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UNDP IN SENEGAL

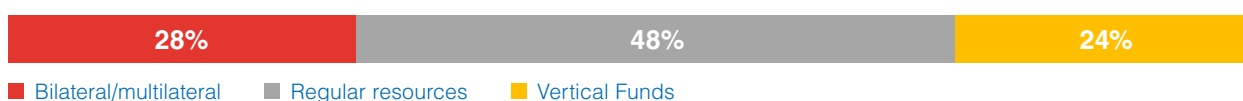
Senegal is among the least developed countries, and in recent years has experienced weaker growth than other sub-Saharan African nations. Agriculture remains the primary source of jobs and income for about 60 percent of people, a major challenge given an environment weakened by drought, deforestation and rapid urbanization. Significant reforms have been implemented in democratic and local governance and in the justice sector, but

strengthening the quality of public service and the rule of law remains a challenge.

UNDP has provided support related to good governance, crisis management, poverty reduction, and the environment and sustainable development. The Independent Evaluation Office of UNDP conducted an independent country programme evaluation that covered UNDP work from 2002 to 2010.

TOTAL PROGRAMME EXPENDITURE, 2004-2009: \$64.8 MILLION

FUNDING SOURCES, 2004-2009



PROGRAMME EXPENDITURE BY THEMATIC AREA, 2004-2009 (\$ MILLIONS)



FINDINGS AND CONCLUSIONS

UNDP poverty reduction projects in Senegal were well appreciated and often made a clear contribution. Many women benefited from specific outputs in microfinance and energy management. But contributions to poverty reduction were geographically limited. Each intervention operated in a compartmentalized manner, undercutting coordination and effective knowledge-sharing.

Support to various microfinance mechanisms and the financing of thousands of income-generating activities—either through direct financial and technical support, or by strengthening existing mutual savings banks and credit unions—was a resounding success. Projects reached the poorest groups, particularly people living with HIV/AIDS. Unfortunately, the number, amounts and effects of the loans were not always well documented. UNDP also assisted the Government in developing the national microfinance strategy and Law No. 2008-47 regulating Decentralized Financial Systems. Microfinance was about 10 times larger than it was 15 years ago, reaching over a quarter of Senegalese families.

Sixty-two multifunctional platforms were installed in the regions of Tambacounda, Louga and Thiès. They were run by women-only groups for various income-generating activities. Nevertheless, 500 platforms had been planned. Their economic potential was not fully exploited.

Through UNDP support, Senegal took better account of the social dimension of development in national policy, particularly in the second- and third-generation poverty reduction strategy papers (PRSPs). The MDGs were integrated into development programming documents. UNDP helped draft the National Gender Equality and Fairness Strategy, but the government structure in charge of implementation is relatively recent and appears to lack contacts within line ministries.

Slow or sometimes non-existent policy decision-making was a major hindrance to the governance programme. Several key studies were undertaken to reform public administration, but their recommendations remain unimplemented. UNDP has been instrumental in supporting the process of modernizing the judiciary. It helped introduce participatory planning of local development, a suitable funding mechanism similar to budget support for local authorities, the principle of local communities contracting out project delivery, work on local taxation practices, and other measures to strengthen the effectiveness and accountability of local officials.

Support for the environment and sustainable development has notably been used to demonstrate the importance of more participatory and decentralized environmental management through the creation of community nature reserves, and the inclusion of environmental

conservation in local development plans. Other assistance aided in restoring degraded lands, reclaiming salinized lands, opening firebreaks, reforestation, and protecting and managing forests. UNDP also supported the drafting of a proposed forestry taxation reform to promote sustainable management.

Crisis management interventions enabled progress in implementing a national programme to prevent and reduce major disaster risks. Mine action assistance supported the creation of the National Commission in charge of the Ottawa Convention on Landmines and the National Anti-Personnel Mines Action Centre in Senegal, the Commission's operational body. Small-scale mine-clearing and awareness-raising activities in the Casamance region probably played a modest role in the noted decrease in anti-personnel mine victims.

UNDP interventions helped improve implementation of the principles of aid effectiveness, contributing to a better absorption of external resources. As coordinator of a broadened representation of UN agencies in Senegal, which increased from 16 organizations in 2000 to 23 in 2007, UNDP was increasingly involved in joint programmes. Programme disbursements between 2004 and 2009 more than doubled, yet without much develop-

ment or strengthening of corresponding tools to manage joint programmes.

Dependence on external funds seemed to favour the multiplication of 'pilot' projects that all claimed to demonstrate the best approach to development. Some financial partners did not seek a model but rather expertise and on-the-ground presence to increase the impact of their assistance. Some 'models' are not integrated into national policy; others are too expensive and not likely to move beyond a demonstration stage. External funds were managed independently by each project, with few attempts at sharing roles, efforts and funds at the country programme level.

While overall UNDP support was aligned with international and national policies, it was undermined in practice by structural dependence on external financing. UNDP staff and donors rightly saw increased fundraising as an opportunity for creating new partnerships and a greater ability to intervene in the country. For their part, government officials saw it as a form of external dependency that undermines UNDP's traditional positioning in relation to the Government, and reduces its ability to respond to priority needs in areas where external resources are difficult to raise.

RECOMMENDATIONS

- UNDP should refocus its programming on the quality of the interventions that it supports rather than relying on their quantity. This requires that: headquarters should primarily base the performance evaluation of country offices on their ability to effectively contribute to sustainable development results rather than on their ability to raise funds; long-term support should focus on areas where UNDP has recognized expertise and functional networks to strengthen international partnerships and support progressive ownership of results by national stakeholders; UNDP should adopt a demand-based rather than supply-based approach to mobilizing resources; and UNDP should maintain a capacity to quickly mobilize expertise to respond to the requests of strategic national partners that go beyond the strict framework of ongoing projects and programmes.
- The organization should strengthen consistency between interventions, increase dialogue with national institutions and develop inter-agency collaboration. This involves the creation and continued support of spaces for dialogue on technical and policy issues within the country office; pursuing regular proactive dialogue with other UN agencies based on national needs; a better inventory of UN interventions; and moving towards integrating interventions under a national structure that establishes funding priorities and allocates funds.
- UNDP should strengthen its capacity to evaluate and report on progress towards desired outcomes. This implies a set of interventions in planning, the definition of indicators, project monitoring and audits on an annual basis, and harmonization of the UN Development Assistance Framework management structures with those of the PRSP. UNDP needs to ensure optimal use of staff skills, and strengthen staff at the strategic and operational level through continuous training and better use of knowledge networks.
- The UNDP country office should organize its programming around strategic thematic areas, including the environment, local development and governance, that provide a systemic and integrated vision of development.

ABOUT THE ICPEs

Independent country programme evaluations (ICPEs) are the backbone of the work of the Independent Evaluation Office. They capture evidence of UNDP's contributions to development results and the effectiveness of strategies supporting national development. They enable continued improvement in UNDP programmes, contribute to strengthened national ownership and evaluation capacity, and underpin accountability to national stakeholders and UNDP's Executive Board. To date, over 100 ICPEs have been conducted worldwide.

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