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Ministère de la Gouvernance locale, du Développement et de  
l'Aménagement du Territoire (MGLDAT)

**FINAL EVALATION OF THE PROJECT SUPPORT  
FOR LOCAL ECONOMIC DEVELOPMENT IN  
ANCHORAGE TO THE NATIONAL PROGRAM  
FOR LOCAL DEVELOPMENT  
LEDSP/NPLD**

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Final Report by

Abdoulaye Sène

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## ABBREVIATIONS LIST

**LDA:** Local Development Agency  
**MDA:** Municipal Development Agency  
**AGEX:** Executing Agency  
**AIR** activities Income Generating  
**RDA:** Regional Development Agency  
**CIB:** Consolidated Investment Budget  
**WB :** World Bank  
**LDSC:** Local Development Support Center  
**ISU:** Implementation Support Unit for Projects and Programs  
**LG:** Local Government  
**SDLD:** Support the Directorate for Local Development  
**LGD :** Local Government Directorate  
**LED:** Local Economic Development  
**DEX:** Direct Execution  
**GDPAT:** General Directorate of Public Accounting and Treasury  
**ESPD :** Economic and Social Policy Document  
**PRSP:** Poverty Reduction Strategy Paper  
**OVI:** Objectively Verifiable Indicator  
**LEDF:** Local Economic Development Fund  
**GELD:** Gender and Equity in Local Governance  
**ICG:** Economic Interest Grouping  
**WG :** Women's group  
**HLD:** House of Local Development  
**NEX:** National Execution  
**BCO :** Basic Community Organization  
**NGOs:** Non Governmental Organization  
**LEDSP / LDNP :** Economic Development Support Program for Local in Anchorage Local Development National Program  
**PSDRA:** Program of Support to Decentralization in Rural Areas  
**PRC:** President of Rural Community  
**LDP :** Local Development Plan  
**NPLD :** National Program for Local Development  
**UNDP:** United Nations Development Program  
**OPESD :** Orientation Plan for Economic and Social Development  
**PPP:** Public-Private Partnership  
**FDRP:** Regional Integrated Development Plan  
**TFP:** Technical and Financial Partners  
**ES / LDNP:** Executive Secretary of the Local Development National Program  
**DFS:** Decentralized Financial System  
**NSLD :** National Strategy for Local Development  
**DTS :** Decentralized Technical Services  
**TOR:** Terms of Reference  
**UNCDF:** United Nations Fund for Equipment  
**UNDAF :** UN Development Assistance Framework

## EXECUTIVE SUMMARY

### Context of the evaluation

Implementation of LEDSP/NPLD was part of the decentralization policy in Senegal. This policy, which is a long process, has reached a new stage called Decentralization Act 3 in 2013. This step increases the prerogatives of the LCs in terms of economic intervention and those of the populations in the participation in the management and supervision of Local business.

The execution of the LEDSP coincided with the economic plan with a fierce struggle against poverty through strategic documents and mechanisms for accelerating economic growth and at the political level with two alternations that led to a reorientation of economic policies . The latest change, that of 2012, merged the strategic documents and elaborated on this basis, an Emergent Senegal Plan (ESP), national reference in economic and social policies by 2035.

Responsible for contributing to the shift from decentralization to local economic development, the LEDSP was anchored to the NPLD and was to ensure :

- i. better management of local development by the central level;
- ii. Strengthened capacity of Local collectivities and promote LED;
- iii. Modernization of the mode of operation of the local administration and LC;
- iv. Improving the provision of basic social services.

After seven years of implementation with two phases, including a major one from 2008 to 2012 and an extension from 2013 to 2015, The State and its TFPs deemed it necessary to carry out its independent final evaluation.

The objective of the final evaluation is to analyze to what extent the activities planned by LEDSP have actually been carried out and the expected results and outputs achieved. The evaluation should also enable the Government of Senegal and its technical and financial partners to assess the program's contribution to the achievement of the objectives of the decentralization and local development policy, to draw important lessons and lessons Decisions to be taken for the follow-up to the intervention of that program.

The evaluation was carried out using a three-stage methodology:

- i. preparatory phase including a meeting with the Sponsor, the other actors interest and by the project and a literature review;
- ii. a field phase involving complementary data collection with the identification of the target and the development of collection tools;
- iii. a drafting phase including the submission of the interim report, taking into account the observations and suggestions of the members of the steering committee and its finalization.

Therefore, it was necessary to recall in the final evaluation the objectives and expected results of the LEDSP.

The overall objective of the project "Support for Local Economic Development, anchored in the National Program for Local Development - LEDSP/NPLD -" was to create an environment conducive to the emergence of decentralization towards local economic development.

It targeted four specific objectives with nine intermediate outcomes.

The specific objectives were:

- Support the formulation and implementation of LED strategy ;
- Improve funding for the Louga LED ;
- Strengthen the capacities of the territorial players for LED ;
- Strengthen the strategic steering of the ES / NPLD and RDA

The intermediate outcomes targeted were the legal, administrative, institutional and organizational frameworks for decentralization to include LED, the availability of tools and resources at the level of actors involved in the implementation of this LED, but also , Infrastructure and economic activities whose funding is in line with standards, among others. In sum, it was expected at the level of the region of Louga, the existence of an operational LED system with players able to play their roles in terms of resource mobilization, bankable project development, project financing And management and oversight of local affairs.

The final evaluation gave rise to findings, effects and results resulting from the implementation of the project. Findings relate to the relevance, effectiveness, efficiency and effects of the project, while the results are the outputs of the implementation of the activities.

Regarding **the relevance**, LEDSP/NLDP was deemed relevant because it was both (i) **appropriate** because of the need to consider the issue of local economic development in public policy; (ii) **founded** because its intervention strategy was in line with the ESP, Act III of decentralization and TFP intervention strategies; (iii) **coherent** because The architecture of its logical framework and results framework was based on the principles of results-based management; (iv) **adequate** for meeting the needs of various project stakeholders: LC with intercommunal, the private sector with the PPP, people with capacity building, decentralized services with the modernization of their intervention; (v) **simply** because finally That its Implementation mechanism was light and had experienced human resources.

LEDSP/NPLD also was **effective** because it had (i) management tools like planning documents incorporating LED; (ii) a simple implementation mechanism with experienced human resources; (Iii) a LED funding mechanism, the LEDF; (Iv) simple and transparent

implementation procedures, such as budget support; (V) a contractualisation between the actors in the implementation of the LED, the partnership agreements; (Vi) finally, evidence of this effectiveness, see table on page 19

LEDSP/NPLD was also **efficient**. His Efficiency was to answer the question: Did the resources mobilized achieve the objectives set and achieve the expected results in a timely manner?

The answer to this question is yes, because the objectives set for it were largely achieved as well as the results attached to them, see the table on page 19.

Another observation concerns the lack of synergy and overlap of responsibilities between the National Program for Local Development (NPLD) and the Local Development Agency.

**The effects** of the project were about them, raised the national, regional, departmental and local. They have to a large extent been positive. The only negative effect noted was the loss of human resource jobs at the end of the project.

These effects have led to significant **changes** in institutional, decentralized, devolved or economic. These changes relate either to new resolutions following a conviction arising from the effects of the project or to a new state of mind arising from the same effects of the project.

Also, LEDSP/NPLD had **assets** that were in :

1. Its mission who has a character ry legal and constitutional;
2. The expe rience of human resources;
3. Its anchoring to the NPLD which has made it enjoy its notoriety with the LC ;
4. The simplicity of the device and procedure.

It also benefited from **opportunities** found in:

(i) The favorable institutional environment constituted by the Emergent Senegal Plan (ESP), a national reference framework for public policy, decentralization and deconcentration ;

(ii) The existence of a donor pool in support of the decentralization policy ;

(iii) PSDRA achievements in the region of Louga, its area of intervention.

Project **sustainability** Has been appreciated through the existence of a pre-existing device for sustainability, but also the generation of sustainable self-sustaining effects.

Concerning the existence of a sustainability mechanism, one conceived as an integral part of the project, and charged with guaranteeing a closure leading to a happy prospect, was lacking. Even if the concern for sustainability has inhabited the project managers from the

outset, and even if a thorough reflection in this area took place during its implementation, a mechanism that gives more responsibility to the beneficiaries at the expense of the lessor has been lacking.

Regarding the existence of **self-sustaining lasting effects generated by the project**, significant effects were generated by LEDSP/ NPLD. These effects relate to the performances obtained by economic actors, women's groups or GIEs involved in various sectors.

**Project communication in turn**, depended on the services of the Division of training and communication of NLDP because it lacked own structure. The communication of the project was done through presentation brochures or by capitalizing the experience acquired in the form of various guides or, in the form of mass communication through radio broadcasts.

**The mainstreaming of gender, environment and ICT** was provided either by the direct intervention of the project as the relocation of slaughterhouses Guéoul at the town of the same name, or in equipment and training to put LC ICT in current affairs, or through a project that is rooted in the LEDSP, as in the case of GELD carried out in the commune of Louga and in two rural communities, one of which is in the department of Linguère , Gassane and another, in that of Kébémér, Sagata Gueth.

As far as the consideration of the environment is concerned, an environmental impact assessment preceded the implementation of each project to support the local economy in the concerned LCs. These studies were carried out by the Louga RDA.

LEDSP/NPLD were also **constraints** of procurement or execution of expenditure, the low level of LEDF compared to the size of the projects to be financed, the low level of resources that feed at The low self-financing capacity of the private sector and the informal nature of many of its members, among others.

Following the implementation of LEDSP/NPLD, **lessons and recommendations** were drawn. **Lessons learned** include:

- (i) the anchoring of LEDSP to the NPLD which has shown that a program because of its expertise can carry a project and carry it out ;
- (ii) the creation of a CIG around a departmental area instead of a concrete project that is not productive ;
- (iii) local economic development, which, in order to be sustainable, must place the private sector at the center of structuring investments ;
- (iv) support for economic initiatives in terms of capacity building and financing, which is more a guarantee of sustainability in terms of local economic development than the financing of structuring projects with public funds ;



- (v) the local private sector which is weak in terms of financial capacity and technical and technological know-how;
- (vi) local economic development which can not be achieved through short-term financing, high interest rates and low financing volumes.

**The recommendations are as follows:**

**At the central level**

**For the MGLDAT**

(i) federating the structures of State intervention in decentralization. These are the Local Development Agency (LDA) and the National Program for Local Development (NPLD). These structures must merge and constitute a large Agency for decentralization and local economic development with, if need be, dismemberment at the departmental level ;

(ii) institutionalize the HLDs and link them to the proposed new Agency resulting from the merger of the LDA and the NPLD as departmental offices;

(iii) increase the state's contribution to the LEDF by including a significant share of the resources to be drawn from oil and gas and borrowing from local governments;

(iv) integrating a sustainability strategy from the design stage for future projects to ensure a successful outcome

(v) accompany the implementation of future projects with a communication plan in order to improve their image with the target actors and populations;

(vi) Taking climate change into account in the design of future projects

**At the level of the RDA**

**To the RDA Board of Directors**

The Local Economic Development Support Division is to be integrated into the RDA organization chart and assumed in its budget;

**At the level of MDL**

**At the MGLDAT**

The status of consultation space and service platform must be maintained, but the participation of the private sector in the operation of the HLD must be effective. Also, the HLDs will henceforth have to be the receptacles of the large-scale projects of the State in their zone of intervention;

## **CHAPTER I: WORKING METHODOLOGY**

The recommended methodology works in a flexible way and allows adaptations seen as useful for reflection and analysis. The evaluation favored a quantitative and qualitative approach to better take into account all the reality on the ground.

### **1. Objectives of the evaluation**

The overall objective of the final evaluation is to analyze to what extent the activities planned by LEDP have actually been carried out and the expected outputs achieved. The exercise should also enable the Government of Senegal and its technical and financial partners to assess the program's contribution to the achievement of the objectives of the decentralization and local development policy, to draw important lessons and decisions to be taken for the follow-up to the intervention of that program.

### **2. Description of the methodology**

The evaluation methodology was carried out in three main phases:

- (i) preparatory phase including a meeting with the Sponsor, the other actors involved by the project and a literature review;
- (ii) field phase comprising a collection of data and the identification of the target and the elaboration of collection tools and finally ;
- (iii) an editorial phase including the restitution of the interim report, taking into account the comments and suggestions of the members of the steering committee and its finalization

#### **2.1- The preparatory phase**

##### **2.1.1 Meeting with Sponsor**

The meeting with the sponsor served to agree with him on understanding the terms of reference and to better understand his expectations. The preparatory phase enabled the consultant to meet the relevant structures and resource persons. It was also accompanied by a literature review, which made it possible to read the logical framework of the project, its achievements, the difficulties and opportunities encountered and the lessons learned in its implementation.

##### **2.1.2- The literature review**

At this level, it was necessary to take note of the logical framework of the project as well as its results framework, its achievements, the difficulties and opportunities encountered and the lessons learned in its implementation. It consisted of reviewing the documentation available to

better understand the outline of the mission, organizing useful information from the exercise and preparing the field phase for the collection of complementary data.

## **2.2- The phase of complementary data collection**

It allowed for a deeper diagnosis with targets in the form of interviews, surveys or participatory workshops. The collection phase also includes data processing and analysis. It was a question of checking whether the implementation of the project allowed: (1) better strategic management of local development by the central level; (2) building the capacity of local communities to promote sustainable local economic development; (3) modernization of the way territorial administration and local authorities operate; (4) improving the provision of basic social services.

The activities that led to the collection phase took place as follows:

### **2.2.2 Target identification**

It was a matter of identifying the people or institutions to meet in relation to their position in the implementation of the project and to develop a schedule to meet them. Therefore, it was necessary to develop tools for gathering information to be informed during the meetings.

**2. 3 The editorial phase** including the return of the draft report, taking into account the comments and suggestions of the members of the steering committee and its finalization.

## **3. Difficulties encountered**

There were some difficulties with the start-up of the mission, which was one week behind schedule the five-day deadline for the field survey too insufficient to reach the dispersed target between Dakar and the Louga region and its departments. This delay also did not allow to visit all the achievements of the project;

These difficulties have led to a slight shift in the date of submission of the interim report.

## **CHAPTER II: BACKGROUND TO THE IMPLEMENTATION FRAMEWORK**

### **2.1 Review of the strategic objectives of the project**

Title I of the General Code of Local Authorities on Free Administration stipulates in Article 3 that "Local authorities shall be responsible for the design, planning and implementation of economic, social and environmental development actions of interest local. This task of impelling local economic development thus devolved to the local authorities, constitutes for most of them, a real headache. The reason lies in their lack of skills in this area, but also in the lack of adequate tools to deal with it.

Thus, communities in the exercise of their general powers always tend to favor the social aspects of the demands of populations, namely health, education, the supply of drinking water, among others, sometimes leaving behind The local economic development component. In order to correct this imbalance, the Local Economic Development Support Program (LEDP) was created in June 2008. Its objectives were to create an environment conducive to the emergence of a decentralization Towards local economic development in the Louga region. The strategy developed consisted in providing targeted support to the NPLD, which was to bring together all the interventions of development partners in the fields of decentralization and the social, cultural and economic development of local communities in Senegal. This support strategy is in line with the main thrusts defined by the NPLD and concerns, on the one hand: (i) the national authorities to take more account of the economic dimension in Senegal's public policies, in particular in the Decentralization and deconcentration, the fight against poverty, regional planning, the promotion of women's rights, the promotion of employment and business and on the other ; (ii) territorial actors in the Louga region in the form of capacity building and provision of funding and methodological support to enable them to carry out economic development activities.

The expected effects of the LEDSP / NPLD are fourfold: (i) better strategic management of local development by the central level; (ii) building the capacity of local communities to promote local economic development; (iii) modernization of the way territorial administration and local authorities function; (iv) and improved provision of basic social services.

These four expected effects were to be driven by the implementation of capacity-building components and improved funding for local economic development through the establishment of a Local Economic Development Fund (LEDF) at the Provision of the 03 departments of the Louga region and administered within the framework of the responsibilities of the RDA.

The ultimate outcome of LEDSP/NPLD was to improve the living conditions of the populations and to boost local economies through a participatory approach aimed at strengthening the populations' capacities in the management and supervision of local affairs. This result should benefit the entire population of Senegal, particularly that of the region of Louga estimated at the start of the project to 780 648 inhabitants scattered in 5 arrondissements, 55 communes and 2632 villages.

LEDSP/NPLD has had two phases in its implementation. A first phase 2008-2013 called the main phase and a second phase 2013-2015 called the extension phase. The implementation of the project is supervised by the Executive Secretariat of the NPLD, coordinated by the Ministry of the Economy, Finance and Planning (MEFP) and anchored in the Ministry of Local Governance, Development and Territorial Development responsible for guardianship.

At the operational level, the management of the project was adopted in the spirit of the Paris Declaration with maximum use of procedures and the national financial circuit. The project approach was participatory and built on the experience of previous UNDP / UNCDF projects

in involving people in choices regarding investment decisions to benefit their communities. In the spirit of UNDAF 2007-2011, particular attention was paid to the regional dimension of economic dialogue and taking into account environmental requirements.

## **2.2 The Context for Implementing the Project**

Senegal is a Sahelian country that covers an area of 196,722 squares kilometers. Its resident population is estimated at 13 508 715 according to the General Population and Housing Census of Agriculture and Livestock of December 2013. It is composed of 49.9% d Men, and 50.1% women.

Through a proactive policy of poverty reduction through various documents including: (i) the two Poverty Reduction Strategy Papers (PRSP-I / 2003-2005) and (PRSP-II / 2006-2010); (ii) The Accelerated Growth Strategy (AGS), through which the country has been committed since 2005 and which aims to make it an emerging country; (iii) the guidance provided by NEPAD, of which Senegal was one of the initiators; (iv) the Orientation Plan for Economic and Social Development (PODES) as of 2007; (v) the Economic and Social Policy Document (ESPD): 2011-2015); (vi) the National Strategy for Economic and Social Development (NSSD): 2013-2017); And (vii) the Emerging Senegal Plan (ESP : 2014-2035), which summarizes all these documents. The prevalence rate of poverty in Senegal is constantly decreasing. It rose from 55.2 per cent in 2002 to 48.3 per cent in 2006 and 46.7 per cent in 2011. The human development index at the same time stands at 0.485 and places Senegal at 163rd On 187 in 2013.

In addition to this ambient poverty, the economic growth profile is erratic with an annual average of 3.9% growth in the Gross Domestic Product (GDP) between 2009 and 2013, and a slight surpassing of the target of 4.5% in 2014. The volatility of this economic growth is partly due to the occurrence of exogenous shocks such as food, financial and energy crises, all of which have had consequences On the living conditions of households in terms of low incomes, unemployment and difficult access to basic social services. Economic performance, therefore, is still insufficient to reduce poverty sustainably.

At the political and institutional levels, the 2009 local elections, then the 2012 presidential elections with the advent of a second democratic alternation and later local ones in 2014, had a major impact on the direction of public policies. In addition, Act III of decentralization, which is a decisive step in empowering local people in the management and supervision of local affairs, has led to the emergence of their participation in local economic development in constitutional principle .

In addition, a new institutional architecture was created within the ministry responsible for the program, which underwent a redevelopment in its name, as well as the abolition of some of its directorates including the Directorate of Decentralization and the Directorate of Training and Communication and the creation of the Directorate of Territorial Development Strategies

This period of renewal of political personnel, as well as institutional reforms, also coincided with the refocusing of the cooperation frameworks of the program partners, notably the World Bank through the Country Assistance Strategy, UNDP through the United Nations Development Assistance Framework (UNDAF) and Luxembourg Cooperation through the Indicative Cooperation Program. (ICP).

At the operational level, implementation of the LEDSP/NPLD was marked by its anchoring in the Executive Secretariat of the National Program for Local Development and the Regional Development Agency (RDA) in Louga.

### **2.3 Reminder of the organizational structure of the project**

At the strategic level, the LEDSP / NPLD was implemented by a national coordination housed within the NPLD Executive Secretariat, which was its anchoring structure. At the operational level, three departmental branches at Louga, Kébémér and Linguère, carried out this task.

National coordination with the National Coordinator, responsible for monitoring and evaluation, two accountants and an assistant was responsible for the technical coordination, administrative and financial. The Local Development Houses departmental offices of the project were led by a multidisciplinary team composed of a host of local development, in charge of decentralization component, advisor in local economic development, in charge of development issues of private and departmental head of department of the local development support, responsible for space devolution. The internal coordination of HLD was provided by a supervised administrator technically by the Local Economy Division of RDA whose head was covered by the project. The support staff at each HLD consisted of one assistant, two drivers and two guards messengers.

A steering committee established by order of the minister in charge of local governance, development and planning, and chaired by the Executive Secretariat of NPLD assured steering the project. This committee was composed of directions MGLDAT, MEFP, the associations of elected representatives of United Nations agencies and the subcommittee of donor support to decentralization.

An institutional partnership between him LEDSP / NPLD projects and United Nations programs and the execution of NPLD agencies, while at the local level, several partnership agreements were signed through the RDA Louga between different stakeholders and HLD, in particular, chambers and decentralized financial services.

## **CHAPTER III: RESULTS ACHIEVED AND OBSERVED EFFECTS OF EVALUATION**

The results and effects of evaluation observed in the field and at the literature will be examined component by component and earnings per result. Also, surveys findings will be listed in order

to improve the analysis. The findings relate to the relevance, effectiveness, efficiency, project impacts, sustainability, communication and integration of gender and environment

### 3.1 Relevance of the project

As noted in the TOR, support local economic development by communities in the long process of decentralization in Senegal, has always been low. The advent of Act III of decentralization with the regionalization of public policies, has contributed more to highlight this deficiency that the State of Senegal wanted to fill in the design and implementation of LEDSP. Also, the need for NPLD to have a tool to operationalize the LED, justified the anchor LEDSP within it to ensure better allocation of resources for technical and financial partners involved in decentralization.

It is also found that since the first alternation in 2000 to the creation of NPLD in 2006, the basic frame of the economic and social development policy of Senegal, has always focused on the fight against poverty through various policy documents and mechanisms supported by the FTP. Faced with this situation, the design and implementation of a project responsible for increasing the capacity of stakeholders in the formulation of the LEDs, but also in the improvement of its funding, was not only relevant, but also appropriate.

The choice of the Louga region based on the will to sustain the achievements of the Project to Support the Rural Decentralization, LEDSP intervention strategy centered on strengthening capacities of stakeholders and improved financing of LEDs, as the implementation of this strategy through the definition of consultation forums and platforms services such as Local Development Houses were also fully consistent with the objectives assigned to the project and its expected results. What about TFP intervention mechanisms such as the World Bank with SAP, UNDP and UNCDF with the UNDAF and the Luxembourg cooperation with ICP.

In total, it can be said that the LEDSP / NPLD was relevant because:

After more than a century of a decentralization policy geared towards meeting social needs, it was time for Senegal finally to take up the question of local economic development in public policy, decentralization ;

- (i) **Appropriate** , after more than a century of a decentralization policy geared towards meeting social needs, it was time for Senegal finally to take up the question of local economic development in public policy, especially in the decentralization ;
- (ii) **Fonded** , The overall objective of the LEDSP/ NPLD, which aims at the emergence of decentralization oriented towards local economic development ; That is to say towards an increased responsibility of local and regional authorities to boost the economic dimension of local development in order to

create competitive and economically viable territories, makes it possible to affirm that it is in line with axis 1 Of the ESP, which is the "Structural transformation of the economy and growth", but also with Act 3 of decentralization, which also aims at the territorialisation of public policies. The LEDSP / NPLD in its capacity-building dimension of the actors and the national authorities in the consideration of LED in public policies is also in line with the PES axis 2 on "Human Capital, Social Protection and Sustainable Development ".

Its contribution to the fight against poverty, the promotion of women's human rights and employment through its anchoring to the NPLD with a view to improving the living conditions of the populations falls within the framework of axis 3 of the relative ESP Governance, Peace and Security Institutions ".

The relevance of LEDSP/ NPLD is also assessed through the National Execution (NEX) procedure. This procedure, in addition to the traceability in the budgets of the local authorities that it provides to the resources mobilized, is an indicator of good governance with the framework of public expenditure in order to ensure its transparency and its effectiveness. As an indicator of good governance, it is in line with axis 3 of the ESP on "Governance, Peace and Security Institutions".

In all its aspects, such as the structural transformation of the economy, human capital or security, peace and democracy, the LEDSP/LDNP through its various components has been instrumental in contributing to The implementation of the PES axes in line with its possibilities.

LEDSP/ NPLD was also in line with the strategy of intervention of the TFP because it is in line with the ESP and the Act 3 of decentralization.

- (iii) **Consistent** with the results-based management principles, the logical framework and outcome framework architecture was consistent ;
- (iv) **Adequate**, corresponding to the needs of the various actors involved in the project, local authorities with inter-communality, inter alia, private sector with PPPs, populations with capacity building in various areas, Financial services, decentralized services with the modernization of their mode of intervention, etc.

**Simply** Finally, the project implementation system was light and comprised of human resources with extensive experience in the areas of decentralization and LED.



### 3.2 Project Efficiency

The effectiveness of the project is assessed through the process and intervention tools, but also through the level of achievement of results.

The approach for the planning, capacity building and funding LED facilitation was a great contribution in the effectiveness of the project. In the process, it should be added the existence of operational tools of a logical framework and a results framework accompanied by a series of indicators that allowed monitoring / proper evaluation. Also, the simplicity of the device operationalization LED nationally with national coordination, regional and departmental with RDA with HLD not only facilitated the implementation of the project, but also ensured its participatory and inclusive. The establishment of an LED of the financial mechanism, the LEDF also contributed to the effectiveness besides contracting between actors.

In total, LEDSP has been effective in its implementation because it provided :

- (i) Steering tools such as planning documents incorporating LED ;
- (ii) A simple implementation mechanism with experienced human resources ;
- (iii) an LED funding mechanism, the LEDF ;
- (iv) Simple and transparent implementation procedures, such as budget support.

Indeed, with the NEX procedure, the financial and budgetary execution rates have reached very satisfactory levels varying between 98 and 100% for the former and 71, 61 and 100% for the latter as indicated in the implementation table drawn from the Final report of the LEDSP / NPLD. This indicates a good absorption of resources by the different components of the project. The overall budget implementation rate of the project, which is barely more than 50%, is due to the fact that the expected commitments in terms of project financing were not met 100% ;

(v) Contractualization between the actors in the implementation of the LED, the partnership agreements;

(vi) Evidence of this effectiveness

#### Efficiency LEDSP

Component	Result	Score	Justification
	The LED strategy is implemented in	23%	Budgetary and institutional reasons linked to full

1. Development and implementation of LED strategy	the LGs of the Louga region		communalisation have resulted in a re-dimensioning of the target. Also, it can be noted that the design of a strategy with what it involves operationalization tests takes more time often and precedes the implementation which itself also has its time.
2. Funding of local economic development	Funding for the Louga LED is improved	50%	Score li ed to the modest LEDF
3. Capacity building of stakeholders in LED	The capacities of territorial actors for LED are strengthened	86%	Proof of, the satisfaction of the beneficiaries and the actors partners with the deployment of MDL
4. Strengthening the strategic steering of the ES / NPLD and RDA	The strategic steering of the SE / PNDL and RDA is strengthened	100%	Proof of the effectiveness of the MDLs as accompanying LED device and implementation of the SAFIC as a tool for diagnosis and planning of the LEDThe capacities of territorial actors for LED are strengthened

**Source :** Final Report LEDSP/NPLD

### 3.3 Project Efficiency

The efficiency of the project answers the question: have the resources mobilized achieved the objectives and achieve the expected results on schedule?

The answer to this question is yes. Indeed, the objectives whether to support the formulation and implementation of the strategy of LEDs, to improve the funding of the LED Louga, to strengthen the capacity of local actors for LED and strengthen the strategic management of the

ES / NPLD and RDA, these objectives were largely achieved as the results that were attached to them.

**Efficiency LEDSP**

<b>Planned Financing (FCFA)</b>	<b>Financing received (FCFA)</b>	<b>Completion rate (%)</b>	<b>Financial Execution Rate (%)</b>	<b>Budget execution rate (%)</b>	<b>Results</b>
5 704 153 500	3 237 249 776	56.75%.	99.01%	56.19%	56.75% of the initially planned funding resulted in the results indicated above (23%, 50%, 86% and 100%)

**Source :** Final Report LEDSP/ NPLD

Despite a coverage rate of funding 56, 75%, satisfactory results were achieved. The one can then say without risk of error, the project is efficient. However, shortcomings have been recorded, such as delays observed in procurement procedures, revision of LEDF the procedures manual and the creation of ICG which have resulted in significant delays in the completion of projects including inter.

**3.4 .Effets project**

The effects of the project through its various levels of implementation of the national to the local level through the regional level. Among the effects, we distinguish the desired effects which constitute the backbone of the logical framework and the effects induced by the implementation of the project. The anticipated or expected effects are the results that the project was successful. These are the four following results:

- v. better management of the e development locally by the central level ;
- vi. Strengthened capacity é s of collectivité s local to promoting LED ;
- vii. Modernization of the operating mode of ' local administration and CL ;

viii. A amelioration the provision of basic social services.

All other effects generated by the project and which are different from those expected, are indirect effects. One can cite, among others :

- (i) The adoption of the National Execution Procedure (NEX) by UNCDF and Luxembourg Cooperation between 2014 and 2015 instead of the Direct Enforcement (DEX) procedure in their implementation of the NPLD ;
- (ii) The creation of a local economic development division within the RDA with a view to better coordination of the LED at the regional level among others.

### **3.4.1 Effects at the National level**

At the national level we can see that the design and implementation of LEDSP/ NPLD allowed:

#### **(iii) Increasing emphasis on decentralization to local economic development**

The advent of Act 3 of decentralization came further corroborate this trend by banning now, economic bicephalism the country with an area of Dakar where the bulk of investments and decision-making centers and a rural hinterland and needy. The reform plans to build a regional equity based on land and where the economic viability and competitiveness are central to the issue of local development ;

#### **(iv) A reflection on the implementation of a national strategy for economic development of the territories by the competent authorities.**

Indeed, the results of LEDSP/ NPLD field were achieved satisfactorily for some, even very satisfactory for others. This convinced the authorities that local economic development was not only necessary but feasible. However, the development of an adequate strategy for doing this was an urgent need.

This is what the authorities have focused around the development of a national strategy for economic development of the territories for a systematic consideration of LED in public policies;

#### **(v) Increasing credibility of local authorities, which are no longer considered as political bodies, but institutions capable of bearing LED.**

In this respect, the achievements of LC supported by national projects and programs or agencies and the donors in the provision of basic social infrastructure, drinking water; their intervention in economic matters for the benefit of economic projects among others, have finally convinced people that although local authorities led by teams mostly of partisan origin, sell off more politicking. Capacity building of decentralization actors in different areas where LEDSP instrumental also contributed to the advent of this result.

**(vi) Ability to implement LEDs through the availability of operational tools (LED handbook) and funding mechanism (LEDF).**

The implementation LEDSP/ NPLD through capacity building of stakeholders and providing LED surgical tools has led to the emergence of new skills in these so called actors. In 2012 for example, LEDSP undertook the updating of planning tools to better manage the LED, Gender and environmental dimension. Also, the capitalization of acquired experience born of the implementation LEDSP has spawned a local economic model reference in the Louga region. ;

**(vii) The adoption of the National Execution Procedure (NEX) by UNCDF and Luxembourg Cooperation between 2014 and 2015 instead of the Direct Execution Procedure (DEX) which was theirs in the implementation of the LEDSP**

Indeed, the use of the NEX procedure by UNCDF and the Luxembourg Cooperation between 2014 and 2015, helped increase project efficiency by eliminating double coverage for the period. Considering the financial and budgetary implementation rate of the project by the NEX process, we also found that most of dedicated resources were absorbed up to 98% at least. This augurs efficiency NEX procedure

### **3.4.2 Effects at the Regional level**

- (viii) The creation of a local economic development division within the Louga RDA with a view to better coordination of the LED at the regional level ;
- (ix) Developing a regional economic development strategy for territories with a view to optimizing the resources dedicated to them and boosting results ;
- (x) Establishment of a regional strategy for the mobilization of local authorities' own resources with a view to considerably increasing these resources ;
- (xi) The attractiveness of the territory of the Louga region following the successful LED experiments: PSDRA, ART GOLD, GELD, among others. In this context, it can safely be asserted that LEDSP was the forerunner of Act 3 of decentralization, considering the departmental area with the creation of ICG as a space for the implementation of the LED ;

### **3.4.3 Effects at the departmental and local levels**

**xii) the creation of three Local Development Houses as consultative spaces and service platforms in the three departments of the Louga region** in order to strengthen the

capacities of the actors of the region, each according to its needs ; To improve the dialogue between them and to stimulate economic development ;

**(xiii) Bringing together actors in the different areas of the HLD, in particular the LCs and the private sector**, for concerted support from the LED. Indeed, the meetings around LED, exchanges of know-how and experiences during the project period, not only brought down prejudices, but created complicities between actors. These relationships have survived the project and are now a legacy that the State, the TFP and future projects and programs can make use of

**(xiv) A significant increase in the appropriations allocated to economic initiatives.**

Strengthening the capacities of these promoters, particularly in the development of credible business plans for decentralized financial institutions, as well as financial education for a more responsible governance of their incomes, SFD vis-à-vis them ;

**xv) The birth of an economic culture among the actors.**

Economic capacity building, economic infrastructure management and the creation of management tools, not to mention financial education, have contributed to the emergence of an economic culture. Economic players have become more demanding in terms of managing their resources and saving for investment. In the LCs too, forecasts for the promotion of local economic development appear more and more in their budgets.

**(xvi) A significant increase in the creation of new businesses registered with the Louga Chamber of Commerce.** The new skills derived from the implementation of the project have strengthened the entrepreneurial spirit of the players and pushed for the creation of new companies;

**xvii) The creation of 3 community interest groups (ICGs) in Kébémér, Louga and Linguère**, respectively, as legislative organs for the management of inter-municipal projects, among others;

**(xviii) Creation of a database of private sector companies at the HLD level.** Knowledge of the constitutive elements of the local private sector and the nature of their status is a challenge that the HLDs have attempted to meet during the project period;

**(xix) The experimentation of public-private partnership in the execution of community or inter-community projects in LGs or between LGs.** The concession of the management of market infrastructures such as the weekly market of Gouye Mbeuth in the commune of Nguer Malal, the faithrail and the stalls of butchers in the commune of Guéoul among others, was carried out;

**xx) Increased own resources of LGs in the Louga region, following the resource mobilization strategies put in place by the project.** This strategy, which focused on the control and mobilization of LC's own resources with the help of tax services, tax collection

and collection centers, the public treasury and territorial command, among others, resulted in a significant improvement in recovery recipes ;

**(xxi) Strengthening the operational capacity of stakeholders through training, provision of operational tools, equipment and infrastructure to support the local economy.** The achievement of project results in local economic development strategy, improved LED funding has resulted in this new aptitude of the actors;

**(xxii) Networking local actors with the creation of an association of LED actors** with a view to strengthening their cooperation and collaboration in LED;

**(xxiii) Consideration of the gender dimension in the LED through the GELD project which has been anchored in LEDSP.** The aim is to ensure equity in the allocation of national resources. LEDSP played its part in this area during its implementation period;

**(xxiv) Better visibility of the consular chambers with their members.** The reinforcement of capacities led by the consular chambers for the benefit of their members has improved their notoriety with them;

**(xxv) Promotion of self-employment in LCs,** as evidenced by new business creation and reduction of rural-urban migration;

#### **3.4.4 Negative effects**

As a negative effect, only the loss of employment of human resources at the end of the project was noted

#### **3.5 Impacts or changes noted**

Implementation of LEDSP / NPLD has led to significant changes in institutional, decentralized, deconcentrated or economic actors. These changes include:

**(i) Consideration of the local economic development dimension as a national priority in the decentralization policy.**

Indeed, the elaboration of a national strategy for the economic development of territories is a palpable proof of this paradigm shift. The objective of building economically viable and competitive territories of Act 3 of decentralization confirms this change in the policy of decentralization. Thus, LEDSP / NPLD experimented at the level of Louga region, the construction of a local economic circuit based on the creation of community or intercommunity units of transformation of local products like the oil mill of Nguile in the commune of the same name For the creation of local added value, the improvement of distribution platforms such as the market of Gouye Mbeuth and the faithrail and stalls of butchers of Guéoul or the development of sites of vegetable production as in the perimeters market gardens of Tounde Diop in the department of Kébémér. These units are linked to a

financial system comprising the LELDF for structuring investments and decentralized financial institutions in contractualisation with the consular chambers, local authorities and the RDA for the financing of economic initiatives. The circuit is completed with the setting up of consultation spaces and service platforms such as the HLD in order to regulate the circuit but also to perform it;

**(ii) The conviction now made that the development of the potential of the territories can generate resources capable of ensuring the economic and social development of the populations.**

The existence of the market gardens of Tunde Diop in the town of Tieppe has led to a drastic reduction in the rural exodus and the return to the fold of entire families after a long stay in town. In the same vein, the development of self-employment has been noted following the strengthening of the capacities of the economic actors. In Guith in the Linguère department, processing of local cereals from the GIE Mame Rokhy Maty not only improved the availability of processed local cereal products and consequently food security in the locality, but gave a significant halt to the Clandestine emigration affecting the village, the region of Louga being considered a zone of high emigration. The same is true of Mr. Ibrahima Diop, a metal carpenter in Kébémér who, after several training sessions, received funding and support from LEDSP, recorded a development of his business.

**(iii) Increasing the self-financing capacity of local authorities and project holders by increasing their own resources following the implementation of resource management and resource mobilization strategies and financing mechanisms, Infrastructure to support the economy.**

The GIE Mame Rokhy Maty distributed in 2016 to its four member groups, the sum of 175 000 francs each to replenish their working capital in the processing of local cereals while maintaining the level of his own. Local authorities have also increased their own resources to an appreciable extent;

**(iv) Greater confidence of decentralized financial institutions vis-à-vis project promoters.**

There has been a significant increase in the credits granted to economic operators by the DFS beyond the objective of the project indicators;

**(V) Better collaboration between LED, LC, DTS and private sector actors, following the long journey during the duration of the project.**

The private sector has become more collaborative with local communities. This renewed collaboration is often embodied in partnership agreements



### **3.6 The advantages of the project**

The advantages of LEDSP / NPLD can be found in:

#### **3.6.1 Its mission to contribute to the economic shift in decentralization**

It is up to local authorities to design, plan and implement economic, social, cultural and environmental development of local interest. This task is conferred upon them by the Constitution. In the absence of being able to operationalize the local economic development component, the competent authorities designed the LEDSP / NPLD to do this by anchoring it to the NPLD. Hence, its mission is not only legal, but constitutional;

#### **3.6.2 Human Resources Experience**

LEDSP's human resources have extensive experience in decentralization and LED for practicing several projects and programs in these areas;

**3.6.3 Anchoring to the NPLD** Indeed, the NPLD enjoys a notoriety and a good image with the CL. This image has reflected on the LEDSP which was quickly adopted by these communities;

#### **3.6.4 The simplicity of the system and procedures**

The project implementation scheme is light and the actors are accustomed to the NEX and DEX procedures even if the use of these two devices raises a problem of double reporting.

### **3.7 Opportunities Project**

The LEDSP opportunities can be found in:

**3.7.1 The favorable institutional environment** of decentralization; Deconcentration and the Emerging Senegal Plan (ESP), the national economic and social policy reference framework for 2035;

**3.7.2 The existence of a donor pool in support of the decentralization policy;**

**3.7.3 The achievements of the PSDRA in the region of Louga its area of intervention.**

### **3.8 Durability of the project**

Project sustainability is assessed through the existence of a prior device of sustainability but also the generation of self-sustaining lasting effects.

#### **3.8.1 The existence of a sustainability device**

A sustainability device designed as part of LEDSP responsible for ensuring a happy perspective and thus prepare the ground for potential buyers, failed. Despite an extension of two years, the financing of inter-scale projects could not be completed as the pilot farm Dahra, among others, Still in the context of sustainability, level of project human resources compensation was considered by some players as a brake on redeployment in state structures where the remuneration level is lower.

### **3.8.2 The existence of self-sustaining lasting effects generated by the project**

Significant effects were generated by LEDSP/NPLD. These notes bear such essentially (i) the increase of own resources CL Louga some of which have grown by 69%; (ii) the results of the pilot farm Tounde Diop in the town of Tieppe in the department Kébémér where many families have returned to the fold after a long migration; or (iii) improving the situation of Mr. Ibrahima Diop business, metal carpenter Kébémér following the training and received financial support, plus (iv) the GIE MAME MATY of Nguith among others, pulls out of the game through the building and its premises equipment as well as training in the processing of local cereals. These undeniable effects caused by LEDSP/ NPLD, however, remain fragile and need to be accompanied more to consolidate.

### **3.9 Project communication**

**Project communication** meanwhile, depended on the services of the division of training and communication of NPLD because it lacked own structure. She was done through presentation brochures or capitalization gained experience as guides or in the form of mass communication through radio broadcasts.

**3.10 Integration of gender, environment and ICT** was provided either by the direct intervention of the project as the relocation of slaughterhouses Guéoul at the town of the same name, or in equipment and training of LC implement ICT in everyday business, or through a project that is anchored to LEDSP, as the case of GELD.

Regarding the equipment and training for local authorities to implement ICT in day management, only three out of fifty-two CL targeted, could be supported to implement the information system and monitoring and evaluation of local development (SISE DL). Realization rate is 5%. At this level, LEDSP was far from the target despite the equipment of the decentralized services of the State at central and local levels in computer equipment.

The gender dimension in turn, was reflected in the project through GELD who was both anchored and LEDSP/NPLD. This recognition was manifested through the components of which were GELD:

- (i) planning and budgeting aimed at the empowerment of women through targets, benchmarks and measures disaggregated by gender;

- (ii) equitable performance through systematic monitoring of budget performance with an analysis of actual spending by local authorities and their impact on gender equality, including effects that promote or impede women's empowerment;
- (iii) Knowledge creation and policy development, with a focus on political engagement, advocacy and communications, and knowledge generation.

GELD Senegal was executed in the commune of Louga and in two rural communities, one in the department of Linguere, Gassane and another in Kébémér, Sagata Gueth.

The implementation GELD had the following effects:

- (i) Strengthening the capacity of elected representatives and decentralized technical services and women's groups to make the necessary breaks in planning and budgeting to facilitate the needs of all target groups;
- (ii) increased economic capacity through the financing of productive activities;
- (iii) Strengthening consultation and participation with the strengthening of neighborhood councils;
- (iv) Institutional anchoring of the project, involving the RDA and the Local Development Houses;
- (v) Development of tools (guides, manuals) for gender mainstreaming;
- (vi) Gender-sensitive planning and gender-sensitive budgeting are now the key words in Louga commune;
- (vii) Visible achievements in the field, taking into account the gender aspect, through the financing of micro-projects (multifunctional platform, etc.) with a strong social and economic impact to improve the living conditions of Women;
- (viii) support for neighborhood councils in order to make them tools for local citizen consultations with a view to participating in local development.

As far as the consideration of the environment is concerned, an environmental impact assessment preceded the implementation of each project to support the local economy in the concerned LCs. These studies were carried out by the Louga RDA. In the Géoul commune, for example, the slaughterhouse was transferred in order to improve the environment but also to improve the quality of meat products.

**The project's constraints include:**

- (i) The slowness of the procurement procedures which have had an adverse effect on the closure of the investments to be made;
- (ii) The weakness of the LEDF in relation to the necessary size of the structuring projects to produce lasting self-sustained effects;
- (iii) The weakness of the endogenous resources of the LEDF solely from the ICB;
- (iv) The low self-financing capacity of the local private sector and the informal nature of several of its members;
- (v) Lack of financial resources from the private sector to finance structuring projects;
- (vi) Delays in the development of ICGs;
- (vii) Putting ICG on hold after full communalization;
- (viii) Institutional floating of HLDs that are not formally attached to any institution;
- (ix) The absence of a sustainability mechanism as an integral part of the project

## **CHAPTER IV ANALYSIS OF RESULTS**

It will be done through the various project components.

### **4.1 COMPONENT 1: Development and implementation of the LED strategy**

#### **Result 1: The LED is implemented in the CL in the Louga region.**

This result was achieved in 23% due to budget constraints, but also to the advent of Act 3 of decentralization who devoted full communalization and erection of the community department. The constraints identified are rooted in the weakness of endogenous resources LEDF which is powered only by the BCI, but also in its modest volume of financing to the needs of economically viable projects capable of producing self-sustaining effects sustainable. The lack of private sector participation in financing developmental projects was also a handicap in the implementation of LED.

To this was added, the lapsing of ICG after the advent of Act 3 of decentralization, which has deprived the intermunicipal projects of credit officers, causing their disappearance. This is the case for example, the peanut processing unit Nguidilé and pilot farm Dahra. Moreover, the desire to create departmental spaces integrated LED region, municipalities and rural communities to replace the GIC the absence of legislative bodies at the departmental level, did not last long. The erection of the local community department has been through it.



*Figure 1: Press peanut processing unit Nguidilé*



*Figure 2: Stock peanut 2 million FCFA of Nguidilé processing unit*



*Figure 3: Buildings of the Dahra pilot farm with part of the defective roof and without guard*



*Figure 4: one of the two vans that were intended for the delivery of milk to the pilot farm Dahra*

## **Result 2: local actors in the Louga region have tools and own resources for implementing the LED strategy**

This result was achieved in the region, local authority, in the communes and rural communities in relation to planning tools with the exception of three rural communities from 2011 the administrative division who has devoted the creation of new regions departments. He was also reached at the holding of regional conferences on harmonization. However for the development of local charters, charters 3 of 7 were prepared. This result is explained by the fact that the development of these charters was dependent on the use of LCFIAS in targeted CL. However, proper use of LCFIAS requires the prior provision of comprehensive and reliable statistical data on the affected communities. This implies the collection and data processing in order to provide material for analysis LCFIAS. The budgets of these studies were not available at the LC concerned, much less at the LEDSP.

The LCFIAS as diagnostic tool and analysis of institutional situations, fiscal and financial local authorities, is very useful to the implementation of Act 3 of decentralization. It allows to study and understand the basics of the territorialisation of public policies in terms of organization, management of potential, but also skilled human resources available for efficient use of the instrument. Its implementation in local communities does not fail to face constraints related to: (i) the organization of the Senegalese tax system whose actions emission and collection remain a prerogative of tax and financial services State regarding local taxes; (ii) the weak local private sector in some CL unable to generate substantial financial resources; (iii) the incompetence of most financial services of local authorities in controlling and mobilization of taxes and fees; (iv) the availability of sufficient financial resources to the completion of the transaction, among others. It will first:

- Ensure the collaboration of the State's fiscal and financial services in the issue and collection of local taxes;
- Train members of CL financial services in the execution of taxes and fees;
- Provide a budget for the implementation of LCFIAS in the communities;
- Begin the implementation of SCFIC in LCs that present an interesting profile for the use of the tool.

## **4.2 COMPONENT 2: Financing Local Economic Development**

### **Result 1: financing local economic development Louga improved**

This is achieved in 50% in relation to the economic support of investments. This is because as noted in the findings by the modest FDEL financing volume that failed to achieve support massive investments in the economy can produce lasting effects.

### **Result 2: infrastructure and economic activities of local and regional scope driven by local actors are funded in accordance with standards and strategies**

Regarding this, the inter-planned major projects were carried out at 100%, community projects 85% and the public-private partnership made of 50% for cross-community projects and 64% for community projects. Given this performance, considerable efforts have been made by the project stakeholders. Significant effects were also generated and latched changes. However after the project left a sense of unfinished business among stakeholders particularly regarding inter-community projects such as peanut processing unit Nguidilé currently stalled for over a year, or unit of processing of cereal products Nguith functioning but which part of the production equipment is not already installed for lack of electricity that the project should install. The public-private partnership is strained at both inter-community projects in community projects. Indeed, most of the concessions that have been signed whether Gouye Mbeuth in operating the weekly market, or Guéoul in operating the fairgrounds and butchers stalls, or unit of peanut processing Louga, PPPs have all been terminated. The break was much easier than the designated dealers had no financial interest in the realization of the projects.

Moreover, in Ndounde Diop in the town of Tieppe, the results achieved by the pilot farm prompted the Japanese cooperation to commit to 4 similar farms in the municipality through a partnership.

In total, LEDSP/ NPLD produced effects should be improved in some cases or consolidate in others.

### **Result 3: access and offers services DFS improved in order to contribute to LED in the region of Louga**

At this result, both the number of partnership agreements with the DFS, the number of requests submitted by project developers LAD partners and financed by the SFD, the volume of funding

provided by these DFS, the scores of the respective indicators are broadly satisfactory. This is due to the beneficial effects caused by stakeholder capacity reinforcements in the production of bankable requests, but also to the advent of new behaviors stakeholders become more responsible in managing their income through financial education provided by the project.

However, the youth funding from 18 to 25 years has not been realized. The reason may lie in the emigration very pronounced in this age group within or outside the country.

### **4.3 CMPOSANTE 3: Capacity building of local actors in LED**

#### **Result 1: The capacity of local actors are strengthened LED**

This is achieved at 86%. It concerns the services provided by HDL actors in LED. The benefits of these HDL were satisfactory to stakeholders.

At the end of the project, the HDL Kébémér and Linguere survived thanks to the intervention of their respective county councils. In the case of Louga, HDL temporarily serves as headquarters to the registration committee on electoral lists.

At Kébémér, the county council has hired the former director of the HDL, an executive assistant, two guards, a driver and two housekeepers. Electricity, water and telephone are also supported by the county council. A meeting room is reserved for elected officials of the department and the head of the departmental service support to local development officiates there.

Ultimately, the HDL Kébémér is functional. It is not however, a platform of LED services, but an extension of the county council where LED assignments are provided to the card applicants actors.

At Linguere, is the seat of the departmental service support to local development that has been rehabilitated to serve HDL. By the end of the project, SDADL continued to maintain the premises through its own funds. An agent of the former Louga Regional Council is deployed as the animator with a LED driver and a guard hired by the county council. As Kébémér HDL depends on the county council for its operation and no longer means for the promotion of LED. Two vans that were used to deliver milk for Dahra Farm parked there since the end of the project.

On the field, the value of HDL is well established. All the players stick to their retention in the implementation of LED device with an institutional base that ensures their sustainability and efficiency.

On tools and instruments operationalizing the HDL, the 4 provided guides are made. In the end, the capacity of local actors were strengthened in satisfactorily LEDs.

#### **Result 2: the capacity of stakeholders in the HDL are strengthened with a view to promoting LED (local elected officials, private sector, DTS, local administration)**



Capacity LED actors in the Louga region were strengthened through the provision of implementation tools of the LED and the provision of various services ranging from assistance in the formalization of informal enterprises, training of elected , DTS and administrative structures.

This has been largely achieved and even exceeded on activities in favor of the holders of economic initiatives and local representatives. It has been reached 53% for the training and equipment of the DTS. This score held in the difficulty of mobilizing the services of the treasury and taxes and areas for training due to lack of staff.

### **Result 3: territorial governance of the Regional Council of Louga is reinforced**

This result was largely achieved with the exception of training sessions for the regional council. Capacity building focused first on updating the planning documents that are TARS and FDRP and then the formation of the county councils, including planning process.

### **Outcome 4: Gender dimensions, environment and ICT are included in the LED**

The management of gender in the LED was provided by GELD. In this wake, three communities were supported to implement a gender-sensitive budget. Regarding the implementation of information and communications technology in the management of current business, the expected result was achieved weakly. Only 3 of 52 rural communities provided could be supported to implement the information system, monitoring and evaluation of local development (SSISE LED). This is due to the lack of financial resources thereto. In terms of taking into account the environmental dimension, it has been made case for the feasibility studies of economic support projects.

## **4.4 COMPONENT 4: Strengthening the strategic management of the ES / NPLD and RDA**

### **Result 1: strategic capabilities NPLD Executive Secretariat are strengthened**

This result was achieved through the implementation of the HDL and LCFIAS. The HDL as a tool LEDSP/ NPLD for the building of stakeholders in LED capacity and LCFIAS as analytical and LED steering instrument. Using these tools, could NPLD through LEDSP initiate activities in LED and follow them.

### **Result 2: strategic and operational capacities of RDA are strengthened**

This result was achieved through the creation within the RDA Louga a support division to the local economy who contributed to good coordination of LED activities in the region. The successful experience of Louga prompted RDA St. Louis, Matam, Kolda, Ziguinchor and Kaolack to do the same. However, at the end of LEDSP/NPLD, the division is maintained Louga RDA without being supported in its budget. It has for its staff responsible and survives

thanks to the provision of services contracts that it signs with the RDA partner projects. Given its utility in the implementation of LED, its outright integration into the RDA chart is necessary. Support for the development of a strategic plan, a manual of procedures and a regional database has positioned the RDA Luga as a major player in driving the LEDs.

**Outcome 3: the capacity of national structures involved in the LED are strengthened**

Joint missions that were scheduled with national structures involved in the LED were all performed. These structures are the Directorate of Local Development Support, the Directorate General of Taxes and, the General Directorate of Public Accounts and Treasury and the Development Strategy Branch territorial. All these directions have intervened significantly in the LED, the establishment of HDL for DADL, improvement of own resources of the CL, and the Directorate General of Taxes and, the General Directorate of Public Accounts and Treasury and developing a national strategy for regional development.

**Outcome 4: better communication and a better operational monitoring and evaluation of the SEP and Louga RDA are insured**

Communication materials on the capitalization of the LED experience and comics have been produced. What is missing, however, is the widespread dissemination of these supports with the help of appropriate channels in order to reach the target.

**4.5 Financial Performance**

The financial implementation of LEDSP/ NPLD was carried through effectively paid by the parties amount to financing and expenditures of this amount to achieve the planned activities.

**Financial implementation of LEDSP**

<b>Partners</b>	<b>Partnership Commitment (FCFA)</b>	<b>Amount Released (CFA)</b>	<b>Expenditure incurred (CFA)</b>	<b>Financial Expenditure Performance Rate (%)</b>	<b>Budget execution rate of expenditure (%)</b>
Government of Senegal	1 631 666 500	1 215 522 185	1 201 444 698	98.84%	73.53%
UNDP	800 000 000	577 343 941	574 488 221	99.51%	71.81%
UNCDF	1 058 887 000	991 103 109	986 368 278	99.52%	93.15%

Coop eration Luxembourg	659 165 700	433 280 541	423 069 914	97.64%	64.18%
PNDL	20 000 000	20 000 000	20 000 000	100%	100%
<b>TOTAL</b>	<b>5 704 153 500</b>	<b>3 237 249 776</b>	<b>3 205 571 111</b>	<b>99.02%</b>	<b>56.19%</b>

**Source :** Final Report LEDSP/ NPLD

Of the total funding expected to 5,704,153,500 FCFA 3,237,249,776 FCFA were actually mobilized is an achievement rate of 56.75%. Expenditures from this amount totaled 3,205,571,111 FCFA a rate of 99.01%. The remnants after the project totaled to 31,878,665 FCFA FCFA of which 14,077,487 BCI for operation and 17,801,178 CFA for activities planned for 2015 and not made the final evaluation and audit of the project.

### **Breakdown of expenditure by financing source**

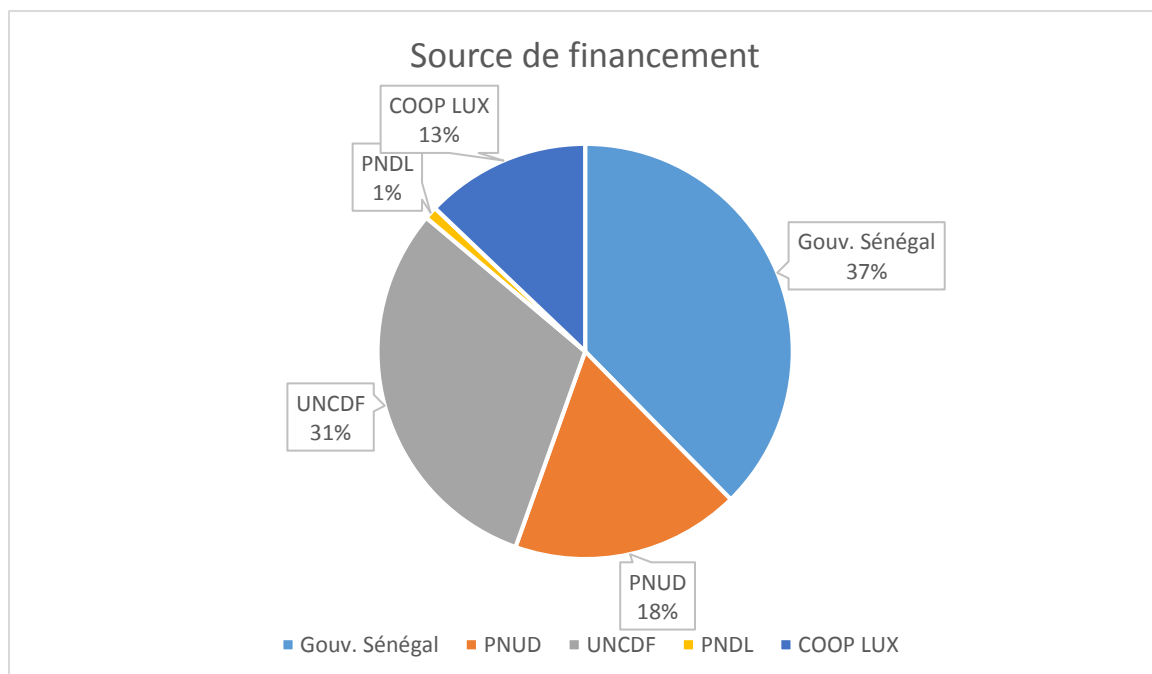
Government of Senegal BCI: 1,201,444,698 FCFA 37%;

UNDP: 574 488221 CFA, 18%;

UNCDF: 986 368 278 CFA, 31%;

NPLD : 20 million CFA, 1%

Luxemburg Cooperation: 423 069 914 FCFA 13%



**Source:** Final Report LEDSP / NPLD

This funding is distributed among the components as follows:

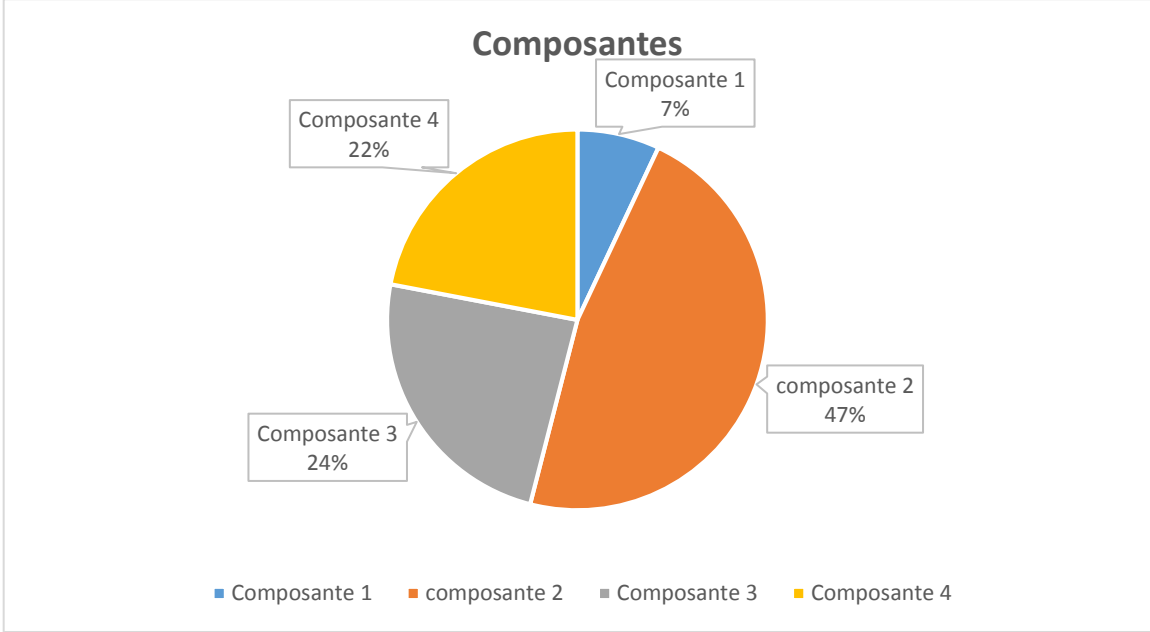
**Component 1: Support to the formulation and implementation of the LED strategy**, 233,054,304 CFA francs, or 7% of total expenditure;

**Component 2: LED Funding in the region of Louga**, 1,493,991,476 CFA francs, or 47% of spending;

**Component 3: Capacity Building for LED**, 786 087 333 CFA francs or 24% of total expenditure;

Component 4: **Support for the strategic management of ES/NPLD and RDA**, 692,237,998 FCFA 22% of expenditure

**Breakdown of expenditure by Component Component**



**Source:** Final Report LEDSP/NPLD

At the financial implementation of the project, the following findings emerged:

- (i) The amount of planned funding is not met. A mobilization rate of 56.75% was actually achieved. Of all the financial commitments expressed, only that of PNDL which represents only 1% of the financing has been realized;
- (ii) The actual funding received is not fully spent. A remainder of CFAF 31 878 665 representing approximately 1% of the total expenditure remains to be spent at the end of the project;
- (iii) Component 2 on LED financing absorbed 47% of total expenditure, ie CFAF 1 493 991 476. This relatively large amount did not, however, make it possible to complete all the investments programmed under the FDEL;

- (iv) the use of two enforcement procedures from 2008 to 2013, the National Execution Procedure (NEX) with UNDP, the Government of Senegal and the PNDL and the Direct Execution (DEX) procedure with UNCDF and Luxembourg cooperation, have slowed down the budget implementation of the project.

## **4.6 CONCLUSION**

LEDSP/NPLD project in terms of achievements made at central and local levels, has generally achieved its objectives. His ultimate goal was to contribute to the socioeconomic development of the Louga region contributing to the economic turn of the decentralization policy, even if it is not fully realized due to the very short lifespan of a project compared to the socio-economic development is a long-term task, important steps have been taken through the effects it has produced. These effects are most vulnerable because struggling to maintain themselves sustainably. Therefore, the HDL which is the main effect of LEDSP/ NPLD should be consolidated.

The end of the project is considered brutal by many players in the field despite an extension of 2 years on an initial term of 5 years. This has left a bitter taste in actors such as activities left stranded have dealt a blow to the effects.

Ultimately, LEDSP/NPLD had the merit of drawing attention of the authorities and all stakeholders in the decentralization of the centrality of the local economic development in public policies if we are to ensure the emergence of throughout the national territory.

## **CHAPTER V: LESSONS LEARNED AND RECOMMENDATIONS**

### **5.1 LESSONS LEARNED**

Following seven years of implementation of LEDSP/NPLD, the following lessons can be drawn:

- (vii) The anchoring of LEDSP to the NPLD has shown that a program because of its expertise can carry a project and carry it out;
- (viii) The creation of a CIG around a departmental space instead of a concrete project is not productive;
- (ix) Local economic development to be sustainable must place the private sector at the center of structuring investments;
- (x) Support for economic initiatives in terms of capacity building and financing is more a guarantee of sustainability in terms of local economic development than the financing of structuring projects based on public funds;
- (xi) The local private sector is weak in terms of financial capacity and technical and technological know-how;

(xii) Local economic development can not be achieved through short-term financing, high interest rates and low financing volumes.



*Figure 5 Ibrahima Diop Mbida, an economic initiative that magnifies the impact of LEDSP on the development of its activities*



*Figure 6 Processing of local cereals, the GIE Mame Rokhy MATY is doing well despite equipment that remains to be installed due to lack of electricity*

## **5.2 RECOMMENDATIONS**

Following the implementation of the LEDSP / NPLD and the results of the final evaluation mission, the following recommendations emerge:

### **At the central level**

#### **To the Government of Senegal**

- (i) The advent of Act 3 of decentralization led to full communalization and the erection of the department into a local authority. Like the federation of TFP interventions with a view to synergy in the financing of decentralization, the federation of state

- intervention structures in decentralization must be carried out. These are the Local Development Agency (LDA) and the National Program for Local Development. These structures must merge and constitute a large Agency for decentralization and local economic development with, if necessary, departmental variations;
- (ii) HLD is one of the flagship effects of LEDSP, but has no institutional inking. Their institutional anchorage is an imperative necessity. This anchoring, in our opinion, should be done in perfect harmony with the proposed large agency resulting from the merger of the LDA and the NPLD. The HLDs could be the variations at the departmental level of this Agency. The ongoing reflection on making LDCs in local public institutions must go all the way through the merger of the LDA and the NPLD;
  - (iii) The contribution of the State in the LEDF must be increased and diversified. For example, the BCI and TFP resources, a significant portion of the future oil and gas resources should be used to bail out it for the financing of local economic development. Borrowing by local authorities should also take place;
  - (iv) In the light of the experience gained from the LEDSP/ NPLD, integrating a sustainability strategy from the outset of the project would ensure a prospect for future projects;
  - (v) Implementation of large-scale projects in LCs has always been preceded by an environmental impact study led by the RDA. This, in order to take account of the potential effects of the projects on the environment but also on the gender dimension. This consideration of the environmental dimension should, in future projects, integrate climate change with enormous ecosystem consequences. Among these consequences one can cite warming or cooling. Certain forms of air pollution resulting from human activities threaten to significantly alter the climate in the direction of global warming. This phenomenon can lead to serious damage: sea level rise, extreme climatic events (droughts, floods, cyclones, etc.), destabilization of forests, threats to freshwater resources, agricultural difficulties, desertification, Biodiversity, the spread of tropical diseases, etc. In the face of these scourges, adaptation and mitigation measures must be taken in the light of the results and recommendations emanating from the Paris Conference on Climate (30 November to 12 December 2015) called "COP21" To the Paris Climate Agreement approved by all 195 delegations on 12 December 2015 and entered into force on 4 November 2016. These measures are encouraged by the international

community in the form of behavioral incentive programs ecologically correct. These programs reflect the opportunities of climate finance, green jobs that are new themes that local communities, their lands and populations can and should benefit from;

- (vi) Promote the implementation of LCFIAS in communities, starting with those with a better profile.

#### **At the level of the RDA**

##### **To the RDA Board of Directors**

- (vii) The Local Economic Development Support Division is to be integrated into the RDA organization chart and assumed in its budget;

##### **At the level of HLD**

##### **At the MGLDAT**

- (viii) The status of consultation space and service platform must be maintained, but the participation of the private sector in the operation of the HLD must be effective. Also, the HLDs will henceforth have to be the receptacles of the large-scale projects of the State in their zone of intervention;



*Figure 7: Main input of the Linguère MDL*





*Figure 8 HLD Kébémér's local economic development leader in his office*



*Figure 9: Facade of the Louga MDL currently occupied by the electoral registration commission*

#### **At the level of local authorities**

##### **To the Mayors and Presidents of the Departmental Council**

- Development plans must integrate local economic development. This must also be reflected in the budget estimates. LC budgets must be strong in local economic development and gender sensitive;
- Increase the attractiveness of private investors by creating industrial zones and by massively intervening in vocational training for the emergence of competent local human resources capable tomorrow of becoming captains of industry. The intense industrial activity in the local authorities will generate substantial own resources for their economic growth and will absorb unemployment.

### 5.3 PERSPECTIVES

The following outcomes follow the findings, lessons learned and recommendations of the final evaluation of LEDSP/ NPLD :

1. Create a synergy between the LCFIAS and the LC management software (COMER) and apply them in LCs;
2. Making HLDs in addition to their traditional missions, receptacles of state projects such as PUDC and others in their area of intervention;
3. Establish, at the level of the HLDs with a supporting budget, a system to accompany and monitor the successful experiences in order to consolidate them and extend them to other regions;
4. Disseminate widely the documents of capitalization of the LEDSP/ NPLD experience in the region of Louga. These capitalization documents relate to: (i) the Journal of the Micro and Small Business Creator; (ii) "Mobilization of Financial Resources of Local Authorities; (iii) LED Implementation Guide; (iv) the Guide to Good Practices in the Delegation of Local Public Services; (v) LDCs, an Innovation to Promote LED; (vi) Local Finance in the Louga Region from 2005 to 2009, Balance Sheet and Prospects for the LC Resource Mobilization Regional Strategy; (vii) For a deconcentration of the Tax Services to the LCs and the Private Sector of the Department; (viii) Capitalization of the Experience of the Local Economic Development Fund, implemented by LEDSP in the Region of Louga from 2010 to 2014; (Ix) Economic Insertion of HLD Local Populations, Itineraries, Experiences and Testimonies of Economic Initiatives of the Region of Louga and, (x) National Strategy of LEDs, Elements for a Cadence of LED in the process of Decentralization in Senegal

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#### APPENDIX 1: Some illustrations of the market of Gouye Mbeuth



*Figure 10 Canteens of the market built by the PADEL*



*Figure 11: The vegetable market*



*Figure 12: The cereal market*



*Figure 13: The faithrail built by the PADEL in the context of the improvement of CL's own resources*

**TERMS OF REFERENCE  
OF THE NATIONAL CONSULTANT IN CHARGE OF THE FINAL  
EVALUATION OF THE LOCAL ECONOMIC DEVELOPMENT  
PROGRAM IN ANCHORAGE TO THE NATIONAL PROGRAM FOR  
LOCAL DEVELOPMENT**

**I. Context and Justification**

**1.1. National Context**

A Sahelian country located at the western tip of the African continent, Senegal covers an area of 196,722 Km<sup>2</sup> and shares its borders to the north with Mauritania, to the east with Mali, to the south with Guinea and Guinea -Bissau. Another sovereign country, The Gambia, is located in the southern part of the Senegalese territory.

According to the General Population and Housing Census, Agriculture and Livestock, it is clear that in December 2013, the resident population in Senegal is estimated at 13,508,715 inhabitants, of which 49.9% Of men and 50.1% of women.

The prevalence rate of poverty is estimated at 46.7% in 2011, compared with 48.3% in 2006 and 55.2% in 2002. With a human development index of 0.485, Senegal is ranked 163 out of 187 in 2013. The poverty profile is still marked by a higher incidence in rural areas with 57.1%.

Inequalities in income and consumption remain very pronounced with only 7% of consumer spending by the poorest 20% In 2011 (Source: UNDP).

Senegal presents an erratic economic growth profile with an annual average growth rate of 3.9% between 2009 and 2013, with a slight surpassing of the 4.5% target posted in 2014. Volatility of economic growth is partly due to the occurrence of exogenous shocks, such as the food, financial and energy crises that have had an impact on the living conditions of households in terms of incomes, Access to basic social services. Economic performance is thus still insufficient to reduce poverty in a sustainable way.

The political and institutional context is mainly marked by major reforms that will have a significant impact on the economic and social development of the country.

In addition, since 2014, the Government has developed the Emerging Senegal Plan (PES), the current reference framework for medium-term economic and social policies built around three (3) main axes: (i) structural transformation of the economy and Growth; (Ii) human capital, social protection and sustainable development; (Iii) governance, institutions, peace and security. Its implementation will be carried out in three stages, an economic take-off phase (2014-2018) followed by an emergence dynamic by 2023 and an expansion phase by 2035.

It is in this context that in connection with axis 2 of the PES and in partnership with UNDP, the Government has started a Community Development Emergency Program (PUDC) for an amount of CFAF 113,339,327,531.

**1.2. Evolution of the decentralization policy**

Act III of Decentralization results from a long policy of decentralization whose evolution is marked by the following phases:

- in 1972, Law 72-25 of 25 April 1972 saw the creation of rural communities, which were placed under the legal and decision-making supervision of the sub-prefect;
- in 1996, Law 96-07 of 22 March 1996 completely transformed the legal framework for intergovernmental relations by significantly expanding the areas of competence of local authorities and reformulating the role of guardianship. Moreover, the region was created as a

local authority, thus becoming a framework for the planning and coordination of economic and social development;

- In 2013, Law No. 2013-10 of 28 December 2013 on the General Code of Local Authorities and the implementing decrees issued by this law constitute today the legal and regulatory framework for the decentralization policy.

Indeed, Act 1 of decentralization consisted in the creation in 1972 of the rural communities in addition to the municipalities inherited from the colonial era. Act 2 took place in 1996 with the generalization of decentralization, the creation of regions and the transfer of nine (09) areas of competence.

Act 3 will consist of taking stock, focusing on the socio-economic challenges of decentralization, putting land use planning at the heart of public policies, creating development poles, innovating the way local authorities are financed, Evolve towards a contractualization between the State and local authorities among others. To date, Senegal has 599 local authorities in 552 municipalities, 42 departments and 5 cities. Each level (department and commune) has its own council, deliberative body elected for 5 years. Each board elects from among its members a chairman who also acts as executive officer. These two categories of local authorities are grouped into two national associations: the Association of Departmental Councils and the Association of Mayors. The State and its partners have supported the local development process through the implementation of projects and programs.

The National Program for Local Development, created in 2006 to reflect the State's willingness to implement mechanisms to empower local authorities (LCs) and CBOs, aimed at Promote them as actors in their own development, as part of the progressive process of decentralization. In order to operationalize the economic dimension in the decentralization process, the Support Project for Local Economic Development (PADEL), anchored to the PNDL, was set up in June 2008 for a period of seven years to strengthen the dimension Of the unifying framework.

## **1. Justification**

Senegal's decision to set up the PNDL from 2006 onwards with the alignment of all development partners had changed the context of the interventions of the main technical and financial partners. To consolidate this framework, in relation to the public authorities, the PADEL formulation mission recommended its institutional anchoring to the PNDL.

However, LEDSP was implemented in a context marked by major start-up delays linked to the taking into account of intercommunality at the institutional and financial level. Indeed, it should be remembered that the implementation of structural investments required the establishment of a Community Interest Group (CIG) at the institutional level, the creation of which could not have been effective until 2010 with the promulgation by the President of the Republic of the decrees of creation of the GICs of Kébémér, Linguère and Louga. The financing of these CIGs necessitated the revision in 2010 of the Local Development Fund (LDF) procedures manual, drawn up in 2006 in connection with the Directorate General of Public Accounts and Treasury.

This situation had a negative impact on the project's expected accomplishments, notably in the consistency of the LEDF to finance structuring investments and private sector financing in the context of improving the demand for and supply of financial and non-financial services Financial services. Moreover, the changes that took place with the second political alternation of Senegal in March 2012 led to major changes in the formulation of public policies, first in the context of the Economic and Social Policy Document and then in the National Strategy Economic and Social Development and the Emerging Senegal Plan. In terms of decentralization, the reforms introduced under Act III have resulted in significant institutional and political changes that may have influenced the project's intervention in one way or another. These two factors make it



possible to better appreciate the strategic choices as well as the relevance of the objectives assigned to the PADEL with an anchoring to the PNDL. They also constitute a pretext for questioning the institutional and organizational viability of the new local authorities born with Act III of Decentralization, their capacity to mobilize local and external resources for the promotion of LED at the scale of Territories. Today, the evaluation of the LEDSP/ NPLD is most useful in capitalizing the efforts undertaken within the framework of the PNDL and the shift towards a territorialization of public policies concerned with equity and efficiency in the processes of decentralization and Development. It will also be important for the project stakeholders to learn from an attempt to start the economic shift towards decentralization

## **II. Project display**

The project "Support for Local Economic Development in anchoring the National Program for Local Development - LEDSP / NPLD -" was aimed at creating an environment conducive to the emergence of a decentralization oriented towards local economic development. The strategy consists in providing targeted support to the National Program for Local Development, which is to bring together all the interventions of the Development Partners in support of the deconcentration and social, cultural and economic development of the local communities of Senegal.

The expected effects of the project were: 1) better strategic management of local development by the central level; 2) building the capacity of local communities to promote sustainable local economic development; (3) modernization of the way territorial administration and local authorities function; And (4) improved provision of basic social services.

Supervised by the Executive Secretariat of the NPLD and carried out by the Ministry of Local Governance, Development and Town and Country Planning, the project was implemented in two phases:

- a main phase, (2008 and 2012), which allowed, among other things, the implementation of local development houses in order to provide local councilors with local support to promote LED through A number of tools. A mid-term evaluation of this phase of LEDSP was conducted in 2012 concurrently with the overall evaluation of the PNDL. Among other things, it recommended that PADEL be granted an extension phase to consolidate and capitalize the process and to unify the DEX and NEX modes of execution;
- a phase of extension and consolidation (2013 and 2015) under the national implementation modality consolidated the achievements of the main phase while capitalizing on the experimentation of the LED approach in the region of Louga in A context for the formulation and implementation of Act III of decentralization.

The consolidation phase was undertaken within the framework of the multilateral component of the Indicative Cooperation Program Senegal Luxembourg (PIC III), in which UN agencies, in particular the United Nations Development Program (UNDP) , The United Nations Capital Development Fund (UNCDF), the United Nations Industrial Development Organization (UNIDO) and the United Nations Gender Equality Organization (UN Women).

As the project is due to close in June 2015, a final evaluation of the project should be carried out to enable stakeholders to learn the main lessons of its implementation with a view to consolidating the LED approach.

After seven (7) years of project implementation, this assessment should enable the overall results achieved in terms of outputs and outcomes to be assessed. The lessons learned from this evaluation will also make recommendations for better design, formulation, planning, programming, monitoring and evaluation of future local economic development activities in Senegal.

### **III. Objectives of the Evaluation**

#### **3.1. Overall objective**

The overall objective of the final evaluation is to analyze to what extent the activities envisaged by the PADEL have actually been carried out and the expected outputs have been achieved. The exercise should also enable the Government of Senegal and its technical and financial partners to assess the program's contribution to the achievement of the objectives of the decentralization and local development policy as well as the UNDAF and CPAP effects, Lessons and lessons learned in order to take action on the implementation of the program. Thus, the final project evaluation should help stakeholders demonstrate the effectiveness, efficiency and relevance of PADEL / PNDL in achieving the expected impacts and impacts on communities, institutions and Decentralization at the local and national level and the sustainability of results. It should also analyze the degree of ownership of the main results of the project by local authorities and private sector organizations, analyze the scope, effectiveness, viability, relevance and coherence of implementation in this case Consultative frameworks, capacity building of local authorities, advisory support provided by national coordination and partnership. In addition, the decentralization environment will be analyzed by identifying existing gaps and major challenges that remain to be addressed in a new programming and, based on the findings and lessons learned, A new project.

#### **3.2 Specific objectives**

Specifically, the evaluation mission should assess:

- the relevance and coherence of the Project to assess the design of the project in relation to local economic development priorities. The mission should verify the correspondence of the project with the needs and requests of the beneficiaries, as well as its conformity with the strategic orientations at national level (PES, Act 3 of decentralization, etc.);
- effectiveness in assessing the extent to which project activities have achieved the expected results, impacts as outlined in the logframe and results framework;
- Efficiency to measure results or outcomes in relation to the means implemented, in accordance with the required standards;
- Sustainability, ie the viability and reproducibility of the actions undertaken by the project and the representation of the different groups of beneficiaries in the proceedings. At this level, initiatives should be tested to facilitate genuine ownership of the actions undertaken by appreciating the role of stakeholders in the process;
- Effects that measure the change noted through outcome indicators (positive and negative), and that can be attributed to the Project.

Finally, the mission should formulate recommendations in the direction of consolidation of the achievements and / or the correction of problems.

### **4. Methodological Approach**

The consultant will analyze all relevant and meaningful sources of information and documentation, including: annual reports, project documents, quarterly reports, country development strategy papers and any other document that may represent evidence to form Of opinions. The consultant should also use the consultations and meetings (interviews, interviews and working sessions) with the different actors, partners and stakeholders of the project as a

method of collecting data that are meaningful for the evaluation. The consultant should develop his / her methodology in accordance with the guidelines of the steering committee in the TORs. In all cases, the methodology used will be described in detail in the methodological guidance note, as well as the instruments used for data collection and analysis, whether documents, interviews, Field visits, questionnaires or participatory techniques. During the mission, the consultant will work closely with the Project Coordinator and any structures deemed necessary to obtain the necessary documents and plan the mission

## **V. Mandate of the Consultant**

The final evaluation of LEDSP/ NPLD will be carried out by an independent national consultant under the coordination of UNDP.

Specifically, the evaluation will focus on: Design: advise on the relevance of the project as a response to the problems to be solved. In sum, it must be said whether the objectives of the project and its expected results as translated into the logical framework were clearly, explicitly and logically expressed in the project document in verifiable terms. At the same time, it will be necessary to assess the degree of framing of the expected results of the PADEL / PNDL; • the institutional framework: assessing the coherence of the project's design with the principles of national execution, considering the institutional framework, in particular its anchoring and the structuring of local development houses; The report will assess the relevance of the anchoring of PADEL / PNDL to the ARD, the mobilization, allocation and transparent management of funds for investment in local partner governments; • development of annual and quarterly work plans: assessing the effectiveness and efficiency of the PADEL / PNDL activities planning process (Annual Work Program, Quarterly Work Program). The capacity of local authorities and decentralized services to design, implement, monitor and evaluate effectively strategies and initiatives to promote local economic development in a sustainable manner; • Mobilization of resources: assess the changes (economic, technical and cyclical, etc.) and the quality and timeliness of the measures taken by those responsible to promote good absorptive capacity. The mission will evaluate the national execution procedures (NEX) implemented by the technical and financial partners;

- the implementation of the activities and results: assess the relevance of the strategies developed in the field and the initiatives taken by the project managers to implement the planned activities. Also assess the degree of achievement of target established at PADEL / PNDL over the period 2008-2015;

- the partnerships: enjoy synergy with public structures, projects, chambers and other structures involved in local economic development (LED) and / or in the Louga region;

- Financial performance: assessing the effectiveness and efficiency of the project in terms of financial management. It will consider the budget monitoring mechanism (financial reports ...);

- the reporting system of the project: appreciate timely supply of various reports. The mission will assess the quality and timeliness of reporting (annual, quarterly);

- referral mechanisms, counseling and monitoring / coordination: assess the regularity of meetings / meetings of the different bodies at central level or at regional and local level;

- issues related to gender, vulnerable groups and poverty reduction:

- the integration of the gender dimension in the implementation and operation of the project should be subject to thorough analysis and highlighted;



- as well as the inclusion of vulnerable groups and concerns of poverty reduction;
- the advantages / constraints encountered: identify all the factors that helped or hindered the implementation of activities. It will draw the consequences of the negative factors and identify corrective measures to be undertaken;
- communication / project visibility and consideration of gender issues and poverty reduction: assess the relevance of the media mobilized for better visibility of the project and the integration of the gender dimension in the implementation of the project;
- appreciation of the beneficiaries (local authorities, support structures for local development at national and regional level, the decentralized services of the State and the private sector, ...) obtain the views of beneficiaries on various aspects relating to the Program (strategy approach, targeting, results achieved, level of approval, etc.);
- Project management: to review the technical and operational aspects (targeting areas and phasing of activities, RBM), finance (absorption and release of funds) and administrative (personnel management, etc.);
- the Project outlook: identify areas of sustainability and capitalization of knowledge of the Project and the prospects of intervention from current and new themes (MDL LED FDEL, LEDA, etc.), as well as sites priority. The support of UNDP and UNCDF and the impact of partnerships (Luxembourg, SNU, Gvrmt) mobilized around the project.

## **VI. Expected outputs / deliverables**

It is expected that the mission of the élvance ten (10) copies of "hard copy" and file in Word, the following products:

- a note of methodological guidance, five (05) days after signing the contract. This note will include among other things, a detailed methodology indicating the various tools (data collection instruments and evaluation matrix) and methods to be used, the presentation of the approach to be adopted, the reconstruction of the intervention logic of the project, the timetable for the conduct of the evaluation and possible difficulties. This note will be validated by the Steering Committee of the assessment mission.
- an interim report at the end of the third week in:
  - o drawing specific conclusions about the project's progress;
  - o making detailed and targeted recommendations that can provide further guidance;
 This report will be validated by CP of the assessment mission.
- a final report at the end of the fourth week in French with a copy translated into English, taking into account comments of the Steering Committee.

## **VII. Organization and supervision mission**

given ed that the steering committee is no longer in place, the consultant's work will be supervised by a Select Committee chaired by UNDP and composed of the following:

- Directorate of Planning (DP);
- Direction of Investment (DI);
- Permanent Executive Secretariat NPLD;
- the Directorate Support Local Development (DSLDD).

This committee will monitor and validate the results of the evaluation. It will organize at least two meetings during the mission (see timeline).

This same select committee (UNDP, DP, DI, DADL, PNDL,) will conduct the review of the methodological guideline, consultant selection, etc.

The documentation required for the smooth final evaluation will be made available to the mission (electronic, printed documents "hard copies"). It should be noted that before the start of work, the mission will have basic documents (project document, quarterly and annual reports, technical documents, etc.).

### VIII. Hard ed mission

The mission will take place in Dakar and Louga in the months of November / December 2016. It is provided on a maximum of four (4) calendar or twenty weeks (20) working days according to the following indicative timetable:

activity ed	P eriod
Contracting, document review	1 st week
R eeting review of the methodological guideline	d n early 2nd week (6th business day)
Interview with diff erent parts of the Interim Report Writing	From the 2 nd to the 3rd week
A review of the interim report eeting	D n early 4th week (18th business day)
Finalization and eposit final report	End 4 th week (20th business day)

### IX. Consultant Profiles

The final independent assessment mission PADEL / PNDL will be conducted by a national consultant specializing in evaluation of projects / programs and has proven expertise in local economic development, decentralization and decentralized financing systems, with a thorough knowledge mastery in local contracting. The consultant will be a university graduate degree or equivalent and have experience of at least ten (10) years.

It will also have a good knowledge of the problems of grassroots development focused among others on the creation of wealth, improved living conditions and the empowerment of people, gender equality issues, etc.

### X. S election consultant

The s election of the consultant will be made by UNDP on the basis of a dossier, including technical and financial offer.

The technical offer will appear:

- a P11 ;
- a compr ed standing of TDR and m é clear methodology and pr e cise enabling ' appr ed cer the compr ed hension of office and making appear the activities é s to lead as well as the ' approach pr e OHISC e e ;
- the CVs sign ed consultant ;
- a clear timetable and pr é cis r e realization of the mission will bring out the ' link between the diff e rents ed stages of labor.

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The selection of the consultant will be done according to the selection criteria and the scoring grid recorded on the chart below.

The following scoring system will be applied:

Criterias selection	scoring grid
Level academic	Noted on 10 points
Comprehension TDR methodology and timeline	Noted 20 points
Exp professional experience in the field of evaluation	Noted 30 points
Exp experience in the field of local economic development	Noted SUR40 point

Selection will be based on the technical quality of the proposal. Scoring less than 70/100 will be eliminated.

The financial offer will bring up a budget for the mission formulated to ensure a certain harmony with the activities in the technical offer

- Fees
- Field Mission (rate per diem daily)
- Transport.

The financial proposal, formulated according to the scale of the UNDP, established in Off-tax (VAT) and include all expenses related to the completion of the assessment mission which will cover consultant fees, and support for missions field and operating expenses related thereto (printing costs, secretarial, travel, etc.).

The financial proposal could be the subject of negotiation necessary.

By sending their offers, candidates must separate the technical proposal and the financial offer.

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## **XI. Financing of the mission**

Funding for the mission of the independent final evaluation is totally at the UNDP office.

## **XII. Properties were the results of the evaluation**

The results of the assessment remain exclusive property of the Sponsor. Therefore any use of them can not be tolerated without prior authorization, in exercising the powers of the structure.

### APPENDIX 3: List of documents consulted

- i. Final Report LEDSP/ NPLD ;
- ii. Review in mid-term CPAP 2012 - 2016, Final Report ;
- iii. Report final evaluation of the project ' Support to the Development Economic Local (LEDSP/ NPLD December 2013 ;
- iv. TOR of ' capitalization workshop ;
- v. GELD capitalization document

### APPENDIX 4: List of Interviewees

Dated	People met ed	Pattern	Time s	Contacts	Location
<b>Tuesday, 01/17/2017</b>	Ms. Marame LEYE LO UNDP Mr Souleymane Boukar, UNDP	Making contact, clarification of the mission and delivery of documents	15 H00-16 H 00		UNDP Office
<b>Monday, 1/23/2017</b>	Atoumane Agne, Project Coordinator PADEL / PNDL	Identification of stakeholders to meet ;  interview on the ' purpose of the mission	09: 00-11 H00	77 55579 72/819 61 48	Executive Secretariat PNDL, Dakar
	Ms. Marame LEYE LO	Presentation of the list of people to meet in Dakar and in the field with the contacts	12: 00-13: 00	77 65530 22	UNDP Office, Dakar
<b>Wednesday, 25/01/2017</b>	Abdou Khadre Diatta	Interview	11: 30-12: 30	77 514 46 90	DSDT, Dakar
	Oumar Wade	Interview	15 00-16 15	77 529 13 05/70 564 54 43	cell Office, Dakar
	Executive Secretary of PNDL	Information on the task of final assessment PADEL / PNDL	H 18 45-19 H 15	78639 81	DFO Executive Secretariat PNDL, Dakar
<b>Wednesday, 15/02/2017</b>	Abdoulaye Ndiaye	Interview	15 H00-16 H 00	77 549 89 66	DADL Office, Dakar
	Mbagnik Diouf	Interview	15 H00-16 H 00	77529 47	DADL Office, Dakar
	Ousseynou Touré, head of operations PNDL	Interview	10 H 00- 11 H 00	77 529 99 96/77 545 46 06	SE / PNDL

	Lamine Mbaye RAF PNDL	Interview	9H 9H 00- 55	77 725 00 60	SE / PNDL
<b>Friday, 2/17/2017</b>	Mr Etienne Turpin, SG MGLDAT	Interview	12: 00- 13: 00	77 740	MGLDAT
	Mr Biram Owens Ndiaye			August 07	
	<ul style="list-style-type: none"> <li>• Mr Cheikh T Senghor</li> <li>• Matar Ndiaye</li> <li>• Seyni Diop</li> </ul>	Interview	15 30- 16 30	77 657 65 05 77 515 69 11 77 640 51 83	DI MEFP
<b>Tuesday, 02/21/2017</b>	<ol style="list-style-type: none"> <li>1. Gabriel Sarr</li> <li>2. Malamine Sadio</li> <li>3. Ibrahima Ndiaye</li> <li>4. Adama Diop</li> <li>5. Mari è meNdiaye Seck</li> </ol>	Interview	16: 30- 17: 30	77 336 78 33 77 534 82 02 77 565 22 97 77 713 0713 77 53657 86	DP / DPSE / SBPB, MEFP !! !! !!
<b>Friday, 2/16/2017</b>	Mr Blaise Tchabi	Interview	11: 30- 12: 00	77 167 55 93	UNCDF
<b>Thursday, 02/02/2017</b>	<b>STAY COURSE</b>				
<b>02/03/2017</b>	Director ARD Louga : Cheikh Guèye and Mrs. Ndiaye Fanta Sow, head of the Local Economy Division	Interview	9 H 00- 11 H 00	77,450 March 12 77,365 July 23	Office RDA Louga
	SG bedroom m étiers Louga: Mr SY	Interview	12: 00- 13: 00	77 643 53 32	House of m étiers Louga
	Ms. Soda Diop, president of cooperators Women Louga, carrying economic initiative	Interview	12: 30- 14: 30	77 727 38 87	Keur Ndiouga
<b>Saturday, 02/04/2017</b>	NO	information processing and analysis	All day ed	-	H otel
<b>Sunday, 02/05/2017</b>	SG Chamber of Commerce Louga Cheikh Sene	Interview	11: 00- 12: 00	70 840 55 08	Chamber Louga
<b>Monday, 02/06/2017</b>	<ol style="list-style-type: none"> <li>1. Bilal Diop 1<sup>st</sup> Deputy Mayor Nguer Malal ;</li> <li>2. Ayib Seye , Councilor</li> <li>3. Dame Niang , accounting supervisor</li> <li>4. Mbarougou Tour é ,</li> <li>5. Cleaning of the market é</li> <li>6. Alassane Ndao , pr e EIG chairman Jokko Guy Mbeut</li> </ol>	Interview	09 H 30-12 H 00	76 392 62 43 76 330 60 75 77 949 51 46 76 137 71 37	Weekly Market Guy Mbeut
	Madik é Dieng, SG Mayor Louga, former director MDL Louga	Interview	13H 30- 14 H 30	77 557 75 94	H otel city of Louga
	Madiagne Guèye goalkeeper Nguidilé transformation unit (oil)	Visit the peanut	H 14 00-15 H 00	76 468 86 31	Transformati on

		processing unit			unit Nguidilé
<b>Tuesday, 02/07/2017</b>	Adji Fatou Ndiaye	Interview	10 30-11 30	77 657 83 July	MDL Kébémér
	Abdourakhmane Diop, 1 <sup>st</sup> Deputy Mayor of Guéoul	Interview	11 45-11 50	77 632 63 25	By telephone
	Mohamed Dia, mayor of the municipality of Tieppe	Interview	12 H H 00-12 15	77 707 35 91	By telephone
	Ibrahima Diop holder metal carpenter economic initiative project beneficiary	Interview	12: 00-13: 15	77 535 26 63	Workshop to Kébémér
	Head SDADL, Kébémér Ms. Guèye Rokhaya Ngom	Interview	17 00-17 15	77 542 4955	By telephone
<b>Wednesday, 08/02/2017</b>	Trip		08 H 00-12 H 00		Linguera
	Mr Modou Diop, head SDADL Linguere	Interview	12: 00-13: 00	77 575 31 85	MDL, Linguere
	Mr Momar Cissé: Administrator Linguere focal point MDL, officer of the County Council	Interview	15 H 00-16 H 00	70 680 74 42	MDL Linguera
<b>Thursday 09/02/2</b>	Awa Athie, this GIE Mame Rokhy MATY, local grain processing, Nguith	Visit unity and Maintenance	30- 08 M 09 M 30	77 800 13 97	Cereal transformation unit, Nguith
	Mr Dièye, former director of the MDL Linguere	Interview	10 H 00-10H 15	77 754 23 44	By telephone
	Massamba Thiane, municipal clerk of the town of Dahra	Visit the farm farm Dahra	10 00-10 30	77 540 24 83	H otel City Dahra
	<b>BACK AT DAKAR FROM 12 H 00</b>				

#### Annex 5: Logical Framework

Logic of intervention	OVI	Sources and means of verification	Hypothesis critical esis	Amount
<b>Impact</b> : The project contributes to improving the living conditions of the population through the LED in the decentralization process			The government has taken steps nécessaires	
<b>EFFECTS</b>				
<b>COMPONENT 1:</b> the formulation and implementation of the LED strategy are supported	Final Report of the Strat CEE LED Texts relating to the LEDs are adopted Contracts plans for the LEDs are signed			<b>135 263 111 (18%)</b>

<b>COMPOANTE TOTAL 1</b>	The own resources CL improved			
<b>COMPONENT 2 :</b> financing improved LED Louga	Evolution of local GDP Evolution of regional poverty rate stakeholder satisfaction rate targeted by the SFD			
<b>COMPONENT TOTAL 2</b>				<b>307 629 471 (41%)</b>
<b>COMPONENT 3 :</b> the capacity of local players for the LED are strengthened	A system th territorial governance is in place			
<b>COMPONENT TOTAL 3</b>				<b>963 079 910 (26%)</b>
<b>COMPONENT 4:</b> <b>strategic management knew SE / PNDL and ARD is reinforced</b>	Satisfaction level of CL b ENEFICIARIES of ARD services Number of TFP stowed the device PND			
<b>COMPONENT TOTAL 4</b>				<b>592 664 569 (16%)</b>
<b>OUTPUT</b>				
<b>1.2</b> local actors in the Louga region have tools and own resources for implementing the LED strategy	At least 50% of CL Targets No ed have a plan mobilized tion resources	ARD / MDL	That the functioning of the councils electe d is stable	
<b>2.1</b> infrastructure and economic activities of local and regional scope driven by local actors are funded in accordance with the standards and policies (environment, gender, vulnerable groups)	Number of economic infrastructures and activities of local and regional scope consistent	ARD AND MDL		
<b>2.2</b> Access and provides services DFS improved in order to contribute to LED in the region of Louga	Number of financial products introduced Volume financing available to DFS Number of beneficiaries of the services of DFS	SFD, ARD, and PADEL / PNDL		
<b>3.1</b> a platform for advisory support and services to the LED is implemented through the MDL	3 MDL are put in place Level of implementation of plans developed	ARD PADEL / PNDL		
<b>3.2</b> The capacities of actors MDL improved with a view to promoting	Number plans developed	MDL, ARD, PADEL / PNDL		

LED (local elected officials, private sector, local administration SFD)	Level of implementation of plans developed			
<b>3.3</b> Territorial governance of the Regional Council of Louga improved	Number of frameworks in place Number of meetings per frame	ARD PADEL.PNDL, M & E reports		
<b>3.4</b> The gender dimensions, environment and ICT are included in the LED	Proportion of projects int égrant gender Proportion of projects integrating the environmental dimension Proportion of projects integrating the dimension TCI	MDL, ARD, PADEL / PNDL		
<b>4.1</b> The strategic capabilities of SE / PNDL are strengthened	Number of signed partnership agreements ed into the framework of the LED Number of shared repositories on the anchor	PADELPNDL		
<b>4.2</b> Strategic and operational capacities of ARD are strengthened	Number of ARD with a strategic plan approved by the Board Number of ARD that received institutional support	M & E Reports		
<b>4.3</b> the capacity of national structures involved in the LED are strengthened	Number of structures appuy ed Number of activities in structures			
<b>4.4</b> better communication and better operational monitoring and evaluation of the SEP / PNDL and Louga ARD are insured	Number of communication plan Execution level plans Number of developed monitoring and evaluation manuals and put in work	M & E Reports		