

PD-ABM-561

MEMORANDUM

TO: See Distribution
FROM: Carol Grigsby, Acting Director, AFR/WA 
SUBJECT: R2a Review - REDSO/WCA

The first portion of the R4, the Results Report/Review, was due in Washington on March 1, 1996. This submission documents actual results of operating units through FY/CY 1995 and outlines expected progress for the R4 period.

A review meeting for the subject R2a has been scheduled for Thursday, 21 March at 3.00 pm in NS 6941. The purpose of the review meeting is to present the R2a and discuss concerns surrounding it. Centers and offices are invited to attend this meeting and contribute to the discussions.

Comments related to this R2 may be submitted to Claude W. Reece, CDO-Benin, before the meeting. Information on the review meeting can be obtained from Claude W. Reece at 647-9206.

Attachment: R2a - REDSO/WCA

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**Results Review for REDSO/WCA
March 1996**

**Abidjan
Côte d'Ivoire**

Introduction

As we prepare for the start of the Twenty-first Century, West Africa presents the United States with new challenges and the need for a creative and flexible foreign assistance program to meet them. The region's rapidly growing population of more than 260 million is facing both change and potential while remaining in one of the most desperately poor parts of the world. As USAID's assistance in the WCA region evolves in the late 1990s, it must deal with both the variation in conditions in the region and the changing American political priorities for foreign assistance

I. Factors affecting program performance.

The countries, subregions, and people in West Africa confront a range of possibilities that has civil collapse at one extreme and sustainable development at the other. In the past few years, and continuing to the present, the region has endured serious political instability (including open political action against established governments, violations of civil and human rights, coups d'état, and brutal civil war) in the Gambia, Guinea, Liberia, Niger, Nigeria, Senegal, and Sierra Leone. Although it is impossible to predict the precise effects of this instability on USAID's programs, it is clear that sustainable development programs in WCA are more difficult under these circumstances.

During the economic and political transitions in West Africa since independence, countries in West Africa have generally shared the experience of poor internal and sub-regional economic growth. There are many reasons for this generally poor performance including civil disturbances, generally poor education and inappropriate health practices, ineffective governments and immature private sector institutions, weak program planning and management, and a shortage of trained professional and technical personnel. Despite major investments in roads, reductions in tariff barriers, progress on regional integration, and recent democratic elections, the region has consistently under-performed in comparison with other developing regions of the world. These political and economic trends will be reversed only when new sources of economic growth are established and political institutions begin to promote economic growth. Likely sources of growth will be more diversified mining/energy development and broad-based agricultural growth linked to West African regional trade. These resources will then provide the investments necessary for improving health, education, and environmental management by decentralized governments and stronger private sectors.

II. Progress toward SOs

A. REDSO/WCA's population and health strategic objective *is to improve access to and use of family planning, maternal and child health and HIV/AIDS prevention services.* We have learned from our experience in the region that many of the most serious development problems in WCA have regional dimensions that should be faced on a regional basis. Demographic profiles for all countries in the Sahelian zones and in the coastal zones are similar, indicating the utility of regional approaches to family planning.

HIV/AIDS has become a regional problem owing to the heavy inter-regional and seasonal migration of workers. Consequently, at the very end of FY 1995, REDSO/WCA launched its first \$40 million project¹ designed from the beginning with a regional perspective toward family health and AIDS prevention.

Our \$60 million² strategic objective seeks to reduce fertility and to promote women's health, to minimize the transmission of HIV/AIDS, and to reduce mortality of infants and children in the West Africa region. In concert with other donor and host country efforts, we will build on successful USAID and other donor-funded initiatives in the region to establish appropriate mechanisms that will encourage an integrated approach to low-cost service delivery interventions.

Overall quantitative targets for our strategic objective are as follows:

- Increased use of modern family planning methods by one percent per year among women of reproductive age, for a total of five percentage points by the year 2000, in selected areas of West Africa;
- Increase, by at least five percentage points by the year 2000, the proportion of men with multiple sexual partners who report consistent use of condoms, in the strategy's target areas; and
- More efficient, effective utilization and mobilization of donor resources for family planning, HIV/AIDS, and maternal and child health.

The centerpiece of our strategic objective is the five-year Family Health and AIDS -- West and Central Africa (FHA-WCA) project. FHA-WCA relies on a regional approach to collaborate closely with active bilateral posts and other development partners to address health and family planning problems that are transnational, have significant regional impact, and would otherwise jeopardize the outcomes of bilateral programs of USAID and other donors.

The first obligation for FHA-WCA was on September 30, 1995, so it is too early to report on progress on achieving our strategic objective. Nevertheless, we can report on some important steps we have taken during the project's early implementation.

- REDSO/WCA has signed four cooperative agreements with the US-NGO partners for \$13.2 million;
- The partners have established operations in Abidjan and have begun implementing their activities only four months after signing the agreements;

The project was designed and the first year's funding obligated before REDSO began operating under the principles of re-engineering. This is why we use the term "project" instead of "results package."

²The \$60 million S.O. figure anticipates a second results package for child survival.

- The implementing partners have signed a comprehensive memorandum of understanding in which they agreed to a unified management and reporting structure and mechanisms of collaboration and joint responsibilities for the implementation of the FHA-WCA;
- REDSO/WCA staff has explained the project's objectives and strategies, and has introduced the implementing partners to US ambassadors, Ministers of health, finance, and foreign affairs in Côte d'Ivoire, Togo, Burkina Faso, and Cameroon. There is great interest in the region in this activity.
- REDSO/WCA has established a strategic objective team that includes our implementing partners, and we are seeking to identify customer representatives who can also participate on the team.
- Our implementing partners have identified their local partners and consulted with them to develop their first annual consolidated work plan, which they submitted for REDSO/WCA review January 31, 1996.

The strategic objective team expects to finalize a performance monitoring plan (PMP) by the third quarter of FY 96. The FHA-WCA project's grantees developed a draft PMP during the second quarter of FY96. Although the PMP does not use the same re-engineering terms as USAID's "automated directives system," the approach is similar in that it focuses on results and has a conceptual framework that is analogous to a results framework. Indicators of achievement will be increased use of family planning, changes in high risk sexual behavior, and more effective, efficient utilization of indigenous and donor resources.

B. REDSO/WCA's Strategic Support Objective No. 1 "Technical and Management Support Services to Bilateral Field Posts."³ REDSO currently provides technical assistance to 11 USAID posts in West Africa⁴, but one of them (Cape Verde) will close in FY 96, and several others have had their programs endangered by coups or attempted

REDSO/WCA's provisional regional strategy, sent to USAID/W on March 31, 1995, reported on two strategic support objectives (S.S.O.) and one strategic objective (S.O.). Both of the strategic support objectives involve providing support to client posts in the West Africa region. Our second S.S.O. is to assist the USAID bilateral field posts in West Africa that have been selected for closure with the necessary specialized services to provide for a timely and controlled ending of activity and departure of staff, followed by the transfer of residual responsibilities to REDSO/WCA for completion. Although it is useful to distinguish the two kinds of support, because they are clearly different, for the purposes of this Results Review, we will continue to use the approach we applied in the FY 1997 action plan, which combines the two S.S.O.s into a single objective dealing with all of REDSO's support to operating and closing client posts.

Benin, Cape Verde, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal

coups. Consistent with USAID's re-engineering emphasis on working with partners, a significant part of REDSO/WCA's assistance to bilateral USAID posts includes support for regional networks of African professionals funded indirectly by USAID/W. Finally, REDSO/WCA helps establish accountability for the use of U.S. resources in West Africa through the services of its financial management, legal, contracting, and technical oversight staff.

During FY 1994, USAID/W identified seven posts (Burkina Faso, Cameroon, Chad, Côte d'Ivoire, Cape Verde, Togo, and Zaire) for closure during FYs 1995 and 1996. REDSO/WCA has been working with those posts since the beginning of FY 1995 to ensure that their closeouts are as uneventful as possible. In general, experience shows that it takes two years to fully conclude financial, contract, grant, and audit activity once USAID staff have departed post. We therefore anticipate that this work will continue into 1998 for the West Africa posts that have been identified for closeout.

Before re-engineering, we traditionally gauged our performance by using data about the number and kinds of TDYs our staff have performed in support of client posts. Although this is one indicator of our performance, it is a measure of process rather than of impact. One of our future tasks, which is part of our efforts in re-engineering, is to develop ways of measuring the impact of our assistance to client posts. This effort will be part of the customer service plan we develop during FY 96.

C. Summary of data.

1. There are no data to report on for our SO in family health and AIDS because the FHA-WCA project has just begun.
2. In order to measure the impact of our strategic support objective No. 1, which is "Technical and Managerial Support Services to Bilateral Field Posts," we have chosen a variety of data to illustrate the different types of services that REDSO/WCA provides and their impact on our USAID/Washington and client post customers.

Regarding our efforts in FY95 to complete the close-out of those USAID programs which ended in FY94, the results to date are as follows:

Cameroon

10/31/94 Pipeline \$6,383,075; Open Commitments 36 actions
10/31/95 Pipeline \$840,467; Open Commitments 19 actions

Côte d'Ivoire

10/31/94 Pipeline \$5,299,066; Open Commitments 86 actions
10/31/95 Pipeline \$3,148,169; Open Commitments 25 actions

Togo

10/31/94 Pipeline \$4,220,350; Open Commitments 9 actions
10/31/95 Pipeline \$1,342,830; Open Commitments 20 actions

One indicator of the types of accountability services provided by REDSO/WCA's contracting officers, controllers, lawyers and their staffs is the number of TDYs which they perform for the following purposes, among others:

- ensure the adequacy of Federal Managers' Financial Integrity Act (FMFIA) controls;
- execute grants and contracts in compliance with the Federal Acquisition Regulations and the Federal Grants and Cooperative Agreements Act; and
- provide guidance to prevent or defend against litigation.

REDSO/WCA staff performed approximately two thousand days of TDY services in FY95, of which approximately 30% were for these types of services. However, given the technological advances of the last three years, more and more preparation for these trips is being carried out via e-mail, which has reduced the number of TDY days by almost 1,000, or by 33%, as compared to FY94.

The other 70% of the TDYs are being performed by technical staff who are providing programmatic expertise to USAID bilateral posts in the region. Their efforts are best described by example rather than by numbers of TDY days.

D. Analysis of the data and USAID's role in achieving objectives.

Raw TDY data do not show the impacts that our staff have in contributing to the programs of our client posts, creating and strengthening networks between REDSO and client posts, between USAID staff and Africans working in technical fields, and even in stimulating contacts among Africans. We can supplement the process data by a few examples of how our staff have promoted sustainable development in West Africa.

In Niger, REDSO/WCA's multidisciplinary team evaluated an economic policy reform project. The team analyzed the effects of illegitimate taxes and fees that customs agents, police, and others were extorting from truckers engaged in regional commerce. These findings enabled USAID/Niger and the Nigerien Government to mount a campaign to sensitize traders, exporters, customs agents, and police to this problem and the effects it was having on Niger's economy. The short-term result was less harassment of truckers and quicker border crossings that encouraged trade in perishable products.

REDSO/WCA's technical experts have also provided important support to the development and transfer of technology in three major food crops in West Africa. REDSO/WCA's efforts have paid off in improving the management and effectiveness of West African research networks focusing on sorghum, maize, and rice. The networks have accepted REDSO's suggestions, and, because of their confidence in the quality of our technical advisers, have sought further advice from REDSO's technical staff. In addition to supporting research networks on specific crops, REDSO/WCA also provides support to the West African Enterprise Network and to economic policy research funded

by the Africa Bureau. REDSO's monitoring of these networks provides valuable information to the network participants and to managers in the Africa Bureau. Finally, REDSO/WCA's technical staff have provided technical training to FSNs, especially in small posts in the area of economic policy analysis and democracy and governance.

REDSO/WCA's assistance in regional education has helped bridge a very important gap. Many ministries of education in West Africa cannot make practical use of work produced by institutions that do educational research. The ministries have felt that the research has little to do with practical issues, whereas the research institutions have found the ministries not responsive to their suggestions. REDSO/WCA has provided assistance to West African educational networks composed of public sector officials and private sector institutions. The assistance has been in the form of support to transnational educational research teams, composed of public and private sector individuals, special studies, and workshops. All of these have helped make research on education in West Africa more focused on problems and issues that concern policy makers. An indication of progress is that some ministries of education that had complained in the past are now incorporating research results into their policies and are even requesting further work from the researchers.

During FY 1995, REDSO/WCA's environment experts assisted client posts by performing environmental assessments and contributing to the design and evaluation of projects in Guinea, Mali, and Benin and for projects with regional scope. One of the more important contributions was in designing and testing a training course in how to conduct environmental impact assessments. This course was originally delivered in Guinea and Niger to both government officials and non-government personnel. Because of REDSO/WCA's experience in this area, our environmental experts were invited to develop a similar course, in English and French, for Madagascar, which trained 35 individuals, and Zimbabwe, which trained 40 individuals. REDSO/WCA will provide TDY support to bilateral missions' activities in sustainable management of the environment during FY 1997.

Most of REDSO/WCA's client posts do not have staff who are well trained in analyzing, designing, and managing democracy and governance activities. As a consequence, in FY 1995, REDSO's staff have helped client posts with their Democracy and Human Rights (116-E) activities as well as with standard bilateral projects that have democracy/governance components. Under our strategic support objective, in FY 1997, REDSO/WCA will continue to provide support to bilateral mission portfolios in the design of democracy and governance activities.

Finally, REDSO/WCA's agribusiness adviser conducted a study entitled "Abidjan Metropolitan Market for Horticultural Imports." The study provides information to traders, exporters, and importers in the subregion on demand, seasonality, and prices of major horticultural imports into Abidjan. This information will enable the traders in the subregion to be aware of the opportunities and potential in marketing horticultural products and respond to meet the demand.

E. Expected progress in FYs 1997 and 1998.

S.O. No. 1. With the arrival of our US PVO partners in Abidjan, REDSO/WCA has just begun work under its strategic objective in health, family planning, and AIDS control. The strategic objective team (SOT) has identified Cameroon, Côte d'Ivoire, Burkina Faso, and Togo as the four priority countries for the S.O. During FY 96, the SOT will develop activities in those four countries in order to reach the stated objectives of the Family Health and AIDS -- WCA project, and in subsequent years, the SOT will carry out those activities. In addition, USAID/Benin has expressed interest in buying into FHA-WCA so that the project can help USAID/Benin reach its own evolving objective in health. Finally, the SOT plans to develop a second results package (assuming that FHA-WCA is the first) in FY 1996 in child survival. So in FYs 1997 and 1998, these other two sets of activities will be carried out as part of REDSO/WCA's S.O. No. 1.

S.S.O. No. 1. Since the beginning of FY 1996, REDSO/WCA's program has begun a transition in two ways, both of which reflect the changing nature of U.S. development assistance in the West Africa region.

1. REDSO/WCA has historically supported the development objectives of USAID's bilateral posts in the West Africa region. At one time REDSO/WCA provided direct support to 24 client posts. By the end of FY 1996, however, there will be only ten USAIDs in this region despite the region's lower development status relative to Asia, Latin America, and Eastern Europe. During FY 1997, REDSO/WCA will continue its technical support to the remaining bilateral posts. In the spirit of USAID's re-engineering, our staff will participate as virtual members of client post teams. At the same time, we will continue ensuring that the activities transferred from close-out posts to REDSO/WCA are effectively managed to full completion. Finally we will oversee activities in those bilateral posts that are reduced to a very small size.

2. There is a growing realization that for USAID to continue to be an effective donor in the West Africa region, we must develop new regional approaches for solving regional problems. As a result, the Africa Bureau gave REDSO/WCA the responsibility for leading the effort to develop a strategy for West Africa. REDSO/WCA has begun this process, which will involve close collaboration with USAID/W, client posts in the West Africa region, potential partners, "customers," and stakeholders, and it will continue to be our major priority through the second quarter of FY 1997.

As we develop the West Africa strategy, REDSO/WCA will be considering how to address other regional issues within an overall strategic plan in West Africa because many other crucial sustainable development problems have important regional dimensions. For example, much of the failure of West Africa to achieve sustainable development can be attributed to the effects of small, cloistered economies which have a high level of effective economic protection. This has prevented the development of regional trade, and also, because of its effect in limiting market potential, has discouraged foreign private investment. In addition to cooperating more to integrate their economies, West African countries need to promote integration by improving regional communications and transportation, including road, rail, and air networks. Desertification (advancing desert) produces the same sorts of problems regardless of where it occurs across the Sahel. Coastal wetlands and the Congo Basin are divided among more than a dozen countries, and their ecosystems can be preserved only in a regional context. Finally, and

unfortunately, political instability is a continuing fact of life in West Africa, and it is of direct concern to USAID's cross-cutting issue of crisis prevention. These are the kinds of issues that REDSO/WCA will be considering as the strategy for West Africa develops.

III. Status of the management contract.

A. The strategic objectives and strategic support objectives in our management contract have not changed, except that in February 1996, the Africa Bureau assigned REDSO/WCA the responsibility for leading the process of developing a regional strategy for West Africa. We have not yet formally incorporated this new responsibility into our management contract.

B. Special issues or concerns. In March 1995, REDSO/WCA submitted an interim strategy to USAID/W for approval, and USAID/W approved the strategy in 95 STATE 209476. The approval cable stated that "a final REDSO/W strategy will be presented when decisions are clarified with respect to: (a) the broader strategic vision governing West and Central Africa; (b) the agency and bureau budget situation; and the feasibility of carrying out additional agency priorities on a regional versus bilateral basis." The approval cable did not specify when REDSO/WCA would update its interim strategy. With the decision to proceed with a new regional strategy for West Africa, which would include REDSO/WCA's activities as well as the activities of the Africa Bureau and the bilateral USAIDs in West Africa, updating REDSO/WCA's strategy has become a task for late FY 1997 (if required).

C. 22 CFR 216. REDSO/WCA has no issues to report at this time.