indicators to monitor program performance and measure impacts. Notable quantitative results include the following:

- 70% of target collectivities demonstrated their ability to budget investments planned with the participation of civil society actors and to realize at least 30% of those investments during a budget cycle.
- 73% of target collectivities increased local revenue collection.
- 65% of CBOs targeted for assistance were able to significantly improve their financial management capabilities.

- Understanding of decentralization laws and policy was improved through the dissemination of 357 decentralization legal texts to local officials and communities.

Numerous qualitative impacts are also noteworthy:

- Understanding the budget system and the sources of revenues significantly contributed to changing the relationship between civil society and local authorities. The experience of participatory budgeting was not only empowering for citizens, but revealing for public officials in terms of enhanced political capital and increased citizen willingness to pay taxes and fees.
- DGL Felo interventions served to improve the relationships between local elected officials and representatives of the central government by providing information and opportunities for the two levels of government to interact on issues of mutual concern. In many instances, the willingness of central government representatives to actively participate in problem solving served to reduce barriers to interaction among these parties.
- Successful improvements in public services and resource management were accompanied by increased problem-solving capabilities of local actors and recognition of the value added from working collectively.

Four principal lessons can be drawn from the experience of the DGL Felo program.

Lesson one: Governance relations can be transformed through information and interaction.

Through hundreds of public events organized by the program, local actors were given opportunities to discover the range of options available to them to manage the affairs of their communities. These events were fundamentally empowering and characterized by two main elements: information and interaction. Recognizing that information constitutes a source of power, the program operated on the principle of providing equal access to information and thereby leveling the playing field and the power relationships among actors. Productive relationships became possible where they did not exist before.

Lesson two: Attention to recipients' management capabilities and absorptive capacity greatly enhances effectiveness of incentive grants.

The program developed a number of *upstream* training and technical assistance activities focused on property management procedures, and systems aimed at better preparing CLs to receive awards of equipment and supplies and to use them effectively. Realizing that local actors in most collectivities lacked practical experience in procuring equipment, hiring training services, supervising small construction projects, etc. the program offered intensive hands-on assistance in tackling basic tasks such as developing specifications for equipment and supply purchases, writing terms of reference for training service providers, and soliciting competitive offers from vendors and suppliers. Intensive efforts to assist CLs in grant preparation and execution—while pushing them to assume maximum responsibility—resulted in a steady increase in their absorptive capacity over the life of the program, and greatly improved local project execution.

Lesson three: One of the most effective ways to advance decentralization reforms is to demonstrate concrete results in improved local governance within the existing framework of the 1996 reforms.

The 1996 local government law provides the basis for far-reaching improvements in local management of services and resources. However, active central government support to implement the legislation has been lacking. DGL Felo's partner collectivities have shown that under the current legal framework, improved local governance in terms of the management of public services and local resources is possible. The

program's achievements in institutional capacity building, access to financial resources, popular participation, public services, problem solving and the application of existing laws and regulations are all demonstrations of improved local governance.

Are improvements in local government sustainable and expandable without strong central government support? Is further investment by USAID and other donors advised in the current environment? The answer to these two questions is undeniably yes. This is mainly because of the empowering effects of successful outcomes when local actors come together to solve problems in concert with their local governments. These experiences serve as an incentive and catalyst not only for additional local governance improvements, but for building popular demand for reform as well.

Lesson four: The capacity to effect real and lasting improvements in local governance is rare.

ARD initially intended to utilize the services of several Senegalese organizations to design and implement DGL Felo field activities. However, it soon became evident that the expert-driven mode of technical assistance was predominant among these organizations, and that they had little understanding of ARD's demand-driven strategy to promote good governance. This led the program to rely more on individual consultants who could be trained to implement the program's strategic approach.

There is a fundamental difference between strategies to facilitate positive experiences that empower local actors and build productive relationships among them and strategies that deliver technical assistance and training by "experts" to "target beneficiaries." Though time-consuming and demanding, the former approach pays off by building the skills and knowledge of local leaders and by producing work plans and local initiatives that are sound, realistic, and enjoy wide popular support. Despite the development of state-of-the-art approaches to the promotion of good governance, many countries' institutions, including those in Senegal, have not made the paradigm shift necessary to effectively operate in a demand-driven mode. Bringing about this shift requires both recognition of the problem and deliberate efforts to provide training and orientation to cooperating country institutions.

Sustainability

Sustainability of CL initiatives to better manage services and resources was an ongoing concern of DGL Felo addressed from the onset of program implementation. Assistance provided in conducting careful diagnostic studies, building strong coalitions of local actors, selecting practical and appropriate technologies, establishing clear and transparent management mechanisms, and acquiring the information and skills needed to make new systems work, was part of an overall approach aimed at ensuring that local initiatives would be viable and would continue long after the cessation of program support.

However, it would be disingenuous to suggest that the partner CLs do not face difficult obstacles in preserving and extending their achievements. Among the challenges shared by all the partner collectivities is the need for continued, strong and effective leadership—both from elected officials and CBOs. In general, the best results have been obtained where elected leaders have placed the authority of the local council and budgetary resources behind local initiatives, but have ceded significant responsibility for day-to-day execution to CBOs and private service providers. Mayors and rural council presidents who have been reluctant to share costs and responsibility have stifled community mobilization around new service and resource management systems, thereby compromising potential for sustainable improvements.

Another challenge to the sustainability of local initiatives is ensuring that new management procedures and mechanisms function as intended. Public confidence is a key element of success and nothing can

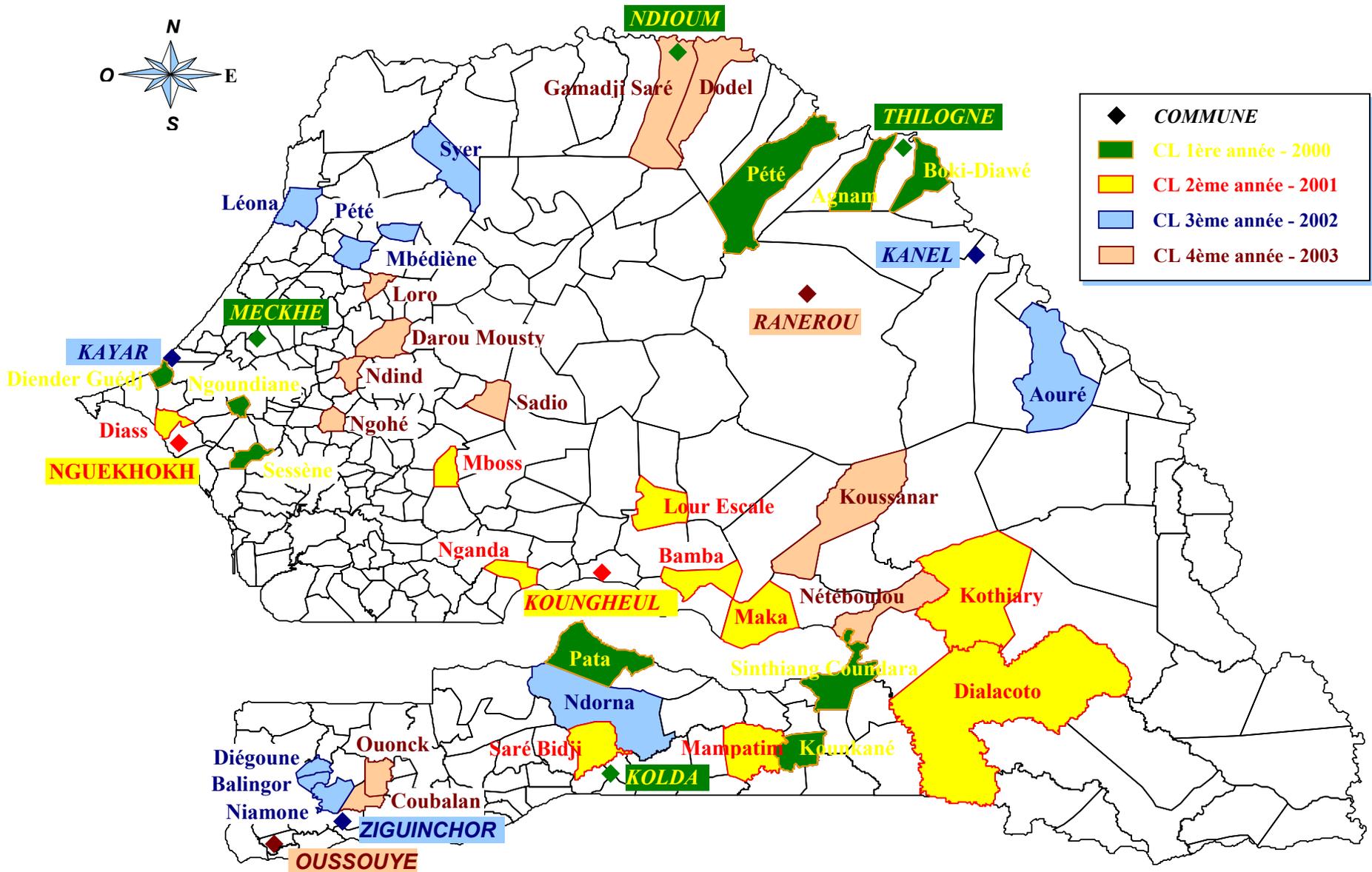
destroy that confidence more quickly than the misuse or misappropriation of public resources by those entrusted to manage them.

Although DGL Felo was able to make an important contribution in the development of technical assistance resources for local collectivities, more focused attention on institutionalization of support services for local collectivities from the outset of the program would have been desirable. The absence of a strong Senegalese “institutional home” for the program can be considered a design flaw. There is an ongoing need for a variety of technical services to support local governments and therefore efforts to enhance local government capacity should seek to create a market for these services, working from both the demand side and the supply side. This involves ensuring that adequate resources and incentives are in place to encourage local actors to seek out technical support services, and that multiple suppliers of these services are available.

Acronyms

AFM	Administrative and financial management
ANCR	<i>Association Nationale des Conseils Ruraux</i>
APM	Advanced Participation Methods
CAEL	<i>Cellule d'Appui aux Elus Locaux</i> (Support Unit for Local Elected Officials)
CBO	Community-Based Organization
CL	<i>Collectivité Locale</i> (Local collectivity) Region, <i>commune</i> , or <i>communauté rurale</i>
CR	<i>Communauté Rurale</i> Rural community as opposed to town (<i>commune</i>) or urban community
DCL	<i>Direction des Collectivités Locales</i> (Central Office for Local Collectivities)
DGL Felo	<i>Décentralisation, Gouvernance Locale, Progrès</i> Program name for ARD, Inc., Senegal: “Felo” is a local language word for progress
FCFA	<i>Franc de la Communauté Financière d'Afrique</i>
GIE	<i>Groupement d'intérêt économique</i> (Economic interest group)
GOS	Government of Senegal
IR	Intermediate Result
KIR	Key Intermediate Result
NGO	Nongovernmental Organization
NRM	Natural Resource Management
SO	Strategic Objective
SPW	Strategy Planning Workshop
TA	Technical Assistance
TOR	Terms of Reference
TWG	Technical working group
UAEL	<i>Union des Associations des Elus Locaux</i> (Union of Associations Supporting Local Elected Officials)
USAID	United States Agency for International Development

Map of Program Collectivities (2000 – 2004)



Introduction

The Decentralization and Local Governance Support program, for which field activities were launched in March 2000 and ended in October 2004, was a key component of USAID/Senegal's development assistance program. It had been developed in response to a request from Senegalese stakeholders for support in implementing the ambitious 1996 Government of Senegal (GOS) reforms transferring significant powers to local collectivities. The program was aimed at improving the performance of elected officials and other local actors for more effective, democratic and accountable management of services and resources. Its ambition was to contribute to the emergence of viable local government, with more dynamic institutions and more effective citizen participation in the management and oversight of local affairs. The program targeted three levels of local government: *communautés rurales* (CRs), *communes* and regions, collectively referred to in this report as *local collectivities* (CLs). It was designed to provide assistance not only to governmental institutions, but also to grassroots community organizations as well. The program, implemented by ARD, Inc., under USAID contract No. 685-C-00-00-00037-00, was baptized “DGL Felo” (*Decentralization, Local Governance, and Progress*)¹ as the result of a naming contest organized with partner collectivities in the first year and aimed at identifying a shorter and more evocative program title.

During the first year of implementation, the program worked with selected CLs in three priority regions: Kolda, Thiès and Saint-Louis (which was split into the two regions of Saint-Louis and Matam in March 2002). Operations were extended to the regions of Tambacounda and Kaolack in 2001, and Louga and Ziguinchor in 2002. The addition of 13 new collectivities in 2003, including three from Diourbel region, brought the total number of partner collectivities to 50 and extended program operations into nine of the country's 11 regions. Expected key results of the program were:

- Increased capacity of local institutions;
- Increased access to financial resources;
- Increased participation of local populations in the management and supervision of local affairs; and
- More effective implementation of decentralization policies and regulations.

ARD's implementation strategy was centered around the provision of training and technical support, on a demand-driven basis, to strengthen local government and community capacities to address their own needs and priorities. Grant funding was available to amplify priority activities or accelerate their initiation.

This is the final report of the DGL Felo program. It is divided into seven main sections:

- Context;
- Program approach and methodologies;
- Program implementation: response to universal capacity-building needs; response to community-identified priorities; and public information, analysis and reform advocacy regarding decentralization;
- Program results;
- Principal lessons learned and recommendations; and
- Appendices.

¹ In addition to standing for *décentralisation et gouvernance locale*, DGL connotes a “thawing” (“*dégèle*” in French) in the distribution of powers and responsibilities that local actors associate with the 1996 decentralization reforms. *Felo* is a Pulaar word meaning a “step forward” or “progress.”

I. Context: Decentralized Democratic Governance in Senegal

The 1996 decentralization reforms created a legal framework for the emergence of collectivities capable of promoting and sustaining development and economic growth. The reforms transferred many of the roles and responsibilities for management of local affairs to the local governments, community-based organizations (CBO) and citizens in general. Elected local officials were given a more prominent role with the central administration taking on a more supervisory function. However, after the 1996 local elections, new councils began their mandates under the new legal framework without proper training or adequate tools allowing them to benefit from opportunities offered under the new system. As such, implementation of the reforms has been slow due to the following problems:

- Elected local officials do not fulfill the roles assigned them, partly because they do not fully understand their new roles and responsibilities, and partly because of untested relationships with other actors.
- Representatives of the central administration (governors, prefects, sub-prefects, agents of technical services) continue to perform duties that are no longer theirs.
- Citizens and their representative organizations are not sufficiently involved in managing the affairs of their collectivities, and are unable to safeguard local interests because they do not always know how to exploit the mechanisms prescribed by law that would enable them to voice their preferences and hold officials accountable.

These problems characterize the situation DGL Felo faced at the outset of the program in March 2000, four years after the reforms were promulgated. Despite very positive results attained in four and one-half years, there is no hiding the fact that the decentralization process has been beset with difficulties over these last few years. Some problems are structural, such as poverty levels among local communities, and the high illiteracy rates that hinder both understanding of the rules governing the functioning of CLs and mobilization of the own-source revenues needed to meet basic needs.

Other difficulties were created by political events. These include:

- The adoption by Parliament in November 2001 of the controversial “Moussa Sy Amendment” that consigned the country’s 441 CLs to six months under the stewardship of special delegations, replacing elected local officials with mainly central government-appointed civil servants. This period, which some observers believe saw a curtailment of local freedoms, slowed progress because most members of the special delegations were inexperienced in managing ongoing local affairs, and because the CLs were tied up with preparations for forthcoming local elections.
- When over 75% of each local council was renewed following elections in May 2002, large numbers of newly elected officials needed training and information to enable them to adequately perform their new functions.

Setting aside these difficulties, DGL Felo provided an opportunity to provide support to a new generation of elected officials replacing the previous cohort, whose enthusiasm had waned considerably during their time in office. The lessons learned from the mistakes of 1997, when elected officials lacking both training and suitable tools served as guinea pigs in implementation of the 1996 reforms, were used to better prepare and support their successors. Thanks to this favorable environment, the DGL Felo program was able to achieve a number of significant results.

II. Program Approach and Methodologies

From the outset of program implementation, DGL Felo strategies and interventions were designed to produce sustainable changes in local governance. Although sustainability of program results is discussed throughout this report, the following section describes three overarching elements of ARD's strategy for ensuring sustained change, notably:

- A demand-driven approach to ensure local ownership of objectives and activities;
- The use of appropriate, affordable technologies and cost recovery strategies; and
- The development of indigenous capacity to continue support services for local collectivities.

2.1 Demand-driven approach

DGL Felo employed a demand-driven implementation strategy that incorporated principles and techniques of good governance as a basic premise throughout the life of the program. The strategy builds the confidence of local actors, and more importantly, demonstrates that applying good governance practices can produce tangible results such as cleaner streets, better-equipped health facilities, more rational management of natural resources, increased cooperation of taxpayers, etc.

At every step of the way, local partners were required to remain fully involved in all processes and activities. Participatory diagnostic studies and subsequent action plans and grant proposals were carried out by technical working groups (TWG) comprised of local officials, civil society representatives, community leaders and central government cadres. TWG members not only took the lead on the conception, design and implementation of new initiatives, but also played key roles in mobilizing support of the council and population. The use of highly productive participation methodologies was a key component of this strategy (see 3.2 below). This intense involvement of local partners ensured a high rate of success, as most solutions emerged from local experience and were supported by local commitments, rather than being designed and delivered by outside consultants.

More specifically, DGL Felo helped partner CLs undertake short participatory diagnostic studies as an early step in determining how to address priority needs. Such studies contributed to sustainability by enabling local actors to conduct a sound analysis of key problems, and providing solid information and data needed for choosing appropriate strategies, technologies, etc. An example is the participatory analyses of waste management that helped understand the reasons underlying the failure of previous efforts and gather basic data on key parameters, i.e., number of households, waste volumes, the kind and quantity of necessary equipment, and households' willingness to pay for services.

Technical expertise was of course deployed by DGL Felo to coach and offer counsel, share best practices and help implement higher order technical solutions, but in all instances technical experts worked in response to directions and priorities set by local partners who were the real "owners" and advocates of the activities. This role was initially difficult for many technical consultants. Their experience on other donor projects had taught that if the process slowed, they were to get the job done themselves so targets could be met. They were not used to acting as catalysts for a process, especially one led by those whom they were accustomed to viewing as "target beneficiaries." However, a realization began to develop that this catalytic, *self-organizing* approach to local development engendered solid ownership of both problems and solutions in an effective manner.

2.2 Adoption of appropriate technologies and cost recovery strategies

DGL Felo technical assistance encouraged the use of technologies that could be mastered locally and which did not entail overly burdensome recurrent costs that would prove unaffordable when program support ended. In waste management initiatives, for example, DGL Felo dissuaded CLs from purchasing tractors for hauling waste, and instead recommended animal-drawn carts that are less expensive, better-adapted to the narrow alleys of many Senegalese towns, and can be easily maintained by local blacksmiths. Similarly, CLs were assisted in identifying mechanisms for recovering the costs of new service delivery and resource management systems. For example, the program worked with CLs to increase the *commissions* on natural resource management (NRM)-related fines paid within their boundaries owed them by the State, and urged forest brigades to be more diligent about noting *where* infractions occurred in their official reports. In health activities, DGL Felo helped local actors instill stringent management procedures to ensure that income generated from the sale of mosquito nets or medicines could be fully accounted for by community health workers.

2.3 Promotion of indigenous capacity to support local collectivities

Throughout the life of the program DGL Felo developed innovative approaches, supported by numerous resource materials, training modules and manuals, to assist Senegalese collectivities in organizing and delivering basic services, managing local government operations and interacting effectively with national government counterparts within their own communities. Several observers in the GOS and the development community have recognized the value of these methods and tools, and have expressed interest in putting them to use. To support continued use of DGL Felo-developed materials and spark further innovations in the field of decentralized local governance, several deliberate actions were taken.

A natural repository for all DGL Felo products is the *Direction des Collectivités Locales* (DCL) in the Ministry of Interior that received a full set of all documents produced by the program, as well as electronic versions that will allow them to reproduce them in the future. In addition, training and orientation related to DGL Felo modules and training materials in planning, budget preparation and management, and communication between elected officials and citizens, has been provided to the *Cellule d'Appui aux Elus Locaux* (CAEL), a support unit of the *Union des Associations des Elus Locaux* (UAEL). In January 2004, at CAEL's request, DGL Felo trained their staff in Advanced Participation Methods (APM) that underpin the design of both the approaches and tools used by the program. Shortly thereafter, CAEL began to utilize program modules and materials to provide training and technical assistance to local collectivities throughout the country.

Similarly, following two and one-half years of direct collaboration between DGL Felo and Africare, the latter will continue to use DGL Felo program materials in its local government and community development programs. In addition, collaboration has been initiated with the USAID-sponsored *Wula Nafaa* project to further develop the natural resource governance and management initiatives DGL Felo has undertaken in several collectivities in the Kolda region.

Finally, the technical staff of DGL Felo and the pool of Senegalese consultants who developed and delivered these training materials constitute a valuable resource for any future initiatives in local governance and institutional capacity building in Senegal. (A list of DGL Felo staff is included in Appendix III of this report.)

2.4 Use of workshops and Advanced Participation Methods

DGL Felo systematically employed APM² in a wide range of activities including strategic and operational planning, diagnostic studies, focus groups, preparation of information and communication campaigns, budget forums, case studies, policy analyses, etc. APM has proven singularly effective in enabling large and often heterogeneous groups of decentralization stakeholders (including central government technicians and administrative agents, local elected officials, community organization leaders, women groups, etc.) to quickly get their best ideas out on the table and organize them around practical, consensual action plans. The workshop approach dominated the style of technical assistance interventions throughout the course of the program. Whether dealing with local finance or NRM problems, workshops were the primary tool chosen to achieve participatory, consensual assessment of problems and to create action plans to address them.

Workshops and forums are popular in Senegal. Hundreds are organized throughout the country every month. While they often provide interesting discussions, they rarely result in tangible decisions or results. By contrast, the focus of APM is on *production*. Activities are carefully sequenced so as to enable the group to arrive at a result. At each step, preprepared flipchart templates allow the participants to record and present what they have produced. The contents of these flipcharts are systematically incorporated in a final report, which is reproduced and distributed to every participant.

DGL Felo has used APM to introduce simple democratic practices to help resolve such potentially divisive issues as ranking development priorities, or selecting community members to serve on TWGs. The most striking example involves having participants at a large strategy planning workshop determine the five top strategies (out of 9 to 12 identified), by placing their votes (red sticky dots) on flipcharts next to each strategy. In a country where many important decisions are made behind closed doors, without popular input or oversight, the aforementioned voting exercise (accomplished in all 50 DGL Felo partner collectivities without a single dispute) provides a powerful model.

Another advantage of using APM is that the methods do not require special facilities or sophisticated equipment, and thus are well adapted to use in rural Senegal. Over the course of the program, DGL Felo organized hundreds of events using APM under a variety of conditions—indoors, outdoors, in large, modern conference facilities, and remote community centers without electricity. The essential material requirements are worktables and chairs, paper, markers, and a large wall surface on which to display the ideas, strategies and action plans produced by the participants.

APM has helped break down long-standing barriers between administrative officials and other local actors. In APM-based events participants worked in small groups, without regard to category or rank, to identify problems and generate proposed solutions as teams, e.g., *Sous-préfets* work alongside village chiefs and youth group leaders. Increased interactions between these various actors led to the awareness that each had resources that could be used by the other. Ideas were captured quickly and presented in simple language on small cards, which were examined and arranged by the whole group into plans. Such techniques enabled the group to examine ideas on their own without regard to their source. APM techniques circumvent speechifying and the all-too-common domination of group work by “intellectuals”—two phenomena inimical to effective group work, and particularly prevalent in Senegal.

² A detailed presentation of the fundamental techniques of APM is provided by the following documents, translated into French by DGL Felo: *Formation en techniques de facilitation avec les méthodes avancées de participation: Manuels du participant niveau 1 et niveau 2*. For references to these and other APM instructional manuals, see Appendix 1, Section IX of the present report, as well as the *Catalogue des modules, manuels, et guides réalisés par DGL Felo (octobre 2004)*.

2.5 Building coalitions and commitment of local actors

In all phases of the work carried out with partner CLs, building strong coalitions and the commitment of local actors was a key element of the program strategy and of its success. A consistent message to local elected officials, CBOs, local nongovernmental organizations (NGOs), private sector actors, and representatives of the State and technical services has been that making local government work is everyone's business. Bringing together these actors from different *levels* of government for face-to-face discussions has been particularly instrumental in clarifying respective responsibilities and establishing new collaborative relationships, encouraging a kind of "positive complicity" between them and achieving tangible, realistic results. Dialogue around key governance issues, development of shared understanding, and emerging consensus on action agendas built a strong foundation for popular participation and commitment for action. Examples illustrating that tangible results are obtainable when local councils, citizens' groups and local government services (*e.g., Trésor, Service des Impôts, Service d'hygiène, Gendarmerie, etc.*) accept working together to improve management procedures and communications include the close collaboration that developed between Kolda and Tambacounda Forestry Service and partner CLs to monitor natural resources and the successful initiatives to increase revenues in the CLs of Kounkané and Sessène among others.

TWGs comprised of both CBO leaders and council members have been the crucible for collaboration among local actors within the collectivities. As DGL Felo's interlocutor with both the council and civil society organizations, the TWGs played a key role in catalyzing local action to improve resource and service management, and in soliciting and coordinating DGL Felo's training and technical assistance support. CBO leaders often bring both development experience and a capacity for social mobilization to the group that elected officials may lack. Though the dynamism and effectiveness of the TWGs vary widely, it is noteworthy that in several localities the TWG became an important advisory body to the council, and given responsibility for important tasks. In so doing, they provided a model of how council *commissions*, (many of which were barely functional at the time) could work. Through the TWGs, actors of many different backgrounds became involved in local government. Of the 452 TWG members active in 2004, for example, 40 were teachers and 29 were merchants. Twenty-two percent of the TWG members were women.

2.6 Development of high quality information and training materials for capacity building

Initiatives undertaken by DGL Felo's partner collectivities to improve service/resource management invariably created new capacity-building needs. The positive results achieved in collectivities are in large part due to the quality of the training and technical assistance delivered by DGL Felo. Training was tailored to fit the profile of the participants—elected officials, CBO leaders, technical agents, etc.—and take into account the varying levels of education and high incidence of illiteracy among trainees. The program favored active approaches using skits, small group discussions, case studies and practical exercises, which not only maintain high energy levels but also develop participants' existing knowledge and promote dialogue between them. Similarly, a large number of visual materials, in color, were used to enliven training events and help communicate concepts and ideas more clearly.

In the elaboration of training modules and materials the team was careful to ensure that the whole range of activities sponsored by the program was built around APM techniques. To ensure the proper use of these methods, all program consultants and resource organizations were trained in APM.

Because of the lack of high quality training materials targeting actors involved in decentralization in Senegal, it was necessary to design, test and adapt training materials and technical assistance throughout

the duration of the program. In each case DGL Felo ensured that training materials were of the highest quality and met the following criteria:

- *Relevance*: do materials meet the training/TA needs expressed by beneficiaries?
- *Clarity*: are the training objectives and strategy clear?
- *Useful outputs*: do participants leave the training with practical products such as strategies, work plans, budgets, etc.?
- *Participation*: does the training involve active involvement of participants?
- *Utilization and adaptation of existing materials*: does the training take existing resources (modules, guides, manuals, etc.) into account?

Local actors often find it difficult to master the complex processes and procedures involved in managing their collectivities. In addition to the guides and technical information sheets developed and distributed during training sessions to consolidate and broaden participants' knowledge, the program also designed one-page summaries outlining the essentials of important processes such as the organization and running of elections, the "budget calendar," and management of the civil registry service. These templates, which were disseminated in every CL across the country, have helped make decentralization more accessible to average citizens.

To increase the relevance of training on budget management and resource mobilization, whenever possible DGL Felo used specific data from each collectivity. Although this required additional information gathering and analysis by program experts and consultants, it enabled trainers to build workshops around the collectivities' actual performance and helped local actors devise more realistic, hard-hitting action plans. Participants at certain regional workshops were invited to bring documentation from their respective collectivities so that they could prepare their own accounts during the course of the training.

2.7 Using peer-to-peer sharing experiences

An effective strategy employed by the DGL Felo team to assist collectivities in improving their management of services and resources was peer-to-peer exchanges. Peer-to-peer learning has proven very effective in a variety of program areas and environments. ARD has used exchanges among local governments and outstanding individuals from their ranks as providers of technical assistance in other countries and found this formula to produce significant results for both parties involved in the exchange. When groups, through direct contact, see how their peers have been able to address and resolve a common problem, they are motivated if only from asking the simple question: "If they can do it, why shouldn't we be able to?" From the perspective of the group demonstrating their achievements to others, the experience is celebratory and self-reinforcing. It provides an opportunity for analysis, evaluation and continued improvement.

Cross visits by community representatives and officials experiencing problems similar to those of other partner collectivities well advanced in the implementation of their priority activity served to jump start the fledgling group, providing inspiration, technical information and the lessons of experience. Benefits of this approach included a lowering of the learning curve, an acceleration of the pace of implementation and avoidance of certain errors. There are also potential benefits for program implementation related to cost savings and longer-term benefits in terms of institutionalizing sharing arrangements and mutual support among local collectivities.

Also as a result of these exchanges, DGL Felo partner collectivities have banded together to form an association. The association has expressed the desire to continue the exchanges and the process of mutual enrichment.

III. Program Implementation

3.1 Response to universal capacity-building needs

3.1.1 Overview: generic activities

The concrete benefits of improved local service delivery and resource management in DGL Felo partner collectivities represent the culmination of substantial efforts over several years to strengthen local governance, and demonstrate the ability of local officials and citizens to collaboratively and successfully address and resolve the problems of their communities.

A basic premise of ARD's approach to implementing the SO2 program was that the principles and skills of good governance are best learned through efforts to resolve real-life service delivery and resource management problems. Therefore the main thrust of the program was to assist partner collectivities in successfully implementing *priority* activities that each of them had identified for improving management of key local services or resources. However, it became evident early on that the selected CLs shared some basic knowledge and skill deficits that needed to be addressed as well. The experience of the first year of program implementation revealed that implementing a strategy based on the achievement of priority activities could be accelerated by carrying out a set of accompanying "generic" awareness and skill-building activities targeting local elected officials and CBOs alike. It was in response to this baseline situation that a substantial percentage of project resources was devoted to *generic* activities that helped to establish a more solid foundation for local governance in all 50 partner collectivities.

An analysis of the priority strategies identified by the first 13 partner CLs in 2000 revealed two areas of common concern: mastery of the budget process and a clearer understanding of the roles and responsibilities of various actors in decentralized governance. Progress on both questions appeared so fundamental to making decentralization work that ARD immediately developed a set of training and technical assistance activities to respond to this need. The budget training package consisted of three elements: 1) a public forum to review the budget process; 2) training for councilors on the principles, rules and procedures of budget preparation; and 3) technical assistance to the councils for preparation of their 2001 budgets. These activities produced significant results with first generation collectivities, who prepared their own budgets (without help from the administration), on schedule, and followed procedures that allowed citizens to participate in determining priority investments.

Realizing that CLs in Senegal could not achieve sustainable service or resource management improvements without adequate operating and investment budgets, DGL Felo considerably expanded and improved upon its generic activities in the area of budget management and financial resource mobilization from 2001 to 2004. The program developed six different training and technical assistance modules, and carried out hundreds of workshops, aimed at reinforcing the capacity of local managers to take advantage of opportunities provided by the fiscal regime to increase revenues, work more effectively with State financial services, and establish solid accounting and property management systems.

ARD also developed a highly participatory one-day training activity on "transferred powers, roles, and responsibilities of elected officials." More than 600 persons attended the workshops in the three first-year regions, the majority of them from civil society organizations (private operators, women's groups, producer organizations, cultural organizations, etc.). The workshops confirmed the existence of important information gaps among the general population regarding decentralization, particularly the relationships between appointed representatives of the central government and the elected leaders of CLs. At the same time, the workshops revealed broad support for the basic principles of decentralization, and a willingness to undertake simple, realistic steps to further decentralized governance such as increasing their

involvement in council deliberations, improving tax compliance, providing other groups (youth, women) with information on the decentralization process, etc.

In 2001, DGL Felo developed and pilot-tested five different generic training and TA modules on leadership and communication, NRM and health (as transferred competencies), administrative and financial management of CBOs, and project planning and management.

The installation of a new cohort of local elected officials in May 2002 presented DGL Felo with the challenge and opportunity of using its extensive experience with CLs to assist the new councils in becoming operational as quickly as possible. Consequently, the program prepared and delivered training and resource materials on the fundamentals of local government management and administration in two-day orientation sessions for elected officials (*Journées d'Information*) and two-day workshops on budget preparation and management.

Another generic activity developed in 2002 focused on improving CL management of mail, records, and documentation. DGL Felo consultants provided hands-on training to CL officials and agents in inventorying their documentation and setting up more professional, effective systems and procedures for filing and archiving records. Mastery of this mundane but important function has gone a long way in establishing a modicum of order and sound management in what was previously a chaotic situation at best.

While it is through the implementation of priority activities related to NRM, waste management, etc. that *visible* results are obtained, generic activities were essential in setting the stage for improved governance and management. The generic activities carried out over the past four years increased knowledge and awareness of citizens and elected officials of decentralization principles and procedures, the appropriate roles of elected officials and administrative authorities, etc., and enhanced foundational skills (organization, planning and budgeting). More importantly, program activities and contact between local leaders and program staff catalyzed considerable discussion and self-examination regarding *habits and attitudes* required for successful local governance. This included the importance of improved communication between CLs and citizens, the feasibility of involving citizens' groups in definition of development priorities, and the right and obligation of citizens to be informed about local government operations. The undeniable complementarity between generic and priority activities is aptly demonstrated in partner collectivities in which increased local revenue generation (the fruit of extensive generic capacity building) now enables local councils to contribute more funding to local initiatives such as monitoring natural resource utilization, improving market infrastructure, or ensuring reliable waste removal services.

3.1.2 Strategic planning

The pivotal event in launching the program in each of DGL Felo's 50 partner collectivities was the organization of a strategic planning workshop (SPW) that brought together 50 to 85 people representing the principal stakeholders (elected officials, women's groups, youth and producer associations, administrative officials, State technical services, NGOs) to examine the following question:

What are the specific, practical, priority actions that we need to undertake in the next three years in our collectivity in order to reinforce good local governance and obtain better management of services and resources?

Through a transparent and democratic process, the participants at each SPW selected five priority strategies from among 9 to 12 strategies identified. These priority strategies formed the basis of the partnership between DGL Felo and the collectivity for the duration of the program. DGL Felo offered

training, technical assistance, and small grants in support of initiatives developed *by the collectivity*, to address a priority strategy. The basic premise underlying the SPW was that governance programming in the partner collectivities should revolve around questions that local actors consider urgent and on which they are prepared to invest their time and energy.

The 50 strategic planning workshops conducted by DGL Felo were compact, highly structured one-day events that required careful methodological, material, and logistical preparation. Using the model initially developed by ARD in the Philippines, DGL Felo adapted it to the Senegal context, and trained more than 30 consultants as facilitators of these events. In 2003 the program produced a detailed guide on the preparation and conduct of SPWs.

During the SPW, participants designated five community members to become part of a nine-person, volunteer TWG that would serve as an interlocutor between DGL Felo, the council, and local CBOs. The remaining four members of the TWG were designated by the council. The TWG was responsible for assisting the partner collectivity in refining selected decentralization strategies; determining technical assistance and training needs; and helping local actors to plan, implement and monitor priority activities.

Deliberately designed to energize local actors around decentralization, and provide a model for participation and democratic decision making, the SPW proved to be extremely effective. Despite invariably hot and crowded conditions, the SPWs were marked by high levels of energy and enthusiasm. Participants, enchanted by the novelty of APM and encouraged by the way the workshop enabled them to rapidly analyze problems and generate action proposals, worked through the six to seven-hour workshop without becoming fatigued. More importantly, the SPW resulted in the selection of a set of priority strategies that enjoyed broad community approval, and provided multiple targets of opportunity for reinforcing local governance and improving management of services and resources.

In a country long accustomed to expensive, laborious, and ultimately frustrating, donor-driven planning exercises, the SPW provided a potent demonstration that large and heterogeneous groups of actors were capable of rapidly producing broad plans for improving management of essential services and resources, and reaching consensus on priority strategies.

Positive interaction among civil society and local governments was aided by the DGL Felo focus on doable actions and realizable objectives. Early on it was decided that little good would come from a highly technical approach to local planning or activity design. Most especially, DGL Felo staff were keenly aware of the tendency of collectivities to prepare elaborate plans based on “wish lists” of projects contingent upon major inputs of outside, donor-based funding. Thus, lengthy, elaborate planning exercises were avoided, while emphasis was given to rapid identification and consensus prioritization of issues, followed by action plans designed to “get things done.” The philosophy of the program was guided by the strong belief that small gains lead to bigger gains faster than lengthy planning and analysis would. Local governments also saw that by aiming at immediately doable actions, they would build a foundation for more collaborative and productive action in the future.

3.1.3 Budget management and revenue mobilization

When the program began in 2000, major constraints preventing collectivities from managing their budgets effectively and controlling and mobilizing their financial resources included:

- Poor grasp of rules and procedures,
- Officials’ lack of knowledge about possible sources of income,
- Inability to recover potential revenue,
- CL officials’ poor financial analysis and planning capacities,

- Lack of transparent management,
- Absence of vision for development among local officials,
- Lack of citizen involvement in management and oversight of resources,
- Mystification of budget-related matters,
- Lack of appropriate communication policy, and
- Irregular financial reporting by Treasury service accountants and insufficient use of financial reports by collectivities.

The actors directly involved in local financial systems were guided through an analytical process that enabled them first to identify their failings, and then propose practical, relevant solutions to problems. Thanks to the implementation of appropriate strategies and practical actions, program activities permitted almost every partner collectivity to significantly improve its performance in understanding and mobilizing local revenues on the one hand, and budgetary and financial management on the other.

There is now a clear distinction between collectivities that had the opportunity to benefit from program support and those that did not. Because of this, the collectivities supported by DGL Felo are becoming less dependent on government representatives in preparing their budgets. With the exception of a few rare cases that persist despite numerous attempts to overcome them, the Treasury service no longer substitutes itself for local collectivity authorities in the preparation of budget execution documents. As the hallowed principle of separation of functions between the financial director (mayor or rural council president) entitled to sanction expenditures, and the accountant (from the State Treasury service) takes hold, the decentralized State services are freed up to devote limited human, material and logistical resources to their own work.

Principal activities

- 87 budget forums and budget orientation meetings brought together more than 6,000 actors.
- 19 regional workshops in budget preparation and administrative accounting for more than 400 budget managers.
- 6 workshops were conducted in budget management, administrative accounting and property management.
- Ongoing assistance was provided to all 50 partner collectivities in budget and administrative accounts management.
- All 50 partner collectivities were given assistance in implementing financial resources mobilization action plans.
- 6 follow-up workshops were conducted in the establishment of local budget, accounting and administrative management systems, and to provide assistance in preparation of 2003 final accounts.
- 11 regional encounters shared views on improving communication and collaboration between State Treasury agents and collectivities.
- 3 workshops were conducted to plan public awareness campaigns for the mobilization of local financial resources.

Major results of program assistance

- Local actors have a better grasp of the budgetary process, and rules and procedures are more rigorously applied.
- Local officials know more about different income opportunities, have a better grasp of fiscal and parafiscal potential and have diversified their sources of income.
- Data collection systems have been established and reinforced, and the tax rolls needed to estimate revenues are in place.
- Communication and collaboration between collectivity officials and those from the State services responsible for setting and recovering taxes and fees has increased.
- Local revenue has increased because of better recovery systems.
- Public involvement in budget management has increased, and more attention is paid to popular concerns through increased investment and installation of priority infrastructure.

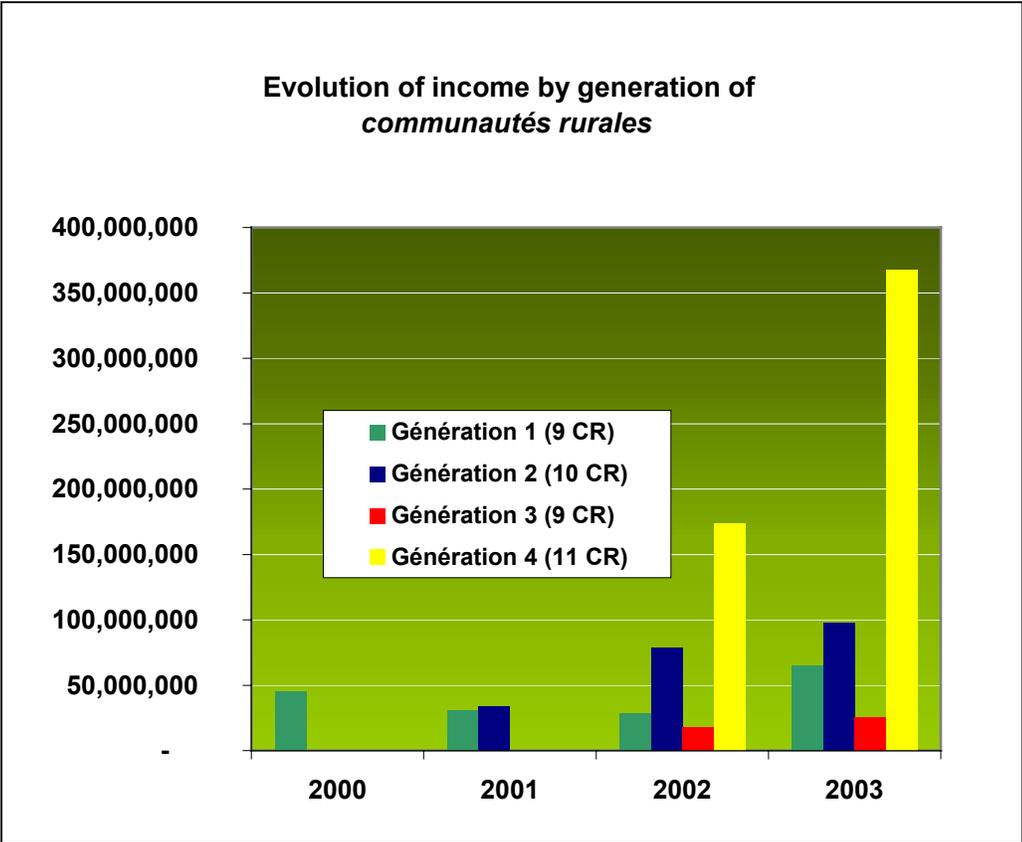
Increasingly, collectivities are elaborating and voting in meaningful and realistic budgets on schedule. Another major change is that most *communes* and *comunautés rurales* that received training now meet regularly to discuss budget orientation, and prepare and adopt local accounts each year. In most partner collectivities, regular local accounting and inventory/supply management has become a major concern of the authorities. Little by little, day by day, systems are being put in place and consolidated.

The points below illustrate how much has been achieved in a remarkably short time; demonstrating beyond any doubt that the implementation of appropriate strategies and actions could enable any Senegalese collectivity to make significant progress in budget management and financial resource mobilization.

- Between 2001 and 2002, 75.7% of partner collectivities (28 of 37) increased their financial resources. This trend continued through 2003, when 38 of the 50 partner collectivities, or 76%, improved on their 2002 recovery record. In 2003, nine of the 11 *communes* supported recovered more tax than they had in 2002.
- Several *communautés rurales* in various parts of the country obtained unprecedented results with rural tax collection, which was previously seen as a difficult, if not impossible, tax to recover. Similar performances were recorded for recovery of Category 4 per capita tax, which was also considered difficult and sometimes even impossible to collect in *communes*.
- Prior to program intervention, local authorities in the Ziguinchor region, particularly in the *communautés rurales* (CRs), hardly dared ask the public to pay taxes and fees because of the instability in the region. The only financial resources for most collectivities came from the State, in the form of grants and other transfers. Just over two years of program intervention have seen a broad diversification of revenue sources in every partner collectivity, and even in those of some non-targeting neighboring jurisdictions. Some income is recovered regularly, and the rural tax, which was something of a taboo is now collected without much difficulty from a public that has finally understood its purpose and uses.

“The work done by Africare-DGL Felo is starting to produce positive results. Storekeepers are voluntarily paying their taxes. Council presidents have come to ask my advice on how they could generate more income in their collectivity. And now there’s funding for council meetings, councilors’ travel expenses and training, which are all included in the budget. This is real progress, and it’s all due to DGL Felo.”

–Tax collector, Oussouye



- In a reversal of previous trends many collectivities now devote an increasingly significant part of their budget to investment. Some even see spending on investment as more important than paying operating costs. This represents a completely new outlook, which if it continues, will revolutionize management of these collectivities and generate even greater public support.

None of this could have been achieved without involving local actors and making them accountable for their actions, or without a range of well-thought out and consistent activities. These activities were designed to facilitate real understanding and enable participants to put into practice the concepts, techniques, tools and procedures they had learned during the course of what were, for the most part, very brief training sessions.

3.1.4 *Journées d'information*

In 2002 DGL Felo seized on the opportunity provided by the election of new councils to implement a generic information/training activity to jump start local governments in the program's partner collectivities. Having observed that the first cohort of local elected officials who took office following the 1996 decentralization reform had been woefully unprepared to assume their new roles and to exercise the new powers embodied in that reform, the program designed a two-day activity, called *Journées d'information* (Information Days). This event was designed to provide new officials (as well as other key local decentralization actors) with basic information as preparation for their role in managing local affairs and promoting development in their communities.

The first *Journées* were organized within four weeks of the May 2002 elections. Participants included councilors, members of CBOs, village and neighborhood chiefs, administrative officials, representatives of the Treasury, technical services, etc. To broaden the impact of the *Journées*, neighboring collectivities were invited to attend as well. Over 100 neighboring collectivities took part in the 37 *Journées d'information* events organized in 2002. Each two-day session brought together an average of 65 participants for a total of 2,405 that attended these events. In all, DGL Felo assembled 11 separate reference materials to distribute to CLs at the *Journées d'information*, a virtual library for collectivity management.

These highly effective information sessions organized in 2002 were extended in 2003 to the program's thirteen 4th generation target collectivities in response to a strongly expressed demand from the participants themselves. After a year in office, elected officials in these CLs were concerned about their lack of training in the management of local affairs, and dismayed by the absence of accessible sources of information or practical tools that would enable them to fulfill their roles and better discharge their duties.

DGL Felo invested considerable effort in the four months preceding the election in the development of manuals and guides that could be distributed at the *Journées d'information*, as practical references for day-to-day collectivity management. The most important of these included guidelines on questions ranging from how to organize council meetings to the procedures to follow in procuring equipment and services. Another valuable tool for local officials was a set of guidelines on the roles and specific responsibilities of four of the most important technical commissions in Senegalese collectivities: finance, natural resource management, health, and land management.

"When we were elected, we started bringing changes to the community, but the population, who didn't understand the changes, criticized us and considered us inflexible intellectuals. Through these Information Days, people have gained a better understanding of the laws and of local government operations, and that reassures us in the road we have chosen."

– President of a rural collectivity and Information Days workshop participant

The greatest impact of the *Journées d'information* was that it prepared the new councils for their first tasks in office. It enabled them to produce, in a participatory and consensual manner and in conjunction with central government services and civil society organizations, an action plan focusing on the most urgent needs of the community within the first three months of the new mandate. Though DGL Felo received numerous requests from non-partner collectivities to hold *Journées d'information* in their localities, time and financial constraints limited the program's response to the following actions:

- A grant to the Regional Development Agency in Kaolack that enabled it to organize *Jl* for every local collectivity in the region of Kaolack in 2002; and
- The transfer, in Feb. 2004, of the module, guidelines, and supporting materials to the CAEL which integrated most of the module into its national training program for elected officials.

3.1.5 Community-based organization financial and administrative management

Recognizing that citizens are not merely *beneficiaries* of improved governance, but play a vital role in *producing* it—as voters, taxpayers, responsible users and co-producers of services and resources, volunteer members of management committees, and initiators of various community actions—DGL Felo consistently involved them in program activities. Representatives of community-based organizations, including women and youth groups, economic interest groups (GIE), producer organizations, etc. took an active part in the whole range of generic training activities carried out by the program. The technical working groups formed in each partner CL had five members chosen by the community “at large,” and four designated by the council. This ensured that the TWG would serve as an interface with both the council and CBOs in working with DGL Felo to implement priority activities.

This approach—placing citizens and elected officials in the same workshop settings along with other local actors (administration, technical services, NGOs, etc.)—worked well in raising levels of understanding about the roles and processes of local government, increasing the frequency of consultations between councils and CBOs, and generating stronger citizen involvement in local initiatives ranging from forest monitoring to neighborhood waste management to tax and fee collection.

As partner collectivities moved ahead with the implementation of priority activities they recognized the need for new skills in order to succeed. DGL Felo organized training and TA missions aimed at building capacity of both elected officials and CBOs involved on a demand-driven basis. These covered topics such as leadership and communication, design and implementation of surveys, elaboration of training and social communication plans, the development of systems and procedures for managing equipment and financial resources, administrative and financial management of health and credit mutuals, etc.

During a review of DGL Felo's results monitoring plan in June 2002, USAID's SO2 team expressed concern that, although CBOs were benefiting from capacity-building activities, they needed more focused and individualized attention. USAID advised DGL Felo to modify its approach by developing a strategy and related training activities that would target CBOs *as local institutions in their own right*, and not simply as organizations participating in the implementation of priority activities.

In response to the SO2 team's concerns, it was necessary to determine first of all, *which* CBOs to target. An initial inventory of CBOs undertaken by DGL Felo in its thirteen first-generation partner CLs had identified more than a thousand, the most numerous being village-level women's and youth groups. The data collected regarding activities, frequency of meetings, annual operating budgets, etc. suggested, however, that a large proportion of them existed in name only and were barely functional. Many of them reported undertaking sporadic initiatives confirming the widely-known fact that a large number of CBOs in rural Senegal were created in an opportunistic fashion to take advantage of externally-funded projects, rather than as grassroots organizations established to address the specific needs of local populations.

Though strategic planning workshops in many partner CLs revealed a strong demand on the part of CBOs for training, DGL Felo had learned from experience (Saré Bidji, November 2001) that the impact of such training would be minimal as the majority of CBOs are too weak to benefit, or their level of activity too low for them to apply and consolidate new skills.

In consultation with local councils and CBOs already working on program activities, DGL Felo determined that those CBOs involved in the management of key public resources, services and infrastructure including forests, health posts, water systems, etc. should constitute *priority targets* for assistance. In every collectivity in Senegal, community-based organizations play a critical role in service delivery and resource management, particularly the committees responsible for key public infrastructure. Unfortunately, these local institutions, which collect fees from citizens and manage important sums of money, often do not perform well. They suffer from many of the same problems as local governments—weak management skills, ineffective leadership and communication strategies, and problems of transparency.

In focusing on CBOs responsible for the management of public infrastructure, DGL Felo seized the opportunity of strengthening the capacity of those most closely associated with the strategic objective of the program (more effective, democratic, and transparent management of services and resources). Furthermore, the decision to target this group of CBOs was judicious because their clear objectives and real service production responsibilities placed them in a better position to benefit from training and put their new skills to immediate and practical use.

Given the critical importance of *administrative and financial management* (AFM) in the functioning of any organization, DGL Felo decided to focus its capacity-building efforts in this area. Training activities aimed at building CBO capacity to account to their membership through the preparation of simplified technical and financial reports, and to use facilitation techniques to enable groups to generate ideas, develop work plans, and reach decisions.

In 2003, DGL Felo created a task force composed of 25 consultants with proven track records as trainers in administrative and financial management to organize and implement this training strategy. They were charged with refining methodologies and developing tools adapted to the needs and realities of different types of targeted CBOs. Specific management tools were assembled for health center, borehole, and waste management committees. Over the course of 2003 this strategy for CBO capacity building was first tested in partner CLs in the Kolda region and subsequently rolled out in intensive three-day AFM workshops for 20 collectivities in the regions of Kolda, Thiès and Louga, involving 10-15 key CBOs in each location.

Although the reduction in DGL Felo's 2004 budget limited the extension of this generic assistance to one additional region—Ziguinchor—where over 100 CBOs were trained, the program mounted follow-up technical assistance missions in 2004 to all 20 collectivities in Kolda, Thiès and Louga. Not only did the program receive enthusiastic feedback from collectivity and CBO leaders regarding this assistance, but data collected in 2004 showed that nearly two-thirds of the targeted CBOs had improved their management as demonstrated by the adoption and application of at least 4 of 8 recommended management procedures or tools.

The training and technical assistance package developed for this generic activity has been extensively documented. The manuals and guidelines that were developed should be valuable assets for USAID and other donors and development institutions interested in pursuing CBO capacity building, particularly those involved in the provision of public services.

3.1.6 Document and inventory management

If there is one arena where the shortcomings of CLs, (*communautés rurales* in particular), hamper their ability to effectively run and monitor local affairs and disseminate information, it is the organization and management of records and files. In the majority of localities, the lack of organization was such that it was not unusual to see mail come and go completely unrecorded, or for important documentation to end up lost in drawers. Onsite observation and demand from partner collectivities clearly revealed that local institutions needed considerable support in organizing and processing data. The program began by providing all 50 partner collectivities with basic equipment needed for communications and archiving (notice boards, hanging file cabinets, etc.).

The *journées d'information* were then used to provide a comprehensive set of documents on decentralization. Collectivities were also encouraged to ensure that the information was properly circulated and documentation made available to all local actors, so that everyone could better understand the regulations governing local collectivities.

In order to ensure that materials (mail, information, etc.) are accounted for and that partner collectivities make the best use of available tools (file cabinets, mailing registers, binders for chronological files, notice boards, etc.), the program provided assistance with document archiving, establishing a system for processing information contained in these documents and improving filing systems. This was done through 50 technical assistance missions benefiting a total of nearly 400 individuals. Participants from each collectivity included:

- President of the rural council,
- Community secretary,
- TWG representative,
- Two members of the municipal or rural council,
- Civil registry official, and
- Volunteer monitor.

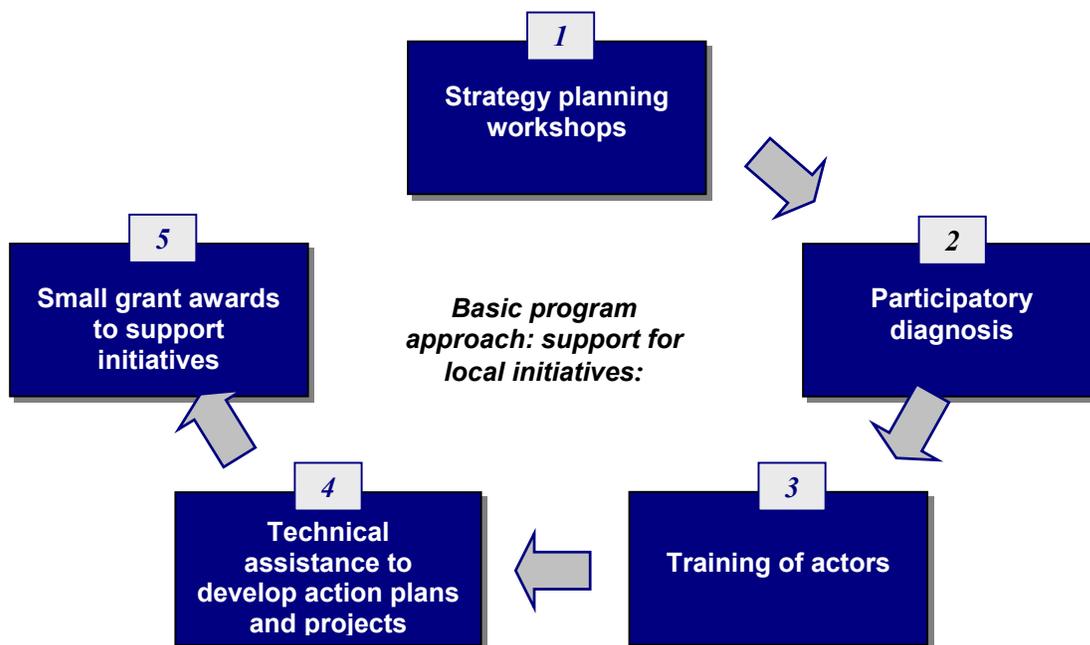
By the end of this assistance each partner CL had inventoried all its documents, established a filing system and designed document loan forms. An embryonic document archiving system was thus created as well as internal capacities for its maintenance and expansion. As comments below testify, one of the immediate consequences of this assistance is the ease with specific documents can be accessed as needed.

3.2 Response to community-identified priorities

3.2.1 Basic approach

USAID's support for decentralization in Senegal is driven by the conviction that local actors, given increased authority, capacity, and means to address pressing development problems through democratic local institutions, will improve resources and services available to citizens. By assisting coalitions composed of councilors, citizens, and technical services in each partner collectivity to carry out at least one local initiative aimed at resolving a real-life service delivery or resource management problem, DGL Felo has been able to clearly demonstrate how good governance practices (including participation, transparency, communication, etc.) result in tangible community benefits.

The following diagram depicts the principal elements of program interventions in support of local initiatives.



The approach of the program was geared to providing catalytic support to local actors to enable them to progress from problem identification, to action proposals, to successful implementation. DGL Felo helped partner CLs mobilize experienced human resources—not to think or to make decisions in the place of local actors - but rather to advise them and encourage them to collect and analyze information to determine the best options for implementing their initiatives.

The program encouraged a slow and deliberate approach, encouraging local actors to give themselves time to fully understand the problems they faced, and to develop the most practical solutions, adapted to their own means and capacities, in close consultation with members of the community.

As local initiatives took shape, DGL Felo made incentive grants available to partner collectivities to acquire critical equipment or supplies needed to get community initiatives off the ground or to amplify and extend results already obtained. Though program collectivities identified a wide variety of priority activities, most of the 50 collectivities chose to work in one of the following four areas: solid waste management (10), health (23), natural resources (9), and market management (5).

3.2.2 Solid waste management

During the strategy planning workshops held in each partner collectivity, eight *communes* and two *communautés rurales* selected solid waste management as a priority service. To meet this demand the program mobilized consultants with relevant experience to help the collectivities achieve their objectives. The consultants began by helping councils identify each category of actor involved in solid waste management services and then getting them to work together to assess the current situation in their collectivity (*see text box*).

Assessment of solid waste management in the collectivities concerned (baseline situation)

- No functional system for managing household refuse;
- No available documentation on previous solid waste management activities;
- Previous projects not appropriated by local actors (households, neighborhood representatives, women's groups, sanitation committees, town hall);
- Lack of suitable equipment for solid waste management;
- Sanitation committees nonexistent or not formally organized;
- Funding for solid waste management not used effectively;
- Lack of consultation and consensus on local authority decisions regarding solid waste management;
- Heaps of garbage accumulating in unregulated dumpsites in the streets;
- No regular household refuse collection;
- Prevalence of illnesses related to insalubrious conditions (malaria, diarrhea);
- Lack of appropriate, functional latrines; and
- Actors involved in solid waste management lack training in this field.

When the analysis was completed the program assisted the councils and other local actors in implementing activities designed to improve solid waste management services. Support included providing basic equipment and supplies, organizing committees and drawing up contracts governing the relationships between the CL and solid waste service providers.

One of the key aspects of this process was participatory planning of the new system, based on:

- Public consultations on the technical and financial elements of the proposed solid waste management system (fees, collection system, type of equipment, site selection, etc.);
- Institutional analysis of sanitation committee operations;
- Levels of commitment among CLs and their partners; and
- Organization of a public event to launch the new system and a neighborhood cleanup operation.

A number of training and technical assistance activities were designed to help those involved organize more effectively. The most notable of these were:

- Training workshops on leadership and communication, and administrative and financial management for sanitation committees and private operators;
- Technical assistance in establishing consultative bodies for sanitation committees; and
- Technical and logistical assistance organizing exchanges among collectivities with solid waste management initiatives.

Major lessons learned from this intervention in solid waste management are that:

- The best approach for reinforcing good governance and improving sanitary conditions in small *communes* is to begin with discrete objectives that are achievable in the short term, guarantee the active participation of the maximum number of actors and have visible benefits for the whole community.
- Collectivities need to translate their political will into concrete actions if solid waste management projects are to succeed.
- Local solid waste management systems need assistance and follow-up from central government sanitation services.
- To ensure sustainability, technologies must be adapted to local conditions.
- Making local actors and private operators accountable for their actions enables collectivities to fulfill their role supervising and monitoring operations and quality of services.

Innovative ways of ensuring that the new systems are appropriated

- Guide to the tasks of each category of actor;
- Formal leasing contracts between the council and sanitation committees;
- Service delivery contracts between households and sanitation committees (garbage collection and removal);
- Agreement from the decentralized State services regarding assistance with the functioning of the system (sanitation service, forestry department, health); and
- Transference of management of sanitation infrastructures (public lavatories, transit dumps) to socio-professional organizations such as shopkeepers and GIEs.

Results of solid waste management initiatives

- Functional domestic refuse collection and removal systems;
- 92 jobs created and managed by local actors (collectors, landfill site supervisors, laborers, etc.);
- Social dialogue on solid waste management established between councils and citizens;
- Cleaner living conditions, and local population more aware and informed about problems associated with solid waste management; and
- Increased capacities of local actors, particularly sanitation committees, in administrative and financial management and participatory techniques.

- Local collection and removal systems are more likely to be sustainable if they are based on the private, for-profit, solid waste management model.
- Communication is a key factor in sustaining public involvement in the implementation of solid waste management projects.
- Strong leadership is vital in monitoring operations and maintaining quality and levels of service.

3.2.3 Public health

Public health is one of the nine service areas transferred to local collectivities by Law 96-07 in 1996. This law devolved responsibility for managing local health services to elected local officials, in conjunction with community organizations, health technicians and administrative authorities. Making not only health technicians, but all actors (elected officials, CBOs and local people, technicians and the administration) responsible for health management represents a fundamental change in governance relations. Initially this reform sparked a burst of activity around health issues, with the creation of community structures such as health committees and associations promoting health. Unfortunately this enthusiasm rapidly declined as it became clear how troubled the system was. During preliminary diagnosis of the local health system and services, local actors identified a number of symptoms (problems), such as:

“The reason we never did anything or took the initiative in health matters was because we knew nothing about our roles and responsibilities for managing this transferred competence for health, and were never asked how we thought it should be managed.”

– Participant at a DGL Felo training workshop in Nétéboulou *communauté rurale*

- Elected officials’ and other local actors lack knowledge and understanding about their roles and responsibilities in managing health services,
- Lack of communication and consultation between various actors involved in health, and
- Lack of transparent management and difficulties in renewing health committee membership.

Improving public health was high on the lists of partner CL priorities, and these problems were raised during initial strategy planning workshops. Twenty-six of the fifty collectivities retained health as the top priority, requesting that ARD assist them in improving services in this arena.

“With this approach, the health committee has been able to cover the whole communauté rurale without spending vast amounts of money, CBOs are involved in malaria prevention and treatment and are making a profit on their services; and people in even the most remote areas are able to obtain mosquito nets and information about malaria.”

– Nurse in Sinthiang Coundara, M. Diouf

In order to respond to the high demand from partner collectivities in health, DGL Felo developed an approach that began with analysis of the current public health situation by local actors themselves. Lasting four to five days per CL, this diagnosis enabled them to prepare an action plan of corrective measures to deal with the constraints identified, which was implemented with technical assistance, training and small grants provided by DGL Felo. This support aimed to reinforce the capacities of local elected officials to take charge of the identification, analysis and planning of health initiatives, and implement them in direct collaboration with community structures and State services. This participatory approach has helped eliminate the longstanding assumption that public health is the exclusive domain of health specialists.

The situational analyses confirmed that local health services in many localities were functioning poorly because of a lack of understanding of the operating systems and/or different actors’ roles and responsibilities. In order to address this problem three training modules and guidelines were designed and

Local Initiative Brings Health Care Closer to Home

Trained health volunteers teach about, detect, and treat malaria—leading to better health

Thanks to the technical and financial assistance provided by the program, the vast *communauté rurale* of Dialacoto, which is covered by a sole nurse, now has backup from relays of health volunteers recruited and trained in 25 of the collectivity's 50 villages, as well as information tools on malaria, and the use of mosquito nets and medicines purchased with funding from DGL Felo. The creation of community relays trained to identify and treat cases of malaria has:

- ◆ Lowered the number of patients seen by the nurse from 2,082 to 1,234;
- ◆ Significantly reduced the number of serious cases of malaria seen by the nurse; and
- ◆ Cut the number of miscarriages caused by malaria.

The success of this initiative has encouraged the collectivity to extend the malaria prevention project into its remaining 25 villages.

The most significant factors contributing to the success of this initiative are:

- ◆ The identification of malaria prevention as a priority by local people themselves;
- ◆ Synergy in planning and implementation among all the actors concerned (elected officials, the public, health technicians);
- ◆ The establishment of a coherent and transparent system of management, control, monitoring and evaluation involving all actors concerned with health management; and
- ◆ Increased public access to services and medication via local resource persons (relays), which also ensures continued public involvement in the project.

used as key materials in training sessions and workshops. During the course of the program over 2,300 local actors attended 74 training workshops based on these materials.

Following the participatory analysis of the community health system and training for those involved in it, the next step was to plan actions to enhance the functioning of the system and improve public health. Program support for these initiatives, which mainly centered around malaria prevention and equipping health structures, included 28 grants totaling 130,838,781 FCFA, and technical assistance to help partner collectivities establish effective and sustainable systems to manage health services and special initiatives.

3.2.4 Natural resources management

Over the last few years rural communities have seen an increasingly rapid deterioration of their forest assets due to various factors such as drought, forest fires, overgrazing, land clearance, frequent conflicts related to transhumance, and illegal resource use. To tackle this situation they have tried to improve measures to protect and restore forested areas through surveillance, reforestation and enclosure, and by setting up consultative committees to control transhumance. Despite the new legislation giving collectivities greater responsibility for NRM, local action in preventing further degradation of these resources has, for the most part, been ineffective.

While the new arrangements are intended to involve local collectivities more closely in the management of forest resources, the capacity of most *communautés rurales* to exercise their devolved powers is severely limited by the lack of technical skills such as data collection and analysis, investment planning and implementation, as well as budgetary resources. Furthermore, local councilors' lack of dynamism and initiative with regard to NRM does little to encourage action on the part of local stakeholders. In addition, the ability of State technical services to fulfill their role in monitoring and advising collectivities on how to exercise their transferred competencies and

"Local people not only understand that it is their duty to try to prevent their resources from becoming degraded, but are also convinced of the need to preserve them for future generations."

– Amadou Baldé, Pata CR

participate in management of State lands (i.e., developing land management plans) is severely restricted by their own lack of financial and human resources.

“This year our rural collectivity has really seen the impact of USAID’s local governance project. There was grass for our cows all the way up until the rains came, and we have had milk all year. We are more conscious of the environment now...and we understand the roles that our whole community plays in protecting the forest.”

– Bomelle Baldé, mother of nine and resident of Saré Bidji

In this context, DGL Felo has used an approach involving widespread participation of all NRM stakeholders. The approach was initiated through support designed to help collectivities fulfill their roles and responsibilities in forest surveillance, and through training on NRM as a transferred competence. This training emphasized the new roles and responsibilities of local councils in stimulating the creation or re-activation of forest monitoring committees

During workshops organized to establish or restructure forest monitoring committees, participants were given an opportunity to identify training and equipment needs, plan future activities

and discuss modalities of collaboration with the Forestry Department. An initial result of this process was increasing interaction between major NRM stakeholders: the Forestry Department, the rural council and local communities.

This new dialogue has not only helped the various actors better understand each other, but also to reach consensus on planning and implementation of joint activities. One CR even requested that a Forestry Department agent be made available to them, something that would have been unthinkable in the past.

As activities progressed, forest monitors were provided with training on fighting forest fires and designing management procedures, managing the equipment provided by the program and disseminating information. The training on information dissemination has been key to success, making it possible to track abuses by forest monitors, and forward the information to Forestry Department agents and local council for further action. This system provides the different actors involved with tools to monitor and evaluate surveillance activities, and above all to keep track of what the Treasury Department owes the monitors and rural council in *commissions* from the fines imposed as a result of their surveillance and reporting.

In view of the notable results attained with the surveillance system and the willingness of the regional Forestry Department to extend it across the entire region, a program has been set up to further develop the system and consolidate achievements to date. During regular meetings to discuss local problems and progress it was decided to initiate income-generating activities to maintain the momentum in local communities, particularly in designing and implementing forest development and management plans.

Various training modules and guidelines were designed on the basis of these initial experiences in local natural resources management. The main publications on this area included:

One collectivity benefits from another’s experience in natural resource management

An invitation to attend the first workshop to evaluate the forest surveillance mechanism in Pata *communauté rurale* inspired delegates from Mampatim CR to urge their rural council to take similar action. Having seen what had been achieved in Pata, not only in terms of forest protection but also in resolving conflicts related to illegal occupation of the classified forest, delegates from Mampatim were keen to develop the approach used in Pata to tackle the anarchic use of forest resources in their own community.

Just a few months after the committees were set up, local people reported the resurgence of many plant species that had been disappearing from the area, while fewer forest fires meant that fodder was available right up to the rainy season. In 2004 the committees put out 3 fires, and reported 9 rule infractions to the Forestry Department. The process has promoted a real spirit of collaboration between the Forestry Department and local communities, who now understand that the forestry agents—whom they had feared for so long—are not only there to enforce regulations, but also to help them plan and execute activities to manage their resources.

- An illustrated manual on the transferred competencies for NRM (versions in French, Wolof, Pulaar and Mandingue);
- A practical guide for forest monitors;
- A property management and control procedures manual;
- A training module on collectivities' authority with regard to NRM; and
- A practical guide for the local councils' technical commission responsible for environment and NRM.

3.2.5 Market management and improvement

Principal problems experienced by markets in local collectivities

- Unregulated, anarchic use and development of the market and surrounding area;
- Insalubrious, insecure and unsanitary conditions;
- Lack of management systems;
- Collectivities do not adequately control sites and fee collection thereby sacrificing potential income;
- No reliable records on fees and occupancy;
- No contracts regulating relationships between the collectivity and traders and other market service providers;
- Inefficient system for recovering duties and taxes;
- Shortage/lack of tax collectors; and
- Collectors lack incentives for productivity and accountability.

After four years working to improve market management, DGL Felo can attest that in addition to providing a source of income for collectivities, markets are important venues for developing good governance. Collectivities with markets of a certain size lose a significant potential revenue simply because these markets are poorly organized and inefficiently managed. The lessons learned assisting the *communauté rurale* of Kounkané improve the organization and management of Diaobé international market (an experience duplicated in four other collectivities) have proven most instructive in this regard.

There are certain problems common to all collectivities with markets (*see text box*), which prompted numerous requests for assistance from partner collectivities. In response, it was decided to run a pilot project in Diaobé market to ascertain how these problems could be addressed, and then apply the lessons learned from this experience in other CLs (Sessène (Saokom market), Léona (Potou market), Ndingy (Ndingy market), and Aouré (Doundé market).

The results obtained in just a short time in Diaobé and the other markets assisted by the program show what is possible in terms of building constructive working relations among different stakeholders, and demonstrated the numerous revenue generation opportunities that well-organized and well-managed markets offer local collectivities.

Notable outcomes of the technical assistance, training and grant funding provided by DGL Felo include:

- Establishment of steering committees for each of the markets;
- Creation or active partnerships between the CLs and the *gendarmérie* to assist with market tax collection;
- Sensitization and active involvement of the public and market vendors and service providers;
- Validation of collectors' status by training and providing them with uniforms, badges and work-related equipment; and
- Reinforcement of the system of collection and control.

"I was not the only one who was skeptical of USAID's program at first. There have been many efforts to fix the problems at Diaobé, and everyone becomes overwhelmed and gives up. However, the new, systematic approach of DGL Felo charmed the population."

– Ibrahima Diallo, vendor at Diaobé market

Overall, CLs are now more attentive to the concerns of market users and stakeholders, having established better and closer relations with them, implemented a communications strategy and increased direct investment in infrastructure and systems needed to improve the functionality of their markets.

Cooperative Market Management Brings New Revenue to a Rural Community

On market days, the small, southern Senegalese roadside town of Diaobé, in the rural collectivity of Kounkané, springs to chaotic life as thousands of visitors pour in from hundreds of miles around. Roving vendors wend their way through the crowd of shoppers; their heads piled high with colorful regional fabrics. The national highway is lined with mountains of locally grown produce, tables of wristwatches, and barrels of bright red palm oil. Originally the home of a weekly market, Diaobé increasingly plays host to a daily influx of vendors and buyers from all over the region, including the neighboring countries of Guinea Bissau, Guinea, the Gambia and Mali. Upwards of 15,000 people exchange over 1,000 tons of products, worth approximately FCFA 250 million (\$450,000) per week in Diaobé.

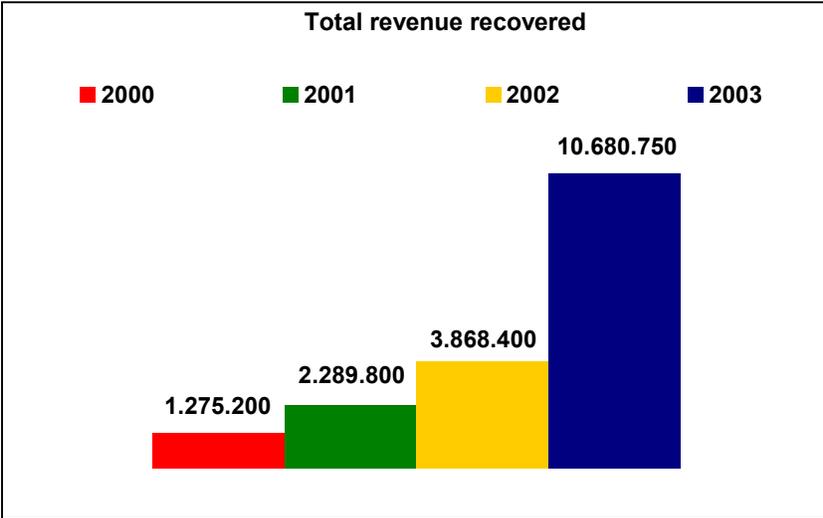
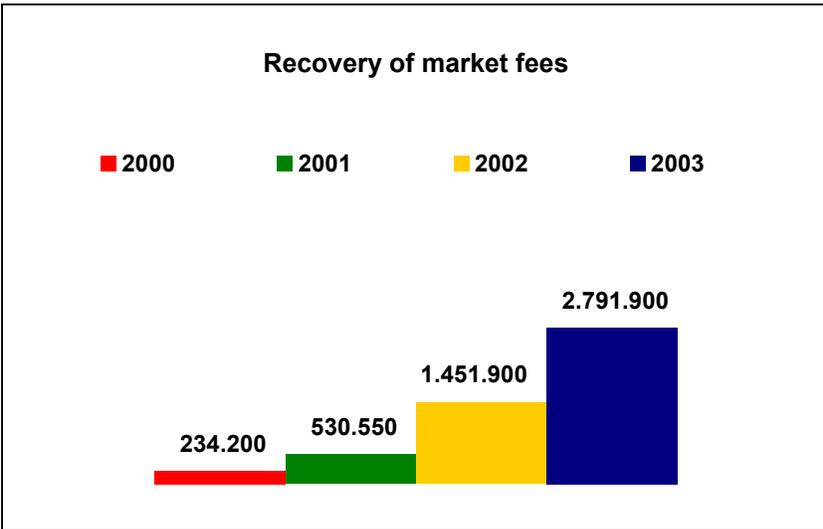
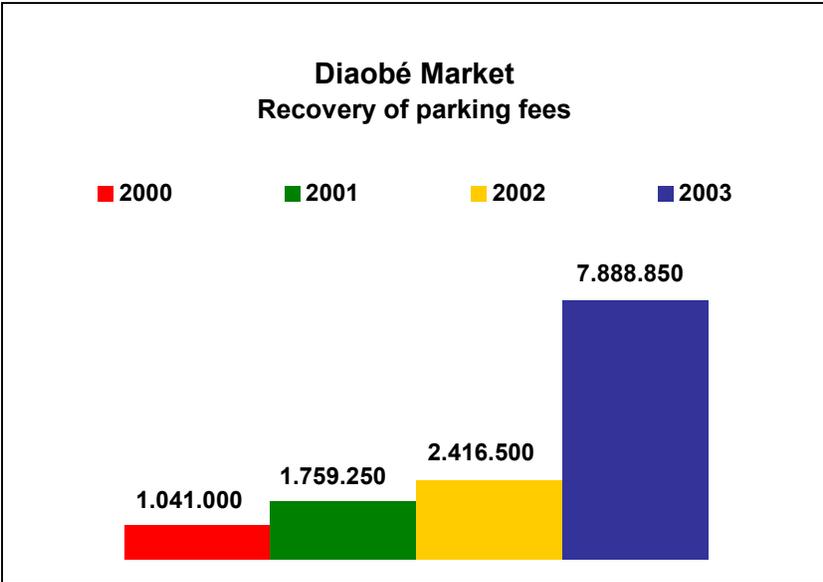
But such abundance comes with drawbacks. Vendors and their goods vie with supply trucks and passenger buses for space along the highway, blocking the national route. Rotting watermelons and discarded plastic bags mingle with rusted car parts and animal droppings in muddy puddles of red earth. Whatever burden this situation might place on visitors, it is the citizens of Diaobé and the Kounkané rural collectivity who pay the steepest price for their popular market. Despite the market's huge economic potential, until recently Kounkané received next to nothing in the way of market taxes, vending charges or parking fees. In 2000, total market-related collectivity revenues came to an average of just FCFA 1,275,200 (\$2,300) for the year, compared to an estimated FCFA 11.2 billion (\$19.9 million) in total transactions. Without decent tax and fee proceeds, Kounkané's rural council not only lacked any financial means with which to address the management, sanitation and security problems associated with the market, but it also lost the opportunity to capitalize on the market's success by applying resulting public proceeds to improvements in Diaobé and the surrounding area.

Using its signature participative approach, DGL Felo launched an initiative to improve the organization and management of the Diaobé market by bringing all of the concerned actors together to engage in a series of open dialogues. These actors included citizens, merchants and vendors, the elected local collectivity president and council members, the police force, and representatives of the departmental treasury and the central government. The initial meetings served to diagnose the current state of the market, identify the problems to be addressed and sort them into a number of manageable phases, and democratically establish leaders and committees who would drive the initiative to improve the market with DGL Felo's support. The assembly of actors decided that the first order of business would be to increase the collection of market-related revenues by the collectivity.

A comprehensive survey of the market's permanent and visiting merchants, vendors and vehicles was undertaken to establish an estimate of the earnings that the collectivity could expect if tax and fee collections were effectively handled. DGL Felo then helped the collectivity forge a valuable relationship with the police force, which agreed to partner with tax and fee collectors to reinforce their authority. New collectors were hired and trained, including several women for the first time in Diaobé's history, and DGL Felo outfitted them with uniforms and badges. DGL Felo provided the rural council with a computer and printer, and trained council members to record and track market revenues using a spreadsheet program designed for that purpose. Two tollbooths were installed along the highway, at the entrance and exit of the market, to ensure a systematic collection of vehicle and parking fees.

The results of the first several phases of Diaobé's market initiative are stunning. In 2003, the collectivity collected FCFA 10,680,750 (\$19,000) in market revenues for the year, more than five times the amount collected in 2002. Based on Jan.-June 2004 data, the CR expects to sustain that performance in 2004. The boost in market revenues has helped the collectivity invest in new market stalls and three community schools.

A major factor in the increased revenues has been a shift in people's attitudes toward paying their market taxes and fees, brought about by widespread public participation in the initiative, as well as the organizational and cosmetic changes in the collection process. Furthermore, as a result of DGL Felo's approach, many more local merchants and vendors feel personally invested in the efforts to improve the market, recognize the role that their tax and fee contributions can have to that end, and—now that there is regular communication between the population and their elected officials—they are confident that they will have a say in how the collectivity's proceeds are spent.



3.3 Decentralization: Public Information, Practice, Analysis and Reform Advocacy

3.3.1 Basic approach

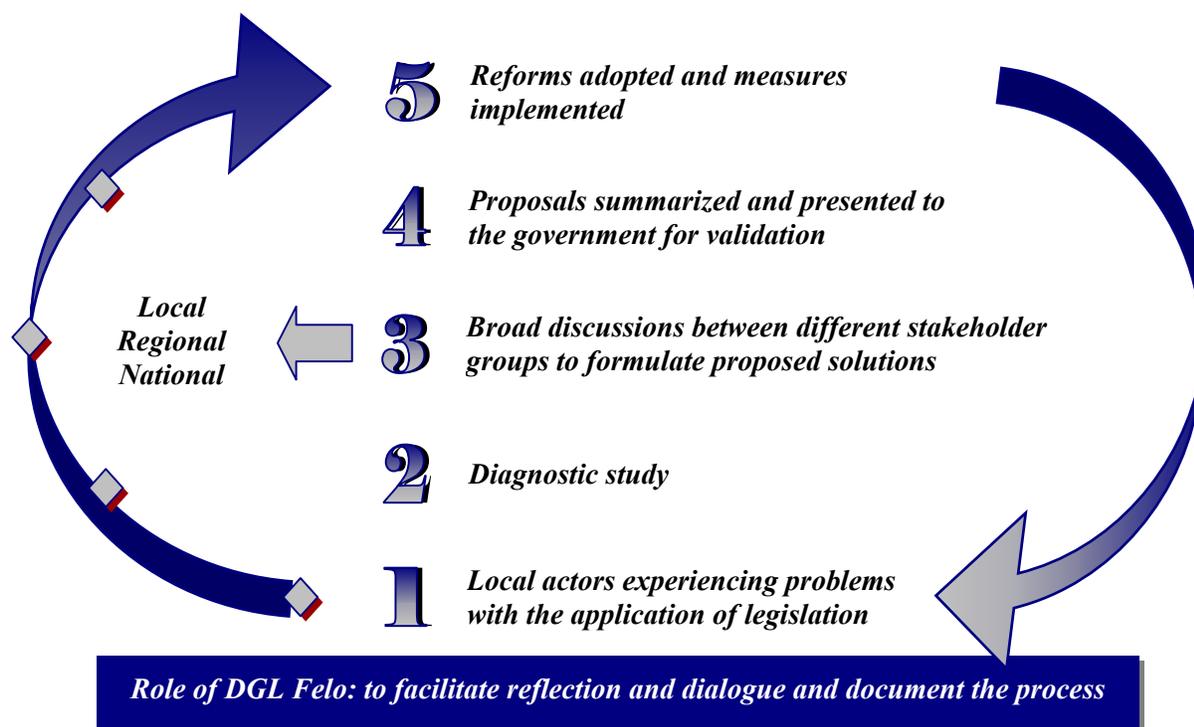
DGL Felo made its contribution to more effective implementation of decentralization policy through a two-pronged strategy:

- A top-down approach popularizing decentralization legal texts so they are better understood by all stakeholders, particularly elected officials and citizens. This mainly consisted of public information campaigns using a variety of communication techniques and media.
- A bottom-up approach conducting policy analyses aimed at promoting and facilitating exchanges on the shortcomings of decentralization laws and difficulties with their implementation, and drawing lessons from experience to be presented to decision makers so that corrective measures could be taken. This strategy played out in the form of policy dialogue around key issues faced by local collectivities such as civil registry, natural resources, and economic development.

Under this strategy, policy analysis organized by DGL Felo can be summarized in five steps:

- Request(s) from CLs faced with problems implementing decentralization policies;
- Comprehensive diagnostic studies to determine the precise nature of the problems from the perspective of local actors;
- Identification of all relevant actors and stakeholders and organization of exchange forums around key issues (These exchanges were organized at different levels starting with CLs and culminating at the national level resulting in concrete proposals for corrective action);
- Consolidation, summary and presentation of different proposals submitted to decision makers at the central government level; and
- Concrete measures adopted and implemented by central government authorities and CLs.

The five stages of policy analysis



3.3.2 Public information campaigns

The legal framework for decentralization is complex and difficult to understand even for educated people, let alone the illiterate. There is an obvious correlation between local actors better understanding their respective roles and responsibilities in decentralization and increased observance of the norms and procedures prescribed by legislation. From the outset of the program, activities to inform the public about decentralization policy, laws and best practices were designed with this in mind. As such, popular theater was a medium of choice to reach a wide range of citizens. The first series of theater scenarios focused mainly on basic texts as well as more generic themes. Professional theater groups were called in to record the skits for radio and television broadcasting.

A 2nd generation of scenarios was designed focusing on consolidating program achievements and informing the public about decentralization legislation. Community radio stations throughout the country received audio-cassettes as part of the public information campaigns.

3.3.3 Civil registry

One arena in which the program has been particularly active is promoting and establishing public debate on important issues often ignored in policy formulation. During national-level discussions on civil registry organized with assistance from the program, elected officials clearly expressed their desire to have civil registry centers in *communautés rurales* upgraded, and for powers to be transferred from sub-prefects to elected officials in rural areas in accordance with legislation. The central government was not only quite receptive to this demand, but also helped reinforce the position advocated by elected officials. The progress made in this area would have been inconceivable without the groundwork done by the program in getting stakeholders together, facilitating dialogue among them, and giving them support in documenting and arguing their case.

"USAID opened the eyes of local and national officials across Senegal and made us conscious of the weaknesses in public management in our country. The issues raised at the national workshop on the civil registry came as a revelation to the administration, and I have confidence that the momentum that has been created will lead to effective reforms."

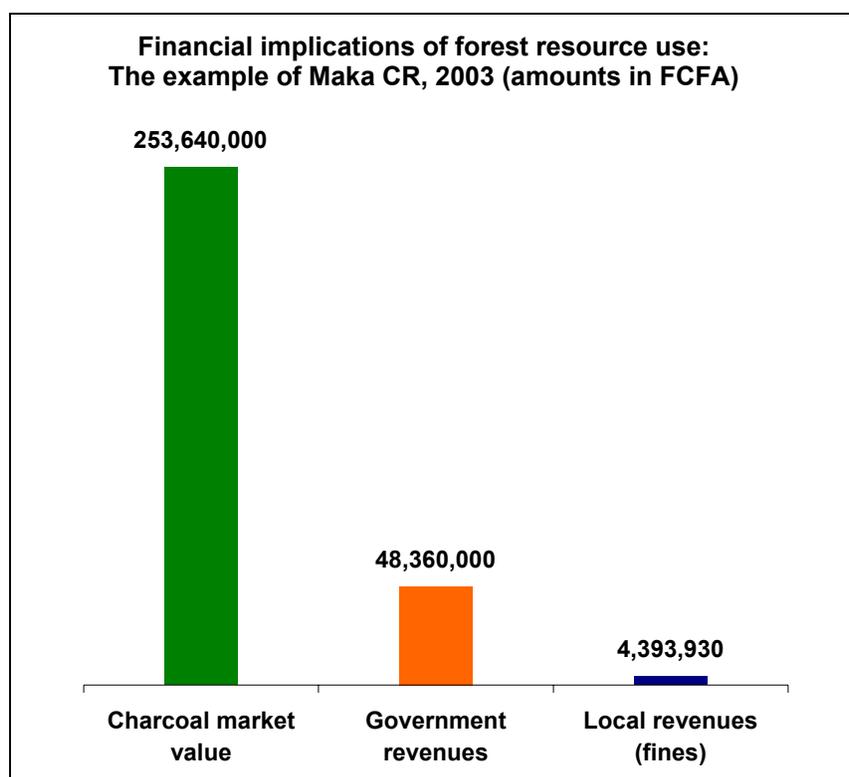
– Ahmed Saloum Boye, Vice President of the National Association of Rural Councils

The diagnostic study of the civil registry system was used as a reference for local workshops in all 37 partner CLs. The proposals made at these workshops were discussed at regional level and summarized in 8 sets of practicable regional proposals, which were then refined so that each was supported by solid analysis prior to presentation at the national workshop. By the end of this process all participants felt that they had a stake in the document and that it reflected the concerns of all those involved, at every level. A media campaign that provided a frank and sometimes shocking portrayal of the state of the country's civil registry service completed preparations for the national workshop and served to galvanize public opinion around the need for reform.

Overall, 54 activities involving 1,603 stakeholders were held at local, regional and national level during this process, which lasted from 2001 to 2003, and was conducted in close collaboration with the Minister of Decentralization, partner collectivities and the ANCR. It was regrettable that changes in the Government of Senegal during the final phase of implementing the recommendations led to the disappearance of the post of Minister responsible for CLs, a key partner whose intervention at this stage of the process was crucial.

3.3.4 Natural resources

A study on the financial implications for CLs of utilizing forest resources revealed that provisions of the 1996 reform in this area had yet to be translated into concrete action. The study ascertained that citizens derive very little benefit from the substantial income generated from permits and fines related to the use of natural resources within their *communautés rurales*.

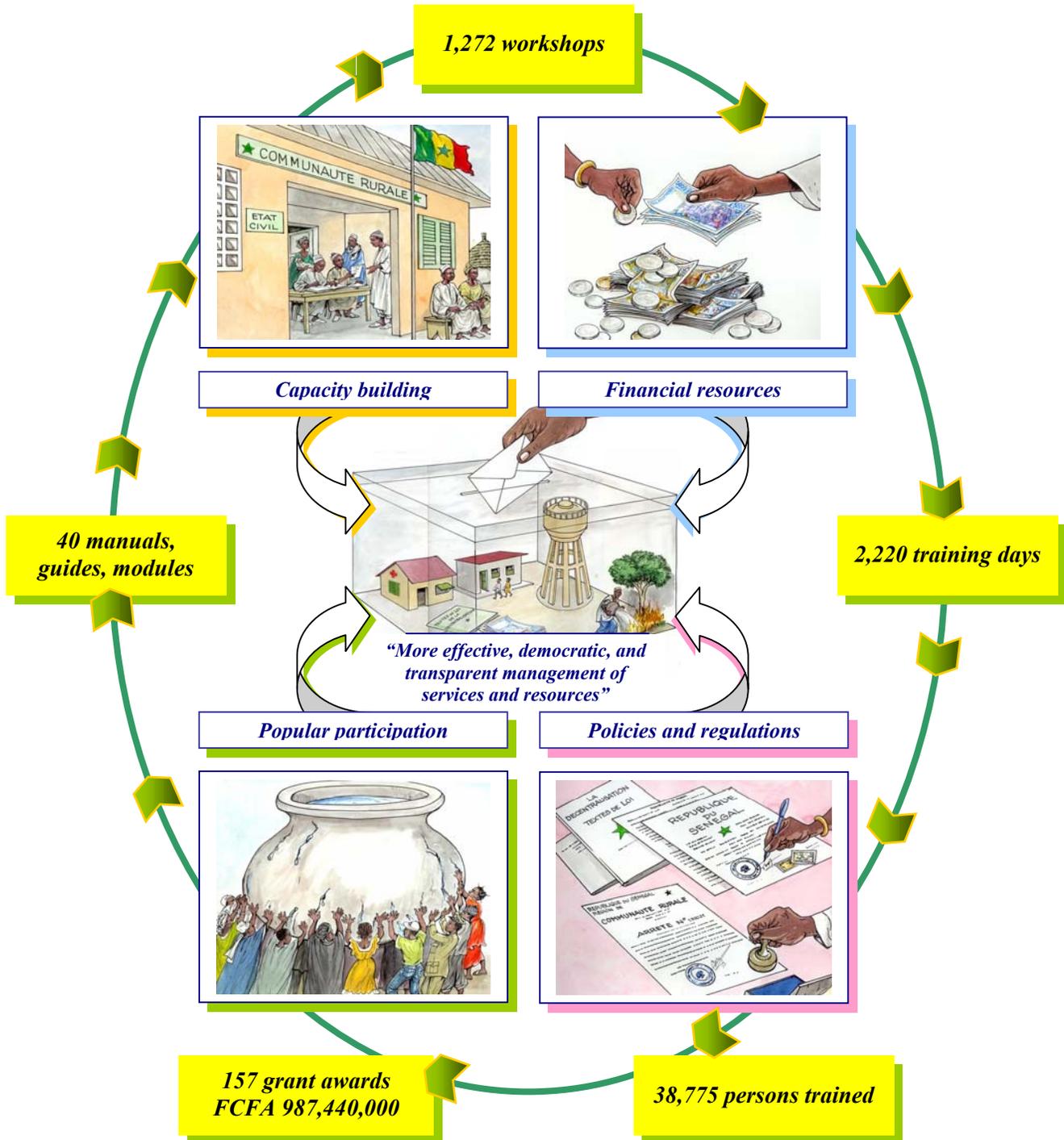


This study of NRM policy was intended to act as a catalyst, preparing local actors to lobby for increased revenues from natural resources to be channeled back into local communities. This involved convincing central government that giving local actors a greater share of this income would provide both the means and the incentive to increase efforts to manage these resources in a sustainable manner.

Discussion around these issues at local, regional and finally national level concluded that it was crucial to pass appropriate reforms aimed at more equitable distribution of the revenues from natural resource use. Recognition of the potentially dramatic consequences of maintaining the *status quo* has created real awareness of the urgency of the situation. As a result, a lobbying strategy was formulated to facilitate further dialogue with the appropriate authorities regarding the following measures:

- In the short term, the State should pay *commissions* to CLs that generate income from forest use and hunting.
- In the medium term, capital funding should be made available to enable CLs to better exercise their transferred authority in environmental and natural resource management.
- On a permanent basis, land use and forest management plans should be established in all localities.

“DGL Felo, intensive hands-on support for CLs”



IV. Program Results: Performance Monitoring and Impact Evaluation

DGL Felo used a comprehensive set of indicators organized around USAID's results framework for Strategic Objective 2 (SO2) to monitor program performance and measure impacts in each target collectivity. Data for each of the 16 performance indicators was derived from a variety of sources and methods including trained volunteer monitors, residents of the collectivities themselves. This highly successful and innovative approach to performance monitoring was not only cost effective, but also extremely beneficial. The direct involvement of local citizens in monitoring their collectivity's performance contributed to enhancing program outcomes and their sustainability.

4.1 Highlights

Throughout this report, analysis of program impacts and their sustainability is provided with reference to the established set of performance indicators, as well as to those impacts characterized as more qualitative in nature. In addition, the final Results Monitoring Report in four volumes provides a complete set of the baseline and annual performance data for each year of the program. The following section highlights notable impacts as measured by selected performance indicators under each of the key intermediate results (KIR).

4.1.1 KIR 2.1: Increased capacity of local institutions

Indicators under this KIR were designed to measure changes in institutional capacity of both local governments and CBOs. On the local government side, the preparation of realistic budgets based on anticipated revenues rather than wish lists that had previously been the norm was deemed a strong indicator of local government capacity. DGL Felo interventions to assist target collectivities in the budgetary process were extremely effective (see description in Section 3.1) with 70% of target collectivities demonstrating their ability to budget investments planned with the participation of civil society actors and realize at least 30% of those investments during the fiscal year.³

Collaboration between CBOs and local collectivities is a critical element of good governance, and was used as an indicator of local institutional capacity. The numbers of CBOs working collaboratively with their local governments exceeded established targets in each year from 2002 through 2004 with a total of

Participatory performance monitoring

During the first two years of program implementation, baseline and performance data were collected relying primarily on a local subcontractor, but in 2002 DGL Felo decided to transfer partial responsibility for this function to partner collectivities themselves through a system of local volunteer monitors. This was done not only to reduce the costs of performance monitoring and evaluation, but to improve data quality and to increase awareness among partner CLs of the efforts required for more effective, democratic and transparent local governance. Through a series of training and hands-on technical assistance activities, the program helped the volunteers appropriate the tools to enable them to monitor specific indicators on a continuous basis.

By conferring data collection on actors closer to the base, and spreading the collection out over the entire year, data quality and reliability improved noticeably. Furthermore, the change in approach provided an opportunity to build CL capacity in the critical area of monitoring and evaluation. Focusing local actors' attention on the concrete outcomes of each indicator helped to establish shared, tangible objectives and improve the likelihood of their achievement. Furthermore, involving members of the community in monitoring the performance of their local governments contributed to their awareness of its roles and responsibilities, established precedent for citizen oversight and laid the foundations for more transparent, participatory local governance. The shift to a more participatory monitoring approach clearly paid dividends for both the program and the partner CLs.

³ The fourth generation of collectivities (13 in number) to be brought into the program in the final year of implementation were not included in the performance measurement system as a single year's data would not have been significant in terms of program performance.

293 CBOs in 37 localities having undertaken at least one public interest activity jointly with their local government.

With regard to CBOs, several key public infrastructure facilities and services including potable water, schools, public health, sanitation and common property natural resources are managed by committees of citizens. These committees constitute important institutions of local governance whose financial management ability was used as an indicator of institutional capacity. Due in great part to the technical assistance and training provided by DGL Felo, the number of CBOs able to manage their finances using accepted methods increased steadily during the years for which this data was collected. Data for the final year of the program (2004) show that 65% of CBOs targeted for assistance were able to significantly improve their financial management capabilities.

4.1.2 KIR 2.2: Increased access to financial resources

Some of the most noteworthy results of the program were in the area of local government financial management and revenue mobilization. Achievement of KIR 2.2, *increased access to financial resources*, was measured by several indicators, most importantly the amounts of locally generated revenues. More specifically, the indicator was expressed as the percentage of DGL Felo target collectivities to attain yearly increases in local revenues. The percentages among the eight regions and 37 collectivities for which performance data was collected ranged from a low of 50% to a high of 100%, with overall performance across all target zones of 73% between the Senegalese fiscal years 2002 and 2003.⁴

DGL Felo partner collectivities have clearly demonstrated that within the current legal framework governing local revenue sources, real potential exists for local collectivities to increase own-source revenues. This is significant in that even without major reforms in fiscal decentralization (unlikely in the near term), the demonstrated capacity of local collectivities to increase their revenues not only provides them with more spending power, but may actually stimulate national policy makers and legislators to eventually enact needed reforms. Taking advantage of new revenue sources is an important indicator used to measure increased access to financial resources.⁵ For each of the three years from 2002 to 2004, collectivities in all regions added at least one new revenue source, and for the eight regions for which data is available, overall performance was at least double that of established targets.

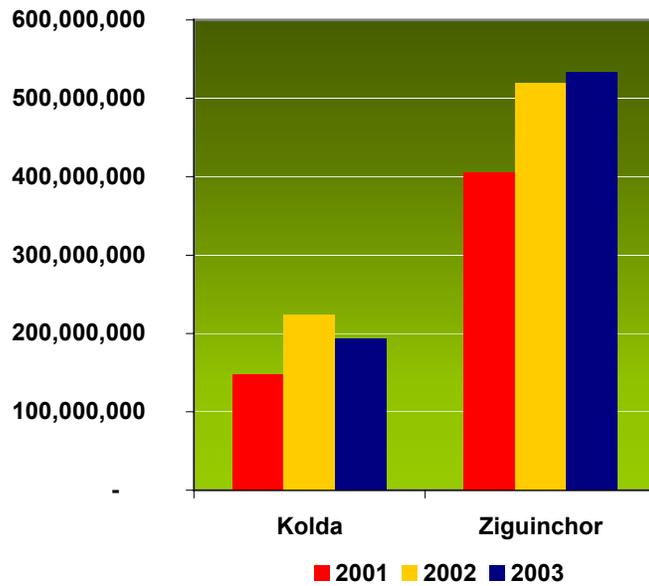
"I would like to make an apology to our collectivity president. I always thought that the term 'budget' meant that he had received a large sum of money, and I accused him because I saw that nothing was changing in our community. Now I understand that the budget is a plan, and that we all need to contribute financially and plan together to realize our community goals."

– Rural citizen and Budget Forum workshop participant

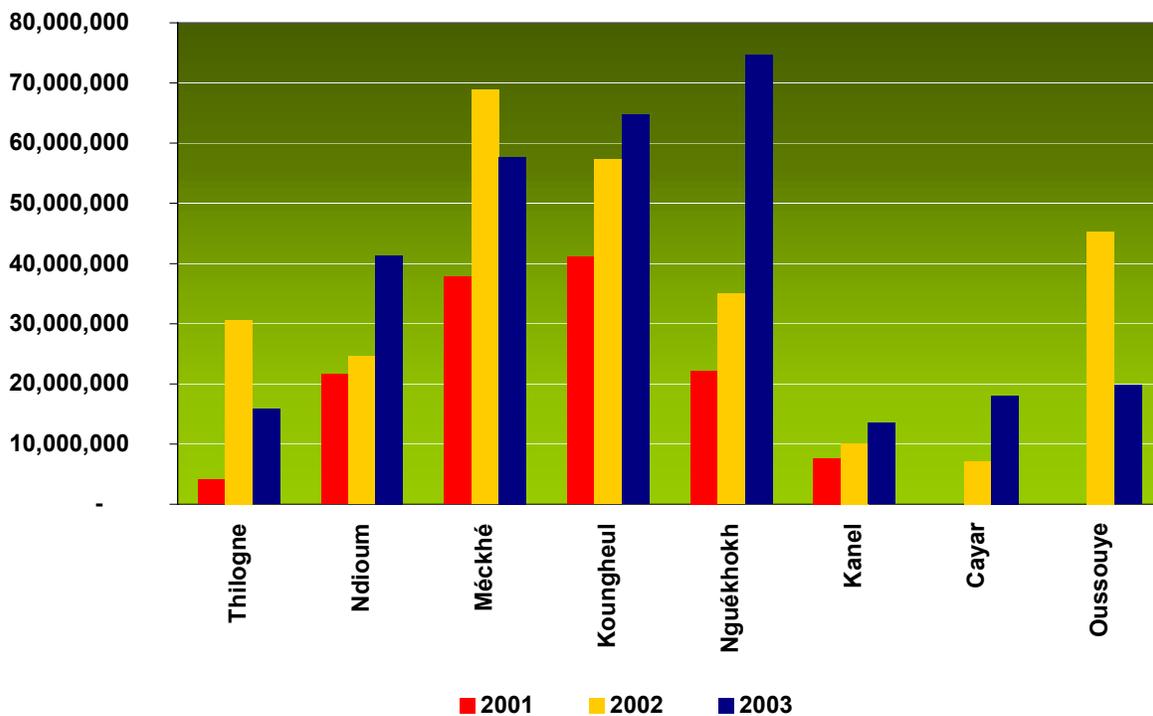
⁴ At the writing of this report, data for the fiscal year 2004 was unavailable.

⁵ This indicator included the requirement to hold a public deliberation to approve the new source of revenue. As such the indicator was also used as a measure of KIR 2.3 Increased popular participation in the management and oversight of public affairs.

Evolution of revenue collection in regional capitals (in FCFA)



Evolution of revenue collection in other regional towns (in FCFA)



4.1.3 KIR 2.3: Increased popular participation in the management and oversight of public affairs

Citizen participation in local governance is the centerpiece of SO2. The vast majority of activities undertaken by DGL Felo were designed to foster productive partnerships and new working relations between citizens groups and local governments, and therefore addressed KIR 2.3. The principal indicator used to measure levels of popular participation was the number of consultations of local citizen groups in decision making by local government units. The levels improved dramatically over the first two years of data collection and stabilized in line with established targets during the final two years. A target of 222 public consultations set for 2004 represented an average of six such events per collectivity during the year and was met with a total of 224 across all regions.

Another indicator used to measure levels of popular participation was the number of partner collectivities using at least three different methods to disseminate information to the public on plans, budgets, principal decisions, etc. Data showed a variety of media being used to inform the public, notably posters, town meetings and other public events, town criers, theater groups, radio broadcasts, and newspapers. Performance over the period from 2002 through 2004 showed overall increases and exceeded targets in each year, attaining 33 out of 37 collectivities in the final year. With a 2000 baseline of 1, this demonstrates remarkable progress in the efforts of Senegalese collectivities to reach out to their constituents.

4.1.4 KIR 2.4: More effective implementation of policies and regulations related to decentralization

A principal program strategy to achieve KIR 2.4 was to better inform local actors, officials and citizens alike, about the powers and transferred authorities afforded them under existing legislation. DGL Felo not only distributed the full original text, but also provided user-friendly adaptations to facilitate comprehension and eventual application. A tally of the number of decentralization-related laws, decrees and regulatory texts disseminated in partner collectivities was used to measure performance in this area. The data from 2001 to 2004 shows that the actual number of separate texts disseminated under program auspices far exceeded planned targets for every year of the program. The total number of texts distributed over the course of the program reached a high of 357 in 2002, leveling off to 234 in 2004 (see Appendix IV for a list of principal legislative and regulatory texts disseminated).

V. Conclusions

5.1 Principal Lessons Learned

The lessons drawn from the experience of DGL Felo discussed below were selected for their broad value for USAID and others to consider when designing programs in support of local governance in Senegal and elsewhere.

Lesson one: Governance relations can be transformed through information and interaction

At the outset of the program DGL Felo found that in the vast majority of Senegalese collectivities citizens and public officials alike were largely uninformed about the authorities and control over resources afforded them by law. Many of the local government officials with whom the program worked remarked that before benefiting from its technical assistance and training, they had not well understood the purpose and potential of local government. Through literally hundreds of public events organized by the program, local actors were given opportunities to discover the range of options available to them to manage the affairs of their communities. These events were fundamentally empowering and characterized by two main elements: information and interaction.

Recognizing that information constitutes a source of power, the program operated on the principle of providing equal access to information and thereby leveling the playing field and the power relationships among actors. DGL Felo filled a void by equipping local elected officials and citizens with good information, basic skills, practical tools and new ways of thinking and acting. From a position of improved understanding of the potentialities of local government, productive relationships became possible where they did not exist before.

DGL Felo activities provided real experiences for local actors to interact in different ways and help establish a basis for more transparent public management and for holding public officials accountable to citizens. The work done to educate citizens and provide technical skills to local officials on the budgetary process and revenue mobilization is a telling example. Whereas most citizens assumed that the collectivity budget was fully funded and under the total discretion of local authorities to manage, understanding the budget system and the sources of revenues significantly contributed to changing the relationship between civil society and local authorities. The experience of participatory budgeting was not only empowering for citizens, but revealing for public officials in terms of enhanced political capital and increased citizen willingness to pay taxes and fees.

On another level, DGL Felo interventions served to improve the relationships between local elected officials and representatives of the central government simply by providing information to the former and opportunities for the two levels of government to interact on issues of mutual concern. In many instances, the willingness of central government representatives to actively participate in problem solving at the local level was significant in that barriers to interaction among these parties were reduced.

Lesson two: Attention to recipients' management capabilities and absorptive capacity greatly enhances effectiveness of incentive grants

From the outset of the program in 2000, DGL Felo was conscious of the numerous pitfalls to be avoided in administering grants to local collectivities. Knowing that grants can easily become the *object* of program assistance rather than a *means* for carrying out local initiatives and demonstrating good governance practices, the program deliberately downplayed the grant mechanism in its initial months of work with new partner collectivities. As local initiatives took shape, however, opportunities emerged for

providing critical training, technical assistance, equipment and supplies to catalyze and sustain local initiatives.

In 2001 the program made its first large grant award to a partner collectivity—Pata—in support of forest monitoring. It included bicycles, motorcycles, uniforms and machetes for volunteer forest monitors and fire fighting equipment for village committees. An evaluation of the initiative three months later by DGL Felo staff and local actors revealed numerous problems. The local council had not put adequate procedures in place to control access and monitor use of the equipment, or to ensure regular maintenance. In response, DGL Felo helped Pata to develop property management and control procedures, and worked with the council and other local actors to identify sound strategies for increasing local resource mobilization so that it could cover repair costs and eventual renewal of key equipment.

The Pata experience informed DGL Felo’s response to subsequent grant requests. The program developed a number of *upstream* training and technical assistance activities focused on property management procedures, and systems aimed at better preparing other CLs to receive awards of equipment and supplies and to use them effectively. Realizing that local actors in most collectivities lacked practical experience in procuring equipment, hiring training services, supervising small construction projects, etc. the program offered intensive hands-on assistance to grant requestors to tackle basic tasks such as developing specifications for equipment and supply purchases, writing terms of reference for training service providers, and soliciting competitive offers from carpenters and masons. To encourage CLs to learn by doing, DGL Felo made grant requestors responsible, whenever possible, for carrying out their own leg work, such as researching alternative equipment suppliers or service providers, comparing offers, and justifying the final selection.

The intensive efforts to assist CLs in grant preparation and execution—while pushing them to assume maximum responsibility—resulted in a steady increase in their absorptive capacity over the life of the program, and greatly improved execution. Compensating for CL inexperience in this area was time-consuming, and often slowed implementation of CL initiatives, but represented valuable opportunities for the program to do hands-on capacity building on very practical matters.

Lesson three: One of the most effective ways to advance decentralization reforms is to demonstrate concrete results in improved local governance within the existing framework of the 1996 reforms

The USAID Country Strategy 2000-2006 emerged from a broad-based consultative process, with the eventual decision to support decentralized governance reflecting popular demand. While, the GOS has not followed suit by making decentralization and aggressive implementation of the 1996 local government law a priority, the law, nonetheless, provides the basis for far-reaching improvements in local management of services and resources. DGL Felo’s partner collectivities ~~has~~ have shown that under the current legal framework, improved local governance in terms of the management of public services and local resources is possible.

For a variety of reasons, both historical and cultural, many Senegalese communities continued to look towards the State or other external partners to take the lead in addressing local development problems, even after the passage of the 1996 decentralization reforms. By encouraging local leaders to be more proactive, and to take advantage of powers granted them by the 1996 reforms (revenue mobilization, creation of forest monitoring committees, oversight of health facilities, etc.), DGL Felo helped partner CLs to discover their own potential, and to overcome the skepticism of many local administrative authorities and technical services regarding their motivation and capacity.

The program's achievements in institutional capacity-building, access to financial resources, popular participation, public services, problem solving and the application of existing laws and regulations are all demonstrations of improved local governance in the absence of active central government support. Are improvements sustainable and expandable under these conditions? Is further investment by USAID and other donors advised in the current environment? The answer to these two questions is undeniably yes. This is mainly because of the empowering effects of successful outcomes when local actors come together to solve problems in concert with their local governments. These experiences serve as an incentive and catalyst not only for additional local governance improvements, but for building popular demand for reform. The inclusive, consultative process that was pursued to bring about reforms in the civil registry demonstrates the promise of this bottom-up strategy for policy reform.

It should be noted that as local collectivities gain experience and credibility in managing their affairs, they can expect to receive backing from local technical services and administrative authorities in their demands for more extensive decentralization reforms. The positive results obtained from various collaborative efforts between DGL Felo partner CLs and agents of deconcentrated State services such as forestry, hygiene, education, and treasury, as well as the *gendarmerie* and many sous-prefectures, have converted many of them into ardent supporters of decentralization. Five years ago, for example, the National Treasury agent in Velingara had practically no contact with the Kounkané rural council. As a result of Kounkané's determined efforts since 2002 to improve revenue collection in the Diaobé market, he now confers regularly with the council president, and supports Kounkané's demand that the central government modify a regulation that prevents CRs from setting their own rates for remunerating market tax collectors, and thereby provide them with performance incentives.

Lesson four: The capacity to effect real and lasting improvements in local governance is rare

Many programs designed to improve local governance (including DGL Felo at the outset) rely on the capacity of cooperating country government agencies, NGOs, consulting organizations, training and academic institutions and individual specialists to effect local level changes and produce tangible results. Although ARD initially intended to utilize the services of several Senegalese organizations to design and implement DGL Felo field activities, it soon became clear that the expert driven mode of technical assistance was predominant among these organizations, and that they had little understanding of ARD's demand-driven strategy to promote good governance at the local level. Their lack of flexibility discouraged the development of partnership and led the program to rely more on individual consultants who could be trained to implement the program's strategic approach.

There is a fundamental difference between strategies to facilitate positive experiences that empower local actors and build productive relationships among them and strategies that deliver technical assistance and training by "experts" to "target beneficiaries". Though DGL Felo was frequently solicited by its partner collectivities to provide experts who could propose rapid solutions to pressing problems (for example, to quell a burgeoning conflict between residents and transhumant herders, extend a water distribution system, augment market revenues, establish a health mutual, etc.), DGL Felo spurned requests for "quick fixes". Instead, it offered to dispatch resource persons to provide useful background information on technical and legal issues to councils and TWGs, help structure and facilitate discussion and planning sessions among concerned local actors, and help them conduct research and carry out simple surveys which would enable them to discover and implement their own solutions.

This gradual, learn-by-doing approach permitted council and CBO leaders in the CR of Ngoundiane, for example, to gain a more realistic understanding of their capacity to mount and maintain a successful health mutual. Through their direct participation in a preliminary technical and financial feasibility study conducted in Ngoundiane, local leaders gained valuable knowledge about health needs of local residents, the quality of available health services, and the capacity of Ngoundiane's families to contribute to a

mutual. In subsequent stages, DGL Felo resource persons assisted in creating and training a citizen task force which carried out an extensive information and social marketing campaign regarding the mutual, and provided guidance in the preparation of the general assembly which formally established the mutual in 2004.

Relying primarily on individual consultants and resource persons amenable to its approach in which local actors take the lead in resolving their own problems, DGL Felo was able to assist council and CBO leaders in numerous CLs to make progress on relatively complex issues and undertakings. This invariably entailed a multi-step process that included some combination of:

- Information gathering (feasibility studies, surveys, exchange visits to other CLs);
- Consultation of citizens, technical services and administrative authorities;
- Technical analyses;
- Public hearings to present findings and clarify options; and
- Planning sessions, campaigns to mobilize public support and financial contributions.

Though time-consuming and demanding, the approach pays off by building the skills and knowledge of local leaders and by producing work plans and local initiatives that are sound, realistic, and enjoy wide popular support.

Notable examples of such payoffs are illustrated by:

- The collectivity of Pété Ouarack which succeeded in rallying the support of local residents, education officials, and various donor partners around an educational development project that it developed on its own initiative; and
- The collectivity of Pété which translated an ambitious dream of establishing a community radio station, into a detailed, realistic proposal for which it was able to garner the support of the rural council, village residents, and former members of the community living elsewhere.

Despite the development of state-of-the-art approaches to the promotion of good governance, many countries' institutions, including those in Senegal, have not made the paradigm shift necessary to effectively operate in a demand-drive mode. Bringing about this shift requires both recognition of the problem and deliberate efforts to provide training and orientation to cooperating country institutions. The cadre of local consultants trained by DGL Felo is instructive in this regard.

5.2 Sustainability

Sustainability of CL initiatives to better manage services and resources was a permanent concern of DGL Felo. Strategies to ensure sustainability were built into the way DGL Felo implemented the program, starting with the very first activity, the strategy planning workshops, which enabled partner CLs to focus on problems perceived as priorities by a wide spectrum of local actors. The assistance DGL Felo provided its partner collectivities in conducting careful diagnostic studies, building strong coalitions of local actors, selecting practical and appropriate technologies, establishing clear and transparent management mechanisms, and acquiring the information and skills needed to make new systems work, was part of an overall approach aimed at ensuring that local initiatives would be viable and would continue long after the withdrawal of program support.

The impressive results obtained to date by many DGL Felo partner collectivities that are implementing local initiatives around NRM, health, market management, and solid waste removal, indicate that the measures taken to ensure sustainability have paid off. Given the complexity of these initiatives, however, and their relatively short history, it would be disingenuous to suggest that the partner CLs do not face

difficult obstacles in preserving and extending their achievements. Some of the problems they face are common to all local initiatives, and others are specific to the nature of the new system put in place.

Among the challenges shared by all the partner collectivities is the need for continued, strong and effective leadership—both from elected officials and CBOs. Though all the initiatives implemented over the past four years involve sizeable groups of local actors, individual leaders have played a decisive role in every collectivity. In general the best results have been obtained in CLs where elected leaders have placed the authority of the local council and budgetary resources behind local initiatives, but have ceded significant responsibility for day-to-day execution to CBOs and private service providers. Mayors and rural council presidents who have been reluctant to share costs and responsibility, or who have allowed partisan politics to affect decision-making, have stifled community mobilization around new service and resource management systems.

All of the successful local initiatives have benefited from the invaluable contributions of volunteers—some in leadership roles, some as members of committees established to develop action plans and rally public support. While such public-spiritedness is essential to launch a new initiative and to build public support for new ways of managing services and resources, experience suggests that voluntary participation has its limits. Therefore, to enhance the likelihood of sustainability, a variety of mechanisms were put in place that afforded employment to producers of public services. For example, the waste management initiatives have resulted in the creation of jobs for cart drivers and landfill site supervisors; CLs have devised formulas that enable village health relays to earn a percentage on the sale of mosquito nets and medicines; market tax collectors earn modest salaries. However, there are other local actors providing valuable services as members of neighborhood sanitation committees, for example, who are devoting significant amounts of time to local initiatives without remuneration. Finding ways to compensate these “volunteers” without jeopardizing the financial viability of fledgling local initiatives will constitute an ongoing challenge.

A third shared challenge to the sustainability of local initiatives is ensuring that the management procedures and mechanisms that have been put in place function as intended. Public confidence is a key element in the success of each initiative. Nothing can destroy that confidence more quickly, however, than the misuse or theft of public equipment or user fees by those entrusted to collect and manage them. DGL Felo has assisted partner CLs in establishing basic management procedures and controls that *favor* transparent management. It is encouraging to note, that in several instances CLs have identified and dealt quickly with abuses by forest monitors and sanitation committee members. Nevertheless, the threat of abuse remains high given the temptations created when large sums of money are collected in contexts of extreme poverty, and the reluctance of largely illiterate populations to holding managers responsible and conducting periodic audits and management reviews.

The DGL Felo partner collectivities that have launched community initiatives to combat malaria, better organize their markets, fight forest fires and illegal harvesting of natural resources, and clean up their streets, are decentralization pioneers in Senegal. They have very few models of collectivities that have preceded them successfully in these areas. This explains the importance they attach to learning from each other’s experiences, and is the principal reason behind their initiative to create an association. The collectivities would no doubt agree that the presence of an objective, external partner was helpful in mounting their local initiatives, not only because of the technical and financial assistance DGL Felo provided, but because it facilitated the resolution of occasional conflicts and prodded leaders to action when necessary. This is a useful role that USAID/Senegal—at little cost—could continue to play with local collectivities in the coming years, thereby contributing to the sustainability of their initiatives.

Although DGL Felo was able to make an important contribution in the development of technical assistance resources for local collectivities, and supported the newly created *Cellule d’Appui aux Elus*

Locaux with training materials and training of trainers, more focused attention on institutionalization of support services for local collectivities from the outset of the program would have been desirable. The lack of specific objectives in this regard, as well as the absence of a strong Senegalese “institutional home” for the program can be considered a design flaw. As is the case in the developed, as well as throughout the developing world, there is a continual need for a variety of technical services to support local governments in providing quality services to their constituents. Programs to promote good governance and enhance the capacity of local governments should systematically seek to create a market for these services, working from both the demand side and the supply side. This involves ensuring that adequate resources and incentives are in place to encourage local actors to seek out technical support services, and that multiple suppliers of these services are available.

Appendices

Appendix I: Catalogue of Guides, Manuals, and Communications Products

I. Local collectivity functioning and management (7)

- *Introduction à la décentralisation au Sénégal*
- *Guide pratique sur l'organisation, le fonctionnement et la gestion des collectivités locales*
- *Guide pratique de développement économique des collectivités locales*
- *Guide pratique de la commission technique: Affaires domaniales du conseil rural et municipal*
- *Guide pratique pour la gestion des documents administratifs et du courrier*
- *Livret sur les droits et obligations des citoyens*
- *Guide foncier*

II. Increasing the capacities of local actors (5)

- *Module de formation: Leadership et communication dans la décentralisation et la gouvernance locale*
- *Guide du participant: Leadership et communication dans la décentralisation et la gouvernance locale*
- *Manuel du participant: Planification et gestion de projets*
- *Module de formation: Planification et gestion de projets*
- *Guide d'animation des journées d'information des élus locaux*

III. Finance (6)

- *Guide d'animation du forum sur le budget*
- *Guide d'animation de l'atelier sur l'organisation de la réunion d'orientation budgétaire*
- *Manuel simplifié de procédures de gestion budgétaire et de comptabilité administrative*
- *Manuel des procédures de comptabilité des matières*
- *Fiches pratiques de présentation des recettes des collectivités locales*
- *Guide pratique de la commission technique: Finances du conseil rural et municipal*

IV. Health (5)

- *La gestion de la santé en tant que compétence transférée*
- *Organisation, rôles, fonctionnement et outils de gestion des comités de santé*
- *Module de formation: Santé, population et action sociale*
- *Guide pratique de la commission technique: Santé du conseil rural et municipal*
- *Guide pratique pour l'élaboration et la mise en œuvre d'un projet de lutte contre le paludisme dans les collectivités locales*

V. Natural resources management (4)

- *Module de formation sur les compétences des collectivités locales en matière d'environnement et de gestion des ressources naturelles*
- *Manuel illustré sur les compétences des collectivités locales dans le domaine de l'environnement et de la gestion des ressources naturelles (versions en français, pulaar, wolof, et mandingue)*
- *Guide pratique de la commission technique: Gestion des ressources naturelles du conseil rural et municipal*
- *Guide pratique à l'usage des surveillants de forêts*

VI. Sanitation (3)

- *Module de formation en gestion administrative et financière des comités de salubrité*
- *Manuel d'informations et outils pratiques pour la gestion des comités de salubrité*
- *Guide pour la gestion des déchets solides des petites collectivités du Sénégal*

VII. Market management (1)

- *Guide pratique sur l'organisation et la gestion des marchés*

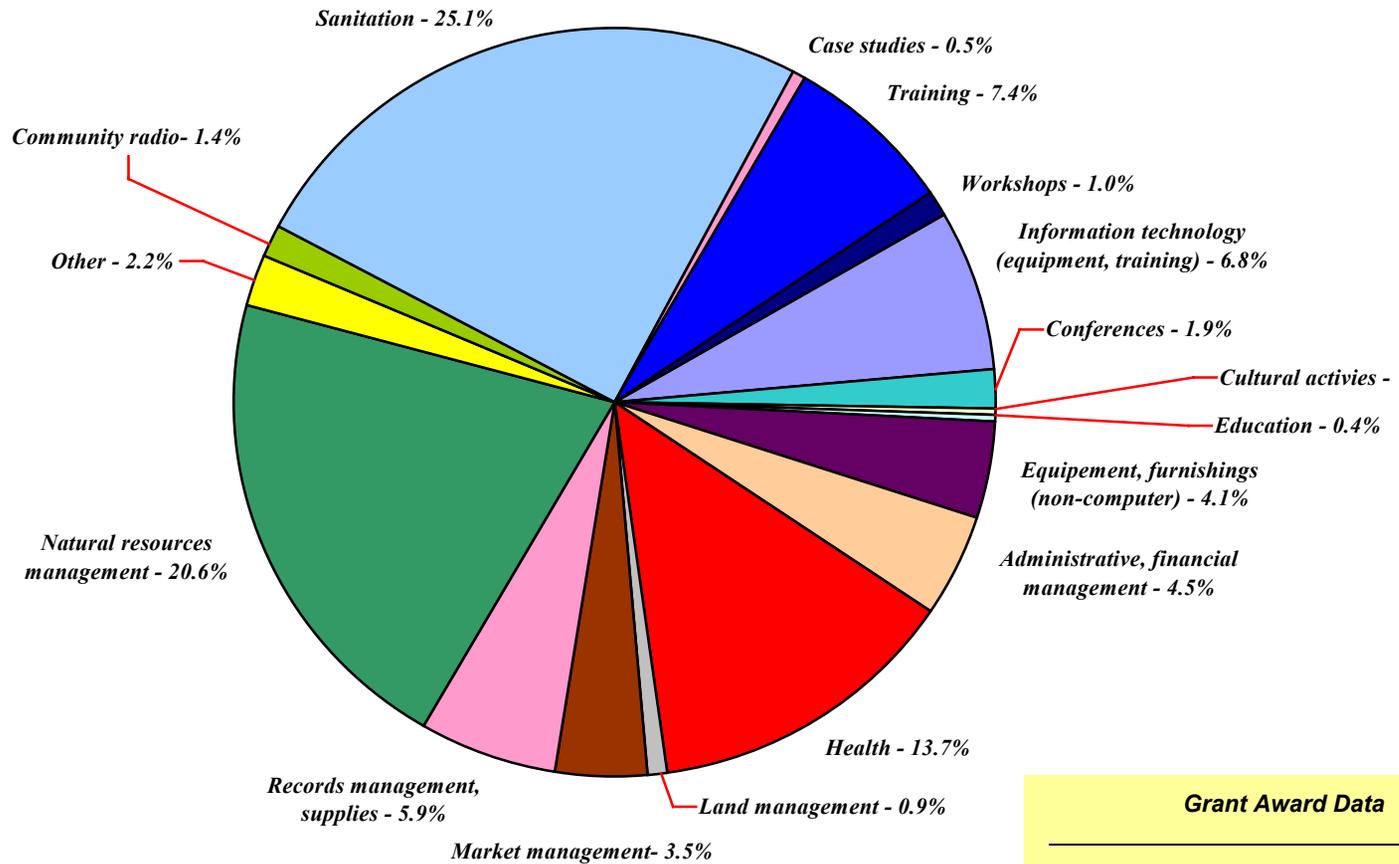
VIII. Increasing the capacities of CBOs and public infrastructure management committees (4)

- *Manuel de procédures d'utilisation et de gestion des équipements et matériels (CR de Pata)*
- *Gestion administrative et financière des organisations communautaires de base (module du formateur)*
- *Gestion administrative et financière des organisations communautaires de base et comités de gestion des infrastructures publiques (manuel du participant)*
- *Gestion administrative et financière, outils de gestion des comités de forages*

IX. APM / SPW facilitation (4)

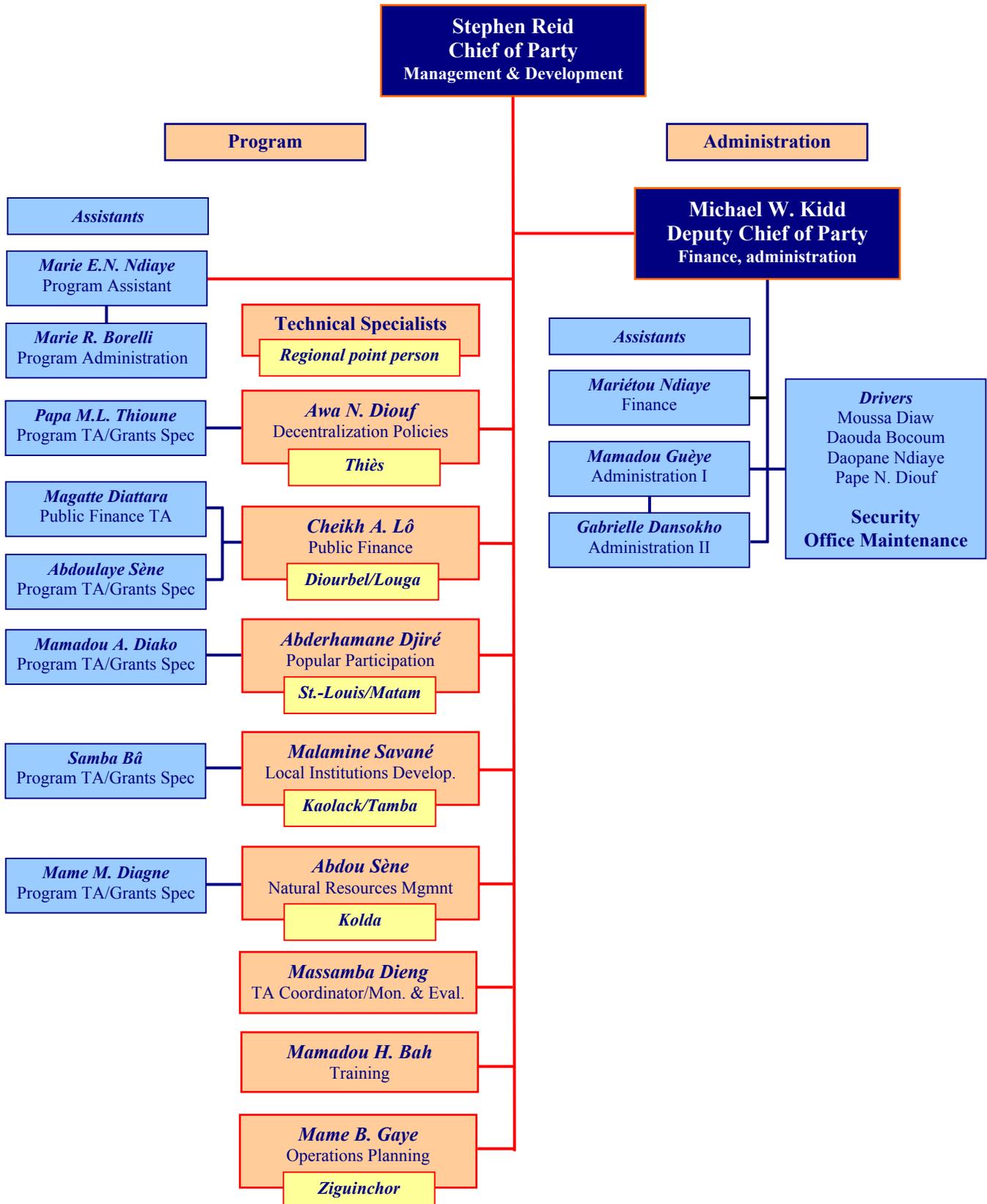
- *Manuel du participant niveau 1: Formation en techniques de facilitation avec les méthodes avancées de participation MAP*
- *Manuel du participant niveau 2: Formation en techniques de facilitation avec les méthodes avancées de participation MAP*
- *Manuel du participant niveau 1: Formation aux méthodes de conception des activités participatives*
- *Manuel de facilitation des ateliers de planification de stratégies (APS)*

**Appendix II: Local Incentive Grants
Distribution of Grant Funds by Sector and Type of Activity**



Grant Award Data	
Total number grant awards	157
Total value FCFA	987,440,000
Total value USD	1,747,700

Appendix III: DGL Felo Program Staff



Appendix IV: List of Principal Legislative and Regulatory Texts Disseminated

Laws	Decrees	Regulatory Texts
64-46	66-510	Arrêté N°10262/MF/DCR/T du 20/07/1966
66-64	81-430	Arrêté Ministériel sur les mutuelles de santé
69-06	81-1657	Code de la chasse
72-02	81-6841	Code des marchés publics
72-25	83-341	Code forestier
72-59	86-275	Instruction Ministérielle N° 4/MEF du 08/03/1988
72-61	86-761	
81-02	89-492	
87-10	91-1230	
90-37	92-267	
92-15/16	93-789	
96-04	96-221	
96-06 to 96-10	96-228	
98-02/03	96-1118 to 96-1130	
2002-02	96-1132 to 96-1139	
	98-399	
	2001-914	
	2002-166	