



# ASSESSMENT OF DEVELOPMENT RESULTS **SENEGAL**

EVALUATION OF UNDP CONTRIBUTION



**HUMAN DEVELOPMENT** effectiveness **COORDINATION**  
efficiency **COORDINATION AND PARTNERSHIP** sus  
**NATIONAL OWNERSHIP** relevance **MANAGING FO**  
sustainability **MANAGING FOR RESULTS** responsiveness  
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sustainability **MANAGING FOR RESULTS** responsiveness  
**HUMAN DEVELOPMENT** effectiveness **COORDINATION**





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EVALUATION OF UNDP CONTRIBUTION

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### ASSESSMENT OF DEVELOPMENT RESULTS: SENEGAL

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**Translation:** Cristina Costa Bravo

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# FOREWORD

Between May and December 2010, the Evaluation Office of the United Nations Development Programme (UNDP) conducted an Assessment of Development Results (ADR) of the UNDP country programme in Senegal for the 2002-2010 period. This evaluation was designed to analyse the value added by UNDP in Senegal and provide recommendations to assist in the preparation of the next country programme. The report covers UNDP interventions in its traditional practice areas: good governance at the national and decentralized level; environment and participatory management of natural resources; and crisis management. The period was characterized by Senegal's implementation of the Millennium Development Goals (MDGs), actively supported by UNDP since 2003.

The report concludes that the UNDP-supported interventions have generally been successful. On a modest financial and geographic scale, they have contributed to reducing non-income poverty through improved access to basic social services. In the area of governance, the effectiveness of UNDP support in Senegal has sometimes been constrained by slow policy decision-making. Nevertheless, UNDP was instrumental in the establishment of the Justice Sector Programme, a flagship initiative in the process of modernizing the State. It also has enabled Senegal to integrate the MDGs into its development frameworks. Finally, UNDP integrates gender and equity considerations, which have resulted in the development and dissemination of significant products aimed at women, disabled people and people living with HIV/AIDS.

UNDP Senegal has experienced a net increase of resources, which more than doubled between 2004 and 2009 resulting from the growing involvement of technical and financial partners, particularly towards the achievement of the MDGs. This increased recourse to external

financing reflects a global trend and responds to a corporate objective of the organization, which measures country offices in part by the yardstick of the resources they mobilize. Although a greater mobilization of funds can result in a greater capacity for intervention in the country, the report recalls, it may also have unintended consequences. Dependence on external financing may call UNDP's reputation of neutrality into question and focus its action on currently 'fashionable' areas for which funds are easier to raise. This development transforms the nature of project managers' work, which becomes less substantive and more administrative. The lower predictability of external resources compared to regular resources causes delays at startup and leads to discontinuities between successive phases. External funds tend to be managed separately, without the articulation of programme efforts and resources as a whole, resulting in poor synergy.

Finally, dependence on external funds seems to favour the multiplication of 'pilot' projects that all claim to demonstrate the best approach to development, without really seeking to emulate the approaches of other projects, to the detriment of learning processes. It is striking that so many projects not only in Senegal but also around the world are labeled as 'pilot' although so few assume the position of 'piloted'. This situation is similar to that of a school composed entirely of teachers without students. Learning is impossible without the capacity and willingness to listen to others.

These possible adverse effects of resource mobilization are not specific to Senegal and are reported in many ADRs. It is a systemic problem. This report offers some recommendations to attempt to minimize these effects in Senegal but also recommends that UNDP headquarters place less emphasis on the amount of funds raised

and pay more attention to the quality of achieved results. While it is clear that UNDP cannot reject all funding opportunities, it should not sacrifice its goals and standards, either.

The Evaluation Office views itself as a student rather than as a teacher. Our goal is to listen to UNDP teams and stakeholders in the field in order to extract meaningful lessons from experience. I hope this report's findings and

recommendations will provide relevant lessons for UNDP and its partners in Senegal and modestly contribute to a process of learning and capitalization of experiences.



Saraswathi Menon  
Director, Evaluation Office

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# ACRONYMS AND ABBREVIATIONS

ACCC	Adaptation to Climate and Coastal Change
ACOPROV	Support for the coordination and promotion of volunteerism in Senegal (Appui à la coordination et promotion du volontariat)
ADR	Assessment of Development Results
AGEX	Agency execution
ART GOLD	Support to Territorial Networks for Local Governance and Development
CAP	Project and programme implementation support unit
CBNR	Community-based nature reserve
CBO	Community-based organization
CCA	Common Country Assessment
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CPF	Country Programming Framework
CSO	Civil society organization
DCEF	Directorate of Economic and Financial Cooperation (MEF)
DDI	Directorate of Debt and Investment (MEF)
DEEG	Directorate of Gender Equity and Equality
DEX	Direct execution modality
DFS	Decentralized Financial Systems
DPES	Economic and Social Policy Document
DREAT	Delegation for State Reform and Technical Assistance
GEF	Global Environment Fund
GTZ	Gesellschaft für Technische Zusammenarbeit (German Agency for Technical Cooperation)
LDF	Local Development Fund
MDG	Millennium Development Goal
MEF	Ministry of Economy and Finance
MFI	Microfinance institution
MFP	Multi-functional platform
MTEF	Medium-Term Expenditure Framework
NEPAD	New Partnership for Africa's Development
NEX	National execution modality
NGGP	National Good Governance Programme
NHDR	National Human Development Report
NPLD	National Programme for Local Development
NSDC	National Social Dialogue Committee
PADEL	Support to Local Economic Development
PADMIR	Programme supporting decentralization in rural areas (Programme d'appui à la lettre de politique sectorielle microfinance)

PALAC	Mine Action Assistance Project in Casamance (Projet d'Assistance à la Lutte Antimines en Casamance)
PALPS	Programme to support the microfinance sector policy letter
PAREP	Poverty Reduction Support Programme
PASEF	Forest Ecosystem Services Improvement and Development Project (Projet d'amélioration et de valorisation des services des écosystèmes forestiers)
PDES	Social and Economic Development Plan
PGIES	Integrated Ecosystem Management Programme in 4 representative landscapes of Senegal
PODES	Orientation Plan for Economic and Social Development
PRECABG	Capacity Development for Good Governance (Projet de renforcement des capacités de bonne gouvernance)
PROGERT	Project for the management and restoration of degraded lands in the Groundnut Basin
PRP	Poverty Reduction Programme
PRSP	Poverty Reduction Strategy Papers
SMEs/SMIs	Small and Medium Enterprises/Small and Medium Industries
SNEEG	National Strategy for Gender Equality and Equity
TFP	Technical and financial partners
TRAC	Target Resource Allocation from Core
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNV	United Nations Volunteers



# EXECUTIVE SUMMARY

Between May and December 2010, the Evaluation Office of the United Nations Development Programme (UNDP) conducted an Assessment of Development Results (ADR) of the UNDP country programme in Senegal for the 2002-2010 period.

This evaluation had the following objectives:

- To provide an independent assessment of the progress achieved towards the results identified in UNDP programming documents;
- To analyse the value UNDP added in response to national needs and changes in the national development context;
- To present the main findings, draw key lessons learned and provide a series of recommendations to the management team, with a view to help prepare the next country programme.

The strategic analysis focused on UNDP positioning among development actors present in Senegal and in relation to the country's development priorities. The programmatic analysis covered two aspects of UNDP operations in Senegal: a sample of projects over two programming cycles (2002-2006 and 2007-2010), and the country office's management. The sample was reviewed and validated with the country office staff during a feedback session at the end of the scoping mission, and was divided into work areas as follows:

- **Good Governance:** project and programme support unit (CAP), two good governance programmes (PNGB, followed by PRECABG), local or decentralized development projects and programmes (PADMIR, followed by PADEL/NPLD and ART GOLD), and the United Nations Volunteers programme (ACOPROV, from 2008 to 2011).
- **Crisis Management:** Casamance anti-mine support programme (PALAC) and the

programme in support of disaster prevention, preparedness, mitigation, management and risk reduction.

- **Poverty Reduction:** the Poverty Reduction Support Programme (PAREP) followed by the Poverty Reduction Programme (PRP), the 'multi-functional platforms' (Phases I and II), the microfinance sector policy letter and the Millennium Villages Programme.
- **Environment and Sustainable Development:** project for integrated ecosystem management in four landscapes representative of Senegal (PGIES, 2 phases), the project for the management and restoration of degraded lands in the Groundnut Basin (PROGERT), the improvement and development of forest ecosystem services project (PASEF), and the issue of climate change.

The ADR encountered a number of constraints. The country office provided the evaluation team with all the documentation available, but for the 2002-2006 period, this consisted primarily of project approval documents. It soon became apparent that the various programming documents presented different hierarchies of objectives. Some important donors could not be met on site (this problem was later solved by telephone interviews). Finally, the evaluators struggled to extract themselves from the 'project level', at which, in practice, the UNDP portfolio in Senegal is primarily structured and managed.

## NATIONAL CONTEXT AND DEVELOPMENT CHALLENGES

Senegal is among the least developed countries, with a Human Development Index ranking of 166 out of 182 countries in 2007. Gross national income per capita reached USD 970 in 2008, but from this point on, Senegal experienced weaker growth than other Sub-Saharan African

countries. Despite some improvements before 2006, slightly more than half of Senegal's population lives below the poverty line. The steady annual growth of 5 percent in gross domestic product (GDP) between 1994 and 2005 declined to under 3 percent on average in the 2006-2009 period. That contrasts sharply with the minimum of 7 percent growth Senegal needs in order to halve poverty by 2015.

Agriculture remains the primary source of jobs and income for about 60 percent of the population. The strong dependence on natural resources represents a major challenge to an environment already weakened by drought, deforestation and rapid urbanization.

Senegal is a major recipient of official development assistance, a main beneficiary in Africa of South-South cooperation, and has recently seen a steady growth in 'decentralized cooperation' (development assistance from northern to southern provinces and cities). The country also receives substantial remittances from its emigrants around the world.

Senegal has been a democratic country since its independence. Significant reforms have been implemented in democratic and local governance and in the justice sector. In 2003, the Government established a national commission against non-transparency, corruption and bribery. However, strengthening the quality of public service and the rule of law remains a challenge. The peace process in Casamance, the centre of a conflict that began in 1982 and which weighs heavily on prospects for national economic recovery, has been restarted albeit without much success.

In terms of territorial administration, Senegal has long opted for the deconcentration of administrative services rather than for the more political option of power decentralization. This approach has encountered certain limitations: the central government remains dominant and bloated, while local and decentralized services are lacking in essential human and financial means.

## **NATIONAL DEVELOPMENT STRATEGIES**

Although Senegal has several strategic planning tools, harmonizing them remains a challenge. In 2000, Senegal became eligible for debt relief under the enhanced Heavily Indebted Poor Countries Initiative after it committed to a temporary strategy for reducing poverty. In addition to preparing the 10th National Economic and Social Development Plan (PODES), Senegal added Poverty Reduction Strategy Papers (PRSPs) to its development-planning tools. Starting in 2003, the country's economic and social development policy revolved around two successive PRSPs, as well as an Accelerated Growth Strategy (SCA in French) since 2005. Two new policy documents were being developed during the ADR's main mission (mid-2010): a long-term strategic planning document entitled Senegal 2025 and the third-generation poverty reduction strategy paper, entitled Economic and Social Policy Document (DPES) 2011-2015.

These documents concur on a few essential points: better distribution of economic growth and accelerated rural development, the need to strengthen good governance, rule of law and decentralization, a concern for rational management of natural resources and the environment, and the importance of accelerating the development of basic infrastructure to achieve the Millennium Development Goals (MDGs).

## **UNDP RESPONSES AND STRATEGIES**

The ADR encompasses two programme cycles, 2002-2006 and 2007-2011. The country office planned interventions using the UNDP-specific programming instruments in effect during each period: the Country Programme Framework (CPF) for the first cycle, and the Country Programme Document (CPD) and Country Programme Action Plan (CPAP) for the second. Other tools such as the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) were also used.

UNDP interventions in Senegal have been fairly stable during these two programming phases in two main practice areas: good governance and poverty reduction. However, the ADR reveals an effort to refocus UNDP interventions between the two programming phases. In the area of good governance, the programme now focuses on public administration, public-sector reforms and support to the parliament. In the area of poverty reduction, the most significant adjustment was an attempt to seek greater consistency among various community-level interventions.

Although environment and crisis management were not expressly reflected in the CPF 2002-2006, they were already represented in the portfolio by significant projects (PGIES and PALAC, respectively). The inclusion of the issue for the first time in the CPD 2007-2011 reflects recognition *a posteriori* of the importance of these thematic areas in the portfolio, rather than a true programmatic innovation.

During the period under review, Senegal adopted and implemented the MDGs, which UNDP has actively supported since 2003. In addition, UNDP Senegal has seen a net increase of financial execution from approximately USD 7 million per year in 2004/2005 to over USD 16 million in 2009. This rise appears to be the result of increased mobilization of extrabudgetary resources, primarily in two areas of growing importance: energy and environment, and crisis prevention and recovery.

## RELEVANCE

The programme, as conceived and drafted, is aligned with international and national policies. The actions undertaken are appropriate responses to nationally identified priorities, and are designed according to nationally and internationally accepted good practices. However, the programme's strong formal relevance is undermined in practice by the structural dependence on external financing. UNDP staff and donors rightly see this increased fundraising as an opportunity for creating new partnerships and a greater

ability to intervene in the country. For their part, government officials see it as a form of dependency on external financing, which 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.

## EFFECTIVENESS

UNDP has experienced strong growth in its programming activities and as coordinator of a broadened representation of UN agencies in Senegal, which increased from 16 organizations in 2000 to 23 in 2007. UNDP is increasingly involved in the planning and implementation of joint programmes with other UN agencies. This rapid and diversified growth has evolved into a crisis: Programme disbursements between 2004 and 2009 have more than doubled, without much development or strengthening of corresponding tools to manage joint programmes. The significant improvement in the quality of monitoring of NEX interventions achieved through the implementation of the CAP contrasts with a poor grasp of disbursement procedures by project managers, a lack of control over the availability of resources – some of the projects were under UNOPS in Abidjan – and planning deficiencies. This in turn resulted in continued delays in the start-up of activities and discontinuities between successive project phases. These administrative and operational problems were worsened by an increasing workload, in particular because of the significant rise in resources available but also due to the greater number of UN agencies served by UNDP operations.

Properly used, increased financial capacity and the development of new partnerships resulting from the decline of UNDP resources could promote strategic and sectoral expertise among UNDP staff. Unfortunately, external funds are managed independently by each project, with few attempts at sharing roles, efforts and funds at the country programme level. However, the recruitment of two new specialists in communications/knowledge management and climate change

shows the management's willingness to engage in more strategic approaches.

## EFFICIENCY AND SUSTAINABILITY

Most of the sampled projects completed their work programme and produced the expected outputs. Poverty reduction projects were all very well appreciated and have often made a clear contribution in terms of effectiveness and impact. Gender considerations are integrated into the design, implementation, and monitoring and evaluation of UNDP projects. Specific outputs have been developed for women in microfinance (credit lines specific to women) and energy management (multi-functional platforms) and many women have benefited from these. However, the contribution of these projects to poverty reduction is geographically limited. Furthermore, their overall efficiency is reduced by a project approach where each intervention is operating in a compartmentalized manner, is poorly coordinated and lacks effective sharing of knowledge with other projects.

In the area of governance, slow or sometimes non-existent policy decision-making is a major hindrance to the effectiveness of UNDP support in Senegal. For example, several key studies have been undertaken to reform public administration, but their recommendations remain unimplemented because of the Government's lack of follow-up.

In the area of environment and sustainable development, UNDP support has notably been used to test and demonstrate the importance of more participatory and decentralized environmental management through the creation of community nature reserves and the inclusion of environment conservation and valorization activities in rural community local development plans.

UNDP intervention in the area of crisis management has enabled the Government to make progress in implementing a programme to prevent and reduce major disaster risks as well as in creating the conditions necessary for the development of a culture of risk prevention and

reduction. The villages most affected by landmines in Casamance were also supported.

The main results achieved by UNDP in Senegal can be summarized as follows:

- UNDP interventions have enabled Senegal to better take into account the social dimension of development, particularly in the second- and third-generation PRSPs, where UNDP's conceptual influence is perceptible, and to integrate the MDGs into its development programming documents;
- UNDP has been instrumental in the implementation of the Justice Sector Programme, which is a flagship programme in the process of modernizing the State and the judiciary;
- UNDP interventions have contributed to the improved implementation of the principles of aid effectiveness through the establishment of more structured dialogue frameworks, mainly since 2007, for better coordination and adoption of common positions between technical and financial partners (TFPs), by strengthening the national capacity for planning, monitoring and auditing and through the highly professional supervision of projects and programmes by the CAP. These efforts contributed to a better absorption of external resources and to the adoption of the NEX modality for almost all UNDP interventions and those of other TFPs.
- The PADMIR and PADEL/NPLD have introduced 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 support to strengthen the effectiveness and accountability of local officials in Senegal. The programme seeks to be at the forefront of decentralization and, in fact, seems to be having a progressive impact on public policy, although much remains to be done to strengthen the capacity of municipalities and rural communities.

- The number of completed infrastructure projects (schools, health centres, etc.) is rather small but they are generally of good quality. However, thanks to the Millennium Villages project, the municipality of Leona benefited from five new health centres, a medical laboratory, 18.5 km of track, 1,800 improved latrines and the connection of more than 1,200 houses and 38 schools to the water supply, thus contributing to achieving the MDGs in that area. Access to safe water and latrines is now almost universal in the area, and the gross school enrollment rate rose from 77 to 88 percent (girls representing 49 percent). However, the country cannot ensure sustainability due to high unit costs, and local officials are expressing serious concerns about the sustainability of interventions and the impacts after the withdrawal of the project.
- The support to various microfinance mechanisms and the financing of thousands of income-generating activities – either through direct financial and technical support or by strengthening the existing mutual savings banks and credit unions – have been a resounding success and have managed to provide resources to the targeted populations to support employment and self-employment. Microprojects by women and disabled people can also help to prevent social exclusion. These projects have managed to reach the poorest groups in the population, particularly people living with HIV/AIDS who have benefited from a specific credit line, and to take into account the economic segments that are neglected by the formal banking sector. Unfortunately, the number, amounts and effects of the loans are not always well documented.
- UNDP has also assisted the Government in developing the national microfinance strategy and Law No. 2008-47 regulating Decentralized Financial Systems in Senegal. This law, enacted in September 2008, seems to contribute to the progressive structuring and growth of the Senegalese microfinance system. This system is about 10 times larger than it was 15 years ago and now reaches out to over a quarter of Senegalese families.
- The ACOPROV project mobilized numerous volunteers in MDGs awareness-raising activities in Diourbel, Louga, and Ziguinchor. Higher level support to the structuring of volunteerism in Senegal seems slower to bear fruit: the draft law on the legal framework for volunteering and the draft decree on the volunteer house must still be approved by parliament. The volunteer house awaits its final premises and the volunteer database is still in its gestation phase.
- The process of preparing and producing the National Human Development Report (NHDR) was used as the basis for policy dialogue between the Government and its partners, and the National Gender Equality and Fairness Strategy (SNEEG) was drafted and enacted with UNDP support. However, the governmental structure in charge of promoting the SNEEG implementation in all State bodies is relatively recent and appears to lack contacts within line ministries.
- UNDP has installed 62 multi-functional platforms (MFPs) in the regions of Tambacounda, Louga and Thiès. They are run by women-only groups for various income-generating activities (hulling, mills, etc.) and reduce the working hours of women and girls. Nevertheless, this figure is still far from the 500 MFPs planned for the current phase, and the economic potential of platforms is not yet fully exploited.
- UNDP interventions in natural resources management have enabled the testing and building of models for participatory management of natural resources. UNDP is also involved in restoring degraded lands, reclaiming saline lands, opening of firebreaks, reforestation, protecting and managing designated forests based on management plans. Finally, it supported the drafting of a proposed forestry taxation reform to promote the sustainable management of this resource.

- It is too early to assess the effectiveness of climate change-related interventions. However, the NHDR 2009 entitled ‘Climate Change, Food Security and Human Development’ should boost dialogue towards reviewing national development policies and strategies, especially now that the third-generation PRSP is being prepared.
- UNDP has helped develop tools to make the national crisis prevention programme operational. The training of members of parliament on disaster risk prevention and management has resulted in this area receiving increased interest in the national budget. However, some outputs are still in the drafting stage (early warning system).
- The Mine Action Assistance Project in Casamance (PALAC) 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 (CNAM), the Commission’s operational body. Along with other actors, the small-scale UNDP mine-clearing and awareness-raising activities in affected communities probably played a modest role in the noted decrease in the number of anti-personnel mine victims.

The numerous interventions supported by UNDP have generally been quite successful. However, nationally, it is clear that all of these interventions have had little impact on the poverty situation in Senegal. Overall, although the national level of ‘non-income poverty’ has been reduced through improved access to basic social services (drinking water and schooling, in particular), extreme poverty has increased during this period.

## LEARNING AND COORDINATION

Dependence on external funds seems to favour the multiplication of ‘pilot’ projects that all claim to demonstrate the best approach to development, without really seeking to emulate the approaches of other projects. The pilot nature of some projects

is also ambiguous. Some UNDP financial partners do not seek a model but rather seek expertise and on-the-ground presence to increase the impact of their assistance. Some ‘models’ are not integrated into national policy, even after years of operation. Others are not generalizable because they are too expensive and not likely to move beyond mere demonstration stage. The principle of knowledge capitalization should prevail. Rather than speaking of models, which evoke the idea of a finite and easily replicable approach, it seems more accurate to speak of progressively tested and validated experiences and assumptions.

## RECOMMENDATIONS

**Recommendation 1: The UNDP country office in Senegal should refocus its programming on the quality of the interventions that it supports rather than relying on their quantity. This requires that:**

1. UNDP 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;
2. UNDP should focus its long-term support in areas where it has recognized expertise and functional networks (environment, local development and governance) in order to strengthen its international partnerships and establish the conditions to support effective and progressive ownership of results by national stakeholders;
3. UNDP should adopt a demand-based rather than supply-based approach to mobilizing resources, by trying to channel funding opportunities to structures that already have operational capability, by further developing the skills of programme officers and project staff in technical and policy dialogue, and by choosing to prioritize the capacity development of permanent structures;
4. 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, to which the other TFPs cannot respond.

**Recommendation 2: The UNDP country office should strengthen the consistency between its various interventions, increase dialogue and synergies between its projects and with the national institutions and programmes and develop inter-agency collaborations. This involves:**

1. The creation and continued support of spaces for dialogue on technical and policy issues within the country office;
2. Pursuing regular proactive dialogue with the other UN agencies, so as to promote joint programmes based on the needs expressed by the national counterpart;
3. A better inventory of UN agency interventions (mapping of interventions analysis of similarities and complementarities, dialogue with TFPs so as to promote the development of joint multi-annual support programmes);
4. Identifying the best institutional framework in each area of intervention, by reducing the number of Project Management Units and by gradually integrating the different interventions that provide assistance in the same sector around a national structure that has the authority to establish funding priorities and allocate funds.

**Recommendation 3: The UNDP country office should strengthen its capacity to evaluate and report on the progress of its interventions in achieving the desired outcomes. This implies a set of interventions in:**

1. Planning: (i) to harmonize and complement current planning and monitoring tools (UNDAF, CCF, PAPP, ATLAS); (ii) to systematically define the measurable quantitative and qualitative indicators for each expected development outcome and to

establish a baseline, (iii) to provide funds and personnel for in-the-field project monitoring and audits on an annual basis; (iv) to harmonize the UNDAF management structures with those of the PRSP;

2. Human resources: (i) ensure optimal use of the specific skills of each staff category; (ii) to strengthen staff at the strategic and operational level through continuous training and better use of UNDP and UN system knowledge networks;
3. Communication: (i) to encourage, support and systematize the implementation, in annual work plans, of processes dedicated to the communication and sharing of experiences; (ii) to develop and implement a communication policy to manage the communications strategies targeting the various UNDP audiences.

**Recommendation 4: The UNDP country office should organize its programming around strategic thematic areas, providing a systemic and integrated vision of development:**

1. A thematic area on environment, that would seek to promote sustainable social, economic and environmental actions for the protection of natural resources, adaptation to climate change, crisis and disaster management, and energy policy;
2. A thematic area on local development, aimed at supporting local authorities so that they become democratic and financially viable agents of local development, and including support to good governance at the local and intercommunal level, the provision of social services, decentralized cooperation and local taxation;
3. A governance thematic area, aimed at improving public policy and citizen oversight, covering actions on public administration reform, support to Parliament, ODA management and implementation of mechanisms for monitoring major development policies.



## Chapter 1

# INTRODUCTION

### 1.1 PURPOSE AND SCOPE

From May to December of 2010, the Evaluation Office of the United Nations Development Programme (UNDP) conducted an Assessment of Development Results (ADR) of the UNDP country programme in Senegal for the 2002-2010 period. The assessment was performed under the general provisions of the UNDP Evaluation Policy<sup>1</sup> and had the following objectives:

- To provide an independent assessment of the progress achieved towards the results identified in UNDP programming documents;
- To analyse the value UNDP added in response to national needs and changes in the national development context;
- To present the main findings, draw key lessons learned and provide a series of recommendations to the management team, with a view to help prepare the next country programme.

The evaluation identified two levels of analysis, strategic and programmatic. The strategic analysis focused on UNDP positioning among the development actors in Senegal and in relation to the country's priorities. More specifically, this analysis focused on UNDP's place in the development arena and political context of Senegal, and the strategies used by the country office to strengthen UNDP's position in that arena and in key practice areas. The strategic analysis also examined UNDP's political support and its efforts to mobilize other stakeholders, as well as the extent to which UNDP has ensured the mainstreaming and promotion of its human development values, including capacity development, knowledge

management, gender equality and socio-economic equity for the poor and excluded.

The programmatic analysis covered two aspects of UNDP operations in Senegal: (i) the analysis of the project portfolio over two programme cycles (2002-2006 and 2007-2010) in order to provide an assessment of the results obtained against the expected results, the general linkage between activities, outputs and outcomes, as well as links between the two programming cycles; and (ii) analysis of country office management to shed further light on factors that could explain the scope of the results achieved, revealed through an analysis of the portfolio.

### 1.2 METHODOLOGY

The evaluation methodology was based on the standards set by the UNDP Evaluation Office in its Guidelines for the Assessment of Development Results<sup>2</sup> and meets the specific terms of reference of the Senegal ADR, presented in Annex 1.

The ADR was based largely on project data so as to identify the outcomes of UNDP interventions on the major socioeconomic changes prioritized by Senegal during the period assessed. Individual project outputs are mentioned in order to support the type and significance of overall programme outcomes.

However, it was difficult to maintain a programme-oriented focus on outcomes typical of ADRs, since the UNDP country office in Senegal, as the following chapters will show, has tended to take a project approach. The evaluators

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<sup>1</sup> <[www.undp.org/eo/documents/Evaluation-Policy.pdf](http://www.undp.org/eo/documents/Evaluation-Policy.pdf)>.

<sup>2</sup> UNDP Evaluation Office, 'ADR Method Manual', 10 March 2010 (draft).

struggled at times to extract themselves from the ‘project level’ because the ‘programme level’, although described in the literature, was sometimes nonexistent in the actual interventions and in the minds of key stakeholders.

## SAMPLING

As an initial sampling unit, the team used the targeted development result as formulated in the Country Programme Frameworks (CPF) and the United Nations Development Assistance Framework (UNDAF) valid for the 2002-2010 period. This approach was complemented by a sample of selected significant projects that contributed to each targeted development result. The sample was based on the following criteria:

- i. Development results targeted by the CPF and UNDAF;
- ii. The relative financial importance of focus areas and projects;
- iii. The existence of projects over the two programming cycles;
- iv. The different modalities of implementation (national execution-NEX, direct execution-DEX and agency execution-AGEX);
- v. Availability of documentation for these projects;
- vi. Balance between strategic and central-level actions, and operational and local-level actions;
- vii. The potential for highlighting a retrospective and prospective programme.

This purposive sample was presented to the country office staff during the feedback session of the scoping mission and was then reviewed and validated. It includes 21 projects: four performed during the first programming cycle, two that overlapped the two cycles, three planned and implemented during the second programming cycle and 12 that are currently active. In addition,

eight projects constitute phases one and two of the same intervention deployed over the two programming cycles. These interventions are divided into work areas as follows:

- **Good governance:** project and programme support unit (CAP, performed from 2006 to 2008), two good governance programmes (PNGB from 2003 to 2005, followed by PRECABG, from 2008 to 2011), local or decentralized development projects and programmes (PADMIR, from 2000 to 2007, followed by PADEL/NPLD from 2008 to 2011, and ART GOLD planned for 2008-2011), in terms of decentralization support<sup>3</sup>, and the United Nations Volunteers programme (ACOPROV, from 2008 to 2011).
- **Crisis management:** Casamance anti-mine support programme (PALAC) and support for prevention, risk reduction and disaster management programme.
- **Poverty reduction:** the Poverty Reduction Support Programme (PAREP) launched in 2004 and followed by the Poverty Reduction Programme (PRP) in 2008, the ‘multi-functional platforms’ (Phases 1 and 2) performed between 2002 and 2010, the microfinance sector policy letter and the Millennium Villages Programme.
- **Environment and sustainable development:** project for integrated ecosystem management in four landscapes representative of Senegal (PGIES, 2 phases), covering the 2002-2011 period, the project for the management and restoration of degraded lands in the Groundnut Basin (PROGERT) 2007-2012, the improvement and valorization of forest ecosystem services project (PASEF), and the issue of climate change which represents an emerging priority for UNDP Senegal programming.

Table 1 shows the links between these projects and the UNDAF and CPAP development outcomes.

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<sup>3</sup> These local development projects also include support for combating poverty.

**Table 1. The Contribution of Sampled Projects to Development Results**

UNDAF Outcome	CPAP Outcome	Project
<b>Good governance</b>		
<i>Poverty reduction and consolidation of long-term bases for development and African integration, while preserving the intrinsic conditions for successful social policies, in particular, for the maintenance of a credible macroeconomic framework <sup>(1)</sup></i>	<i>Streamlining of public administration organizational framework; modernized public service management; improved public finance management; improved parliamentary work, justice reform, fight against corruption; information and communication technology development through the support of the formulation of national policy and implementation of an information and outreach strategy. <sup>(1)</sup></i>	PNBG (2003-2005)
Effective participation of all stakeholders, efficiency, transparency, gender equity, promotion of human rights and sustainable development strengthened in development programme and policy design, implementation and evaluation.	Contributing to efficiency and transparency in economic and social management and strengthens the rule of law in a democratic society.	PRECABG (2008-2011) Note: continuation of PNBG
<i>Improved governance in rural areas as key to sustainable human development <sup>(1)</sup></i>	Leading to and documenting a significant improvement in the delivery of infrastructure and development services in rural programme communities.  Enabling the Government to take concrete legislative and regulatory action to institutionalize and strengthen decentralized planning and financing of rural development.	PADMIR (2000-2007)
Effective participation of all stakeholders, efficiency, transparency, gender equity, promotion of human rights and sustainable development strengthened in development programme and policy design, implementation and evaluation; contribute to efficiency and transparency of management.	Improved strategic management of local development at the central level; capacity development in local communities to promote sustainable local economic development; upgraded operation of territorial administration and local governments; improved delivery of basic social services.	PADEL/Public Administration Reform (2008-2011) Note: Continuation of PADMIR
	National capacity development to improve the absorption of funds from external resources.	CAP Capacity Development (2006-2008)
Effective participation of all stakeholders, efficiency, transparency, gender equity, promotion of human rights and sustainable development strengthened in development programme and policy design, implementation and evaluation.	A more development-prone institutional environment that focuses on public/private/civil partnerships and a rational management of the ODA.	ACOPROV/Coordination and promotion of volunteering (2008-2011)
	Local governments and community-based organizations (CBOs) have the capacity and resources to participate in the process of decentralization and local development management, by coordinating the actions of international cooperation in their territories, including opportunities offered by decentralized cooperation.	ART GOLD (2008-2011)

(1) Projects that do not refer to a UNDAF development result. The text in italics is from the project approval document.

(continued)

**Table 1. The Contribution of Sampled Projects to Development Results** (continued)

UNDAF Outcome	CPAP Outcome	Project
<b>Crisis prevention and recovery</b>		
Effective participation of all stakeholders, efficiency, transparency, gender equity, promotion of human rights and sustainable development strengthened in development programme and policy design, implementation and evaluation.	Capacities of national, local and community institutions strengthened for improved crises and natural disaster preparedness and response.	PALAC/Anti-Mine Action Support (2007-2009)
		Disaster prevention and management (2007-2009)
<b>Poverty reduction</b>		
Strengthening the capacity of the poor to improve their living conditions on a sustainable basis.	<i>Unspecified</i>	Multi-functional Platform 1 (2002-2004)
Increased income of poor and vulnerable groups in UN system thematic areas.	<i>Improved living conditions of rural populations by increasing access to basic decentralized, affordable and sustainable energy services <sup>(1)</sup></i>	Multi-functional Platform «2 (2008-2010)
Support for strategic management at the national level. Completion and replication of pilot projects to promote sustainable livelihoods in priority geographical areas.	<i>Unspecified</i>	PAREP (2003-2005)
The promotion and development of micro, small and medium enterprises is a major contribution to the generation of income, decent jobs, food security and social protection especially for women and youth in UN system priority areas.	Qualitative and quantitative improvement in the supply of financial products and services, particularly in rural areas, through MFIs that are sustainable and integrated in the financial sector.	Support for the Microfinance Sector Policy Letter (2007-2011)
	Strengthening management, implementation and monitoring capacities regarding strategic reference frameworks (PRSP, MDGs, NEPAD); National productive capacity improved; Incomes of poor and vulnerable groups increased	PRP (2008-2011)
<i>Promoting the MDGs in the area of Leona by implementing a comprehensive strategy, village by village, to eradicate extreme poverty in its many dimensions <sup>(1)</sup></i>	<i>Unspecified</i>	Millennium Villages (2006-2010)
<i>Goals – To promote gender equality and the empowerment of women <sup>(1)</sup></i>	Development of the capacity of national partners for gender analysis in policy development, advocacy and improving income	Understand and implement the mainstreaming of gender issues and budgeting to achieve the MDGs in Senegal (2005)

(1) Projects that do not refer to a UNDAF development result. The text in italics is from the project approval document.

(continued)

**Table 1. The Contribution of Sampled Projects to Development Results** (continued)

UNDAF Outcome	CPAP Outcome	Project
<b>Environment and sustainable development</b>		
<i>Unspecified</i>	Environmental policy/environmental planning and legislation	PGIES 1 (2002-2005)
The promotion and development of micro, small and medium enterprises is a major contribution to the generation of income, decent jobs, food security and social protection especially for women and youth in UN system priority areas.	Sustainable livelihoods and environmental protection	PGIES 2 (2007-2011) Note: Continuation of PGIES 1
		PROGERT (2007-2012)
<i>Unspecified</i> (Focus: <i>Creating Wealth and Reducing Hunger for Sustainable Development</i> )	The sustainability of livelihoods of vulnerable groups and their living environment improved in the UN System priority areas through environmental protection actions and enhancement of natural resources.	PASEF (2008-2011)
<i>Unspecified</i> (Focus: <i>Sustainable Development</i> )	Capacity building for sustainable development at subregional, national, local levels	Adaptation to Climate Change (2008-2011)

(1) Projects that do not refer to a UNDAF development result. The text in italics is from the project approval document.

## EVALUATION CRITERIA

The evaluation criteria applied to the sampled interventions included:

- At the strategic positioning level: (i) relevance of the strategic approaches defined and implemented by UNDP; (ii) responsiveness to the national context; (iii) use of networks and strategic partnerships; and (iv) promotion of human development values;
- At the programmatic level: (i) thematic relevance, (ii) effectiveness, (iii) efficiency, (iv) sustainability of results.

The analytical approach has respected the strategic dimension of an ADR focused on the development results of programme rather than the outputs of individual projects. For example, the analysis of relevance or effectiveness is not initially centred on the project itself, but rather on the project architecture that has been set up to produce targeted broad

development results. The ADR has gauged the assessment criteria through a cross-sectional analysis of specific interventions and the logical links between those interventions and UNDP's country strategy as defined in the country programme frameworks.

## DATA COLLECTION AND ANALYSIS

The evaluation team, composed of an international team leader and three national consultants, spent nearly three weeks in Senegal conducting field visits to sampled project sites and interviewing select key stakeholders using an interview sheet validated at the beginning of mission.

The evaluation team visited project sites in the capital and the northern area of the country but was unable to venture south into Casamance, mainly for security reasons. The team conducted over 60 personal interviews and ten semi-structured<sup>4</sup> group interviews, in four of the 14 regions of Senegal.

<sup>4</sup> See list of people consulted in Annex 2.

Interviewees included representatives of the UN System and UNDP, representatives of the Government of Senegal, stakeholders and beneficiaries at the central, decentralized and deconcentrated levels, as well as donor representatives (TFPs), implementing agencies and other UNDP partners. This primary data was compared with information obtained through a comprehensive desk review of the literature.<sup>5</sup>

Data analysis began during the last week of the main mission in Dakar.<sup>6</sup> Preliminary results were presented to UNDP, the Government of Senegal, and other UN agencies and donors at a review meeting on 4 August 2010.

### 1.3 THE EVALUATION PROCESS

The ADR was divided into three phases between March 2010 and February 2011:

- **Phase 1.** Preparation (March-June 2010). This phase included: an initial desk review by the Evaluation Office in order to provide an overview of the UNDP programme for the period under consideration; the mapping of key stakeholders; a scoping mission by the Evaluation Office task manager to determine the evaluability of the programme and to identify the members of the evaluation team; preliminary meetings at UNDP headquarters with the evaluation team leader, the Evaluation Office and the Bureau for Policy Development; a scoping mission in Dakar conducted from 7 to 11 June by the evaluation team leader and national consultants to gather stakeholder views on key issues for review, and to propose and validate a sample of interventions to assess and identify key informants; and, finally, preparation of a preliminary report restating the methodology, tools and work schedule for the ADR.
- **Phase 2.** Conducting the evaluation (July-December 2010). This phase covered: the main data collection mission from 11 July to 4 August to gather and validate data; the preparation of a draft report, released in September, with the results of the analysis of the information collected; submission of draft report to major stakeholders, including the country office and the Government, for factual corrections, as well as to the Evaluation Office and external experts for technical review. The evaluation team leader, in close cooperation with the Evaluation Office task manager, finalized the ADR report based on views expressed by the principal clients and the results of external reviews. This phase of the ADR concluded with a stakeholder meeting to present the results of the evaluation, examine ways of achieving progress in Senegal and strengthening national ownership over development processes and accountability to be assumed by stakeholders in UNDP interventions.
- **Phase 3.** Monitoring. This last phase covered the Management response, including the country and regional offices, to the ADR as well as a follow-up to the implementation of monitoring action and dissemination of the ADR report in Senegal and UNDP headquarters.

### 1.4 LIMITS OF THE ASSESSMENT

The ADR encountered a number of constraints, including:

- Documentation of the operations of the first programme period considered in this ADR was fragmented and particularly weak in terms of baseline data and monitoring indicators; the team minimized this obstacle early in the sampling stage so as to retain a majority of projects that had been submitted to a

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<sup>5</sup> See list of documents consulted in Annex 3.

<sup>6</sup> The most important analytical work was, however, carried out after the mission.

subsequent phase during the second programming phase (2007-2011); the team has thus benefited from the review of results achieved by the project, which formed the basis for the planning of the subsequent phase.

- Efforts to systematize the identification of development results targeted by UNDP interventions and their linkages with the UNDAF and national objectives were not evident until 2007, during the second ADR period; even during this second period, linkages between UNDAF (2007-2011) development outcomes, those of the Country Programme Document (2007-2011) and those of the common framework for the Country Programme Action Plan (2007-2011) are not codified or organized in the same way; the evaluation team followed the example of the ADR conducted in Somalia (July 2010) and retained only the results identified in the 2002-2004 Country

Cooperation Framework and the 2007-2011 Country Programme Description as part of general results for the 2002-2010 period.

- It was not always easy to relate UNDP results and achievements to projected outcomes included in the Country Programme Document or project documents.
- The period of the main mission (July 2010) coincided with domestic and international trips of UNDP officials and representatives of TFPs. Therefore, the evaluation team was not able to meet some donors such as the delegations of the European Commission and World Bank. In those cases, interviews were done by telephone.
- The evaluators' analysis has sometimes struggled to go beyond the 'project-level', because in practice, UNDP portfolio in Senegal is primarily structured and managed at that level.



## Chapter 2

# DEVELOPMENT CHALLENGES AND NATIONAL STRATEGIES

### 2.1 BACKGROUND AND DEVELOPMENT CHALLENGES

Senegal, a semi-arid, flat coastal country in West Africa, is one of the 49 Least Developed Countries (LDCs) of the world. Overall, Senegal has a relatively low Human Development Index. Despite a slight rise from 0.431 in 2000 to 0.464 in 2007, the country has fallen from 154th position in 2000 to 166 in 2007 in the 182-country ranking.<sup>7</sup> With an average growth rate of 2.5 percent, it is estimated that the country's population increased from 9.5 million in 2000 to 12.2 million in 2008, making Senegal the 21st most populous of 50 Sub-Saharan countries.<sup>8</sup> Gross national income per capita was USD 490 in 2000, and reached USD 970 in 2008, but Senegal has grown at a slower pace than its neighbours, moving from 15th position in 2000 to 19th in 2008 in terms of GDP per capita in the ranking of 50 sub-Saharan countries.<sup>9</sup>

In Senegal, 47 percent of the population lives in urban areas<sup>10</sup> and over 50 percent of the people are under 20.<sup>11</sup> The literacy rate for people over age 15 remains low, 39.3 percent for the 1995-2005 period.<sup>12</sup> The employment rate was 50.7

percent in 2005, and the underemployment rate was 22.5 percent.<sup>13</sup> The latter rate rose to 23.0 percent in 2009.<sup>14</sup> Unemployment, which rose from 9.7 percent in 2002 to 10.0 percent in 2006, is mainly urban. The job market is largely dominated by the informal sector, which employed 3,422,700 people in 2006 compared to 214,700 employed by the formal sector (only 6.0 percent of total employment).<sup>15</sup>

Despite some improvements prior to 2006, slightly more than half of Senegal's population still lives below the poverty line. Income poverty, which is higher in rural (56 percent) than urban (38 percent) areas<sup>16</sup>, affects women more seriously than men. Poverty reduction remains a primary challenge, as the steady growth of 5 percent of gross domestic product (GDP) between 1994 and 2005 has declined to under 3 percent per annum on average over the 2006-2009 period.<sup>17</sup> Senegal requires a minimum growth rate of 7 percent in order to halve poverty by 2015.

Although its contribution to real GDP was only around 6.6 percent in 2006,<sup>18</sup> agriculture remains the primary source of jobs and income for about

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<sup>7</sup> UNDP, 'Human Development Report', 2002, 2007-2008 and 2009.

<sup>8</sup> OECD, 'Cooperation for Development', 2002 and 2010 reports.

<sup>9</sup> Ibid.

<sup>10</sup> UNDP, 'Human Development Report', 2002.

<sup>11</sup> UN System, CCA, November 2006.

<sup>12</sup> UNDP, 'Human Development Report', 2007-2008.

<sup>13</sup> MEF, 'Indicateurs de suivi du DSRP 2 [Monitoring indicators of the PRSP II]', July 2010.

<sup>14</sup> MEF, 'Rapport provisoire: bilan diagnostique du DSRP II [Provisional report: diagnostic summary of the PRSP II]', Working Document, Dakar, July 2010.

<sup>15</sup> Ibid.

<sup>16</sup> MEF, 'Indicateurs de suivi du DSRP 2 [Monitoring indicators of the PRSP II]', July 2010.

<sup>17</sup> Ibid.

<sup>18</sup> Ibid.

60 percent of the population. This strong dependence on natural resources represents a major challenge for an environment already weakened by the drought affecting Senegal since the late 1960s, rapid urbanization and migration to the coast, which is already home to 60 percent of the population.<sup>19</sup> Pressures exerted on the environment by a growing, poor, under-skilled and underemployed population for economic purposes – agriculture, fisheries, tourism and energy – as well as by climate change, seriously threaten the country's economic growth and development objectives.

Senegal thus faces the critical challenges of reducing poverty and creating decent jobs for vulnerable groups such as youth, women and, particularly, people living in rural areas. This in turn is a direct challenge for the UN System, since poverty eradication requires the implementation of mechanisms that recognize the right of every individual to human development, as well as the inclusion of corresponding strategies among national priorities. This includes, among other things, the opportunity for capacity development according to the development needs and potential of the community, as well as enabling inclusion, improved access to decentralized financial services and the implementation of a national microfinance policy.

## 2.2 GOVERNANCE

Senegal is a secular state with a presidential system. It has enjoyed a stable political climate since independence and had a peaceful transition after the current president took office in 2000. President Wade is now completing a second term in office, which began in 2007. The length of the presidential term was reduced to five years in compliance with the new constitution adopted in 2001. During President Wade's first term, the Government reinitiated, without much success so far, the peace process in Casamance, a region at the centre of a conflict that began in 1982, which weighs heavily on prospects for national

economic recovery. Casamance has strong agricultural and tourism potential.

The organization of elections was improved through the complete overhaul of the electoral register, which was digitized and made available to political parties and polling stations, as well as a more systematic observation of election-day proceedings.

Although authorities have devoted special attention to homeland security, the shortage of officers persists and security coverage falls short of the population's expectations. The State has to address various security issues that range from petty crime to international terrorism and from Casamance separatism to banditry.

Civil protection against disasters is another important issue. The operational capacities of fire and emergency units are severely limited by the scarcity of fire stations and the resultant limited coverage, inadequate intervention equipment, inadequate training facilities, and lack of specific equipment to face a variety of disasters and catastrophes.

Senegal's public administration has undergone a number of reforms including the establishment of important structures such as the Bureau of Organization and Methods (BOM), which became the Delegation of Public Management (DMP) in 1992, in a context of development of public and parastatal organizations. More recently, in an attempt to reorient the Senegalese State reform, Decree No. 182-2008 dated 28 February 2008 established the Delegation on State Reform and Technical Assistance (DREAT), a merger of the DMP and the Directorate of Technical Support (DAT). The DREAT is an administrative structure that studies, advises and assists administrative organization, strengthens institutional and government human resources capacity, and coordinates national policy and technical cooperation.

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<sup>19</sup> Government of Senegal, UNDP, INTACC Project, 2009.

In 2003, the Government established a national commission against non-transparency, corruption and bribery, as well as a national good governance programme and a plan to reform public finance management and procurement. Table 2 shows how these efforts resulted in a gradual improvement in the country's corruption perception index until 2007 before sliding again in 2008 – a consequence of financial management issues, including extrabudgetary expenditures and non-payments of the State, updated by the International Monetary Fund in August 2008. In 2007-2008, Senegal had a corruption index similar to that of Mexico, Brazil, China or India, while the 2009 index places the country closer to the Dominican Republic, Jamaica, Madagascar and Zambia.

In terms of territorial administration, Senegal has long opted for the technical solution of deconcentrated administrative services rather than the more political option of power decentralization. The deconcentration process was always accompanied by a strong centre, an attraction and expansion from which all development issues start and to which all solutions lead. However, this approach has encountered certain limitations, resulting in a greater burden on the central administration and a lack of strategic vision for decentralization, which translated into a substantial and poorly consolidated legislative and regulatory body.

In terms of economic governance, one major goal is improving public financial management

and procurement and implementation procedures. Undeniable progress has been made in this field since 2006. The country's fiscal slippages between 2006 and 2010 have been regularized. The availability of funds and accountability have improved thanks to the computerization of the public expenditure chain through the Integrated System of Public Finance Management (SIGFIP). The deconcentration of public expenditure payments and the introduction of multi-year budget programming – a major reform within the West African Economic and Monetary Union (WAEMU) public finance management harmonized framework – have enabled the integration of 14 line ministries that account for 58.9 percent of the national budget in the new public management focused on public policy and performance measurement.

As for judicial governance, the challenge is to consolidate the rule of law through the promotion of accessibility and effectiveness of legal and judicial security. Since 2004, major actions undertaken by the Government of Senegal through the Justice Sector Programme (JSP) include the construction and rehabilitation of locales, provision of computer equipment, office automation and logistics, and strengthening human resources. An overhaul of the judicial system also began in 2008. The operating budget and investment of the justice sector increased from 23 to 26 billion CFA francs between 2006 and 2008. Significant progress has thus been noted in the reduction in case processing times, and new dynamics are being adopted that will lead to

**Table 2. Evolution of the Corruption Perception Index in Senegal From 2001 to 2009**

	2001	2002	2003	2004	2005	2006	2007	2008	2009
CPI	2.9	3.1	3.2	3.0	3.2	3.3	3.6	3.5	3.0
Position	65	66	76	84	78	70	71	85	99
No. of positions	91	102	133	145	158	163	179	180	180

CPI scale: 0 = country perceived as very corrupt, 10 = countries perceived as little corrupt.

Number of positions: this number does equal the number of countries since many countries can have the same index and, therefore, hold the same position.

Source: Transparency International France, 2001-2009 Reports

greater accessibility and proximity of legal public services. Yet, there remains much work to do in this area.

In terms of political governance, Senegal's challenges include upgrading the parliamentary function so that elected officials ensure their effective control over government action. The Parliament – bicameral – plays a strategic role in the national institutional architecture. The quality of its work is hampered by a variety of constraints including lack of resources, insufficient time to review the national budget, low analytical, research and evaluation capacity, and political factors such as party discipline. Control of the Executive by the Legislative is not effective, and the role of Parliament has been undermined. Thus, the number of bills is minimal and amendments are rare. The population's negative perception of the parliamentary institution persists.

### **2.3 NATIONAL DEVELOPMENT STRATEGIES**

The year 2000 was a turning point for the entire international community in search of a new model and new bases to boost the development process after a decade of structural adjustment policies and the 'Washington Consensus'. Since then, a number of consecutive events have followed: the World Education Forum held in Dakar, in April 2000, which reaffirmed the international commitment to the right to universal education and the link between education and poverty; the adoption of the MDGs at the Millennium Summit at the UN headquarters in New York, in September 2000; the Monterrey Consensus on Financing for Development in March 2002; the Rome Declaration in February 2003 on the harmonization of aid; and, the Paris Declaration, endorsed in March 2005, that defines a set of principles and indicators of aid effectiveness. Then, the Accra Agenda for Action was adopted at the 3rd High Level Forum on Aid Effectiveness, held in September 2008, which seeks to include civil society in the partnership for development.

By the mid-1990s, the Senegalese Government had prepared its 9th National Economic and Social Development Plan (PODES), entitled 'Competitiveness and Sustainable Development, 1996-2001'. After more than a decade of economic and financial recovery policies and adjustment of the economic structures, this plan became the basis for the guidelines established by UNDP in the CPF 1997-2001. The March 2000 presidential election led to a transparent and peaceful political transition and the image of a country with a strengthened democratic process. The people generally support the proposed reforms and the adoption of a new constitution, and the new government assumed most of the commitments made by its predecessor, while registering its actions within a dynamic of improved public governance.

Also, as of June 2000, Senegal became eligible for a reduction of approximately 20 percent of its total debt under the enhanced Heavily Indebted Poor Countries Initiative after committing to a temporary strategy for reducing poverty. To obtain the relief, the country had to apply a series of structural reforms articulated within a Poverty Reduction Strategic Framework before the end of 2001. In addition to the preparation of the 10th PODES (2002-2007), in line with the vision of the New Partnership for Africa's Development (NEPAD) and strongly promoted by President Wade, among others, Senegal added its Poverty Reduction Strategy Papers (PRSPs) to its tools for development planning. Thus, starting in 2003, the country's economic and social development policy revolved around two successive PRSPs, as well as an Accelerated Growth Strategy (SCA in French) since 2005.

Senegal has several strategic planning tools, but harmonizing them remains a challenge. Even though the PRSP II is the reference document, both the Accelerated Growth Strategy and the PODES are designed to provide strategic direction at the national level. There is also a National Strategy for Sustainable Development and long-term sectoral policies, particularly in the areas of health and education.

## THE PODES

Before the development of the PRSP II, the design and implementation of the UNDP Country Programme 2002-2006 were driven by the strategic directions of PODES 2002-2007, rather than by those of the PRSP I. These strategic guidelines were:

- i. Promote good governance and strengthen the rule of law;
- ii. Strengthen local development through the advancement of decentralization;
- iii. Accelerate the development of basic infrastructure;
- iv. Increase investment and strengthen the competitiveness of the production system;
- v. Strengthen subregional integration and international cooperation;
- vi. Promote information for development, fostering the use of research results and New Information and Communication Technologies (NICTs);
- vii. Continue to manage natural resources and the environment for sustainable development;
- viii. Strengthen support for vulnerable groups by improving their productive capacities and reducing gender inequality.

## THE PRSP I

The PRSP I was defined for a period of three years and had three objectives:

- i. Double the per capita income by 2015 as part of a strong, balanced and a more equitably distributed growth;
- ii. Generalize access to basic social services by accelerating the development of basic infrastructure to build human capital by 2010;

- iii. Eradicate all forms of exclusion in the country and achieve gender equality in primary and secondary education by 2015.

The strategy was therefore based on wealth creation, capacity development and promotion of basic social services, as well as on improving the living conditions of vulnerable groups. It implied a sufficiently strong growth model, based on sectors that had a significant and sustainable impact on improving rural incomes and urban areas, and furthered employment creation to significantly impact the national and regional poverty prevalence rates.

## THE PRSP II

The PRSP II, planned for a five-year period, grew out of the achievements of the first one. It strengthened the coherence between poverty reduction actions and efforts to support the achievement of MDGs. The PRSP II has the following priorities:

- i. Accelerate economic growth to achieve an average growth rate of 7 percent to 8 percent, and reduce poverty below 30 percent by 2015;
- ii. Reduce vulnerability and inequality, through the establishment of gender equality in all areas and better balanced and distributed growth;
- iii. Achieve the MDGs and strengthen human capital by accelerating access to basic social services and improving food security;
- iv. Improve the quality of public service and the promotion of economic and judicial good governance and the rule of law.

Table 3 establishes the links between PRSP II objectives and areas of intervention.

The 2006-2010 poverty reduction strategy, drawn up with participation by representatives of major national stakeholders,<sup>20</sup> aims to promote

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<sup>20</sup> Republic of Senegal, 'Document de stratégie pour la croissance et la réduction de la pauvreté 2006-2010. DSRP II [Strategy document for growth and reduction of poverty 2006-2011, PRSP II]', Dakar, October 2006.

<b>Development objectives and challenges</b>	<b>Targeted thematic areas</b>
Accelerating economic growth	Wealth creation for pro-poor growth
Improving the quality of public services and promoting sound economic and judicial governance	Good governance, decentralized and participative development
Achieving the MDGs and strengthening human capital	Accelerating the promotion of access to basic social services
Reducing vulnerability and inequality	Social protection, prevention and management of risks and disasters

opportunities for wealth creation in Senegal and ensure equal access to such opportunities, particularly through capacity development among the poor. Furthermore, the strategy seeks to protect vulnerable groups, meet social demand and encourage citizen participation in managing the affairs of grassroots communities, particularly through an effective policy of decentralization and local development.

### **THE STRATEGY FOR ACCELERATED GROWTH**

In May 2004, President Wade provided the founding vision of the Strategy for Accelerated Growth: *“Accelerating growth while enhancing its qualitative structure to make it more effective in terms of poverty reduction and diversifying its sources for the sake of security and sustainability.”*<sup>21</sup> The Strategy for Accelerated Growth, developed through a partnership approach, was designed as a framework for ensuring the consistency of sectoral policies and programmes, particularly with regard to the PRSP’s focus area on wealth creation. The Strategy for Accelerated Growth rests upon two essential components, namely, the establishment of an international-standard business environment, and identification and promotion of five clusters with high

potential in the following areas:

- Primary sector (agriculture, livestock, fisheries, forestry, as well as areas that could contribute to its growth such as industry, hydropower, transport, handcrafts);
- Entrepreneurship and microfinance for women;
- SMEs/SMIs and agro-industry;
- Any opportunity for the development of private initiatives that generate employment in other economic sectors (mining, energy, construction industry, ICT).

### **THE ECONOMIC AND SOCIAL POLICY DOCUMENT (DPES) AND SENEGAL 2025**

Two new policy documents were being developed during the ADR’s main mission (mid-2010): a long-term strategic planning document entitled Senegal 2025 and the third-generation poverty reduction strategy paper, entitled Economic and Social Policy Document (DPES) 2011-2015. The primary purpose of the DPES is to consolidate and achieve all the MDGs by 2015 through a comprehensive strategy organized around the following major challenges:<sup>22</sup>

<sup>21</sup> Prime Minister of Senegal, ‘Stratégie de croissance accélérée [Accelerated growth strategy]’, short presentation, SCA National Committee screening meeting, 26 January 2007.

<sup>22</sup> Republic of Senegal, Ministry of Economy and Finance, ‘Provisional Report: A Diagnostic Assessment of PRSP II’, Working Document, Dakar, July 2010.

- Modernization of agriculture and rural development;
- Modernization and upgrading of supporting infrastructure (roads, ports, airports), energy management and land planning;
- Improvement of basic social services for social development through: the construction of social housing, promoting the completion of primary education within the framework of Education for All and vocational training; health development for the reduction of infant and maternal mortality;
- Implementation of support and cross-cutting policies in the areas of employment, gender, the promotion of good governance and citizen participation, environment, risk (economic and natural disasters) management;
- The mainstreaming of management for development results through effective public spending.

## 2.4 OFFICIAL DEVELOPMENT ASSISTANCE AND PRIVATE INVESTMENT

Senegal is a major recipient of official development assistance to Africa provided by OECD countries. Table 4 shows the increase in official development assistance (ODA) to Senegal between 2001 and 2008, and how, with two exceptions, the country has remained among the 15 major recipients of ODA among 50 Sub-Saharan African countries.<sup>23</sup> Of these countries, Senegal also ranks above average in the amount of ODA received per capita. However, throughout the period, ODA accounts for less than 10 percent of annual gross national income, although it plays an important role in the State's investment budget.

In order of importance, the top five bilateral donors in Senegal between 2001 and 2008 were: France, the United States, Japan, Spain and Germany. France alone provided more than 50 percent of the technical assistance disbursed by Senegal's ten major development partners.<sup>24</sup>

**Table 4. The Relevance of Official Development Assistance in Senegal**

Sénégal	2001	2002	2003	2004	2005	2006	2007	2008
Net ODA Payment <sup>(1)</sup>	505	516	446	953	769	900	872	998
Ranking <sup>(2)</sup>	9	13	18	10	16	13	15	13
GNI/hab <sup>(3)</sup>	480	460	540		710	750	820	970
Ranking <sup>(2)</sup>	16	15	15		15	17	19	19
ODA/GNI (%)	9.1	9.2	7.0		8.4	9.3	7.7	8.1
Ranking <sup>(2)</sup>	25	26	28		26	24	27	26

(1) Million USD

(2) of 50 Sub-Saharan countries

(3) in USD

Net disbursements at 2003 exchange rates

Net disbursements at 2007 exchange rates

Sources : OECD Development Cooperation, 2005 and 2010 Reports

<sup>23</sup> OECD, 'Cooperation for Development', 2005 and 2010 reports.

<sup>24</sup> CAD Statistics, 2000-2010.

According to United Nations Conference on Trade and Development (UNCTAD) data, Senegal is also among the primary beneficiaries of the African development aid received through South-South cooperation. In 2008, Senegal was the fourth largest recipient with 8 percent of all the total aid to Africa declared by non-OECD countries.<sup>25</sup> Senegal is also among the 10 African countries that signed the largest number of bilateral funding agreements with other non-African developing countries in 2008.<sup>26</sup>

Furthermore, Senegal has experienced sustained growth in decentralized cooperation for over a decade. This led the Government of Senegal to establish a Department of Decentralized Cooperation (DIRCOD) in August 2003, within the Department of International Cooperation, Air Transport and Infrastructure, in order to establish a concerted, coherent and visible policy in support of local collectives. Decentralized cooperation represents a major challenge in strengthening democracy in Senegal. Actions mobilize a multitude of actors, including, foremost, local authorities (municipalities, rural communities and regions), but also civil society organizations (NGOs, CBOs) and sometimes the support of decentralized government structures. The major local partners of Senegalese communities are the French, Spanish, Italian and Belgian communities, whose cumulative contributions between 1996 and 2006 were estimated at nearly 49 million euros, 32 billion CFA francs.<sup>27</sup>

According to official data, Senegal receives little foreign direct investment, which declined sharply between 2000 and 2005, from 2.4 percent to 0.7 percent of GDP,<sup>28</sup> far below the

average for the least developed countries (2.6 percent). However, this data seems to underestimate foreign private investment and, in any case, is inconsistent with the large real-estate boom witnessed in the capital.

Senegal is a country of emigration. It is estimated that two million Senegalese people work abroad. The World Bank estimated remittances from these emigrants at USD 270 million per year in 2002, representing nearly half of the ODA. Apparently, the volume of these remittances has increased significantly since then – USD 1 billion to 2 billion per year, depending on the source – but has been affected by the global financial crisis and economic downturn since 2008.

## 2.5 REGIONAL DEVELOPMENT ISSUES

Senegal is an example of economic and political stability in West Africa and plays an important role in peace negotiations and peacekeeping missions in Africa, including Sudan. Furthermore, it is regarded as a centre for regional development. A founding member of the Francophonie, the organization of French-speaking countries, Senegal houses the Secretariats of the Conferences of the Ministers of Youth and Sports and the Ministers of Education. Strongly committed to regional integration, Senegal is active in several regional bodies, including WAEMU, the Economic Community of West African States (ECOWAS), the Organization for the Development of the Senegal River, the Interstate Committee for Drought Control in the Sahel, the Secretariat of the Convention to Combat Desertification, and the Sub-Regional Fisheries Commission.<sup>29</sup> On the continent, Senegal is

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<sup>25</sup> UNCTAD, 'Economic Development in Africa Report', 2010.

<sup>26</sup> Ibid.

<sup>27</sup> Données du ministère de l'Aménagement du territoire et de la Coopération décentralisée (MATCD), 2010.

<sup>28</sup> PNUD, *Rapports sur le développement humain*, 2002, 2005, 2007-2008.

<sup>29</sup> The commission, CSRP, groups seven states (Cape Verde, Gambia, Guinea, Guinea-Bissau, Mauritania, Senegal and Sierra Leone) and has its headquarters in Dakar.

one of the main initiators and promoters of the New Partnership for Africa's Development (NEPAD).

In recent years, the country has made significant progress in regional integration, as evidenced by the timely implementation of the texts adopted by the ECOWAS (43 implemented out of

53 adopted) and the West African Economic and Monetary Union, (seven implemented out of seven adopted).<sup>30</sup> The establishment of the WAEMU common external tariff in 2002 has not yet proven to have increased trade among countries of the subregion, especially because of the existence of significant cross-border trade that remains unregistered.<sup>31</sup>

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<sup>30</sup> Republic of Senegal, MEF, PRSP II Assessment, Provisional Report, July 2010.

<sup>31</sup> Intégration et Échanges Commerciaux Intra Sous-régionaux: le Cas de l'UEMOA, Akoété Ega Agbodji, in *Revue Africaine de l'Intégration*, Volume 1, No. 1, janvier 2007.



## Chapter 3

# UNDP RESPONSE AND STRATEGIES

### 3.1 PROGRAMME CYCLES AND FINANCIAL PROFILE

The Standard Basic Assistance Agreement between the Government of Senegal and the United Nations Development Programme, signed by the parties on 4 July 1987 establishes the legal context for the basis of relations between Senegal and UNDP.

The ADR encompasses two programme cycles: 2002-2006 and 2007-2011. The country office planned interventions for each cycle using the UNDP-specific programming instruments in effect during each period: the Country Programme Framework (CPF) for the first cycle, and the Country Programme Document (CPD) and Country Programme Action Plan (CPAP) for the second. Other tools such as the Common

Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) were also used to frame the programmes of all participating UN agencies.<sup>32</sup> Table 5 displays these instruments, subsequently described in more detail.

In general, UNDP's intervention in Senegal is a continuation of Senegalese development policy, both in terms of the general framework and in the wider political context. Good governance and poverty reduction are the primary focus areas. Since 1997, UNDP has organized its operations through the Country Cooperation Framework (CCF) for 1997-2001, which revolved around these two pillars. Among other things, these interventions allowed for the preparation of the 1998 edition of the National Human Development Report as well as the 2000 edition,

**Table 5. Key UNDP and UN System Programming Documents in Senegal**

Programme Framework	UNDP Programming Cycle	
	2002-2006	2007-2011
United Nations Development (UNDP)	Multi-year Funding Framework (MYFF) 2004-2007	UNDP Strategic Plan 2008-2011
UN system in Senegal	United Nations Development Assistance Framework (UNDAF) 1999, which was examined in a operationalization workshop in 2001 [ <i>UNDAF-Tamba, 2003-2006</i> ] Common Country Assessment (CCA) 2001	CCA 2006 UNDAF 2007-2011
UNDP Senegal	Country Programme Framework (CPF) 2002-2004, extended until 2006	Country Programme Document (CPD) 2007-2011
UNDP Senegal and the Government of Senegal		Country Programme Action Plan (CPAP) 2007-2011

<sup>32</sup> Agencies participating in the UNDAF of Senegal include: The World Bank, ILO, ECA, FAO, IMF, UNFPA, UNHRC, IOM, WHO, UNODC, UNIDO, UNAIDS, WFP, UNDP, UNESCO, UNICEF, UNIFEM and UNOCHA.

focused on governance and human development. In 2001 and 2002, UNDP also produced the 1999 and 2000 Development Cooperation Reports for Senegal, respectively, to support national efforts in aid coordination, providing tools *“to support decision-making, available to national authorities, external development partners and civil society organizations, to help inform assistance options and choices in Senegal”*.<sup>33</sup> These tools to support the management and coordination of international assistance and the preparation of national reports on human development are maintained in subsequent programming cycles. Similarly, the CPF 2002-2006, formulated in the context of the presidential election in March 2000, refocused the priority areas of the previous strategic cooperation framework: poverty reduction and good governance.

#### **COUNTRY COOPERATION FRAMEWORK 2002-2006**

This CCF, based on the guidelines set forth in the PRSP I and the 10th PODES, was developed for the 2002-2004 period and was extended to 2006. The CCF focused on poverty reduction, good governance and the promotion of new ICTs. This last focus area is the only one that is specific to this CCF and not present in the previous CCF or the CPD 2007-2011.

In both the CCF and the CPAP 2002-2006 (as well as in subsequent CCFs and CPAPs), UNDP environmental interventions are presented as contributors to poverty reduction. Although these interventions lack visibility in the CCF 2002-2006, they continue the interventions of the previous programming cycle, including actions taken through the Global Environment Facility Small Grant Programme (GEF-SGP), which supports small-scale activities that target environmental protection and livelihood improvement. The Integrated Ecosystem Management Programme in four representative landscapes of Senegal (PGIES) also began during this cycle.

#### **COUNTRY PROGRAMME DOCUMENT 2007-2011**

The CPD 2007-2011 was prepared based on the findings and recommendations from the review of the CCF 2002-2006, the PRSP II and the UNDAF 2007-2011. The new CPD is founded on two components: poverty reduction linked to environmental preservation (promotion of sustainable livelihoods), and the strengthening of governance. These two components are respectively articulated in UNDAF outcomes 1 and 3 and are aligned with the pillars of PRSP II.

Table 6 presents the expected outcomes of these two programming cycles based on their specific areas of intervention.

Table 6 demonstrates the effort to refocus UNDP interventions between the two programming phases, in order to respond to the excessive dispersion found in the interventions, which leads to scattered efforts and dilution of potential outcomes. Increased financial resources have accompanied this refocusing effort, primarily through the mobilization of extrabudgetary resources.

In the governance area, refocusing the interventions has enabled the attention on public administration, Parliament and reform management. The loss of support for new information and communication technologies is also significant, although little support for hardware exists in many projects.

However, the ‘refocus’ in other sectors is less significant than it may seem. For example, UNDP was involved in the environmental sector during the first programming cycle of a project (PGIES) that was continued in the second cycle and should continue during the new one beginning in 2011. Crisis prevention and recovery, mentioned for the first time as a specific area of intervention in the CPD 2007-2011, was not entirely absent from the portfolio during the previous programming cycle: PALAC (Project

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<sup>33</sup> UNDP, ‘Coopération pour le développement’ [Cooperation for Development], Senegal, 1999 Report, June 2001.

**Table 6. Relationship Between the Results of UNDP Programming Cycles in Senegal**

Focus Area	2002-2006 Results (Country Cooperation Framework)	2007-2011 Results (Country Programme Action Plan)
Poverty reduction	Increased incomes of the population by promoting income-generating activities	Enhanced national productive capacity Increased incomes of poor and vulnerable groups
	Improved coverage of basic human needs	
	Improved monitoring of household living conditions	
	Capacity development of grassroots stakeholders	
Environment and sustainable development		Sustainable livelihoods and environmental protection
Good governance	Improved efficiency of public administration • Support for the formulation of an integrated public service reform [whose implementation] will require the mobilization of external resources in partnership with other donors including the World Bank • Enhanced government capacity in aid coordination	Enhanced capacities of parliamentary judicial and anti-corruption institutions to enable the effective execution of their tasks A more favourable institutional environment for development, more focused on public/private/civil society partnership and rational management of ODA
	Capacity development for economic management • Capacity development for technical ministries in programme identification, evaluation and management • Support for the public investment programming-budgeting system • Support for the press, parliament and justice	Capacity development for strategic reference framework (PRSP, MDGs, NEPAD) management, implementation and monitoring
	Implementation of the decentralization policy • Capacity development of local authorities in the design and implementation of development programmes • Developing a capacity for negotiation and dialogue with government, NGOs and external partners • Greater ownership by grassroots stakeholders, by supporting participatory local planning and increasingly involving them in local resource mobilization and programme evaluation	Local and community-based organizations (CBOs) have the capacity and sufficient resources to participate in decentralization and local development management processes
		Effective mainstreaming of human rights, gender equity and sustainable development into country policies and public programmes
New Information and Communication Technologies	Development of national capacities in the use of ICTs by developing an information and outreach strategy	
Crisis prevention and recovery		Capacity development of national, local and community institutions to better anticipate crises and natural disasters and respond quickly

for Assistance in Mine Action in Casamance) began in 2005 under a different name (Action Programme Against Mines in Casamance – Atlas No. 00039430). The inclusion of the issue for the first time in the CPD 2007-2011 reflects recognition *a posteriori* of the importance of these thematic areas in the portfolio, rather than a true programmatic innovation.

The most significant aspect of this refocusing is that it sought greater consistency among the various community-level interventions in the portfolio. The goal was to lay the foundation for a real integrated community development

programme by responding to the need to link decentralization and the sustainable development of livelihoods. UNDP has sought to strengthen partnerships between stakeholders, with a geographic focus on areas of concentration through the implementation of interventions targeting capacity development in local communities, basic infrastructure creation and the development of sustainable income-generating activities.

The objectives of these projects and their association to the outcomes of the corresponding programming cycle are presented in Table 7.

<b>Table 7. Goals, Expected Outcomes and Outputs of the Sample Projects</b>	
<b>Goals</b>	<b>Expected outcomes and outputs</b>
<b>Poverty reduction</b>	
CCF 2002-2006: <ul style="list-style-type: none"> <li>• Increased incomes of the population by promoting income-generating activities</li> <li>• Improved coverage of basic human needs</li> <li>• Improved monitoring of household living conditions</li> <li>• Capacity development of grassroots stakeholders</li> </ul>	FUNCTIONAL MULTI PLATFORM 1 (2002-2004): Increased capacity of the poor to sustainably improve their living conditions  PAREP (2003-2005): Support for strategic management: <ul style="list-style-type: none"> <li>• Consolidation of the policy dialogue on Sustainable Human Development (SHD)</li> <li>• Capacity Building for Poverty Reduction Strategy monitoring</li> <li>• Improving the operational coordination of poverty reduction programmes</li> <li>• Completion and replication of pilot projects to promote sustainable livelihoods in focused geographical areas</li> </ul>
CPAP 2007-2011: <ul style="list-style-type: none"> <li>• Capacity development for strategic reference framework (PRSP, MDGs, NEPAD) management, implementation and monitoring</li> <li>• National productive capacity improved</li> <li>• Increased incomes of the poor and vulnerable groups</li> </ul>	PRP (2008-2011) <ul style="list-style-type: none"> <li>• Enhanced participatory planning and programming for the implementation of the PRSP II</li> <li>• Operational National Observatory for monitoring poverty and human development</li> <li>• National MDG and NHDR reports published with gender equality mainstreamed</li> <li>• SMEs and microbusinesses valued and their support system reinforced in areas of concentration</li> <li>• Strong regional economic dynamics boosted in some pilot areas</li> <li>• Support to income-generating activities for vulnerable groups strengthened and structured at the local level</li> <li>• Promotion of sustainable livelihoods in areas of concentration</li> </ul>
Project Document: <ul style="list-style-type: none"> <li>• Improved living conditions of rural populations by increasing access to decentralized, affordable and sustainable basic energy services,</li> </ul>	MULTI FUNCTIONAL PLATFORM 2 (2008-2010): <ul style="list-style-type: none"> <li>• Development of local entrepreneurship and income-generating activities through the provision of energy services</li> <li>• Increased access to basic social services in rural areas through the provision of energy services</li> <li>• Profitability and sustainability of enhanced MFPs</li> <li>• Institutional capacity with appropriate management arrangements available to pilot the provision of 500 rural operational MFPs</li> </ul>

(continued)

**Table 7. Goals, Expected Outcomes and Outputs of the Sample Projects** (continued)

Goals	Expected outcomes and outputs
<b>Poverty reduction</b>	
<p>Project Document:</p> <ul style="list-style-type: none"> <li>• Qualitative and quantitative improvement in the supply of financial products and services, particularly in rural areas, through sustainable microfinance institutions (MFIs) integrated in financial sector</li> </ul>	<p>SUPPORT FOR THE MICROFINANCE SECTOR POLICY LETTER (2007-2011):</p> <ul style="list-style-type: none"> <li>• Improved legal and institutional microfinance for a harmonious development</li> <li>• Development of a viable and sustainable supply of tailored, diversified and growing products and services</li> <li>• Relationships between MFIs, banks and other investment funds, strengthened</li> <li>• Coherence of the different initiatives for implementation of the Sector Policy Letter strengthened</li> </ul>
<p>Project Document:</p> <ul style="list-style-type: none"> <li>• To demonstrate that interventions targeting strategic sectors combined with the involvement and leadership of institutions and local communities can contribute to the achievement of the MDGs</li> </ul>	<p>MILLENNIUM VILLAGES (2006-2010):</p> <ul style="list-style-type: none"> <li>• Halving poverty and hunger</li> <li>• Universal access to primary education</li> <li>• Community access to health services and child and maternal mortality rate reduced by two thirds</li> <li>• Advancement of AIDS, tuberculosis, malaria and other diseases drastically reduced</li> <li>• Access to safe water and sanitation</li> <li>• Public access to ICTs</li> <li>• Improved transportation of goods and people and community access to energy sources</li> <li>• Empowerment of women and their livelihoods improved</li> <li>• Organized communities, empowered and actively participating in the development of Commune Rurale</li> <li>• Policy planning, coordination and monitoring capacity of deconcentrated/decentralized structures strengthened and ownership of these structures over the project</li> </ul>
<b>Environmental and sustainable development</b>	
<p>Project Document:</p> <ul style="list-style-type: none"> <li>• Promote integrated and sustainable management of globally-relevant ecosystems and biodiversity at the community level</li> <li>• Reduce greenhouse gas emissions by sequestering carbon</li> <li>• Test and implement an integrated ecological model for development planning</li> <li>• Remove legal, technical and policy barriers for integrated management of ecosystems</li> </ul>	<p>PGIES 1 (2002-2005):</p> <ul style="list-style-type: none"> <li>• Village land: intensified production systems; streamlined use of rural land; food and energy self-sufficiency encouraged</li> <li>• Community Nature Reserves (CNR): development and participatory management plans; conflict resolution through the creation of buffer zones; promotion of techniques for income diversification through sustainable use of biological resources</li> <li>• Protected Areas (PAs): co-management model tested</li> <li>• Institutional technical capacity development; innovative incentive actions for conservation; monitoring the impacts of development on biodiversity and carbon balance</li> </ul> <p>PGIES 2 (2007-2011):</p> <ul style="list-style-type: none"> <li>• Appropriate legal and policy framework for participatory and integrated ecosystem management</li> <li>• Sustainable development and community management of natural resources community lands</li> <li>• Conservation and sustainable management of community nature reserves</li> <li>• Pastoral units legally established around PAs</li> <li>• Sustainable co-management for biodiversity conservation proven in PAs</li> <li>• Ecosystems regularly monitored and evaluated</li> <li>• Increased learning, evaluation and adaptive management</li> </ul>

(continued)

**Table 7. Goals, Expected Outcomes and Outputs of the Sample Projects** (continued)

Goals	Expected outcomes and outputs
<b>Environmental and sustainable development</b>	
<p>PAPP 2007-2011:</p> <ul style="list-style-type: none"> <li>• Sustainable livelihoods and environmental protection</li> </ul>	<p>PROGERT (2007-2012):</p> <ul style="list-style-type: none"> <li>• Fertility of farmland improved</li> <li>• Use of forests and pastures streamlined</li> <li>• Policies and local partnerships harmonized and capacity for integrated land management based on a landscape approach enhanced;</li> <li>• Income-generating activities made compatible with the principles of natural resource management</li> <li>• Management adapted to lessons learned and monitoring system</li> </ul>
	<p>PASEF (2008-2011):</p> <ul style="list-style-type: none"> <li>• National information system on the economic value of forest ecosystem services developed</li> <li>• Better understanding of political, economic and social strategies necessary for management of environmental changes and their impact on migration</li> <li>• Integration of the real economic value of forest ecosystem services in fiscal policy</li> <li>• Participation of local communities and the private sector in forest taxation review</li> </ul>
	<p>ADAPTATION TO CLIMATE AND COASTAL CHANGE (2008-2011):</p> <ul style="list-style-type: none"> <li>• Implementation of pilot warning projects to reduce coastal erosion due to climate change</li> <li>• Mainstreaming climate change and coastal management in the different sectors</li> <li>• Design of policies and programmes to facilitate adaptation to climate change in coastal regions</li> <li>• Replication of successful community approaches to mitigate and adapt to coastal erosion</li> </ul>
<b>Good governance</b>	
<p>CPF 2002-2006:</p> <ul style="list-style-type: none"> <li>• Improving the efficiency of public administration</li> <li>• Capacity development for economic management</li> <li>• Implementation/consolidation of the decentralization policy</li> </ul>	<p>PNBG (2003-2005):</p> <ul style="list-style-type: none"> <li>• Organize public administration and modernize management of the public sector</li> <li>• Strengthen economic governance through improved management of public finances</li> <li>• Strengthen democratic governance through the improvement of parliamentary work, justice reform and the fight against corruption</li> <li>• Expand the use of NICTs</li> </ul>
	<p>PADMIR (2000-2007):</p> <ul style="list-style-type: none"> <li>• Perform and document a significant improvement in the delivery of development infrastructure and services in rural programme communities</li> <li>• Enable the Government to take concrete action, both legislative and regulatory, to institutionalize and strengthen the decentralized planning and financing of rural development</li> </ul>

(continued)

**Table 7. Goals, Expected Outcomes and Outputs of the Sample Projects** (continued)

Goals	Expected outcomes and outputs
<b>Good governance</b>	
<p>CPAP 2007-2011</p> <ul style="list-style-type: none"> <li>• Strengthening of parliamentary, judiciary capacities and the fight against corruption</li> <li>• An institutional environment that is more favourable to development and focused on public/private/civil society</li> <li>• Capacity development for strategic reference framework management, implementation and monitoring</li> <li>• Local and community-based organizations have the capacity and sufficient resources to participate in decentralization and local development management processes</li> </ul>	<p>PRECABG (2008-2011 – continuation of the PNBG):</p> <ul style="list-style-type: none"> <li>• Strengthening institutional capacity</li> <li>• Improve customer service quality of public administration</li> <li>• Promote and strengthen spaces for social dialogue between state, private sector and civil society</li> </ul>
	<p>PADEL (2008-2011 – continuation of PADMIR):</p> <ul style="list-style-type: none"> <li>• The legal, administrative and organizational decentralization framework is improved from the perspective of economic development</li> <li>• Local and community based organizations with financial resources for better management of regional economic development</li> <li>• Local capacity is strengthened in a local development perspective</li> <li>• Strategic management of PNDL reinforced</li> </ul>
	<p>CAP Capacity Development (2006-2008):</p> <ul style="list-style-type: none"> <li>• Strengthening management and implementation capacity for projects and programmes of the Government of Senegal</li> <li>• Strengthening the technical capacities of the focal points in ministries in charge of projects</li> </ul>
<ul style="list-style-type: none"> <li>• Effective implementation of human rights, gender equity and sustainable development in country policies and public programmes</li> </ul>	<p>ACOPROV - COORDINATION AND PROMOTION OF VOLUNTEERISM (2008-2011):</p> <ul style="list-style-type: none"> <li>• Strengthening national capacity for coordination and promotion of volunteerism</li> <li>• Establishing a support centre for volunteers (the volunteer house)</li> </ul>
	<p>ART GOLD (2008-2011):</p> <ul style="list-style-type: none"> <li>• Strengthening Regional Development Agencies through a multisectoral approach and the creation of 'development houses' at the regional and departmental levels</li> <li>• Mobilizing and activating the decentralized network ART International on developmental issues</li> <li>• Strategic documents on decentralized cooperation produced and local capacities strengthened</li> </ul>
<b>Crisis prevention and recovery</b>	
<p>No results specified in the CPF 2002-2006</p>	<p>No projects sampled for the period 2002-2006</p>
<p>CPAP 2007-2011:</p> <ul style="list-style-type: none"> <li>• The capacities of national, local and community institutions strengthened to better anticipate crises and natural disasters and respond quickly</li> </ul>	<p>PALAC (2007-2009):</p> <ul style="list-style-type: none"> <li>• Strengthen peace and security</li> <li>• Support the economic reconstruction of the natural region of Casamance</li> </ul>
	<p>DISASTER PREVENTION AND MANAGEMENT (2007-2009):</p> <ul style="list-style-type: none"> <li>• A national strategy to reduce crises and disasters and a contingency plan developed</li> <li>• Institutional and stakeholder capacities strengthened</li> <li>• Early warning system operational</li> </ul>

## FINANCIAL PROFILE OF THE PROGRAMME

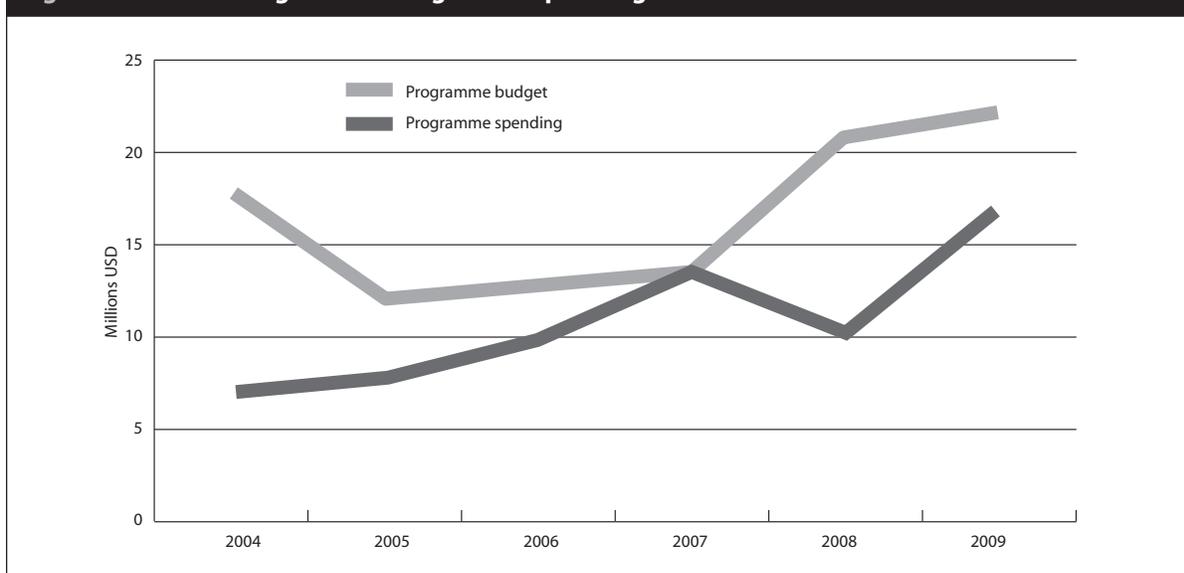
Although the ADR covers the 2002-2010 period, the financial information produced by the Atlas system is only available for the 2004-2009 period. This, however, enables the development of a three-year projection for each programming cycle, from 2004 to 2006 for the 2002-2006 cycle and from 2007 to 2009 for the 2007-2011 cycle.

From 2004 to 2009, UNDP has seen a marked increase in the level of financial execution of its programme in Senegal (Figure 1). This increase

may be the result of the mobilization of extra-budgetary resources, primarily in two areas of growing importance: energy and environment, and crisis prevention and recovery.

Table 8 shows that over a quarter of total disbursements between 2004 and 2009 fall under ‘unspecified’ thematic areas<sup>34</sup> and that significant disbursements were made in the area of energy and environment during the first programming cycle – although the corresponding programming framework does not identify any results in

**Figure 1. Annual Programme Budget and Spending**



**Table 8. Financial Implementation by Thematic Area from 2004 to 2009 (Expenditures in USD thousands)**

Thematic Area	2004	2005	2006	2007	2008	2009	Total	( % )
MDGs and Poverty Reduction	2,768	3,454	1,771	3,674	2,003	4,473	18,143	28
Democratic Governance	2,365	1,258	1,746	2,782	122	2,546	10,819	17
Energy and Environment	1,356	2,486	1,594	943	3,153	6,096	15,628	24
Crisis Prevention and Recovery	0	387	0	585	768	1,548	3,288	5
Unspecified	384	212	4,584	5,424	4,240	2,100	16,944	26
<b>Total</b>	<b>6,873</b>	<b>7,797</b>	<b>9,695</b>	<b>13,408</b>	<b>10,286</b>	<b>16,763</b>	<b>64,822</b>	<b>100</b>

Source: Atlas Snapshot

<sup>34</sup> The Atlas System classifies these expenditures under “Award: Management Plan – 00027113” and principally within the subcategories “Project: Organizational Effectiveness – 00027557 and Programme Effectiveness - Deve – 00027113”.

this area. As mentioned above, such disbursements have been devoted to GEF-related activities, including PGIES I since 2002, that meet the strategic objectives of the 10th PODES. Table 8 also shows that, in general, disbursements fell in 2008 during the second year of implementation of the second programme cycle, and have fluctuated within specific thematic areas, including energy and environment in 2007, democratic governance in 2008 and poverty reduction in 2006 and 2008.

The importance of disbursements to unspecified thematic areas and those related to environmental issues between 2004 and 2006 illustrates the struggle in accounting for all of UNDP interventions in the results framework established by the CPF. The evaluation team believes that such discrepancies between CPF results and disbursements in Table 8 do not reflect UNDP dispersion during the period, but rather a gap in the use the monitoring and evaluation frameworks available to UNDP.

In parallel to the increase in its level of financial execution, UNDP has experienced continued growth of external resources allocated for programme implementation during the 2004-2009

period. As shown in Table 9, in six years the proportion of core resources dropped from nearly 75 percent of total disbursements to about 32 percent in 2009.

While UNDP's volume of transactions in Senegal increased steadily between 2004 and 2009, both in terms of budget and expenditure, its capacity to implement its budget, however, experienced significant fluctuations from one year to the next. The implementation of the first programming cycle (2002-2006) improved its performance with a gradual rise in the budget from 46 percent in 2004 to nearly 98 percent in 2007. Starting in 2008, the implementation the second cycle followed a similar pattern, with a difficult but subsequently improved start in 2009. This trend reflects the high occurrence of delays in the implementation of new projects and the difficulties of mobilizing funds during this early phase.

Table 9 also shows that while programme expenditures rarely exceed 75 percent of the approved budget (with the exception of 2007), management expenses exhibit much higher rates of budget execution, to the point that they exceeded the approved budget in 2004, 2005 and 2009.

**Table 9. Level of UNDP Programme Budget Execution in Senegal from 2004 to 2009**

Description	2004	2005	2006	2007	2008	2009
A. Total programme expenditures	6,873	7,795	9,695	13,408	10,285	16,667
<i>a. of which were core resource expenditures</i>	5,140	4,833	5,636	6,797	3120	5,404
B. Management expenditures	1,764	1,601	1,512	2,140	2,153	2,778
C. Other expenses	334	62	663	722	635	775
<b>Total Expenditure (A + B + C)</b>	<b>8,971</b>	<b>9,458</b>	<b>11,870</b>	<b>16,270</b>	<b>13,072</b>	<b>20,220</b>
D. Approved programme budget	17,714	12,088	12,929	13,425	20,768	22,087
E. Approved management budget	1,448	1,373	1,745	2,199	2,350	2,750
F. Other budget	356	340	1,101	991	881	1,410
Total budget approved	19,519	13,801	15,775	16,615	23,999	26,247
Ratio of total expenses/total budget approved	46.0%	68.5%	75.2%	97.9%	54.5%	77.0%
Ratio of total core resources/total programme	74.8%	62.0%	58.1%	50.7%	30.3%	32.2%
Ratio of total management/total expenditure	25.7%	20.5%	15.6%	16.0%	20.9%	16.7%

Source: Atlas Snapshot

### 3.2 COUNTRY OFFICE ORGANIZATION

In 2002, 38 people were working at the country office, including seven who worked directly with the Resident Coordinator (RC), 16 in Operations, six in UNDP programmes, five with the UNCDF and UNV programme, and finally three in ICT. Excluding this last service and management staff, the ratio of operations/programme was 16/11 (1.45).

With the 2008 organizational reform, which resulted in new divisions and units, the total number of employees rose to 46. The staff reporting directly to the RC doubled from seven to 14 people and staff attached to the new Operations Department experienced a slight increase, from 16 to 18 people. There was also a slight increase in the number of staff attached to the new Programme Department,

from six to eight people. The number of people working in the office for UNCDF and UNV programmes remained the same. In this new structure, the ratio of operations/programme, excluding the staff reporting directly to management, decreased slightly compared to 2002: 18/13 (1.38).

The analysis of Table 10 on the changing structure of the country office, including the assignment of new staff and the total volume of personnel recruited must take into account that:

- i. Programme expenditures more than doubled between 2004 and 2009;
- ii. The number of UN System agencies and programmes coordinated by UNDP increased sharply between 2000 and 2007, from 16 to 23, including the Regional Office, which depends administratively on the country office;

**Table 10. Organization of the Country Office According to the Charts in Effect in 2002 and 2010**

Posts	2002	Posts	2010
Management/RC-RR - RRD	4	Management/RC- CD - Com	5
Analysis-partnership-strategies	3	UPAS	3
Support	1	UN system coordination unit + Adm. support unit + Spec. Communication	7 <sup>(1)</sup>
Operations	2	Operations Department	2
Finance	5	Finance Unit	5
Staff	2	Human Resources	2
General Services	7	General Services	7
		CD/OPS - IT Unit	2
Programme		Programme	2
Poverty-sustainable development	2	Poverty Reduction - Sustainable Development Unit	2
PMSU and Governance	2	Good Governance Unit	3
Private and Social Sectors	2	CTA	1 <sup>(2)</sup>
Infotech and Communication	3		
UNCDF	3	UNCDF	3
UNV	2	UNV	2
<b>Total</b>	<b>38</b>	<b>Total</b>	<b>46</b>

(1) Including two vacancies in the Administrative Support Unit and a specialist position in climate change, ongoing recruitment

(2) Vacancy

Sources: UNDP, 2002 and 2010 Flowcharts

- iii. The ratio of own resources to external funds for the implementation of interventions dropped from 75 percent to 30 percent between 2004 and 2009;
- iv. The introduction of new management systems within UNDP and the UN System, such as the Atlas accounting system, was not harmonized with other reporting systems, especially with the UNDAF monitoring frameworks and CPF;
- v. The increasing and almost exclusive use of the national execution modality (NEX) has not reduced UNDP accountability for the management of these funds;
- vi. Experimentation with new project implementation mechanisms through United Nations joint programmes was added to the existing execution mechanisms.

### **3.3 COORDINATION AND COOPERATION WITH THE UN SYSTEM**

The UN system in Senegal has grown significantly, from 16 institutions, including the World Bank and IMF, in 2000 to 23 institutions in 2007. Many agencies, including UNDP, also have regional offices located in Dakar. The UNDP Resident Representative acts as Resident Coordinator of the UN System.

Since 1997, several tools have been developed to strengthen the coordination of the UN System's activities in the country. The Country Strategy Note, which defines the framework for cooperation between Senegal and the United Nations, was validated by both parties in April 1997. In August 1998, the UN system developed the CCA, one of the primary goals of which was to identify UN system areas of assistance. The CCA was followed by the UNDAF 1 in March 1999, one of whose primary goals was to ensure coordination of actions within the UN system and with other donors. The first UNDAF was addressed in operationalization workshops in February 2001 and followed, in September 2001, by a new CCA.

The implementation of the UNDAF has required a series of adjustments by the UN agencies in Senegal. Thus, in parallel to the preparation of the second CCA-UNDAF starting in 2005, UNDP extended its CPF 2002-2004 to 2006, to harmonize its programming cycle with the new UNDAF 2007-2011.

As part of the institutional arrangements for implementation of the UNDAF, UNDP chairs the Inter-Agency Programme and the Governance Thematic Group.

During the 2002-2010 period, the coordination among UN agencies spilled over into the UNDAF harmonization framework and led to the implementation of joint programmes.

The first effort in this direction was the establishment of a decentralized UNDAF in order to provide the different partners with a common instrument for strategic local development planning: the UNDAF-Tambacounda. This pilot project, initiated by the UN System and local authorities of the Tambacounda region, was conducted during the 2003-2006 period and represented a best practice at the time. It was one of the three priorities for the operationalization of the 1999 UNDAF. The formulation of the 'UNDAF-Tamba' started in 2003 with the establishment of thematic groups whose mandate was to define action plans to achieve the MDGs in Tambacounda, and was concluded by late 2004 or early 2005. A launch and funding workshop planned for spring 2005 with the participation of major donors could not be held. In 2006, the UN System with regional (Regional Council and Regional Development Agency) and central authorities proceeded to validate the Concerted Plan of Action. Unfortunately, this programme was never to reach the implementation stage, as some interlocutors perceive a lack of political will on the part of central authorities. Although the UNDAF-Tamba is mentioned in the 2006 CCA, it completely disappears from the 2007-2011 UNDAF.

UNDP was directly involved in two recent multi-agency interventions funded by the Spanish Fund

for Achieving the MDGs (MDGF): Culture and Development, a project launched in 2008 and designed to promote cultural industries and initiatives, with the participation of five UN agencies; and Environment and Climate Change,

which is executed by the Forest Ecosystem Services Improvement and Valorization Project (PASEF) and brings together seven UN agencies, also launched in 2008 and part of the ADR sample.

## Chapter 4

# CONTRIBUTION TO DEVELOPMENT RESULTS

### 4.1 RELEVANCE AND EFFECTIVENESS BY THEMATIC AREA

Since 2002, UNDP has supported two complementary areas in Senegal: poverty reduction and good governance. UNDP documents link the organization's interventions in the area of environmental and sustainable development in Senegal to the area of poverty reduction. This makes sense, since the sustainable management of natural resources is a prerequisite for bringing the majority of the country's population, who live in rural areas, out of poverty. Finally, an intervention in the field of crisis management (the PALAC demining project in Casamance) was also implemented during the ADR period and is linked to good governance in the CPD 2007-2011. Despite the

differences in programme presentation and structuring of the two programming periods, there is a fairly strong thematic continuity.

This chapter analyses the relevance and effectiveness of these interventions by thematic area, using the four key thematic areas from the previous chapters (poverty reduction, good governance, environment, and crisis management).

#### 4.1.1 POVERTY REDUCTION

UNDP interventions in the area of poverty reduction between 2002 and 2010 are part of one of the pillars of PRSPs I and II: the creation of wealth, which becomes the creation of wealth for pro-poor growth in PRSP II (Box 1).

#### Box 1. National Priorities and Expected Results from UNDP Contribution to the Area of Poverty Reduction

##### National Objectives and Priorities

###### Objectives:

- Strong economic growth with impact on national and regional poverty prevalence
- Enhanced incomes in urban and rural areas
- Employment-generating growth driven by investment and export

###### National Priorities:

- Primary sector in intersectoral dynamics with other sectors that might contribute to it
- Female microfinance and entrepreneurship
- SMEs/SMIs and agro-industry
- Private employment-generating initiatives in urban and rural environments

##### UNDP's Contribution

###### Expected Results

###### 2002-2006:

- Increased incomes by promoting income-generating activities
- Improved coverage of basic human needs
- Enhanced monitoring of household living conditions
- Capacity development of grassroots stakeholders

###### 2007-2010:

- Improved national productive capacities
- Increased income of the poor and vulnerable groups

###### Major Sample Interventions/Projects:

- Central/strategic: PAREP, PRP, Microfinance Sector Policy Letter
- Local/operational: PAREP, PRP, Multi-Functional Platforms, Millennium Villages

## Relevance

The analysis of UNDP interventions showed that the objectives essentially sought to meet the needs of poverty reduction identified by the Government of Senegal and target populations. The UNDP programme is designed in compliance with national strategic directions in that area. Thus, the interventions of the poverty reduction programme (PRP 2008-2010, an extension of the PAREP 2004-2007) are based directly on the idea of pro-poor growth in the north of the country (Louga-St. Louis-Matam), and supported by the development of national and local capacities for PRSP II and MDG formulation, implementation and monitoring/evaluation.

UNDP worked to develop the grassroots community in a concrete and relevant manner, to achieve the MDGs by 2015 and develop a micro-finance offer. During the period under review, the organization has gained community development expertise through various projects that have all sought to test and promote specific approaches and tools. For example, the so-called Millennium Villages, an integrated approach of interventions at different levels – district, village, rural community or municipality – promote access to basic social services and improve incomes of poor communities. Each Millennium Village is, in fact, a grouping of villages and hamlets totaling about 5,000 people. There are six Millennium Villages in Senegal, about 30,000 people, located in the town of Leona in the Niayes area. Project activities, focused on the village of Potou, have achieved undeniable success.

The project follows a direct execution modality (DEX) by a project management unit (PMU) under the authority of UNDP. This operational arrangement could draw criticism, in the sense that it artificially extracts the project from local realities and constraints. Although the institutional arrangements of PADMIR and PADEL also include PMUs, they rely (or relied, for PADMIR) largely on local authorities to manage a portion of project resources according to

well-defined procedures, and whose capabilities were developed for that purpose. This approach to local development through the support of decentralization is more ambitious, more difficult and slower than the direct delivery of infrastructure, but it addresses the problem of sustainability of development results. It seeks to promote the development of permanent decentralized structures that are able to fund and manage their own development projects. These structures (RC, Regional Development Agencies) are still very weak but are sustainable. It is no doubt better to reinforce them than to ignore them.

The contrast between direct-implementation approaches and those relying on national institutions and strengthening local capacity is also found in microfinance support: interest rates can be twice as high depending on whether the projects directly manage credit and subsidize its cost, or contract independent structures to do so. For private or mutual associations, lending to the poor is relatively expensive because they must recover all their costs. While it is, of course, easier and probably cheaper to do everything through direct execution, the involvement of national organizations and institutions has the advantage of enhancing their capabilities and, at least in theory, increases the chances of genuine local ownership and actual sustainability of the interventions beyond the completion of the project.

In the case of the Millennium Villages, the use of direct execution is understandable as the project's ultimate goal is to test and validate the hypothesis that the MDGs can be achieved by 2015 if the necessary efforts are made. Thus, 12 pilot sites were selected from 10 African countries based on their poverty levels and on agro-ecological and good governance criteria. Large amounts of money have been invested – about USD 50 per person per year – in addition to management fees (USD 10/person/year) and costs incurred by local partner institutions. These amounts are based on MDG cost calculations of the Earth Institute at Columbia University.<sup>35</sup> This is supposed to

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<sup>35</sup> UN Millennium Project, *Investing in Development – A Practical Plan to Achieve the Millennium Development Goals*, 2005.

provide sufficient injection of resources to help poor communities extract themselves from the poverty trap and achieve the MDGs in five years' time. Within this framework, each national project is the 'replication' of the same experiment and therefore should not differ greatly from other projects implemented in other countries, as this would otherwise blur the interpretation of the experience results. This concern for the uniformity of implementation conditions across countries calls for direct and standardized implementation at the cost of rendering the conditions of the experience somewhat artificial.

UNDP also supported the establishment of multi-functional platforms. These are rural microenterprises that supply mechanical and electrical energy, providing a set of tools to address multiple dimensions of poverty in areas of concentration to beneficiaries, especially women. The project promotes the economic viability of platforms and monitors the operating accounts. This is also a regional project since similar platforms are implemented in Burkina Faso and Mali. Both the product and approach are relevant. Unfortunately, not all possible or desirable synergies between projects working on similar topics are sought. For example, memoranda of understanding between the Millennium Villages and the national electricity company, ASER, to extend the power grid of the Luga-Potou axis to the rest of the villages in the municipality of Leona, do not consider connecting the platforms to the network.

However, the sample projects do not work entirely isolated from each other. Best practices identified by the evaluation team include capacity development as a prerequisite for any activity; support for the empowerment of beneficiaries through progressive learning; enhancement of local expertise; and the ongoing search for synergies between State, civil society, grassroots communities and consultants in the field. Staff from these projects regularly share their views, either formally or informally. Furthermore, their

implementation strategies all leave ample room for the participation of national actors, including the Government, private sector or civil society.

### **Effectiveness**

Unfortunately, a detailed assessment of UNDP contribution to the sustainable improvement of living conditions of vulnerable populations during the 2002-2010 period is not possible. This is not only because interventions are not based on an initial situation with measurable indicators – an approach that was gradually established from the planning stage of the second programming cycle – but also because even at the national level, data is insufficient and sometimes contradictory. Similarly, many results remain works in progress.

During the period covered by the ADR, the projects reviewed have produced a structural effect for developmental vision, sectoral policies, institutional reforms, knowledge development, capacity building and poverty reduction. Approaches tested by local development projects have significant potential for replicability. They also had a significant impact on poverty at the local level.

PAREP and PRP projects (and also PADMIR and NPLD, to be discussed in Section 4.1.3 on good governance) have tested different intervention models articulated within the framework of decentralization in their respective geographical areas. Unfortunately, the models of local development for these projects have not been analysed, compared or criticized from a sound knowledge management perspective.<sup>36</sup>

These projects have produced dozens of social infrastructure products and funded thousands of income-generating activities in a variety of sectors (agriculture, livestock, processing of local products, handicrafts, NICTs, manufacturing, catering, engineering, construction, etc.), whether through *direct* technical and financial support (support fund for the integration of young TVET graduates, credit lines managed

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<sup>36</sup> Revue à mi-parcours du CPAP, PNUD – Novembre 2009. Voir également la section 4.4.2 du présent rapport.

directly by country offices and projects specifically for women, people living with HIV/AIDS and disabled people) or strengthening existing mutual savings and credit societies (for example, SJN in St. Louis, ADENA in Podor).<sup>37</sup>

The number of completed infrastructure projects (schools, health centres, etc.) is rather small but they are generally of good quality. Significant capacity development efforts have been conducted for income-generating activities and infrastructure beneficiaries, as well as local officials. However, much work has to be done with the latter.

Varying according to the number of microfinance institutions and the volume of loans, most microfinance mechanisms have been very successful and did manage to create concessional resources to support employment and self-employment at the local level for target populations. Many beneficiaries have maintained their economic activities after paying back their loans, which allowed them to escape extreme poverty and, in some cases, poverty. Microprojects by women and disabled people can also help to prevent social exclusion.

Unfortunately, the number, costs and outcomes of supported microprojects and loans are not always well documented. The assessment mission was also able to identify some limits to how these microfinance institutions (MFIs) can contribute to actual pro-poor wealth creation: (i) interest rates in some microfinance institutions visited are twice as high as in others, which prevents the application of fair treatment to the different beneficiary communities;<sup>38</sup> (ii) in some cases, the cost of the loan exceeds the profits generated, which consequently worsens the poverty situation; (iii) the operation of certain lending

arrangements, where an annual loan is subject to a fixed interest rate regardless of the repayment due date, is not conducive to optimal circulation of the fund, since the borrower does not benefit if repaying the loan before its maturity date; (iv) the maximum loan limit does not provide for the development of microbusinesses launched with the support of projects; (v) lack of technical support (consulting services to microentrepreneurs) to advise the borrower on best management and profitability practices of its microenterprise.

The support provided to the microfinance sector by the various local development or environment-protection projects is interesting but remains geographically and financially limited. Beyond this local support, UNDP has also helped the Government to develop the national microfinance strategy and draft laws and decrees regulating the Decentralized Financial Systems (DFS), resulting in the promulgation of Law No. 2008-47 of 3 September 2008 on the regulation of microfinance institutions in Senegal and Decree No. 2008-1366 of 28 November 2008, implementing the law. This law seems to contribute to the progressive structuring of the sector. The strong growth of the Senegalese microfinance system continued during the period evaluated. A wider range of higher quality services are increasingly available, thanks in part to the capacity development of MFIs within the particular project (developing standards, business plans, new products, empowerment through partnerships, implementation of the national association of MFIs, data and study publications, and dissemination of the WAEMU accounting framework).

According to data from the Ministry of Economy and Finance's Directorate of Regulation

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<sup>37</sup> Two projects from the environmental sector (PGIES and PROGERT) also include components to fight poverty through the establishment and strengthening of mutual funds financing environmental microprojects. The PGIES alone has supported more than 800 microprojects through its nine environmental mutual funds.

<sup>38</sup> The projects that directly manage their credit line can afford not to recover all their costs and offer very low rates (10 percent/year in the case of PRP for example), while autonomous, private or mutualist structures offer rates around 20 percent/year. The law on microfinance has set the maximum interest rate to 23 percent.

and Supervision of Microfinance Institutions, by 31 December 2009 the sector had 345 mutual savings institutions or savings and credit cooperatives, 219 recognized savings and credit groups and eight framework agreement signatories with more than 214 billion CFA francs in assets (approximately USD 430 million), 113 billion CFA francs savings (approximately USD 225 million) and 1.3 million members. In 1994, there were only a hundred institutions in the sector totaling 12.8 billion CFA francs in savings and 19.4 billion CFA francs in loans. Today, the system is about ten times greater than 15 years ago and includes over a quarter of the total Senegalese families.

Through the Millennium Villages project, 30,000 people have benefited from five new health centres, a medical laboratory, 18.5 km of track linking Leona to health centres in Ndialakhar and Syeur Fulani, 1,800 improved latrines and the connection of more than 1,200 houses and 38 schools to water supply. MoUs are underway with the national electricity company to extend the power grid of the Luga-Potou axis to the rest of the villages in the rural community of Leona. Access to safe water and latrines is now almost universal in the area, and the gross school enrollment rate rose from 77 percent to 88 percent (girls representing 49 percent). Agricultural production and incomes improved through increased plantings and yields. The beneficiary populations have given this project a very good reception. However, the country cannot ensure sustainability due to high unit costs,<sup>39</sup> and local officials are expressing serious concerns about the sustainability of interventions and the impacts after the withdrawal of the project.

UNDP has also installed 62 multi-functional platforms in the regions of Tambacounda, Louga and Thies, which are run exclusively by women's groups. Twenty-eight new second-generation platforms are being installed, which is still far from the 500 platforms planned for the current phase. These platforms enable different groups to implement income-generating activities (hulling, mills, etc.) and reduce the working hours of women and girls. Beneficiaries interviewed mentioned that easing the domestic workload contributed to the education of girls. Nevertheless, the economic potential of platforms is not yet fully exploited. Action should be taken to attract and encourage the installation of local artisans (vulcanizers, tailors, blacksmiths, etc.) near the platforms to go beyond the simple relief of women's work.<sup>40</sup> This reflects perhaps a limitation of the gender approach focusing exclusively on women, which does not account for men's needs. In the area of Louga, the Millennium Villages have planned the electrification of many villages, which could make current platforms redundant.

In terms of development vision, UNDP interventions have enabled Senegal to launch the prospective Senegal 2010-2025/2035 study, conduct a strategic planning exercise with the University of Arlington based on the T21 Model,<sup>41</sup> develop and monitor the PRSP in a participatory manner, make the transition from the PRSP II to the Economic and Social Development Plan (PDES), prepare the 11th PODES and develop the design of the economic programme to achieve the MDGs.

The process of preparing and producing the NHDR was used as a basis for policy

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<sup>39</sup> Usually around USD 110/person/year, this amount varies annually in function of government contributions. The amount budgeted for 2009 was USD 184/person/year as a result of a large government contribution.

<sup>40</sup> UNDP, 'Midterm Review of the CPAP', November 2009.

<sup>41</sup> Threshold 21 (T21) is a dynamic simulation tool developed to support the integrated long-term planning of national development. T21 assumes the comparative analysis of different political options and the interaction of different development indicators to produce a result. It helps users to better understand the challenges of development and to identify all policies that tend to lead the goal. T21 was developed in consultation with the World Bank, UN System agencies, the governments of the developing countries and the NGOs.

dialogue between the Government and its partners. UNDP also supported the development of the National Strategy on Gender Equity and Equality (SNEEG), which was duly enacted, but whose degree of implementation is difficult to assess yet. The DEEG or governmental structure in charge of promoting the implementation of SNEEG in all State bodies is relatively recent and appears to lack connections and partnerships within other strategic governmental bodies, especially line ministries.

In terms of institutional reforms, UNDP activities focused on the development of the statistical master plan, designed to promote a culture of evaluation. Since October 2002, UNDP has also supported the future National Observatory of Living Conditions and Human Development. Although the observatory was again included as an expected result in the 2007-2011 UNDP programme, it has not yet been completed. The staff has not yet been appointed, and the Ministry of Economy and Finance has not yet signed the implementation decree. Yet, all the documents and statutes have been finalized. This delay in signing already written statutes could indicate some financial and even political hesitation to permitting an independent monitoring of poverty, which can produce figures that are inconvenient for the Government. The observatory is a strategic tool to ensure transparency and traceability of data on poverty and evaluation of development policies. At a Constituent Assembly session in November 2010, the signing of the decree establishing the observatory was planned for February 2011.

The numerous interventions supported by UNDP have generally been quite successful. However, nationally, it is clear that they have had little impact on the poverty situation in Senegal. While poverty declined between 2000 and 2005 (a decrease in the proportion of people living below the poverty line from 57.1 percent in

2001 to 50.8 percent in 2005), this trend seems to have reversed itself by the end of the period under review due to lower growth. Between 2006 and 2009, the average annual growth was 2.8 percent. As suggested by the latest report of the United Nations Conference on Trade and Development (UNCTAD)<sup>42</sup> on the least developed countries, the gains in reducing poverty significantly slowed by the end of the decade following the 2007 and 2008 crises. Exogenous shocks (soaring oil and food prices and the global financial crisis) resulted in a national decline in secondary and tertiary sectors, business activities and private-sector investment.

Overall, although the national level of 'non-income poverty' has been reduced through improved access to basic social services (drinking water and schooling, in particular), extreme poverty has increased during this period. Yet, according to official figures from 2008, the country appeared to be on track to achieve most MDGs by 2015.

#### 4.1.2 ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

UNDP interventions in the field of environment and sustainable development as described in Box 2, are framed within the MDGs, in particular Goal 7, which is recognized by successive PRSPs as a prerequisite for achieving broad national social and economic development. The evaluated project sample (PGIES, PROGERT, PASEF, Climate Change Adaptation) only cover regional operations under the responsibility of the UNDP country office in Senegal. However, the sampled projects are representative of UNDP interventions in the environmental sector at the national level. This environmental portfolio is relatively new in UNDP programming. The launch of three of the four projects in the sample occurred between 2007 and 2008, with the exception of PGIES, which began in 2002.

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<sup>42</sup> CNUCED, 'The Least Developed Countries Report 2009: The State and Development Governance', Geneva, 2009.

**Box 2. National Priorities and Expected Results of UNDP Contribution to the Area of Environment and Sustainable Development**

<b>National Objectives and Priorities</b>	<b>UNDP Contribution</b>
<p>Objective:</p> <ul style="list-style-type: none"> <li>• Ensure sustainable environment (MDG 7)</li> </ul> <p>National Priorities – Natural Capital:</p> <ul style="list-style-type: none"> <li>• Promotion of sound management of natural resources and biodiversity conservation</li> <li>• Fight against desertification and conservation of flora and wildlife</li> <li>• Fight against pollution, pressures and risks</li> <li>• Marine and coastal environment conservation</li> <li>• Enhancement of wildlife resources</li> <li>• Promotion of production and consumption in all development sectors</li> </ul>	<p>Expected results:</p> <ul style="list-style-type: none"> <li>• Sustainability of livelihoods and environment protection</li> <li>• Biodiversity conservation</li> <li>• Land recovery and preservation</li> <li>• Establishment of forestry taxation</li> <li>• Coastal protection</li> </ul> <p>Major Sample Interventions (National Level) / Projects:</p> <ul style="list-style-type: none"> <li>• PGIES, PROGERT, PASEF, Climate Change Adaptation</li> </ul>

**Relevance**

Environmental issues in Senegal are both essential and inextricably linked to poverty issues. Dominant economic sectors depend entirely on natural resources. The population's pressure on natural resources is one manifestation of the low quality of living conditions, which results in an alarming rate of deforestation. The environment-poverty relationship creates a vicious circle that Senegal has to break in order to take the path of growth and poverty reduction: poverty is a source of resource degradation and resource degradation in turn, is an important contributing factor of poverty.

The environment is of course mentioned in the Government's main planning documents, including the PRSPs. Faced with a significant loss of biodiversity in recent decades, Senegal is a signatory to international environmental conventions, which are both commitments to be respected and a source of technical and financial support to achieve them. These include the United Nations Convention to Combat Desertification whose National Action Plans (NAPs) are central. Both the programmes from the sectoral action plan and NAP-Senegal call for the population's participation in the management of natural resources through decentralized structures to which the legislation has transferred

the responsibility for environmental management. However, local authorities lack the necessary human and financial resources to effectively fulfill this mandate. In response to these needs and capitalizing on its special role in managing GEF programmes, UNDP has developed a support programme in the area of the environment. This programme is strategic in helping Senegal reach the targets of MDG 7, and in supporting the implementation of sound management of the environment and natural resources to contribute to poverty reduction based on a sustainable development perspective.

The various projects are integrated within this programmatic framework and part of the Ministry of Environment's 2009 and 2010 Working Plans and 2010-2012 Sectoral MTEF.

Thus, the Integrated Ecosystem Management Programme in four representative landscapes of Senegal (PGIES) provides support for biodiversity conservation. In order to decrease pressure on protected areas (nature parks, for example), the project supports community-based nature reserves (CBNRs) and pastoral units (PUs) in the periphery of protected areas, with a charter of good conduct negotiated and agreed to by all parties. CBNRs are at the junction of traditional law, which confers ownership of land to the

village, and modern law, which confers ownership to the rural community. By supporting the creation of these nature reserves, the PGIES provides precise content to the 'buffer zone' of the UNESCO biosphere reserve model. The emphasis is on the development and participatory application of rules for the management of natural areas. This is particularly interesting since it fills a gap in local environmental governance, while guaranteeing – at least theoretically – sustainable livelihoods for people who obtain their income from exploiting the resources of these territories.

The project for the management and restoration of degraded lands of in the Groundnut Basin (PROGERT) is rooted in the National Action Plan to Combat Desertification (NAP/CD). The NAP/CD is in turn based on a process of negotiation and participatory planning. It has established a comprehensive diagnosis of the different causes of desertification and its manifestations, and highlighted the need to find solutions to the degradation of the groundnut basin lands, which account for two thirds of the domestic production of peanuts, the first industrial culture of the country.

The Forest Ecosystem Services Improvement and Valorization Project (PASEF, in French) stems from the observation that forestry taxation in Senegal does not allow for the permanence of this resource. The need for reform, identified in the Directorate of Forestry planning documents, calls for the establishment of a new paradigm based on forest ecosystem services. The approach distinguishes three types of services that are given an economic value as the basis for the tax that the rural community may charge.<sup>43</sup> The tax reform supported by the PASEF seeks to establish the value of forest services to reflect the actual contribution of forest ecosystems to the GDP, integrate this value in forest taxation and open forest services to emerging markets, such as the carbon market. The relevance of this project seems

weaker than other projects in the sample, since it is difficult to imagine the rural communities developing complex systems of taxation. In fact, this project seems to be more a priority for the United Nations system (as a model of joint programming involving seven agencies) than for the Ministry of Environment.

The issue of climate change is not limited to forest ecosystems. The effects of climate change in Senegal, combined with the fragility of an already pressured environment, could have major consequences on the national economy by reducing productivity in the primary (including agriculture, which employs two-thirds of the active population) and tertiary (including tourism) sectors, as well as on people's lives. The main threats posed by climate change in Senegal include more severe droughts, salinization of surface and groundwater, and increased coastal erosion where most human settlements, infrastructure and facilities in the country are located. The issue of climate change is a growing thematic area for UNDP since its 2007-2011 programming cycle, both through policy dialogue, including the 2009 NHDR, and through environmental actions, particularly on coastal protection. UNDP is convinced of the importance of this phenomenon for the future development of Senegal and, therefore, intends to rapidly strengthen its country team by recruiting a climate change expert.

Nevertheless, UNDP is not involved in energy policy issues, including the intrusion of biofuel in land schemes (and conflict) or water treatment and issues related to chemical and organic pollution, which directly affects the Greater Dakar area where *"over 23% of the population, 80% of national wealth, 95% of industrial and commercial enterprises, 87% permanent jobs and 75% of employees and more than 60% of educational and health infrastructure"* are concentrated *"in 0.3% of the national territory."* (NHDR 2009).

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<sup>43</sup> These three forestry services are : (i) wood and non-wood products, for which a value for the exploited resource is determined; (ii) environmental regulation and support, for which the value of the forest's role in water and air purification, pollination or erosion reduction, for example, is determined; (iii) cultural use, for example the 'sacred forest', to which an economic value is also assigned.

## Effectiveness

In compliance with the 2009–2015 Environment and Natural Resources Sector Policy Letter (LPSEPN, in French), UNDP contribution to development results can be analysed according to two distinct sectors:

- i. The contribution to the sustainable management of natural resources, which is one of the largest and oldest UNDP thematic areas with projects such as PGIES, PROGERT and PASEF;
- ii. Protection against climate change threats, with the Adaptation to Climate and Coastal Change (ACCC) project as well as coordination and coaching activities on the development of the 2009 NHDR.

Available assessments and reports, as well as interlocutors met by the mission, demonstrated a positive contribution of two flagship projects – PGIES and PROGERT – to an improved management of natural resources through their contribution to the three strategic objectives included in the national environmental policy. Regarding the strategic objective of improving the knowledge base on environmental and natural resources, the three UNDP nature reserves projects made a major contribution to research and development by producing reports on natural resource management capitalization models, management plans for CBNRs, and the establishment of technical cooperation protocols between the services of the Ministry of Environment and research institutes, including the Ecological Monitoring Centre and the National Agency of Statistics (ANSD, in French).

Regarding the strategic objective of intensifying the prevention of environmental and natural resource degradation, UNDP has been involved

in two of four national programmes: reforestation and land degradation, and conservation biodiversity and wetland management. UNDP's contribution was primarily made through the PGIES and PROGERT projects and will enable the restoration of degraded land, the recovery of salt-affected land, the creation and maintenance of firewalls, land reforestation, land fencing and management of forests on the basis of the management plan. In terms of the impact on the achievement of results, the most significant intervention was PROGERT's assisted land recovery. The national target was to recover 7,000 hectares by 2009, and PROGERT contributed nearly 20 percent of this recovery. UNDP's contribution to the achievement of other results is more modest but includes, in order of importance, the following: in the case of firewall creation, the PGIES and PROGERT projects covered 410 km, or 16.4 percent of the national target of 2,500 km in 2009; UNDP's contribution to the maintenance of firewalls represented 13.2 percent of the national objective; 7.4 percent for protected forests; for reforestation, 4.5 percent; and for recovery of salt-affected land, 2.2 percent. Although monitoring indicators do not directly concern biodiversity but rather the biodiversity management structures created, such as the CBNRs, UNDP interventions have been most significant in producing biodiversity conservation results.

Regarding the strategic objective of strengthening institutional and technical capacity, UNDP has contributed to one of two national programmes, strengthening resources and stakeholders, through environment-related outreach activities, training of local authorities, support to the development of an action plan on forest taxation and the establishment of the school woods programme.<sup>44</sup>

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<sup>44</sup> As part of the national school woods programme developed in response to an instruction from the President of the Republic, the 'school woods' refers to a wooded, flowered or landscaped site, established by reforestation, assisted natural regeneration or beautification. This site may be located within or outside the school and can be in the form of a massive linear plantation. In urban centres, noting space constraints, the school woods can be a flowerbed, a lawn, a garden, etc. In all cases, the 'school wood' is at once a space for teaching-learning, research-action, experimentation, relaxation and leisure; and in certain cases, a source of revenue for the school cooperative.

It is too early to assess UNDP contribution to the achievement of development results with regard to climate change. The 2009 NHDR, entitled 'Climate Change, Food Security and Human Development', which was still in draft form during the ADR mission in August 2010, should prompt a dialogue to review national development policies and strategies, especially now that the third-generation PRSP is in preparation. For its part, the ACCC project, which is now implementing its first activities, should quickly take advantage of the presence of a new expert that will better monitor UNDP contribution.

#### 4.1.3 GOOD GOVERNANCE

As described in Box 3, UNDP interventions in the field of governance over the 2002-2010 period are distributed across three pillars of the PRSP I and two pillars of the PRSP II.

#### Relevance

In general, the actions undertaken during the reference period are appropriate responses to nationally identified priorities in key areas, and are designed according to nationally and internationally accepted good practices. However, the mismatch between resources mobilized, mainly financial resources, and the scope of the changes sought by the sampled interventions, undermines the relevance of UNDP support.

The challenge of political and economic governance has gradually led to the adjustment of the functions and the role of the Government in Senegal's development process.<sup>45</sup> In this context, UNDP support is provided through the PNBG and PRECABG projects to the Delegation for State Reform and Technical Assistance (DREAT, in French) and the development and implementation of a National Programme for

#### Box 3. National Priorities and Anticipated Results of UNDP Contribution to the Area of Good Governance

##### National Objectives and Priorities

###### Objective:

- Strengthen the rule of law in a democratic society as well as effectiveness and transparency in economic and social management

###### National Priorities:

- Improvement of public service quality
- Economic, judicial and local governance
- Improvement of the quality of parliamentary work
- Development of ICTs

##### UNDP Contribution

###### Expected Results:

- Capacity development for management and monitoring of national commitments in the implementation of strategic reference frameworks
- Development of an institutional framework conducive to development based on State-private sector-civil society partnership
- Capacity development in public institutions on human rights, gender equality, and sustainable development, mainstreaming of programmes and policies
- Capacity development in parliamentary, judicial and anti-corruption institutions to ensure the effectiveness of their missions
- More effective participation of local communities and community-based organizations in decentralization and local development management

###### Major sample interventions/projects:

- Central/Strategic: PNBG, PRECABG, CAP
- Local/Operational: PADMIR, PADEL, ACOPROV, ART GOLD

<sup>45</sup> See Senegal report to the African Forum on Governance (AFG) organized by UNDP in 2007 and available online.

Good Governance (PNBG). By contributing to increased efficiency of economic and social management, UNDP has provided a response to the need for reform of democratic governance.

PADMIR (2000-2007) intended a significant improvement in infrastructure and development service delivery in 37 rural communities in the departments of Kébémér and Kaffrine.<sup>46</sup> It also sought to enable the Government to take concrete legislative and regulatory measures to institutionalize and strengthen the decentralized planning and financing of rural development. PADMIR was followed by PADEL, which supports the National Programme for Local Development (NPLD). The PADEL/NPLD seeks to strengthen the capacity of a wider range of local groups<sup>47</sup> to promote sustainable local economic development, improve provision of basic social services and modernize local administration for better strategic management of local development. Like all UNCDF-funded local development projects, PADMIR and then PADEL both sought to support local development and demonstrate the usefulness of a real political and financial decentralization as the key to local development, by making a local development fund (LDF) available to targeted local governments and strengthening their capacity to plan and implement development actions. Therefore, PADMIR matched the UNDAF outcome of “improving governance in rural areas as key to sustainable human development”.

Similarly, the ART GOLD programme (Support to Territorial Networks for Local Governance and Development) aims to improve the impact of decentralization policies on the population and to promote better coordination among decentralized cooperation stakeholders. It responds to both

the need to move in the direction of economic decentralization and strengthen the management capacity of local development stakeholders. In Senegal,<sup>48</sup> the programme was designed to complement the PADEL/NPLD and focuses on the Louga and Ziguinchor regions.

This UNDP support for decentralization also contributes to improving the capacity of countries to achieve MDG targets, since the goals will require the efforts of local communities.

The establishment of the CAP is another significant contribution of UNDP intervention. The aim is to find solutions to improve the level and quality of external resource fund absorption.

Finally, through volunteer coordination and promotion (ACOPROV), UNDP was able to provide support to meet the needs identified in the area of national mobilization for the dissemination of the MDGs. The creation of a database of volunteer opportunities has enabled the regrouping of offer and demand, and development of a national volunteer programme as part of a law that organizes volunteering.

Overall, the UNDP governance programme meets strategic and priority needs, which include reorienting democratic governance, improving capacity for ODA management and the need for a territorial framework for decentralized cooperation. In general, the sample projects have also adopted good practices, for example, a participatory multi-stakeholder approach in all phases of the project. The CAP was inspired by good practices in the support and engineering of public policy, and adopted an outsourcing strategy (make-do) for the majority of the services delivered in terms of training and auditing.

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<sup>46</sup> Rural communities are a type of local governments in Senegal, alongside county boroughs, municipalities and regions. They regroup a few villages, while the communes include medium or large cities. They make up the largest part of the national territory. The country currently has 370 rural communities.

<sup>47</sup> PADEL focuses on five boroughs, four communes and 46 rural communities in the Louga region, while the NPLD, thanks to additional financing notably from the World Bank, aims to cover all of the country's 321 rural communities and several poor urban and peri-urban zones in the 52 communes.

<sup>48</sup> The ART GOLD programme is a global UNDP initiative launched in 2004 to assist regional and local authorities in the South and North to establish alliances and partnerships to support local development.

Similarly, the ART GOLD programme encourages developing partnerships between the private sector and members of the diaspora. This programme has also adopted a sectoral approach for an integrated development of local authorities, linking the three levels of public policy – regional, national and international. ART GOLD participates in a regional network that includes Morocco, Mauritania, Guinea Bissau and Senegal and has been identified by ECOWAS as a tool for cross-border cooperation. Coordination between the ART GOLD and PADEL/NPLD and the fact that these projects are largely implemented with and through sustainable national institutions such as rural communities and municipalities, contrast positively with the implementation of the Millennium Villages on a project basis under direct UNDP supervision and in relative isolation from other UNDP interventions.

Unfortunately, there is a mismatch in most sample projects between the resources mobilized and expected results. For example, the financial resources allocated to the CAP have a funding gap of 38.9 percent as compared to the budget in the signed programme document. The project suffers from significant deficits in human resources in the areas of operations, auditing and programme management.

### **Effectiveness**

Despite the relatively short period of implementation of certain projects in the sample as well as the recurrent difficulties resulting from delayed implementation, governance projects are characterized by good output production. This effectiveness in achieving operating results contrasts

with the general challenge of making an impact on policy. This may be explained in part by the nature of the projects supported by UNDP, which (i) involve long-term reform of power distribution and exercise procedures, and (ii) are dependent on the political will of national partners to implement the proposed strategies. Moreover, as with interventions in the environmental sector, certain UNDP strategies are not fully adapted and ready to use at that particular level, and may also be competing with strategies proposed by other TFPs.

However, the strong efficiency of the CAP should be highlighted as it contrasts with the difficulty experience by other sample projects in making a real impact on policy. The CAP was able to produce all of the expected outputs with the exception of some capacity development activities due to insufficient resources. This project has helped to create a national capacity to monitor the quality of financial execution, systematize annual planning and audit exercises, establish a transparent staff-selection process for national execution (NEX) projects and programmes, establish and support the implementation of monitoring and evaluation tools, and establish a communication mechanism through the biannual CAPinfo and the CAP website. The supervision of projects and programmes contributed to a better absorption of funds from external resources. The results in this area, combined with an improved management quality, led to the adoption of the NEX modality by TFPs outside of the UN System<sup>49</sup> and the move of Senegal from high-risk to medium-risk country status.<sup>50</sup> In addition, a number of tools developed in the context of NEX promotion are being scaled to the country's needs.

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<sup>49</sup> For instance, CAP services were extended to the Luxembourg Agency for Development Cooperation to monitor the financial execution of their projects, to the Belgian Development Cooperation to support the formulation of a logical framework for the PEPAM BA and to the Italian Development Cooperation to support the establishment of management tools and formulation of a new programme. Some ministries have also shown interest in using CAP tools as part of CDSMT exercises, notably the study, planning and monitoring cell of the Environment Ministry that asked for a presentation of NEX tools during the annual ministry planning workshop.

<sup>50</sup> This risk concerns the capacity of countries to assure good management of financial aid and reporting. It is measured in relation to the quality of management and the absorption capacity for external financial resources. To this end, UNDP sent a letter to its national partners, reporting the transition from high-risk country to medium-risk country in 2009 with regard to the above-mentioned criteria.

It is premature to assess the contribution of ART GOLD, PRECABG and PADEL/NPLD projects – implemented for less than two years at the time of this assessment – to UNDP target development results. In all cases, however, actions have been implemented, and there are signs of related intermediate changes. In the case of ART GOLD, spaces for dialogue and working groups were set up in Ziguinchor and Louga, and the programme has begun to support the House of Local Development (MDL) in Kébémér as well as Regional Development Agencies. These interventions have contributed to a major institutional development that has played a role in mainstreaming decentralized cooperation in the decentralization policy. This resulted in the creation of a Ministry of Decentralized Cooperation and the beginning of capacity development in local communities. This breakthrough adds to a better understanding of decentralization by international stakeholders and the strengthening of the partnership network, in particular the Spanish, and partner commitment to the institutionalization of partnerships initiated by decentralized cooperation. However, the actions taken have not resulted in improved coordination of international and decentralized cooperation, despite a better linkage between national policy and local processes thanks to the PADEL/NPLD project. It is also premature to consider the impact of ART GOLD interventions on the modernization of the operating mode of territorial administration and local government, or on the improvement of the provision of basic social services in the regions.

The situation of PRECABG and PADEL/NPLD must be analysed differently since each intervention is the result of an earlier one. As they incorporate and consolidate ongoing processes, these interventions help to assess the contribution of their predecessors to the achievement of development results. In this regard, the transition from PADMIR to PADEL/NPLD

illustrates the capitalization of experiences on the effectiveness of local governance projects, as it took advantage of the modeling experience of the LDF and the introduction of participatory planning for local development aimed at the territorialization of MDGs, among others. Based on the knowledge gained from the PADMIR in project management and the introduction of local participatory planning through the establishment of PRDI, PLD and PIC<sup>51</sup>, PADEL/NPLD interventions helped to bring closer together the technical services of the State and local government, initiating a process of standardization of approaches and interventions that benefit local communities. The NPLD instituted an appropriate funding mechanism and improved practices and procedures for resource mobilization to strengthen the effectiveness and accountability of local bodies. Thus, PADMIR had an impact on local public policy and PADEL/NPLD represents a successful experience of capitalization and consolidation of PADMIR's local budget support. This allowed the NPLD to go further in promoting local economic development, which had been previously concealed by the PADMIR.

The PRECABG follows upon the National Good Governance Programme (NGGP) and capitalizes on many of its initiatives. The project document, signed in June 2008, grows out of a UNDP decision to focus its efforts on developing coordination and implementation capacity, improving the quality of public service, supporting the parliament in accomplishing its missions more effectively, and coordinating development assistance. This programme demonstrates a high level of effectiveness, but most of the expected changes are sought over the long term. Through the NGGP, UNDP was instrumental in the establishment of the Sectoral Justice Programme, which is a flagship programme in the process of modernizing the State and the Judiciary. Social dialogue has also been promoted through support for the National Social Dialogue Committee

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<sup>51</sup> IRDP: Integrated Regional Development Plan; LDP: Local Development Plan; CIP: Communal Investment Plan.

(NSDC) and the joint committee on social dialogue in the areas of health and justice, and by strengthening the platform of non-State stakeholders. Regarding parliamentary work, the PRECABG reinforced PRECAREF and NGGP interventions to provide Members of Parliament with oversight capacity over public finance. It has also produced studies that support the parliament's strategic development plan, the training plan and the communication plan. The programme also helped to put approximately one hundred administrative procedures online.<sup>52</sup> Finally, a strategically significant study that provides guidelines for the reform of the State is currently in the validation stage. However, it is the study on the standardization of the structures that has especially aided in making sound proposals for greater rationality, coherence and effectiveness in public interventions. However, the proposals in this study have not yet been acted upon.

Four factors have limited NGGP's effectiveness:

- i. 'Congenital' programme defects that led to a confusion between NGGP *State programme* and the NGGP *project* supported by UNDP;
- ii. Limited financial resources allocated to the project that failed to activate all components;
- iii. Poor planning that led to many unplanned activities, and
- iv. Coordination and management difficulties, both in terms of its institutional link to the DREAT and at steering committee level, which should have met more often.

More importantly, the measures implemented under the PRECABG seek challenging and slow transformations. Significant achievements in organization and operation of administrative structures, public administration reform,

improvement and simplification of procedures and parliamentary work have been obtained. However, these results have not yet had systemic effects because they must either be validated, subjected to political decision for enforcement, supported by the implementation of additional actions beyond the project, or moreover because they promote social dialogue, which should be moderated by social actors themselves.

The ACOPROV project mobilized several volunteers for the popularization of the MDGs in Diourbel, Louga and Ziguinchor. ACOPROV branches in Diourbel, Louga, and Ziguinchor have a plan for the establishment of the 'global village',<sup>53</sup> and 11 microprojects had been implemented by the time of evaluation. Nevertheless, interviewed volunteers suggested that the resources mobilized for microprojects were inadequate. Finally, the support provided to the structuring of volunteerism in Senegal at a higher level seems slower to bear fruit: the draft law on the legal framework for volunteering and the draft decree on the volunteer house must still be approved by parliament. The volunteer house awaits its final premises and the volunteer database is still in its gestation phase.

#### 4.1.4 CRISIS PREVENTION AND RECOVERY

UNDP interventions in the area of crisis prevention and recovery are included in Axis 3 of the PRSP II: Social protection, and risk and disaster prevention and management. Two projects were included in the ADR sample: Support to the National Programme on Natural Disaster Prevention, Risk Reduction and Management in a Context of Poverty, and the Mine Action Assistance Project in Casamance (PALAC).

<sup>52</sup> Available at <[www.demarches.gouv.sn](http://www.demarches.gouv.sn)>.

<sup>53</sup> The 'global village' concept differs from the 'Millennium Village' even if in both cases MDGs provide a key reference. It is a village where volunteers from diverse backgrounds work to carry out harmonized and complementary development actions.

**Box 4. National Priorities and Expected Results of UNDP Contribution to the Area of Crisis Prevention, Management and Recovery**

**National Objectives and Priorities**

- Promote risk prevention and disaster management strategies and mechanisms that support national plans
- Ensure coordination and promotion of a culture of prevention and disaster risk management through the implementation of an effective communication and social mobilization strategy
- Strengthen the legal and regulatory recourses
- Manage major industrial accidents and floods
- Limit sectoral vulnerability and strengthen social assistance to vulnerable groups in case of disaster

**UNDP Contribution**

Expected result:

- Capacity of national, local and community institutions developed to better anticipate crises and natural disasters and ensure timely response

Major sample interventions/projects:

- PALAC (Assistance à la lutte antimines en Casamance)
- Appui au programme de prévention, de réduction des risques et de gestion des catastrophes naturelles

**Relevance**

According to the PRSP II, risks and disasters are among the main factors that hinder growth and poverty reduction. The Government has decided to make prevention and risk management a cornerstone of its sustainable development strategy, along with wealth creation, access to social services and good governance. Prevention should not be a specific intervention, grouped with emergency. Therefore, UNDP support is aimed at eliminating the existing lack of strategy and coordinated management, as well as developing the capacities of local stakeholders. In this area, UNDP intervention is an appropriate response to a national priority.

The risk prevention and disaster management programme is based on proven technical knowledge such as the Post-Disaster Needs Assessment developed by the World Bank and UNDP experience as a broker between UN agencies that intervene with the populations, particularly in times of crisis. UNDP approach to supporting the establishment of a crisis management programme has been presented to and chosen by Togo. Through this intervention, UNDP is laying the groundwork for an African disaster risk reduction platform, similar to those existing in Asia and Europe.

As with certain governance projects, there is unfortunately a gap between the resources allocated to the programme, time-frames and expected development results. Even if UNDP's role is limited to identifying response options and capacity development, some key results of response formulation and coordination, including the development of a database of hazards and disasters, seem too ambitious and require additional funding so that they may be tested and validated prior to implementation. The divergence between resources allocated and expected effects can be interpreted either as a corporate positioning strategy deployed by UNDP to check the possibility of raising funds in the longer term, or as a weakness in the planning capacity of the country office.

As for the PALAC, its relevance seems obvious in that many Casamance municipalities are exposed to a very high and real risk of mines and a range of unexploded ordnances, which prevent populations from returning to and reinitiating economic activities in these areas. The project builds on an impact study of landmines in Casamance, funded by the Canadian International Development Agency (CIDA) through UNDP, which showed the strong impact of mines on 93 villages, affecting 90,702 inhabitants (7.1 percent of the total population of Casamance).<sup>54</sup>

<sup>54</sup> Handicap International, 'Etude d'Urgence sur l'Impact des Mines en Casamance', juillet 2007.

## Effectiveness

Since UNDP support for risk prevention and disaster management should have resulted in a visible reduction of vulnerability to disasters by 2010, we can consider that the expected development outcome was not achieved. However, whether the result was realistic should be questioned since UNDP intervention helped the Government to make progress in the implementation of a major disaster prevention and risk reduction programme, and particularly in the development of instruments for its implementation. Therefore, UNDP has laid the foundation for the achievement of another development result: creating the necessary conditions for the development of a culture of prevention and risk reduction of major disasters. This was achieved through the training of parliamentarians who have subsequently supported the financing of this sector in the national budget. The project has also helped to enhance the capacity of community stakeholders through the Women's Network, whose members were trained in household surveys on emergency needs, and through a network of journalists, by introducing the 'network of communicators/journalists specialized in crisis and disaster management'. Important outreach and awareness-raising work can now be carried out with populations for their benefit.

Outputs in this area also include an inventory of skills and structures involved in this thematic area, the initiation of a disaster risk geo-referenced map, a feasibility study for an early warning system and the first national contingency plan. Finally, the project led to the initiation of an update of disaster risk prevention, reduction and management regulations. However, this update is not complete, and neither the early warning system nor the database is functional. Despite regular steering committee meetings, the existence

of the national platform, which was intended to help consolidate, coordinate and develop a common database, was purely formal rather than operational. This is evidenced by the fact that the interdepartmental committee on this platform met only twice since its inception in 2007, and the scientific and technical committee had not held any formal meeting until 2009.

Despite deteriorating security conditions in parts of the Casamance during the summer of 2010, PALAC managed to produce institutional reforms through the enactment of Decree No. 2006-783 on the creation of the National Commission for the Implementation of the Ottawa Convention to ban landmines, and Decree No. 2006-784 establishing the National Anti-Mines Action Centre of Senegal (CNAMS), an operational body intended to implement the policies of the national mine action authority and a focal point in the field. Regarding sectoral policy, PALAC provided for the establishment of the Economic and Social Activities Recovery Programme in Casamance (PRAESC) by Ministerial Order No. 612 dated 31 January 2006. As for capacity development, PALAC facilitated mine security training in contaminated communities, thereby helping reduce the number of victims,<sup>55</sup> and strengthened technical and institutional aspects of the Senegalese Association of Mine Victims (ASVM). The project has also contributed to the clearance of eight localities since February 2008.<sup>56</sup>

## 4.2 SUSTAINABILITY OF RESULTS

The issue of sustainability is primarily based on the interest or 'desirability' of the achieved results as perceived by the target populations. It also depends upon whether realistic means exist to produce the necessary results, the scope and time required to produce such results, and the

<sup>55</sup> Other actors than UNDP are also active in this domain. For several years, educating the population about mine risks has been a leading component of a programme initiated by UNICEF and the NGO Handicap International. The work by these partners has played a considerable role in the reduction of mine accidents.

<sup>56</sup> Data as of end 2009, from the Government of Senegal Report for the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-personnel Mines, 30 April 2010.

strategies established to ensure effective ownership of the intervention, particularly the commitment of target populations to the preservation or improvement of the project's achievements and their access to the necessary technical capacity and financial resources. During the 2002-2010 period, UNDP has managed to create a sense of ownership of interventions in each intervention area and among each concerned target group.

In the area of poverty reduction, the Government of Senegal has adopted the large-scale deployment strategy of multi-functional platforms as one of the main instruments for achieving its long-term policy of industrial restructuring. It should be noted that the economic viability of the platform is being closely monitored through a software tool called OISE hosted on the project web server. This tool enables real-time collection and dissemination of data on any platform and MFP operating accounts.

The case of the Millennium Villages is more problematic. Communities are beginning to grow accustomed to a certain standard of living, but it is far from certain that the Senegalese Government and local authorities will be able to maintain and operate the investments made by the project once it is completed. Free social services are particularly problematic, since communities can get used to this and refuse to assume all or part of the costs of these services in the future. Communities and local officials are aware of this risk. An oft-cited example is that of health centres and free medicines.

Regarding natural resources, the establishment of CBNRs has generated great interest among local communities. In order to meet the population's demand for the creation of new CBNRs, the Directorate of National Parks of the Department of Environment has recently established a Branch for Community Natural Areas. However, the reforms necessary to establish a legal basis for this

new entity have not yet been adopted, and communities have not yet mastered the integration of environmental preservation activities and their economic viability, as supported by the microfinance network.

In terms of governance and local development, the establishment of Local Development Houses (MDL) to operationalize the Department of Local Economy of the Regional Development Agency<sup>57</sup> stems from a national desire to perpetuate and consolidate PADMIR results.

However, ownership does not guarantee the sustainability of results over time. In the previous examples, UNDP has succeeded in making the Government of Senegal and local communities interested in MFPs and RNCs by successfully demonstrating their effectiveness during the testing phase. In the case of the MFPs, the knowledge base is not yet consolidated (see next section), and the funds necessary to scale up the project have not been allocated: over 66 percent of funds provided by the MFP 2 project have not yet been mobilized.

Although they are based on lessons learned during previous interventions, the MDLs are new creations that still have to prove their value. The PADEL/NPLD-supported Kébémér MDL may not move beyond the experimental stage, especially since UNDP is still seeking an additional 48 percent funding for the PADEL/NPLD project and the World Bank, the main project donor, has expressed reservations about its future involvement in financing the project after 2012.

Other UNDP interventions reviewed in the context of this ADR are still too recent to produce sustainable systemic effects. Many of them will continue to require sustained UNDP involvement for several more years in order to validate approaches and products that represent real development results and can contribute to the

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<sup>57</sup> The MDL has, among other missions, that of accompanying local administrations, grassroots initiatives and microfinance institutions so as to support wealth creation and endogenous economic development.

changes sought by national development strategies. UNDP has established a set of conditions for effective future management in its interventions. Thus, sustainability strategies deployed by UNDP account for:

- Political and institutional factors (support from national authorities and support structures):
  - Framing interventions within local development policy and plans (PDQ, PLD, PRD) and support for political leadership in local government;
  - Inclusion of mechanisms for the participation of the State, volunteer-benefit groups and partners in the operation of the volunteer house and its branches, in the Act and corresponding implementation regulations;
  - Support for the revision of legislation on environmental and natural resource management and mainstreaming of RNC therein;
  - Institutionalization and legalization by decree of the working groups, ensuring the transfer of responsibility to the grassroots level and the support for synergy among actors, including decentralized services and local authorities, through the new cooperation frameworks (neighbourhood and inter-village councils);
  - Institutional sustainability of the LDF through the establishment of local monitoring committees;
- Financial and economic factors (cost-effectiveness, cash flow, availability of the State budget):
  - Implementation, support and strengthening of financing mechanisms for microprojects both for the reintegration of young people and the income generation from the sustainable use of natural resources;
  - Support for the empowerment of DFS through the microfinance sector policy;
  - Public involvement in the monitoring of AGR/Infrastructure;
  - Creation of technical platforms with Community Dynamics Actors (APDC, in French) in the Northern axis;
  - The creation of business groups, within the domain of wealth-creation;
- Technical factors (capacity and knowledge required to continue the activities):
  - The formation of a large group of MDG promoters;
  - The establishment of an operational make-do strategy, including sustainable management of natural resources;
  - Capacity development in district councils and development of training and organization capacities;
  - The use of efficient tools for project planning and monitoring/evaluation through the CAP;
  - Support provided by technical institutions (University of Arlington for the T21 Model, involvement of decentralized technical services in projects, hiring consultants to upgrade the SFD).

The case of the CAP is an example of an intervention whose sustainability is ensured by the Government of Senegal's effective ownership of the intervention. The CAP satisfies the authorities' desire for a tool for the local implementation of projects and programmes not yet achieved by National Departments. Since the CAP is linked to the Directorate of Debt and Investment (DDI), it also acts as the National Authorizing Officer of capital expenditure for the UN System agency portfolio (in particular, UNDP and UNFPA). It thus enjoys explicit support from the authorities. The CAP has also developed tools that serve as a reference in different areas and procedure manuals that describe the chain of operations at different

rounds of spending. Finally, the CAP is concerned with extracting best practices and extending the experience, looking to establishing a functional platform for communication and dissemination of best practices. Moreover, the objective for the promotion of NEX as the implementation modality, as established by the Paris Declaration, contributes to the dissemination of best practices on project and programme implementation.

For its part, the risk prevention and disaster management programme demonstrates a radically different situation, as any withdrawal would be premature. It is still too early to talk about sustainability after a two-year intervention that seeks profound changes in attitudes to not only depart from a culture of urgency to a culture of prevention, but also from the 'resource' approach adopted by the various stakeholders towards a collaborative and synergistic approach involving the pooling of resources. UNDP sees an operating niche in this sector and considers it a priority for the next UNDAF, where its role would be to manage funding of social infrastructure. It should be emphasized that real bases for ownership over project activities by the national counterpart have been installed, including the training of parliamentarians, journalists and women's networks on the importance of risk prevention and disaster management, as well as the establishment of the national platform by presidential decree. These bases, however, are still too fragile to survive the withdrawal of UNDP. The pressure exerted by a natural environment with increasing disaster risks calls for general mobilization.

### 4.3 PROGRAMME EFFICIENCY

As previously noted, the interventions supported by UNDP in Senegal led to a number of development results, some still fragile, other more solid. The purpose of this section is to analyse the issues and factors that facilitated or hindered the achievement of operational results (outputs) to help overcome some constraints and promote learning about best practices. This analysis is not exhaustive but provides a brief review of the elements most frequently mentioned by respondents and evaluation reports.

### PROGRAMME PLANNING AND MONITORING

Since 2004, UNDP has pursued the task of harmonizing its programming cycle with the UNDAF and extending its 2002-2004 Country Development Programming Framework to 2006. The new 2007-2011 harmonized programming cycle begins with the 2007-2011 UNDAF produced in May 2006, followed by the presentation of the CPD in September 2006 to UNDP Executive Board, and ends in March 2007 with the presentation of the common framework for the CPAP produced by the Government of Senegal and UNDP.

These programme management tools overlap another finance management tool introduced in 2004: the ATLAS system. The intended harmonization translated into the following structures:

- UNDAF: UNDAF outcome (3) - Programme outcome (17) - Output (73);
- CPD: Component (2) - Expected outcome (4) - Expected Output (14);
- CPAP: Sub-programme (4) - PRSP pillar (2) - UNDAF outcome (2) - Expected outcome (8) - Expected Output (26)

These programming frameworks use different structures of objectives and present different intervention architectures where formal similarities, such as the four CPD expected outcomes and the four CPAP sub-programmes, do not refer to the same realities, and where the same terms, such as the UNDAF expected outputs and CPAP expected outputs, refer to entirely different results. In the case of the CPD and the CPAP, the exercise has been pushed further to link expected outputs and MDGs, thereby introducing a new superimposition of intervention approaches. The ATLAS system, through which the funds are distributed among the activities for achieving the expected output, is structured in 'core result' and 'outcome' with, once again, a different organization than that found in the above-mentioned programming frameworks.

Clearly, the objective of simplifying the management tools pursued by the establishment of a UNDAF harmonized with UN agency programming frameworks has not been reached. This is a major constraint to the effectiveness of the programme since there is no overall consistency between CPAP indicators and UNDAF strategic results for UNDP. In the absence of unambiguous indicators, consolidated monitoring of UNDP programme was primarily executed through the ROAR (Results Oriented Annual Report), produced in separate parts by each project manager from an architecture modeled after the ATLAS system and project indicators independent of CPAP indicators. In other words, UNDP programme consists of individually managed projects. The 'programme level' is poorly documented through inconsistent instruments.

This situation highlights two other vulnerabilities in the programme management. On the one hand, the mode of production of the annual programme monitoring report illustrates a separation between thematic areas, limiting the establishment of synergies between complementary interventions on poverty, governance and sustainable development. The recent establishment of exchange events between members of the country office, however, is a positive solution to this partitioning. On the other hand, the process of development of a results-based management culture among UNDP staff is not completed, and it only begins to appear more systematically in projects during the second programming cycle. The UNDAF and CPAP lack annual targets and, for example, in terms of poverty, the absence of a Poverty Observatory, whose implementation has been supported by UNDP since 2002, limits the monitoring capacity at the outcome level.

### **Project Management**

During the 2002-2010 period, UNDP has progressively moved towards the national execution modality (NEX) for project delivery, and by the

second programming cycle, most projects were implemented through this modality. UNDP has been successful in bolstering national ownership of projects and programmes by supporting the creation of a support unit for the implementation of projects and programmes (CAP) since 2006.

Since its inception, the CAP has developed a set of tools for project management,<sup>58</sup> systematized annual planning workshops and the development of logical frameworks, and helped develop monitoring and evaluation devices for projects and programmes. By leveraging best practices through proactive communication and disseminating of the principles of good governance through the development of reporting, receipt, verification and audit habits, the CAP has enabled a significant improvement in the quality of project monitoring. However, while the reports allow for monitoring activities and costs, they are not very explicit about the level of achievement of development outcomes or about risk management, and although the NEX has improved transparency, monitoring must focus more on achieving results at the people level rather than at the disbursement level.

Finally, while the application of the NEX modality involves government-monitoring mechanisms, some UNDP financial partners do not feel constrained by the NEX modality and continue to impose their own accountability systems for funds that they make available to the project. This leads to mixed operating systems, mixing the NEX modality – even for NPLD budget support – with UNDP-financed project management units and therefore largely subject to its decisions and directions.

### **Resource Mobilization and Use**

Overall, the judicious use of skilled human resources in the PMUs, which arises from the adoption of a consensual approach by UNDP,

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<sup>58</sup> NEX guide, glossary, logical framework approach, RAF specifications, DISEC canvas – monitoring-evaluation control device.

CAP and line ministries for the recruitment of PMU staff, contrasts with the poor exploitation of the capacity of country office staff in charge of the programme. The main constraint at this level is that UNDP lacks the human and financial resources to ensure adequate monitoring of field activities, with only project funds available to that end.

Furthermore, faced with the need to mobilize funds and cumbersome administrative tasks related to accountability, financial partners and the UN system, project managers do not have time to focus their work on 'knowledge' aspects, which is the main added value of UNDP, whose role is not that of a donor and whose resources are limited. If effectively implemented, the functions of knowledge management, capacity building and strategic advice would enable UNDP to ensure a greater influence on policy.

Finally, the actual recruitment method adds to this constraint since there are cases in which a person performs duties other than those specified in the job description, which indicates poor staffing organization.

The main effects of the many transformations in UNDP office and programmes include:

- i. A significant increase in tasks related to UN system coordination (affecting management and its staff);
- ii. A significant increase in time spent raising funds (programme staff) and management of these funds (operations staff); and
- iii. A change in the nature of tasks, particularly for programme staff, whose function changed from project manager to project 'broker', while increasingly abandoning its knowledge management role in its area of intervention.

Properly used, increased financial capacity and the development of new funding partnerships resulting from the decline of UNDP core resources could promote strategic and sectoral expertise in UNDP staff.

Unfortunately, external funds are managed independently by each project, with few attempts at sharing roles, efforts and funds at the country programme level. However, the recruitment of two new specialists in communications/knowledge management and climate change shows the management's willingness to engage in more strategic approaches.

However, the decision to have this staff report directly to the country office management and the Resident Coordinator and country rather than to programmes, as if communication and climate change had become core or strategic issues in relation to good governance and poverty reduction, is questionable. The hypertrophy experienced by UNDP country office's senior management, with staff doubling from 2002 to 2010, seems to indicate that the country office is trying to reposition and reform from the top down, rather than in a systemic manner.

Almost all of the projects visited have reported incongruence between expected outputs and human resources available or between the resources planned and the necessary means. For example, the ART GOLD programme's annual planning exercise revealed that the funds allocated for many activities was insufficient and that funding should still be sought for other annual plan initiatives. Similarly, analysis of NGGP shows that most actions taken were not planned, although some have proved to be very promising, such as the support for the justice sector programme. These difficulties reflect weaknesses in the planning function, which is often due, wrongly in our view, to UNDP flexibility and responsiveness.

Finally, the Operations Section of the country office's service delivery capacity is not optimal. This is partly due to poor control of disbursement procedures by the staff, resulting in long delays in the processing of invoices, although manuals identify and determine the optimum time and necessary steps. Also, there is often a huge gap between the signing of the projects and the effective start of interventions. Thus, delays in the implementation of the funds were

the source of significant delays and failure to complete certain PAREP-planned activities, which had a financial implementation rate of 69 percent, and some activities undertaken have been completed by the PRP in Matam. The PAREP final evaluation report notes: *“failure to open bank accounts in the branches affected the management capacity of experts [...]. In addition, sometimes-considerable delays in the provision of funds by UNDP disrupted the effectiveness of actions and brought structural failures [...] as well as repeated disconnections in PAREP management.”*<sup>59</sup>

Significant delays also burdened the implementation of other projects. Main causes of these delays include:

- i. Poor efficiency of procedures for resource mobilization and provision, due in part to the fact that some projects resources were housed at UNOPS Abidjan;
- ii. Frequent changes in the distribution of State services create periods of uncertainty and a struggle for the positioning in terms of institutional anchoring of certain projects;
- iii. Lack of mobilization of counterpart funds, a recurring problem in the majority of UNDP interventions in Senegal;
- iv. Cumbersome administrative procedures poorly communicated at the PMU level; this is the case of UNDP Executive Board in New York ‘80 percent rule’ to condition the release of new quarterly financial allocations to the reporting of the use of 80 percent of the resources previously allocated;
- v. Weak capacity of local private sector, resulting in a struggle to achieve specifications upon the completion of the works, and
- vi. The complexity of certain actions, such as the reform of decentralization of legal and institutional frameworks by PADEL/NPLD.

### Dependence on External Funding

UNDP has made the strategic decision to develop a programme supported by ‘catalytic’ funds. This tendency to base project implementation on external funding increased considerably between 2002 and 2010. Thus, while nearly 75 percent of programme implementation drew on its own funds in 2004, this rate dropped to 32 percent in 2009. This strategy implies a structural shift to higher external dependence and involves significant risks, especially since the current programming relies on external funds, all of which have not yet been acquired. Thus, almost two thirds of 12 active sample projects have been approved and started before the funding has been completed. The importance of mobilizing funds varies depending on the area of intervention and partnerships developed by UNDP over the years. At the sample level, funding is acquired for all environmental projects, but three of the four projects require the mobilization of additional funds in quantities ranging from 12 to 66 percent of the total approved budget (excluding the national contribution), and all projects must still raise between 12 percent and 69 percent of the funds needed for implementation.

This strategy of external resource mobilization is not unique to the Senegal country office. It is a corporate objective to increase programme-resources promoted by the organization, which identifies country offices by the resources deployed, knowing that an office that increases its resources through fundraising is a powerful country office. This resulted in forcing country offices to develop new partnerships and learning to work with these partners by transforming the nature of project managers’ work.

This greater capacity to mobilize external resources is perceived differently by UNDP staff and donors on the one hand, and government representatives on the other. The former actors

<sup>59</sup> Jean Raphaël Ndiandji, Abdou Salam Fall, Elhadj Abdoulaye Diack, Samba Faye, ‘Rapport Final d’Évaluation Externe du Programme de Réduction de la Pauvreté [Final Report of the External Evaluation on the Poverty Reduction Programme] (PAREP)’, July 2007.

see an opportunity to create new partnerships and greater possibilities for intervention in the country. The latter perceives a dependence on external financing, which weakens the organization and strongly constrains effectiveness.

In 2006, the 2002-2006 CPF evaluation already raised the issue of discontinuities between successive projects and programmes and the risk of deterioration of the gains acquired during these latency periods between financing sources (for example, during transition from an old poverty reduction project, PELCP, and PAREP). The situation was repeated when the GEF discontinued funding between Phases 1 and 2 of PGIES. The project virtually stopped between August 2005 and September 2007 due to lack of funding. Indeed, this explains the large fluctuations in the financial implementation in the energy and the environmental sector in 2007 (see Table 8). The risk of repetition of such a situation will remain high as long as UNDP maintains its current direction. One consequence is that UNDP could not maintain the staff responsible for coordinating projects, who were recruited with the management fees of funds raised, in the event of prolonged interruption due to lack of own resources.

The 2002-2006 CPF evaluation recommended that UNDP seek ways to limit and better manage down time between projects. It seems that part of the follow-up to this recommendation is primarily based on a revision of UNDP corporate strategy and in the dialogue between UNDP and its financial partners because: (i) fund mobilization is part of the country office performance evaluation; (ii) the dependence on external funds could reach the threshold of counter-productivity; (iii) programmes are established for a period beyond that of the usual three-year projects supported by TFPs, especially in the area of environment transformation, whose results are felt only over longer periods.

Dependence on external funds also tends to limit coordination efforts and the search for synergies within the UNDP programme and with

other stakeholders and agencies, since each project must establish a clear and predetermined priority agenda. There was, for example, little synergy between the PALAC and the national programme for prevention, major risk reduction and natural disaster management, and there is no coordination at all between the very important actions of UNICEF in this area and those of UNDP. Similarly, the degree of coordination between different UNDP projects on poverty reduction and local governance remains weak, with few exceptions.

## **4.4 UNDP STRATEGIC POSITIONING**

### **4.4.1 STRATEGIC RELEVANCE**

For each thematic area, UNDP has sought to formulate a strategic response to the development needs and challenges of Senegal, with a distinct goal: to be at the heart of the debate on social development policies. UNDP brings some credibility to the discourse on social development, not only to Government and local communities, but also within the donor community. It is perceived that UNDP has a mandate to provide Senegal with a voice in the international arena by contributing substance to the State discourse, primarily on poverty issues, as a counterbalance to talk focused on economy, and promoting the MDGs at the international, national and local levels. The PRSPs, which stress the importance of a more equitable distribution of growth and the MDGs, bear the imprint of UNDP. The development and regular publication of the UNDP Human Development Index and its national implementation in Senegal have enabled the organization to promote the idea that economic growth alone is insufficient to assess a country's economic and social development progress, particularly at a time when Senegal, like many countries in the region, emerged from structural adjustment programmes that had failed to lift the country out of poverty.

At the national level, UNDP has supported the Government in the recovery of best practices in local sustainable development initiatives and in

achieving the ‘double planning’, an articulation of the priorities of local population with State sectoral policies and accounting for the cross-cutting dimensions of development. UNDP plays an important role in ensuring that visions, policies and strategies are guided by social issues and pro-poor approaches.

Nevertheless, the UNDP programme in Senegal could gain greater visibility and strategic force if it were designed, communicated, articulated and implemented in a more consistent manner. The relationship between the focus areas is particularly poor, while links do exist between poverty reduction, local governance and sustainable development. Although synergies and partnerships exist, they are not sufficiently formalized. The programme is, therefore, the result of a series of projects that sometimes have a multiplier effect on each other rather than a coherent, decisive and appropriate action where each intervention has a specific role to play within a wider action.

This situation is repeated within each focus area. In the area of governance, the projects could have a deeper impact if actions were concentrated under a major governance programme across the national and local levels that would promote the modernization of the central as well as local and deconcentrated governments. In terms of natural resource management, a significant portion of PROGERT and PGIES actions are performed within a single work programme of the Ministry of Environment on, for example, reforestation, recovery of saline lands or naturally assisted land regeneration, but the small scale of the resources invested and the scattered geographic operations dilute UNDP’s impact. Furthermore, the variance in the institutional bases of these projects also promotes a form of compartmentalization. However, it would be possible in the coming years to articulate a coherent and synergistic programme on crisis management, climate change and sustainable management of natural resources. As for poverty reduction, while the programme has allowed for the diversification of financial products based on the needs

and capacities of target groups at different levels, this diversification has not been accompanied by a harmonization of approaches among funds. Similarly, different approaches to local planning are neither aligned nor systematically compared to identify useful lessons for future programming. The potential impact of the poverty reduction programme has been reduced by the absence of linkages between the strategic and operational levels due to, among other reasons, the failure to adopt available good practices developed from local level projects in national policies and strategies.

#### **4.4.2 NETWORK AND EXPERIENCE CAPITALIZATION**

##### **Knowledge Management and Capitalization**

The network of knowledge and experience sharing with other UNDP offices and UN system structures available to UNDP is still underutilized. Through its Bureau for Crisis Prevention and Recovery (BCPR), UNDP has gradually been equipped to meet the needs of countries that have suffered natural disasters or armed conflict. BCPR has provided technical and financial support for the implementation of the Risk Prevention and Disaster Management Programme in Senegal. Similarly, through the ART GOLD Programme, UNDP helps the Government to take advantage of South-South cooperation. Its strategic partnership with UNCDF enables it to operate in a high priority area: local development. Finally, through the framework of the risk prevention and disaster management, UNDP has benefited from its experience working with the World Bank and the European Union for the establishment of the Post Disaster Needs Assessment (PDNA) in Mali and Burkina Faso to establish a similar partnership in Senegal, develop the PDNA and conduct training for decision-makers and parliamentarians.

Drawing on midterm and final project evaluations, the country office team normally extracts lessons learned from the experience so as to promote innovation and spread best practices. Unfortunately,

the compartmentalization of interventions can also be found at this level: although capitalization on past experience seems effective in each intervention (first and second generation platforms, PRP as continuity of PAREP and other previous projects, PADMIR followed by PADEL, etc.), the transfer of knowledge *between* these interventions was, until 2009, a significant gap in the country office. This gap is evident in two flagship UNDP interventions on poverty reduction: MFPs and microcredit.

The pilot phase of the MFP network has enabled the population to harness the potential of MFP multifunctionality in mechanization activities, mainly milling and husking. The MFP network in Senegal initially suffered from several shortcomings, including lack of involvement of decentralized technical services and local support; narrow markets limiting the production flow of MFPs and the optimal use of the installed productive capacity; and the lack of decentralized financing structures or difficulties in accessing their services. Based on a strategy to correct these weaknesses, Senegal has made MFPs a tool for integrated development and poverty reduction in rural areas during the current phase of large-scale deployment of MFPs. However, UNDP should still carry out a capitalization study that would include not only the results of the corrective measures applied to the weaknesses of the current model, but also the experiences of MFPs in Mali and Burkina Faso, which are the basis for the Senegalese model and have faced difficulties that Senegal could also encounter when adapting the model.

Finally, even within the UNDP team, there are different approaches to microcredit: small income-generating activity for poor households using subsidized interest rates versus support for private entrepreneurship focused on small businesses with higher interest rates for the development of sustainable microfinance institutions. Given

the range of objectives and technical approaches, reflection and training efforts on these interventions seem necessary, for example, under the aegis of the UNCDF Inclusive Finance programme.

The programme has generated synergies in: the decentralization scheme, between the PRP and the PADEL; the reintegration of mine victims, between the PALAC and the PA/LPS; mainstreaming of gender across projects and programmes through a gender committee; coordination of approaches under the NEX modality with the CAP; and the pursuit of the MDGs with UNV and ACOPROV. Some partnerships are still underexploited. This is the case of the national MFP programme and other programmes such as PEPAM<sup>60</sup>, ASER<sup>62</sup> and NPLD in the region of Thies. It is also the case in the North, where the importance of the PRP assistance portfolio supported by the Luxembourg Agency for Development Cooperation provides an opportunity to establish a dynamic and mutually beneficial partnership with UN agencies (UNIDO, ILO, UNCDF) and create leverage among several programmes (PGIES, PROGERT, NPLD, MRE, MFPs, Millennium Villages).

Nevertheless, the evaluation team did not find a systematic search for synergies among the different interventions of UNDP-supported projects. This not only raises the issue of management and capitalization of experiences within and between different interventions, but also of the relevance of undertaking, for example, a third phase of a project like PGIES, focused on the federation of mutual companies created by the project, without any evidence of the actual role of these mechanisms in the sustainable reduction of poverty in rural areas.

Aware of its weak capacity not only in knowledge management but also in institutional, social and educational communication, in 2008, UNDP established a specialized information and

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<sup>60</sup> Drinking water and sanitation programme for the Millennium.

<sup>61</sup> Senegalese Rural Electrification Agency.

communication resource that reported directly to the national director. This specialist also acts as knowledge manager to enhance the professional capacities of the country office staff through, for example, the identification of online courses. She also manages UNDP website and ensures regular updates at the project portfolio, budget and execution level, which enables UNDP to increase its transparency in the country. Because of this presence within the country team, UNDP has developed a communication strategy that seeks to capitalize on knowledge and its dissemination through a multimedia approach to communication for development. Each project's annual working plan must include a communication plan. Since 2008, some funding reports have been made available, on matters such as poverty reduction and governance as well as the PROGERT experiences involving saline land recovery and environmentally sustainable fields.

#### **Partnerships and Synergies Within the Programme**

The main UNDP partners come primarily from a broad representation of government ministries and central and decentralized technical directorates. UNDP maintains ongoing relationships with them using the NEX modality, which empowers the administrative structures in achieving project results. In addition, the programme is characterized by its clear intention to transfer responsibilities to local actors through the establishment of participatory community frameworks.

However, civil society feels increasingly exploited instead of acting as a partner in programme implementation, which is a source of frustration in its relationship with UNDP.

Given the decline of its own resources over the years, UNDP has developed a strong partnership with TFPs in the country, including Luxembourg, Spain, European Union and Japan, and other partners who wish to intervene in Senegal, such as the Bill & Melinda Gates

Foundation, or partners of the UN System, such as the GEF. For many TFPs, UNDP strengths include leadership at the conceptual level (strategic support to the PRSP, support for the development of draft laws and decrees), but also its ability to implement and ensure an operational and strategic presence that brings credibility to interventions, and to channel funds that are made accessible to beneficiaries.

The search for external funding sometimes results in programming deviation when UNDP's planning is based on potential funds, as was the case of the administration reform where French funds were available. This dependence can also create ambiguity regarding UNDP's role in relation to the State: strategic partner, implementing agency of a TFP, implementing agency of a national programme for which the State itself seeks to establish partnerships between UNDP and a TFP?

During the 2002-2010 period, the UN system sought to develop joint interagency initiatives. Following an initial joint programming experience in 2003 as part of UNDAF-Tamba,<sup>62</sup> which seems to have petered out after a long planning period without actual allocations by partner agencies, the UN System submitted proposals to the Spanish Fund in 2007 for achieving the MDGs. Three of these proposals were accepted, two of which directly involve UNDP: 'Culture and Development' and PASEF. The acceptance of this type of initiative by the national counterpart remains uncertain as the latter feels relatively excluded from project identification and implementation. Thus, the PASEF was formulated by UNDP in consultation with other UN agencies to determine their interest in the project. According to the national counterpart, however, this was done without necessarily having the expertise and without consulting the counterpart. Furthermore, in its opinion, the formulation of this type of multiagency response should be submitted to the national counterpart,

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<sup>62</sup> See UNDAF-Tamba description in Chapter 3, section 3.1, strategic planning instrument section.

which would identify its partners and ensure management through the NEX modality applied to all participating agencies.

#### 4.4.3 PROMOTION OF HUMAN DEVELOPMENT VALUES

##### Policy Dialogue

UNDP has played an important role in the positive development of strategic management and policy coordination in Senegal since the adoption of the Paris Declaration. UNDP is represented in the central bodies of the institutional coordination among development partners and the PRSP/MDGs Inter-Ministry Executive Board<sup>63</sup>: it co-chairs the TFP Select Committee for Consultation enlarged meeting of development partners with the World Bank and provides the secretariat of the Select Committee for Consultation of TFPs, which is responsible for the preparation of strategic directions for TFPs and the harmonization of cooperation interventions. UNDP is also part of the thematic groups that fuel the work of the TFP Consultative Committee, especially in decentralization and governance. Finally, UNDP supports the national steering committee of the strategic framework of poverty reduction, which, together with the Inter-Ministry Executive Board, is the second central element of national policy coordination.

During the period assessed, UNDP has provided leadership in supporting social dialogue, particularly through support for the development of PRSP II and III, the Senegal 2025/2035 prospective study, the modeling of the economic programme for achieving the MDGs and the implementation of sectoral social dialogue committees on justice and health. UNDP has positioned human development at the heart of national policy dialogue through the production of NHDRs and, more specifically, strives to stimulate debate during the current programming cycle on the consequences of climate change on food security.

Finally, UNDP's advocacy of other TFPs helped in conducting the Emergency Study on the Impact of Land Mines in Casamance and in adopting the National Strategy for Mine Action, including disaster reduction in the PRSP II and strengthening coordination among the intervention of TFPs in gender issues.

##### Equity, Human Rights and Gender Equality

One of the features of UNDP work is to provide a voice to the voiceless through its support to the areas of gender, local governance and sustainable natural resource management in Senegal. This support has enabled the emergence of neighbourhood councils, inter-village committees, pilot development centres and local development houses that placed grassroots social stakeholders at the centre of decision-making and empowered them in planning and development implementation activities. Through its various microproject programmes, UNDP has targeted the poor, women, people living with HIV/AIDS and the disabled, and provided support to the socio-economic reintegration of landmine victims. In terms of human rights, the country team has the means – acquired through training, awareness-raising and capacity building activities – to integrate the concept of human rights into development programmes and facilitate their inclusion in strategic programming documents such as the UNDAF and third generation PRSPs.

UNDP Senegal has a person in charge of gender issues who reports to the Deputy Country Director, capable of challenging all project staff on gender issues. Since 2005, the country office used the 'gender marker' – an analysis tool prepared by UNDP Headquarters to verify the level of gender inclusion in seven UNDP programmes and projects – and held training sessions to strengthen the capacities of UNDP staff to mainstream gender in the programme. Following this training, the design, implementation and monitoring/evaluation of UNDP projects are now based on a cross-cutting approach that

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<sup>63</sup> Conseil interministériel de décision DSRP/OMD.

recognizes gender-specific issues. This approach should improve the impact and equity of interventions. However, mainstreaming gender at the programme rather than project level has led to some dilution of the gender issue since there is less control over project budget and activities.

On the ground, projects have accounted for gender issues. For example, the PRP in St. Louis has supported young women who received training to start their own microfinanced businesses. Mutual savings and loans companies were enabled to reach the most vulnerable targets, especially women. In the Thies region, women own and manage multi-functional platforms that have contributed to the reduction of the workloads of women and girls by replacing human energy with mechanical energy. Interviewed beneficiaries said that the reduction of housework through the platform has been instrumental in the improved academic success of girls in their year-end review and school retention rates.

UNDP, UNFPA and UNIFEM have been active along with the Directorate of Gender Equality and Equity (DEEG) in developing the National Strategy for Gender Equity and Equality (SNEEG), which is now a reference document for the interventions of national stakeholders and development partners. UNDP's primary challenge is now the implementation of the SNEEG by all stakeholders by 2015. A SNEEG implementation plan and an implementation report were produced in 2009. A technical group comprised of representatives from the State and civil society, responsible for mainstreaming gender in the PRSP III, was created and coordinated by DEEG. In partnership with the UN System and through high-level training workshops with the Prime Minister's Office, the National Assembly and civil society, UNDP participates in strengthening national capacity to account for gender issues in policies and strategies (PRSP/MDGs); pricing MDG 3; developing the capacity of parliamentarians in gender and rights-based approaches; accounting for the role of women in crisis and natural disaster prevention and management and post-crisis

recovery; and, promoting gender equality in the access to income-generating activities.

In addition, the Gender Thematic Group is a strategic partner supported by UNDP. This group boosted discussions with the Ministry of Economy and Finance and the Ministry of Gender and Relations with African and International Women's Associations on the impact of the Paris Declaration on gender equality financing. Finally, UNDP has partnered with the Gender Laboratory of the University of Dakar to support the institutionalization of gender in universities and research institutes, and to better account for gender issues in development policy, programme and project planning, programming, implementation, monitoring and evaluation at national and regional levels.

### **Capacity Development**

While still limited, UNDP contribution to capacity development reflects the importance given to this dimension of human development during the 2002-2010 period:

- i. Through its role in supporting policy development, advisory support and model development, UNDP has contributed to the strategic development of institutional capacities of the different departments with which it works.
- ii. Through projects supporting decentralization (PADMIR, PADEL/NPLD, ART GOLD), UNDP has improved the legal and regulatory framework for decentralization and strengthened the capacities of many local development stakeholders (regional development agencies, and rural municipalities and communities) in the provision of basic social services.
- iii. Through the formation of a critical mass of people and structures that have ownership over the PRSP and MDGs, the establishment of sectoral gender focal points and the organization of business group networks, neighborhood councils, inter-village committees and SFD, UNDP has contributed

to the development of operational capacities and the empowerment of regional and local stakeholders.

- iv. Through the use of the NEX modality in the design, formulation and implementation of projects, and the enhancement of capacities for planning, monitoring and evaluation, and management of results, UNDP's work has contributed to develop efficiency and transparency in public resource management by its partner structures.
- v. Through training on risk prevention and disaster management for local officials, parliamentarians, and networks of women and journalists, the work of UNDP has helped develop the collective capacity of different social stakeholders to assume responsibility and organize in the face of common challenges.
- vi. Through the training, mentoring and support for UN Volunteers in areas such as planning and project management or implementation of the MDGs, UNDP's work has contributed to capacity development in civil society to participate in policy dialogue on development issues.

However, UNDP does not provide all of the necessary means to maximize the effectiveness of its interventions in capacity development as reflected in the project sample by the lack of data or baselines on the capacity of project beneficiaries and strengthening objectives pursued by the projects. This is also evidenced by the lack of spaces for structured dialogue among projects and focal areas to allow for the sharing of experiences in capacity development. Some people within the country office consider that UNDP, which traditionally held a leadership role in capacity development in Senegal, is being gradually surpassed by other organizations in this field because of an excessive focus of some projects on more tangible infrastructure, product and service delivery.

On the other hand, the country office should itself undergo a capacity development process. As discussed above, there has already been an initial response to some of these needs through the recruitment of a knowledge manager. However, as the programme evaluation has shown, there are also significant needs in the management of administrative and financial operations, but more fundamentally, in programme design, management and monitoring.



# CONCLUSIONS AND RECOMMENDATIONS

## 5.1 CONCLUSIONS

### PROGRAMME CONTINUITY

UNDP development interventions in Senegal have registered a strong programmatic continuity over the period under review. Since 1997-2001, successive programming frameworks have focused on two main areas: poverty reduction and good governance. The different interventions supported by UNDP in these areas also show consistency and perseverance. UNDP programmatic continuity is developing in parallel to a stable political climate and relatively consistent national strategic directions during the period covered by the ADR. Since 2000, Senegal has developed an interim strategy for poverty reduction, and thereafter a series of PRSPs that all advocate for a more inclusive economic growth. Since 2003, the country's economic and social development policy has focused on two areas: wealth creation and the promotion of basic social services, and other related objectives such as improving living conditions of vulnerable groups, good governance and decentralized development, social protection, and crisis and disaster prevention and management.

However, despite the adoption of the PRSP framework, Senegal still has many strategic planning instruments whose harmonization is still incomplete. A similar situation prevails within the UNDP programme: UNDP and UN System programming frameworks (UNDAF) use different objective structures and terminology to describe different levels of results.

### CONTEXT DEVELOPMENT

Despite this relative programmatic continuity, both the country and UNDP have undergone significant changes during the period assessed. At the corporate level, the overall objectives assigned to

UNDP have become more precise with the adoption of the MDGs in autumn 2000, which define human development targets to be achieved by 2015. UNDP will actively support the implementation and monitoring of the MDGs in Senegal.

Regarding the national context, constraints and risks facing the country and the needs to which UNDP has had to respond also changed over the 2000-2010 decade:

- Significant reforms have been implemented in democratic and local governance, even if the enhancement of quality of public service and strengthening of the rule of law remain uncompleted;
- Although Senegal's official part of ODA has increased less rapidly than in other countries in the subregion, Senegal is now among the main beneficiaries of South-South cooperation and is experiencing sustained growth of its decentralized cooperation;
- The increasing frequency of environmental shocks over the decade, which occur in Senegal in the form of recurrent floods in highly populated urban areas, and accelerated environmental degradation have been exacerbated by a significant migration to coastal areas;
- Despite sustained economic growth until 2007, food and financial shocks in 2007 and 2008 have severely affected households and eroded the gains made by Senegal in poverty reduction; the country's growth rate seems now insufficient to achieve the MDGs by 2015.

Overall, during the 2000-2010 decade, Senegal has not taken off: despite a slight increase, it fell 12 ranks on the HDI between 2000 and 2007;

its gross income per capita grew less rapidly than in many other sub-Saharan countries; unemployment is rising and it is estimated that the number of the unemployed increased by 100,000 new young people each year; by the end of the period, some indicators of good governance had deteriorated.

### **RELEVANCE STRONGLY UNDERMINED BY DEPENDENCE ON EXTERNAL FUNDS**

UNDP successive programming cycles over the 2002-2010 period have managed to adapt to Senegal's changing context. The programme, as designed and formulated, is perfectly aligned with international and national policies. Globally, the actions taken during this period are relevant responses to the nationally identified priorities and are framed within nationally and internationally accepted best practices. UNDP has been particularly active in broader strategies for development, poverty reduction and achieving the MDGs, decentralization, local development and decentralized cooperation, sustainable management of natural resources, and coordination of development assistance.

However, the programme's strong formal relevance is undermined in practice by the structural dependence on external financing. UNDP staff and donors rightly see this increased fundraising as an opportunity for creating new partnerships and a greater ability to intervene in the country. For their part, government officials see it as a form of dependency on external financing, which 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, such as water treatment and chemical and organic pollution in the Greater Dakar area, energy policy, citizen oversight and the fight against corruption, the communication sector and parliamentary work.

In addition, many projects have been ambitiously designed, perhaps to demonstrate the needs and raise funds. Unfortunately, most operations are launched without a full financial package. Some

projects have started without almost 70 percent of the funds needed to carry out the activities planned. This results in the non-completion of planned activities and even the reduction of the project's geographic coverage or deferral of certain activities into a subsequent project.

### **LOW EFFICIENCY**

Between 2002 and 2009, UNDP's volume of disbursements and the number of UN agencies in Senegal have increased significantly. UNDP has experienced strong growth in its programming activities and as coordinator of a widened representation of UN agencies in Senegal, which increased from 16 organizations in 2000 to 23 organizations in 2007. UNDP is increasingly involved in the planning and implementation of joint programmes with other UN agencies. This rapid and diversified growth has evolved into a growth crisis:

UNDP is increasingly dependent on external financing: the proportion of financing intervention moved from 75 percent of own financing to nearly 70 percent on external funding between 2004 and 2009; the role of project manager has evolved into one of a project 'broker', moving away from a knowledge management role;

- Programme disbursements between 2004 and 2009 have more than doubled, without much development or strengthening of corresponding management tools, e.g., for joint programmes. The significant improvement in the quality of monitoring of NEX interventions achieved through the implementation of the CAP contrasts with a poor grasp of disbursement procedures by project managers, a lack of control over the availability of resources – some of the projects were under UNOPS in Abidjan – and planning deficiencies, resulting in continued delays in the start-up of activities;
- Institutional anchoring issues and potential redundancy: the project structure is characterized by the establishment of PMUs that receive means and advantages which are not

aligned with State structures; PMU officials have no incentive to return to the state structures and prevailing conditions; this is a major obstacle to effective ownership of interventions by the supporting structures of the State, needed to ensure the continuity of public service but do not benefit from the capacity development provided to PMUs;

- The introduction of the ATLAS financial management system is superimposed on a set of tools that have yet to be harmonized (UNDAF outcome indicators and results matrix, CPD, outcomes-budgets links in the CPAP, annual country office reporting system).

Discontinuities between successive project phases were also highlighted. Development programmes are established for a period beyond that of the usual three-year period projects supported by TFPs, and dependence on external funds could reach the threshold of counter-productivity if UNDP was no longer able to support its programmes, even at minimum costs, between two external financing periods.

Properly used, the increase in programme expenditures and the development of new funding partnerships, in parallel with the decline of UNDP core resources, had the potential of helping UNDP to increase its strategic and sectoral expertise. Unfortunately, donor funds are managed independently by each project, with few if any attempts at sharing functions, efforts and funds. However, the recent recruitment of two new specialists in communication/knowledge management and climate change demonstrates management's willingness to commit to a more strategic approach.

#### **REDUCED EFFICIENCY AND SUSTAINABILITY DUE TO PROJECT APPROACH AND EXTERNAL CONSTRAINTS**

Despite the recurring difficulties of delayed starts and disbursements, and despite the relatively short period of implementation of certain projects in the sample, most of the sampled projects

completed their work programme and produced the expected outputs. They have often made a clear contribution in terms of effects and impacts. For example, poverty reduction projects are very well appreciated, but their contribution is geographically limited, and their overall efficiency is reduced by a project approach where each intervention is operating in a manner that is compartmentalized and poorly coordinated.

In the area of governance, slow or sometimes non-existent policy decision-making is a major hindrance to the effectiveness of UNDP support in Senegal. For example, in terms of reforming public administration, several key studies have been performed, but their recommendations remain unimplemented at this time due to the Government's lack of commitment to their follow-up. The decree that establishes the National Observatory of living conditions and human development – an ongoing strategic initiative since 2002 – has not yet been signed and the staff has not been recruited. Similarly, the representation of the State has proven sporadic in some thematic working groups where the national counterpart has not exercised the leadership necessary to bring the Government to remove constraints to the development of the sector. In other cases, such as gender equity, where UNDP has contributed to the development of SNEEG, the main constraint to date has been the weakness of the departmental structure in charge of advancing the agenda for its mainstreaming in all other departments.

Nevertheless, UNDP interventions have enabled Senegal to integrate the MDGs into its development frameworks. Through its policy dialogue, UNDP has ensured that the government agenda accounts for social dimensions, especially in the second- and third-generation PRSPs, which exhibit a strong conceptual influence of UNDP. UNDP has enabled a better insight into sectoral issues related to human development and proposed solutions in a timely manner, particularly through its capacity to quickly mobilize specialized expertise.

UNDP has contributed significantly to the establishment of the Justice Sector Programme, which

is a flagship programme in the process of modernizing the State and the judiciary.

The PADMIR and PADEL/NPLD have introduced 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 support to strengthen the effectiveness and accountability of local officials in Senegal. The programme seeks to be at the forefront of decentralization and, in fact, seems to be having a progressive impact on public policy, although much remains to be done to strengthen the capacity of municipalities and rural communities.

UNDP interventions have contributed to the improved implementation of the principles of aid effectiveness through the establishment of more structured dialogue frameworks, mainly since 2007, for better coordination and adoption of common positions between TFPs, by strengthening the national capacity for planning, monitoring and auditing, and through the highly professional supervision of projects and programmes by the CAP. These efforts contributed to a better absorption of external resources and to the adoption of the NEX modality for almost all UNDP interventions and those of other TFPs.

#### **MANY 'MODELS' BUT FEW SYNERGIES AND LEARNING**

Dependence on external funds tends to limit opportunities for exchange and the search for synergy between projects and with stakeholders and agencies other than UNDP, since TFPs and project managers tend to prioritize their own work plan and promote 'their' approach to development at the expense of the ability to appreciate and learn from the approach of others. This explains the existence of a large number of pilot projects that all claim to demonstrate a sustainable development approach, without really looking to emulate other approaches.

The pilot nature of some projects is also ambiguous. Some UNDP financial partners do not seek a model but rather seek expertise and on-the-ground presence to increase the impact of their assistance. For them, this is the nature of the services provided by UNDP. In turn, a 'model' such as the PGIES RNC, still unintegrated into national policy after a decade of experimentation and whose articulation with the mutual savings and loans organizations is not mastered by communities, seems more like an iterative process or the implementation of a policy for which there is no long-term vision than a real pilot project. Other models tested in Senegal by UNDP, particularly the Millennium Villages whose compelling results cannot be sustained financially and technically by communities, local authorities or the Government, are not likely to go beyond the mere demonstration stage, so they are not generalizable models. Even if the beneficiary communities in Leona are very satisfied now, it is difficult to imagine how the Millennium Villages could be implemented on a widespread basis and contribute to long-term improvement of living conditions of the majority of the Senegalese population living in poverty. This may also be said of the projects that, for reasons of convenience or to keep interest rates low, directly manage credit lines instead of supporting sustainable MFIs. Again, the immediate beneficiaries of these projects can be satisfied with a low interest rate, but the 'model' does not address the issue of intervention and outcome sustainability.

Some 'models' are not integrated into national policy, even after years of work. Others cannot be generalized because they are too expensive and not likely to move beyond mere demonstration.

The principle of knowledge capitalization should prevail. The discourse on model development is distorted or at least premature. It seems more accurate to speak of progressively tested and validated experiences and assumptions. Does micro-finance help to reduce poverty? Can Senegal actually achieve the MDGs with the amounts of development aid calculated and given by the Earth Institute? Is participatory management of natural

resources more effective than prescriptive management? Are decentralization and decentralized cooperation effective tools against poverty? To all these questions, the UNDP programme in Senegal could answer: “Yes, it appears so.” Yes, but... other questions arise. Microfinance, yes, but at what price? We can manage to achieve MDGs in one place and by 2015, but how can these be achieved in entire regions over the long term after 2015? Regional development agencies and rural communities are theoretically sustainable but still extremely weak. Are they reliable enough? In such a learning process, one answer always leads to another question.

However, to the question: “Do we have a finite and replicable model, a recipe that we could apply everywhere to promote local development, MDGs or prudent and sustainable management of natural resources?” the answer is: “Of course not.”

Whether its actions are inspired from a pre-existing ‘model’ or not, UNDP must first clearly identify the nature, extent and scope of the changes targeted by its operations. It must then collect information on the changes that actually occurred, analyse, synthesize, share data, compare them to experiments conducted by other actors and try to replicate and validate approaches. Only from those circumstances may a valid, operational model adapted to the reality of Senegal emerge.

## 5.2 RECOMMENDATIONS

The following recommendations call on UNDP to build on its achievements and to address some weaknesses and constraints outlined by the ADR in order to strengthen its contribution to Senegal development results in its next programming cycle.

**Recommendation 1: The UNDP country office in Senegal should refocus its programming on the quality of the interventions that it supports rather than relying on their quantity.**

This recommendation implies action on several levels:

1. UNDP 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;
2. UNDP should focus its long-term support in areas where it has recognized expertise and functional networks (environment, local development and governance) in order to strengthen its international partnerships and establish the conditions to support effective and progressive ownership of results by national stakeholders;
3. UNDP should adopt a demand-based rather than supply-based approach to mobilizing resources, by trying to channel funding opportunities to structures that already have operational capability, by further developing the skills of programme officers and project staff in the technical and policy dialogue, and by choosing to prioritize the capacity development of permanent structures, rather than seeking to grasp every financing opportunity to the detriment of programme consistency;
4. 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, to which the other TFP cannot respond, while limiting the space occupied by that specific specialist expertise (which could take the form of a “fund to support strategic initiatives”) within 10 percent of its TRAC budget.

**Recommendation 2: The UNDP country office should strengthen the consistency between its various interventions, increase dialogue and synergies between its projects and with the national institutions and programmes and develop inter-agency collaborations. This involves:**

1. The creation and continued support of spaces for dialogue on technical and policy issues within the country office, that favour synergy among interventions within thematic areas, and among programme thematic areas;

2. Pursuing regular proactive dialogue with the other UN agencies, so as to strengthen cooperation bonds and promote joint programmes based on the needs expressed by the national counterpart to which agencies already provide a response but in an individual or fragmented manner, or to emerging needs where the national counterpart would assume effective leadership;
3. A better inventory of UN agency interventions including: (i) mapping of UN agency interventions by sector and funding source, from a broader perspective than that of current UNDAFs; (ii) analysis of similarities and complementary actions between those projects;<sup>64</sup> (iii) sustained dialogue with TFPs so as to promote the development of joint multi-annual support programmes; and (iv) the exploration of possibilities to transform individual but complementary support into more synergistic joint programmes;
4. Establishing high-level policy dialogue with the national counterpart to identify the best institutional framework in each area of intervention, by reducing the number of PMUs, by consolidating ongoing activities and by gradually integrating the different interventions that provide assistance in the same sector around a national structure that has the authority to establish funding priorities and needs for each intervention, particularly in terms of the government financial contribution to projects.

**Recommendation 3: The UNDP country office should strengthen its capacity to evaluate and report on the progress of its interventions in achieving the desired outcomes. This implies a set of interventions that affect both knowledge and staff management:**

1. At the technical level: (i) to harmonize and complement current planning and

monitoring tools (UNDAF, CCF, PAPP, ATLAS); (ii) for each intervention planned, to systematically define the measurable quantitative and qualitative indicators for each expected development outcome and to establish a baseline, (iii) to provide funds and personnel for in-the-field project monitoring and audits on an annual basis; (iv) to harmonize the UNDAF management structures with those of the PRSP;

2. At the human resources level: (i) to strengthen job and competencies management to ensure optimal use of the specific skills of each different staff category; (ii) to strengthen staff at the strategic and operational level through continuous training in their specific practice area (management procedures, analysis of sectoral issues, policy dialogue) and better use of UNDP and UN system knowledge networks, including the UNCDF, whose microfinance experience would be useful to boost training efforts for all teams involved in this field;
3. At the communication level: (i) to encourage, support and systematize the implementation, in annual work plans, of processes dedicated to the communication and sharing of experiences; (ii) to develop and implement a communication policy to manage the communications strategies targeting the various UNDP audiences.

**Recommendation 4: The UNDP country office should organize its programming around strategic thematic areas, providing a systemic and integrated vision of development. This would enable UNDP to improve continuity while strengthening its leadership role in addressing political, social, economic and environmental development issues.**

As illustrated in Box 5, the overall architecture of the new country programme could be organized around three strategic areas regrouping and

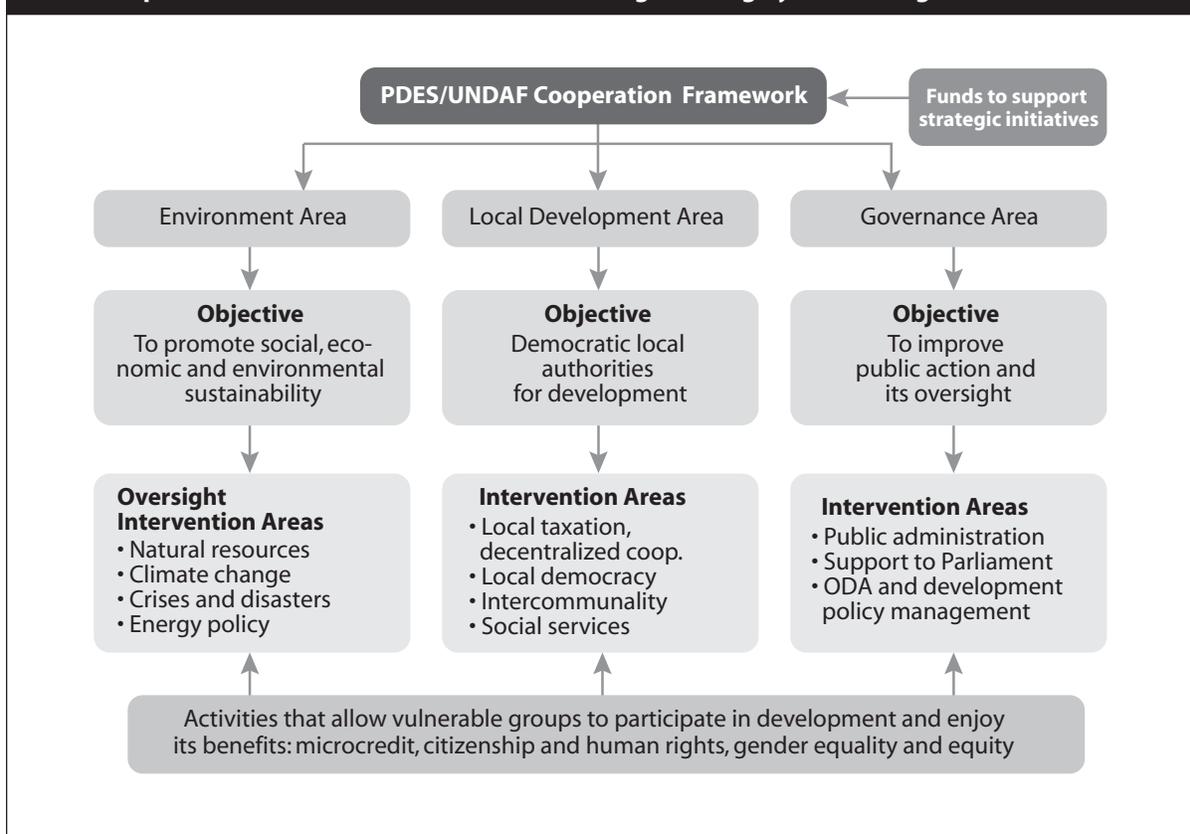
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<sup>64</sup> Such examples exist in the education sector in which Canada supports UNICEF through bilateral funds and WFP through multilateral funds to deliver a set of integrated services to schools within a geographic region in Senegal. In this specific case, UNICEF and WFP have reached a memorandum of understanding.

situating development activities in an interactive dynamic, and within which UNDP would enjoy a degree of credibility and expertise recognized by various national and international stakeholders:

1. A thematic area on environment, encompassing actions on: (i) protection and enhancement of natural resources; (ii) adaptation to climate change; (iii) crisis and disaster management; and (iv) energy policy; whose strategic objective, in compliance with the new national development policy (PDES), would promote social, economic and environmental sustainability;
2. A thematic area on local development aimed at supporting local authorities so that they become democratic and financially viable agents of local development, covering the following actions: (i) support to good governance at the local and intercommunal level; (ii) support to the provision of social services; (iii) decentralized cooperation and local taxation from the perspective of financial and technical autonomy of local authorities;
3. A governance thematic area aimed at improving public policy and citizen oversight, covering actions on: (i) public administration reform for quality social services management, better social dialogue and conflict prevention; (ii) support to Parliament, including communication on parliamentary work; (iii) ODA management and implementation of mechanisms for monitoring major development policies.

**Box 5. Proposed Architecture for the Next UNDP Programming Cycle in Senegal**





# TERMS OF REFERENCE

## 1. INTRODUCTION

The Evaluation Office of the United Nations Development Programme (UNDP) conducts country evaluations, called Assessments of Development Results (ADRs), in order to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level. ADRs are carried out within the overall provisions contained in the UNDP Evaluation Policy.<sup>65</sup> The overall goals of an ADR are to:

- Provide substantive support to the Administrator's accountability function in reporting to the Executive Board
- Support greater UNDP accountability to national stakeholders and partners in the programme country
- Serve as a means of quality assurance for UNDP interventions at the country level
- Contribute to learning at corporate, regional and country levels

In particular, the Evaluation Office plans to conduct an ADR in Senegal during 2009. The ADR will contribute to a new country programme, which will be prepared by the concerned country office and national stakeholders.

## 2. NATIONAL CONTEXT AND UNDP PROGRAMME

With a population of 12.5 million people, Senegal is classified as a low-income country, with an average income of USD 980 (World Bank 2008). According to the UNDP Human Development Index (0.464), Senegal is also classified as a country with low human development,

ranking 166th out of 182 countries. Despite a significant decline during the 1994–2007 period, the incidence of poverty in Senegal is high. In 1994, 67.9 percent of the population was living below the poverty line, compared to 48.4 percent in 2007 (PRSP II and Monitoring of the Millennium Development, April 2010). Only 37.8 percent of adults (ages 15 and over) have the ability to read and write in any language. The majority of the Senegalese rural population remains illiterate: less than 25 percent of residents are literate.

Since 2003, the country's economic and social development policy has revolved around two Strategic Poverty Reduction Papers (2003–2005, 2006–2010). The development of a third-generation document (2011–2015) is underway. The period covered by this evaluation (2002–2010) was marked by two terms of President Abdoulaye Wade, who was elected in 2000 and then reelected to a second term in 2007.

Since 2002, UNDP has approved two strategy documents for Senegal, which are the strategic reference for this evaluation: the 2002–2006 Country Cooperation Framework (CCF) and the 2007–2011 Country Programme Document (CPD).

The 2002–2006 CCF focused on: a) poverty reduction and b) support for good governance. Major achievements in poverty reduction include support for the reformulation of the PRSP and the establishment of the National Observatory for Poverty Monitoring, and the preparation of a National Report on Human Development (NHDR). Achievements at the community development level include the

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<sup>65</sup> <[www.undp.org/eo/documents/Evaluation-Policy.pdf](http://www.undp.org/eo/documents/Evaluation-Policy.pdf)>.

establishment of local financial services, access to energy services in rural areas and the establishment of 18 Community-based Nature Reserves (RNC). In addition, UNDP has supported the national response to HIV/AIDS.

With regard to good governance, UNDP has supported capacity building of parliamentarians and staff of the National Assembly, reform of the remuneration system in the civil service and judicial reform. Together with UNCDF, UNDP has supported rural community involvement in local management and in decentralization and joint promotion of local governance and sustainable livelihoods.

The UN System has developed its new 2007-2011 UNDAF, with three priority areas from the second PRSP: i) Wealth creation, hunger eradication, social protection and sustainable development; ii) Basic social services; and iii) Governance and promotion of development partnerships.

The 2007-2011 CPD is built on the UNDAF. In particular, this CPD proposed two major programme components: a) the reduction of human poverty and sustainable development; and b) strengthening governance.

Again, the poverty reduction component includes interventions at the macro level (strategic and operational management of the implementation of the poverty reduction strategy) and interventions at the community level (such as micro-enterprises and small enterprises, combating desertification, the promotion of sustainable livelihoods, and access to energy services).

Similarly, in terms of governance strengthening, support for the capacity of national institutions and services and interventions at the local level have been considered. The 2007-2011 CPD also highlights the importance of partnerships with other UN organizations and associated funds (UNCDF, GEF, UNV), and bilateral and multilateral cooperation organizations and the private sector.

### **3. OBJECTIVES, SCOPE AND METHODOLOGY**

The objectives of the Senegal ADR include:

- To provide an independent assessment of the progress or lack of, towards the expected outcomes envisaged in UNDP programming documents; where appropriate, the ADR will also highlight unexpected outcomes (positive or negative) and missed opportunities;
- To provide an analysis of how UNDP has positioned itself to add value in response to national needs and changes in the national development context;
- To present key findings, draw key lessons, and provide a set of clear and forward-looking options for management to make adjustments in the current strategy and next country programme.

The ADR will review UNDP experience in Senegal and its contribution to the solution of social, economic and political challenges. The evaluation will cover the ongoing and previous country programmes (2002-2006 and 2007-2011). Although it is likely that greater emphasis will be placed on more recent interventions (due to better availability of data, etc.) efforts will be made to examine the development and implementation of UNDP programmes since the start of the period. The identification of existing evaluative evidence and potential constraints will occur during the initial scoping mission (see Section 4 for more details on the process).

The overall methodology will be consistent with the ADR guidelines prepared by the Evaluation Office and the new methodological handbook, in process. The evaluation will undertake a comprehensive review of the activities and programmes implemented by UNDP during the period covered by the assessment to measure their contribution to national development. It will assess key results, specifically outcomes – anticipated and unanticipated, positive and negative, intentional and unintentional – and will cover UNDP assistance funded from both core and non-core resources.

The evaluation has two main components, the analysis of development outcomes and the strategic positioning of UNDP.

## DEVELOPMENT RESULTS

The assessment of the development outcomes will entail a comprehensive review of the UNDP programme portfolio of the previous and ongoing programme cycles. This review will account for: development results and the contribution of UNDP of key interventions; progress in achieving outcomes for the ongoing country programme; factors influencing results (UNDP positioning, capacities, partnerships and policy support); UNDP contribution to development (both in policy and advocacy); and analysing the crosscutting linkages and their relationship to MDGs and UNDAF. The analysis of development results will identify challenges and strategies for future interventions.

Besides using the available information, the evaluation will document and analyse achievements against intended outcomes and linkages between activities, outputs and outcomes. The evaluation will qualify UNDP contribution to outcomes with a reasonable degree of plausibility. A core set of criteria related to the design, management and implementation of UNDP interventions in the country will be used:<sup>66</sup>

- **Thematic relevance:** Is the formulation of interventions relevant, given the national strategies, development issues and UNDP's mandate? Are interventions approaches inspired by nationally and internationally recognized best practices? Are the resources proportional to the expected results?
- **Effectiveness:** Did the UNDP programme accomplish its intended objectives and planned results? What are the strengths and weaknesses of the programme? What are the unexpected results it yielded? Should it continue in the same direction or should its main tenets be reviewed for the new cycle?
- **Efficiency:** How well did UNDP use its resources (human and financial) in achieving its contribution? What could be done to ensure a more efficient use of resources in the specific country/sub-regional context?
- **Sustainability:** Are the development results achieved through UNDP contribution sustainable? Do national stakeholders take ownership over the benefits derived from the interventions once the intervention is completed?

In the case of the UNDP programme in Senegal, the analysis of the results of development activities will be made from a more detailed review of a sample of 15 projects, representing the main areas of intervention of UNDP in Senegal. Sampling will be done during the scoping mission (see below). Other activities that do not correspond to specific projects (for example policy dialogue, coordination, advocacy, knowledge management) need also to be considered as well as some regional activities in which UNDP has participated.

It should be noted that special efforts will be made to examine UNDP contribution to capacity development, knowledge management and gender equality.

In the capacity development component, it is also important to analyse the extent of UNDP contribution to capacity building in Senegal (individual, organizational and enabling environment) and with what instruments, namely:

- i. Conceptual analysis (for example, through the Policy and Strategic Analysis Unit in Dakar UNDP Office, or the National Report on Human Development);
- ii. Recruitment of consultants to prepare the Government's strategic documents (PRSP, Good Governance Programme);
- iii. Support the startup new units in public administration;
- iv. Creating dialogue/consultation spaces;

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<sup>66</sup> The ADR methodology is being finalized and the list of criteria may still be modified.

- v. Infrastructure (office rehabilitation, IT);
- vi. Training, study tours, and other instruments as appropriate.

In this area, it is also necessary to take into consideration the experience of a *support unit for the implementation of projects and programmes*, established by UNDP and other UN agencies and the Debt Directorate, Ministry of Economy and Finance. This innovation in Senegal is meant to create capacity for quality control and project management within the centralized government institutions and has attracted interest from other international cooperation organizations outside the UN system (for example, the World Bank).

### STRATEGIC POSITIONING

The evaluation will assess the strategic positioning of UNDP both from the perspective of the organization and the development priorities in the country. This will entail a systematic analysis of: i) UNDP's place within the development and policy space in Senegal; ii) the strategies used by UNDP Senegal to strengthen the position of UNDP in the development space and create a position for the organization in the core practice areas; and, iii) the policy support and advocacy initiatives of the UNDP programme vis-à-vis other stakeholders. In addition, the evaluation will analyse a core set of criteria related to the strategic positioning of UNDP.

- **Programme relevance and responsiveness:** UNDP leverage role in supporting national strategies and policies. Balance between interventions at the macro level (central government) and micro level (communities, local institutions). UNDP capacity to respond to changes in the national context and to emergency requests from its partners, without losing its focus on its long-run goals.
- **Use of UNDP networks and experience:** To what extent did UNDP use its global network, knowledge and experience to provide solutions and new conceptual approaches? To what extent did UNDP benefit from the

experience and characteristics of its current and potential partners (in terms of resources, technical skills)? Has UNDP helped the Government to take advantage of South-South cooperation?

- **Promoting UN values from a human development perspective:** Role of UNDP as a substantive partner of national authorities in policy dialogue on sensitive issues. UNDP's contribution to gender equality. UNDP capacity to engage in discussion and initiatives on equity and socio-economic issues and focus its actions on the poor and excluded groups.

Regarding UNDP networks and partnerships in Senegal, the ADR should not be limited to partnerships with government institutions and donors, but also include civil society, private sector (particularly due to UNDP support to micro-finance and micro and small businesses). UNDP cooperation with UNCDF, in particular in the area of support for decentralization and local development, needs to be evaluated. UNCDF in Senegal has established a system of direct budget support, which could generate lessons for other countries and could, therefore, be considered in the context of the ADR. Finally, UNDP's leverage role in promoting South-South cooperation will also be addressed by the evaluation.

UNDP coordination role will be considered from the viewpoint of coordination within the UN system, including joint curriculum development, synergies, efforts to avoid redundancy, geographically concentrated experiences (for example, UNDAF Tambacounda and other experiments) and also from the viewpoint of broader international cooperation, including bilateral and multilateral donors and non-traditional partners (for example, China, Brazil and India).

The evaluation will also consider aspects of management that could shed light on the effectiveness and efficiency in achieving results. This could include, for example: (i) office structure, staffing, (ii) systems of project quality control, (iii) monitoring and evaluation, (iv) knowledge

management (v) communication and (vi) synergy with the Regional Office in Dakar.

#### 4. EVALUATION METHODS AND APPROACHES

##### Data Collection

The evaluation will use a multiple method approach that could include desk reviews, workshops, group and individual interviews (at both headquarters and the country office), project and field visits, and surveys. Its precise nature would be determined during the scoping mission and detailed in an inception report.<sup>67</sup>

Following the example of other ADRs, the evaluation team will first conduct a desk review. It will then carry out a scoping mission orientation and select a representative sample of UNDP projects and other activities, including activities conducted at regional level. This will be done in consultation with the UNDP country office. The sample should also take into account: (i) institutional support projects and field projects, (ii) national execution and direct execution projects, (iii) assessed and non-assessed projects.

Individual and group interviews and field visits will be organized within the main mission with key informants.

##### Validation

The evaluation team will use a variety of methods to ensure that the data is valid, including triangulation. Precise methods of validation will be detailed in the inception report.

##### Stakeholder Participation

The assessment will identify key stakeholders, including government representatives of ministries and agencies, CSOs, private-sector representatives, UN organizations, multilateral organizations, bilateral donors, and beneficiaries. To facilitate this approach, all ADRs include a process of stakeholder mapping that would include both

direct partners of UNDP as well as stakeholders who do not work directly with UNDP.

##### Evaluation Process

The ADR process will also follow the ADR guidelines, according to which the process can be divided in three phases, each including several steps.

#### PHASE 1. PREPARATION

- **Desk review:** Initially carried out by the Evaluation Office (identification, collection and mapping of relevant documentation and other data) and continued by the evaluation team, this will include general development-related documentation related to the specific country as well as a comprehensive overview of the UNDP programme during the period being examined.
- **Stakeholder mapping:** A basic mapping of stakeholders relevant to the evaluation in the country carried out at the country level. These will include state and civil society stakeholders and go beyond UNDP partners. The mapping exercise will also indicate the relationships between different sets of stakeholders.
- **Inception meetings:** Interviews and discussions in UNDP Headquarters with the Evaluation Office (process and methodology), the Regional Bureau (context and country programme), as well as with other relevant bureaus (including Bureau for Development Policy, the Bureau for Crisis Prevention and Recovery, and others as appropriate including UN missions).
- **Preparatory mission:** Mission conducted by the evaluation task manager to introduce the assessment to UNDP country office, the Government and key partners. During this assessment, the task manager shall also consider the role of national authorities (see below) and the composition of the evaluation team.

<sup>67</sup> The scoping mission and inception report are described in Section 5 on the evaluation process.

- **Scoping mission:** The team leader conducts this mission in order to:
  - identify and collect further documentation
  - validate the mapping of the country programmes
  - get key stakeholder perspectives on key issues that should be examined
  - address logistical issues related to the main mission including timing
  - identify the appropriate set of data collection and analysis methods
  - address management issues related to the rest of the evaluation process, including division of labour among the team members
  - ensure the country office and key stakeholders understand the ADR objectives, methodology and process
- **Inception report:** The development of a short inception report including the final evaluation design and plan, background to the evaluation, key evaluation questions, detailed methodology, information sources, instruments and plan for data collection, design for data analysis, and format for reporting.

## PHASE 2. CONDUCTING THE ADR AND DRAFTING THE EVALUATION REPORT

- **Main ADR mission:** The mission of twenty-five days will be conducted by the independent evaluation team and will focus on data collection and validation. An important part of this process will be an entry workshop where the ADR objectives, methods and process will be explained to stakeholders. The team will visit significant project/field sites as identified in the scoping mission.
- **Analysis and reporting:** The information collected will be analysed in the draft ADR report by the evaluation team within three weeks after the departure of the team from the country.
- **Review:** The draft will be subject to: factual corrections and views on interpretation by key clients (including the UNDP country office, Regional Bureau, and the Government) whose views and interpretations will be included in the report; a technical review by the Evaluation Office; and a review by external experts. The Evaluation Office will prepare an audit trail to show how these comments were taken into account. The team leader, in close cooperation with the Evaluation Office task manager, shall finalize the ADR report based on these final reviews.
- **Stakeholder meeting:** A meeting with the key national stakeholders will be organized to present the results of the evaluation and examine ways forward in Senegal. The main purpose of the meeting is to facilitate greater buy-in by national stakeholders in taking the lessons and recommendations from the report forward and to strengthen the national ownership of development processes and the necessary accountability of UNDP interventions.

## PHASE 3. FOLLOW-UP

- **Management response:** UNDP Associate Administrator will request relevant units (in the case of the ADR, the relevant country office and regional bureau) to jointly prepare a management response to the ADR. As a unit exercising oversight, the regional bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.
- **Communication:** The ADR report and brief will be widely distributed in both hard and electronic versions. The evaluation report will be made available to the UNDP Executive Board by the time of approving a new CPD. It will be widely distributed in Senegal and at UNDP headquarters and copies will be sent to evaluation outfits of other international organizations as well as to evaluation societies and research institutions in the region. Furthermore, the evaluation report and the management response will be published on

the UNDP website<sup>68</sup> and made available to the public. Its availability should be announced on UNDP and external networks.

## 6. MANAGEMENT ARRANGEMENTS

### UNDP Evaluation Office

The UNDP Evaluation Office task manager will manage the evaluation and ensure coordination and liaison with the Regional Bureau, other concerned units at headquarters level and the country office management. The Evaluation Office will also contract a research assistant to facilitate the initial desk review and a programme assistant to support logistical and administrative matters. The Evaluation Office will meet all costs directly related to the conduct of the ADR. These will include costs related to participation of the team leader, international and national consultants, as well as the preliminary research and the issuance of the final ADR report. The Evaluation Office will also cover costs of any stakeholder workshops as part of the evaluation.

### The Evaluation Team

The team will be constituted of four members:

- Consultant team leader, with overall responsibility for providing guidance and leadership, and in coordinating the draft and final report;
- Three national specialists, who will provide the expertise in the core subject areas of the evaluation.

The team leader must have a demonstrated capacity in strategic thinking and policy advice and in the evaluation of complex programmes in the field. All team members should have in-depth knowledge of development issues in Senegal.

The evaluation team will be supported by a research assistant based in the Evaluation Office in New York. The task manager of the Evaluation Office will support the team in designing the evaluation, participate in the scoping mission, and provide ongoing feedback for quality assurance during the preparation of the inception report and the final report. Depending on the needs, the Evaluation Office task manager might participate in the main mission too.

The evaluation team will orient its work by UNEG norms and standards for evaluation and will adhere to the ethical Code of Conduct.<sup>69</sup>

The assessment will be subject to a process of internal quality control by the UNDP Evaluation Office. The report will also be reviewed by an independent external auditor<sup>70</sup> to ensure a high-quality final product.

### The Senegal Country Office

The country office will support the evaluation team in liaison with the key partners. It will make available to the team all necessary information regarding UNDP activities in the country and contribute to conduct a stakeholder meeting by the end of the evaluation process. The office will also be requested to provide additional logistical support to the evaluation team (for example arranging meetings or assisting site visits). The country office will contribute support in kind (for example office space for the evaluation team) but the Evaluation Office will cover local transportation costs.

Based on the scoping mission, the evaluation team will ask the country office to provide the following: (i) an initial stakeholder mapping; (ii) a short note (2-3 pages maximum) identifying the key strategic changes of the UNDP Senegal country office and the main elements behind

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<sup>68</sup> <[www.undp.org/eo](http://www.undp.org/eo)>.

<sup>69</sup> UNEG, 'Norms for Evaluation in the UN System' and 'Standards for Evaluation in the UN System', April 2005.

<sup>70</sup> Independent external reviewers are not members of the evaluation team. Their role is to check the quality of the report and provide suggestions for improvement. To avoid conflicts of interest, external reviewers should not participate directly in the development or design of policies, or the implementation and management of activities covered by the evaluation, whether before, during or after the evaluation.

these changes; (iii) a short list of key people within the Government and international organizations that it would be appropriate to contact during the scoping mission; (iv) reference documents on the programme, (v) a full list of projects and programmes supported by UNDP during the period under review, as well as information on activities around strategic priorities.

### The Role of National Authorities

Since 2010, UNDP Evaluation Office has aimed to strengthen the involvement of national authorities in the ADR while ensuring an independent assessment process and results. National authorities could however be invited to play an expanded role, which could include: (i) creating a national reference group coordinated by the Directorate of Economic and Financial Cooperation of the Ministry of Economy and Finance;<sup>71</sup> (ii) provide comments and suggestions on the ADR terms of reference; (iii) participate in an introductory meeting during the scoping mission to explain

their priorities and interests to the ADR team; (iv) participate in the debriefing upon completion of the main mission; (v) provide their written comments on the draft assessment report; and (vi) participate in the final validation workshop at the conclusion of the assessment process.

## 7. EXPECTED OUTPUTS

The expected outputs from the evaluation team are:

- An inception report (maximum 15 pages)
- A comprehensive final report on the Senegal ADR (maximum 50 pages plus annexes)
- A two-page evaluation brief
- A presentation for the stakeholder workshop

All drafts and final report of the ADR will be provided in French. The document will be published in French and English.

## 8. TIME-FRAME (TENTATIVE)

Activity	Estimated date
Terms of reference shared with UNDP-Dakar, RBA and Government	3rd week of May 2010
Desk review	End of May
<b>Scoping mission Senegal*</b>	<b>June 7-11</b>
Inception report to the Evaluation Office	June 24
Inception report shared with UNDP-Dakar and RBA	June 29
<b>Main Senegal ADR Mission</b>	<b>July 11 - August 4</b>
Consultants' working documents submitted	August 20
First draft report submitted to the Evaluation Office	September 10
Reports submitted to reviewers	September 24
Comments from reviewers	September 30
<b>Report sent to UNDP-Dakar and RBA</b>	<b>October 4</b>
<b>Comments from UNDP-Dakar and RBA</b>	<b>October 25</b>
Report reviewed and sent to the Government	November 5
Comments from the Government	November 26
Final workshop in Dakar	December 9
Issuance of the final report	December 2010

\* This includes a meeting with the National Reference Group

<sup>71</sup> According to initial guidelines, the group should include the Directorate of Planning and the Directorate of Debt and Investment within the same ministry, in addition to the Directorate of Economic and Financial Cooperation.

## Annex 2

# PEOPLE CONSULTED

### GOVERNMENT OF SENEGAL

Mamour Ousmane Ba, Chief of Cooperation,  
Department of Economic and Financial  
Cooperation, Ministry of Economy and  
Finance (MEF)

Sékhou Diakhaby, Director of Planning, MEF

Adja Adama Diaw, Focal point GEF, Ministry  
of Environment, Nature Protection,  
Retention Basins and Artificial Lakes  
(MEPNBRLA)

Mamadou Dior Diaw, Director of  
Decentralized Cooperation, Ministry of  
International Cooperation, Land use, Air  
Transport and infrastructure

Madeleine Diouf, Climate Change Specialist,  
MEPNBRLA

Ousmane Ka, Chief of the Poverty Reduction  
Programme Monitoring Unit, MEF

Ndèye Khady Dior, Minister of State, Family,  
Food Security, Women's Entrepreneurship,  
Microfinance and Early Childhood,  
(MFOFPE)

Sadibou Ly, Microfinance Coordinator,  
MFSNEFM

Absa Ngom, DEEG, Directorate of Gender  
Equality and Equity, MFOFPE

Baba Sarr, Director of Water Resources and  
Forests, MEPNBRLA

Bakari Signate, CAP /DDI/MEF Coordinator,  
MEF

Ndiaye Cheikh Sylla, Director of Environment,  
MEPNBRLA

### DECONCENTRATED AND DECENTRALIZED STRUCTURES

M. Cissé, Manager, Louga Regional  
Development Agency (ARD)

Coordinators, Kebemer Local Development  
House, Louga ARD

Keur Momar Sarr, President, Rural Community  
in the Louga region

Members/Credit Mutual Company, Gandon,  
Rural Community in the St. Louis region

President/Development Village Committee  
(CVD) of Gandon, Rural Community in  
the St. Louis region

Village Chief, Cauri Microfinances represen-  
tative, Ndakhar Mbaye local NGO, Rural  
Community in the Thiès region

Ibrahima Dia, President Darou Khoudoss  
Inter-Village Committee, Niayes Rural  
Community

Darou Khoudoss, Nurseryperson, Niayes Rural  
Community

Diokoul Diawrigne, Nurseryperson, Niayes  
Rural Community

### PROJECTS

Atouman Agne, M&E Manager, PADEL/  
NPLD

Baidy Ba, IREF Thiès and PROGERT Local  
Unit Manager

Bocar Ba, TOKTEN Coordinator

Moussa Ba, Coordinator, ACOPROV

Ababacar Boye, Operations Manager, PADEL/  
NPLD

M. Sidiki D. Diop, National Coordinator,  
PASEF

Papa Meïssa Diop, Millennium Villages and  
field visits

Saër Diop, ACOPROV

Moussa Diuof, National Coordinator, PGIES

Samba Gueye, Executive Secretary, PADEL/  
NPLD

Aliou Kandji, Coordinator, Art GOLD

Johannes Krassnitzer, Technical Adviser, Art  
GOLD

Abdoukarim Lo, PRECABG

Guy Valentin Medang, Research Assistant  
PROGERT Louga

Multi-functional Platforms Project Manager,  
Thiès, Multi-functional Platforms

Gora N'diaye, IREF Louga and PROGERT  
Local Unit Manager

Ibrahima N'diaye, Coordinator, PRECABG

Papa Omar N'diaye, Coordinator, PALAC

Ibrahima Samb, Local Unit Manager, Niayes,  
PGIES

Mme. Awa Wade Sow, PRP Center Manager,  
St-Louis

Ousseynou Touré, Communication-Information  
Manager, PADEL/NPLD

Oumar Wade, Coordinator, PADEL/NPLD

## **CIVIL SOCIETY**

Momar Talla Kane, CONGAD President

## **TPFS & DONORS**

Daouda Diop, Development Adviser, Embassy  
of Canada

Jacques Flies, Cooperation Office Manager,  
Embassy of Luxembourg

Hamadou Konate, Deputy Manager,  
Cooperation Office, UNDP

Mamadou Ndione, Economist, World Bank

Rita Santos, General Coordinator, Spanish  
Cooperation

## **INTERNATIONAL ORGANIZATIONS**

M. Aimé Aonon, Programme Manager, UNV

## **UNDP COUNTRY OFFICE**

M. Abdoul Wahab Ba, Governance Programme  
Specialist and Crisis and Disaster Project  
Manager, UNDP

Boubou Camara, Country Director, UNDP

Ingrid Cyimana, Deputy Resident  
Representative, Programmes, UNDP

Bintou Djibo, Resident Representative, UNDP

Arona Fall, PRP Project Manager and  
Environment Project Manager, UNDP

Maramé Leye Lo, Gender – VHIV/AIDS  
Focal Point, UNDP

Tembo Rachid Maburuki, Senior Economist,  
UNDP

Nicolas Martin, TOKTEN Project Manager,  
UNDP

Thierno Niane, PRSP Unit Coordinator,  
UNDP

Bouri Sanhouidi, Former Resident Coordinator,  
UNDP

Mame Ngone Sow, Communication Manager,  
UNDP

Solange Tibiri, Millennium Villages Focal  
Point, UNDP

Labba Toure, Climate Change Project Manager  
and Multi-functional Platform Project  
Manager, UNDP

Carine Yengayenge, Deputy Resident  
Representative, Operations, UNDP

## Annex 3

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United Nations Development Programme  
Evaluation Office  
220 East 42nd Street  
New York, NY 10017, USA  
Tel. (646) 781 4200, Fax (646) 781 4213  
Internet: [www.undp.org/evaluation](http://www.undp.org/evaluation)

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