

EVALUATION REPORT PROMOTION HUMAINE PROJECTS

CEREALS PROJECT

EASTERN SENEGAL LIVESTOCK PROJECT

PROMOTION HUMAINE:

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BEST AVAILABLE

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I. INTRODUCTION - WHYS AND WHEREFORES

Higher agricultural production, simply for its own sake, has never been an aim of the Government of Senegal (GOS) or of the Agency for International Development (AID), although this point is sometimes lost sight of. There has always existed the accompanying notion that the return from an increase in production must benefit the wider community, according to the best sense of that community. It is in this regard that nutrition, for example, child care, and the higher status of women have received attention in recent years.

To view the matter in another light, the GOS and AID have found that there are limits to the technology which producers and their communities will apply -- there are bounds to the changes they are prepared to make -- unless wider benefits from these changes are clearly perceived beyond the simple economic return to certain individuals. Thus, the records of extension agencies in Senegal and elsewhere show that the efforts of even the most advanced herders and village farmers appear to level out on a production plateau well beneath that which the increased applications of available techniques could be expected to attain. We conclude, then, that after a point the incentive of higher production, by itself, is not incentive enough to ensure a continuing development process.

It is in this context that the two modest activities treated in this report were conceived. Both came into effect in mid-1976. They were designed as supplements to two GOS/AID production programs of strikingly

different character. The first, located in the well-populated area of western Senegal, sought to implement a gradual program of millet and groundnut intensification. The second, in the remote area of eastern Senegal, aimed at increasing the quantity and quality of livestock offtake consistent with good range management. The first project was managed by the Senegalese agricultural extension agency, SODEVA, a powerful semi-autonomous société d'intervention characteristic of those organizations charged with increasing production in other areas of Senegal. The second project, meanwhile, came under the direction of the regular Livestock Service of the Ministry of Rural Development. Despite these several differences, the purpose of each supplementary activity was, broadly speaking, the same. This purpose was to prepare the people of the two project zones:

1. To receive, manage and maintain the improved production systems engendered under the parent projects, and
2. To use Government services already available, as well as the increased revenues accruing from higher production, to improve community living conditions.

In the case of both supplementary activities, the instrument utilized has been the GOS delegation for non-formal education services, Promotion Humaine. Created in 1973 to coordinate and direct the ensemble of non-formal programs, Promotion Humaine combined four separate Directions,

each with its independent origins and staff structure:

1. Animation Rurale, charged with assisting in the formation of village-level organizations and aiding the introduction of technical training and services in response to local priorities.

2. Literacy (Alphabétisation), since March 1978 no longer under the direction of Promotion Humaine but still closely associated.

3. Rural Vocational Training, responsible for the operation of special centers for a 6-9 month instruction and reinsertion of artisans (wood and metal workers and masons) and pilot farmers, and

4. Middle-Level Practical Training (E.M.P.), under design to deliver practical instruction to youth, especially school leavers, and so to stem the tide of the rural-urban migrations.

Maisons Familiales, an entity under the tutelage of Rural Vocational Training, is directed at training teenage youth and young adults at the village level in an assortment of practical skills.

The funding of Promotion Humaine programs, directly linked with livestock and cereal production activities, represented a new departure for the GOS and for AID. This approach raised many points of interest from the outset. Which of the various services offered by Promotion Humaine would prove the best-adapted to the two broad objectives stated above ? By what means would Promotion Humaine coordinate and administer these services at the national and field level to achieve project objectives ?

And of greatest interest, given past differences of approach and outlook between Promotion Humaine and the technical agencies, could they work in partnership ? To what advantage for the local people would this arrangement prove to be ?

This report is the initial review of the project supplements, approximately two years after the project accords were signed. The present report was prepared by a joint GOS/AID team so that maximum use by both parties might be made of the joint findings and recommendations contained herein. We have suggested means for improving our insights in future into the effects of these activities, which we believe deserve to continue.

Finally, the report concludes with comments which may serve to place in a wider perspective the work of Promotion Humaine as observed in these two activities.

II. CEREALS PROJECT: GOALS - RESULTS - OBSERVATIONS

The principal goal of the Senegal Cereals Production Project is "to give a more human character to the production goals which are to be made more understandable to the population while taking into account more fully the interrelations among socio-political, economic and technical factors" in order to raise the economic, social and cultural levels of the rural population of the Thiès and Diourbel regions.

Thus the primary goal was to train farmers who would be able to integrate socio-cultural activities within production-oriented projects.

In order to achieve this goal the State Secretariat for Promotion Humaine was to undertake activities which would complement and support the technical extension themes diffused by SODEVA.

The table below presents a summary, followed by analytical remarks, of the results obtained by Promotion Humaine with respect to its objectives within the project area, particularly in the two rural test communities (Ngoundiane, Department of Thiès, and Ndoulo, Department of Diourbel).

GOALS	NUMBERS EXPECTED	RESULTS OBTAINED				
		TOTAL	NGOUNDIANE RURAL COMMUNITY	TOTAL THIES REGION	NDOULO RURAL COMMUNITY	TOTAL DIOURBEL REGION
1. <u>Reinstallation of rural artisans</u>	54	6	2	5	1	
2. <u>Organizing for development at village level</u>						
a) training of rural concillors	260	479	15	158	15	321
-village chiefs		694			26	
-notables		300				
b) annual planning sessions	1200 rural concillors	none	-	-	-	-
-village sessions						
c) Second Degree Courses	24 courses (1400 part.)	3 (35 women)	1 (25 women)	1	2 (60 women)	2
3. <u>Women's Activities</u>						
-setting up producers' groups	4800	4600/24 groups	400 members/2 groups	2800 memb/17 groups	150 memb/2 groups	1800/5 groups
4. <u>Maisons Familiales</u>	2 constructed & equip (Diourbel & Bambey)	1 under construc. (Diourbel Dept.)	-	-	1	1
5. <u>Functional Literacy</u>						
a) Training courses for instructors	3 courses/60 instruc.	2 courses/60 partic.		1 course/30 partic.		1 course (30 part.)
b) classes functioning	5800 audit/60 classes	15 class/700 audit.	1 class/30 pupils	15 classes/700 audit.	-	-
c) Refresher courses for instructors	8/60 participants	none	-	-	-	-
6. <u>Equipping Regional Centers-</u>	2 regional cent. to equip (office furnit. & machines)	1 accomplished.				
7. <u>Equipping audio-visual section</u>	2 projector/1 generator/1 VWminibus	not yet accomplished/1 VWminibus				

Examination of the above table shows basically that the goals of the main categories were not reached, in the light of the fact that the project theoretically ends December 31, 1978. However, this situation flows logically from a series of interrelated factors that were difficult to predict: slow-downs or inadequacies of an administrative, organizational, financial, accounting, even political, nature of which several examples may be given:

1. The long process of arriving at the protocol of agreement between Promotion Humaine and SODEVA, finally signed in August 1976.

2. The preparation and approval of an annual work plan.

3. Administrative slow-downs resulting from procedures concerning assignment of personnel, the actual receipt of grant funds, fiscal exoneration required on imported equipment (vehicles, etc.).

4. The fact that only one person (the expatriate advisor) was in charge of coordinating the projects on the national level.

Let us now analyse for each project category the underlying causes which have prevented the goals from being reached in a satisfactory manner, as well as recommendations which would give the project the best chances of success.

1. Reinstallation of Rural Artisans

During the three years of the life of the project, 54 fully trained rural artisans were supposed to be reinstalled in the Thiès and Diourbel regions. These were to include three metal workers and

three carpenters per year in each of the three Départements.

These trades are particularly important for Senegal's development policy. Increasingly Senegalese farmers are using a highly varied selection of agricultural equipment worth close to three billion CFA francs. This necessitates an after-sales service (parts, maintenance) which only the rural artisan can provide through a repair system adapted to the needs of the farmers.

In addition, the gradual rise in monetary income from farming stimulates villagers to take an interest in improving their housing.

Moreover, the administrative reform on the local level includes plans to increase administrative and socio-cultural infrastructures in the rural areas.

All of the above factors indicate the timeliness of as well as the need for the installation in their home areas of fully trained artisans who in turn should be able to train other artisans, both adults and youth.

a. Principal causes of the delay in reaching this goal

(1) Complicated and time-wasting fiscal exoneration procedures for acquiring various tax-free goods and equipment ;

(2) Study of a system whereby the collective equipment may be amortized and managed in order to renew it; setting up of a rotating fund which will allow a larger number of artisans to be equipped.

Such a fund, while not yet in operation, could be run by SODEVA, as agreed to at a joint working session between SODEVA and PH held December 1, 1977 in Pout (Thiès Dept.).

(3) The insufficiency of funds allocated annually by the Senegalese Government for the proper functioning of the Rural Artisan Training Centers (only 5.000 CFA francs per month are allocated per artisan undergoing training). It was because of this that the Cereals Project, with the agreement of the AID RDO, granted a special subsidy of two million CFA francs in 1977 to the Artisan Training Center in Tivaouane.

b. Recommendations

(1) To envisage putting off for six months (from December 1978 to June 30, 1979) the final date of the project, given the fact that in April 1978 the principal sources of blockage or delay have practically been eliminated.

(2) To plan on having a second evaluation which will doubtless show the successful accomplishment of the initial goals.

This evaluation should be preceded by an in-depth analysis of the reinsertion system for experienced rural artisans in the project zone from the point of view of its financial feasibility. It is to be noted that from now until December 1978 the reinstallation of 24 artisans will be accomplished in the Thiès and Diourbel regions which have produced respectively 168 and 140 fully trained artisans from 1970 to April 1978.

(3) To include building masons within the category of fully-trained rural artisans to be reinstalled by the Cereals Project, in order to rectify an involuntary omission.

(4) That the Government of Senegal study a flexible credit system which could foster the reinstallation of fully-trained artisans throughout the country.

2. Organizing for Development at Village Level

a. Training Rural Councillors: With regard to this activity; the initial goal of training 260 rural councillors in the project zone has been more than reached in as much as 484 councillors have benefited from the training along with 694 village chiefs and 300 notables in the Thiès and Diourbel regions.

This result can be explained by the mandate given to the administrative authorities and Promotion Humaine to disseminate the various training themes to this aggregate of village-level authorities.

b. Annual Planning Sessions: These sessions, designed to constitute "an occasion for the representatives of the population (rural councillors, village chiefs, chairmen of cooperatives) to meet with and think about problems with the members of the Rural Expansion Centers", were not able to be organized because of two major constraints:

(1) The responsibility for the administrative and political tutelage over training activities for elected representatives, within

the framework of the regional and local reform. has been, and still remains, in a state of confusion between the Ministry of the Interior and Promotion Humaine. This has resulted in a number of negative consequences, including the temporary suspension of the activities in question since 1977.

(2) A marked insufficiency of the financial means, stemming from budgetary restrictions, which would enable the administrative authorities to hold sessions in all the départements of the two regions as they have wished, since the Cereals Project had only included in its budget the costs necessary for Thiès, Diourbel and Bambey départements.

#### Recommendations

(1) Promotion Humaine should rapidly study with the Ministry of the Interior the ways and means to clarify the situation concerning the tutelage over the Annual Planning Sessions. This would contribute towards removing the road-blocks indicated so that these sessions may be held in the areas covered by the Cereals Project before the end of December 1978.

(2) Promotion Humaine should study the practical means by which the Annual Planning Sessions may be organized in the Tivaouane, Mbour and Mbacké départements parallel to the sessions in Thiès, Diourbel and Bambey.

(3) If the competent authorities have not taken concrete measures by July 31, 1978, the Project Coordinators will submit proposals for

the utilization of the funds originally allocated for the Annual Planning Sessions to the Secretary of State for Promotion Humaine as well as to the local AID officials.

c. Second Degree Courses

The aim of this goal was to hold 24 courses whose purpose was to organize the transfer of socio-economic techniques to the population. Only three courses have been given in the two test communities for the following reasons:

(1) the very late start of the refresher sessions for rural monitrices on the new "self-analysis method" by the Women's Activities Division of the Animation Directorate;

(2) the priority put on the peasants of the test communities which was expressly requested by the local SODEVA officials. Nevertheless, the 21 other courses can take place before the end of December 1978, given the requests for technical training in tie-dyeing and produce preserving already made by women's producer groups.

3. Complementary training for women and youth

a. Women's activities

This program aimed at the training of village women in modern methods of home economics (child care, nutrition, agricultural and household production) which would be complemented by the organization of operational structures for work and mutual aid (women's development groups). The goal, which was to train some 4800 women, is about to be

reached in as much as 4600 women have already been trained in certain technical themes and organized within 24 women's development groups in the two regions.

Thus it is that each test community has two women's groups which have achieved interesting results both technically (soil preparation, seed beds, the setting-up of collective fields -- unfortunately affected by the drought --, tie-dyeing, etc.) and socio-culturally through following advice on hygiene and regular participation in literacy courses (only in Thiès).

It may be added that this complementary training of women has given a new socio-economic dimension to women's activities, whose corollary is the reconversion - perhaps even enabling them to have more of an impact - of the methods used by the rural monitrices.

#### Recommendations

(1) To assure permanent, direct technical or educational support for all the women's development groups through their acquisition of new skills and aptitudes which cannot fail to be strongly appreciated by all of the beneficiaries in the villages visited during this evaluation: assignment of one monitrice per rural group;

(2) To increase the number of training or refresher courses containing current themes such as tie-dyeing, preservation and processing of local produce, sewing, etc.;

(3) To introduce some of the above themes into the study curriculum of the rural monitrices in order to adapt their training to the socio-economic realities and concerns of the milieu in which they work;

(4) To plan on setting up a means of monitoring women's development activities through quarterly case studies of representative samples chosen individually or collectively;

(5) To include within a future request for renewing the Promotion Humaine activities of the Cereals Project a line item for the purchase of certain equipment explicitly requested by the women of the test communities, viz. millet mills, bored wells, which could lighten the burden of household chores thus enabling the women to benefit from the educational or training activities.

In this regard, the practice of employing "matching funds" may be recommended (i.e., population - donor organization) either on a 50-50 or 30-70 basis.

b. Maisons Familiales

The project had provided for the construction and equipping of two maisons familiales in the Diourbel and Bambey départements. These "maisons", whose system of alternance between theory and practice, constitute yet another method of training, of close support of the population: thus in 1976 the amendment included a line item of \$ 42,000 for the construction and equipping of two "maisons".

Due to the world-wide inflation, that figure can now only cover the construction and equipping of a single "maison", that in the Diourbel Département.

This makes it necessary to obtain additional funding for the construction and equipping of the second maison planned for the Bambeby département.

If this is not possible, the remaining funds of this line item could be allocated to other project activities concerned with the training of youth and women.

#### 4. Literacy

This remains one of the foremost goals of the project in as much as illiteracy constitutes an "obstacle to the adaptability and development of individuals in all of the occupational categories directly linked to the initial intentions of the functional literacy program".

Functional literacy represents the focus of interest par excellence of all the persons or training structures involved in the Cereals Project. This is why the program had developed the following main phases:

pre-service training for instructor-trainers, literacy classes, refresher sessions.

Let us sum up the results and problems encountered for each phase:

a. Pre-service training sessions for initiation in the methodology and techniques of functional literacy, supplemented by the technical, civic and hygiene components to be diffused. Two sessions with 60 participants were held out of three originally planned for the same number of participants.

The third session, reserved for SODEVA extension workers, did not take place because of SODEVA's own time constraints. However, four SODEVA agents from Diourbel were able to participate in the session held at the SODEVA installations in Ndoulo.

b. The Literacy classes: out of 60 classes which were to be opened for 5800 pupils, 15 are actually functioning in the Thiès region, with 700 pupils. This flows from the administrative situation of the 60 instructor-trainers who are, in the majority of cases, agents of Promotion Humaine, SODEVA, etc., and are either not very willing or unable for material or other reasons to run the classes.

c. Refresher courses for instructor-trainers: Out of the 8 refresher sessions for instructor-trainers which were originally planned, none have been held as yet. Indeed, 45 instructors were not able to conduct classes for various reasons, either administrative (the nature of their functions) or material (lack of financial motivation, monthly bonuses, etc.). However, the project managers have the very firm intention of organizing at least two refresher courses before the end of the year.

### Recommendations

Given the fact that the Project has only partially reached its goals in the literacy activity, it would be wise:

(1) to exclude from participation in the refresher courses for instructors those individuals who have not, at least, made a formal commitment to open classes, in order to justify their training;

(2) to authorize the use of part of the line item "audio-visual equipment" to purchase teaching aids for the literacy classes;

(3) that the Government of Senegal find as quickly as possible the most efficient ways and means of giving support to literacy activities within integrated development projects.

#### 5. Personnel and logistical aspects

Personnel: In the Cereals Project, as originally conceived, was not to have its own autonomous field team, Promotion Humaine had agreed to participate in achieving the objectives of the project in the Thiès, Diourbel and Bambey Départements through its regular structures on the national, regional, départemental and local levels.

Thus, its various services were to be provided with qualified personnel able to adequately achieve the assigned objectives. It is to be noted that all the personnel which were to be provided are actually working, with the exception of the rural monitrice of Ngoundiane (on maternity leave) and two instructors, members of the Diourbel artisan follow-up team.

Problems and Recommendations

(1) The transfer of personnel directly involved in the project (rural monitrices, rural vocational training instructors) is often decided on without previously informing the project coordinators. The national directorates involved are requested to contact the coordinators in the event that project personnel are to be reassigned elsewhere.

(2) Incentives for officials and other personnel: As is done in the SODEVA component of the Cereals Project, it would appear more and more opportune to accord incentive or travel bonuses as a means of increasing the efforts and zeal of the Promotion Humaine officials and personnel responsible for project activities.

(3) Infrastructures: All of the furniture and equipment which was to be purchased by the project has now been provided for the Thiès and Diourbel regional services. However, it must be emphasized that the inter-regional Coordinator, based in Thiès, needs to have furniture, office supplies and miscellaneous operating funds to cover the cost of stamps, telephone, etc., in order to facilitate the carrying out of his tasks of coordination, assistance to and supervision of the personnel who implement the project objectives in the field.

(4) Vehicles: The following vehicles were to be provided by the project:

- . 2 Peugeot 504 Station Wagons
- . 1 VW minibus
- . 1 Land Rover
- 2 Peugeot 404 pick-up trucks
- 1 trailer and generator
- 6 mobylettes

The project coordination on the national level, in accord with local AID officials, modified the vehicle list somewhat. Thus it was deemed useful to purchase the following vehicles:

- . 2 Peugeot 504 Station Wagons
- . 1 VW minibus
- . 2 Peugeot 404 pick-up trucks
- . 2 Renault-12 Station Wagons
- . 6 mobylettes

#### 6. Partnership: Promotion Humaine - SODEVA

The beginnings of the SODEVA - Promotion Humaine partnership were difficult for numerous reasons: differences in methods, structures and legal status. Thus, too long a period of drift, misunderstanding and poor communications characterized the relations between the two agencies on all echelons.

But inevitably the joint implementation of activities had to bring Promotion Humaine and SODEVA to a simultaneous awareness of the problems. The first consequence of this awareness was the designation of

a field coordinator from each of the agencies to cover both regions; the second consequence was the holding of a meeting in which all those involved in the project participated. The result of that significant consultation was to bring about the real start of joint activities through a mutual understanding of the contents of the protocol of agreement.

It was thus that the relations of partnership between the two agencies became closer and closer and a genuine spirit of cooperation developed. We believe that the following document, written by the two inter-regional field coordinators, constitutes the proof of these relations.

Cereals Project

P.H. - SODEVA

PERCEPTION OF THE IMPLEMENTATION OF

THE PROTOCOL BY P.H. AND SODEVA

The protocol of agreement between P.H. and SODEVA within the framework of the Cereals Project (Promotion Humaine activities) was signed in August 1976; its effective implementation was to take place in February 1977. That period of drift was due to a lack of joint information reaching the personnel of both structures regarding the contents of the protocol. This is why both structures assigned field coordinators to the project from December 1976 on in order to facilitate the effective start of activities. This was done by implementing procedures for joint consultation and at the same time by an organized dissemination of the objectives and the meaning of the protocol.

Thus, since February 1977 periodic meetings bringing together both structures were instituted. Through these meetings both structures schedule activities already begun, take stock of difficulties encountered and jointly propose corrective action. In a general sense, both structures agree that partnership holds certain advantages:

a. Regarding the personnel

While carrying out their activities the personnel of both structures have been able to enrich their training; indeed, if P.H. personnel have widened their technical horizons in carrying out activities with SODEVA, those of SODEVA have been able to enrich their animation role through contacts with P.H. personnel. In the future, the type of collaboration which has already yielded appreciable results with regard to their work methods ought to be reinforced.

b. Regarding the rural population

The protocol made possible an integrated approach to activities undertaken; for the first time the peasants faced a single spokesman: SODEVA and P.H. themes are both disseminated to them during one and the same session. The peasants gain time from this and the personnel of both structures analyze jointly all of the peasants' reactions and are able to draw more reliable conclusions because of their diversity.

c. Regarding resources

The joint intervention of both structures has enabled them to economize on the use of resources, and each time that P.H.'s resources were unavailable and the activities might have had to stop, SODEVA offered its own resources in order to continue the activity. During various meetings and sessions both structures utilize each other's installations indiscriminately.

d. Regarding action

(1) Coordination

The integrated nature of this action on the level of the two field coordinators has always allowed the right kind of changes to be made when necessary and precise instructions to be given to those who carry out the work in both structures.

(2) Organization

Thanks to close coordination in their collaborative efforts the two structures have been able to develop a more effective style of organization for carrying out their tasks and for adhering to their planning schedules.

2. Degree of satisfaction with the implementation of the protocol

Overall, the personnel of both structures have perceived the importance of the partnership and wish that it be extended in time and space.

Nevertheless, it is desirable that both structures get together in order to define the ways of carrying out such an extension, taking past experience into account. This would be in order to better define roles and functions while setting more quantifiable goals, which would imply in turn a proper definition of evaluation criteria prior to selection of an evaluation period. This could avoid successive evaluation date changes by AID.

3. Recommendations

a. The Protocol

The renewal of the protocol is desirable. However, the experimental area ought to be enlarged to include all three départements of Thiès, Diourbel and Bambey. This implies a meeting between the two structures in order to improve the clauses of the protocol. Moreover, SODEVA would like the protocol to be extended in principle to the entire groundnut basin, in view of its new vocation for extension work among women and P.H.'s experience in organizing women.

b. Personnel

SODEVA would like to utilize P.H. personnel already knowledgeable about its methods, which are, moreover, not inconsistent with Promotion Humaine's own methods.

By the same token, P.H. would like SODEVA trainers to intervene during training sessions in order to disseminate technical themes which will become increasingly necessary in the process of consolidating the goals of the women's producer groups. It is hoped that the project budget will include a system of incentives for P.H. personnel.

The project's inter-regional field coordinators (P.H. and SODEVA) would like to be able to undergo short-term management training.

c. Logistical means

The extension of the protocol to cover the three

départements raises problems regarding supervision for SODEVA's Directorate of Research and Projects; it is therefore desirable that a vehicle be assigned to SODEVA for meeting the follow-up and supervision needs of the Director of Research and Projects.

The needs of the P.H. inter-regional field coordinator concerning equipment and operating expenses should be included in the project budget. In addition, maintenance of P.H. vehicles on the départemental level would enable activities to be carried out more rapidly.

The Field Coordinators

P.H.

SODEVA

Ibrahima Niang

Amdiatou Koundour

Financial Statement as of 4/30/78

BUDGET CATEGORY	BUDGET		TOTAL EXPENDITURES AS OF 4/30/78	
	Dollars	CFA(₣)	Dollars	CFA
Literacy/Animation	55,500	12,765,000	15,635.33	3,596,125
Rural skills training	143,500(₣)	33,005,000	22,336.43	5,137,379
Maisons Familiales	42,500	9,775,000	11,112.55	2,555,887
Support for training Centers	24,000	5,520,000	15,955.51	3,669,767
Logistic support (national level)	46,000	10,580,000	39,029.22	8,976,720
Audio-visual	12,000	2,760,000	-0-	-0-
TOTALS	323,500(₣)	74,405,000	\$104,069.04	23,935,878

(₣) The rate of the dollar was calculated on the basis of 230 CFA francs/\$

(₣₣) The total of the original grant was \$489,000 (112,470,000 CFA francs). \$105,500 was taken from that total for the advisor's first two-year contract. From 1/1/78, a sum of \$60,000 was taken from that total for the advisor's current one-year contract. This second sum was taken from the line item "Rural Skills Training", following mutual agreement between Promotion Humaine and RDO/Dakar.

III. SENEGAL RANGE AND LIVESTOCK DEVELOPMENT PROJECT

(Promotion Humaine Activities)

This Project, funded for three years (March 1976 - March 1979) by AID, stresses collaboration between the Livestock Service of the Rural Development Ministry and Promotion Humaine in activities to be carried on in the Toulékédi and Sarré zones of Bakel département, Eastern Senegal region.

The technical goals of the project are to increase the quantity and quality of livestock off-take consistent with approved range management practices. Linked directly to these technical goals is that of improving the living conditions of the zone's population by increasing income and giving basic training in health, nutrition, and functional literacy.

The following table gives a succinct summary of the precise goals, the results obtained until now by the Promotion Humaine team in the field, as well as the observations of members of the evaluation team.

GOALS	RESULTS	OBSERVATIONS
<u>Information of P.H. officials and those of other services involved in the Project</u>	Information seminar held in Tambacounda	
<u>Training of project zone population</u>		
Sensitization of population	Reconnaissance of project zone. Inventory of problems posed by population. Information of the population concerning contents & goals of the project.	Slow work requiring numerous, sustained contacts.
Training and organization of the population	Renewal of fire-fighting committees. Setting up and organizing herder groups. Setting up and organizing collective fields (17). Recruitment of fire-tower observers. Setting up of women's development groups (8 groups, 138 women involved) Village sessions: fight against insect pests/crop protection (296 persons reached). Complementary training of women: sanitation/hygiene, child care, sewing. Settling conflicts between farmers and herders.	Arduous work requiring numerous and lengthy visits to villages in Toulékédi zone. Changes in attitude and behavior of the population significant, but uneven: minds opening in several villages, but visible changes limited. Success of collective fields limited by climatic conditions. Diffusion of technical themes on livestock awaits assignment of project's technical personnel to the field.
Health activities	First aid to children anti-malarial drug campaign.	Health problems remain to be solved despite first-aid given by the <u>monitrice</u> and the malaria-prevention campaign. A more rational and better equipped program under

GOALS	RESULTS	OBSERVATIONS
<u>Baseline Sociological Survey</u>	<p>A series of preliminary surveys done by P.H. team.</p> <p>Baseline socio-economic survey of Toulékédi zone terminated and survey report written.</p> <p>Second phase of survey (Sarré zone) underway.</p>	<p>study: Health and Nutrition Program, recruitment/training of mid-wives, sanitarians; setting up village pharmacies necessary.</p> <p>The lack of Senegalese sociologists available at the right time delayed this project activity. Preliminary surveys were conducted by the project team but the full survey started late (March 1978). The survey focused on the main goals of the project by emphasizing production and consumption units within the population, their social relations, their property structures, etc. Despite the delay in this activity, the quality of the sociologist's work and his understanding of project goals will enable the project to make the necessary corrective changes and to have the more solid socio-economic knowledge necessary for the technicians to reach their goals.</p>
<p><u>Training for Youth Activities</u> (installation and construction of two <u>Maisons Familiales</u> in the project zone around which a series of training and income-producing activities for youth can be undertaken).</p>	<p>The "community survey" was carried out by <u>Maisons Familiales</u> personnel following reconnaissance of the Toulékédi zone.</p> <p>The location for the installation of the first <u>Maison</u> chosen: Ndiya village. A <u>moniteur</u> and a <u>monitrice</u> of the M.F. will be assigned in May 1978.</p>	<p>The "community survey" was delayed because the necessary M.F. personnel were not available. Requests for setting up <u>Maisons Familiales</u> in Senegal are too great for the supply of trained and available personnel. The survey report is expected soon.</p>

GOALS	RESULTS	OBSERVATIONS
<u>Literacy</u> (activities involving the training of literacy trainers; setting up literacy classes in the <u>pulaar</u> language).	Not started yet	Although the P.H. project team had informed the Literacy Directorate (now directly under the Education Ministry) of the need to prepare a program and teaching materials for the functional literacy work among the project zone populations, that Directorate's proposals are still to be received. Representatives of that Directorate attended the information seminar in Tambacounda and meetings were subsequently held with them for developing the program, to no avail. Another problem to cope with as soon as such a program is developed is the recruitment from the project area of instructor-trainers having the required educational level. It appears there are none in the area and the project will have to recruit them from outside the area. In all likelihood such instructor-trainers will not be unpaid volunteers. Some sort of remuneration will probably have to be given, as the nearby World Bank project offers payment to its instructors.
<u>Participant Training</u> (project personnel) (Short course in U.S.A. for P.H. team chief; training in Senegal for other project personnel)	Not started yet	The Training course in the U.S.A. for the P.H. team chief is linked to that planned for the project Director. The delay is due to the choice of a training program in an American University best suited to the goals of this

GOALS	RESULTS	OBSERVATIONS
		<p>activity. However, it appears that the departure for the U.S. is planned for May or June 1978 and will last six weeks. As for the training courses for other team members, planning was begun and contacts made for their training with various institutions and specialized centers in Senegal by the former Chief of Training at P.H. Unfortunately that person was transferred to another service before he could conclude negotiations. This activity will be taken up again by the project coordinators in the near future.</p>

Problems and Recommendations

Flowing from the presentation of the goals, results and preliminary observations above, as well as from discussions and observations made by members of the evaluation team in the field and in Dakar, there are a series of real problems with which the P.H. aspect of the project has been confronted even before, but especially since, the team's installation in the Bakel area. There are a certain number of solutions which can be prescribed and even recommended concerning certain of those problems; for still others the remedies may be difficult, perhaps impossible, to apply.

Personnel: The Promotion Humaine aspect of the project originally provided for a team with the following composition:

- 1 team chief
- 1 animator (male assistant to Chief of Center)
- 1 animatrice (female assistant to Chief of Center)
- 2 Rural Home Economics instructresses
- 2 Drivers
- 2 Maisons Familiales instructors
- 2 Maisons Familiales instructresses

At the present time the following personnel are still lacking:

- 1 Rural Home Economics instructress
- 1 Driver
- 4 Maisons Familiales instructors/instructresses.

Given the work to be accomplished, the extent of the area (which will even be greater when the second zone, Sarré, will be developed) and the needs of the population, it is indispensable that Promotion Humaine assign a second Home Economics instructress to the project. Likewise, given the number of vehicles (3) and the extent of the area to be covered by the team (more than 130,000 hectares), it is indispensable that a second driver be assigned to the project, preferably a driver-mechanic, as the driver presently working in the project does not have the competence needed to take care of maintenance and repair of the vehicles. As for the Maisons Familiales instructors/instructresses, this problem is being partially solved: theoretically one M.F. instructor and one instructress will be assigned to the project in May 1978. The two other M.F. instructors/instructresses to be provided will be assigned to the project in time to start the development of the second project zone.

Although not originally planned for the project, given the volume of administrative work, correspondence, reports, etc. it is desirable that Promotion Humaine or the project might be able to employ on a salaried basis a locally recruited typist-secretary who is currently an unpaid volunteer. The project also has an unpaid laborer-messenger and although originally not included under personnel to be provided, this position is useful for the efficient running of the project. It is hoped that this person can become a salaried employee of the project.

Financial Aspects: Although most purchasing of materials and equipment for the needs of the project (for the personnel, demonstration, spare parts, maintenance and repair of vehicles) is done in Dakar and according to Senegalese Government and AID administrative procedures, the remoteness of the project zone as well as the time factor pose a series of problems for the project field team. It often becomes necessary to purchase goods or services locally or at least in the region, and although the accounting and financial disbursement system now followed by the national-level project coordinators is relatively flexible, it is nonetheless desirable to find a solution to this problem which might even be more flexible and better meet the most pressing and serious needs of the field team. Unfortunately a "petty cash account" which could be placed at the disposal of the team at a bank in Tambacounda seems to pose enormous administrative problems and it can be considered as almost impossible to set up. It would be desirable to find another solution, both flexible and uncomplicated in order to place a petty cash fund in the hands of the field team leader so that he could meet the most essential needs rapidly on the local level. On another level, also concerning financial matters, it is to be noted that the rhythm of project expenditure is relatively slow compared to the goals and the time remaining before the termination date. Aside from the difficulties which seem inherent to the system and the methods of disbursement in Senegal and in projects funded by AID, it

must be noted that the slowness is due to several other causes:

(1) the fact that the technical aspects of the project have not begun; when they do, a more accelerated rhythm of disbursement will occur (training courses, technical training sessions for the population, other technical operations involving close cooperation between technical and educational segments of the project, etc.);

(2) the fact that the functional literacy program has not begun (see above, "observations");

(3) personnel (see above) - with the addition of a second home economics instructress and of another driver, more frequent visits to the villages will become possible and the health program will require additional expenditures for medical and demonstration materials.

(4) the construction of the Maisons Familiales, delayed until now by the unavailability of the M.F. personnel for the survey and for the permanent assignment to the project zone, will begin in the near future. Thus the rhythm of expenditure will accelerate for this line item.

(5) the construction and the necessary furnishing of housing for personnel, the dormitory for trainees, etc., has been delayed until now. However, on the one hand the construction will soon begin and on the other hand, the furniture for P.H. team members has been ordered. Thus for this activity, the rhythm will also accelerate. (See below, financial statement table).

Logistic means

The following logistic means were to be acquired for the P.H. activities:

1 Land Rover

4 Volkswagens, model 181

4 Mobylettes

The Land Rover, the 4 VWs and the 4 Mobylettes have been purchased and put in service. Two VWs were to be assigned to the P.H. regional service in Tambacounda and the Bakel Département service respectively in order to support various project activities; this has been done.

The Land Rover and the two remaining VWs have been assigned to the P.H. field team. As for the Mobylettes, in addition to the 4 originally purchased, the national-level project coordinator obtained permission from RDO/Dakar to purchase 6 additional Mobylettes for the needs of the literacy program and for general project support. The 10 Mobylettes have been purchased and 2 have been sent to the project zone for use of the M.F. personnel who will shortly be in the field. As required, the other Mobylettes will also be put into service.

But the basic problem regarding the project's logistic means is the nature of the area itself: rocky trails, tree stumps and thorn bushes, potholes, the distance between villages and between Bakel and the project zone. All these extreme conditions make for tremendous wear and tear of vehicles and, given the lack of garages and competent mechanics in the area and the inexistence of spare part and tire

dealers for the various types of vehicles. Break-downs are quite frequent. During part of the time that the team has been in the field, a Peace Corps volunteer was assigned to the project and was supposed to take care of vehicles. He is no longer with the project, having resigned some time ago. The lack of local mechanics and garages able to repair and service vehicles forces the team to go quite often to Tambacounda and Dakar, thus adding additional wear and tear on the vehicles. This problem will be at least partially solved as soon as a mechanic from the Livestock team and an American Peace Corps counterpart will be assigned to the project. In addition, as soon as the construction work on zone headquarters and in Bakel is finished, there will be a garage and a warehouse for storing lubricants and spare parts.

Problems concerning sensitization and training of the population

This involves long-range work: it is an isolated, disinherited zone which benefits from practically no government services; a population which only knows the Government by the officials charged with tax collecting, and which is suspicious of almost everything coming from outside which might affect their herds (with the exception of the annual cattle vaccination campaigns, etc.). It is an area which lacks dispensaries and schools and is at the mercy of adverse climatic conditions; rudimentary notions of hygiene, balanced diet, child care, means of production and tools, prevail. Although certain changes in attitude and perhaps of behavior have taken place since the P.H. team has come to

the zone, a great many things remain to be accomplished in order to ameliorate the living conditions of the population and to aid them in acquiring the material and non-material means to become truly integrated within the nation as producers and full-fledged citizens. But minds are already beginning to open up. Technical and civic training and basic education, well thought out and well implemented as a function of the realities of the area and its population, can change things. Economic, cultural and psychological motivations, well understood by project personnel and carefully associated with the technical themes to be transmitted, can bring about the hope for changes. What is manifest is the confidence in the P.H. field team shown by the population and the mutual respect between population and cadres.

FINANCIAL STATEMENT AS OF 4/30/78

BUDGET CATEGORY	BUDGET		TOTAL EXPENDITURES AS OF 4/30/78	
	Dollars	CFA (₣)	Dollars	CFA
On site training (population)	40,000	9,200,000	2,711.95	623,749
Supplementary costs of local personnel	37,800	8,694,000	6,881.14	1,582,663
Participant training (personnel)	10,000	2,300,000	-0-	-0-
Equipment and office supplies	30,000	6,900,000	12,454.62	2,864,562
Construction (maisons familiales)	50,000	11,500,000	-0-	-0-
Logistic support	69,500	15,985,000	47,810.04	10,996,309
Technical assistance (surveys)	15,000	3,450,000	6,656.22	1,510,000
Rent (Bakel)	3,200	736,000	1,809.78	416,230
TOTALS	\$255,500 (₣)	58,765,000	\$78,232.75	17,993,533

(₣) The rate of the dollar was calculated on the basis of 230 CFA francs/\$

(₣₣) The original budget total was \$400,000 (92,000,000 CFA francs). A portion of that total was reserved for construction costs (housing, offices, etc). That portion will be put into the common construction fund for the Livestock Service and P.H.

IV. GENERAL RECOMMENDATIONS

Beyond the proposals put forward in the preceding sections, which pertain to the individual activities, the Evaluation Committee recommends more generally:

- That in the year remaining before the end of the projects, the Project Director and his counterpart assume responsibility for having certain instruments devised and tested by which the socio-economic effects of the village-level training programs of Promotion Humaine, namely Animation Rurale and Maisons Familiales, may be identified and measured over time. A close scrutiny shall also be made of the real costs and benefits of the artisan training program. The Project Director and his counterpart should, of course, seek the assistance of project staff in this undertaking, as well as of professional consultants, as required, to be paid from project funds.
- That the Project Director and his counterpart study the question of simplifying and decentralizing the administration of the two projects as they concern Promotion Humaine, and that they present their recommendations to the responsible Minister for his resolution.
- That, subject to the successful completion of the above tasks, the Government of Senegal and AID renew their support of Promotion Humaine activities within the context of the extension of the cereal and livestock projects, at a similar level as that now obtaining, adjusted upwards for inflation.

- That in the extension of Promotion Humaine activities proposed above, funds be included for the purchase of simple materials and equipment, on a cost sharing basis with funds raised by village-level groups themselves. The devices purchased by this means shall serve to reduce onerous, time-consuming domestic chores and/or to render community groups more healthy and productive.
- That prior to extending the literacy elements of the projects, careful consideration first be given to the capacity of the Alphanetisation Service to support literacy work in the project zone with instructors and material, and to plan a literacy program which is directly supportive of the production activities envisaged.
- That in extending over time the Promotion Humaine partnership with SODEVA, the GOS/AID also substantially increase the number of test zones in which P.H. and SODEVA will act jointly. This action may require additional full-time P.H. coordinating and instructional staff. A condition of this extension and expansion should be an agreement upon a regular, effective means for jointly evaluating with SODEVA the effectiveness of this partnership arrangement, including comparison of the test zones with areas where PH and SODEVA work in parallel fashion, but separately.
- That AID give careful thought in concert with other donors, to providing funding for two projects on the Dakar list which complement the present activities: (1) the strengthening of the Ecole Nationale

d'Economie Appliquée (ENEA), which trains staff of Promotion Humaine, and (2) the expansion of Maisons Familiales Rurales and the training of their trainers, especially for regions in which AID is or will be involved with activities of various dimensions.

V. THE PROJECTS IN PERSPECTIVE

Promotion Humaine (P.H.) is well known to persons interested in non-formal education. From its beginnings as Animation Rurale in the early 1960s and through the addition of the other programs which currently make up P.H. (Enseignement Moyen Pratique, Maisons Familiales, Formation Professionnelle Rurale), the program has had a community focus that has only recently become part of the general rhetoric of development. AID's own commitment to this principle can be largely credited to the 1973 Congressional Mandate. Other donor agencies, while committed in theory to a participating approach to development, have yet to operationalize it. Community-based problem definition, local formulation of action programs, flexible and responsive administrative backstopping - all these mechanisms exist more in the minds of development planners and theoreticians than in fact.

What then of Promotion Humaine ? It has gone through several phases, through periods of ascendancy and disfavor. Is its thrust still au courant ? Should donor agencies and LDC governments look to PH's experience as they attempt to formulate and carry out projects in non-formal education or rural development ? The answer is yes, for a number of reasons.

First, Promotion Humaine's techniciens de l'animation are so familiar with and committed to an active dialog with community people that for

them it is almost commonplace, a facet of their program they take for granted. Yet agents of other programs, both in Senegal and elsewhere, are struggling to devise ways of getting at what the rural folk really want to do.

During the two-week evaluation which was the occasion for this report, only casual mention was made by P.H. staff of how they carry out training for the villagers. Pointed questioning brought out some elements, but space here does not permit detailed description, and in fact the "auto-analyse" method of P.H. was not one of the foci of this evaluation. It is mentioned here because it is the sine qua non of the P.H. program. AID's Education Office under its Development Support Bureau (DS/ED) will attempt to obtain, translate and make available to AID Missions and Bureaus a summary of the P.H. training model.

A second reason for the reader to be interested in the P.H. experience is that an organizational approach which P.H. has worked toward for some time is closely tied to an emerging current of thought in non-formal education. P.H. functions increasingly as a service agency, working in conjunction with other more technically oriented development organizations.

In both the projects evaluated here, P.H. is beginning to participate both in training agency technical staff in pedagogical and psycho-social approaches to development and in laying groundwork in the test-zone communities themselves.

In conversation with P.H. personnel, it was established that P.H. sees this role as an increasingly important emphasis in its program.

USAID/Dakar too, if these projects prove successful, plans to continue to include a P.H. element in its technical projects. Others, including DS/ED, are increasingly convinced that such a service agency activity is one way in which LDC central governments can support and improve the training and education aspects of a vast number of agencies, public, semi-public, and private. PH's experience in this regard lends credibility to that approach, even as it points up (as noted in earlier chapters) caveats of which NFE planners must be aware.

Third, P.H.'s experience highlights the desirability, even necessity, of such an agency having a semi-autonomous relationship to government. One experiences incredible difficulties and delays in attempting to operate within normal government procedural strictures (Senegal's are not qualitatively different from most others) when (a) collaborating with other organizations which have their own administrative exigencies, and (b) serving rural populations which are often remote both geographically and administratively from central government in the capital city. As is noted earlier in this report, the Director of Promotion Humaine, Mr. Robert Sagna, is acutely aware of these problems, and is attempting to make arrangements to alleviate them as quickly as possible.

Finally, the apparent success of the Maisons Familiales as a means of dealing with the problem of out-of-school rural youth certainly recommends it to the consideration of AID planners. With their "sandwich" (alternating class and farm time) approach to training and their emphasis on community involvement in the training of rural youth, both male and female, the Maisons help to develop a rural esprit even as they work to resolve problems, augment production, and improve rural services.

Some activity has begun in Latin America based on the Maisons Familiales concept, but AID is not yet involved in any substantial way. The jury is still out on both the artisan and alphabetisation programs. The former has been the subject of controversy since its inception. Its training and follow-up costs are high, recruitment is difficult, subsequent gain for the artisans or the communities in which they work is still untested. Yet SODEVA is convinced, perhaps rightly, that well trained and equipped artisans in the rural areas are essential to modernization. If SODEVA's conviction is correct, the apparently unfavorable cost-benefit of the program could change dramatically. If the project manages to complete training and reinsertion of the projected 54 artisans, one should have an answer within twelve to eighteen months.

Alphabetisation is another question. UNESCO's failure with the

Experimental World Literacy Program cast a pall over all school-modeled literacy efforts, whether or not they try to tie in ("functionally") with people's work. Senegal's difficulties with trained teachers ceasing to teach, with high student absentee rates, and its continuing quandary as to whether alphabétiseurs should be paid (World Bank and UNICEF are paying teachers in their projects, which of course helps keep the question alive in neighboring areas where alphabetisation is volunteer labor) are problems shared with the majority of the developing world. The prospects for a happy solution are not bright.