

Request for Information (RFI)

Senegal Governance for Local Development Activity

Annex A: Draft Program Description: Governance for Local Development

I. Overview

One of the primary constraints to development at the local level in the sectors of health, education, agriculture, or water, sanitation, and hygiene (WASH), is the weak capacity of local government (*Collectivité Locale*, referred to hereafter as “CL”) to ensure that services are delivered and public service entities held accountable. Improvements in quality and responsiveness of service delivery and accountability in all of these sectors depend on the ability of local governments to properly plan, carry out, and monitor these activities in a transparent manner. Furthermore, the ability to determine local priorities, establish trust between duty bearers and tax-paying citizens, prioritize needs across sectors, and upkeep or sustain projects require different governance stakeholders from different sectors to work collaboratively.

USAID proposes to fund an integrated governance and development activity to carry out a common set of local government strengthening interventions aimed at equipping CLs with the planning and management tools necessary for effective service delivery in the health, education, WASH, and agriculture sectors. Rather than having four different sector implementing partners work with local governments on issues pertaining to their specific sector, the Mission is seeking to have one implementing partner manage a DRG integrated activity—Governance for Local Development—that will strengthen the capacity of local governments to assure more sustainable and better quality service delivery in all four sectors. This integrated approach will also help to advance Government of Senegal (GOS) decentralization objectives and reduce the burden of multiple programs on single CLs.

The proposed activity will implement a series of interventions designed to improve the capacity of local government entities to plan, implement and monitor service delivery in health, education, agriculture, and WASH. Applicants are expected to plan activities such as facilitating self-assessments in governance performance that allow civil society to participate in gauging the progress of their local government’s capacity, inclusion, and performance; workshops to equip local officials and technocrats with a better understand of their respective roles under the new decentralization reform, followed with coaching on conducting social accountability monitoring exercises, based on public budget and planning information; development of management processes and manuals; strengthening platforms and venues for cross-sector and bottom-up collaboration; and supplementary technical assistance in administration, strategic planning, participatory budgeting, monitoring of implementation, and auditing as needed. It will equip the local governance entities with the tools needed to plan, monitor, and adjust their activities to improve operations. It is envisioned that the Governance for Local Development Activity will work in over 50 CLs in Kolda, Sedhiou, Kedougou, and Tambacounda, but USAID will work with the Governance for Local Development Activity recipient and local authorities to determine the best combination of CLs to work with.

II. Background

Senegal is an anchor of stability in West Africa, and has been on a positive trajectory towards more democratic governance over the last several years. Under the Macky Sall administration,

Request for Information (RFI)

Senegal Governance for Local Development Activity

elected in 2012, the Government of Senegal (GOS) has launched the *Acte III* of decentralization policy reform and committed to more participatory, inclusive processes and greater engagement with civil society. In the lead-up to the 2012 elections, civil society organizations (CSOs) demonstrated capacity to aggregate and articulate citizen voices and needs. Meanwhile, a culture of entrepreneurship strives for the right opportunities to move the private sector forward. Young people—mobilized and energized during the 2012 elections—are seeking employment and leadership opportunities to engage in the development of their country. Women play an increasingly active role at all levels and hold 43% of the seats in the National Assembly, placing Senegal seventh globally for the percentage of women holding national parliamentary seats.

Nevertheless, Senegal is still in the process of developing a culture of civic engagement in governance that extends beyond participation in national and local elections. As such, there are limited opportunities for citizens to express their needs and concerns to their government and elected leaders. The GOS recognizes this need for more participatory governance mechanisms and to foster a culture of “co-production” whereby the government and citizens work in partnership to plan and implement development priorities. The Ministry of Local Governance, Development and Territorial Administration (hereafter referred to as MoLG) has identified this as a priority area for support from USAID.¹

The decentralization reforms being undertaken by the GOS are intended to address the inability of local governments to foster sustainable service delivery and socio-economic development. In policy documents², the GOS has identified a number of key challenges including:

- Poor local governance exacerbated by multiplicity of actors with different approaches and interests;
- Incoherence and ineffective local development funding mechanisms; and
- Weak collaboration between local development actors that seriously undermines the efficacy of interventions.

These themes have also consistently emerged in the analyses that USAID/Senegal undertook in developing new programs in health, education, agriculture, and WASH. Sustaining the results of USAID and, more importantly, the GOS investments in socio-economic sectors depends in no small measure on more accountable, inclusive and participatory governance, greater state legitimacy, and a stronger social contract between Senegalese citizens and government. It will also require continued political will on the part of the GOS, support and nudging from development partners, and consistent demand and oversight from non-state actors.³

a) Decentralization and Local Governance

President Macky Sall’s Administration has committed to pushing forward decentralization since March 19, 2013. His first phase of the *Acte III* of decentralization built on public sector reforms from 1972 and 1996⁴ with the intent of encouraging greater involvement of citizens in decision-

¹ USAID Project Design Team meeting with the Minister of Decentralization in February 2015.

² Loi n° 2013-10 du 28 décembre 2013 portant Code général des Collectivités locales, December 2013.

³ <https://www.mackymetre.com/> offers an interesting example of civic monitoring of the Sall administration’s campaign promises and implementation of the Plan Senegal Emergent (PSE).

⁴ Launched via Law 2013-10 of December 28, 2013 (code général des collectivités locales).

Request for Information (RFI)

Senegal Governance for Local Development Activity

making over administrative, fiscal, and policy management. In this first phase, the GOS reshaped the institutional and territorial landscape by suppressing some existing local government institutions and creating new ones.

The existing structure was constituted of the *régions*, the *communes*, and the *communautés rurales* in declining order, as local government authorities, or Collectivités Locales (CL). Phase I suppressed the *régions* and the *communautés rurales* as CLs.

The new structure introduced by Phase I created the Department (*Département*) as a new type of CL, and converted the *communautés rurales* to *communes*. The new architecture comprises the following CLs:

- 557 *Communes* (including 5 *villes* or mega-communes)⁵ and
- 42 *Départements*.

Each one of these CLs has an elected body, legal identity, and financial autonomy. The new structure also provides technical support to each CL through a General Secretariat and Regional Agencies for Development (ARD), which carry technical specialists for each of the transferred (decentralized) sector service responsibilities.

In parallel to this structure of decentralized CLs, there is a multi-level de-concentrated structure, with line ministries represented at the regional, departmental, and *arrondissement* levels, plus multi-purpose technical service centers intended to provide support to CLs.

Phase I of *Acte III* concluded in July 2014 with the local elections that filled the newly created official positions. The next National Assembly and local elections are scheduled for 2019. These elections will affect the process of institutionalizing the fiscal and administrative decentralization envisioned by the *Acte III* reform plan. One of the first steps in doing so revolves around the fact that elected officials and staff are unclear about their roles and responsibilities. They lack capacity in strategic planning, human and financial resource management, budget planning and execution, resource mobilization, and citizen engagement.

Phase II is intended, in 2016, to transfer service responsibilities to the CL level in additional sectors. It also aims to restructure governmental transfer of funds to provide CLs with additional resources. The service responsibilities to be transferred to CLs are primarily in administrative management (maintenance of infrastructure, for example).

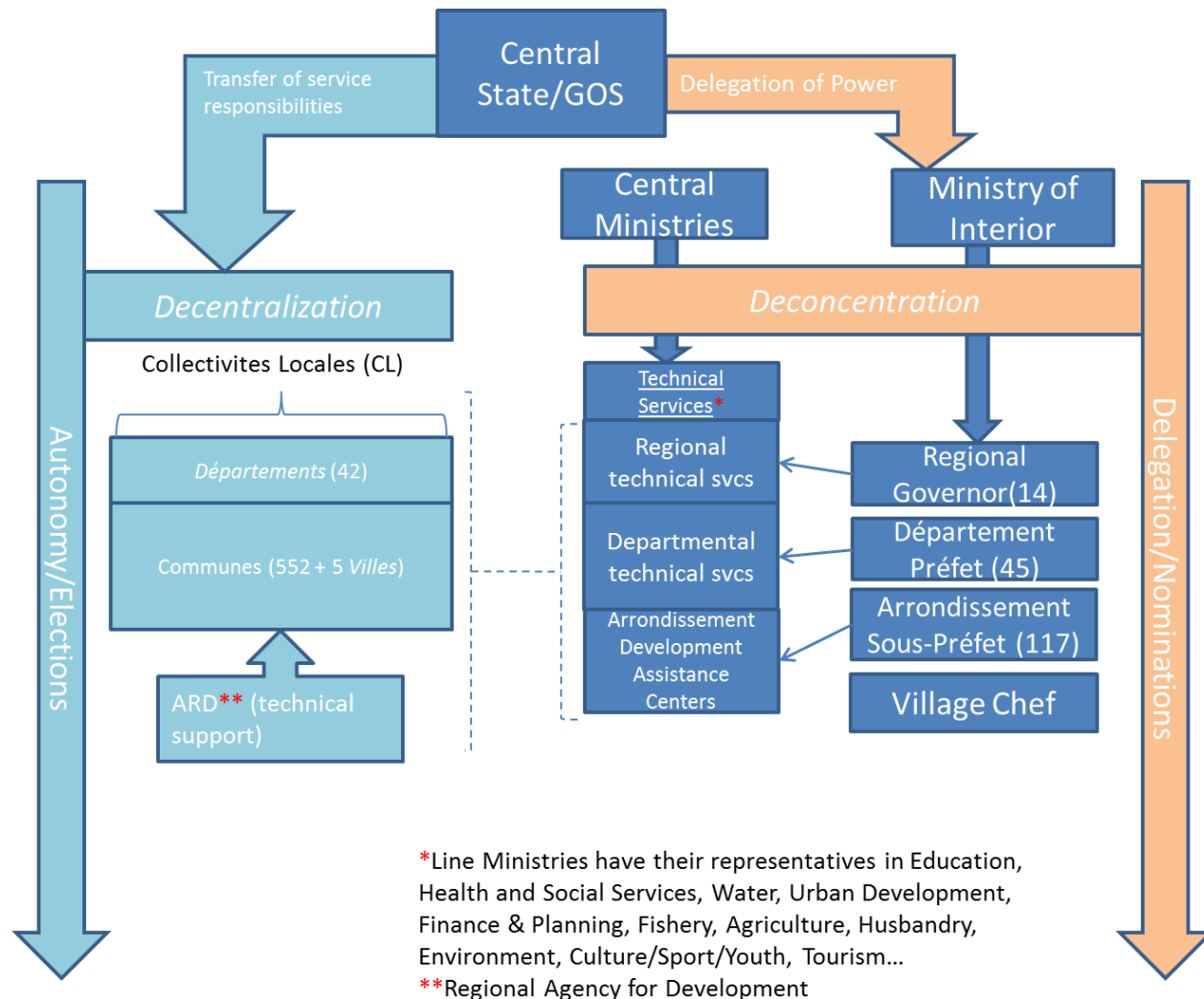
The new sectors for which some of the service responsibilities will devolve to the CLs under this Phase II are agriculture, fisheries, animal husbandry, tourism, and WASH, which correspond to areas of intervention for USAID/Senegal's Economic Growth Office (EGO). These new sectors are to be added to the nine sectors whose service responsibilities were already decentralized in 1996, including Health and Education.

⁵ These are the cities of Pikine, Dakar, Thiès, Rufisque, Guediawaye.

Request for Information (RFI)

Senegal Governance for Local Development Activity

Figure 1: Diagram of Territorial Structure in Senegal



b) Fiscal Elements of Decentralization

CLs have at their disposition several sources of funds to finance their development plans: their own resources, those distributed to CLs by the central state (over 30 billion CFA in 2014), outside assistance from development partners, and loans and outside investment (see figure 2 below). CLs receive the majority of their funding through central transfers. However, the amounts received are insufficient to address local needs. The CLs have in effect very limited input in the planning and allocation of central funds, in the image of the Budget Consolidé d'Investissement (BCI), which constitutes a recurrent point of contention between CLs and the central government regarding fiscal decentralization. Attracting and setting up loans and private investment is also possible in theory, but in practice is still novel for CLs. The major source of central funds is the Value Added Tax, collected centrally. The Ministry of Local Governance has announced in November 2015 the intention to increase allocation of VAT to CLs from 5.5

Request for Information (RFI)

Senegal Governance for Local Development Activity

percent to 15 percent. The impact of this move on CLs' fiscal autonomy is unclear, since there are, under *Acte III*, many more staff salaries to cover now under these local budgets.

According to the Ministry in charge of Local Governance,⁶ other notable challenges to the management and implementation of CLs' budgets that will only increase with the Phase II include:

- The ratio of allocations to number of transferred service responsibilities;
- Unclear allocation criteria for central funds to guide the Conseil National de Développement des Collectivités Locales (CNDCL), the body in charge of determining allocations each year;
- Delays in transfers requiring special authorizations on an ongoing basis;
- Central government often determines the use of funds in advance; and
- The Ministry of Finance is overwhelmed by direct requests from various levels of the government—from ministries on down to elected officials. Some of these requests stem from the fact that local or sector needs do not appear clearly in the GOS' budget lines.

A new governmental fiscal transfer system to provide additional resources to subnational governments was anticipated to go into effect in Fiscal Year (FY) 2016 through the phase II of the reform (*Acte III*). This system launch, however, has been delayed, exacerbating the challenges local governments face in fulfilling their expanding mandates. CLs can augment fiscal transfers by raising local revenue via market fees, business licenses, property taxes and other fees, but face two broad barriers:

- 1) The capacity of CLs to collect and administer taxes; and
- 2) The willingness of citizens to pay taxes or fees when they see no link between what they pay and the quality of services.

A growing body of evidence⁷ shows that when local governments engage citizens in participatory budgeting and planning processes and in constructive dialogue about the quality and effectiveness of governance, citizens are willing to pay more taxes and make in-kind contributions to community development. This was demonstrated during USAID/Senegal's *Programme Gouvernance et Paix*⁸ (PGP) program, which employed the Good Governance Barometer⁹ (GGB) to empower citizens to engage in the process and build trust. When the

⁶ See Ministère de la Gouvernance Locale, du Développement et de l'Aménagement du Territoire's study by M. Modu Ndiaye, Chief of Analysis and Monitoring for the Direction de la Coopération Décentralisée, « Les ressources des collectivités locales sénégalaises et leur mobilisation au service du développement local durable », Available Online: http://www.cooperationdecentralisee.sn/Les-ressources-des-collectivites.html#sommaire_1

⁷ See, for example: <http://www.fiscaltransparency.net/resourcesfiles/files/20150704112.pdf>.

⁸ See PGP Final Report, November 24, 2015.

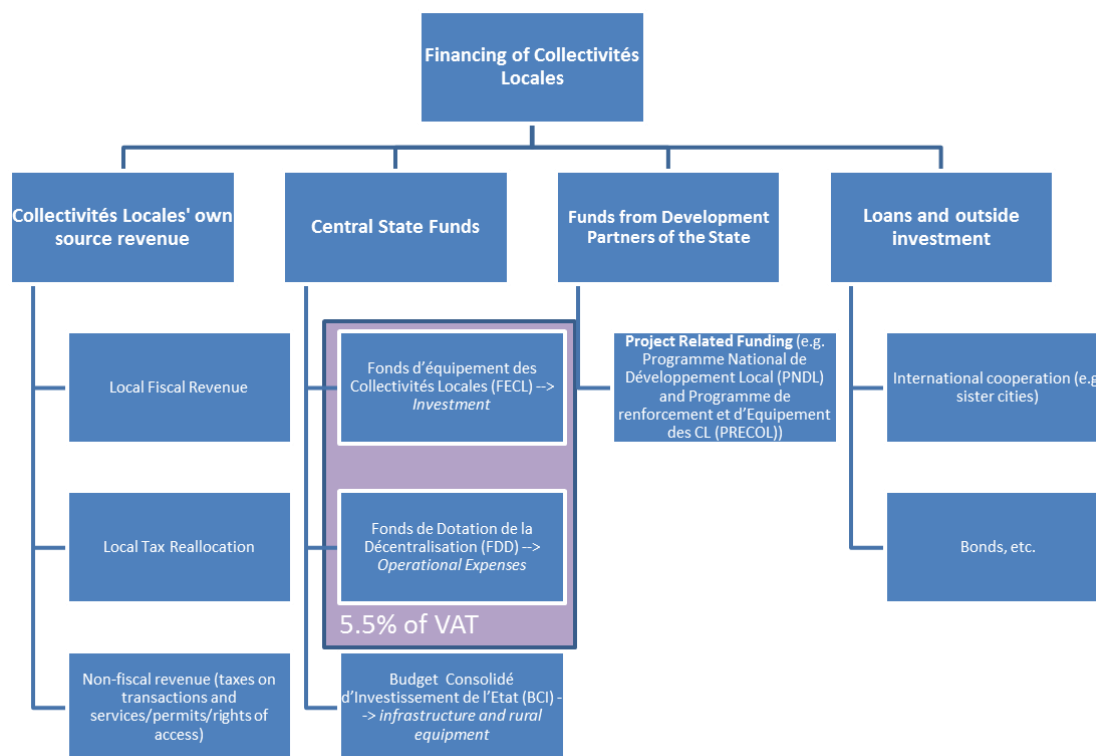
⁹ Developed by PACT, SNV, Idasa, and the Impact Alliance, the Good Governance Barometer is a social accountability tool and a development-planning tool. Through a participatory modeling and evaluation process, the GGB translates the complexities of a specific governance system into locally appropriate indicators and a clear distillation of that system's strengths and weaknesses. That distillation is used to plan development priorities, measure their effectiveness, and advocate for governance improvement.

Request for Information (RFI)

Senegal Governance for Local Development Activity

communities of a CL were convinced that their contributions were used effectively for development activities, its members paid taxes voluntarily. Local government resources increased as a result and the capacity to manage resources and jointly plan also increased. Most of the additional local revenues collected as a result of the PGP intervention were reinvested in locally identified priorities including education, health, and WASH. USAID's past partnership with the Forum Civil also exemplified the empowerment of CLs that is possible when building citizen trust: it implemented a CL certification approach that caught the attention of the GOS for having fostered strong participatory management.

Figure 2: Local Government Financing in Senegal



While decentralization holds the promise of more accountable, responsive service delivery and greater citizen engagement, implementation is a challenge. Notable constraints to effective operation at the decentralized and de-concentrated levels are expected because of:

- Insufficient and inadequate resources to operate at the local level;
- Still centralized investment and personnel management decisions;
- Lack of management capacity of locally elected officials;
- Confusion and tension over functions between the staff of de-concentrated services and locally elected officials;
- Citizenry still unaccustomed to active participation in the management of local affairs;

Request for Information (RFI)

Senegal Governance for Local Development Activity

- Low investment in, and weak management of, social services; and
- Lack of strong coordination mechanism within GOS, and between GOS and donors.¹⁰

III. Link to CDCS, Foreign Assistance Framework and Application of Agency Policies and Strategies

The need for an activity of this sort was foreseen in the 2012-2016 CDCS, which stated that “joint programming of health resources with USAID investments in other sectors, i.e., Education, Democracy and Governance (DG), and Economic Growth (primarily Agriculture), is expected so that activities will be mutually reinforcing.” It also notes that “a strong emphasis will be placed on supporting national-level institutions of power and local level governance....Key local level governance activities will be implemented in collaboration with activities under Development Objective 1 (DO1): “Increased inclusive economic growth,” and DO2 “Improved health status of Senegalese population.” DO 3 [“More effective citizen participation in the management of public affairs at the national and local levels”] supports several GOS national strategies, including: the 2000-2015 Master Plan for Education and Training, the decentralization law, as well as plans to increase institutional and human resource capacity.”

The Governance for Local Development activities must align with other relevant Agency strategies, including the 2013 [Strategy on Democracy, Human Rights and Governance](#), the 2013 [USAID Water and Development Strategy](#), the 2015 [Health Systems Strengthening Vision](#), the 2011 [USAID Education Strategy](#), and the [U.S. Government’s Global Hunger and Food Security Initiative](#).

IV. Objectives of the Governance for Local Development Activity

a) Results Framework and Theory of Change

To capitalize on the GOS’s stated commitment to decentralization and USAID’s recent results in supporting local government in Senegal across sectors, USAID/Senegal is planning a new integrated activity, *Governance for Local Development*. The Activity will address three sub-intermediate results (sub-IRs) under the Intermediate Result (IR) 3.2 of its Country Development and Cooperation Strategy (CDCS): *Responsive Democratic Governance Strengthened*.¹¹

¹⁰ There are no robust systems for coordination, collaboration, and information-sharing. For example, GOS does not have an effective mechanism to coordinate all of its various good governance initiatives. The Ministry of Local Governance, the Ministry of African Integration, NEPAD (New Partnership for African Development), the Ministry of Good Governance, the President’s Office, the Ministry of Women, the Ministry of Youth, line/sector ministries, and others do not meet regularly to discuss and coordinate policies and activities. USAID and key development partners should join forces to respond to the Ministry of Local Governance’s call for such coordination.

¹¹ See USAID/Senegal CDCS; Available online at www.usaid.gov

Request for Information (RFI)

Senegal Governance for Local Development Activity

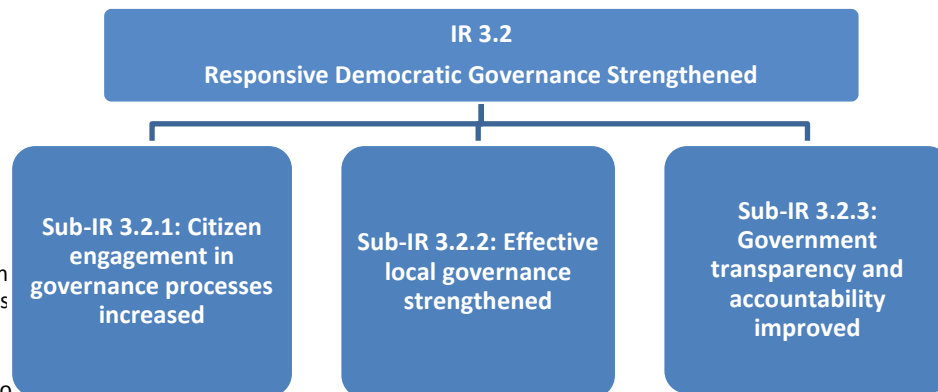
Assumptions: Strong support for democratic reform along the lines of Acte III among Development Partners and GOS maintained;

Stability in the targeted regions does not deteriorate;

Public sector actors maintain engagement and political will regardless of 2017 elections and its results;

Public authorities remain engaged with citizens/CSOs and vice-versa to address the reform and implementation of transparency policies;

Recent GOS efforts to provide access to information continue.



Source: USAID/Senegal Country Development and Cooperation Strategy 2012-2017

The Governance for Local Development Activity will also contribute to other results under the CDCS, in particular:

- For its impact on health systems strengthening, and healthcare technical services: IR 2.2, *Increased community involvement in health systems management*;
- For its impact on WASH: IR 1.4, *Improved nutritional status, especially of women and children* and IR 2.2, *Improved health seeking and healthy behaviors*;
- For its impact on Food Security: IR 1.1, *Inclusive agriculture sector growth* and IR 1.3 *Improved management of natural resources*;
- For its impact on education technical services: IR 3.1, *Better educated children and youth* who will become more effective in their civic participation, in support of the CDCS' Development Objective 3.

The Governance for Local Development Activity is expected to be a five-year program with an approximate ceiling of \$20,000,000, which includes resource contributions from the health, education, and Economic Growth sectors. It will serve as a Mission platform for tackling local governance, citizen-state relations, and accountability challenges that are common across all USAID/Senegal program areas. Specifically, the Governance for Local Development Activity seeks to strengthen:

- CL and citizens' understanding of the roles and responsibilities of elected and appointed CL officials;
- The planning, budget management, and administrative capacity of local government entities, to mobilize and accountably manage resources for local service and infrastructure needs; and
- Community participation in the local governance process and ability to provide oversight.

Request for Information (RFI)

Senegal Governance for Local Development Activity

The Governance for Local Development Activity's theory of change is that **if** the capacity of local governments to collaboratively and effectively plan, program, and manage cross-sector resources is strengthened, and **if** meaningful citizen participation in the governance process is obtained, the delivery of basic services (health, education, water and sanitation, food security) will improve, and government legitimacy and the state-citizen social contract will be strengthened.¹²

An evaluation of the Governance for Local Development Activity will test part of this theory of change, examining the link between accountable, participatory local governance, cross-sector collaboration, government legitimacy, and service delivery outcomes. The evaluation team will need to work closely with the selected Governance for Local Development Activity implementer on evaluation design questions and data collection.

b) Geographical Location and Scope of Activity

To foster cross-sectoral synergies, the Governance for Local Development Activity is anticipated to concentrate core activities in four regions where USAID/Senegal works in the health, education, and economic growth sectors: Kedougou, Kolda, Sédhiou, and Tambacounda. Within these regions, 13 *Départements*, and 50 *Communes* have been tentatively identified as potential Governance for Local Development Activity partners (Key Senegalese interlocutors, the Implementing Partner (IP), and USAID will jointly agree on the partner CLs). USAID/Senegal established several criteria to take into consideration for selecting CLs to participate in the activity. This includes determining the right number, location, and type of CLs based on calculations that will allow:

- 1) The activity to have a reasonable depth and impact on the regions of Kolda, Sédhiou, Kedougou, and Tambacounda;
- 2) Coherence and territorial contiguity between target CLs;
- 3) Departments that are adjoining/ Inter-Communality Groups (i.e., work agreements between two or more targeted CLs, known as GIC, according the Decentralization Code, December 28, 2013);
- 4) Existing collaboration between actors within the CL, meaning there is already a will to collaborate;
- 5) Presence and functionality of the service provision and management structures (health, education, WASH, food security);
- 6) Priorities of local administrative authorities and alignment with USAID intervention sectors;
- 7) Harmonization with zones of intervention of other development partners; and
- 8) Past USAID interventions and results in a given region.

Key counterparts for the activity should include: (1) local government institutions at the CL level (*Conseil Municipal and Départemental* and thematic Committees); (2) local structures responsible for delivering services (sector service management structures, social service providers); (3) local

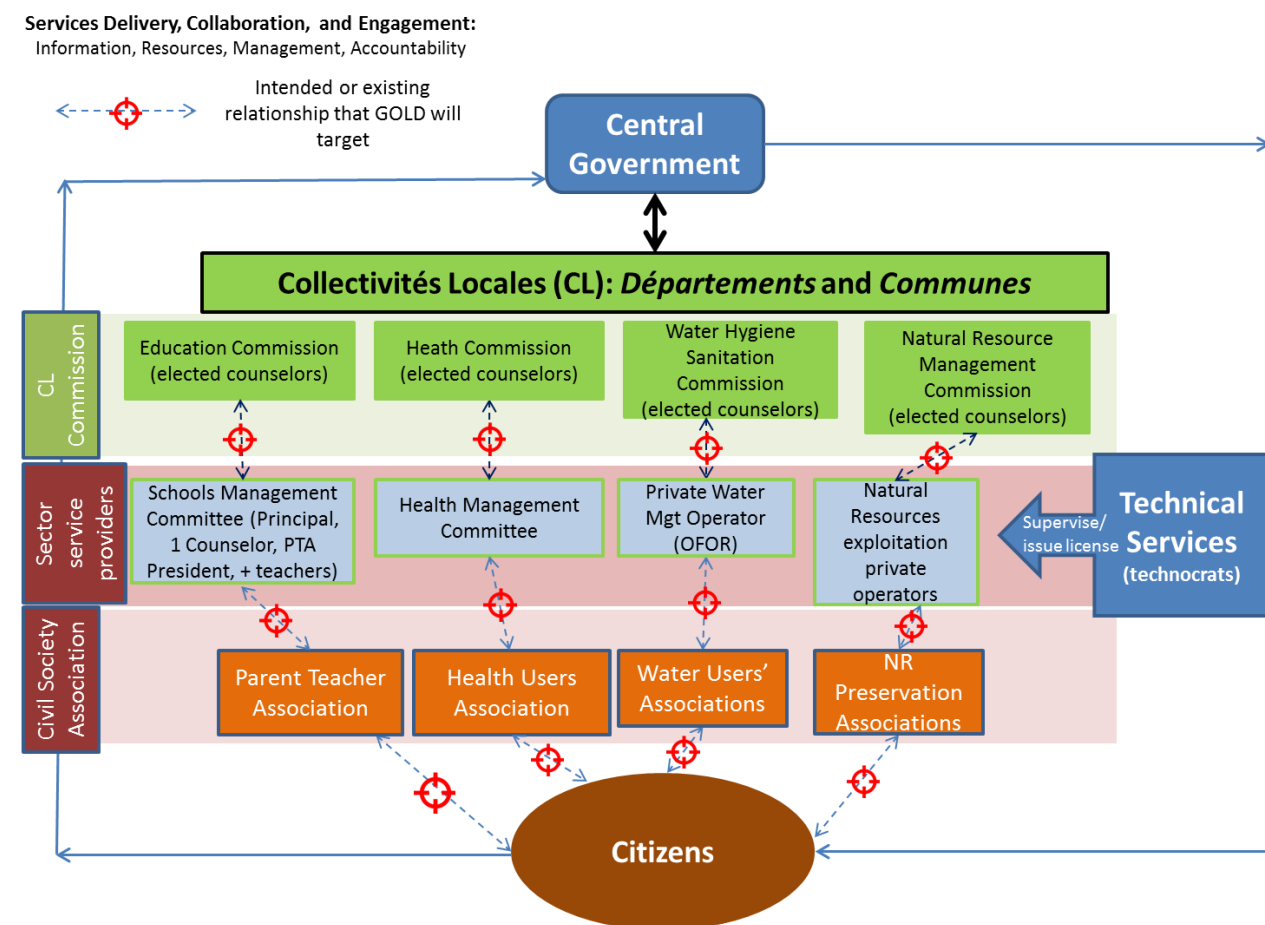
¹² There is a small but growing body of evidence in support of this hypothesis. See, for example, *Effective States and Inclusive Development: "Why State Capacity Matters for the post-2015 Development Agenda and How We Should Measure It,"* ESID Briefing No. 4.

Request for Information (RFI)

Senegal Governance for Local Development Activity

Civil Society Organizations and community-based organizations; (4) citizens, with special emphasis on the inclusion of marginalized groups, including women and youth; and (5) the MoLG.

Figure 3: Service Delivery stakeholder mapping at CL level



While the Governance for Local Development activities will be concentrated in targeted locations, the selected IP, working with and through Senegalese partners, will be expected to develop and implement a strategy for sharing lessons learned and fostering peer learning with other USAID IPs, government, and non-governmental stakeholders.

c) Integration

USAID/Senegal has long valued DRG as cross-cutting themes for enhanced development impact and sustainability. Historically, however, technical offices and their respective IPs have used different approaches and tools to incorporating DRG considerations into programmatic activities, and coordination between technical offices—and implementers—has suffered as a result. Other consequences include overlap and missed opportunities to leverage resources, to solidify outcomes, and to build local ownership. It has also meant higher transaction costs for local partners, who have to deal with multiple USAID IPs and staff.

Request for Information (RFI)

Senegal Governance for Local Development Activity

Over the past several years, USAID/Senegal has taken a number of steps to foster greater DRG integration and cross-sectoral collaboration. They include:

- Initiating an integrated approach involving sectors IPs in Oudoucar, using a participatory process and good governance tool¹³ to bring all the right stakeholders around issues that can be solved at the local government level and to measure the performance of the said local government;
- Implementing a pilot DRG integration program in four communes¹⁴ in the Casamance region to address birth certificate issues using the GGB to assess local governance strengths and weaknesses, supporting beneficiary entities to develop and implement action plans for addressing identified issues;
- Drawing on lessons learned from the pilot PGP initiative and the USAID DRG strategy¹⁵ to develop a Mission Framework For Enhancing Synergy And Collaboration that provides guidance on incorporating DRG principles and approaches into all USAID/Senegal programs from design to implementation; and
- ‘Synergy’ trips, in which senior management and staff from all technical offices make joint project visits to identify opportunities for greater cross-office and cross-project interaction.

While these efforts have borne initial results, the design of a new suite of sectoral and DRG projects offers a unique opportunity to integrate DRG assistance in Senegal. Key elements of this approach include:

- 1) *Conceptualizing* and approaching the beneficiaries of our activities as fully constituted citizens with varied needs across multiple sectors, rather than through a particular sector lens;
- 2) *Co-locating* interventions geographically where sensible;
- 3) *Coordinating* more intentionally both across sectors within USAID, with other donors, and with Senegalese government and non-government partners; and
- 4) *Collaborating* to foster stronger linkages, greater value for money, and more sustainable results – between USAID IPs, with other development partners, with all levels of the GOS, and with key non-governmental stakeholders. This collaboration should also create a greater understanding of the political economy of the environment in which we are working together.

In its effort to ensure more value for money and to foster more sustainable, community-driven results, USAID will seek an applicant that already employs collaborative approaches to its work. All USAID/Senegal future IPs will be expected to coordinate activities together, but the Governance for Local Development activity will play a particular role in convening and connecting USAID IPs around issues related to (1) strengthening local government capacity to

¹³ See footnote 9 on the Good Governance Barometer.

¹⁴ Bagadadji, Dioulacolon, Kartiack, and Oudoucar.

¹⁵ See USAID Strategy on DRG, June 2013, <https://www.usaid.gov/democracy-human-rights-and-governance-strategy>.

Request for Information (RFI)

Senegal Governance for Local Development Activity

effectively and accountably collect, generate, and manage public resources, and (2) enhancing citizen participation in the local governance process.

USAID/Senegal envisions very regular and close coordination between IPs. This will likely include joint annual work plan development with USAID IPs that share common objectives; establishment of joint mechanisms for coordination and dialogue with national and subnational GOS partners, civil society, and citizen stakeholders; and joint performance planning. The sharing of tasks between the Governance for Local Development Activity and other USAID activities will vary by sector, but for each sector it will be necessary for those implementers involved, in consultation with relevant USAID Agreement/ Contracting Officer's Representatives, to define essential tasks and to allocate them to relevant USAID (and in some cases, other donor) activities, reflecting this allocation in work plans. Applicants should review publically-available program documents for ongoing activities to ensure their proposed approach includes clear coordination and complementarity between the Governance for Local Development activity and other relevant USAID activities. Of particular interest are: the USAID/Senegal CDCS; the Health System Strengthening Mechanism; the Projet Assainissement, Changement de Comportement et Eau pour le Sénégal (ACCES); Yaajeende and Naatal Mbay program description; and the upcoming Early Grade Reading and Economic Growth designs and solicitations for Senegal.¹⁶

The following are important highlights of challenges targeted by USAID/Senegal's sectors related to the Governance for Local Development activity:

1) Health

Suboptimal engagement affects demand for health services: Community oversight in the management and monitoring of health facilities and the health system is weak. Government staff often do not understand basic technical issues on the underlying causes of maternal, neonatal, and child mortality, are not involved in localized behavior change communication (BCC) activities, and do not partner or engage with civil society organizations and other community groups. Local government and civil society's ability to effectively and routinely monitor all aspects of local health services (e.g. to verify performance-based financing) is hampered by this lack of capacity.

Decentralization: Under "Act III of decentralization", the health sector structure will need to be aligned with and support the new administrative structure. According to the GOS's decentralization plan, by 2016 health sector services, administration, and oversight will be provided at peripheral levels with delegated authority granted to carry out services, execute budgets, manage and contract health staff, and procure commodities and equipment. In order to reach Senegal's health goals, local revenues for health will need to be raised and local financing expanded.

¹⁶ Most found online at grants.gov and fedbizopps.gov. Yaajeende is set to end in 2017; thus a new food security design that complements the Governance for Local Development activity is expected during the life of the activity.

Request for Information (RFI)

Senegal Governance for Local Development Activity

Private sector: The private sector is increasingly expanding its products and services, especially for those in urban areas and those able to pay, yet service quality varies widely and is largely unregulated. Although this means that scarce government resources can then serve those less able to pay, the GOS needs to improve private sector oversight to ensure quality of care.

In response, the Health System Strengthening (HSS) activity, in coordination with the Governance for Local Development activity, will ensure joint planning, monitoring and evaluation; harmonize tools and approaches on health governance activities; build the technical capacity of local governments to manage and regulate services across seven regions. The Governance for Local Development activity will contribute to USAID's "intensive support model" for regions with low performance in the Health sector. The Governance for Local Development activity aligns with the expected results laid out in the HSS Program Description, particularly under Objectives 1 and 2: "Improved health system governance and finance" and "Increased community involvement in health systems management."¹⁷ These HSS activities will take place in adjacent regions to the Governance for Local Development activity regions.

2) Education

USAID/Senegal is planning to launch a project to address Early Grade Reading that aligns with the USAID Education Strategy's Goal 1.¹⁸ The Early Grade Reading project intends to improve early grade reading performance in public primary schools and Daaras. The DRG Integrated Activity may link to this project through promoting transparency and demand for high-quality instruction, and monitoring of school performance in the communities themselves. Improving the ability of civil society to advocate for quality early grade education; strengthening the ability of communities to come together to rationalize and prioritize with their CLs local budgets that ensure education is not forgotten in the process; monitoring at the local level the management of materials, personnel (attendance, retention, and performance); and helping to improve collaboration between deconcentrated and decentralized entities all figure within the scope of the DRG Integrated Activity.

USAID/Senegal is also designing a project for the southern regions of Casamance and Kedougou that will align with the Goal 3 of the USAID Education Strategy.¹⁹

3) WASH

USAID has identified that the demand for water and sanitation and the supply of quality WASH services are too low for sustainable access to sanitation and water for multiple uses. This is a critical factor in curbing diarrheal disease and, by extension, malnutrition. Although the water and sanitation sector is managed at the central level, local governments spend quite a lot of their budgets on infrastructure to provide access to clean water. Local governments have become more vocal about their desire to see devolution of this sector to them. As *Acte III* moves forward, the

¹⁷ Refer to HSS Request for Application at <http://www.grants.gov/web/grants/view-opportunity.html?oppId%3D280321>

¹⁸ Available online: http://pdf.usaid.gov/pdf_docs/Pdacq946.pdf

¹⁹ Ibid.

Request for Information (RFI)

Senegal Governance for Local Development Activity

GOS at the national level is concerned about the local governments' capacity to plan, budget, and manage water systems.

The main prong in USAID/Senegal's WASH activities to tackle this challenge is the *Projet Assainissement, Changement de Comportement et Eau pour le Sénégal (ACCES)*, which will focus on four outputs:

1. Demand generated for WASH products and services;
2. Increased market-based provision of WASH products and services;
3. Improved provision and management of multiple use water systems; and
4. Improved enabling environment for equitable delivery of WASH services.

Relevant targets of the WASH project include:

- Regional technical services supported in all 5 regions;
- Capacity building of 500 service providers (private sector, ASUFORs);
- Capacity building of 50% of local governments in targeted regions;
- Financial mechanisms tested in 40 localities to demonstrate local governments' ability to plan, budget and purchase WASH services;
- 50 local governments have the technical skills to plan for and procure water and sanitation services;
- 25 local governments in targeted regions have accessed financing for water and/or sanitation services;

The Governance for Local Development Activity will coordinate and standardize tools with ACCES, in the four regions in which these two activities will overlap. In the meantime, ACCES will:

- Provide technical assistance in WASH to the Governance for Local Development Activity when needed;
- Build the technical capacity of local governments to implement local water and sanitation plans (*Plan Local d'Hydraulique et Assainissement - PLHAs*) using a MUS approach, budget for water (extensions/connections) and sanitation infrastructure, access financing, procure infrastructure and services, and provide oversight of water and sanitation infrastructure; and
- Provide relevant technical information to the line ministry and to local stakeholders to support the advancement of the *Acte III* decentralization process for water and sanitation.

Both activities aim to work with at least 50 different CLs, which will be coordinated so as to not overlap.²⁰ It is expected that the Governance for Local Development Activity will tap into ACCES technical expertise, materials, and tools, ensuring harmonized approaches.

4) Food Security

²⁰ There are around 200 communes in the six regions of ACCES and about 150 in the four regions of the governance integration activity. Both activities aim to work with 50 different communes.

Request for Information (RFI)

Senegal Governance for Local Development Activity

Two of USAID/Senegal's flagship activities to improve food security and reduce malnutrition is *Feed the Future Senegal YaaJeende* and *Feed the Future Senegal Naatal Mbay*. *YaaJeende* aims to improve the nutrition and health of the local populations, in the Matam, Kédougou, Kolda and the Tambacounda regions, by improving the “four pillars of food security:” availability, access, utilization and governance of food and food related resources. The activity takes a “private sector” approach to food security by helping to establish dynamic and lucrative markets for inexpensive, nutritious, local foods. This is accomplished by reinforcing key food security crops to increase the capacity of the private sector to sell improved agricultural products and services to local producers as well as to purchase, transform, and market produce to consumers. The activity uses sophisticated communication tools to educate consumers regarding nutrition and hygiene as well as to catalyze demand for quality products and services. Finally, the activity reinforces local governments' ability to engage with the citizenry to craft food security policy and procedures and manage related resources.

The fourth pillar of the *YaaJeende* activity, and latter approach, meshes with the Governance for Local Development Activity, by working with local governments to educate local gatekeepers in all the dimensions of food security (water rights, land access rights, forestry regulations, conflict resolution, public sanitation services, hunting and fishing licensing, public health services, input subsidies, agricultural extension services) and to help them establish transparent and participatory tools and procedures for managing their food security related issues.

Simultaneously, the project established Citizen Working Groups on Food Security to engage with local governments and advocate for citizen interests/opinions and to assist government in implementation of resulting policies and procedures. Transparency and public participation in the creation of policy and procedure promotes trust between local authorities and the citizenry, resulting in a much broader and deeper impact from Food Security interventions. In fact, one of its major targets for the life of the project is to see the development and implementation of 40 local Food Security Plans. To do so, *YaaJeende* equips Communes to map and monitor food security, and implement and update those local food security plans. By the end of 2016, each of the 42 communes targeted will have its own annual strategy, work plan, and budget that will be created and monitored by its Citizen Working Group and implemented by its Local Resource Persons.

Naatal Mbay is a four-year activity focused on significantly scaling-up and expanding, both in terms of potential beneficiaries and geographical coverage, to systematically strengthen production, productivity, and marketing of target crops in a way that is inclusive and makes use of known best practices and technological packages. The goal is to increase the agriculture sector's contribution to economic growth through an inclusive, private sector-led value chain approach. The value chain approach uses facilitation techniques to stimulate systemic change without taking a direct role in the agricultural market system. *Naatal Mbay* will work through market participants, ensuring that they are drivers of the change process.

V. Illustrative Activities and Expected Results

Local government and civil society in the target regions have demonstrated political will to improve responsiveness in local governance. The DRG Integrated Activity will capitalize on this critical political will to achieve the expected results delineated in the preliminary logical framework in Annex B.

Request for Information (RFI)

Senegal Governance for Local Development Activity

The DRG Integrated Activity will work in close collaboration with other USAID activity implementers to strengthen the capacity of partner CLs' mayors and councilors to fulfill the new roles and responsibilities being transferred to them under *Acte III* Phase II of Senegal's decentralization reform. Other local governance actors such as local civil servants and regional technical support staff (ARD) must overcome some skills and capacity gaps as well. The division of labor and hierarchical relationships between different tiers of subnational government, for example between deconcentrated and decentralized offices, need to be clarified. Anticipated types of activities include:

- Assess local governance capacity of CLs and service delivery points (health centers/posts/huts, schools, WASH-related associations, service delivery organizations, private service delivery entities) through the use of participatory measurement tool such as the Good Governance Barometer (GGB);
- Provide training and technical assistance around governance integration and the roll out of Phase 2 of *Acte III*²¹ to GOS technical staff, local governments, local technical government staff, implementing partners, etc.

Once they understand the purpose of their respective positions, CL counselors and staff can become more task-oriented. They must then build their experience and skills in public financial management, public accountability, strategic planning and community participation, and a minimum technical expertise in health, education, WASH, agriculture, and economic development. Human resources is a top capacity need. Also, CLs are supposed to have Local Development plans and specific operation plans, but these are not always linked to budget realities and are developed with little public input. The DRG Integrated Activity will help address this need as well. Anticipated types of activities include:

- Train CLs to prioritize recruitment based on needed skills and available assets. Facilitate linkages between CLs and universities to explore potential internships and paths for new graduates to get hired;
- Advise CLs to help them identify logistical and Technical Assistance resources, local and regional training services, and peer-to-peer learning opportunities with other CLs;
- Bring in technical experts to accompany CL staff and officials on a regular basis on the areas of weaknesses identified in the capacity assessments.

The Governance for Local Development Activity will assist CLs in seeking ways to increase their resources to deliver on their expanding service delivery mandates. As noted earlier, through piloting the GGB in four CLs in the Casamance region, the PGP program demonstrated that more participatory, accountable governance can foster greater local resource mobilization. Scaling up this and similar Senegal experiences and expanding CLs' own-source revenues to meet local service and infrastructure needs are also expected sub-results of the Governance for Local Development Activity. In addition to employing social accountability tools, like the GGB,

²¹ Phase 2 of *Acte III* includes a set of guidance around the establishment of development hubs (*poles territoriaux*) and implementing the competencies required for the devolution of new sectors. These are expected to be published in the first year of the DRG project.

Request for Information (RFI)

Senegal Governance for Local Development Activity

to build stronger state-citizen contracts, this might also include other approaches, depending on what activities the applicant proposes to test:

- Support CLs in revising incentive structures (i.e. wages, commissions, and bonuses) of revenue collectors, providing peer-to-peer learning opportunities across revenue collection areas, and/or streamlining business registration and tax compliance processes;
- Connect all partner CLs together and with the Mayors' Association to advocate to central government for timely and consistent fund transfers to CLs;
- Facilitate engagement between CLs and service delivery points (Health, Economic Growth, Education) to assist them in agreeing on mutual accountability mechanisms to jointly implement;
- Train partner CSOs and CLs on social accountability monitoring processes with the help of tools like the GGB;
- Support critical assessment of revenue collection to identify improved collection methods that the public trusts;
- Advise CLs on identifying innovative funding methods and develop own resource mobilization and rationalizing their tax revenue generation within GOS tax regulation;
- Identify, through audience-based assessment, most appropriate communication technology in context of intervention and agree on communication strategy for enhancing citizen participation;
- Build consensus with GOS, CSOs, and other donors around accepted tools for facilitating citizen participation and CL performance measures.

USAID envisions a strong, locally-led, locally-owned partnership with participating CLs in which their needs and priorities inform USAID activity work plans and vice versa. In fact, the DRG Integrated Activity will serve as a local governance “hub” for USAID activities in target CLs to ensure coordination, avoid duplication, and maximize the use of donor resources. Furthermore, USAID should lead by example in harmonizing its interventions with CLs' development plans as much as possible. Activities to help coordinate both USAID, and other Development Partners', interventions in the region may include initially:

- Providing USAID activity work plan information to inform CL planning and budgeting processes, and then facilitating CL engagement in shaping future USAID work plans;
- Encourage and engage with the Decentralization Working Group's development partners to do the same;
- Engage the development partners' Decentralization Working Group with the Ministry of Local Governance to coordinate capacity building efforts to CL officials in the context of assistance to the *Acte III* process.

To hold government accountable, citizens require a better understanding of the roles and responsibilities of different government institutions, and of existing and potential channels for them to share their opinions and concerns. As the GOS moves ahead with significant fiscal and administrative decentralization in the coming years, citizens also have greater opportunities—

Request for Information (RFI)

Senegal Governance for Local Development Activity

and responsibility—to provide oversight of CLs’ effective use of those funds and of local service providers’ delivery on commitments. The Governance for Local Development Activity will work to strengthen citizen engagement and accountability mechanisms at the CL level in order to foster greater citizen awareness, ownership, oversight, and involvement in the local governance process. This includes ensuring that citizens, CSOs, local media, and the private sector have access to CL budget information, and have the skills and resources to use data to monitor local government performance. Envisioned activities would include:

- Assess skills of identified champion CSOs in strategic planning, budget analysis, and social accountability methodologies;
- Using citizen/constituency surveys as a basis for convening CSOs and government representatives to collaborate on solutions to priority issues to a given community;
- Follow workshops for the above stakeholders with co-management and coaching sessions to develop joint implementation plans, or strengthen the community development plans;
- Train CSOs on gender and social inclusion issues, advocacy for greater budget transparency and needs-based resource allocation;
- Coach CBOs to engage in peer-to-peer efforts by using appropriate citizen participation models based on local languages;
- Provide technical services to media and other CSO partners to develop consistent and accurate messages and communication campaigns (including media content) in local areas related to service delivery issues to deepen understanding of local government priorities and processes;
- Convene above CSOs/CBOs in workshop to formalize ongoing collaboration (regular meetings) and to elaborate joint plans to pool resources for advocacy on policy and service delivery;
- Train partner CSOs and CLs on social accountability monitoring processes with the help of tools like the GGB;
- Carry out social accountability monitoring process with a focus on WASH, health, education, food security.

The Governance for Local Development Activity IP should think creatively to identify ways to leverage and strengthen existing community structures such as Health Management Committees, Parent-Teacher Associations (PTA), Water Management operators, and natural resource exploitation operators. Assistance could include support for basic organizational strengthening, outreach to communities, and engagement with local councilors and CL technical staff in planning and implementation processes.

In order to build confidence and more rapidly establish collaborative rapport between the critical stakeholders of a functioning CL, the IP may consider establishing a competitive small grants fund or grants under grants (GUG) to co-finance community priorities identified through a community-based participatory process. These might, for example, support community radio programs that bring together community and local government voices to discuss local services and development priorities, support local CBOs’ use of social accountability monitoring tools such as the GGB, strengthen PTAs, small-scale health, school, or WASH infrastructure improvements or maintenance, or activities that strengthen service delivery, or foster local economic development. Applicants should propose a methodology for such a fund, including

Request for Information (RFI)

Senegal Governance for Local Development Activity

criteria for awards, considerations for sustainability (including cost share requirements and CL commitments to recurring maintenance and operating costs), and performance based incentives. Any sub-grants/fixed price sub-contracts or development of infrastructure must conform to USAID policies and procedures regarding environmental impact and construction quality. Such sub-grants will need to be coordinated and aligned with other USAID and donor programs in the Governance for Local Development Activity's geographic focus areas that are supporting CSO engagement and accountability, such as the HSS activity, ACCES, and Yaaajeende.

Below is an outline of what expected sub-results will look like. Applicants are encouraged, based on experience and emerging learning from similar integrated local governance programming, to propose flexible, adaptive approaches to achieving results and sub-results.

Result 1: Capacity of local government to respond to citizen demand increased

Sub-result 1.1. Leadership Capacity of CL councilors as elected representatives improved

- a. Councilors have a clear understanding of their roles, responsibilities and competencies as defined in the [Code General de Collectivites Locales](#);
- b. Councilors are empowered to more effectively communicate and coordinate with départements and regional government entities;
- c. Councilors proactively involve citizens in participatory governance processes as called for in Chapter 1, Section 2 of the [Code General de Collectivites Locales](#);
- d. Councilors are able to more effectively communicate with the media about local governance issues;
- e. CL service committees improve their capacity to engage with technical staff and service providers on issues including health, education, food security, and WASH.

Sub-result 1.2. Strengthened organizational capacity (planning, budgeting, and implementation processes) of decentralized government structures

- a. CL councilors understand the budgeting and planning processes and are actively engaged with technical staff in developing Local Development Plans that are strategic, identify priorities, and are linked to realistic Communal Investment Plans;
- b. USAID development activities in targeted CLs—in all sectors—are closely coordinated with CL development plans, and CL leaders have increased ownership for oversight and management;
- c. Expanded formal and informal feedback loops exist between citizens (service users, users associations) and local government structures (CL councils, service providers and operators, etc.) through the adoption of social accountability approaches and tools like the GOS-endorsed GGB;
- d. Local level elected officials in intervention areas are using sector data during annual planning meetings to guide decisions in setting sector priorities.

Sub-result 1.3. Public financial management and oversight of public expenditures improved

- a. CL councilors have the information, capacity and confidence to monitor and oversee expenditures;

Request for Information (RFI)

Senegal Governance for Local Development Activity

- b. CL staff has the accounting, financial management, and ICT skills required for effective financial reporting;
- c. Policies and procedures for public procurement are implemented transparently;
- d. Financial sustainability planning in Performance-Based Financing schemes strengthened;
- e. Performance monitoring process and format is available, displaying data by sector of performance allowing comparison at subnational levels;
- f. Budget information is made available to the public on a regular basis so that citizens can monitor budget execution and hold the CL and other local government actors accountable;
- g. Audits are used by CLs as a tool to improve management, and findings are made available to the public;
- h. CL service committees demonstrate improved knowledge and skills to perform their oversight responsibilities.

Sub-result 1.4. Own-source revenue of CLs increased

- a. Local revenue collection methods are improved, increasing revenue for local government budgets and public transparency;
- b. Revenue collection connects back to local budgeting and planning processes to ensure improved usage for activities that support improved service delivery and local economic development;
- c. CLs increase own-source revenues, such as local taxes and fees, to fund locally identified service and infrastructure improvements. Support for revenue mobilization should be closely linked with engaging the public (as reflected under Result 2) and with improving services.

Sub-result 1.5. USAID activities are better integrated in CL planning and budgeting

- a. USAID activity work plans in targeted CLs are aggregated and shared with CLs, and feed into CL development planning;
- b. CL development priorities and plans are shared with USAID, and inform sectoral activity work plans;
- c. Coordinating stakeholder consultative forums between CL, CSOs, community organizations, USAID IPs, and other development partners are held on a regular basis;
- d. Convening and chairing responsibilities are transitioned to CL leadership, and discussions are framed around CL development plans.

Result 2: Enabling environment for the accountable management and collection of public resources improved

Sub-result 2.1: Opportunities for stakeholders (government, non-government, donor, etc.) to engage in dialogue on public needs improved

- a. Access to information regarding local government planning and finances is improved through media, local advocacy, and public posting of information;
- b. Decentralized and deconcentrated staff worked together, rather than at odds, to open up discussions on public services to the public;

Request for Information (RFI)

Senegal Governance for Local Development Activity

- e. Community involvement in social sector (health, education, WASH, Agriculture) systems management is enhanced, for example, through participation in health, education, WASH, and Agriculture committee meetings and use of social accountability tools to improve community oversight;
- c. Women, youth, private sector, and civil society have effective channels to engage in social sector decision-making and oversight.

Sub-result 2.2: Social accountability mechanisms for service delivery transparency increased

- a. Citizens use the information accessed under sub-result 2.1 for advocacy or community improvements;
- b. Multi-stakeholder coordination mechanisms (e.g., health committees, PTAs, water user associations) demonstrate stronger technical, policy and analytical capacity;
- c. Women, youth, private sector, and civil society all have effective channels to engage in health, education, WASH, and food security sector decision-making and oversight;
- d. Civil society regularly holds local officials accountable for performance and public expenditure management.

Result 3: Community participation in service delivery management (Health, Education, WASH, Agriculture) increased

Sub-result 3.1: CSOs' skills to take collective action on priority public needs improved

- a. Citizens understand the roles and responsibilities of CLs, and are aware of available mechanisms for engaging with local officials – both elected and appointed/technical – to seek information and share concerns;
- b. Citizens engage in participatory planning, budgeting and local policy processes, resulting in, service delivery and policy improvements that better reflect local needs and priorities;
- c. Health, water, natural resource, and education committees are more effective in representing community perspectives on service delivery issues to service providers and other government actors;
- d. Citizens are actively involved in decision making processes towards improved local governance including paying taxes and ensuring citizen oversight.

VI. Monitoring and Evaluation

The selected IP must demonstrate progress toward the expected results by monitoring and reporting on a set of indicators and targets agreed between USAID and the IP. The Monitoring and Evaluation Plan must also reflect an understanding of linkages to education, health, WASH, and food security outcomes in line with the USAID/Senegal CDCS.

Applicants should propose a limited number (e.g. one to three) of learning objectives that are limited in scope and specifically designed to address important gaps in existing knowledge. The Governance for Local Development Activity Recipient will be expected to collaborate in monitoring efforts with other USAID implementing partners, the MOLG, and other partner programs, to assure that monitoring and evaluation systems are as cost-effective as possible and do not duplicate efforts.

Request for Information (RFI)

Senegal Governance for Local Development Activity

A sample of illustrative indicators is listed below. Applicants are encouraged to propose whatever M&E approach (es) they believe will most accurately reflect the Governance for Local Development Activity programmatic results and to include the use of complexity awareness monitoring approaches to capture the Governance for Local Development Activity outcomes and gauge their sustainability.

Sample illustrative indicators:

Result 1: Capacity of local government to respond to citizen demand increased

- Percentage change over a five-year period in revenues mobilized by target CLs;
- Number of CLs that have the technical skills to plan for and procure services in health, education, water and sanitation, and natural resource and food management;
- CL scores on the GGB (or similar community score card instrument) over life of the Governance for Local Development Activity in each targeted sector;
- Percent of CL development plans that reflect USAID activity investments or plans.

Result 2: Enabling environment for the accountable management and collection of public resources improved

- Number of public forums resulting from USG assistance in which government representatives and members of the public interact on service delivery issues;
- Increase in diversity of CSOs bringing voices of the poor to influence government policy through participatory processes;
- Increase in public availability of key CL information (adopted budget, financial reports, audits, procurement tenders and contract awards);
- Percentage change over a five-year period in citizens participating consistently in organized dialogues demanding transparent and accountable service delivery;
- Percent of facilities/establishments displaying data on:
 - a. health services, including health worker roles and responsibilities, and costs
 - b. education and schools, including teachers, school directors, and inspectors
- Number of oversight or internal accountability mechanisms strengthened, adopted or implemented by host nation [CLs] through USG Assistance (Standard Indicator);
- Citizen satisfaction with local revenue use;
- Citizen expressed willingness to pay local taxes;
- Percentage of revenue invested in decentralized technical services by CLs;
- Number of users associations that apply new management practices as a result of USG assistance.

Result 3: Community participation in service delivery management (Health, Education, WASH, Agriculture) increased

- Number of civil society initiated actions, which have contributed to shifts in government decisions, policies or procedures;
- Percentage change in frequency of citizen engagement in participatory planning, budgeting, and CL oversight processes;

Request for Information (RFI)

Senegal Governance for Local Development Activity

- Percentage change in civil society and community based organization representation in local governance structure (education, health, WASH);
- Number of CSOs receiving USG assistance engaged in advocacy interventions (Standard Indicator) (disaggregated by sector; for example around issues of access to and retention of students in middle school, community universal healthcare coverage, sustainable management of water for multiple uses, sustainable exploitation of natural resources);
- Percent of households in target CLs that participate or attend CL meetings and sector committee meetings (in health, education, WASH, Agriculture);
- Number of gender sensitive facilities built, rehabilitated, maintained by communities (e.g. schools or open spaces).

As noted above, an evaluation is anticipated as part of the Governance for Local Development Activity's final activity design. The evaluation questions and methodology are under development, but will be finalized in collaboration with the Assistance Officer Representative, the IP, and the USAID/Senegal/M&E Specialist in order to adhere as closely as possible to the project theory of change and implementation design. Demonstrating familiarity with evaluation approaches and the ability to cooperate with an evaluation team is encouraged.

VII. Alignment with Development Assistance and other USAID Funding

USAID anticipates that the Governance for Local Development Activity budget will come from a combination of Development Assistance and other sectoral funds. Note that funding requirements are subject to change by Congress.

Because the Governance for Local Development Activity is an integrated approach across sectors, it is an activity that will be taken into account in USAID's separate sector interventions. The Selected IP must maintain communication with its USAID Assistance Officer (AO), who will help ensure that appropriate guidance is followed for each fiscal year funding allocation.

VIII. Local Systems and Sustainability

USAID's 2014 [Local Systems Framework](#)²² defines local systems as "...those interconnected sets of actors – governments, civil society and the private sector, universities, individual citizens and others – that jointly produce a development outcome." Sustainability is described as "...the ability of a local system to produce desired outcomes over time. Discrete projects contribute to sustainability when they strengthen the system's ability to produce valued results and its ability to be both resilient and adaptive in the face of changing circumstances."

Applicants are expected to reflect these precepts. Applications should articulate how key local institutions and stakeholders – both formal and informal – will be engaged in every aspect of the Governance for Local Development Activity implementation, and how activities will build

²² [Local Systems: A Framework for Supporting Sustained Development](#) USAID, 2014

Request for Information (RFI)

Senegal Governance for Local Development Activity

stronger [governance accountability ecosystems](#).²³ Activities should be aligned with key GOS policies, as well as with the development plans and local priorities of targeted CLs.²⁴ Wherever feasible, the selected IP should seek opportunities to work with or through host country systems (e.g., the National School of Administration -ENA, Centre de Formation des Collectivités Territoriales-CFCT, and Institut Universitaire de Développement Territoriales-IUDT) to transfer managerial and activity implementation responsibility to local partners.

IX. Youth

Youth (15-24 years old) make up 20.5 percent of Senegal's population.²⁵ Their pivotal role in the 2012 elections demonstrated the voice and role that youth can play in advocating for democracy, human rights, and more transparent and accountable governance. Applicants should articulate how they will actively engage youth in all aspects of the Governance for Local Development Activity, and how they envision linking with other USAID/donor programming that has a youth-specific focus, such as the Programme d'Accompagnement Parlementaire et d'Engagement Citoyen (PACE).

X. Public-Private Partnerships

Applicants are encouraged to explore potential partnerships with private sector actors to augment the Governance for Local Development Activity outcomes and achieve more sustainable results. For example, there may be opportunities to partner, through existing Public-Private Alliances in particular sectors, with major investors who generally have corporate social responsibility programs and whose objectives overlap with those of the Governance for Local Development Activity. Local businesses pay taxes and fees, but often see little in the way of service improvements to encourage tax compliance and economic growth. DRG Integrated Activity support for local government planning and management will need to account for CLs' desire to improve the business enabling environment (which will directly affect their ability to improve the quality of outsourced delivery of basic services), and to engage the local business community more effectively to enhance opportunities for local revenue generation.

XI. Gender

The Project is expected to be consistent with the goal of USAID's Gender Equality and Female Empowerment Policy (2012): to improve the lives of citizens around the world by advancing equality between women and girls to participate fully in and benefit from the development of their societies. It will be guided by best practices in gender equality and empowerment and the seven principles described in the Policy:

²³ See also: <http://www.oecd.org/dac/governance-peace/governance/docs/For%20WEB%20Accountability%20and%20democratic%20governance%20Orientations%20and%20principles%20for%20development.pdf> and <http://www.thegpsa.org/sa/news/social-accountability-what-does-evidence-really-say>

²⁴ Plans de Développement are not always in place. Thus the DRG Integrated Activity will likely engage with CLs in crafting those in such cases.

²⁵ Index Mundi, Senegal Population Demographics 2014.

Request for Information (RFI)

Senegal Governance for Local Development Activity

1. Integrate gender equality and female empowerment into USAID's work;
2. Pursue an inclusive approach to foster equality;
3. Build partnerships across a wide range of stakeholders;
4. Harness science, technology and innovation to reduce gender gaps and empower women and girls;
5. Address the unique challenges in crisis and conflict-affected environments;
6. Serve as a thought-leader and a learning community; and
7. Hold ourselves accountable.

There are multiple discrepancies and inequities in Senegalese society that impact women/girls and prevent them from learning and participating in and benefiting from the development of the country. Cultural and ethnic norms weigh heavily against women and girls, are often harmful and threaten their well-being. This, coupled with poverty, especially in rural areas, determines low indices recorded for girls and women in all categories.

Senegalese women have limited influence in decision making at both the national and subnational levels. The selected IP should ensure that women's issues are analyzed and activities are designed such as gender budgeting and tracking to maximize women's economic empowerment and decision-making, access to essential social services, productive resources, and opportunity to increase household incomes. Strategies and activities should address how gender discrepancies will be addressed in each component of this activity.

XII. Environmental Compliance

The Foreign Assistance Act of 1961, as amended, Section 117 requires that the impact of USAID activities on the environment be considered and that USAID include environmental sustainability as a central consideration in designing and carrying out its development programs. This mandate is codified in Federal Regulations (22 CFR 216) and in the USAID Automated Directives Services (ADS) Parts 201.5.10g and 204 (<http://www.usaid.gov/policy/ADS/200/>), which, in part, require that the potential impacts of USAID-financed activities are identified prior to a final decision to proceed and that appropriate environmental safeguards are adopted for all activities.

XIII. Overall Requirements of Selected Implementing Partner(s)

1. Implement a comprehensive suite of activities that result in the achievement of the Governance for Local Development Activity objectives and targets;
2. Ensure that the Governance for Local Development Activity activities are aligned with the USAID/Senegal CDCS and with the GOS Plan Senegal Emergent;
3. Serve as an 'integrator' of general local governance strengthening activities, leading coordination efforts with other USAID and development partner IPs in targeted CLs;
4. Seek opportunities to work with other donor-funded and/or GOS programs where possible;
5. Seek windows of opportunity and implement associated activities consistent with the overall objectives and terms of the Governance for Local Development Activity. This may include responding to GOS requests for technical assistance; taking advantage of unplanned

Request for Information (RFI)

Senegal Governance for Local Development Activity

opportunities; leveraging new methods or technologies that may emerge during the implementation period; and seizing unexpected opportunities for coordinating with other development partners and USAID-funded activities;

6. Cooperate and coordinate with the Governance for Local Development Activity evaluation team.

XIV. General Management Approach

The selected IP must consider the following management objectives that contribute to the achievement of the Governance for Local Development Activity programmatic objectives, and that are critical to ensuring impact and sustainability:

1. *Utilize local resources and model local ownership. Unless there is a compelling reason not to, the selected IP should involve key Senegalese partners/interlocutors in every element of program planning and implementation.*²⁶
2. *Use innovative methods and take appropriate risks.*
3. *Tell the story.* The Selected IP must 1) increase awareness of the program among USG and other stakeholders; 2) communicate on issues of importance in a timely manner for improved awareness; and 3) promote informed planning and decision-making.
4. *Promote learning.* While many different efforts are underway in Senegal and elsewhere, the elements that add up to accountable government performance are still not well understood. Work to document not only WHAT has been successful (or not) in promoting effective and accountable local governance, but WHY and HOW.
5. *Live [CLA](#).* Develop a robust management plan that monitors rigorously and regularly, and allows for adaptive management approaches that can flex to respond to new learning, circumstances and opportunities.

XV. Information and Communication Technology (ICT)

The selected IP must only integrate technologies that improve the efficiency and effectiveness of specific interventions as well as project operations. The focus must be on improving processes and making them more effective, decreasing costs, and enabling the development of new practices and innovation that have a positive impact on project results. The integration of ICT into the project must take into account a range of factors that may affect implementation, uptake, and sustainability (e.g. budget; total cost of ownership; organizational capacity, contextual appropriateness). Within this framework, ICT must be integrated in a way that supplements core evidence-based interventions that have been proven to achieve results in advancing decentralization and/or increasing transparency in local government and civil society operations. Opportunities for efficiencies and cost savings resulting from use of technology must also be identified through project operations. For example, consideration must be given to using ICT for monitoring and evaluation (e.g. conducting data collection and transfer using tablets / mobile phones) as well as monitoring and evaluation of ICT (e.g. capacity building support materials on a tablet).

²⁶ See also <http://www.oecd.org/dac/governance-peace/governance/governance-practitioners-notebook.htm>

Request for Information (RFI)

Senegal Governance for Local Development Activity

XVI. OTHER CONSIDERATIONS

a) Political Economy Analysis

Designing effective, locally-owned and sustainable interventions under the Governance for Local Development Activity will require an ongoing attention to political economy considerations related to decentralization and state-citizen relations in Senegal. Applicants should demonstrate an understanding of underlying historical factors, formal and informal ‘rules of the game,’ relationships, power structures and incentives. They are encouraged to articulate how they will ‘think and work politically,’ adapting programming to accommodate the evolving context on the ground and capitalizing on emerging windows of opportunity.

b) Conflict Prevention and Mitigation

Senegal is not generally considered a fragile state, but the area targeted by the project is among the most insecure in the country. The ongoing Casamance conflict has been caused by insufficient governance which permeates the entire country, not just the South. The selected IP should pay attention to regional and local based conflict prevention and mitigation processes and coordinate its efforts with those of other USAID development partner projects.

c) Coordination with host country and other donor activities

A number of other development partners including GIZ and the European Union are active in the decentralization and public financial management reform space. Where the Governance for Local Development Activity overlaps geographically with these activities, the IP will coordinate closely to avoid duplication and identify opportunities for collaboration.