

# The Program for Governance and Peace (PGP) in Senegal

STRENGTHENING DEMOCRACY,  
GOOD GOVERNANCE & PEACE



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# Introduction

The USAID Program for Governance and Peace (PGP) in Senegal worked to improve democracy, good governance, and national reconciliation. The program, implemented by FHI 360, had four primary objectives, each aligned with a separate component: (1) increased transparency and accountability; (2) strengthened fiscal decentralization and local governance; (3) increased citizen participation in the electoral process; and (4) and strengthened dialogue for social stability in Casamance. PGP worked at the national level with government bodies, oversight and regulatory institutions, and civil society organizations (CSOs), and at the local level with local government units (Collectivités Locales – CLs) and CSOs in the regions of Dakar Banlieue, Thiès, Casamance (Ziguinchor, Sédhiou, and Kolda), and Kédougou.

**CONTEXT** Senegal has long been recognized as a leader in West and francophone Africa and is seen by many as a beacon of democracy in the region. However, between 2006 and 2010, Senegal experienced a marked decline in its political and economic status, creating concern among the Senegalese people, its partners, and international observers. In the 2009 Freedom in the World ratings, Freedom House reduced Senegal’s status from “free” to “partly free.” Similarly, in Transparency International’s index measuring perception of corruption, Senegal slipped from 70th place in 2006 to 112th place in 2011. Senegal’s steady decline across these key international indicators was exacerbated by high citizen tolerance for

corruption, a struggling decentralization process, and nearly three decades of internal conflict in the Casamance region.

Within this context, USAID/Senegal designed PGP (2010–2015) to support the Government of Senegal (GOS) to promote good governance, strengthen fiscal decentralization, support the organization of fair and credible elections in 2012, and contribute to peace and stability in Casamance. Each of these components targeted key elements necessary for Senegal to remain a peaceful, prosperous, and democratic country during a period of instability and decline in the surrounding region.

## STRATEGY

To achieve the greatest possible impact, PGP emphasized four key approaches across the program: **1) maximizing programmatic linkages; 2) including all stakeholders; 3) adapting to an evolving context; and 4) using a push-pull strategy to create change from the top and from the bottom.**

PGP's approach emphasized and **maximized the links between the four components** by treating them not as separate areas of activity, but as mutually reinforcing pieces of a whole. Successful decentralized governance and service delivery requires national and local transparency and accountability. Transparency and accountability can't exist solely at the national level, but must be stressed and reinforced down to the local level, in the fiscal transfer process and in the generation and management of local revenue. Citizen participation in the electoral process contributes significantly to the accountability and transparency of public officials. The grievances behind the separatist movement and conflict in the Casamance are best addressed through actions that enhance good local governance, fiscal decentralization, and political inclusion.

PGP recognized that achieving real, sustainable impact demands the **inclusion, commitment, and cooperation of all key stakeholders**, including government, civil society, media, the private sector, and the donor community. Improving transparency and accountability requires government and civil society cooperation to develop and implement institutional and legislative reforms. To monitor and evaluate the implementation and effectiveness of

those reforms, civil society, media, and the private sector must coordinate and cooperate efficiently. At the local government level, CLs must effectively deliver on the promise of decentralization. This means local government and local CSOs must engage with each other to improve planning, budgeting, and service delivery.

**Adaptability and flexibility** allowed PGP to advance and succeed in an ever-evolving context. The adaptive approach employed in the first two years of implementation allowed the program to successfully navigate the obstacles and challenges of a government that was reluctant to work with international partners on governance objectives. With the 2012 election of a new government more open to reform, this same adaptive approach allowed PGP to find windows of opportunity to quickly advance the program's objectives. By understanding and working within the context, PGP was more effective and more efficient – supporting, guiding, and complementing the government's own positive initiatives.

### PGP'S PUSH-PULL STRATEGY

**PUSH** – Work with and motivate (“push”) key government partners to initiate reforms, regulations, policies and mechanisms that ensure good governance.

**PULL** – Work with and support (“pull”) CSOs and the media to advocate for and demand information, effectiveness, transparency and accountability in the public sector.



## PGP IN FIGURES

**42** *mechanisms for external oversight of public resource use supported*, including the Law on Declaration of Assets for Public Officials, a National Good Governance Strategy, and a commitment to adhere to the Extractive Industries Transparency Initiative.

**59** *CSOs assisted in advocacy interventions*, including three grants to national level organizations to design and implement public accountability and advocacy tools such as an anti-corruption observatory, public expenditure tracking, and access to information.

**3,930** *local actors trained in fiscal decentralization and local governance*, resulting in an average increase in local governance performance among partner CLs of 36 points and an increase in local revenue generation of between 29% and 127%.

**588,000** *people sensitized on peaceful resolution of conflict* through conflict management trainings, reconciliation radio programming, community-based reconciliation projects, and community reconciliation forums and sensitization campaigns.

**3,672,922** *citizens reached through civic awareness and voter rights campaigns*, contributing to free and fair 2012 presidential and legislative elections and a peaceful, democratic transfer of power.



## PARTNERS

Implemented by FHI 360, PGP effectively engaged a number of international and local partners with the experience, expertise, and understanding of the Senegalese context necessary to maximize results across the program. International partners included **Partners for Democratic Change (PDC)**, **International Foundation for Electoral Systems (IFES)**, and **World Education International (WEI)**. Local partners included **Association Conseil pour l'Action (ACA)**, **Ecole Nationale d'Administration (ENA)**, **Association Nationale pour l'Alphabétisation et la Formation des Adultes (ANAFA)**, and the **Collectif des Organisations de la Société Civile (COSC)**.

# Program Summary

PGP faced a number of challenges in the first few years of implementation, including:

- The absence of a GOS steering committee, which would normally serve to ensure communication and collaboration with government authorities; and
- The political reluctance of authorities to work on several of PGP's key objectives, such as
  - » The implementation of the National Anti-Corruption Plan (NACP);
  - » Senegal's adhesion to the international Extractive Industries Transparency Initiative (EITI);
  - » International donor support to the electoral process; and
  - » The involvement of the international community in the peace process in Casamance.

*In response, PGP adopted a flexible and adaptive approach that took advantage of openings to produce positive results on these sensitive issues. In collaboration with USAID direction, the project team revised approaches and modified project language and messages, all the while maintaining the overarching goal and objectives.*

By the end of 2012, PGP had achieved its third objective (**Component 3**) of a successful electoral process. Senegal elected a new President and a new National Assembly in a free and fair election recognized both nationally and internationally. With a new administration more open to reform, PGP occupied an ideal position for advancing its remaining three objectives. Under **Component 1**, PGP worked closely with the newly created Ministry for the Promotion of Good Governance to develop and implement a National Good Governance Strategy. Key results include the GOS passage of a new law requiring a declaration of assets by officials with public sector spending authority, and the GOS candidacy for the EITI. Under **Component 2**, PGP worked with the Ministry of Decentralization to map the fiscal transfer process to identify bottlenecks and leakages and worked with 13 local government partners to improve local governance and financial management, increase local revenue generation, and improve service delivery by integrating governance interventions into sectors such as health and education. Under **Component 4**, PGP worked with civil society organizations to address the local grievances feeding the larger Casamance conflict and helped to empower women and youth to be active participants and advocates in the peace process.

# Component 1

## INCREASED TRANSPARENCY & ACCOUNTABILITY

### Objective

Increase transparency and accountability in public sector management in Senegal through:

- Strengthened capacity of national oversight agencies and institutions to drive the implementation of the legal reforms to the anti-corruption framework;
- Increased capacity of Civil Society to access information and to effectively engage in the promotion of transparency and accountability; and
- Improved transparency in mining and extractive industries.

To achieve these results, PGP worked with national oversight and control institutions to conduct participatory assessments and create and implement action plans for improvement. Working closely with the Ministry for the Promotion of Good Governance (MPBG), PGP supported the development of a national good governance policy framework approved by the President of the Republic. The plan called for a decentralized good governance

strategy, and PGP worked with the Ministry to develop and roll out a number of Regional Good Governance Cells. The program also worked with three national-level CSOs to develop and implement citizen tools for good governance, including public expenditure tracking, social accountability measures, access to information, and an anti-corruption observatory.





# Component 1

## INCREASED TRANSPARENCY & ACCOUNTABILITY

### OUTCOMES

- Regular support to the MPBG to define its purpose and fulfill its mandate created a high profile for the Ministry and led to a 500% increase in its annual budget from 642 CFA franc to 3,434 CFA franc
- National Good Governance Strategy approved by the President of the Republic
- Six Regional Good Governance Cells installed and operational
- Law on the Declaration of Assets by Public Officials passed
- National Anti-Corruption Plan established and implemented
- National Anti-Corruption Office (OFNAC) established and operational
- Non-State Actors Anti-Corruption Observatory (+300 member organizations) established and operational
- National and local level Cost of Corruption awareness raising campaign implemented
- Anti-Corruption and EITI Journalist Networks established, trained, and operational

- Senegal accepted as candidate country for EITI (work ongoing to become a compliant country)
- National and regional coalitions of CSOs for transparency in the extractive industries established, trained, and operational
- National and Regional Networks of Local Elected Officials for transparency in the extractive industries established, trained, and operational
- Reform of Senegal's Mining Code

### OUTPUTS

- 12 anti-corruption measures implemented
- 42 external control mechanisms for public spending supported
- 207 government officials trained in anti-corruption
- 514 members of civil society trained in anti-corruption
- 59 civil society organizations trained and supported to conduct advocacy for improved governance, anti-corruption and access to information





# Component 1

## INCREASED TRANSPARENCY & ACCOUNTABILITY

### IMPACTS

Over the course of PGP's five years of implementation, Senegal has seen a steady rise in its position in international governance indices such as the Ibrahim Index of African Governance (IIAG) and Transparency International Corruption Perceptions Index.

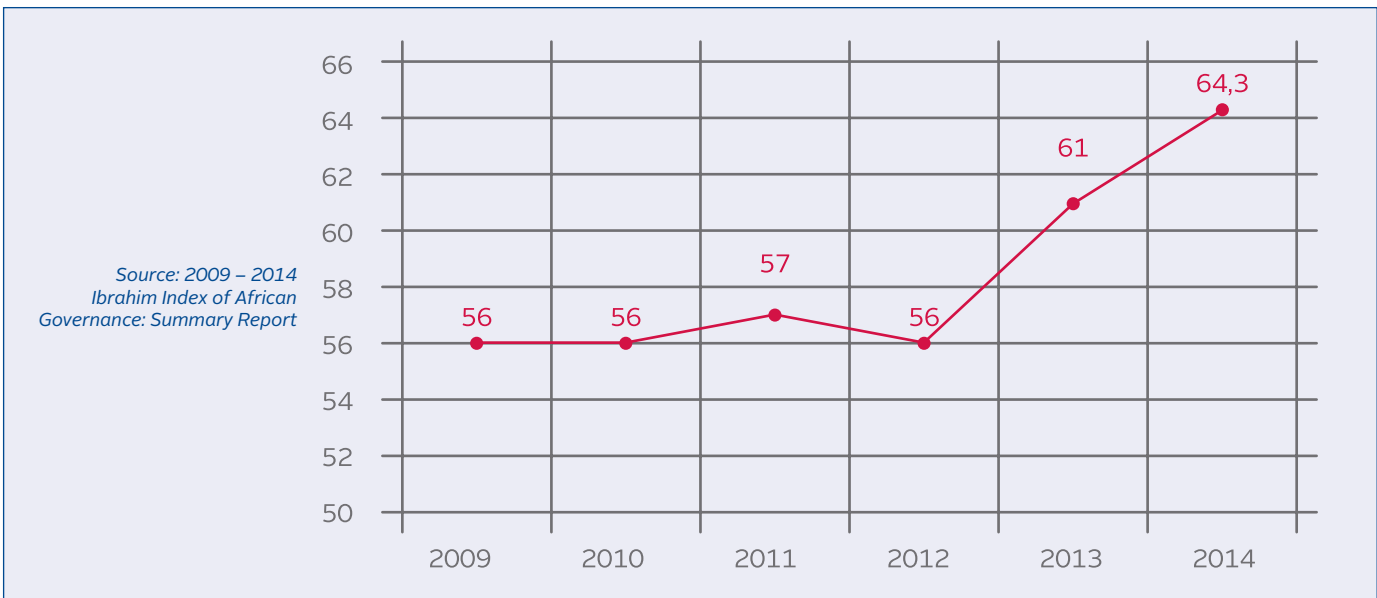
#### **Ibrahim Index of African Governance**

The most recent IIAG (2014) gives Senegal a score of 64.3 and ranks it ninth out of 52

countries in Africa. In 2010, Senegal was ranked in 17th place and had a score of 56.0.

#### **Transparency International Corruption Perceptions Index**

Transparency International's 2014 Corruption Perceptions Index confirms Senegal's noteworthy improvements. From a 2010 score of 2.9 and a ranking of 105th place out of 177 countries, Senegal rose in 2014 to a score of 4.3 and a ranking of 69th place out of 187 countries.



## Component 2

### STRENGTHENED FISCAL DECENTRALIZATION & LOCAL GOVERNANCE

#### **Objective**

**Strengthen fiscal decentralization and local governance through:**

- *Improved implementation of fiscal decentralization policy;*
- *Improved local governance performance in PGP's partner CLs; and*
- *Improved local revenue generation in PGP's partner CLs.*

To achieve these results, PGP worked with the Ministry of Decentralization and Local Governance to conduct a decentralization mapping exercise and used the results of the mapping to inform a new decentralization policy proposal. That proposal was a key input into Senegal's major 2013 decentralization reform, Act 3 of Decentralization. At the local level, PGP worked with 13 partner CLs to improve their governance performance around key issues identified by the community. PGP used its Good Governance Barometer (BBG) to establish baseline performance, develop and implement targeted improvement action plans, and measure progress. PGP paired the governance improvement intervention with

work to increase local revenue generation and improve local financial management.

In fiscal year 2015, the final year of implementation, PGP implemented a pilot program to measure the “value added” of governance interventions to other sectorial outcomes, such as health and education. PGP targeted the intervention on the delivery of birth certificates in four partner CLs. The BBG process was adapted to bring the sectorial stakeholders (health, education, civil records service, and justice/administration) together to measure and improve each sector's ability to play its role in the delivery and management of birth certificates.



## Component 2

### STRENGTHENED FISCAL DECENTRALIZATION & LOCAL GOVERNANCE

#### OUTCOMES

- Decentralization process mapping to identify bottlenecks and leakages
- Support to the Union of Associations of Local Elected Officials to build their profile and ensure the inclusion of local perspective in decentralization and taxation reforms
- Support to local actors to advocate for an increase in fiscal transfers to the local level
- Participatory governance performance evaluation in 13 partner CLs with the Good Governance Barometer, based on the criteria of Accountability, Effectiveness, Rule of Law, Participation, and Equity
- Improved governance performance in partner CLs
- Diversification and increase of local revenue generation in partner CLs
- Strengthened leadership of local elected officials in partner CLs
- Successful modeling of multi-sectorial synergy and governance integration at the CL level
- Strengthened governance and improved outcomes across the education, health, civil records, and justice sectors for the delivery of birth certificates in partner CLs

#### OUTPUTS

- From 2011 baseline to 2013, average increase in governance performance among partner CLs of 36%
- Increase in local revenue generation among partner CLs of between 29% and 127%
- 3,930 local actors trained in financial management, local governance, and decentralization
- Regularized civil status for 3,370 children between 0 and 14 years of age that were without birth certificates in PGP's four partner CLs (28% of all children in that age group)





## Component 2

### STRENGTHENED FISCAL DECENTRALIZATION & LOCAL GOVERNANCE

#### IMPACTS

- Increased confidence of population in local government, manifested in 83% reelection rate for local elected officials in partner CLs in 2014 (compared to less than 50% nationally)
- The table below presents the noteworthy increase in local governance performance in PGP's 12 partner CLs:

COLLECTIVITÉ LOCALE	BBG RESULTS 2011	BBG RESULTS 2013 AND 2015	% CHANGE
1. Commune de Tivaouane Diacksao	27	74	169
2. Commune de YENE	56	71	26
3. Commune de DIAMNIADIO	44	51	17
4. Commune de Thiès Nord	39	65	66
5. Commune de THIENABA	46	68	48
6. Commune de KEDOUGOU	54	57	6
7. Commune de SABODALA	44	55	23
8. Commune de DIENDE	43	53	24
9. Commune de DIOULACOLON	52	65	25
10. Commune de KARTIACK	38	52	37
11. Commune de BIGNONA	51	66	28
12. Commune d'OUDOUCAR	39	56	41
13. Commune de BAGADADJI	61	78	22

IBG = Index de Bonne Gouvernance





## Component 3

### INCREASED CITIZEN PARTICIPATION IN THE ELECTORAL PROCESS

#### **Objective**

**Increase citizen participation in the electoral process to ensure free and fair 2012 elections through:**

- *Strengthened capacity of institutions to supervise and control electoral operations;*
- *Citizens more aware of their civic rights and duties; and*
- *Increased capacity of political parties and political party coalitions.*

PGP worked at the national level to support an audit of the electoral register accepted by all political parties, major revisions of the electoral code, and training of national and regional elections officials. At the local level, PGP conducted civic education campaigns, created mechanisms for productive political dialogue, and trained women and youth in political leadership.



## Component 3

### INCREASED CITIZEN PARTICIPATION IN THE ELECTORAL PROCESS

#### OUTCOMES

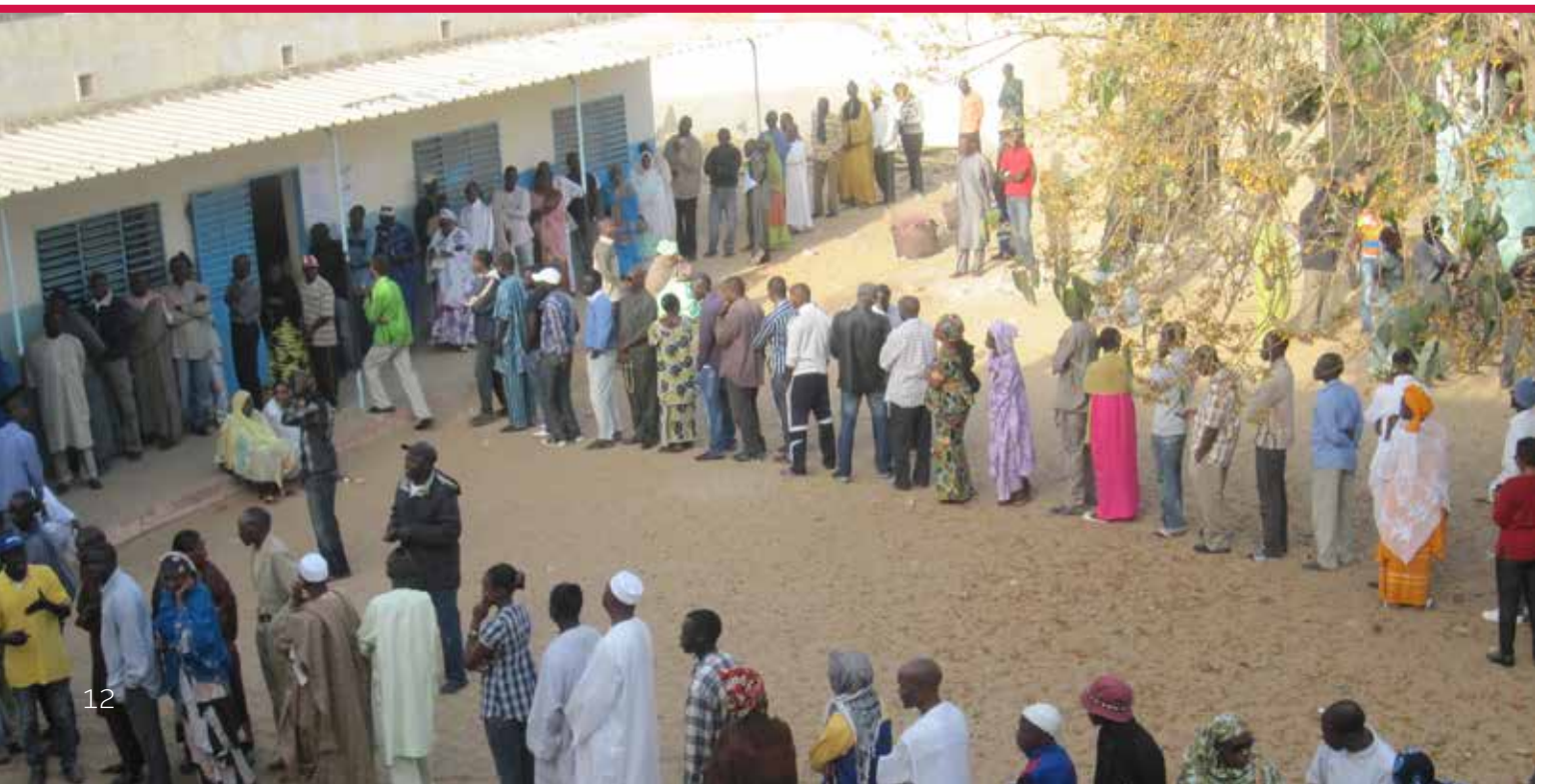
- Improved electoral mechanisms (electoral register, electoral code, elections institutions)
- Improved understanding of the electoral code by key actors
- Strong coordination of international actors by leading the donors subgroup for elections
- Increased engagement of youth in the electoral process (advocacy, voting, political leadership)
- Improved civic education and increased civic participation
- Increased ability of civil society to play watchdog role/observe elections
- Supported CSOs to audition candidates and secure campaign engagements for key political needs/reforms
- New administration committed to “virtuous governance” and peace in Casamance;
- Gender parity law for the National Assembly
- Built the political leadership of women and youth to increase the diversity of voices in government
- More than 3 million people reached with civic awareness campaigns
- The new electoral code published and distributed to all departmental courts in Senegal

#### OUTPUTS

- 183 national and regional level elections officials trained in BRIDGE (Building Resources in Democracy, Governance, and Elections)
- 53 civil society organizations strengthened to promote electoral reform, citizen participation in the political process and elections, and civic education

#### IMPACTS

- Free, fair, and credible Presidential and legislative elections in 2012
- Senegal now a model in Africa for the democratic transfer of power
- Built new political leaders of the future
- Increased representation of women in parliament and in politics





## Component 4

### STRENGTHENED DIALOGUE FOR SOCIAL STABILITY IN CASAMANCE

#### **Objective**

**Strengthen dialogue for social stability in Casamance through:**

- *Strengthened initiatives of key facilitators for dialogue between the main stakeholders to the conflict;*
- *Strengthened capacities and initiatives of key actors in the peace process (especially women and youth); and*
- *Increased capacity of CSOs and the media to document and disseminate information about the peace process to the public.*

PGP implemented a grants program with six local CSOs to address the local-level grievances that feed the larger conflict. The grants served to: 1) reduce farmer-grazer conflicts in the Samirong and Sédhiou-Bakoung valleys; 2) reduce cattle theft in the rural community of Coumbacara; 3) establish a framework for cross-border cooperation between Guinea Bissau and Senegal in the border community of Balantacounda; 4) establish a sustainable and coordinated natural resource management plan for the Sofaniama valley; 5) restore the free movement of people and goods and reintegrate displaced populations in Hassouka; and 6) train women leaders and victims of violence in communication strategies and the oral testimony technique

to strengthen their role in seeking peace in the Casamance by developing their ability to speak and be heard through mass media.

Appreciating the unique position of women and youth as both victims of conflict and as key actors for reaching sustainable peace, PGP built the capacity of the Women's Platform for Peace in Casamance and the Youth Network for Peace in Casamance to actively participate in the peace process and advocate for their particular needs and priorities. PGP also worked with journalists and regional and community radio to improve the level of dialogue around the conflict and to ensure the accurate and timely dissemination of information about the peace process.



# Component 4

## STRENGTHENED DIALOGUE FOR SOCIAL STABILITY IN CASAMANCE

### OUTCOMES

- Mapped key actors, conflicts, and CSOs in the three regions of Casamance
- Supported the Community Radio Network (+ 2,000 radio programs)
- Mobilized women, youth, and local elected officials to better advocate for peace and reconciliation
- Resolved local conflicts
- Strengthened capacity of key actors to manage and prevent conflicts
- Improved dialogue between the GOS and the MFDC
- Strong coordination of international actors by leading the donors subgroup on Casamance
- Improved synergy between good governance, service delivery, and conflict management

### OUTPUTS

- 10 community-based conflict resolution projects
- 15,247 people engaged by the community projects
- 301 people trained in conflict analysis and resolution
- 74,938 people reached through conflict resolution activities
- 2,937 radio programs reaching about 588,000 listeners in Casamance and other regions
- 64 women leaders playing active roles in peace and reconciliation activities

### IMPACTS

- Visible reduction in community-level conflicts that feed the larger conflict, resulting in a renewed free movement of people and goods and a

resumption of farming and other economic activities

- Strategic positioning of Women's Platform for Peace in Casamance as a key actor in formal negotiations
- Development of local expertise in conflict management and resolution resulting in revitalized community mechanisms for conflict management, including cross-border watchdog committees that have reduced incidences of cattle theft dramatically
- Strengthened freedom of expression for all stakeholders in Casamance through community radio programming, creating a culture of dialogue and reconciliation and giving a voice to marginalized populations





# Governance is Fundamental

After five years of implementation, the key legacy of PGP is greater appreciation for the importance of governance, and its relevance to all aspects of development, from local development and effective service delivery to conflict management.

Governance exists at two interconnected levels:

- “big G” Governance refers to the formal system of political and administrative power that manages a nation’s affairs. It is the government in the traditional sense.
- “little g” governance refers to the collective system through which power is exercised to influence the management of a nation’s economic and social resources. It includes government, civil society, the media and the private sector.

A well functioning society requires strong governance at both levels and positive interaction between the two. PGP’s work at these two levels of governance generated evidence of the impact of governance throughout society:

## **LOCAL DEVELOPMENT**

Strengthened local governance performance in partner communities resulted in increased citizen confidence in their local government (evidenced by a well above average re-election rate for local officials in PGP’s partner communities). Two important effects of that change were an increase in people’s willingness to pay the taxes and fees that contribute to a local government’s budget

and an increase in citizens’ participation in setting development and budget priorities. Senegal’s recent decentralization reforms place more authority and responsibility for development at the local level, and PGP’s local governance intervention provided a critical boost to local governments’ technical and financial capacity to effectively exercise that new authority. PGP’s national level transparency and accountability and fiscal decentralization efforts have improved the legal and institutional framework for the effective management of Senegal’s public resources and for a better transfer of those resources to the local level to fund development. A strengthened civil society is better equipped to monitor public sector management and advocate for needs at the local level. Together these different aspects of good governance have major impact on local development.

## **SERVICE DELIVERY**

PGP’s governance integration intervention demonstrated the tangible impact of good governance on outcomes in other service delivery sectors. PGP used the principal elements of good governance to evaluate and improve the ability of the health, education, civil records, and justice sectors to play their role in ensuring that the children of their communities obtain birth certificates and official civil status. Not only did the intervention mitigate the principal problem of children without civil status, but it also improved sector outcomes in other ways.

In the education sector, for example, end of year exams to move from middle school to high school require a birth certificate for registration. Throughout Senegal, students

without birth certificates are forced to drop out before reaching high school. PGP's governance integration work effectively addressed that problem in partner communities. Not only that, it took the problem off of teachers' plates, giving them more time to focus on classroom instruction.

In the health sector, local health management committees used their newly acquired principles of good governance to reform health center management, creating tangible improvements in financial and administrative management, medication and supply inventory management, and personnel management. In addition, following the governance intervention to improve the delivery of birth certificates, partner communities saw an increase in the number of women coming to health centers to give birth rather than giving birth at home.

### **CONFLICT MANAGEMENT**

In Casamance, the main grievances identified as contributing to the conflict are rooted in local issues such as poor governance, mismanagement of resources, and lack of basic social services, all of which are also exacerbated by the armed conflict. The cycle of violence can only be broken by improving local governance and local development. Within this context, PGP grounded its interventions at the community level, linking local governance strengthening activities to conflict resolution and prevention training in order to address those local grievances and mitigate community-level conflict. PGP interventions have led to a visible reduction in the small conflicts that feed the larger conflict and have created a climate in Casamance more conducive to a successful formal peace process.





