



IDEV

Independent Development Evaluation
African Development Bank

From experience to knowledge...
From knowledge to action...
From action to impact

Senegal: Country Strategy and Program Evaluation 2004-2013

What did IDEV Evaluate?

The evaluation covered three Country Strategy Papers (CSPs) over the period 2004–2013, during which time the Bank approved a total of 32 operations worth approximately UA 529.9 million, in several sectors: transport (38 percent), governance (20 percent), agriculture and rural development (15 percent), energy (12 percent), water and sanitation (11 percent), and social (4 percent). Private sector operations emerged in the energy sector under the 2005–2009 CSP and then expanded into the transport sector in 2010 with 3 operations, accounting for 27 percent of total Bank assistance.

AfDB Portfolio in Senegal in Numbers (2004-2013)

32
Operations approved

UA 529.9 million
Approximate amount
of overall portfolio

38%
Share of portfolio in
Transport sector

What did IDEV Find?

Bank strategies and programs are results-oriented and well aligned with country development priorities and beneficiaries' expectations. The results-orientation of the CSPs, clearly stated national priorities, and consultations with stakeholders including the private sector and non-state players, have contributed to this success. However, further efforts are needed to translate the results-orientation into



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implementation and to improve the measurement of development results. Effectiveness could be improved by enhancing the scattered, underperforming monitoring and evaluation units to provide information on development results rather than on implementation.

Greater selectivity and proactive strategic positioning underpinned by analytical work are needed. The Bank is engaged in 6 sectors essentially to respond to country needs and government requests, but not as a result of proactive and informed decision-making based on experience and the situation of development partners in the country.

Expected outputs were delivered in more than 80 percent of operations, with some tangible development results. Evidence indicates that road projects increase urban mobility, cross-border trade, and income-generating activities in the rural communities alongside the roads. In the public sector, reforms put in place the needed governance structures and institutions. In agriculture, water infrastructure developed by the Bank increased cropped area and local production.

The Bank successfully attracted private investors in high potential PPPs, raising private sector operations to UA 144.4 million, about 27 percent of its portfolio in 5 years. Highway investments have eased urban mobility in Dakar, home to 55 percent of the population of Senegal. Bank support to the container terminal of the Port of Dakar has improved productivity (vessel waiting time, turnover).

The sustainability of the achieved development results deserves further attention. Key challenges include:

- Lack of sustainability mechanisms designed ex-ante or ineffective existing mechanisms.
- Gap of public budget contribution to the road maintenance fund.
- Non-optimal involvement of community organizations in rural infrastructure maintenance.

Bank efficiency has been variable depending on the sector. Transport projects have shown good unit costs compared to the regional average, whereas agriculture, energy, water and social sector projects have been affected by delays.

The performance of the Senegalese Government is moderately satisfactory. The country has clear strategic priorities, which have produced tangible results. However, difficulties relating to mobilization of counterpart funds, slippage on the fulfilment of the conditions precedent to the first disbursement, as well as start-up of activities have affected this performance



The Bank has supported climate change mitigation and adaptation measures in the agriculture sector. The same has been done in irrigation schemes which have improved water management and reduced the vulnerability of farmers to climatic hazards and floods.

What did IDEV Recommend for the New Strategy?

Strengthen the Bank's strategic positioning. Greater selectivity of intervention areas, based on adequate analytical studies, is recommended to allow the Bank to optimize its development outcomes. As regards transformation of local economies and poverty reduction, the Bank could, by targeting specific areas: (i) invest in the development of rural roads which will complement the main highways; as well as (ii) seize the existing opportunities for public private partnerships (PPP) to increase its driver effect in the areas of energy, water and sanitation, agriculture and rural development.

Improve effectiveness of project/program supervision through three complementary actions: (i) assist the Government in establishing an efficient national results-based monitoring/evaluation system; (ii) organize supervision missions to cover all relevant aspects, including stricter monitoring of implementation of environmental management plans and quality control to prevent the numerous physical defects noted in some structures; and (iii) ensure compliance with the implementation of supervision mission recommendations.

Ensure sustainability of infrastructure. For roads, in particular, one area for dialogue with the Government is the establishment of a mechanism that will ensure timely State budget contributions to the Autonomous Road Maintenance Fund to comply with the annual Road Maintenance Program. Furthermore, closer involvement of community-based organizations in the management of local infrastructure should be considered in the implementation of the Bank's procedures not only in terms of consultation but also of participation in management through the award of contracts.

What was the Methodological Approach?

The methodological approach adopted three dimensions: national, sector and project. This combined approach provides more opportunities for analyzing and understanding the results. It overcomes the difficulties caused by the lack of factual data required for a comprehensive analysis. The exercise was guided by a series of questions formulated in line with IDEV internal practices relating to the preparation of country strategy and program evaluations. On the basis of these questions grouped together by evaluation criterion, indicators were defined or drawn from the CSPs, project appraisal reports, and the Results Measurement Framework prepared by the Bank's Quality Assurance and Results Department to measure the results obtained at each level of analysis. The criteria are: relevance, effectiveness, efficiency and sustainability.



The Bank's operations have aimed to build the resilience of rural communities. They mainly concern the intensification of production systems and improvement of productivity; irrigation schemes and structures, rural roads; smallholder structuring and professionalization, and agricultural extension. On the effectiveness criteria, this evaluation rated agriculture and rural development as moderately satisfactory.

In the special case of relevance, the evaluation took into account the selectivity of the Bank's choices and its strategic positioning. The evaluation was based on a scoring scale of 6 points per criterion. For each sector, the performance rating corresponds to the average of all the project scores. The overall rating for the Bank's assistance strategies and programs over the period is the average of all the scores obtained in each sector.

For triangulation purposes, these indicators were updated with data gathered from several sources (country team, Government, local elected officers, civil society, private sector, project beneficiaries and development partners) and

using different methods: documentary review, quick survey with questionnaire, semi-structured discussions, and direct observation. The sites visited and respondents were selected on the basis of geographical representativeness, the project implementation status and their accessibility. Two stakeholder consultative workshops were organized.

Limitations of the Evaluation

The main difficulties of the evaluation concerned availability of data on the outcomes of the Bank's strategies and programs. The team endeavored to provide information on the evaluation criteria by triangulating data sources and collection methods.

About IDEV

Independent Development Evaluation (IDEV) of the African Development Bank carries out independent evaluations of Bank operations, policies and strategies, working across projects, sectors, themes, regions, and countries. By conducting independent evaluations and proactively sharing best practice, IDEV ensures that the Bank and its stakeholders learn from past experience and plan and deliver development activities to the highest possible standards.

What did Management Respond?

Management was satisfied with the outcome of IDEV's evaluation, which sought to contribute to enhancing the Bank effectiveness and credibility. The report highlighted the need to emphasize infrastructure quality control and establish suitable procurement procedures when rural communities are involved. It also stressed the importance of maintaining enough staffing in the field office to match the size of the Bank's portfolio in light of the office's regional coverage. Furthermore, the report pointed to the need to systematize the capitalization and management of knowledge coming from operations and to disseminate information on Bank achievements, especially in rural areas. The various conclusions and recommendations have been taken into account in preparing the Bank's new assistance strategy in Senegal (2016–2020) and operations arising therefrom.

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Complete report can be found on idev.afdb.org



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