

Minister of Economy and Finance
Republic of Senegal

Evaluation of the Implementation of the Paris Declaration: Case study of Senegal

Synthesis Report

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Some parts of the report have been revised in order to take account of the omissions found or the corrections omitted during the course of the work carried out by the National Reference Group and the workshop held on 24 and 25 January 2008.

Synthesis report

The first phase of the evaluation of the implementation of the Paris Declaration (PD) took place in Autumn 2007 in ten bilateral and multilateral development agencies and in ten partner countries benefiting from the aid. Senegal volunteered to support the implementation of the PD and therefore to make a concrete contribution to the 3rd High Level Forum scheduled to take place in Accra in September 2008.

This evaluation follows on from the investigation carried out in 2006 and seeks to determine whether the parties involved, i.e. the technical and financial partners (TFPs), the Senegalese government and other national players (civil society, universities, parliamentarians, NGOs etc.) are really working to honour the commitments they have made to the terms of the PD. The approach adopted consists of assessing the usefulness of the PD and the behaviour of the TFPs and the government with the aid of questions taken from international and national (Senegal) officials. The evaluation is based on a sample of nine development interventions in the targeted sectors of education, agriculture, economic governance and budgetary support. In total, eleven TFPs, thirteen governmental organisations and twelve other national players were interviewed

about their practices within the framework of the development interventions selected.

The results of the evaluation in Senegal indicate that the changes are underway. The most avant-garde TFPs are in the process of trying out new ways of delivering aid in certain sectors (education and strategy for combating poverty), whilst the government is initiating the changes required by the implementation of the PD. In particular, it involves central structures, especially within the framework of budgetary and financial management system reforms, which are deemed to be the most critical to the implementation of the PD. However, it is noticeable that other national players remain firmly excluded from the implementation process of the PD, just as much due to a lack of information as due to the lack of mechanisms aimed at getting them involved.

The TFPs all claim to support the principal national strategies, in particular those of which the country has a better grasp, such as the Poverty Reduction Strategy Paper (PRSP), the 10-year education and training programme (PDEF) and the National Programme for Good Governance (PNBG). For its part, the government indicates that it will allocate almost half of its budget for 2008 (or 49.3% compared to 46% in 2007)

to ministries that have developed Medium-Term Expenditure Frameworks (MTEF) with a view to translating national strategies into results-based operational programmes, as put forward by the commitments to the PD partnership. However, the TFPs believe that certain sector-related strategies, such as those in the agricultural sector, have yet to be improved, whilst the government believes that certain strategies have little staying power and indeed are not supported. Civil society deplores the lack of consultation and participation.

Actions are being taken on both sides to promote alignment and harmonisation. The government has largely taken over reforms of public finances and of the procurement system (CFAA and CPAR exercises). A framework arrangement between the Senegalese government and the TFPs concerning budgetary support was approved in January 2008. An action plan regarding the harmonisation and effectiveness of aid was recently submitted for approval by the government and the TFPs. Some TFPs indicate that they have increased or wish to increase their recourse to national systems despite their mistrust of these systems and/or for strategic reasons. In fact, for many of the TFPs, having recourse to systems is a means in itself by which to strengthen them. However, the government believes that the TFPs continue to resort to systems very little. It is true that the TFPs are generally hesitant to give their full support to national strategies, government institutions and government procedures. Out of around fifty TFPs working in Senegal, only the Netherlands, the European Commission (EC) and the French Development Agency (FDA) have adopted support programmes that are based on joint mechanisms, with the majority preferring to adopt individually tailored financial packages, which serves to drastically reduce the potential benefits of the programme-based approaches and is therefore similar to project management methods. Therefore, despite a certain degree of willingness on their part, the TFPs have not managed to reach a consensus to adopt a 'basket funding' approach.

TFPs and the government are currently asking themselves questions regarding the pace of change and the amount of organisation required in order to make recourse to national systems the general approach. However, they believe that recourse to Parallel Management Units (PMUs) is still necessary to guarantee results, particularly in certain sectors or when skills reinforcement programmes are put in place, given the difficulties associated with the rule of 'service rendered' and the level of per diem rates. In the future, it will be necessary for the parties involved to agree on the pace of implementation of the PD and to define priorities as far as the reforms necessary are concerned.

Compliance with the PD principles demands that the parties involved work more closely with one another, that political dialogue is stepped up and that a greater deal of consultation takes place between the TFPs and the Senegalese government. However, the TFPs are expecting a lot from the government in its role as coordinator. As for the government, it wants

more support from the TFPs in order to strengthen it in this role and to reinforce certain key elements of the principle of ownership, including the process of developing medium-term expenditure frameworks. It generally believes that the cost of implementing the PD has been underestimated, particularly as far as coordination and the necessary reforms are concerned. However, it would be necessary to bring governmental structures, in particular sector-related structures, up to standard in order to ensure that the process is successful. The management procedures and tools used by the TFPs are still very poorly adapted to the new methods of delivering aid, which turns out to pose a considerable obstacle to many TFPs fulfilling their commitments. However, those TFPs whose work is organised in a decentralised manner and which are awarded a larger amount of power seem to be able to fulfil their commitments to the PD with greater ease.

The TFPs believe that changes to processes, in particular as far as shared responsibility within the framework arrangement concerning budgetary support and the joint revision of the Poverty Reduction Strategy Paper are concerned, will enable players to reduce their transaction costs. It is for this reason that the Netherlands has fully embraced the new practices, believing that it is reaping benefits such as management that is less costly in terms of time and resources and more effective aid. However, the impact of the PD remains weak for the time being, and according to the Netherlands, the more the TFPs delay adopting the new approaches, the longer it will be necessary to wait before achieving the expected results. Within the ministries, the project-based approach is competing for resources with the programme-based approach, not only because of the benefits that it offers, but also because it is easy to use. This explains the reason behind the recent implementation of the project-based 'trust fund', as in the case of the project for the coordination of budgetary and financial reforms or the 10-year education and training program (PDEF). At present, aid does not appear to have become more effective. It is either still too early for its effects to be felt or too many adjustments are still necessary.

Principle findings and recommendations *(Workshop held on 24 and 25 January 2008 in Dakar)*

1 – Findings regarding the commitments and indicators contained in the Paris Declaration are sometimes poorly understood and are generally not well known.

Recommendations

- Draw up and implement a national communication policy, particularly to benefit the other national players;
- Include the issue of indicators on the agenda, especially the more problematic ones that have a bearing on alignment, to be examined in the context of the action plan for the harmonisation and effectiveness of aid, in order to determine their feasibility;
- Draw up empirical studies or analyses on the merits of the PD;
- Add an indicator for decentralisation of public aid;

- Stress the issue of the participation of local players;
- Upgrade the democratic control structures at the national and regional levels (e.g. monitoring centres);
- Speed up the adoption of the action plan regarding the effectiveness of aid and put an efficient and participatory mechanism in place for the implementation and monitoring/evaluation of the action plan.

2 – Findings regarding ownership: Ownership is deemed to be partial and still too centred on administration, the extent to which participation has been opened up to other players remains limited and the support from the TFPs is selective.

Recommendations

- Place the political coordination of the DP within the remit of the Prime Minister's Office, as part of the institutional PRSP measure;
- Clarify and reinforce the technical roles of the MEF (Ministère de l'Économie et des Finances – Department of Treasury and External Finance) structures that are directly implicated in the implementation of the PD;
- Reinforce the CSPLP (Cellule de suivi de lutte contre la pauvreté – Cell monitoring the fight against poverty) in its roles advising the MEF and providing support for the coordination of the optimal implementation of the poverty reduction strategy, and in its role monitoring the implementation of the PD;
- Organise the participation of other national structures, particularly civil society in the broader sense, parliamentarians, trade and employers' unions and local municipalities, by assigning them a specific role and specific tasks in the implementation of the Paris Declaration;
- Create or bring new life to planning cells within the technical ministries;
- Strengthen political dialogue by organising and planning discussions between the government, non-governmental players and TFPs.

3 – Findings regarding alignment: The national systems are still not put to adequate use.

Recommendations

- Finalise and adopt the action plan on the effectiveness of aid before the end of February 2008, taking into account the recommendations from the evaluation and the work of civil society, and prioritising the actions to be carried out;
- Activate reforms of public finances, notably put the public procurement system into operation in order to lift the principal restriction on the use of national systems;
- Limit recourse to pre-financing by the State.

4 – Findings regarding harmonisation: Important work towards harmonisation has been carried out in key sectors, such as education, yet in practice the majority of TFPs still use individually tailored financial packages.

Recommendations

- Continue the process of transforming the methods of providing aid, in order to adopt approaches based on budgetary programmes and support;
- Speed up the implementation of activities that have been adopted, particularly by making use of the action plan on the effectiveness of aid, the framework arrangement concerning budgetary support and the outcomes of the study on the reporting of aid flows, etc.;
- Adapt the procedures and management tools used by the Development Partners which constitute a major obstacle to meeting the commitments;
- Schedule the resources in the PD implementation activities for one aspect of coordination.

5 – Findings concerning results-based management: Results-based management is becoming an increasingly widespread management practice within government organisations, TFPs and certain other national players.

Recommendations

- Support the process of Medium-Term Expenditure Frameworks (MTEF);
- Share the experience gained by the government and the other Development Partners on the subject.

6 – Findings concerning mutual responsibility: The various parties involved are becoming increasingly conscious of their co-responsibility

Recommendations

- Develop an approach involving ownership, sharing experiences and passing on good practices between government structures and between TFPs, with a view to levelling out differences and improving the implementation of the PD;
- Define and clearly delimit the roles and responsibilities of the different parties involved, whilst creating a group dynamic and atmosphere of solidarity in order to achieve results;
- Facilitate monitoring by citizens, particularly with regard to the public funding of evaluations initiated by the other national players.

7 – Findings concerning skills for implementing the PD: Skills that could be of use in implementing the PD exist, but little use is yet made of these, particularly at the level of government.

Recommendations

- Coordinate the work to reinforce skills and promote consultation in order to give the PD a national dimension;
- Support the technical ministries in understanding their role and task with regard to the Paris Declaration;
- Undertake a greater decentralisation of decision-making by TFPs, from the headquarters to the regional offices;

- Define and implement a skill reinforcement programme, both for the government and for the other national players;
- Strengthen the harmonisation of work to reinforce technical skills;
- Strengthen and institutionalise consultation between the parties involved;
- Better define the notion of “reinforcing skills for implementing the PD”;
- Reinforce all players’ skills for implementing the PD (parliament, sectoral ministries, local authorities, CSO, etc.).

8 – Findings concerning incentives: The current incentive systems are not linked to the implementation of the PD.

Recommendation

- Analyse the relevance or the feasibility of implementing a system of incentives that is intrinsic to the PD; i.e. in order to facilitate its use.