



*African Training and Research Centre in
Administration for Development*



International Development Research Centre

Local Governance and ICTs Research Network for Africa

LOG-IN Africa

TECHNICAL REPORT

Senegal

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I - NATIONAL GOVERNANCE FRAMEWORK

1.1. Governance in general

Senegal is a republic governed by a presidential regime constitutionally marked by the separation of 3 powers: executive, legislative and judicial.

At the level of deconcentration, Senegal counts three types of structures which are dismemberments of central administration: the region, the department and the district. These structures are not endowed with the moral personality. At the head of every region is a governor, the department is administered by a prefect and every district is steered by one under prefect. Senegal counts 11 regions, 33 departments and 92 districts.

At the decentralized level, Senegal counts local governments, endowed with the moral personality, with the financial autonomy and a council members of which are elected in universal suffrage. One distinguishes 3 levels of communities: the region steered by a President of regional council, the municipality steered by a mayor and a rural community steered by a President of rural council.

Senegal count at present 11 regions, 110 municipalities (43 of which of the district) and 320 rural communities.

By its multisector-based interventions, the civil society covers and mobilizes wide sectors of the social life.

On another register, the implication of civil society in the decentralization process improves and corrects introvert decision-making, centred only on the State. By the function of intermediation, civil society throws a bridge to facilitate communication between political power and global society which one.

2.2. Local governance : policy and strategy

The Senegalese experience of administrative decentralization, although very ancient, did not up to now meet the expectations and hopes of the populations.

If certain reasons of this lack of success such as the absence of resources, the weakness of human capital, etc. were well identified, the lack of citizens participation in decision making process was never faced enough.

It is a question to a large extent of making elected members real leaders and entrepreneurs with a dynamic vision of the local development, to create narrow relations between the government and the State on one hand and among the elected members and the populations on the other. This priesthood requires obviously the intensification of the technical capacities of the elected members. In his new role, the elected member does not have to be any more a broker. It(he) has to think and master the economic, social and cultural development of the local government. He will be judged after free and transparent elections according to its realizations, to its ambitions and the way he dealt with women, young people and leaders of opinion.

When one analyzes closely the three advantages of which decentralization is potentially a porter, namely an improvement of the efficiency of services supplied by the local governments, a better governance and an improvement of equity, one realizes that none of these virtualities can indeed come true without a real popular participation. So at, a place of choice must be reserved for civil society in all aspects of local development.

To meet this issue, certain constraints must be faced. These are :

- Notorious lack of competent executives to define and to lead efficient local policies
- Illiteracy
- Lack of financial means
- Enclosing
- Poverty
- Absence of dialogue between the rural councils and the community basic organizations
- Absence of a democratic culture.

It is aware of these problems that the State introduced a National Program of Good Governance of which constituents are the following ones :

- Improvement of the quality of public service ;
- Economic governance ;
- Improvement of the quality of the parliamentary work ;
- Judicial governance ;
- Local governance ;
- Development of ICT.

The following main problems were identified in the policy of decentralization :

- The emphasis on institutional aspects in initial reforms and a weak consideration of the development in the base ;
- Financial resources did not follow competences transferred to the decentralized authorities ;
- The bad state of the economic and social basic infrastructures ;
- The lack of coordination of the interventions of development partners.

Now, what is at stocke is the deepening of Senegalese experience in decentralization and local governance.

To do it, 4 axes of intervention were retained :

1. Improvement of the institutional and organizational frame,
2. Capacities building of human resources,
3. Coordination of the interventions of the actors and partners in the local development,
4. Improvement of local finances and decentralization of the management of public spending.

II - BRIEF EXPLANATION OF THE NATIONAL PERSPECTIVE ON ICT FOR DEVELOPMENT

Political authorities regularly advanced the key role that they grant to Information and Communication Technologies (ICT) in the economic and social development of Senegal. ICT's are viewed as a powerful vector of acceleration of the economic growth and the modernization of the administration.

To do so, the following legal and institutional measures were taken since 2001 :

- Adoption of a new code of telecommunications
- Creation of the Agency for the regulation of telecommunications (ART)
- Creation of the Agency of Data processing of the State (ADIE)
- Creation of a ministry to promote ICT's
- Liberalization of the sector of telecommunications

Besides, within the framework of the application of the national Program of good governance (PNBG), ICT's were identified as privileged instrument for the improvement of productivity of public services, the implementation of qualitative performances and the institution of a modern communication. For that purpose, the following lines of action were defined :

- review of the legal frame and improvement of the institutional frame on ICT's ;
- development of the Internet to increase the efficiency of the institutions of the public service ;
- improvement of the management of human resources through the implementation of a global and coherent system of information ;
- pursuit of the computerization of the big registers of the State to insure a bigger transparency in the management of administrative acts ;
- improvement of the quality of services intended for private sector ;
- increase of transparency and fight against corruption by rationalizing procedures and reducing opportunities of frauds ;
- reduction of the cost of the purchases of the public service by rationalizing the procedures of signing of markets and taking the best opportunities offered by world market (E-commerce) ;
- improvement of the public information system to favour a bigger transparency, to offer to local governments a wider opening on the world and to tie up partnerships within the framework of the decentralized cooperation ;
- use of ICT's to improve the productivity of the National Assembly and to strengthen its policy of communication.

In the international plan, Senegal is also very engaged in the promotion of the use of ICT's because it saw itself confided the coordination of the ICT's sector within New Partnership for African Development (NEPAD) of which one of projects aims at the creation of one " African cyber market ".

The main action of the Computer Direction (management) of the State (DIE) created in 2001, and changed into an Agency of the Data processing of the State (ADIE) in 2004, was the application of the Project of Modernization of the Systems of Information of the Administration (PMSIA).

The PMSIA has four major objectives :

- To impulse a governmental computer policy which will guarantee the coherence, the efficiency and the perpetuity of the means of information and communication given to the various structures of the State ;
- To master the technological choices to obtain an optimal return on investments granted for the display of the ICT's within the framework of the started actions of modernization ;
- To set up an organization capable of federating and promoting on the long term the efforts of all the actors concerned by the application or the custom (usage) of the systems of information of the State ;
- To create the conditions of a progressive decentralization of certain activities of the Administration to make them more accessible to citizens.

Strategy elaborated for the realization of these objectives rested on an articulation of the PMSIA in six big constituents (Presidency, Prime Minister office and the other administrations, Ministry of the Economy and Finances, Public companies, Home Office and Higher education) divided into sub-composers themselves including actions aiming at the modernization of a big governmental or administrative function(office). In this frame, the main construction site was the implementation of a governmental intranet which connects, by an appropriate network in optical fibre, the minister's personal staffs and the administrative structures and which should afterward change into an administrative intranet connecting the various dismemberments of the administration through the country. Furthermore, within the framework of the complete revision of the electoral file and the modernization of the national system of identification, it is planned to endow all the citizens of numeric (digital) identity cards containing biometric data.

III - SITUATE THE PROJECT WITHIN THE NATIONAL PERSPECTIVE ON ICT FOR DEVELOPMENT AND LOGIN

Political, economic and social aspects of ICT on local governance are among the questions raised by the Nairobi workshop. These involved among others service delivery, citizen participation and local economic development.

The project fits in perfectly in so far as it aims at empowering civil society organizations, promoting transparency in service delivery and bringing together local stakeholders to work for self- reliance and economic development.

IV - RESEARCH PROBLEMS AND OBJECTIVES

4.1. Research question

What ICT tools and strategies are effective in enhancing citizen participation in rural governance within the framework of decentralization in Senegal?

4.2. Research objectives

- To develop and assess strategies for citizen participation;
- Fix modalities to achieve transparency and accountability;
- Develop programs for enhancing communication and information within the context of current decentralization program in Senegal

V - SIGNIFICANCE OF THE STUDY (LOCAL & CENTRAL GOVERNMENTS LEVELS, ETC)

In a country like Senegal, although the needs are far from being satisfied, the use of the telephone is spread quickly and easily thanks to the proliferation of the télécentres, of the concessions granted by the national operator to private people and who gained since their creation in 1992 an immense success.

Infrastructures are ready in the country and one can be connected with Internet in the majority of the cities.

The implementation of decentralization and the rise of télécentres held by dynamic managers are assets on which could be pressed the diffusion of Internet.

In term of uses to be developed, the existing projects target the following categories:

- disadvantaged social categories, women, young people and rural zones (Acacia project...);
- contractors of the modern sector, project of support to the environment of the companies, (Trade Point...) and also the field of education, the University and the schools (the World Bank...);
- intermediate social categories of the small private, often very dynamic contractors (project Manobi....).

Senegal is thus the theatre of multiple experiments. However there is a real absence of dialogue and coordination between these programs.

Questions arise as a private individual with matter of the projects for the equipment of the schools by the World Bank which consider the supply of tools rather that adapted contents and the training of the Masters. It is still too early to appreciate the concrete results of all these initiatives.

The challenges to be met are the following :

- the challenge of contents ;
- the challenge of training ;
- the challenge of maintenance.

VI - PROJECT IMPLEMENTATION AND MANAGEMENT

6.1. Research team

The project is led by Prof. Yèro Sylla, Executive Secretary of Société Africaine d'Education et de Formation pour le Développement / African Society of Education and Training for Development (SAFEFOD), Senegal and will be managed by this team :

Project team leader : Prof. Yèro Sylla

Country Researcher Team : Mr. Charles Médor, M. Libasse Hane and Mr. Ahmadou Diallo (SAFEFOD representative in Barkédji).

6.2. Research activities

The implementation of the project will be done according to a participative approach which places the local at the center. These actors will be implied in all steps of the process.

For that, three major activities are planned :

6.2.1. Data Collection and treatment

- Diagnostic survey on ICT readiness
- Zonal thematic foras
- Planning of action research
- General community forum
- Elaboration of project for each network

6.2.2. Implementation of the Observatory

- Website study and development
- Installing the 3 softwares
- E-connexion of the actors
- Interactive CD-ROM realization
- Film realization

6.2.3. Training and communication

- Training citizens and organs
- Publication of the community journal
- Program consolidation
- Radio show
- System promotion

The activity of monitoring and evaluation is conducted throughout the project and will start as of the launching of the activities. To ensure the durability of the activities, a device of perpetuation will be designed with the beneficiaries and implemented to allow the Observatory to have resources clean and to continue to function with the progressive withdrawal of SAFEFOD.

VII - PROJECT PLAN, INCLUDING OUTPUTS/DELIVERABLES

7.1. Annual planning of activities

N°	Activities	Outputs	Indicators	Period
1	Installation of technical team	Members of technical team are installed -the philosophy of program is shared	1 Coordinator 1 principal researcher 1 Assistant researcher	August 2006
2	Launching of the program in Barkédji	Populations are informed on the project	Launching report	September 12 th
3	Reference survey	The inventory of fixtures regarding ICT's is carried out	-18 questioned structures including 16 community organisations. -Diagnostic report	September 13 th to 20th 2006
4	Training in projects monitoring and evaluation	Improvement of Technical team's capacities in projects monitoring and evaluation	Training report	September 25 th to 29 th 2006
5	Training in computer use in French	The various actors use the data-processing tool in french	Number of trained recipients controlling Windows, Word & Excel in french.	September 15th to 15 Nov. 2006
6	Improvement & Evaluation of trainers			
7	Truck farming activities starting	The truck farm is exploited by the populations under supervision of the Observatory	-Number of owners -Number of exploited boards -Marketed Production	November 2006 to February. 2007
8	Training in computer use in national languages	the various actors use the data-processing tool in national languages	Number of trained recipients controlling Windows, Word & Excel in national languages	October 15th to December 15th 2006
9	Improvement & Evaluation of trainers			
10	Training in archivistic for registry office agents	The capacities of the registry office agents are reinforced in archivistic	Participants trained in archives techniques and management of the administrative documents	4 to 10 december
11	Installation of the data-processing equipment	CR, sub prefecture, CAREC and the Observatory are equipped in computer material	05 computers et 01 server including : - 03 connected in a local network - 02 computers with registry system software	November

			- 01 computer with management budget software - 01 computer with microfinance software	
12	Installation of softwares & training for users	-Registry system, budget management and micro finance softwares are installed. -The users are trained and operational	- 03 installed softwares - Number of trained users	4 to 10 december
13	First General Community Forum	The current problems and recommended solution are identified	Minutes of the forum Report of the Administrator	November 29th
14	Incineration symbolic system of « <i>Boul falé</i> »	The populations are sensitized on the misdeeds of this drug	-N incinerated bottles, equivalent to X liters -Presence of the local and territorial authorities -Number of Community organizations present. -Media coverage	Forum day
15	Installation of a data base	The data on CR are organized in digital format and are available for the actors	Operational database	December
16	Development of a website for Observatory	A Web site presenting the Observatory, CR and the program is put on line	Functional website	January 2007
17	Publication of the second number of community newspaper « <i>Eeraango</i> »	The second number of the newspaper is published	Number of drawn specimens	December 2006
18	2 nd General community forum	-The most urgent problems are identified and solutions recommended -The second number of newspaper is disseminated	-Minutes of the forum -Report of the Administrator	February 2007
19	Re-launching the partnership with all actors	A framework of partnership between actors is elaborated	Number of partnerships established	January 07 to February 08
20	Drafting of the second batch of books on traditional	Traditional know-how is capitalized	Number of documents edited	February 07 to may 07

	know-how			
21	Launching of new income generating activities	new income generating activities are initiated by the Observatory	-Number of created activities - Number of functional activities	After first campaign evaluation
22	Development of networks projects	The projects of each networks are elaborated	Number of elaborated projects	January-march 07
23	CD-ROM Production	CD-Rom in local know-how is produced	CD-ROM available	June 07
24	3 rd General community forum	-The most urgent problems are identified and solutions recommended -Constraints on training are identified in a participatory way	-Minutes of the forum -Report of the Administrator	July 07
25	Edition of training modules on local development	Validated training modules	Number of modules on local development available	July-august 07
26	Training workshops	Training courses are organized	Number of sessions Number of recipients	August 07
27	System Promotion	Zonal meetings, site visit and Radio show are organized	Number of informed people	March 07 to February 08

7.2. Deliverables/ Expected outputs

Undertaken activities will provide the following outputs which could be measured in the following terms:

Training: number of civil society leaders trained (2 sessions/year).

Information & communication: 2 for a/year, 4 issues of the community journal.

Software usage: number of administrative accounts produced; number of birth and death certificates delivered, number of products produced by the credit and saving software.

Data base and Website: number of persons having used the data base and the website.

E-connexion of actors: Regularity of e-connexion between the local actors.

Edition: number of bilingual training modules edited, number of issues of the community journal produced, and number of Cd-rom on local development produced.

Final research document: at the end of the project, we will produce a final research document lighting the real impact of ICT on local development and fixing the methodology used to bridge digital divide in a rural local government.

VIII - SUMMARY OF ACHIEVEMENTS TO-DATE

The following activities have been conducted after the Tangier meeting

8.1. Meeting of the technical team

The technical team made up of the project leader, the principal researcher and the assistant researcher met to define precise tasks for everyone.

The project leader who took part in all the program meetings presented the Log-in Africa project, its principles and philosophy.

8.2. Training in projects monitoring and evaluation

Given the fact that our project is an action research one, where measure of output, outcome and impact is important, we found it relevant to organize a seminar to reinforce the capacities of the researchers in projects monitoring and evaluation. During one week, our consultant visited the concepts of strategic and structural planning, cycle of life of projects, techniques of programming, monitoring and evaluation. MS-Project was also used in practical exercises.

This session made it possible for the team to improve planning of the intervention by the integration of parameters which were not taken into account at the beginning. After the seminar, the annual planning of the activities was revised (see annex).

8.3. Launching of the Barkédji program

The popular launching of the program was done on September 11-13, 2006 in Barkédji. The technical team met with all local actors: the President and the members of the local council, the local representative of the central government and his staff, delegates of grassroots community organizations, development partners and the observatory board members (Local Committee of Dialogue).

During these meetings, an evaluation of the pilot phase was made and the new Log-in Africa project presented in details to the participants

8.4. The reference survey (output n°1)

To assess ICT use in the Rural Community of Barkedji a reference survey has been conducted, targeting the local government, the state local administration, and civil society organizations.

The studies undertaken during the first phase had shown the existence of more than a hundred active community organizations covering about 59 villages.

On the basis of documents review and the information collected during that phase, survey questionnaires were elaborated highlighting specificities of each target. Concerning the ground work, the team used the method of quotas and stratification. Such a step is explained by the concern of avoiding repeating elements of the sample having the same characteristics and an identical informational behaviour or leaving out elements which can be carrying specific information.

Thus, the rural community, The under prefecture, the CAREC and the development partners were selected for the survey sample because of the important part which they have to play in the implementation of the project.

For the OCB, because of their number and their dissemination in space, it was carried out a survey with the 1/10th. All the social and economic categories were taken into account.

On the whole, 18 structures were questioned and 2 methods of collection used: key informant interviews and focus group for members of OCB's

The data collected was treated and analyzed leading to a diagnostic report.

8.5. Training the local actors

During this period, the administrator of the observatory conducted several computer basic courses: use of windows, word and excel, targeting agents of different services and OCB leaders and members.

Two categories of learners were concerned: those who read and write in French and those reading and writing in pulaar, the local language.

8.6. Computer equipments acquisition

The survey allowed to identify the needs in ICT equipment. Thus it is retained the acquisition of the following equipment for the different stakeholders:

- CR : 2 computers (1 for the management of the budget and 1 for the management of the registry system);
- Sub prefecture: 1 computer for the management of the registry system;
- the CAREC: 1 computer for the management of credit and savings operations;
- the Observatory: 1 additional computer to reinforce the equipment of the house of the citizen;
- a server to support the E-connection of the actors.

This material is already put in different places.

IX - APPROACH TO OUTPUT DISSEMINATION

9.1. Community Foras

Community Foras constitute strong moments of exchanges between actors on the problems and the priorities of the rural community. These Community meetings are an occasion periodically to return account of the achievements of the project to the recipients and to collect their feedback.

9.2. The Community newspaper

The first phase of the program made it possible to create a Community newspaper called "Eerango". Published in national language, this newspaper makes it possible to touch many the targets which are in 59 villages of the rural community.

This channel will be used to account for the activities and results of LOG-IN Africa to Senegal.

9.3. The Web site

To also touch external actors and the other likely ones to be interested by the experiment, the dissemination will be also made by means of the Web site which will be developed and put on line soon.

9.4. Local media

The local media and particularly the local radios which cover all the territory of the rural community will be also invited to disseminate the results of the project.

Room meeting. The observatory is often invited to the meetings organized by different partners. These meetings with executives can be used to present the project activities and achievements.

9.5. Development partners

They are represented in the Local Committee of Dialogue (CLC) of the Observatory and will be implied in the dissemination of information relating to the project.

X - CAPACITY-BUILDING REQUIREMENTS

For an efficient setting up of the project activities, it is necessary to reinforce the capacities of the team and the representative of SAFEFOD in Barkédji.

The monitoring and evaluation of projects is rather complex and requires some pre-necessary. This is why, it is envisaged a recycling of the team in management of follow-up and evaluation of projects related to the ICT stressing the use of software MS-PROJECT, the installation of a specific system of follow-up related to the activities of LOG-IN Africa and the development of specific monitoring tools.

The computerization of the management of the budget of local governments being one of the activities of the project, it is envisaged to reinforce the capacities of the team and the actors with in procedures of budget management. For that, specialists in local finances will be invited.

The same is planned for the microfinance software which requires also follow-up procedures for credit and saving.

The computerization of the registry system also requires capacities building of the actors in filing management of administrative documents with adapted archivist material.

To ensure a durability the activities of the Observatory, it is envisaged a training with the techniques of the microphone-gardening to help the networks to undertake income generating activities and seek for financial autonomy.

XI - RECOMMENDATIONS

After exploitation of the results of the diagnostic survey, it seems clearly that there is in Barkédji a strong demand of access in ICTs even though the offer is practically non-existent. To redress the tendency and reduce the gap in the digital divide, it will be a question mainly of :

- Equipping the rural community, Sub prefecture and the CAREC in adequate computer material;
- Training their respective staff in IT;
- Endowing the rural community with a management budget software in view to reinforce transparency and accountability in public affairs management;
- Equipping the rural community and the Sub prefecture with a registry system management to promote the installation of a real tool of decision-making aid;
- Computerizing the CAREC procedures in equipping it by a microfinance software in view to reinforce transparency and accountability;
- To make more visible, assets of the project by the development and publication of a Web site and the resumption of the community newspaper;
- To strengthen the material of the observatory to allow it to position itself on the local market as supplier of ICT services (text processing, photocopies, plastification, Internet connection, sending and reception of fax);
- To favor the opening of a training centre in emergent professions (computer maintenance, management of cybercafe, computer graphics, etc.) to target the inhabitants of neighbouring rural communities.

ANNEX

COMPUTERIZING MICROFINANCE PROCESSES

Conceptual Framework

Indicators / constructs	Outcome indicators	Output indicators
Transparency	<ul style="list-style-type: none"> - Microfinance policies and processes are clear and share -Information concerning the CAREC management is controlled - Scarcity of management faults 	<ul style="list-style-type: none"> -Number of financial policies and procedures documented and disseminated -Number of financial processes documented and shared -Better access to CAREC informations
Participation	<ul style="list-style-type: none"> -Increased participation in organs decision making -Increased participation in programme implementation -Growing interest for CAREC organs 	<ul style="list-style-type: none"> -Number of participants in the CAREC meetings -Number of regular CAREC meetings -Regular information provided to enhance participation in decision making -Number of members participating in organs decision making
Effectiveness and efficiency	<ul style="list-style-type: none"> -Annual results in constant progression -Increasing the members' number -Lightening of the procedures -Increase in the savings -Increase in the credit 	<ul style="list-style-type: none"> -Improved financial services -Increased reliability of the CAREC management system -Reduction of loads -Reduction of error margin -Reduction of the processing time of the files -ICT material available -Number of trained members
Accountability	<ul style="list-style-type: none"> -Regular and adequate feedback of CAREC members 	<ul style="list-style-type: none"> -Regular behaviour of the statutory meetings -Taking into account CAREC problems during community foras -Implication of the populations in the CAREC management