USAID Governance for Local Development
Annual Report FY2017

USAID Governance for Local Development (USAID GOLD)

Annual Report
September 5, 2016 – September 30, 2017

Cooperative Agreement # AID-685-A-16-00006

Table of contents

List of Figures

List of Tables

Acronyms

2CD	*Cercles des communicants en décentralisation*
Accès	*Assainissement, Changement de Comportement et Eau pour le Sénégal*
ADIE	State Agency for Information Technology (*Agence de l'Informatique de l'État*)
ADL	Agency for Local Development (*Agence de Développement Local*)
AFEX	*Afrique Enjeux*
AMELP	Activity Monitoring, Evaluation, and Learning Plan
ANSD	*Agence nationale de la Statistique et de la Démographie* (National Agency of Statistics and Demography)
APS	*Agent Prestataire de Service*
ARD	Regional Agency for Development (*Agence Régionale de Développement*)
ASUFOR	Water Users' Association (*Association des usagers de forage*)
BCC	Behavior Change Communication
BPS	*Budget Participatif du Sénégal*
CBO	Community-Based Organization
CDD	*Comité Départemental de Développement* (Departmental Committee for Development)
CLA	Collaboration, Learning, and Adapting
CLCOP	*Cadre Local de Concertation des Organisations de Producteurs* (Local Framework for Cooperation of Producer Organizations)
CLD	*Comité Local de Développement* (Local Committee for Development)
CLM	Unit for the Prevention of Malnutrition (*Cellule de Lutte contre la malnutrition*)
CNDT	*Commission National du Dialogue des Territoires*
COP	Chief of Party
CRD	Regional Committee for Development (*Comité Régional de Développement*)
CSO	Civil Society Organization
CT	*Collectivité Territoriale*
CVA	Citizen Voice and Action
DCOP	Deputy Chief of Party
DGAT	General Directorate of Territorial Administration (*Direction Générale de l'Administration Territoriale*)
DGID	Tax Administration Department (*Direction Générales des Impôts et des Domaines*)
DPBG	Directorate for the Promotion of Good Governance (*Direction de la Promotion de la Bonne Gouvernance*)
DRG	Democracy, Rights, and Governance
ECOPOP	*Espaces de Co production des Offres Populaires*
ENA	*École Nationale d'Administration*
FAFS	*Fédération des Associations Féminines Sénégal*
FCFA	West African Franc
FY	Fiscal Year
GAB	GOLD Advisory Board
GCP	*Groupe Citoyen de Plaidoyer* (Citizen Advocacy Group)
GIS	Geographic Information System

GOLD	*Governance for Local Development*
GOS	Government of Senegal
GoTAP	Governance Technical Assistance Provider Project
GPS	Global Positioning System
GTC	*Groupe de Travail Citoyen* (Citizen Working Group)
IEC	Information, Education, and Communication
IGGB	Integrated Good Governance Barometer
IP	Implementing Partner
IT	Information Technology
M&E	Monitoring and Evaluation
MEL	Monitoring, Evaluation, and Learning
MGLDAT	Ministry of Local Governance, Development and Territorial Administration (*Ministère de la Gouvernance locale, du Développement et de l'Aménagement du territoire*)
MGTDAT	Ministry of Territorial Governance, Development and Territorial Administration (*Ministère de la Gouvernance territoriale, du Développement et de l'Aménagement du territoire*)
MIANPBG	Ministry of Good Governance (*Ministre de l'Intégration Africaine, du NEPAD et de la Promotion de la Bonne Gouvernance*)
MOU	Memorandum of Understanding
OFOR	*Office des Forages Ruraux*
OSIWA	Open Society Initiative for West Africa
PEA	Political Economy Analysis
PISAM	Program Impact Sustainability Assessment Method
PNDL	*Programme National de Développement Local*
PPDC	*Projet Pôle de Développement de la Casamance*
PSBP	Participatory Strategic Budgeting and Planning
RSS+	Health System Strengthening
SHOPS	Strengthening Health Outcomes through Private Sector
SIT	*Système d'Information Territorial*
SMC	Service Management Committee
SMP-CT	*Système de Mesure de Performance des Collectivités Territoriales*
SMS	Short Messaging System
SR	Sub-Result
STD	Decentralized Technical Service Unit (*Service technique déconcentrée*)
TOR	Terms of Reference
UAEL	*Union des Associations des Élus Locaux*
UNICEF	United Nations Children's Fund
URAC	*Union Radios Associatives Communautaires*
US	United States
USAID	United States Agency for International Development
WASH	Water, Sanitation, and Hygiene
WVI	World Vision International

1. Executive Summary

The US Agency for International Development (USAID) Governance for Local Development (GOLD) Activity is pleased to submit the annual report covering the period of September 5, 2016 to September 30, 2017 (hereafter referred to as Annual Report of fiscal year [FY] 2017).

In September 2016, USAID/Senegal awarded RTI International a five-year cooperative agreement to support the Government of Senegal's (GOS's) decentralization program. USAID Governance for Local Development's implementation is guided by the framework of three main Activity-specific results (see *Figure 1*) in support of USAID's Intermediate Result 3.2: Responsive democratic governance strengthened:

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

- Result 2: Mobilization and management of local public resources improved

- Result 3: Community participation in service delivery management (Health; Education; Water, Sanitation, and Hygiene [WASH]; Agriculture) increased.

During FY 2017, USAID GOLD became a key player in promoting decentralization and local governance, obtaining clear recognition from national and local government institutions, donors, and civil society organizations (CSOs). GOLD focused on establishing partnerships and identifying areas of collaboration with other USAID implementing partners (IPs); GOS national, regional, and local partners; and other donors to create a sustainable foundation for GOLD's activities.

Highlights of this first year include hiring staff and organizing start-up activities to create a solid foundation for future activities. Other activities included developing the Annual Work Plan and the Activity Monitoring, Evaluation, and Learning Plan (AMELP); initiating collaboration mechanisms with USAID IPs and non-USAID projects; establishing contracts with regional and national actors; launching GOLD in different regions; refining the GOLD Governance Toolkit; defining the selection criteria for *collectivités territoriales* (CTs); and selecting pilot CTs for launching GOLD's first activities.

a) Hiring of staff in Dakar and other regions

Staff were recruited, hired, and trained on GOLD's objectives and USAID procedures in Dakar and in the Tambacounda and Kolda regions. On the logistics front, all vehicles were purchased and delivered. All computers and communication equipment were also purchased; with this equipment, an interactive conference room was created in Dakar that allows participants to participate via videoconference from GOLD's regional offices, HQ, etc.

USAID GOLD is fully operational in Dakar and its target regions, capable of effectively interacting with the country's main national and local stakeholders.

b) *Submission of the Annual Work Plans for FY2017, 2018, and GOLD AMELP*

As part of the work planning process, GOLD organized a series of internal and external workshops, with participation from USAID and other IPs to ensure that the work plan reflected integration and collaboration. GOLD also collaborated with other USAID IPs when developing the AMELP.

c) *Development and adaptation of the toolkit*

Through a series of meetings with GOLD consortium members, IPs, and other development projects in Senegal, we started refining the tools in GOLD's toolkit. As one result of this process, we drafted a methodological note outlining the characteristics and approaches of GOLD's tools, including the characteristics that tools should be cost effective and easily transferable to local stakeholders. This process entailed identifying key partners outside of the GOLD consortium that can be champions of the tool and/or collaborators, or other development programs that could potentially use the tools. The *Système de Mesure de Performance* (SMP), for example, was fully implemented by the *Programme National de Développement* (PNDL) and *Agences Régionales de Développement* (Regional Agencies for Development [ARDs]). GOLD then established baselines using the Integrated Good Governance Barometer (IGGB) and SMP in its eight pilot CTs in order to develop specific capacity building plans.

d) *Mechanisms of collaboration with USAID programs (IPs)*

In its role as an integrator, USAID GOLD focused on developing synergies with sectoral USAID projects and programs. As part of the GOLD work planning process, we organized a cross-sectoral planning meeting/workshop with other USAID projects. GOLD staff also participated in annual planning sessions organized by several other IPs. GOLD participated in joint project launchings in Sédhiou, Kolda, Tambacounda, and Kédougou with the USAID health programs.

GOLD launched several initiatives in conjunction with sectoral programs. For example, it jointly developed a booklet on rural water system management standards with the USAID Accès) project, the *Office des Forages Ruraux* (OFOR), and the Ministry of Water Resources. GOLD is currently revising another booklet on standards for good governance in health in collaboration with *Renforcement du Système de Santé* (RSS+), Neema, and the Community Health Unit (CSC) of the Ministry of Health and Social Action (MSAS). GOLD also worked with the Strengthening Health Outcomes through Private Sector (SHOPS+) project to air 10,000 radio spots through the *Union Radios Associatives Communautaires* (URAC) network.

GOLD developed regional mechanisms for collaboration as well. USAID GOLD staff moved into regional health program offices and held joint planning meetings with other programs at the regional offices.

GOLD also held working sessions with the *Lecture pour Tous* (LPT) and USAID Yaajeende programs, the US President's Malaria Initiative (PMI), and the USAID WASH team.

e) Partnerships with public institutions

Many public institutions support decentralization and local development. Throughout Year 1, USAID GOLD held collaborative meetings with these institutions and signed partnership agreements with ministries and other agencies, including the following:

- Ministry of Good Governance (MIANPBG)
- *Ministère de la Gouvernance Locale, du Développement et de l'Aménagement du Territoire* (Ministry of Local Governance, Development and Territorial Administration [MGLDAT]) – now renamed the *Ministère de la Gouvernance Territoriale, du Développement et de l'Aménagement du Territoire* (MGTDAT)
- PNDL
- *Agence de Développement Local* (Agency for Local Development [ADL])
- *Commission National du Dialogue des Territoires* (CNDT)
- *Cellule de Lutte contre la Malnutrition* (Unit for the Prevention of Malnutrition [CLM])
- *École Nationale d'Administration* (National School of Administration [ENA])
- *Direction de la Promotion de la Bonne Gouvernance* (Directorate for the Promotion of Good Governance [DPBG])

During these meetings, USAID GOLD worked with these institutions to define areas of collaboration and develop framework agreements.

f) Exchanges with other partners

Meetings with the *Association des Maires du Sénégal* (Association of Mayors of Senegal [AMS]), the *Union des Associations des Élus Locaux* (Association of Local Elected Representatives [UAEL]), and chairpersons of the *Association des Départements du Sénégal* (Association of Departmental Councils [ADS]) were organized, laying the foundations for future collaborations in carrying out advocacy activities at various levels. GOLD also participated in workshops on the "Decentralization University," organized by the World Bank and *Cercle de Communicants en Décentralisation* (2CD).

g) Political economy analysis (PEA)

GOLD conducted a PEA to better understand fiscal decentralization in Senegal through a rapid assessment of the current situation in the country.

h) Selection of communes

During FY 2017, GOLD selected 50 CTs in 13 *départements* based on an analysis of USAID sectoral program interventions and a participatory process involving administrative and local authorities and technical service units.

During the first selection phase, GOLD selected eight pilot CTs, or two per region. The selection process was completed in Quarter 4. During the second phase, GOLD selected 42 CTs: 13 in Tambacounda, 9 in Kédougou, 10 in Kolda, and 10 in Sédhiou. GOLD will also conduct activities in the 13 departments of its intervention regions.

i) FY 2018 annual work plan retreat

GOLD held a participatory planning workshop for FY 2018. Members of the Enda ECOPOP consortium, World Vision, *Afrique Enjeux* (AFEX), URAC, *Fédération des Associations Féminines Sénégal* (FAFS), RTI, sectoral USAID programs, and institutional partners all participated in the workshop.

Figure 1.   USAID Governance for Local Development logical framework
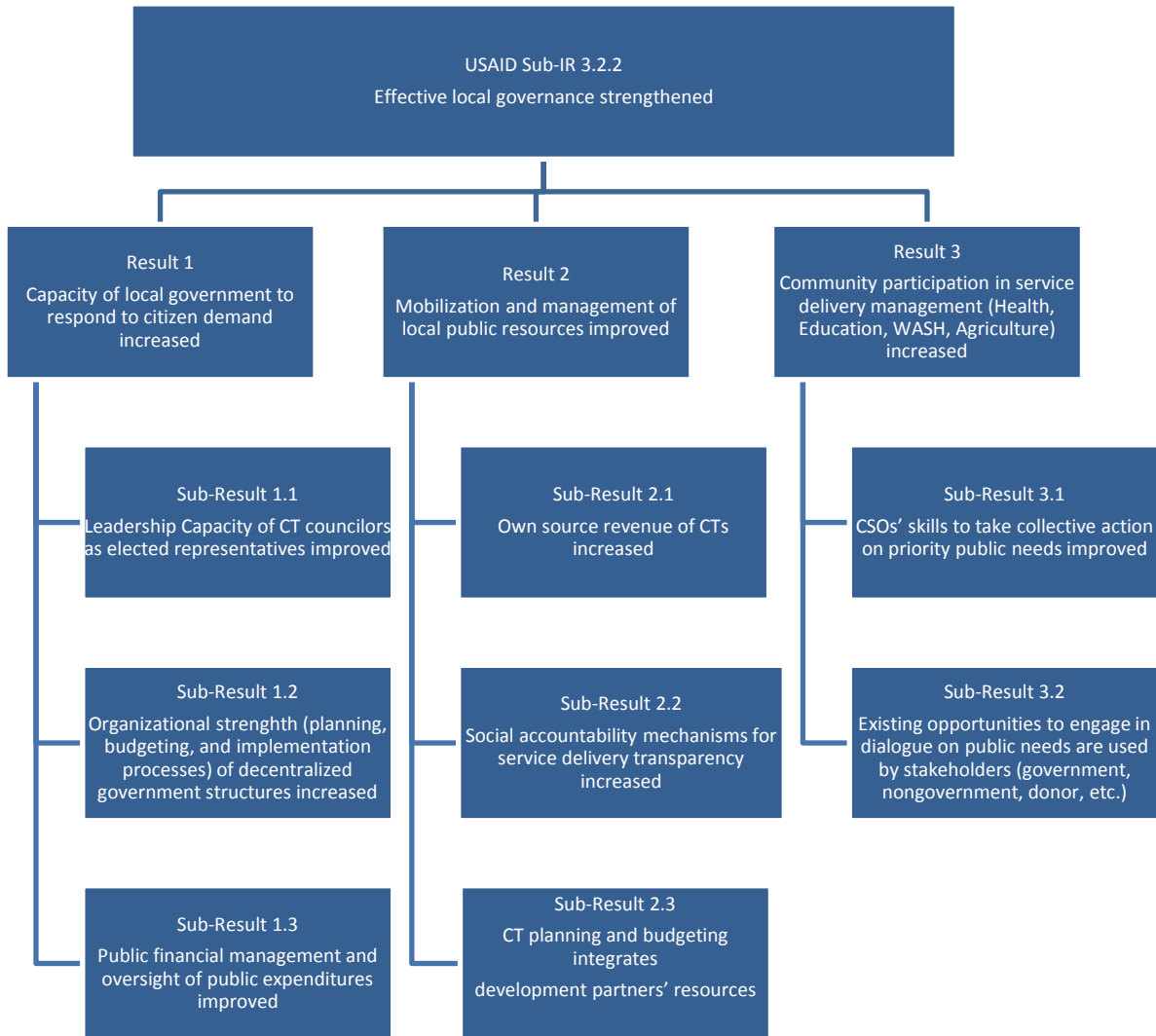
2.   Project Start-up

2.1   Introduction

Over the course of FY 2017, USAID GOLD became fully operational in Dakar and the four target regions, able to effectively interact with the main national and local stakeholders. In the first few months of 2017, GOLD moved into its permanent offices, acquired all key equipment, and developed financial, accounting, and operational policies and procedures to meet the specific needs of the Activity. Key staff for consortium member organizations were recruited, hired, and trained on the Activity objectives and USAID procedures. In terms of logistics, all budgeted vehicles were purchased and received, including seven Fortuner SUVs and one Citroën sedan. All required administrative documents were obtained, and the vehicles are operational. The computer and communication facilities were also completed, with an operational conference room set up in Dakar and the regional offices. GOLD also promoted the Activity's physical visibility by erecting signs on the premises, in accordance with USAID branding.

2.2   Regional Offices

The regional offices are functional, thanks to an agreement to share offices with the USAID health programs (Neema and RSS+) in Kolda and Tambacounda. GOLD deployed two vehicles to each office, and office administration is managed on an integrated basis using a Manual of Administrative and Financial Procedures developed by IntraHealth, Abt, and RTI. The vehicles are managed in a pool based on an integrated schedule of USAID programs at the office. A videoconferencing system installed by USAID GOLD helps facilitate effective coordination between the regional offices and Dakar. Overall, the Activity's projected contribution to the operations of the USAID health programs' regional offices in Tambacounda and Kolda is estimated at approximately [Redacted] over the life of the Activity.

The integration of regional offices made USAID IPs' interventions more efficient. The decision to share offices will lead to substantial financial savings for GOLD, estimated at over [Redacted] over the life of the Activity.

The decision also facilitated the development of shared frameworks and the joint planning of activities among different programs.

Tambacounda

This year, the regional office team, made up of Neema, RSS+, and GOLD staff, developed effective mechanisms to promote integration and coordination. The team put in place the following:

- Weekly coordination and planning meetings between projects
- Regular meetings to coordinate intervention strategies and community engagement approaches
- Joint action plans
- Weekly, bimonthly, and quarterly activity reports.

During the year, GOLD conducted the following integration and coordination activities:

- The regional office conducted courtesy visits with administrative and local authorities as well as decentralized services in the Tambacounda region. These visits were part of the "start-up" of the governance and health sector programs and aimed to (1) inform authorities of the various programs and their objectives, expected results, and planned interventions; (2) identify possible partnerships; (3) gather their expectations and suggestions; and (4) ensure their support for program implementation. These visits helped gather information on current dynamics in the region and on the authorities' priorities in terms of support.
- Project teams met to develop a synergy action plan to facilitate integration, complementarity, and efficiency in activity implementation.
- GOLD participated in a Quarter 3 activity review workshop along with Neema and RSS+ on July 6–7, 2017. The objectives of the workshop were to (1) share progress in the implementation of activities planned during the quarter from April to June 2017; (2) present work plans for the quarter from July to September 2017; (3) review activities that were planned but not implemented, and discuss a remediation plan; (4) discuss challenges and constraints at all levels and agree on actions to take and monitoring procedures to adopt to accelerate their implementation.
- A USAID delegation made up of the GOLD and RSS+ Agreement Officer's Representatives (AORs) participated in the Tambacounda regional office coordination meeting in July 17 along with the USAID focal point for Tambacounda. The delegation commended the presence of all three projects in the regional office and the synergies being created and formalized through the development of a synergistic plan.

Kolda

Like in Tambacounda, the Kolda team moved into the regional office for USAID health programs. Integration in Kolda was greatly facilitated by the willingness of project staff to work together as well as the continued support of the USAID focal point.

GOLD worked with the focal point to define a common communication strategy for informing administrative and local authorities about joint interventions and progress. A joint quarterly report model was adopted for informing the governor of USAID program activities.

A quarterly coordination meeting with all USAID programs was organized with the USAID focal point. The meeting offers each project an opportunity to present the implementation of its activities and next steps.

The regional office has put the following mechanisms in place to promote integration and coordination:

- Weekly coordination meetings with Neema, RSS+, and USAID GOLD staff, with the participation of members from each project's consortium.
- Weekly, bimonthly, and quarterly activity reports prepared and submitted to the regional health office coordinator.
- Effective participation by the Kolda regional office coordinator in implementing the IGGB in Bambali (Sédhiou Region).

The USAID GOLD and RSS+ AORs visited the regional office to review progress in implementing program activities but also to see how integrated USAID programs are on an operational level.

Sédhiou and Kédougou

Until the last quarter of the year, activities in these two regions were implemented out of the Kolda and Tambacounda regional offices.

In September 2017, GOLD subleased space in the Accès office in Kédougou. The two USAID programs will each cover 50% of the office's operating costs. This physical integration will also facilitate synergies in the two programs' interventions such as building the capacities of CT stakeholders in the WASH sector.

In Sédhiou, the GOLD focal point will work out of the ARD office. GOLD will support the ARD's operations by sharing Internet connection costs and periodically providing office supplies. Sharing offices will contribute to the ARD's cost-share for the Activity.

2.3   CT Selection

A highlight of FY 2017 was the selection of GOLD communes. USAID GOLD committed to conducting activities in 50 CTs and 13 *départements*. Two communes per region, or a total of eight pilot CTs, were selected to serve as "laboratories." This selection was based on the following "convergence" criteria: the presence of Consortium members for cost-sharing in the implementation of tools such as the IGGB, Citizen Voice and Action (CVA), *Budget Participatif du Sénégal* (BPS) approach, and SMP. To promote integration, the approach also considered CTs where sectoral programs are being implemented (Accès, health programs, etc.).

As part of its integration and sustainability strategies, GOLD selected CTs where PNDL will implement its participatory budgeting (*budgétisation participative*) process. CTs that participate in the PNDL process potentially have access to FCFA [Redacted] in grants to finance infrastructure priorities. In addition, GOLD's activities build off of the work of the PNDL and BPS project through activities such as the SMP-CT, participatory budgeting, and Yelen Tax (Y-Tax).

After a consultative process, GOLD selected the following CTs: Missirah and Koumpentoum in the Tambacounda Region, Salémata and Dindéfélo in the Kédougou Region, Bagadadji and Medina Cherif in the Kolda Region, and Bambali and Tanaff in the Sédhiou region. GOLD implemented activities in these CTs and plans to use them as model CTs for the CTs selected in Year 2.

In the last quarter of FY 2017, through a participatory process, GOLD selected 42 new CTs in its four target regions. The CTs for this expansion phase were selected using the same convergence criteria as in the pilot phase. Regional committees, led by regional governors and composed of ARD directors, regional Local Development office heads, planning heads, and the heads of the *Agence nationale de la Statistique et de la Démographie* (National Agency of Statistics and Demography [ANSD]) and Treasury, selected the remaining CTs based on a list of eligible CTs indicating the presence of USAID sectoral programs. *Table 1* lists the CTs (by *département*) selected by GOLD.

Table 1: CTs selected in Quarter 4, FY 2017

	CTs	BPS	CVA	Accès
Tambacounda Region				
Tambacounda *département*	Koussanar			
	Tambacounda	X		
	Sinthiou Malem			X
	Missirah	X	X	
Bakel *département*	Bakel			X
	Bélé			
	Ballo			
Koumpentoum *département*	Bamba Thialem			
	Ndame			
	Méréto			
	Koumpentoum	X		
Goudiry *département*	Goudiry	X		X
	Sinthiou Bocar Aly			X
	Balla			
	Kothiary			X
Kolda Region				
Kolda *département*	Bagadadji	X	X	
	Médina Chérif	X	x	
	Dioulacolon		X	
	Saré Yoba Yéga		X	
	Thieti			
Vélingara *département*	Médina Gounass			
	Diaobé Kabendou		X	
	Linkéring		X	
	Sinthian Koundara			
Médina Yoro Foula *département*	Pata			
	Médina Yoro Foula			
	Kéréouane			
Kédougou Region				
Kédougou *département*	Bandafassi		X	X
	Kédougou			X
	Fongolémi		X	
	Dindéfélo	X	X	
Salémata *département*	Kevoye		X	
	Dakatéli		X	
	Dar Salam		X	
	Salémata	X	X	X
Saraya *département*	Khossanto	X	X	
	Sabodala	X	X	
	Saraya		X	X
Sédhiou Region				
Sédhiou *département*	Sédhiou			
	Djiredji			
	Marsassoum			
	Bambali	X		
Bounkiling *département*	Médina Wandifa			
	Bona			
	Bounkiling			
	Tanaff	X	X	
Goudomp *département*	Yarang Balante			X
	Simandi Balante	X		X
	Samine			
	Goudomp			X

Note: X denotes that the project for that column is active in the CT for that row.

---

3. Coordination and Integration

"Alone one goes fast, together we go far." (Proverb)

Over the course of FY 2017, GOLD invested considerable time designing, adapting plans for, and creating information-sharing mechanisms to facilitate the integration of interventions by different actors and across sectors (public institutions, USAID IPs, other development programs, etc.). This approach requires a major investment by pooling resources (human, logistic, and financial), but it can optimize the impact of various initiatives and better sustain all project and program achievements. GOLD acts as facilitator, identifies opportunities for collaboration as well as systemic governance constraints that prevent donor programs from achieving sectoral outcomes, and strengthens the capacity of CTs to assume their roles and responsibilities.

GOLD organized multifaceted integration activities with USAID sectoral programs, government programs, and other donors, including development of partnership agreements; co-production of educational tools; joint implementation of activities; and, at the operational level, development of action plans for synergies with Neema and RSS+. Below are integration highlights.

3.1 USAID Programs

SHOPS+

Through several meetings with SHOPS+, it was decided that GOLD would work with the SHOPS+ subcontractor, *Agence de Développement du Marketing Social* (ADEMAS), to lay the groundwork for URAC (a network of community radio stations) and ADEMAS to work together,

GOLD/SHOPS+ meeting, June 2017

including broadcasting national radio spots on products promoted by SHOPS+ (Aquatabs, Fagaru and Protec condoms, Milda insecticide-treated nets). URAC member radio stations have received a total of FCFA [Redacted] from SHOPS+ to air more than 10,000 radio spots. GOLD and SHOPS+ also agreed to meet with AMS to promote the involvement of local communities in SHOPS+ activities.

USAID Neema

USAID GOLD developed a strong partnership with the USAID Neema health project, with which it shares regional offices in Tambacounda and Kolda. In addition to joint work planning, GOLD and the USAID health programs are integrating governance and community engagement activities by (1) training health actors, CT commissions, and health committees on the management of the health system; (2) supporting CTs on health sector planning (*Plan d'Opérations de Collectivité Locale en matière de santé* [POCL-Santé]) and supporting health committees and commissions for preparing their work plans; and (3) implementing mechanisms for participation and

social accountability, all while integrating gender and social inclusion in technical assistance.

USAID GOLD assisted Neema to develop a map of health districts in Kolda, Sédhiou, and Ziguinchor. The two projects also worked together with the MSAS Community Health Unit (*Cellule de Santé Communautaire* [CSC]) to develop a guide for local officials and a community health management manual that will be used to build the capacity of local officials and community actors in CT health governance. At the regional level, GOLD, Neema, and Réseau Siggil Jigéen organized a training workshop on the AFP SMART advocacy tool[1] for CT monitoring committees in Dabo, Dinguiraye, Sinthiang Koundara, Bagadadji, Bambali, Médina Chérif, and Tanaff. Staff from both programs facilitated the workshop.

Figure 2.   Map of health districts where Neema works (Kolda, Sédhiou, and Ziguinchor)
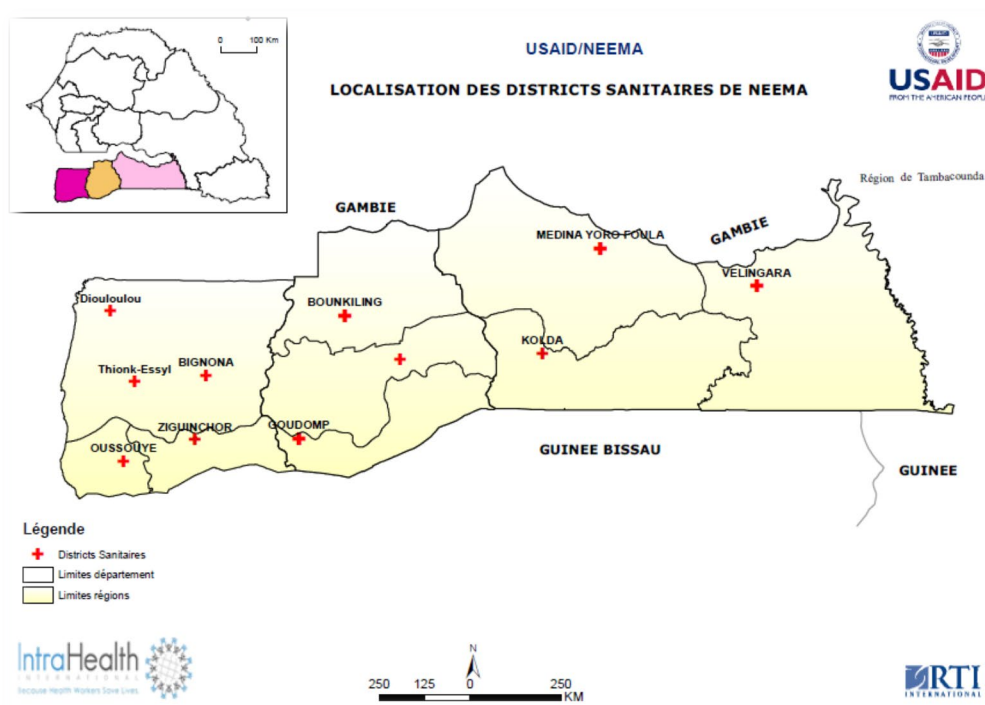
RSS+

To strengthen the community engagement component of its health program, USAID RSS+ plans to select four pilot CTs to test the CVA approach. GOLD trained CVA trainers chosen by RSS+ and met with RSS+ to discuss the implementation framework. The two programs agreed that the expanded health committee could serve as a consultant group. Although the two programs do not share intervention zones, testing the CVA approach in target CTs will constitute a highly integrative result that could inform a "peer-to-peer" approach in the health sector.

---

[1] Advance Family Planning (AFP); Specific, Measurable, Attainable, Relevant, Time-bound (SMART). More information can be found on the AFP website: https://advancefamilyplanning.org/advocacy-portfolio

USAID Governance Technical Assistance Provider (GoTAP) Project

USAID GOLD participated in the development of the health programs' integrated action plan. The process made it possible to build synergies among programs; develop, share, and use each program's tools; and establish a database accessible to all programs.

Accès

To promote collaboration and coordination, Tanaff and Koumpentoum were selected to serve as pilot communes and receive support from the two programs (Accès and GOLD). Accès also participated in the IGGB baseline workshops with communes.

A highlight of the collaboration between GOLD and Accès was the development of an educational booklet on rural water system management standards under OFOR's leadership. The booklet is scheduled to be printed (1,000 copies) for wide distribution to local authorities, mayors, and development actors to ensure their understanding of the standards and reforms promoted by the Ministry of Water and Sanitation.

GOLD and Accès decided to work out of the same office in Kédougou to better integrate their activities, and Accès will also work with the AMS to ensure active CT involvement in WASH issues.

Lecture pour Tous (LPT) National Program

As part of its synergies with USAID sectoral programs, GOLD met with the LPT national program. Although the two programs do not share intervention zones, they identified areas in which they could collaborate. Discussions revealed possible synergies in building the capacity of school management committees, involving CTs in activities conducted by LPT, communicating through the URAC network, and GOLD's participation in a network for sharing good practices established by LPT. The two programs designated points of contact to facilitate discussions and prepare next steps.

USAID PMI

GOLD met with PMI to define ways to foster more CT and community group involvement in malaria control efforts. A concept note was developed to propose a CT intervention approach to USAID. GOLD will participate in meetings with PMI and the PNLP next quarter as part of the national malaria control strategy.

USAID WASH Programs – Economic Growth Office

GOLD met with USAID WASH to discuss how to support CTs in incorporating WASH concerns in local planning and community engagement efforts. Grants Challenges will be launched in CTs to support the best local WASH management initiatives. Five CTs will be selected for the competition according to their level of development, limited access to sanitation, and high level of malnutrition, before expanding the initiative to other CTs. GOLD will write a Grant Project Plan to help CTs develop their proposals and manage grants. GOLD will include its efforts to support CTs in CT action plans and in its annual work plan to improve sectoral integration of activities.

3.2 Ministries, Institutions, and Other Donor-Funded Projects

MIANPBG

MIANPBG met with the GOLD and Accès programs with their AORs. Through this meeting, GOLD and MIANPBG developed a partnership agreement and a joint action plan. The main priority is to build the capacity of elected leaders and officials in CTs to ensure optimal use of resources and greater citizen participation by deploying

Meeting with MIANPBG

governance measuring and monitoring instruments such as the IGGB. In FY 2018, GOLD will work to implement the action plan, build institutional support, and help MIANPBG implement the IGGB in CTs.

The teams from GOLD and the USAID Democracy, Rights, and Governance Bureau meeting with the DGAT Director, April 2017

Direction Générale de l'Administration Territoriale (General Directorate of Territorial Administration [DGAT])

GOLD agreed to support the ENA-DGAT Training Plan, currently in development, for distance learning centers in governance structures (Kolda, Sédhiou, Tambacounda, Kédougou), and ENA-DGAT will support the organization of coordination meetings in the GOLD intervention regions.

MGTDAT Training Department

To support the Ministry's training strategy in line with GOS priorities, regional training committees were identified as groups GOLD could collaborate with to implement CT capacity building plans. In Year 2, GOLD will strengthen its collaboration with these committees, which participated in the IGGB process in pilot CTs.

ENA

GOLD met with ENA after its meeting with MGTDAT. The meeting was an opportunity to review priorities for inclusion in a framework agreement, including capacity building for administrative authorities, testing the e-learning platform in conjunction with the *Agence de l'Informatique de l'État* (State Agency for Data Processing [ADIE]), developing mechanisms and processes to facilitate capitalization and scaling up of good practices and innovations in the area of CT performance, and promoting good practices developed though the Activity's tools and outcomes. ENA has yet to sign the framework agreement. During FY 2018, GOLD will assess the feasibility of working with ENA as a key partner—some other organizations may be

better placed, more efficient, and more reactive in building the capacity of local authorities and capitalizing on lessons learned.

PNDL

GOLD held several meetings with the PNDL, resulting in the signing of a collaboration agreement, the sharing of tools, and implementation of joint activities to be conducted under Results 1 and 2. The PNDL shared pilot CT baselines from the BPS project and invited GOLD to participate in a workshop to integrate cross-cutting issues in the national territorial development planning guide. This was an opportunity for integrating gender, nutrition, climate change, and migration into local planning. GOLD also began discussions with the MGLDAT Gender Unit to help build the capacity of elected women officials.

Joint missions to share information, approaches, and tools and implement USAID GOLD activities were conducted with the PNDL in the Activity's four intervention regions.

GOLD held regional workshops with local actors (elected officials; ARDs; technical service units; and evaluation, training, and participatory budgeting committees) in Kédougou and Sédhiou. These workshops allowed the USAID GOLD team and the PNDL to discuss GOLD's priorities as well as tools such as Y-Tax, CVA, and SMP-CT. The ARD shared participatory budgeting experiences from pilot CTs, and workshop participants discussed how to improve interventions in the field.

ADL

GOLD launched a partnership with the ADL national observatory to facilitate the management of territorial information and CT capacity building; share geographic information system (GIS) information; share initiatives to reform the system for allocating resources to CTs, building on self-assessments and social

GOLD–ADL work session, February 2017

governance audits; promote partnerships between CTs through inter-municipal and territorial cooperation; and promote gender equity and social inclusion in CTs.

Projet d'Appui à la Modernisation de l'État Civil (PAMEC)

With PAMEC GOLD participated in a workshop to review the ANSD analysis of vital statistics in the Medina Gounass and Tambacounda CTs (2013–2016), which are part of GOLD's intervention zones. Strengthening the vital records system to better address people's needs and improve the quality of statistical data is an important issue for GOLD. After the workshop, GOLD was invited to another workshop to review the results of efforts to digitize and file vital records. The results revealed the challenges related to vital records and the need for greater involvement by elected officials.

CLM

To help CTs better address nutrition-related issues, GOLD signed a partnership with the CLM, facilitated by USAID's Economic Growth Office. In FY 2018, GOLD and the CLM will work together to build CTs' technical and organizational capacities to integrate food security and nutrition in local planning and budgeting and to communicate about nutrition through URAC.

ADS

With the ADS, GOLD will work to support the management of funds transferred from the central level; implementation of Phase 2 of the *Acte III* decentralization reforms, with a focus on the status of local public office; the financing of departments; and the revitalization of territories with newly transferred skills. Emphasis will be given to supporting departments in the coordination and harmonization of interventions by various partners and synergy around structuring investments, local planning, etc. In FY 2018, GOLD will work with the *départements* in its intervention regions, focusing on building their capacity so they can better support CTs.

AMS

Discussions with the ADS resulted in a draft memorandum of understanding (MOU) to support advocacy for reforms in the implementation of the decentralization policy, an agreement that the AMS would work with GOLD regional coordinators and focal points and would be involved in the selection of communes.

Peace Corps

An MOU will be written to conduct joint activities in GOLD communes where volunteers are present. The presence of Peace Corps volunteers was included as a factor in the CT selection criteria.

Africa Lead

To share capacity building efforts, Africa Lead will provide its modules for training local actors, particularly one on leadership. GOLD will facilitate collaboration between ENA and Africa Lead to implement leadership training activities.

RAES

USAID GOLD met with RAES,[2] a nongovernmental organization (NGO) that uses "entertainment-based learning" by producing films and documentaries to raise awareness and spark behavior change, particularly among youth and women, in the area of health. With funding from the *Agence Française de Développement* (AFD), RAES will implement the *Bruits de Tambours* television program focused on issues related to good governance to encourage greater participation in the democratic process by youth and women in the run-up to the next elections in 2019. GOLD will participate in the technical committee for implementing the *Bruits de Tambours* program, providing expertise in the areas of governance and strategic orientation; RAES will work with URAC to develop and broadcast follow-up discussion guides

---

[2] Since 2011, the organization is officially known only by its acronym, based on the original name, *Réseau Africain pour l'Éducation, la Santé et la Citoyenneté*.

and radio programs to accompany the *Bruits de Tambours* program that will focus on good governance.

ANSD

GOLD participated in the review of the 2016 Demographic and Health Survey (*Enquête Démographique et de Santé*), during which ANSD shared information from the national survey of health management committees. This survey provides GOLD with a baseline of how these committees are operating that it can address with the health sector.

4. Cross-Cutting Themes

4.1 Gender and Social Inclusion

In Year 1, USAID GOLD made numerous efforts to build gender and social inclusion into all activities. For example, it trained FAFS members on the Activity's approach and held a briefing and discussion day with the managers of FAFS's regional units. The goal was to elicit buy-in of GOLD's objectives and approach to ensure the effective involvement of FAFS members in future activities. The day provided an opportunity to do the following:

- Discuss important aspects of the Activity, including its objectives and expected overall results in terms of governance and local development, and the role of actors, particularly women, in the partnership model adopted in the implementation mechanism

- Develop a joint intervention approach for integrating gender into GOLD activities in conjunction with other Activity partners.

GOLD meeting with regional units from Tambacounda, Kolda, Kédougou, and Sédhiou, May 2017

FAFS actively participated in all the activities related to the IGGB and the various *Comité Régional de Développement* (Regional Development Committee [CRD]) and *Comité Départemental de Développement* (Departmental Development Committee [CDD]) meetings held in the Kolda and Tambacounda regions.

During the year, partnerships were established with the gender focal points in different IPs, including Neema and Nataal Mbay, with the DPBG, on women's leadership capacity building tools, and with the Gender Unit at the MGLDAT, to

ensure its activities are in line with the strategy approved under the National Gender and Equity Strategy.

The national FAFS office held informational meetings with its members in the intervention regions of Kédougou and Sédhiou to discuss the USAID GOLD approach.

4.2 Communication

GOLD developed a communication strategy to ensure USAID's visibility and produce and distribute messages on subjects related to local governance. GOLD's Communications Manager is in regular contact with the USAID Mission's Communications Officer to ensure compliance with all branding and marking procedures. Institutional materials (banners, or *kakémonos*, pamphlets, and signs) were developed and submitted for comment to USAID DOC. GOLD is currently using those comments to finalize the materials.

As part of its partnership with the local press, GOLD participated in the Decentralization University organized by 2CD and funded by the PNDL. GOLD met with 2CD to organize the theme of the next University on mobilizing CT resources to better address needs in the key sectors of health, education, water, and food security. In FY 2018, GOLD will participate in the fourth edition of the *Université de la décentralisation* on the theme of "New approaches to mobilizing CT resources."

In FY 2017, URAC-member community radio stations present in partner CTs were used to communicate locally. URAC organized a capacity building workshop in Kolda for radio hosts from 14 community radio stations in partner CTs with the eventual goal of providing journalists with a better understanding of the Activity. URAC's partnership with other USAID partners will continue in FY 2018, with LPT and USAID Neema.

Table 2: Radio spots aired by URAC for ADEMAS, August 2017

Radio spots aired				Planned	Aired	%
AQUATABS	MILDA	FAGARU	PROTEC			
2,656	3,113	2,349	2,275	10,000	10,393	103.93%

Figure 3.   URAC coverage
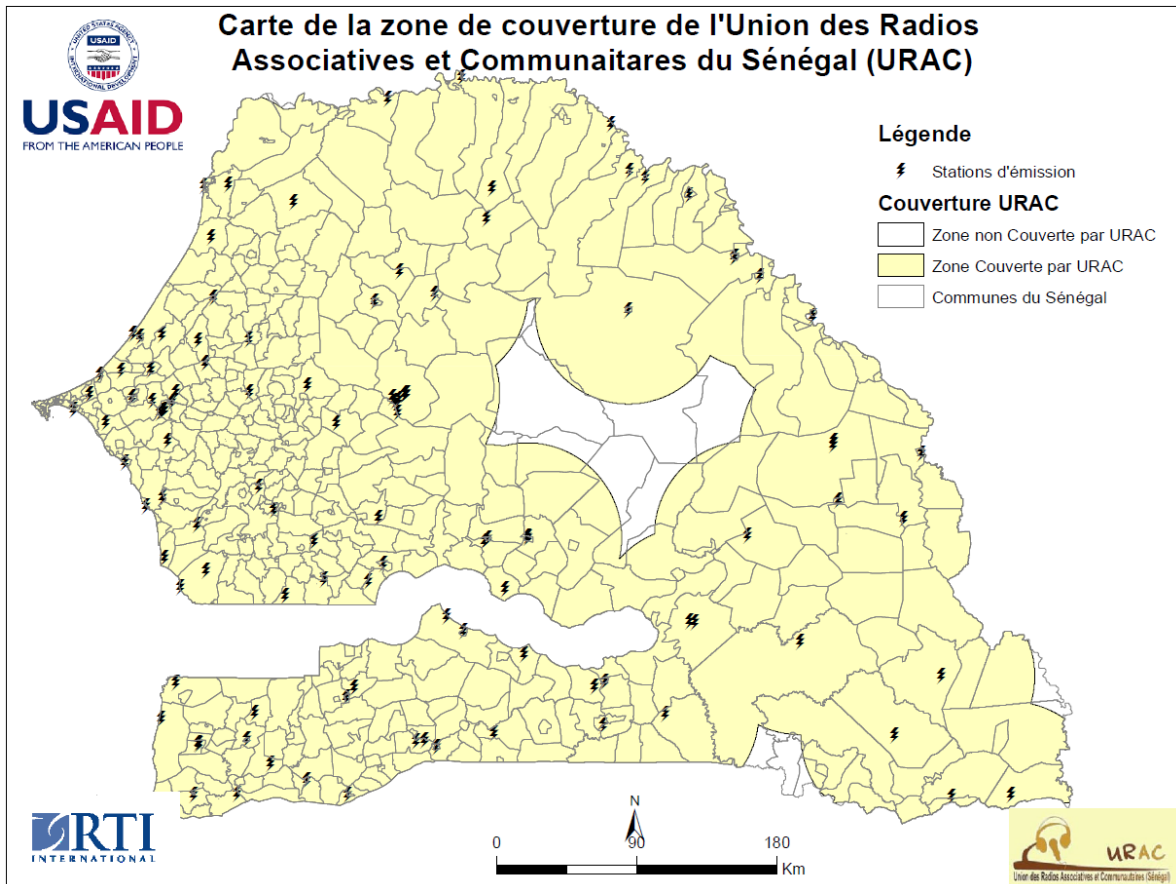
Source: GOLD GIS.

4.3   Conflict Management and Mitigation

AFEX conducted a series of workshops in Tanaff, Bagadadji, Yarang, and Bégéne. The goal of the workshops was to build participants' capacity to recognize different types of potential conflicts and analyze the first signs of conflict so that they will be able to prevent, resolve, and transform conflicts and advocate in their respective communities. The workshops helped actors anticipate and address conflicts. As a result, the CT of Bagadadji, in the Kolda Region, managed some conflicts and drew up agreements.

In Yarang and Bégéne, the goal of the workshop was to establish social stability in the border area between Senegal and Guinea Bissau by involving residents in peaceful conflict resolution.

4.4 Sustainability Plan

Local Ownership

USAID GOLD held meetings with different institutions and local actors to promote local buy-in of tools to ensure the sustainability of its interventions after its progressive phasing out. Its collaboration efforts, which have already begun, include the following structures (see Section 3 for more information on coordination and integration):

Figure 4.   GOLD sustainability strategy

- MGLDAT (MGTDAT)
- MIANPBG
- PNDL
- DGAT
- UNICEF
- ADL
- ENA
- CLM
- AMS
- ADS

Capacity Building

At the start of the Activity, priority was given to strengthening the capacity of GOLD's local partners—ECOPOP, AFEX, FAFS, and URAC—that were receiving funding from USAID for the first time. As part of the capacity building process, meetings were held to develop a common understanding of GOLD's activities and USAID procedures for administrative and financial management. GOLD continued these capacity building efforts throughout the year. For example, as part of the development of the FY 2018 Annual Work Plan, GOLD trained its partners (World Vision, Enda ECOPOP, AFEX, URAC, FAFS) on the processes and timelines for reviewing, approving, and paying advances and for reconciling funds allocated for activities. GOLD also conducted participatory financial management assessments for each partner and developed tailored capacity building plans. These plans will be implemented in FY 2018.

Adaptive Approaches

From the start, USAID GOLD undertook an adaptive approach to meet the needs of local actors. Numerous visits were made to national institutions and USAID IPs to understand their expectations and identify existing tools that GOLD could adopt. For example, the Local Government Development Framework originally proposed by GOLD was replaced by the SMP-CT currently supported by the MGLDAT to assess CT capacity. GOLD will support the MGLDAT to make the SMP-CT simpler and less expensive to use, making it more efficient and sustainable. GOLD also began the Y-Tax process and will work with authorities to embed the system within national processes.

Sustainable Enabling Environment

During the year, GOLD began discussions with USAID to add an activity aimed at improving political dialogue around decentralization. The discussions focused on the transfer of funds from the central to the local level, with activities that can be integrated into Result 2. GOLD conducted a political economy analysis (PEA) of the current fiscal decentralization system. Based on the PEA recommendations, GOLD will work with USAID, the World Bank, and Donor Working Group on Decentralization to develop potential central-level interventions to sustainably improve the current systems for managing territorial development and allocating resources to CTs.

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

5.1 Summary of Progress under Result 1

FY 2017 marked the effective launch of GOLD activities in eight pilot communes in four regions. Highlight activities under Result 1 include the following:

- Refinement of the GOLD toolkit
- Completion of the IGGB in pilot communes
- Agreement with the PNDL to share data related to SMT-CT baselines
- Tailored action plans developed for each pilot CT
- The rollout of capacity-building plans to pilot CTs.

These activities were supported by numerous outreach efforts to GOS counterparts at the national, regional, and local levels. Several activities were implemented, including the organization of a workshop, in conjunction with the PNDL, to inform local actors about GOLD's activities; training for regional evaluation committee members on the process of implementing the IGGB and developing assistance plans (IGGB-SMP-CT); and implementation of the IGGB in pilot communes.

5.1.1 SR 1.1: Leadership capacity of CT councilors as elected representatives improved

❑ *CT assessments and capacity building plans*

As part of its partnership with the PNDL, USAID GOLD collected baseline data from the SMP-CT assessments that had already been conducted in the pilot communes. *Figure 5* shows the performance and a comparison of the overall results obtained by each pilot CT. Bagadadji had the best performance and the highest score (83 out of 100 points). Bambali had the weakest performance (41.5 points).

Figure 5.   Summary of SMP-CT scores in the pilot communes
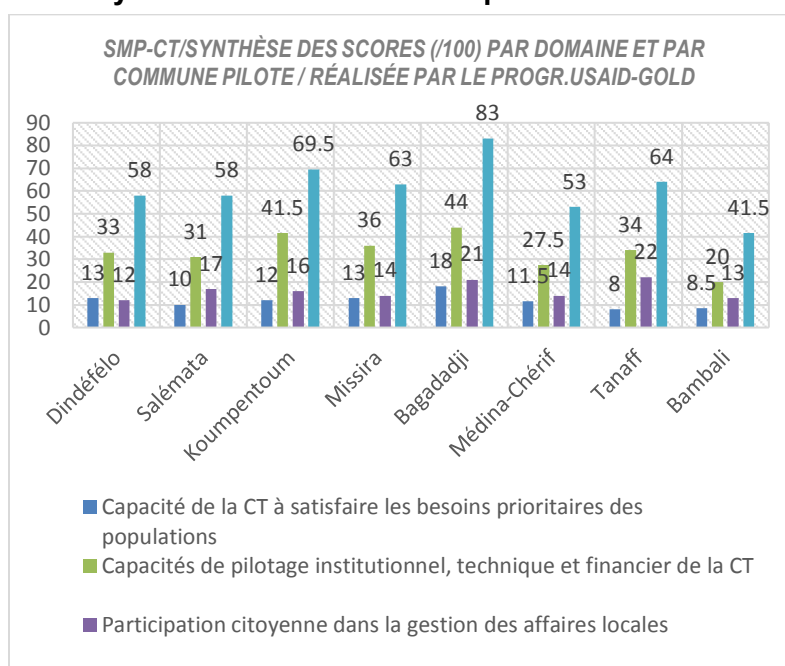
GOLD also integrated regional SMP-CT evaluation committees into IGGB implementation—members in the Kolda, Sédhiou, Tambacounda, and Kédougou regions were trained on IGGB implementation. This approach is part of the strategy for encouraging sustainability and buy-in by regional actors. The training provided an opportunity to conduct a practical exercise, allowing participants to better understand the tool and how it quantitatively measures each CT's strengths and weaknesses, leading to the development of a targeted local governance improvement plan. As a result, each GOLD region now has regional groups of experts who have been trained and understand the IGGB implementation process. Following the trainings, the IGGB was implemented in all eight pilot CTs.

As part of its baseline assessment of the capacity building needs of CTs, GOLD developed a matrix to evaluate CTs' training and capacity building needs and submitted it to elected officials, other actors, and resource persons working in the pilot CTs. The Activity also collected documents and conducted interviews with mayors and municipal councilors, regional training committees, and ARDs. After administering the diagnostic and using and analyzing the information and data, GOLD developed eight provisional baseline documents to identify each CT's strengths and weaknesses, particularly in local leadership, the development of strategy documents, budget design and monitoring, and project implementation and follow-up. The analysis also showed that the pilot CTs do not have the capacity needed to develop successful partnerships, promote sectoral integration, or understand and meet citizens' needs.

> **Example of interactions between IGGB participants**
>
> During one focus group's discussion, a newly-appointed head nurse told a municipal councilor that she was never informed by the CT of meetings relating to the health sector, so she never participates in them. This comment led to heated discussions between group members. The councilor finally promised in front of the group to personally inform the head nurse of meetings and invite her to participate. The head nurse will now participate in health-related meetings organized by the municipal council.
>
> This example shows that the IGGB is not just a tool for evaluating good governance indicators. It also offers an opportunity for dialogue between local actors and effectively contributes to improving local governance.

Focus group discussion during the IGGB process

After analyzing the IGGB and SMP-CT results, USAID GOLD developed a summary presentation of performance measurement results and a plan to assist each of the eight pilot CTs. The plans address all the needs expressed by CTs and will serve as roadmaps for

GOLD in supporting CTs to build their institutional and leadership capacities. CTs will implement the plans in partnership with the MGLDAT, through the PNDL, the Ministry's training department, the *Direction des collectivités locales* (DCL), ARDs, and the ADL. The plans include the following strategic priorities: (1) awareness-raising/communication, (2) training/capacity building, (3) coordination/ dialogue frameworks, and (4) materials/equipment.

In FY 2018, GOLD will continue the process of implementing the IGGB in its new CTs and will also work with other sectoral projects and each CT's development partners to implement the capacity building activities resulting from action plans.

❑ **Capacity-building activities in the pilot CTs**

The Activity began its implementation of capacity building plans with test trainings in the pilot CTs of Dindéfélo, Bagadadji, and Bambali.

In Koumpentoum and Salémata, AFEX provided trainings in conflict prevention and management to selected commune's stakeholders, including members of the municipal council, local NGOs, and communities. The training allowed actors to identify existing types of conflicts, contextualize the nature of their conflicts, and identify solutions. Conflict management committees were established in the CTs, and GOLD will continue to work with them to build operational capacity.

In Bagadadji, Médina Chérif, Bambali, and Tanaff, GOLD, along with Neema and Réseau Siggil Jiggen, conducted an advocacy capacity building activity for elected officials from the CTs focused on building the capacity of CT spokespersons to advocate for CTs to fund health priorities. At the end of the training, an advocacy plan was developed for each CT.

The training session in Dindéfélo (Kédougou Region) focused on mobilizing and managing CT resources, a theme that falls under Result 2 of the Activity. The training session in Bagadadji (Kolda Region) focused on the *Acte III* decentralization reforms and the roles and responsibilities of elected officials and territorial and local actors (Result 1). In Bambali (Sédhiou Region), actors were trained in participatory planning and budgeting (Result 2). A total of 79 people participated in these sessions (15 in Dindéfélo, 34 in Bagadadji, and 30 in Bambali), including mayors, municipal councilors, technical committee members, local committees, technical service units, consultant groups, and support partners.

Table 3: Training sessions for pilot CTs

CT	Training topic	Municipal councilors and employees	CBOs	Technical service units	TOTAL
Bagadadji	*Acte III* decentralization reforms, roles and responsibilities in the life of the CT	23	10	1	**34**
Bambali	Participatory budgeting	19	8	3	**30**
Dindéfélo	Training local actors in mobilizing and managing budget resources	15	0	0	**15**
	Total	**57**	**18**	**4**	**79**

CBO = community-based organization

In Kédougou, the regional tax collection department played an active role in the training. The participation of this key actor in local resource mobilization will help ensure the sustainability of the approach. GOLD will continue to provide training during Quarter 1 of Year 2 to help local actors acquire the capacities they need to do their jobs.

❖ **Develop or adapt Good Governance Toolkit**

Considerable time and effort were also spent in FY 2017 to refine GOLD's toolkit. To ensure the sustainability of its efforts, GOLD shared these tools with government structures and institutions to solicit their institutional backing. GOLD held a meeting with PNDL on the operationalization of the SMP-CT and the participatory budgeting process and program. The meeting focused on the participatory budgeting implementation modalities with distribution of responsibilities and was followed by a joint mission in the Activity's intervention zones to share and promote good practices in implementing the SMP-CT and participatory budgeting approach.

To adapt the IGGB, GOLD held a meeting with Neema, RSS+, and the Kolda region's ARD. The meeting provided an opportunity to present the IGGB and identify ways to involve different programs and the ARD in the implementation process.

GOLD shared the Y-Tax tax collection tool with key actors in the pilot CTs and held working sessions with the regional Treasury departments, which expressed a willingness to support the tool's implementation. GOLD conducted baseline assessments for the eight CTs in collaboration with regional tax collection agencies, local leaders in pilot CTs, CT support agencies (ARD), and administrative authorities in its intervention regions. In FY 2018, GOLD will apply the tool in test CTs and train and equip actors to begin collecting taxes.

GOLD is working with the ADL to make data from the National Observatory on Decentralization and Local Development and *Géoportail* accessible and useful to CT officials involved in local development planning processes.

Table 4: Application of the GOLD Good Governance Toolkit

Tool	Objectives	Activities during the year	Partners & participants
Integrated Good Governance Barometer (IGGB)	Measures CTs' good governance performance; nforms on the overarching governance progress in each CT—key stakeholders from all Results will participate in the baseline and annual assessment	• 40 facilitators trained • Baseline and action plans completed in eight pilot CTs • IGGB implemented and action plans developed in eight pilot CTs • Capacity building activities identified based on action plans (*see Result 1 section*)	• ARD • PNDL • Regional Planning Service • ANSD • ADL • CBOs • CTs • Regional Evaluation Committees • GOLD consortium members
Sen-Bridge	SMS-based platform that allows citizens to send service requests to CT officials and service providers, and to monitor service delivery	• Concept note drafted • Communication plan designed • CT of Koumpentoum selected for the test phase with the Result 3 team • Deployment strategy developed • Online platform created • CT of Koumpentoum selected as pilot CT	• UNICEF • Neema • RSS+ • Accès • PNDL • Peace Corps • CTs • CBOs • Decentralized technical service units

Tool	Objectives	Activities during the year	Partners & participants
Système de Mesure de Performance (SMP)	Self-assessment tool that measures CT technical capacity against an appropriate set of benchmarks for successful municipal management and service delivery	• SMP completed in eight pilot CTs • Baselines and action plans available • Baseline results collected, used, and analyzed in eight pilot CTs • Analyses and summaries of results produced (one report per CT) • Eight plans developed for assisting pilot CTs in implementing action plans and three test training sessions conducted	• Pilot CTs (elected officials and municipal agencies) • PNDL • ARD • Regional Evaluation Committees • Regional Training Committees • Regional Treasuries-Collection agencies • Consultants
Système d'Information territorial (SIT)	Standardized referential database for cross-sectoral data integration; user-friendly interface to support decision-making in planning and budgeting through access to available cross-sector data/information	• Meeting held with partners and existing data and systems identified • Review of existing systems and mechanisms conducted, by level (local, *départemental*, regional, national) • Data collected (shape files, topographic maps, population data disaggregated by CT, etc.) • GIS consultant identified in collaboration with Neema • Multiple health facilities geolocated • Intervention CT maps produced	• ADL, PNDL, ANAT, DTGC, ARD, USAID, Naatal Mbay, Yaajeende • Neema, Naatal Mbay
Participatory Strategic Budgeting and Planning (PSBP)	Builds consensus on funding CT sector development priorities; provides support for participation of women, youth, and people with disabilities; stakeholders openly discuss investment measured against available financial resources	• Reports completed to serve as a baseline for the participatory budgeting and planning process in eight pilot CTs • Action plans developed • Capacity building activities conducted for local actors • Map of IPs in pilot CTs completed	• Pilot CTs (mayors, municipal secretaries) • PNDL • ARD • Regional Training Committees • Steering Committees • Participatory Budgeting Committees
Yelen Tax (Y-Tax)	Improves effectiveness and transparency in local tax collection	• Eight Y-Tax technical and technological baselines conducted • Resource mobilization, management, and budgetary and financial transparency baselines conducted in pilot CTs	• CTs • Treasury Department • CBOs • ARD • Tax collectors • Accounting supervisors (tax auditors) • Regional Treasuries-Collection agencies

Tool	Objectives	Activities during the year	Partners & participants
E-Learning	Cost-efficient transfer of skills and knowledge through web-based training, virtual classrooms, and digital collaboration	• Framework MOU drafted with ENA • Videoconferencing systems installed in the Kolda and Sédhiou regional offices	• ENA
Citizen Voice and Action (CVA)	Social accountability approach building civil society organization (CSO) capacity to take collective action and monitor service delivery	• Educational rural water systems booklet developed in collaboration with USAID Accès, OFOR, and the Water Ministry • USAID/RSS+ staff trained on the CVA approach and on how to develop an AWP (one CVA budget submitted per CT) • Development of a health governance booklet planned • Development Committees and Citizen Advocacy Groups established in four pilot CTs • Six Development Committees trained in local advocacy	• Ministry of Water • OFOR • USAID/Accès • USAID/RSS+ • CSC • Regional Head Doctor • USAID NEEMA • CT mayors • Development Committee management • USAID/GOLD
Program Impact Sustainability Assessment Method (PISAM)	Provides understanding of the most important contextual elements influencing the sustainability of selected program impacts		• MGLDAT, PNDL

5.1.2 SR 1.2: Organizational strengths (planning, budgeting, and implementation processes) of decentralized government structures increased

Baseline evaluations of participatory budgeting were also initiated in the pilot CTs. Meetings were organized with mayors, ARDs, and officials from the planning, local development, and community development technical service units, Treasury department, tax collection agencies, etc. to share participatory planning and budgeting tools and identify lessons learned from the participatory budgeting process already developed in certain CTs. Reports on the state of participatory budgeting in the eight CTs will be written and shared at the start of FY 2018.

5.1.3 SR 1.3: Public financial management and oversight of public expenditures improved

GOLD analyzed budgetary management and transparency by collecting different documents and data (administrative accounts, management accounts, assessments, statements of revenue and expenditure, interviews, etc.) to serve as a baseline and measurement of pilot CT capacities. The Activity then developed eight reports, or one per CT. Each document identifies the CT's strengths and weaknesses in collecting and managing taxes and managing the tax base. The assessment revealed the limited technical, logistical, and human capacities of pilot CTs to mobilize and manage budgetary and financial resources. The analysis also showed that most resources used for operations and investments in pilot CTs come from funds transferred by the national government, with very little coming from CTs themselves.

CTs also face challenges in exploiting the available tax potential and managing the local tax base.

For example, the situation in Bagadadji is representative of the other pilot CTs that the Activity assessed. Local taxes there make up a very small portion of the CT's operating revenue, with more than 80% of its revenue coming from government appropriations. And 100% of its investment revenue comes from government transfers (*Figure 6*).

Figure 6.   **Local revenue situation in Bagadadji**
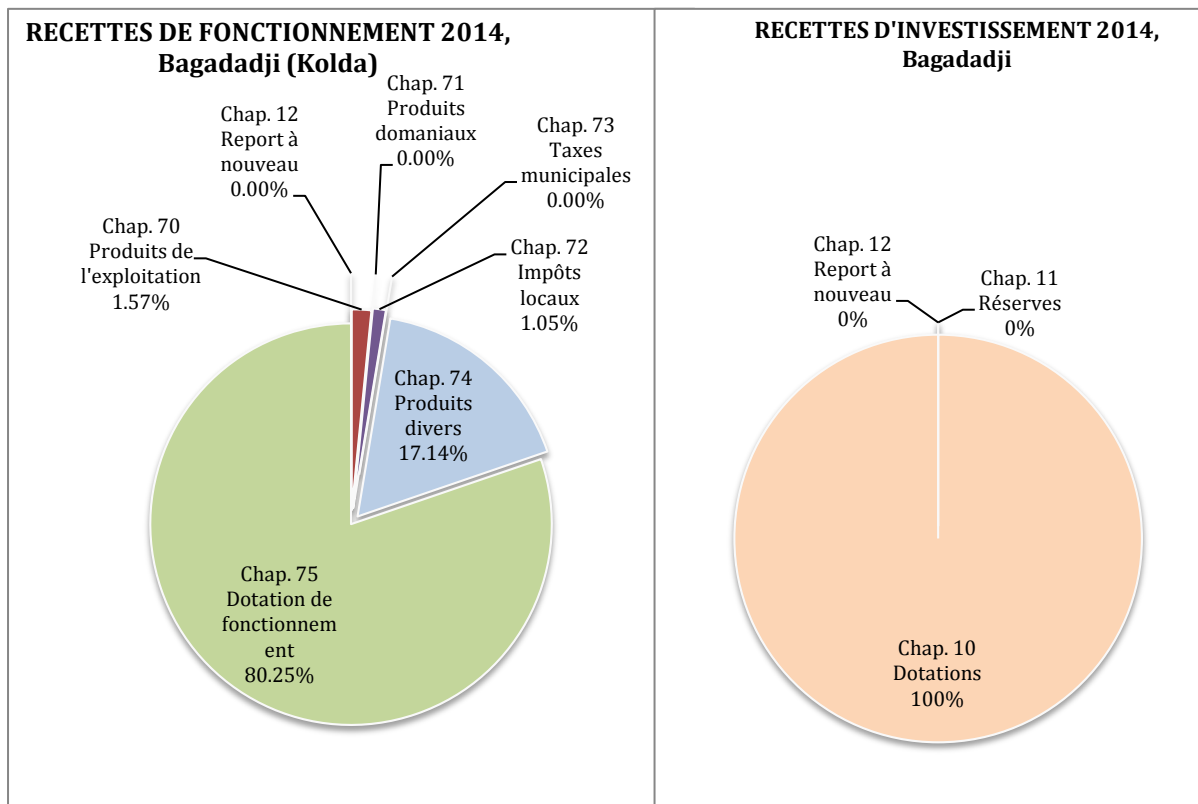
The CTs that the Activity analyzed also face difficulties with bookkeeping and developing administrative accounts according to the required conditions and timelines.

Once this analysis is reviewed and approved by the CTs, USAID GOLD will use it as an initial baseline for evaluating progress in future years. CTs and public officials could also use the analysis to change their policies, and partners and technical service units could use it to learn about the situation in each CT and help them make improvements.

5.2 Lessons Learned

An analysis of the first year of implementation revealed the following lessons learned about local government capacities. GOLD will use these lessons when developing its Year 2 strategy. They include the following:

- The participative and inclusive approach adopted during FY 2017 allowed administrative and local authorities and technical service units to take ownership of the Activity and establish good collaboration within an atmosphere of trust between the authorities, technical service units, and USAID IPs. GOLD will continue this approach in the implementation of all activities.

- Our partners responded very positively to the adaptation of the SMP and IGGB and the trainings organized to implement them. During FY 2018, GOLD will continue to adapt other tools (Y-Tax, participatory budgeting approach, etc.) and train local leaders on how to implement them.

- The evaluations produced by the SMP show that local structures and actors are in great need of capacity building, particularly when it comes to leadership, understanding the roles and responsibilities related to the duties transferred to CTs, decentralization mechanisms, local governance, and resource mobilization and management. During FY 2018, GOLD will prioritize the implementation of training plans based on its analysis of SMP results.

6. Result 2: Mobilization and management of local public resources improved

6.1 Introduction

Result 2 activities build on the work of Result 1, helping CT officials implement their newly gained skills to increase local revenue mobilization and build trusted relationships among all key stakeholders.

Information analyzed by GOLD in FY 2017 on CT financial resources, collected mainly with the PNDL and ADL, shows that the own-source revenue of CTs accounts for only around 20% to 30% of their total budgetary resources. Given their limited resources, additional own-source CT revenue is not likely to be sufficient to have a major impact on CT investments in health, education, food security, and WASH services. For this reason,

Figure 7. Main CT resources (other than loans)

Local Taxes
Non-Fiscal Revenue
State Discount (Ristourne Etat)

National: FDD, FECL, etc.
Development Partners: PNDL, PRECOL, PACR, etc.

the Activity conducted a PEA to better understand the fiscal decentralization situation in Senegal. GOLD will analyze the results and work with USAID to determine how they could impact CT resources. Highlights of activities conducted under Result 2 include the following:

- Political Economy Analysis on fiscal decentralization
- Baselines developed on own-resource mobilization in pilot CTs
- Beginning the rollout of Y-Tax
- Piloting of Sen-Bridge in Kompendium

6.2 Summary of Progress under Result 2

6.2.1 SR 2.1: Own-source revenue of CTs increased

❖ **Develop a baseline of resource mobilization in CTs.**

USAID GOLD developed baselines on progress in the mobilization of own-source CT revenue in pilot CTs. The results show that the pilot CTs have limited capacity to mobilize and manage resources to fund local development. They also show that none of these CTs has sufficient human resources to collect revenue. GOLD will use the baseline results to assess progress in each of the eight pilot CTs and develop suitable resource mobilization plans.

Figure 8.   Graph analysis of CT own-source revenue at baseline

Types de taxes les plus collectées avec des %centage trop faibles dans les communes pilotes GOLD/Baseline

- Droit d'occupation du domaine public(OVP, ODP sur le TRF)
- Produit de l'expédition des actes d'état civils (sur le TRF)
- Taxe de vente d'animaux (sur TRF)
- Droit d'alignement et frais de bornage (sur TRF)
- Produit de l'expédition des actes d'Etat-civil (sur RTF)
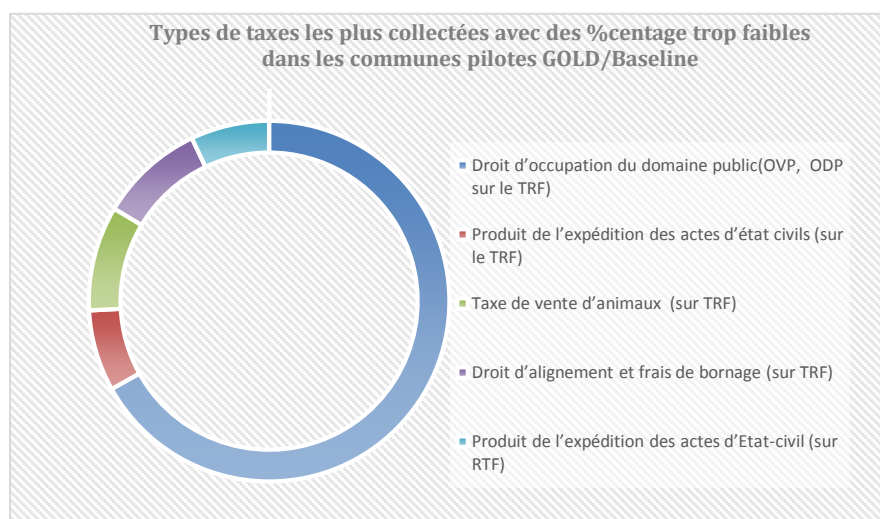
Field visits were conducted to determine CTs' own-source budgetary and financial revenue potential and define major strategic priorities for plans to increase revenue mobilization in pilot CTs. GOLD will finalize the plans by using information from the diagnostic visit and analyzing documents and data collected from CTs and technical service units (CT budgets, CT meetings, administrative accounts, operating accounts, individual interviews, and other relevant information). These plans will take into account each CT's specific characteristics and potential. The finalized plans will serve as roadmaps for the eight pilot CTs.

A series of field visits and different meetings were organized to engage local actors in resource mobilization and the transparent management of public resources, as well as in USAID GOLD's approaches and tools.

USAID GOLD and the PNDL conducted a joint mission to share information on results and activities. Elected officials, regional tax collectors and agencies, other technical service units, consultant groups, and local committees that attended the workshops in Kédougou and Sédhiou were informed of the approaches and strategies and the importance of mobilizing and managing the public resources needed to fund local development.

❖ **Pilot Y-Tax**

At the national level, GOLD launched discussions with ADIE to create a working group that will propose solutions for data hosting and security and for the transfer of future activities to an institution to firmly establish and sustain results.

At the local level, GOLD deployed Y-Tax in its pilot CTs and conducted the following activities.

Several demonstrations of Y-Tax were conducted to present the tool to elected and municipal officials, tax collectors, local committees, and other resource persons. Information was shared with administrative authorities, planning and community development technical service units, and ARDs. GOLD also organized meetings with tax collectors and agencies in its intervention regions in order to explain to Treasury officials the Activity's resource mobilization objectives and their expected participation in testing the Y-Tax tool and collecting revenue.

Figure 9.   Presentation of Y-Tax for local and regional actors
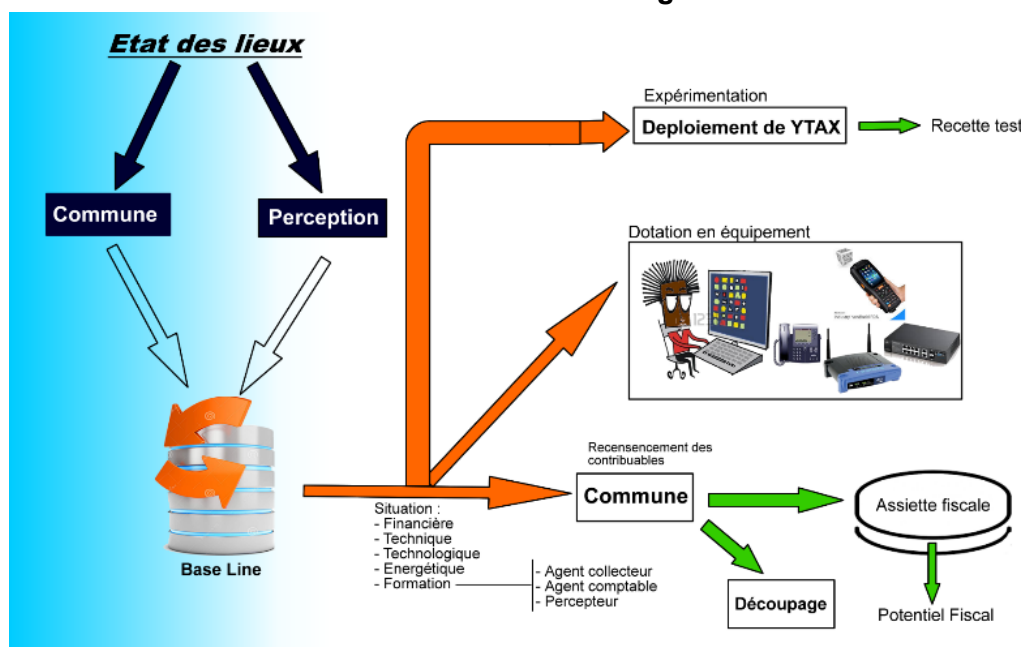
Through these working sessions, GOLD and Treasury departments agreed on how to test tools for collecting own-source revenue in pilot CTs and how to manage operations. The Treasury departments provided USAID GOLD with monthly revenue statements for the pilot CTs from the last two years (2015–2016) and Quarter 1 of 2017.

Following the sessions, GOLD conducted two missions to evaluate the technical and technological mechanisms for testing the Y-Tax system in the eight pilot CTs, meeting with mayors (local elected officials), municipal officials, accounting supervisors, tax collectors and agencies, and ARDs. These actors all expressed their commitment to deploying the Y-Tax tax collection and resource management tool. The meetings revealed a real need for CTs to know how their resources are managed by tax collection agencies and underscored the benefit they could gain from capacity building in resource collection and management, accounting, and the preparing of administrative accounts.

The evaluation showed that CTs are poorly equipped. Some CTs have no electricity or computers, while others lack the minimum number of tax collectors. It also revealed differences in terms of each CT's equipment, revenue potential, and tax collecting ability. Regional tax agencies have a greater ability to collect and manage resources through Y-Tax.

In Quarter 1, FY 2018, GOLD will organize regional workshops to review the situation and deploy Y-Tax in selected test CTs. It will communicate to ensure the participation of public authorities and taxpayers.

- ❖ **Assist CTs in the planning, implementation, and monitoring of participatory planning, budgeting, and management of CTs, taking into account increased revenues from Y-Tax**

GOLD shared information and guidance on this activity during its various field visits to conduct baseline assessments. Increased revenues from Y-Tax will be taken into account after Y-Tax and participatory budgeting are deployed. During its various missions, GOLD presented the participatory budgeting process to actors and participants to share information and discuss the strengths and weaknesses of the process. Actors in CTs and communities appear very committed to this adaptable tool.

Successful planning and integrated monitoring of activities in CTs will be the responsibility of technical committees, whose leadership capacities need to be strengthened. With that goal in mind, selected technical committee members received pilot training aimed at developing a training process that will be scaled up to GOLD partners' CTs during Year 2. Other specific meetings on topics such as health, WASH, land/agriculture, and/or economic growth have been planned between CT technical committees and IPs and will be conducted in Year 2. This will make it possible to focus partner and technical service unit efforts around the CT to ensure greater buy-in and more sustainable results.

6.2.2   *SR 2.2: Social accountability mechanism for service delivery transparency improved*

A baseline of social accountability tools and mechanisms is underway on the allocation of CTs' budget resources and service delivery in the education, health, and WASH sectors.

Initial results show low satisfaction among actors (elected officials, local communities, technical service units) with the services delivered in these sectors, due to a lack of human and budgetary resources; insufficient investments; a lack of citizen awareness of social accountability; the absence of effective, appropriate tools; and a lack of motivation and leadership in CT technical committees. GOLD will continue creating baselines in Quarter 1, FY 2018.

GOLD began the process of implementing Sen-Bridge by writing and validating the concept note describing the objectives and steps for implementing the tool. It identified Koumpentoum as the pilot CT where the tool would first be tested. On the technical front, the RapidPro-powered Sen-Bridge platform was deployed and is now available in the cloud. It was presented to GOLD's program staff by the consultant-developer.

As part of the pilot phase, equipment is being procured, and GOLD submitted a request to the ARTP (Regulatory Authority for Telecommunications and Post) to attribute it with a short number to which citizens can send messages to technical service units to improve service delivery by local governments. GOLD will work closely with the United Nations Children's Fund (UNICEF) on this aspect of the activity.

In FY 2018, GOLD will procure equipment and obtain technical prerequisites (short number, SMPP account, negotiate SMS costs, etc.). It will visit Koumpentoum to launch the pilot phase and present the approach to local actors. After a review of the

pilot phase tests, the Activity will conduct monitoring and evaluation in January 2018. Through the resulting recommendations, modifications will be made to develop a final version of the Sen-Bridge platform. The final version will be deployed in March 2018 in eight other CTs in the Activity's intervention regions.

6.2.3 *SR 2.3: CT planning and budgeting integrates development partners' resources*

The participatory budget approach was presented to deconcentrated and decentralized actors during the joint GOLD/PNDL mission in the Tambacounda and Kolda regions. The presentation allowed these actors to understand the approach and the different phases of its implementation and discuss the advantages and drawbacks of the participatory budget.

In all the Activity's eight pilot CTs, the participatory budgeting process is being applied as part of the BPS project led by the PNDL and Enda ECOPOP. This project is the bedrock of USAID GOLD's collaboration with the PNDL.

The participatory budgeting process has begun to produce results in CTs. The mayor of the CT of Médina Chérif in the Kolda Region explained that rural taxes rose considerably from FCFA 300,000 in 2015 to FCFA 4 million in 2016, in large part due to the support received to sensitize the population on paying taxes. The mayor also emphasized the need to strengthen good governance in the operation and management of the Diaobé platform, a sub-regional market.

The same situation was observed in Bagadadji in the Kolda Region, which previously collected approximately FCFA 150,000 in taxes annually. With PNDL and GOLD's assistance to sensitize the population about paying taxes, the CT collected more than FCFA 4 million in just a few months, thanks to greater citizen understanding of the need to pay taxes and fees in order to receive better services. This money will serve to offset the FCFA [Redacted] provided by the PNLD, USAID GOLD's partner, to fund activities resulting from the participatory budgeting process, including the construction of classrooms and a bridge.

GOLD is monitoring the implementation of activities and will continue to do so in Year 2. It will expand the process to other CTs in collaboration with the PNDL and UNICEF as part of child-focused participatory budgeting.

6.3   Lessons Learned

In Year 2, the Activity will take the following lessons into account from implementing Result 2:

- The importance of building the leadership capacity of elected officials to meet objectives and promote synergies with other actors, particularly tax collection agencies

- The need to continue efforts to inform actors and raise their awareness of the importance of mobilizing resources and the roles of each actor

- The need to provide more training to address the lack of qualified human resources in CTs, and particularly the lack of CT capacity to keep accounts and prepare administrative accounts

- The need to identify ways to assist CTs in the implementation of the Y-Tax system, particularly by training local actors on the basic principles and importance of Y-Tax, providing CTs with equipment to properly operate the system, and training tax collectors and resource management officials to use it

- The need to work with the central level to ensure institutional sponsorship and the integration of tools into the regulatory mechanism (Y-Tax) before implementation on the ground

7. Result 3: Community participation in service delivery management (health, education, WASH, agriculture) increased

7.1 Introduction

During Year 1, through Result 3, GOLD helped to promote basic aspects of social accountability as the foundation of good governance and citizen participation in the delivery of public services, based on a culture of collaboration, ownership, and openness between different stakeholders. The Activity focused on the simultaneous launch of processes to implement the Citizen Voice and Action (CVA) approach and the IGGB in the eight pilot CTs. It developed a guide for establishing community structures and made *kakémonos* (banners) on community engagement. GOLD also developed training tools and materials to help build the capacity of CBOs. Frameworks for dialogue and sharing were established in the eight pilot CTs by mayoral decree. Having a stronger community network with greater capacity will help improve the transparency, responsiveness, accountability, and effectiveness of CTs in a more decentralized system.


Citizens working together to analyze results from the IGGB

Figure 10.   Comparison of performance in three CTs
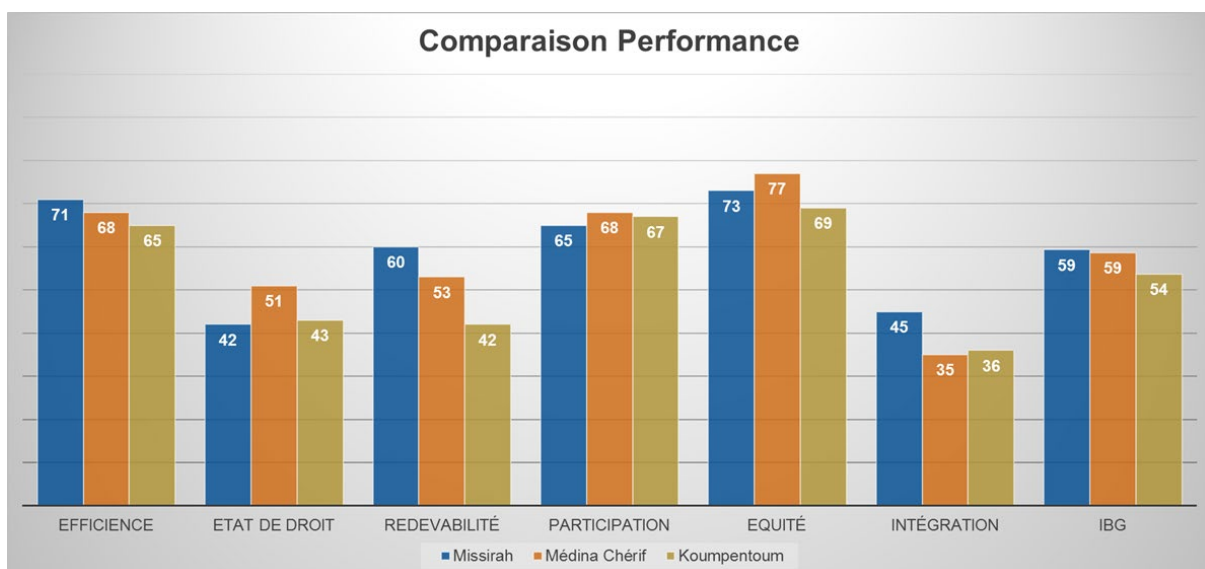
7.2 Summary of Progress under Result 3

7.2.1 *SR 3.1: CSOs' skills to take collective action in priority public needs improved*

❖ Conduct CVA context analysis and Result 3 baseline

The Activity conducted the Result 3 baseline by surveying members of CBOs. The total sample size was 781 CBO members. The identification of CBOs in the eight pilot CTs was facilitated by technical partners, particularly ARDs, which provided a list of CBOs and helped train surveyors.

The baseline helped characterize CBO members and assess their knowledge of policies in the Activity's four key sectors. The survey results showed a predominance of men (58.25%) in CBOs in all sectors, except for economic development, which had more women.

The education level of CBO members is relatively low. Overall, 23.2% completed some secondary school, while only 5.67% completed any higher education. The most educated members were in the CT of Tanaff, followed by Koumpentoum. The analysis also showed that education level greatly determines knowledge of sectoral policies. CBO members have an average of 5.5 years of experience in their organization's main area of intervention.

The majority of CBO members (61.73%) are farmers. That number is similar in all CTs except Koumpentoum and Tanaff. The next largest category is public and private salaried employees (12.89%).

Table 5 presents details on some characteristics of the CBO members surveyed.

Table 5: Characteristics of CBO members

Indicators	Values
Percentage of CBO members with a level of education above primary school	48.46%
Average experience in the CBO's main area of intervention	5.5 years
Percentage of CBO members who say they participate in decision-making processes in their CT	52.45% (38.71% for participatory budgeting)
Percentage of CBO members familiar with the CVA approach	36.60%
Percentage of CBO members who can name at least two CT responsibilities	68.81%
Percentage of CBO members who can name at least two norms/standards for quality public service	49.74%

CBO members are not very familiar with the CVA approach, with only 36.6% having heard of the approach in the eight pilot CTs. *Figure 11* shows the breakdown by CT.

Figure 11.   CBO members familiar with the CVA approach

Percentage of CBO members familiar with the CVA approach

Bagadadji	Bambali	Dindefelo	Koumpentoum	Medina Cherif	Missirah	Salemata	Tanaff
28.93	31.58	32.39	36.05	27.91	31.76	51.04	74.51

36.6

Oui — Moyenne
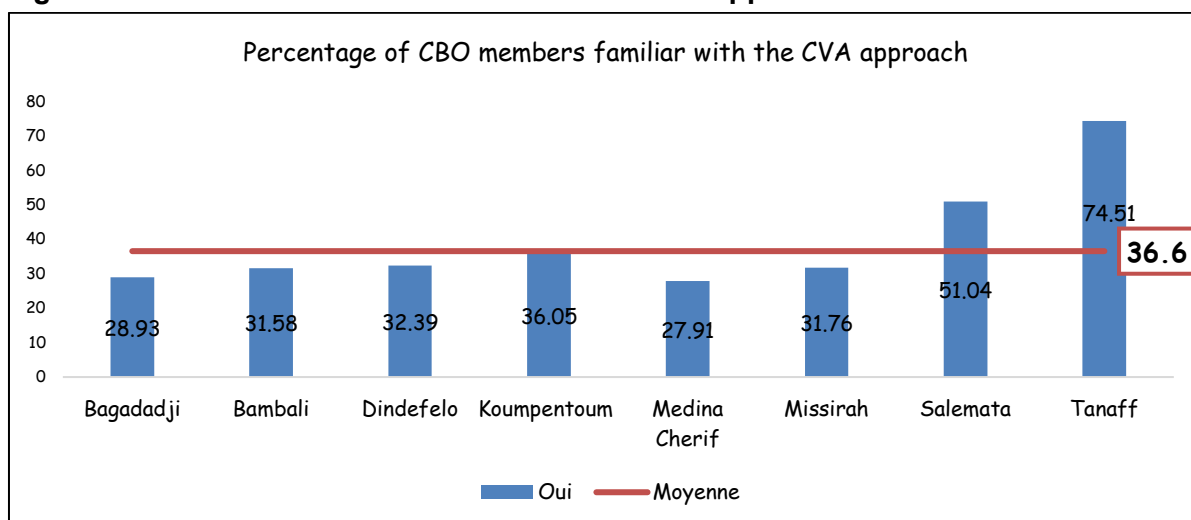
Source: CBO member survey, GOLD calculations

A bivariate analysis revealed significant connections between knowledge of CVA and certain variables: gender, education level, position level, performance level, the CBO's main area of intervention, and experience in that area.

The CVA approach is largely based on norms and standards for certain structures in different sectors, particularly primary and elementary schools, health centers and facilities, and WASH management structures. Citizen knowledge of norms therefore plays a determining role in influencing the improvement of public service delivery.

Citizens were most familiar with the criteria for health centers and facilities (61.60%). 58.38% of those surveyed also knew the norms and standards for primary and elementary schools. However, only one out of five people (21.01%) could name two norms and standards for WASH management structures.

Figure 12.   Knowledge of norms and standards for quality public service

Knowledge of norms and standards

Education (n=776)	Sante (n=776)	Wash (n=776)
58.38	61.60	21.01

49.74

Connaissanes de plus deux normes — Moyenne (n=776)
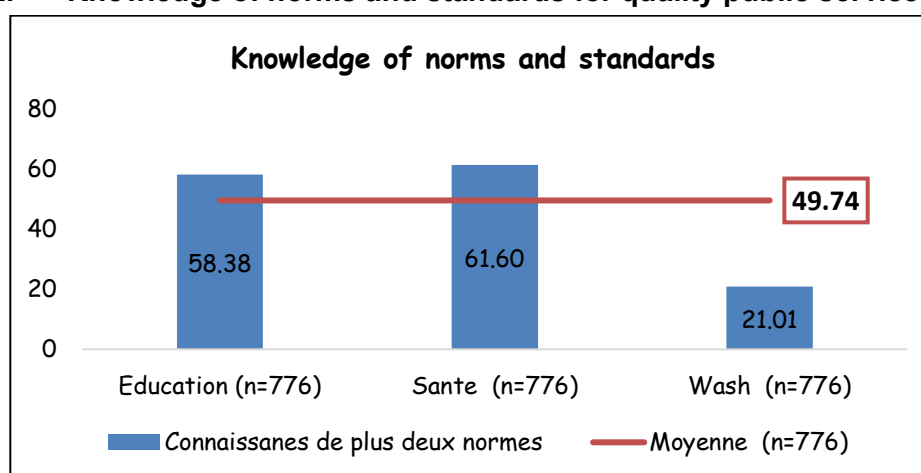
Source: CBO member survey, GOLD calculations

The analysis also determined the contribution of certain variables to the knowledge of norms and standards for quality public service.

1. Knowledge of norms and standards for primary and elementary schools, health centers and facilities, and WASH management structures is not gender-sensitive.

2. Education level has an influence on knowledge of norms and standards for primary and elementary schools, health centers and facilities, and WASH management structures.

3. The CBO's area of intervention is a determining factor in knowledge of norms and standards for primary and elementary schools, health centers and facilities, and WASH management structures.

4. The CVA approach contributes to greater knowledge of norms and standards for primary and elementary schools, health centers and facilities, and WASH management structures.

Given these results, GOLD will take the following into account:

- Due to the predominance of men in CBOs, especially in the education and health sectors, USAID GOLD will work to promote increased participation of women in those CBOs.

- Knowing education levels will improve GOLD's civic education activities. Communication materials will be tailored to different levels of education, not only for CBO members but for all citizens. Similarly, different training sessions and assemblies will take participants' education levels into account. This information could also be used to identify actors who could serve as local advocates in communities.

- CBO members in the education and health sectors were more likely to be able to name two norms and standards. Better education about norms and standards should be provided to all sectors. USAID GOLD's integration approach is one way to help reduce this asymmetry of information.

Surveyor training   *Field surveys*

❖ **Develop information, education, and communication (IEC) and behavior change communication (BCC) materials**

As mentioned earlier, as part of its integration with sectoral programs, USAID GOLD worked with USAID ACESS, OFOR, and the Water Ministry to produce an educational booklet on rural water system management standards. A booklet on health governance standards is also being revised in collaboration with RSS+, Neema, and the Ministry of Health's Community Health Unit. The goal is to co-produce an illustrated booklet that will serve as a tool to communicate, inform, and raise awareness among local actors of health norms and standards.

"OFOR is the operational arm of the government's vision for improving access to drinking water for rural populations. It is part of the Délégation de service public (DSP), a unique type of public-private partnership in which private operators, or legal entities, are given the responsibility of providing universal access to sufficient quantities of water, the quality of which meets international standards, sustainably and at a price that reflects the buying power of rural users. The success of these innovations will depend on the buy-in of actors working in the sector of rural water systems, which is the reason for this booklet."

Mr. Lansana Gagny Sakho,
OFOR Director General,
in the preface to the booklet

❖ **Create CT-level service management committees (SMCs) and CVA groups that include interested community members, CSOs, representatives of water users' associations (ASUFORs), health committees, and other sector management committees**

GOLD initiated the creation of community groups to implement citizen engagement activities. The names of these groups have changed, with management committees becoming "development committees" and CVA groups becoming "citizen advocacy groups."

The Activity held meetings to share and discuss the guide for establishing and operating development committees and citizen advocacy groups with administrative authorities and technical service units, and mainly with municipal staff. These meetings provided an opportunity to introduce them to the community groups responsible for conducting citizen engagement activities under USAID GOLD and to enlist the commitment of mayors to institutionalize them. Municipal staff in the eight pilot CTs then established development committees by mayoral decree. The main role of these committees is to serve as consultant groups.

❑ **Development committees**

The first committees were established in the eight pilot CTs. Committees are made up of various actors such as CBO members, technical service units, religious authorities, participatory budgeting committees, local authorities, and citizen working groups in USAID Yaajeende's intervention zones. They are chaired by the mayor.

The purpose of the committee is to assist the CT in its mission of boosting economic and social development, and it is responsible for the following:

- Facilitating the creation and mobilization of strong, functional citizen advocacy groups in zones (*villages grouped by CT zone sharing a certain number of infrastructure and local community structures*) by integrating all of GOLD's four key sectors

- Identifying and informing the municipal council and citizens of issues related to USAID GOLD's four intervention sectors and other local development issues

- Participating in the local development planning process with the CT, communities, and partners (*Plan de Développement Communal*, participatory budget, POCL, etc.)

- Ensuring commitments made by the municipal council and technical and financial partners are kept by monitoring service delivery (norms, performance measurements, action plan implementation, etc.)

- Encouraging and participating in all citizen initiatives and actions organized in the CT or *arrondissement*, *département*, etc.

- Participating in managing conflicts and responding to citizens' concerns and expectations through advocacy

- Supporting the local government in advocating at the national level

- Advocating for issues at the *départemental* and regional levels

The first activity of development committees was the establishment of citizen advocacy groups.

❑ **Citizen advocacy groups**

Elected members of development committees established citizen advocacy groups in the CTs of Koumpentoum (two), Missirah (four), Bambali (three), and Tanaff (three). These groups are made up of CBOs in the education (CGE), health (COS), water (ASUFOR), and agriculture (CLCOP) sectors and resource persons in each zone.

The goal of these groups is to facilitate community engagement in their neighborhood or village. Their missions are as follows:

- Mobilize existing structures and community organizations in the zone (CGE, APE, COS, GPF, etc.)
- Support CSOs in organizing social mobilization
- Organize community assemblies to share information, monitor norms, evaluate performance measurements, and review results
- Monitor action plans for all infrastructure in the zone
- Serve as an intermediary between the steering committee and the community
- Report to the steering committee on the monitoring of norms, evaluations of performance measurements, and the implementation of action plans for all infrastructure in the zone, using the appropriate monitoring tools
- Develop and implement the local advocacy plan
- Report all useful information to the steering committee (quarterly)

Bambali development committee *Tanaff citizen advocacy group*

❖ **Conduct trainings for SMCs**

Actions to build the capacity of CBOs, particularly those that make up development committees/consultant groups and citizen advocacy groups, lead to greater buy-in of the community engagement approach.

A training was organized for all development committees in the pilot CTs. This training was aimed at encouraging buy-in of the CVA approach by committee members, who are responsible for coordinating all community engagement initiatives in the CT. For two days, committee members discussed topics related to citizen engagement and community participation.

Members of citizen advocacy groups were trained on the roles, responsibilities, and functioning of citizen advocacy groups. They also benefitted from capacity building to allow them to organize community meetings (initial meeting, norms monitoring, performance measurement evaluation, and action plan review/development).

A total of 464 community actors (including 97 women) who are members of health committees, school management committees, and ASUFORs participated in the training.

Table 6: Training of community structures, by CT

CT	Development committees			Citizen advocacy groups		
	# members	# trained	# women	# members	# trained	#/CT
Tambacounda						
Missirah	50	43	10	43		4
Koumpentoum	45	45	14	47	47	2
Kédougou						
Dindéfélo	34	34	04			
Salémata	40	35	09			
Kolda						
Médina Chérif	50	50	11		0	
Bagadadji	50	47	15		0	
Sédhiou						
Tanaff	45	43	13	56	55	3
Bambali	48	48	10	41	0	3

This training allowed the eight development committees created in the CTs of Missirah, Koumpentoum, Dindéfélo, Salémata, Tanaff, Bambali, Bagadadji, and Médina Chérif and 11 citizen advocacy groups to take ownership of the CVA approach. Citizen advocacy groups organized information sessions in each of their neighborhoods.

7.3 Lessons Learned

The integration and adaptation strategy GOLD pursued in FY 2017 led to successful integration between Activity results and USAID's sectoral programs, a strong commitment from administrative authorities (governors, prefects, sub-prefects), local authorities (mayors and council members), and citizens to support the Activity, and ownership of the CVA approach among health, education, and water actors.

This strategy requires mobilizing resources and time, at the cost of rapid activity implementation. For example, consultants were supposed to finalize the educational water management booklet for communities in March 2017. However, to promote integration, GOLD instead chose to take the time needed to develop partnerships involving USAID Accès, the Ministry of Water, and OFOR in developing the booklet. Since such a process takes time, the booklet will not be finalized until the beginning of FY 2018. This activity, which was planned in the FY 2017 Annual Work Plan, will therefore not be completed within the original timeframe, but collaboration between Accès and GOLD will be reinforced, and the booklet will be used by OFOR, which plans to distribute it throughout Senegal.

GOLD would like to continue the cooperation and integration approach for this Result during FY 2018 by providing the flexibility needed to plan activities and adapt to different partner constraints. All the proposed activities are expected to help achieve other Results and will be implemented with the USAID sectoral programs present on the ground.

8.   Cost Share

GOLD's cost share strategy is based on the principle of partner and beneficiary involvement in implementing activities, from design to funding.

The cost share policy is supported by an information campaign to inform CTs of the cost share principle. During FY 2017, USAID GOLD developed an internal committee to collect, document, and monitor the cost share. This committee coordinates the Activity's cost share policy and holds periodic meetings to monitor partner participation in funding activities.

Working with the PNDL to conduct the SMP-CT and baseline assessments in pilot CTs saved the Activity considerable time and resources. Additionally, during joint missions and other joint activities, the PNDL covers all of its own costs. GOLD has collected more than [Redacted] in cost share from the PNDL, URAC, FAFS, and the CT of Dindéfélo.

During FY 2018, USAID GOLD will increase its cost share collection, particularly through partnership framework agreements with target CTs. The action plans underlying these agreements will be essentially based on local actors' participation in funding activities.

9.   Collaborating, Learning, and Adapting (CLA)

Monitoring, evaluation, research, and learning are central to the Local Governance for Development approach. The Monitoring & Evaluation (M&E) system should serve as a decision-making tool and meet the internal management and supervision needs of all GOLD stakeholders, i.e., direct and indirect actors, USAID, other implementing partners, and the GOS. This year, GOLD focused on developing baselines and the functioning of its M&E system.

9.1   Activity 1: Develop and operationalize the Activity Monitoring, Evaluation, and Learning Plan (AMELP)

CLA Activity 1.1: Prepare and submit AMELP

GOLD developed an AMELP (currently being approved USAID) and a procedures guide that it shared internally. The monitoring, evaluation, and learning (MEL) day at the GOLD planning and capitalization retreat provided an opportunity to share the guide with actors responsible for the flow of information, indicators, and data collection tools. MEL officers from other USAID projects (Neema, Naatal Mbay) and partner structures (CLM, PNDL, etc.) also participated.

CLA Activity 1.2: Design and operationalize Knowledge Management Platform and M&E dashboard

Once the AMELP was submitted a meeting was organized with GOLD's partners to develop the M&E guide, clearly and specifically describing the tools and materials to be developed to collect data for logical framework indicators and the methodology for collecting, processing, and analyzing gender-related data, and to propose the type of M&E system to be developed for GOLD.

GOLD began to develop databases based on its activities in the field and produced tables to report on indicators.

In Year 1, GOLD committed to reporting on 10 out of 30 indicators. Of those 10, only one could not be reported by the time the report was written, due to a delay in launching certain field activities. The progress made on each of these indicators is shown in *Table 7*.

Table 7: Table of indicators on September 30, 2017

Indicator	Target value	Achieved	Percent achieved
Percentage of targeted CTs using a participatory budgeting process	10%	13%	130%
Number of individuals who receive training to strengthen local government and leadership	100	577	577%
Percentage of targeted CTs that have at least one technical committee in place to make and follow a plan to provide social services	6	0	0%
Number of USG-supported activities designed to promote or strengthen the civic participation of women (F 2.4-6)	20	21	105%
RTI 1: Number of people that benefit directly from RTI projects	500	653	131%
Number of other USG-funded programs with which the Activity initiated meetings	10	9	90%
Number of activities carried out in collaboration with another program funded by USG	30	25	83%
Number of other programs/ institutions with which the Activity initiated meetings	10	17	170%
Number of activities carried out in collaboration with another program/ institution	10	35	350%
Number of CLA meetings held between GOLD core technical team and MEL team	2	3	150%

GOLD developed the dashboard above based on data collected in the field. The Activity's eight pilot CTs are using a participatory budgeting process. 13% of the total objective (63 CTs) has therefore been met, exceeding the Activity's objective of 10% for this year.

As for the "Number of individuals who receive training to strengthen local government and leadership" indicator, field data show that 577 people have been trained in different topics.

Table 8: Number of individuals that received GOLD assistance

Topic	Men		Women	
	Youth (age 15 to 35)	Adults (over 35)	Youth (age 15 to 35)	Adults (over 35)
Acte III decentralization reforms, roles and responsibilities in the life of the CT	1	21	1	11
CVA approach and evaluation of norms by citizen advocacy group members	13	54	10	19
CVA approach and roles and responsibilities of development committee members	61	210	22	59
Participatory budget (BP)	3	22	0	5

Topic	Men		Women	
	Youth (age 15 to 35)	Adults (over 35)	Youth (age 15 to 35)	Adults (over 35)
Training of local actors in budgetary resource mobilization and management	2	11	1	1
GOLD, its approach, strategy, etc., for community radio actors in the GOLD regions of Kolda, Sédhiou, Tambacounda, and Kédougou	8	14	10	5
The IGGB and its implementation	12	27	4	7
Result 3 baseline surveying techniques for surveyors in the regions of Kolda, Sédhiou, Tambacounda, and Kédougou	14	14	8	3
Total	**114**	**373**	**56**	**110**

9.2 Activity 2: Collaboration and Learning Activities

During GOLD's work planning and reflection retreat in August, GOLD worked with USAID to further refine the learning agenda. A table of research questions was then revised based on proposed contributions and RTI's research expertise. GOLD's main research question was narrowed to the following:

- What is the added value of integrated local governance in terms of service delivery?

The next step will consist of identifying research institutions to provide GOLD, USAID, the government, and partners with answers to these questions.

The following related questions also merit reflection:

- What did and did not work well in GOLD's participative design approach? What lessons were learned, including about the way in which stakeholders (USAID, citizens, government actors) facilitated/hindered the design process?
- How did the political and economic environment change and how did GOLD adapt to changes in the contextual environment?
- What governance tools are included in GOLD and how did they function?
- How did GOLD use adaptive management?

Annex 1: Lessons Learned

KEY LESSONS LEARNED IN YEAR 1
The *Collectivité Territoriale* (CT) should lead the definition and implementation of all activities conducted on its territory. GOLD must therefore establish an appropriate "co-production" framework, particularly through a framework agreement and specific agreements specifying the objectives, expected outcomes, and respective responsibilities of the CT and GOLD.
GOLD must communicate with all of the authorities at every level before beginning an activity, using existing mechanisms such as the Regional Committee for Development (*Comité Régional de Développement*, CRD) and according to a schedule that respects the hierarchical levels (for example: DAGAT-> Governor-> Prefect-> Sub-Prefect). GOLD should support USAID's regional focal points, who play a very important role in ensuring effective and constant communication with regional authorities.
Territorial authorities should be involved in the strategic definition of activities. For example, the Governor's opinion should be taken into consideration in choosing target CTs. We must also be able to meet these authorities' demands in connection with the GOLD objectives, such as supporting the organization of regional harmonization conferences according to a Governor's request.
Constant communication between the COP, the AOR, and the USAID/DRG team is necessary to ensure that everyone within the Mission remains informed. When well-informed about GOLD, all AORs/CORs can facilitate initiatives for integrating the Activity with USAID's sectoral programs.
The integrated management of regional offices with health programs is very efficient. In addition to the savings generated by sharing material resources (offices, vehicles, equipment, etc.) and administrative support, staff working on different programs can plan and implement their beneficiary activities together.
The "tools" proposed by GOLD are very useful and well-liked by all partners for their participatory, integrated nature. The IGGB involved all types of local actors (including USAID IPs) to assess local good governance and develop an integrated action plan to improve it. The SMP was implemented with the PNDL, with certain indicators currently being considered by the World Bank and the government for the future system for allocating funds to CTs based on their performance. RSS+ and Neema have received training on CVA for their community engagement support activities. Several partners have expressed an interest in the upcoming implementation of Sen-Bridge and the *Système d'Information Territorial* (SIT).
The initiation and monitoring of partnerships with multiple organizations is complex. Specific human and budgetary resources must be allocated to avoid certain frustrations among partners related to a lack of communication.
A mechanism for managing and close monitoring is necessary. GOLD's current intervention capacity is mainly based on the central level (Dakar) and regional level (Tambacounda and Kolda). This mechanism must be expanded with a presence at the CT and community levels to ensure the continuous management, support, and monitoring of activities.

KEY LESSONS LEARNED IN YEAR 1
The promotion of an integrated multisectoral approach requires constantly adapting the management and planning of activities according to our partners' constraints. This situation can create a negative perception of the Activity's performance due to a failure to comply with the schedule for certain activities. Some indicators could also be impacted, as GOLD prioritizes generating stakeholder ownership of actions over obtaining rapid but not sustainable impacts. We must therefore continue our discussion with USAID on the most appropriate methods for evaluating the Activity's performance and documenting lessons learned.
Beyond contractual obligations, the cost share strategy makes it possible to develop a real spirit of cooperation (rather than assistance) between GOLD and each partner. We must therefore plan the time and resources needed to build the capacity of partners to understand and document the cost share in accordance with USAID procedures.
The APEA clearly identified a number of problems with the current fiscal decentralization system in allocating and using CT resources, failures in assisting CTs, weak CT capacity, and the coordination and management of territorial development. GOLD must move toward a more balanced approach to issues of political dialogue on decentralization, both at the local and central levels, to reinforce the sustainability of its activities.

Annex 2: USAID Governance for Local Development Indicator Tables (as of September 30, 2017)

#	Indicator Name	Data Sources	Reporting Frequency	Disaggre-gation	Baseline Value	YR1		YR2 Target	YR3 Target	YR4 Target	YR5 Target	Comments
						YR1 Target	YR1 Actual					
1	Percentage change in integrated governance performance of targeted CTs	IGGB assessment	Baseline, midline, endline	CT	Average score at baseline: 58.	0%	0%	-	15%	-	30%	Average score at baseline: 58. Percentage change in score will be measured in year 3 and year 5 as change from baseline score
Result 1: Capacity of local government to respond to citizen demand increased												
2	Percentage change in technical capacity of targeted CTs	SMP-CT Assessment	Baseline, midline, endline	CT	Average score at baseline: 61.	0%	0%	-	15%	-	30%	Average score at baseline: 61. Percentage change in score will be measured in year 3 and year 5 as change from baseline score.
3	Percentage of targeted CTs using a participatory budgeting process	Participatory Budgeting project records,	Annual	CT	13%	10%	13%	20%	30%	40%	50%	Currently 8 communes, of 63 target communes are using a participatory budgeting process.
4	Number of CTs providing mentoring activities to another CT	Project records	Annual	CT	0	0	0	0	4	8	10	
Sub-result 1.1: Leadership capacity of CT councilors as elected representatives improved												
5	Number of individuals who receive training to strengthen local government and leadership	Training Report, attendance sheets	Quarterly	Sex; CT; age	0	100	219	600	1000	1500	2000	Training topics included: participatory budgeting, mobilization and management of resources, Act 3 of decentralization, management of non-violent conflicts, and advocacy.
6	Percentage of targeted CTs that have at least one technical committee in place to make and follow a plan to provide social services	SMP-CT Assessment	Annual	CT; sector	0	0%	0%	10%	20%	30%	50%	
Sub-result 1.2: Organizational strength (planning, budgeting, and implementation processes) of decentralized government structures increased												
7	Number of sectoral service management committees that improve their management performance	Organizational Assessment tool	Annual	CT, sector	0	6	0	10	30	60	70	This activity was delayed in year 1 and will be reported on in year 2.

#	Indicator Name	Data Sources	Reporting Frequency	Disaggre-gation	Baseline Value	YR1 Target	YR1 Actual	YR2 Target	YR3 Target	YR4 Target	YR5 Target	Comments
Sub-result 1.3: Public financial management and oversight of public expenditures improved												
8	Percentage of target CTs that comply with their legal procurement procedures for local goods and services	SMP-CT Assessment	Annual	CT	13%	0%	0%	10%	20%	35%	50%	
Result 2: Mobilization and management of local public resources improved												
9	Percentage change in local resources invested in public services by target CTs	CT treasury records, CT budget reports	Annual	CT, Sector	0%	0	0%	-	10%	15%	20%	In the 2015 fiscal year, the 8 pilot communes invested 132,675,329 CFA in the four target sectors. Percentage change in resources invested will be measured in years 3, 4, and 5 as change from baseline amount.
10	Percentage change in own-source revenue of targeted CTs	CT treasury records, CT budget reports	Annual	CT	0%	0	0%	-	10%	15%	20%	Baseline value of own source revenues in 8 pilot communes is 124,509,645 CFA. Percentage change will be measured in years 3, 4, and 5 as change from baseline amount.
Sub-result 2.1: Own-source revenue of CTs increased												
11	Number of targeted CTs that increase the number of revenue-generating opportunities	Program records, CT treasury records	Annual	CT	0	0	0	-	4	8	12	In the 8 pilot communes, the baseline found they currently have 25 revenue-generating opportunities.
Sub-result 2.2: Social accountability mechanisms for service delivery transparency increased												
12	Percentage of CTs making available social accountability tools for use by citizens	Community advocacy groups' records, U Bridge, Participatory Budgeting report	Quarterly	CT	0%	0	0%	10%	20%	30%	40%	
Sub-result 2.3: CT planning and budgeting integrates development partners' resources												
13	Percentage of CTs whose plans integrate development partners' planned interventions in the four core sectors	PTA of CTs PDC, CT treasurer records	Annual	CT, Sector	0%	0	0%	10%	20%	30%	50%	

#	Indicator Name	Data Sources	Reporting Frequency	Disaggre-gation	Baseline Value	YR1 Target	YR1 Actual	YR2 Target	YR3 Target	YR4 Target	YR5 Target	Comments
Result 3: Community participation in service delivery management (Health, Education, WASH, Agriculture) increased												
14	Number of community advocacy groups that develop and implement a plan to oversee service delivery at the community level	Project records, WV reports	2 times per year	CT	0	0	0	30	50	60	120	
15	Number of organizations of women, youth, and vulnerable populations that participate in budget processes and service provision advocacy work	Project records, WV reports, Participatory Budget reports	Annual	CT, type of group	0	0	0	20	30	40	50	
16	Number of USG-supported activities designed to promote or strengthen the civic participation of women (F 2.4-6)	Project records, FAFS, WV, URAC reports, IGGB	Quarterly	CT	0	20	26	40	60	100	120	Activities include committees for local development, committees for departmental development, the participatory integrated good governance barometer process, advocacy training sessions, and the CVA approach.
Sub-Result 3.1: CSOs' skills to take collective action on priority public needs improved												
17	Percentage of members of CSO supported by the project who understand the standards of government performance in public service	CSO survey	Baseline, midline, endline	CT, Sex, Age, Sector	49.74%	0	0	-	10%	-	20%	
18	Number of programs (radio, television, newspapers, social networks, etc.) making citizens aware of, and promoting the use of, basic services being provided	FAFS, WV, URAC reports, program records	2 times per year	CT, type of program	0	0	0	200	350	500	1000	
Sub-result 3.2: Existing opportunities to engage in dialogue on public needs are used by stakeholders (government, nongovernment, donor, etc.)												
19	Number of advocacy campaigns organized by CSOs around issues identified by the community	FAFS, WV, URAC, AFEX reports,	Annual	Sector; CT	0	-	-	4	8	20	35	

#	Indicator Name	Data Sources	Reporting Frequency	Disaggre-gation	Baseline Value	YR1		YR2 Target	YR3 Target	YR4 Target	YR5 Target	Comments
						YR1 Target	YR1 Actual					
20	Number of civil society organizations (CSOs) receiving USG assistance engaged in advocacy interventions (F-2.4.1-9)	FAFS, WV, URAC, AFEX reports	Annual	Sector; CT	0	-	-	4	4	4	4	
21	Number of communities holding interface meetings to discuss government service issues and performance	WV reports	Annual	CT	0	-	-	20	30	40	100	
22	Number of service requests generated by citizens through the U-Bridge platform	U Bridge report	Annual	CT; sex, Age, Sector	0	-	-	500	1400	2000	4000	
RTI Standard Indicators												
23	RTI 1: Number of people that benefit directly from RTI projects	Program Records	Quarterly	Sex, Age, CT	n/a	500	767	1200	3000	4000	5000	All people who benefited directly, from a training supported by the program, regardless of the training theme.
24	RTI 2: Number of scientific studies published or conference presentations given	Program records	Annual	n/a	n/a	0	0	0	1	1	2	
Indicators on Integration Process												
25	Number of other USG-funded programs with which the Activity initiated meetings	Project records	Quarterly	National Regional, local	0	10	10	12	15	15	15	
26	Number of activities carried out in collaboration with another program funded by USG	Project records	Quarterly	National Regional, local	0	30	21	70	100	140	180	
27	Number of other programs/ institutions with which the Activity initiated meetings	Project records	Quarterly	National Regional, local	0	10	20	12	15	15	15	

#	Indicator Name	Data Sources	Reporting Frequency	Disaggre-gation	Baseline Value	YR1		YR2 Target	YR3 Target	YR4 Target	YR5 Target	Comments
						YR1 Target	YR1 Actual					
28	Number of activities carried out in collaboration with another program/ institution	Project records	Quarterly	National Regional, local	0	10	33	30	50	70	100	
Indicators on Internal Learning												
29	Number of CLA meetings held between GOLD core technical team and MEL team	Record meeting	Quarterly	n/a	0	2	3	4	4	4	4	
30	Number of learnings that have been directly applied to adapting GOLD technical programs	Report of Activities,	Quarterly	n/a	0	0	0	-	2	4	6	