

REPUBLIC OF SENEGAL
One People – One Goal – One Faith

**MINISTRY OF THE ECONOMY
AND FINANCE**

General Directorate for the Plan

HEAD OF NATIONAL PLANNING

THE SENEGALESE EXPERIENCE WITH EVALUATION

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OVERVIEW OF THE NATIONAL PLANNING SYSTEM INSTRUMENTS

▪ PROSPECTIVE STUDY

The prospective study of the horizon of a generation (25 years) implies a global reflection on Senegalese society and both its natural and international environments. It involves a retrospective reflection and also unveils a broad range of plausible scenarios for the future and the paths that must be taken to arrive at each. This basic reflection must be evaluated and adjusted every nineteen years during the planning process in order to better assess the evolution of the overarching direction of the Senegalese society and to anticipate changes in its international environment.

This study will lead to the definition of strategic axes representing long-term trajectories that would guide Senegal into a scenario of harmonious development. The prospective choices for the long-term (25 years) are intended to clarify and guide strategic decision-making in mid-term (6 year) orientation planning.

▪ Orientation Plan for Economic and Social Development (OPESD)

This plan establishes a six year horizon for exit strategies to implement and the intermediate objectives that must be reached to move progressively from the current situation (the conservative case based on current trends) toward the long-term future to which the society aspires. The plan sets out a mid-term vision shared by all of the actors involved in social and economic development. It can be revised at the three-year mark.

▪ Triennial Public Investment Program (TPIP)

This is the instrument for the execution of the Plan. It encompasses an investment program and presents all of the actions required to reach the objectives defined in the Plan.

The TPIP has a horizon of three years. During the first year, the consolidated investment budget (CIB) is integrated into fiscal law. The TPIP is reviewed each year with a sliding system on a triennial horizon.

✓ **Primary tasks of the SNP**

- Identification and feasibility study by technical ministries (TM);
- Macroeconomic framework development by the Planning Directorate (PD);
- Evaluation and selection of project, programs and reforms by the PD and the Economic and Financial Cooperation Directorate (EFCD);
- Creation of a physical and financial balance sheet for projects (EFCD)

EVALUATION PRACTICES IN SENEGAL

- **Centralized planning**
 - Rostow (linear growth with investment);
 - Abundant capital;
 - Structural adjustments (large amounts of debt, drought, oil crisis, abandonment of centralized methods).
- **Strategic planning**
 - Reform (TM accountability in strategy development and project identification);
 - Plan (articulation, strategic / sector-based political orientation, ex ante and ex post evaluations for projects and programs, selection and scheduling);
 - Follow-up unit for the structural adjustment program (monitor development policy paper commitments).

POLICY EVALUATION METHODOLOGY

1. Identification of pursued objectives: response of investment programs and reforms to the problems at hand and to the policies retained in the development plan;

2. Analysis of implementation methods: accounting and contribution of projects and reforms with the orientations and programs retained in the development plan;

3. Examination of the participative process of searching for solutions and for internal and external mobilizations around the objectives and issues raised by the Plan;

4. The study of the effect of the agreed-upon course of action and the investments made to boost the economy, as well as their potential impact in terms of changes in behaviour or in the environment as regards the long-term development of the national community.

TOOLS USED TO EVALUATE PROJECTS AND PROGRAMS

- EVA, software using the “Effects Method” to evaluate directly productive projects;
- BPR, for monitoring investments at the regional level;
- SIDERAL, for studying regional disparities for investment purposes;
- DASMO, for monitoring the labour market;
- MAS, for monitoring educational trends;
- Scorecard for social indicators;
- RAPID Model, for increased awareness of population policy;
- SESAME macroeconomic model, for triennial reflections, to be eventually replaced with the MOMAR model;

The evaluation of the Plan will be conducted in several stages. In this way, it becomes a collective effort, involving both internal and external actors, led by departmental managers charged with the planning, evaluation and selection of programs, the monitoring and ex post analysis of public action programs developed by the Macroeconomics and Synthesis Commission. This exercise also allows for a self-evaluation of the implementation of the Plan and, additionally, creates an opportunity to assess the interest in and capacity to explore other approaches to evaluation, programming, and monitoring for global development strategy actions. It also makes it possible to prepare the annual Plan Advancement Report. The Annual Advancement Report, sanctioned by the Macroeconomics and Synthesis Commission, will be submitted to the Interministerial Council for Monitoring the Execution of the Plan in order to relay pertinent information about adjustments and improvements to sectoral or multi-sectoral strategies.

This approach requires:

- Adherence to the strategic orientations of the Plan;
- The development of a macroeconomic framework oriented towards simulations (impact of current policies on various selected scenarios or trends), the search for variants (alternatives or leeway options strategy managers) and both the retrospective and prospective observations regarding the evolution of the economic, regional and international environment (based on factors pertaining to the chosen development strategy or which could be influential in the long-term);
- A system to monitor the development of action lines across successive investment programs and the reforms undertaken;

- The availability of an exhaustive and rapid balance sheet (published less than two months after the deadline for the physical and financial execution of projects) supplemented by a precise account of capital spending for the year. The ministry in charge of controlling the Plan will thus have access to both precise reference points to carry out technical arbitration and finalize the future triennial plan as well as objective recent data to revitalize static situations and to accelerate the mobilization of resources (boost investments);
- Strengthening the participation of local actors in the development and evaluation of the anticipated effects of projects and programs, from the preliminary selection stage through the planning process (choice in terms of the global development strategy's appropriateness), and the complete implementation of the project and its expiration (real ex post project effects);
- The increased participation of various socioeconomic and cultural sectors to obtain a shared vision of the pace of progress in our country;
- The availability of an mesoeconomic impact assessment (ex post or while the plan is still being implemented) to allow decision-makers to verify that the triennial programs are aligned with the strategies they must execute. This exercise will allow strategic orientations to be adjusted to align with long term goals (strategic axes);
- The strengthening of capacities in the analysis and monitoring of economic policies.

DIFFICULTIES ENCOUNTERED

- Weak planning capacity of technical ministries;
- Strong competition between the "finance" and "planning" functions;
- A lack of adherence to the procedures enacted by the system;
- A lack of DPN personnel both in terms of quality and quantity;
- The quality of evaluation tools used;
- The absence of software for projects or programs that were not directly productive

NEW APARATUS FOR EVALUATION FOLLOW-UP

- No ex ante evaluation due to the fact that no project/program files were received;
- The ex post evaluation is conducted according to requests and available resources.
- Alignment of the Poverty Reduction Strategy Paper (PRSP II) (2006-2010) with MDGs:
 - Increased involvement of the PD in the public policy evaluation process;
 - 5 thematic monitoring groups: Secretariat undertaken by the PD

✓ **Results**

- Increasing importance of monitoring and evaluation activities
 - Systematic with partners;
 - Weakness in the intra-ministerial exchanges about project files (sectoral TPIP not discussed);
 - Weak connections between the sector monitoring system and the Plan (planning units eliminated in 1990).

✓ **Constraints**

- Very little funding dedicated to the evaluation of policies and programs;
- files presented by technical ministries were lacking in both quality and number;
- Absence of guides to evaluate projects that are not directly productive and to evaluate policies:
- Low level of diversity in evaluation techniques (the effects method was the most commonly used);
- Insufficiency of policy evaluation;
- Absence of a standardized framework for the evaluation of projects and programs;
- Difficulties in collecting statistical data required to measure sector performances;
- Institutional instability in the ministerial departments;
- Lack of harmonized methodologies for collecting information for projects;
- Weak correlation between sectoral indicators and national strategy indicators;
- Diversity in data sources;
- Insufficient continual training for technical ministerial evaluation agents;
- Lack of analysis and real substance on the relevance and efficacy of sectoral policies. Furthermore, it is difficult to establish any strong correlation between budgetary allocations and sectoral results.

✓ **RECOMMENDATIONS**

- Revitalize the national planning system:

- Harmonize the relationship between finance and planning and their integration into an approach to global development;
- Redefine the missions of various institutions;
- Improve mechanisms for the coordination and circulation of information.
- Operationalise planning units within the Technical Ministries;
- Strengthen the capacities of Technical Ministry agents, planning units and all actors;
- Regularly publish and use evaluation results;
- Train evaluators in specific fields;
- Strengthen the means for the proper functioning of evaluation monitoring apparatuses;
- Develop norms and quality standards for evaluation;
- Develop an evaluation referential and templates for all types of evaluation;
- Promote evaluative research;
- Formalise the Senegalese network of evaluators (Seneval);
- Institutionalise policy evaluation and involve all actors;
- Generalize the results-driven management (RDM) approach by systematizing the Medium-Term Sectoral Expenditure Framework (MTSEF) in all sectors of social and economic life; this will promote the program approach from within the Technical Ministries.

✓ **Conclusion**

- Evaluative practices are not conducted regularly or continuously.
- Poor evaluation of public policies: The evaluations focused primarily on projects and programs and not on public policies.

✓ **Consequences:** Poor understanding of the quality of public services.