

PROJECT DATA SHEET

1. TRANSACTION CODE

**A** A = Add  
C = Change  
D = Delete

Amendment Number

PD-ABG-602  
15N 938 63

DOCUMENT CODES

COUNTRY/ENTITY

SENEGAL

500172

3. PROJECT NUMBER

685-0303

4. BUREAU/OFFICE

AFRICA

06

5. PROJECT TITLE (maximum 40 characters)

Senegal Elections Assistance Project

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)

MM DD YY  
09 30 93

7. ESTIMATED DATE OF OBLIGATION  
(Under "B" below, enter 1, 2, J, or 4)

A. Initial FY 92 B. Quarter 4 C. Final FY 92

8. COSTS (\$ 000 OR EQUIVALENT \$1 = )

A. FUNDING SOURCE	FIRST FY 92			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total			500	65	435	500
(Grant)	( 65 )	( 435 )	( 500 )	( 65 )	( 435 )	( 500 )
(Loan)	( - )	( - )	( - )	( - )	( - )	( - )
Other U.S.						
1.	-	-	-	-	-	-
2.	-	-	-	-	-	-
Host Country	-	-	-	-	-	-
Other Donor(s)	-	-	-	-	-	-
<b>TOTALS</b>	<b>65</b>	<b>435</b>	<b>500</b>	<b>65</b>	<b>435</b>	<b>500</b>

9. SCHEDULE OF AID FUNDING (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE	C. PRIMARY TECH. CODE	D. OBLIGATIONS TO DATE	E. AMOUNT APPROVED THIS ACTION	F. LIFE OF PROJECT
(1) SS	53	41	-	500	500
(2)					
(3)					
(4)					
<b>TOTALS</b>				<b>500</b>	<b>500</b>

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)

73

11. SECONDARY PURPOSE CODE

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

A. Code

B. Amount

13. PROJECT PURPOSE (maximum 480 characters)

To promote transparency and broad public participation in Senegal's 1993 elections through voter education and the provision of electoral materials and commodities.

14. SCHEDULED EVALUATIONS

Interim MM YY MM YY Final MM YY

15. SOURCE/ORIGIN OF GOODS AND SERVICES

000  941  Local  Other (Specify) 935

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a \_\_\_\_\_ page PP Amendment.)

Concurrence: WMcKeel, Chief, OFM

17. APPROVED BY

Signature

Julius E. Coles

Title

Director, USAID/Senegal

Date Signed

MM DD YY  
09 25 92

18. DATE DOCUMENT RECEIVED IN AID/V, OR FOR AID/V DOCUMENTS, DATE OF DISTRIBUTION

MM DD YY

SENEGAL ELECTIONS ASSISTANCE PROJECT (685-0303)

Senegal Elections Assistance Project (685-0303)  
Project Paper PN 685-0303

I.	PROJECT RATIONALE .....	1
	Background .....	1
II.	PROJECT ACTIVITIES .....	2
	A. Summary .....	2
	B. Detailed Project Description .....	2
	Project Components .....	3
	Component No. 1: Voter Education .....	3
	1. Written Materials .....	3
	2. Audiovisual Materials .....	3
	Component No. 2: Election Materials .....	4
	C. Relationship of Project to A.I.D. Country Strategy .....	5
	D. Host Country and Other Donors .....	5
	E. Beneficiaries .....	5
	F. Major Outputs .....	5
	G. Inputs .....	6
III.	PROJECT IMPLEMENTATION ARRANGEMENTS .....	6
	A. USAID .....	6
	B. Government of Senegal .....	6
	C. Procurement of Technical Services and Commodities .....	6
	D. Waivers .....	7
	E. Methods of Implementation and Financing .....	8
	F. Covenants .....	8
	G. Evaluations/Audits .....	8
	ANNEXES	
	ANNEX I - ILLUSTRATIVE BUDGET .....	9
	ANNEX II - WAIVER OF FAA, SECTION 110, HOST COUNTRY CONTRIBUTION .....	11

I. PROJECT RATIONALE

Background

In the 1970s, Senegal recognized the importance of party competition in its electoral process. Since then, it has attempted to broaden and deepen the participation of its citizens. These efforts, however, have not always been successful. The 1988 elections were particularly troublesome. In the days after these elections, opposition parties alleged fraud in the balloting and counting processes, and organized street demonstrations. Civil unrest and riots led to a show of force; opposition political leaders and their leading supporters were arrested. Local elections in November, 1990, were characterized by an opposition boycott and charges of rigged elections.

To avoid similar problems with the 1993 elections, President Diouf agreed to review Senegal's electoral process with a view to adopting changes to improve it. A delegation from the National Democratic Institute for International Affairs (NDI) headed by former Ambassador Donald McHenry, came to Senegal to analyze its election laws and practices and to prepare a final report that would clarify the debate on revising the Electoral Code and those practices. NDI issued a comprehensive report in March, 1991. President Diouf then convened a multiparty, Electoral Reform Commission composed of jurists and representatives from 15 of the 17 political parties to make recommendations for changes in the Electoral Code. The Commission issued a series of recommendations that were based, in part, on the conclusions and recommendations of the NDI report, and formed the basis for the revised Electoral Code enacted into law in 1991. The new Electoral Code provides for several new features:

- the identification and registration of voters through the issuance of a national identity card;
- the lowering of the voting age from 21 to 18 years;
- the involvement of political parties in all facets of the elections;
- the establishment of one polling station for each 600 voters;
- the use of indelible ink to prevent multiple voting;
- compulsory use of voting booths to assure secrecy of the ballot; and
- holding of presidential and legislative elections on different dates.

In January 1992, the Government of Senegal (GOS) asked the United States for assistance in conducting the 1993 elections. In March, 1992, a team of analysts and political scientists from the International Foundation for Electoral Systems (IFES) visited Senegal, analyzed its electoral system and issued a report entitled "Planning for the 1993 National Elections in Senegal". The IFES report suggests that what is needed "... is a systematic exposure of the electorate to the practical concepts of competitive elections .... [and that] such exposure can most readily be developed through a massive program of civic education."

As a result of the adoption of the electoral reforms, particularly the lowering of the voting age, there is a need to register approximately 2 million new voters and increase the number of polling stations from 2,000 to 8,000 to accommodate the elections. A voter education campaign is needed to inform new and old voters of the new voting procedures that are now in effect for the upcoming elections. Election administration commodities such as ballot boxes, voting booths with curtains and indelible ink are also needed to insure that the reforms instituted by the revised Electoral Code for the newly expanded electorate can be implemented.

## II. PROJECT ACTIVITIES

### A. Summary

The Senegal Elections Assistance Project (SEAP) is a one year Project with a PACD of September 30, 1993 and a life of Project funding of \$500,000 from the Development Fund for Africa appropriation. The Project consists of assistance for: (1) a national voter education campaign that will include the production and distribution of written, audio and audiovisual materials in six local languages; and (2) the procurement of essential electoral materials such as ballot boxes, voting booths and indelible ink to institute the secret ballot and facilitate administering the presidential and legislative elections.

### B. Detailed Project Description

Goal and Purpose: The goal of the Project is to improve the political and social climate to institutionalize a democratic electoral process in Senegal. The purpose of the Project is to promote transparency and broad public participation in Senegal's 1993 elections through voter education and the provision of electoral materials and commodities. 'It is expected that the following will be achieved by the end of Project:

- (a) Voter education campaign will inform at least 2 million Senegalese of the new Electoral Code requirements and revised voting procedures promulgated by the new Electoral Code.

- (b) A 25% increase in the number of voters participating in the elections.
- (c) Greater transparency in the elections through the provision of election commodities for secret balloting in at least 2,000 polling stations.
- (d) Establishment of a role for nongovernmental organizations in Senegal's electoral process.

Project Components: The Project's goal and purpose will be accomplished through two Project components: (1) the Voter Education Component and (2) the Election Materials Component.

Component No. 1: Voter Education: As a result in part of the lowering of the voting age from 21 years to 18 years, the number of eligible voters who may vote in the upcoming elections has escalated from approximately 1.9 million to 4.0 million. In addition to having many young, first-time voters, many new features and requirements governing the administration of the elections under the revised Electoral Code are unknown to both old and new voters alike. Consequently, there is a need to inform voters about a host of new voting procedures such as: registration requirements, secret balloting, newly established polling stations, etc. Under the Voter Education Component, technical assistance services will be procured for the development, production and dissemination of information about Senegal's revised voting procedures and requirements. All of the written and audiovisual materials under this component will be produced in French and in the following six local languages: Wolof, Pulaar, Mandinka, Sereer, Diola and Soninke. Such information will consist of:

1. Written Materials:

- . An abbreviated version of Senegal's Electoral Code in French and six local languages: 30,000 copies.
- . Large written posters describing voting procedures at the polls: 3,000 copies.
- . Illustrated "how-to-vote" brochures: 600,000 copies.

2. Audiovisual Materials:

- . six short "T.V. spots" will be produced and edited in six local languages (Wolof, Pulaar, Mandinka, Sereer, Diola and Soninke).
- . six "radio spots" will be produced and edited in six local languages.

16,000 "how-to-vote" audiocassettes will be produced and edited in six local languages.

The Project will use one or more Senegalese nongovernmental organization (NGO), such as the Groupe Multimedia Sud-Communication (SUDCOM) to coordinate the overall production of the written and audiovisual materials and provide the French translations. It is expected that another Senegalese NGO will be contracted to translate the materials into the local languages: Wolof, Pulaar, Mandinka, Sereer, Diola and Soninke.

Voter information to be produced under this component is targeted for the entire Senegalese electorate. Emphasis is being placed on translating written materials and producing audiovisual materials into Senegal's six major local languages and on disseminating the information to the rural, illiterate population of Senegal. Urban dwellers, particularly 18, 19 and 20 year olds, who are now eligible to vote, will also be targeted as beneficiaries.

Component No. 2: Election Materials: With the addition of approximately 2.0 million new eligible voters, the establishment of the compulsory secret ballot and 6,000 new polling stations to be opened, the GOS is in dire need of an array of essential commodities to administer its 1993 elections. New polling stations will have to be equipped with ballot boxes. Voting booths as well as voting booth curtains will need to be acquired to assure secrecy in voting. Indelible ink which is required under the revised Electoral Code, will be used in the upcoming elections to reduce the likelihood of multiple voting by one person. To assist the GOS to acquire the electoral materials it needs to properly administer the elections, the Project will finance the procurement of the following commodities:

- . ballot boxes (2,000)
- . voting booths (4,000)
- . cotton cloth curtains for voting booths (4,000)
- . indelible ink (2,000 bottles)

USAID will arrange for the procurement from a local supplier ballot boxes, voting booths and curtains in accordance with the GOS specifications. USAID/Senegal will procure indelible ink from a U.S. supplier through an A.I.D. direct contract. Commodities will be given to the GOS and distributed to the polling stations by the GOS.

Written materials, particularly "how-to-vote" brochures, posters, copies of the revised Electoral Code and audiocassettes will be distributed directly to the GOS and to representatives of each interested political party for further dissemination at the village level by such entities.

Commodities supplied under the Election Materials Component will be distributed to precincts and polling stations, as appropriate by the GOS.

C. Relationship of Project to A.I.D. Country Strategy

The objectives of the Project are consistent with A.I.D.'s assistance strategy in Senegal which features democratization as one of three targets of opportunity. A number of ongoing USAID activities support Senegal's democratic practices particularly in the areas of governance and popular participation. In April 1992, USAID/Senegal and the African and American Institute (AAI) co-sponsored a regional seminar and a National Colloquium on "Governance and the Issues of Local Participation" with more than 250 former U.S. participant trainees.

D. Host Country and Other Donors

Senegal's is a functioning democracy. President Abdou Diouf has been an advocate of democratic processes since he took office in 1980. The donor community, including France, Canada, Belgium and the European Economic Community have always provided support to Senegal to maintain and promote its democratic elections and these donors have pledged to provide financial assistance to Senegal again for its 1993 elections.

E. Beneficiaries

The target audience for this Project is the voting age population of Senegal. A high percentage of this target audience is illiterate and rural-based. Accordingly, the Project includes the production and dissemination of election information that is designed to accommodate illiterate, rural citizens of voting age. Voter education materials will be produced in six local languages to insure the broadest coverage possible. Audiocassettes which will explain the step-by-step process of voting and outline relevant voting requirements will be designed especially for voters who are illiterate.

F. Major Outputs

1. A major voter education campaign:
  - a. Written materials on voting: summary of Revised Electoral Code in French and six national languages;
    - (i) how-to-vote guide
    - (ii) posters describing voting procedures
  - b. how-to-vote audiocassettes
  - c. T.V. and radio spots encouraging public participation in the elections and describing voting requirements and procedures

2. Election commodities: ballot boxes, voting booths, voting booth curtains and indelible ink.

G. Inputs

1. USAID Grant of \$500,000 to finance:

a. Technical Services ... ..	\$219,000
b. Election Materials ... ..	\$241,000
c. Audits ... ..	\$40,000

2. USAID/Senegal will assign two staff members to assist in implementation and to monitor Project activities.
3. The GOS will provide a Project Coordinator.

III. PROJECT IMPLEMENTATION ARRANGEMENTS

A. USAID

This Project will be monitored by USAID/Senegal. One U.S. Direct Hire and one FSN employee will assist with Project implementation and monitoring. Other technical offices in the Mission such as the Office of Financial Management, the Regional Contracts Office and the Procurement Support Division will provide support services when Project implementation issues arise.

The SEAP Project Committee will also meet as needed to discuss and resolve policy or implementation problems affecting the Project.

B. Government of Senegal

The lead Ministry for this Project will be the Ministry of Interior. When Project implementation commences, a Project Coordinator will be appointed by the Minister of the Interior.

C. Procurement of Technical Services and Commodities

USAID will enter into a direct contract with one or more Senegalese NGOs, to coordinate the production and acquisition of the written, audio and audiovisual materials and illustrations needed for the Voter Education Component. USAID will arrange for the procurement of all the commodities for the Election Materials Component. The selected NGO will prepare a summarized French language version of the revised Electoral Code and reproduce the materials. USAID/Senegal or one or more Senegalese NGOs will contract for the translation of all the written, audio and audiovisual materials into Wolof, Pulaar, Mandinka,

Sereer, Diola and Soninke. The GOS and A.I.D. will exercise quality and content control over the text of the written materials and the T.V. and radio spots.

With respect to the procurement of election commodities, the GOS's specifications for the election ballot boxes and voting booths and the voting booth curtains will be obtained and such items will be procured from local suppliers.

USAID will enter into a contract with a U.S. supplier to procure the indelible ink for this Project. USAID's Procurement Support Division (PSD) will be responsible for this procurement activity.

D. Waivers

- (a) Section 110 of the Foreign Assistance Act (FAA), as amended, - 25% host country contribution: The Mission has submitted a request for the AA/AFR's approval of the waiver of the FAA Section 110 requirement that the host country contribute a minimum 25% of the total cost of the Project. Copy of the waiver request and AA/AFR's approval is contained in Annex II.
- (b) Source/Origin: A.I.D. Geographic Code 935 is the authorized Geographic Code for the procurement of goods and services. All the commodities and services for the Project will be procured from the U.S. or Senegal. Both countries are included in Code 935, consequently, no source/origin waiver is needed.
- (c) Waiver of Competition for Procurement of Technical Services: Depending on whether the Mission procures or contracts out for the acquisition of some of the commodities, a waiver of competition might be sought to enter into a single source negotiated contract with a Senegalese NGO. The waiver will be justified under the criteria set forth in Part 6.3 of the Federal Acquisition Regulations (FAR).

E. Methods of Implementation and Financing

<u>Category</u>	<u>Method of Implementation</u>	<u>Method of Financing</u>	<u>Total Cost (000)</u>
1. Technical services for the development production and dissemination of written, audio and audiovisual materials for the voter education campaign.	AID direct contract	Direct payment	\$219
2. Procurement of commodities: ballot boxes, voting booths, and indelible ink.	AID direct contract	Direct payment	\$241
3. Audits	AID direct contract	Direct payment	\$40
T O T A L ... ..			\$500

F. Covenants

The Government of Senegal covenants that, unless A.I.D. otherwise agrees in writing, it will assume all the costs associated with television and radio broadcasting under the Project.

G. Evaluation/Audits

The Project has reserved \$40,000 for an audit of the Project activities. No evaluation is anticipated given the discrete nature and limited scope of this Project.

Senegal Elections Assistance Project

## ILLUSTRATIVE BUDGET

I. TECHNICAL SERVICES

		<u>U.S. \$</u>
Project Director (how-to-vote guide)	\$320 x 21 days	6,720
Chief Editor (how-to-vote guide)	\$150 x 20 days	3,000
Copy Proofreader	\$96 x 10 days	960
Secretary/Typesetter	\$96 x 5 days	480
Computer Technician	\$60 x 3 x 3 days	540
Equipment Rental		
- 3 machines x 10 days	\$200 x 3 x 10 days	6,000
Production Equipment materials	\$280 x 2	560
Paper	\$14 x 50 reams	700
Indirect Costs (30% for prime contractor)		<u>5,688</u>
	SUBTOTAL	24,648

II. PRODUCTION OF WRITTEN AUDIOVISUAL MATERIALS

Production of Electoral Code in French and six national languages	40,000 copies	<u>17,152</u>
Large Posters - voting simulation	3,000 copies	2,800
How-to-vote Guide	600,000 copies	<u>12,000</u>
	SUBTOTAL	14,800
T.V. Spots (six spots in six languages):		
. Producer		3,200
. Consultants		4,000
. Actors	10	4,000
. Voices	6	<u>1,200</u>
	SUBTOTAL	12,400
Production of how-to-vote audiocassettes:		
. Voices	6	600
. Recording		360
. Mastertapes	3	120
. DAT	3	60
. Duplication	16,000 copies	24,320
Other Consultancies		21,000
Indirect Costs for (II.) - 30%		<u>13,938</u>
	SUBTOTAL	60,398

III. COMMODITIES

		<u>U.S. \$</u>
Ballot boxes	2,000 x \$16	32,000
Voting booths	4,000 x \$34	136,000
Cloth fabric: Voting booth curtains	4m x 4,000 x \$3	48,000
Indelible ink	1 btl x 2,000 x \$32.3	<u>64,602</u>
	<b>SUBTOTAL</b>	<b>280,602</b>

IV. AUDITS

40,000

V. CONTINGENCY: 10% (rounded)

50,000

TOTAL PROJECT COSTS ... .. 500,000

=====



U.S. AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT

SEP 21 1992

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR FOR AFRICA

FROM: Judith W. Gilmore, AFR/SWA *JWG*

SUBJECT: Senegal Elections Assistance Project, Waiver of Host  
Country Contribution Requirement for Senegal

Problem: Your approval is requested to waive the requirement in Section 110 of the Foreign Assistance Act of 1961, as amended (FAA), for the Government of Senegal (GOS) to make a minimum 25 percent country contribution to the Senegal Elections Assistance Project (685-0303). The USAID Mission Director in Senegal has delegated authority to obligate the funds as described, but does not have the authority of waive the host country contribution requirement to the project.

Background: The Senegal Elections Assistance Project (SEAP) will be obligated through a limited scope grant agreement with the GOS. The goal of the SEAP is to help "improve the political and social climate to institutionalize a democratic electoral process in Senegal." The project's purpose is to "promote transparency in Senegal's 1993 election through voter education and some selected electoral materials and commodities."

The proposed \$500,000 SEAP will finance local technical services for the development, production and dissemination of written, pictorial and audio-visual material as well as radio spots and very limited television messages and cassettes to inform the electorate and promote broad popular participation. It will also procure selected electoral materials deemed critical for administering the elections. These include ballot boxes, voting booths, indelible ink, and sealing wax for a total value of \$150,000. The Mission intends to obligate \$500,000 for the SEAP Project in FY 1992.

Discussion: Heretofore, because funds for programs and projects for Sahelian countries were made available pursuant to FAA Section 121, the Agency determined that Sahelian countries were not required to meet the country contribution requirements of FAA Section 110, which by its terms requires a minimum 25 percent country contribution for assistance made available pursuant to Sections 103 through 106. As a consequence of the repeal of FAA Section 121, and the addition of the new FAA Section 496 (D), the country contribution requirement is now applicable to Senegal and other Sahelian countries.

The GOS is not in a position to meet the entire 25 percent host country contribution requirement. In FY 1990, Senegal's budget deficit was approximately \$225 million. A greater deficit was avoided only through drastic cuts in government services. Recent expenditure ceilings calculated by the IMF called for an 8.5 percent reduction in total government expenditures in 1991 and an additional 3 percent reduction in 1992. Furthermore, Senegal underbudgeted the cost of implementation of the new electoral code. To require the full 25 percent contribution under the current budget constraints is not feasible and would jeopardize the accomplishment of critical activities.

The GOS is strongly committed to electoral reform. Although they have held elections for a number of years, the new electoral code has broadened the number of voters, increased the number of polling stations and required measures to reduce the possibilities of fraud, all of which involve considerable expenditures. The GOS is providing staff and vehicles for this effort, but needs donor assistance to cover costs of fuel, technical services, printing of ballots, etc. Assistance is also being provided by several other donors.

The Mission believes it is appropriate to waive the FAA Section 110 requirement in light of GOS constraints. A.I.D. Handbook 10, Chapter 2, Appendix 2G, Section E.2.B states that "it seems reasonable to conclude that the granting of the waiver is permissible whenever the initiation and execution of an otherwise desirable project is handicapped primarily by the 25 percent contribution requirement."

Pursuant to FAA Section 124(d) and A.I.D. Handbook 3, Chapter 2, Appendix 2G, Section E.2.B, the host country contribution requirement may be waived on a case-by-case basis for low income countries (LICs). Senegal is on the most recently issued Development Assistance Committee (DAC) list of LICs, and is therefore eligible to be considered for the requesting waiver. A waiver of the 25 percent contribution to the SEAP-funded activity is justified based upon the information provided above.

Authority: A waiver of the host country contribution requirement is allowed under the provisions of FAA Section 124(d). The authority to exercise the waiver has been delegated by the Administrator to, inter alia, the Assistant Administrator for Africa in A.I.D. Delegation of Authority No. 403.

12

Recommendation: That you approve this request for waiver of the requirement for Senegal to make a minimum 25 percent host country contribution to the Senegal Elections Assistance Project, 685-0303.

Approved AK Rosenberg

Disapproved \_\_\_\_\_

Date 9/22/92

Clearances:

AFR/SWA:LWerlin (draft)

GC/AFR:PJohnson date 2 Sept 92

DAA/AFR:RCobb date 9/21/92

USAID/Senegal:JColes:tv:9/15/92:7-9207:U:\Senegal\0303waiv.Mem