

Country Program Evaluation of The Republic of Senegal Summary Report

August 2003

SYSTEM SCIENCE CONSULTANTS INC.

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The currency used in Senegal is CFA Franc (Communaute Financiere Africaine Francs.) . The currency exchange rate as of January 1st, 2003 is ¥0.19/1 CFA Franc (according to the data of Oanda, one of the major foreign exchange dealers, obtained from <http://www.oanda.com/converter/classic>. The fiscal year in Senegal follows the calendar year

This report has been elaborated based on the data and information obtained from the field survey conducted in February 2002.

The opinion described in this report is the one of evaluation study team and does not represent the one of JICA.

**Third Party Evaluation
entrusted by Japan International Cooperation Agency (JICA)
in JFY 2002-2003**

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Preface

Against the background of ongoing review of Official Development Assistance (ODA) due to severe fiscal situation, strengthening of ODA evaluation are stressed for more effective and efficient implementation of ODA.

Since Japanese fiscal year 1999, to enhance transparency and objectivity of its evaluations, Japan International Cooperation Agency (JICA), implementing agency of ODA, has entrusted evaluation studies to external experts such as universities, research institutes, academies, consulting firms who have rich experiences and specific knowledge in various subjects in the development assistance sector.

The Country Program Evaluation is a comprehensive evaluation of JICA's contribution to the development issues of the developing country concerned. It aims at obtaining recommendations and lessons learned for improving JICA Country Program and for formulating and implementing the future cooperation programs/projects.

Senegal is one of the most important countries in West Africa. With the plural political party system introduced in 1976, and the recent smooth transfer of political power through the Presidential election in March 2003, Senegal is considered as one of the most democratized countries in Africa. Considering their efforts toward structural adjustment and economic reconstruction, the Government of Japan has been assisting Senegal as one of the priority countries in the development assistance for Africa.

Through various cooperation schemes, JICA is providing Senegal with assistance particularly in such areas as 1) basic human needs (water supply, education/human resource development, and health), 2) environment (prevention of desertification), and 3) agricultural and fishery sector (increase of farmers' income, improvement and extension of rice cropping technology, and study on fishery resource).

This evaluation study in Senegal seeks to verify the impact of JICA's cooperation by focusing on the fishery and water supply sectors, ones of the priority areas for assistance, in order to obtain the recommendations and lessons learned applicable to the development assistance activities. We entrusted this evaluation study to System Science Consultants Inc., which has experiences in the sectors concerned, and its Final Report has been completed herewith.

JICA would like to make use of the recommendations and lessons learned by this evaluation study for the revision of JICA Country Program and other activities of our cooperation.

Finally, I would like to express my sincere gratitude to all people and organizations who have extended their cooperation and assistance to the study.

August 2003

MATSUI Yasuo
Vice President
Japan International Cooperation Agency

Introduction

We are very much pleased to submit herewith the Final Report of Country Program Evaluation (JICA) in Senegal. This report contains the result of evaluation study, which was entrusted to us by JICA as an “external organization” and was implemented during the period from October 2002 to July 2003.

Country Program Evaluation aims to obtain recommendations and lessons for improving Country Cooperation Plan and for formulating and implementing the future cooperation programs/projects.

In the Country Program Evaluation, comprehensive evaluation had been done to improve the Country Cooperation Plan, focusing on the JICA’s priority areas for development assistance including social and economic studies. However, it was found that the wide coverage of evaluation areas/sectors made it difficult to conduct detailed evaluation, and consequently the specific recommendations and lessons were hardly obtained from the evaluation result. Therefore, for the evaluation of this time, JICA has decided to incorporate a specific sector evaluation, and the fishery sector was chosen as the subject.

In the fishery sector evaluation, Program Approach Logic Model (PLM) was adopted from the viewpoint of the program approach analysis. This may be said the first trial of evaluation with use of PLM covering the whole one sector.

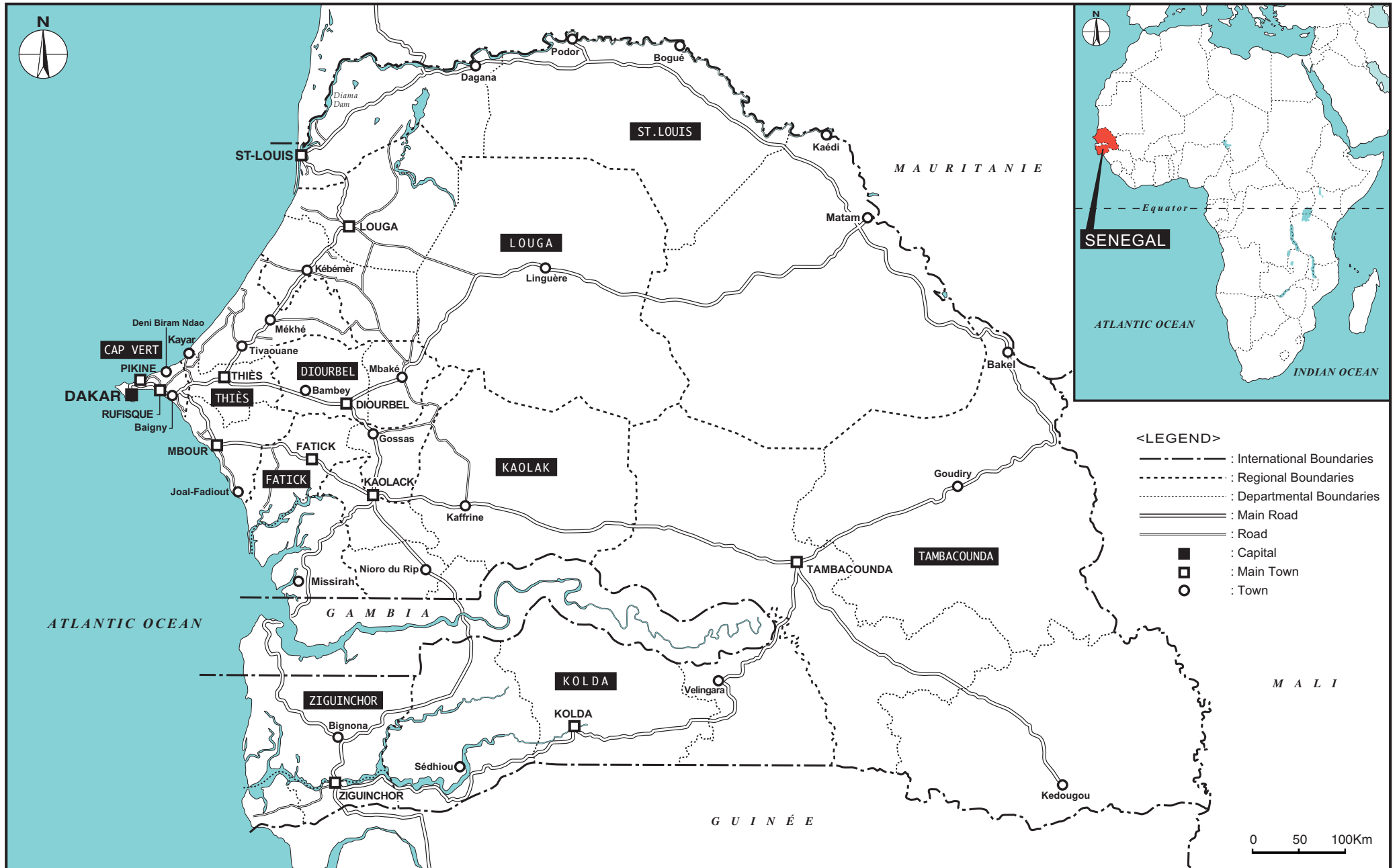
Further, in order to obtain recommendations and lessons for formulating and implementing the future cooperation programs/projects, analysis was made on the synergistic effects when the plural projects were implemented in a same village and on the introduction process of direct approach to assist local people. We believe that the information gained from the analysis will be useful for the assistance in the future village/regional development.

We would like to say it the words of introduction of this report, wishing the content and recommendations in this report will be helpful for the effective and efficient implementation of JICA’s future assistance.

Lastly, we would like to thank to ladies and gentlemen of Japanese Embassy, JICA Senegal office, international and bilateral donors in Senegal and Senegalese Government authorities, and all those who kindly accepted our interviews and questionnaire. Further, we have received explanations from the Ministry of Education, on the completed and on-going projects and on the projects applied for the Japanese assistance, and from the Ministry of Fishery that the specific issues in the fishery sector are well addressed and that the recommendations are properly made in the report, when we requested comments on our draft final report, through JICA Senegal office, to Senegalese Government authorities and donors. We wish to express our sincere appreciation to those comments specifically from those Ministries.

August 2003

NOGUCHI Shuji
Team Leader
System Science Consultants Inc.



Survey Map

Summary

1 Background and Objective of the Evaluation Study

JICA has been conducting a Country Program Evaluation (hereinafter the CPE Study) in various countries, such as Bangladesh (Fiscal Year 1998), Mexico (1999), Tanzania (2000), Bolivia (2000), Sri Lanka (2001), Honduras and Panama (2001) since Fiscal Year 1998. The comprehensive evaluation was implemented in development priority areas of JICA in the past CPE Studies. Due to a wide coverage of various evaluation areas/sectors of the past CPE Studies, it was confirmed that it was not only difficult for detail evaluation but also for extracting concrete recommendation and lessons learned that reflect practices. JICA planned to implement more detail evaluation study in particular area/sector from the evaluation areas of the CPE since Fiscal Year 2002. JICA implemented this CPE Study in Senegal including sector evaluation in fishery sector by external organizations.

This study aims to obtain i) recommendation and lesson learned for improving Country Cooperation Plan in Senegal, and ii) recommendation and lesson learned for drawing up future cooperation programs / projects, by evaluating JICA's assistance in general.

2 Scope of the Study

The framework of the evaluation study consists of the following three components.

Comprehensive evaluation : Improvement of basic life (water supply / education / health sectors), environment (prevention of desertification), agriculture and fishery
for the development priority areas of JICA

Evaluation for fishery sector : Sector evaluation and process of introducing assistance method for assisting local people directly.

Evaluation for synergistic effects : Evaluation of synergistic effects when plural projects implemented in a same village.

Target area of the evaluation study covered the whole of Senegal, and period evaluated was 10 years between 1992 and 2001. However, the period evaluated for fishery sector extended from 1987 to 2001 as one of the main project was implemented from 1987 to 1998. "Evaluation for synergistic effects" also included projects which were implemented before 1992, due to limited number of the projects implemented in the same village.

3 Process of the Evaluation Study

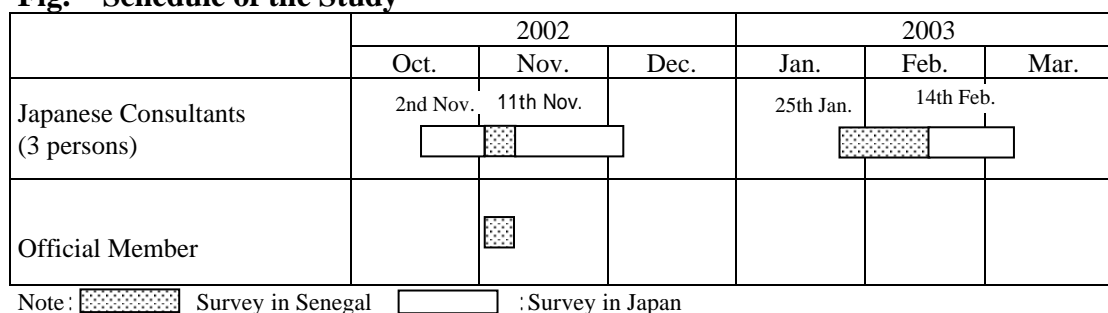
3.1 Members of the Study Team

Table Member List of the Study Team

Sector	Name	Organization
Team Leader	Mr. NOGUCHI Shuji	System Science Consultants Inc.
Village Development	Mr. DOJYUN Isao	Chuo Kaihatsu Corporation
Fisheries	Mr. KOBAYASHI Shigeru	System Science Consultants Inc.
Supervisor (Phase 1 survey only)	Mr. NAKAZAWA Hajime	Office of Evaluation and Post Project Monitoring, Planning and Evaluation Department, JICA

3.2 Schedule of the Study

Fig. Schedule of the Study



4 Outline of Evaluation Methods

The following methods are adopted for each framework.

Comprehensive evaluation for the development priority areas of JICA : Confirming the compatibility between important developing issues and JICA's developing issues/performance in each sector.

Evaluation for fishery sector : Sector evaluation using Program Logic Approach Model (PLM) and individual project/program evaluation using five evaluation criteria.

Evaluation for synergistic effects : Individual project/program evaluation using five evaluation criteria, and performance, process, impact evaluation.

5 Summary of Results of the Evaluation

5.1 Comprehensive evaluation for the development priority areas of JICA

Japan was ranked the third donor (first was the World Bank, and second was France) in the total ODA disbursements in Senegal, and was second after France in case of bilateral aid in 2000.

Japanese assistance has placed top priority for the expansion of water supply facilities which is the base of socio-economic development. In addition, as priority it has also mainly implemented projects in education and health sector which support basic human needs, and in agriculture and fishery sector which plays a role to improve the nation's economy. Since the 8th and 9th socio-economic development plans of Senegal emphasized development priority in these areas, it was evaluated that Japanese assistance accordingly has met the development needs of the country; the assistance has become energy for the socio-economic growth.

The effects of the Japanese assistance also contributed to the increase of the socio-economic indicators.

In addition, Japanese assistance has supported the Senegalese efforts to achieve their development target which is mentioned as international commitments in TICAD, MDGs and G8-Africa Action Plan. As a result, Japanese assistance provides positive impacts to all developing countries including Africa.

5.2 Fishery Sector

5.2.1 Sector Evaluation

This evaluation aims to formulate a better approach method through evaluation of the implemented projects from program viewpoint, although fisheries projects thus far in Senegal were not implemented as a part of the program. Therefore, the evaluation team made an attempt to evaluate on a program basis by reconstituting the projects implemented between Fiscal Year 1987 and 2001 as a program.

The development strategy of the fishery sector has changed from "increasing production" to "sustainable development by resource management", and the development assistances of donor countries including Japan have also changed to "sustainable development by resource management", although there are some time lags.

From the program viewpoint, the components of Japanese assistance were logically formed. Although there were some projects whose components did not satisfy the "means-ends" relations, these insufficiencies were complemented by other donor's assistances.

The Japanese assistance accomplished certain results in artisanal fishery and distribution infrastructure development during the period evaluated. However, it is doubtful on the sustainability of these outputs as the fishery resource as a base of these outputs, is declining. In other words, the approach of Japan was logically appropriate, but the development direction should change because of the declining trend of the fishery resources in Senegal. Therefore, assistance in resource management aspect needs to be increased.

5.2.2 Process of Introducing Assistance Method for Assisting Local People Directly

Assistance method for assisting local people directly was put forth since "Kayar Fishery Centre Project". Although there were some projects that included participation of local people prior to "Kayar Fishery Centre Project", local people did not directly become participants of these projects.

It seems that assistance approach of JICA has changed since 2000 because all the project assisted the local people directly.

5.3 Evaluation for Synergistic Effects

The following three patterns are evaluated in case of implementation of plural projects in the same village.

- a. Water Supply (Grant Aid + Japan International Cooperation Volunteers: JOCV) + Health/Education (Grant Assistance for Grassroots Projects : GGP)
- b. Water Supply (Grant Aid) + Infant Education (Pilot Project of Development Survey)
- c. Water Supply (Grant Aid) + Health (JOCV)

The following items are recognized as synergistic effects of the projects.

- a. Improvement of children's health
- b. Increasing attendance rate of primary school
- c. Cost saving
- d. Improvement of medical environment
- e. Improvement of health condition for pregnant women and nursing mothers
- f. Increasing leisure time for mothers

A mutual synergistic effects is recognised in all the villages that implemented plural projects due to the project combinations, that are "Water Supply + Health/Education", "Water Supply + Infant Education" and "Water Supply + Health", "Improvement of children's health".

However, the effectiveness of the projects did not improve when plural projects are implemented. Only limited synergistic effects occurred if initial project could not achieve the project purpose and/or has low sustainability.

On the other hand, there was a case of a residents' organization that took operation and management roles of a project (such as water management committee) showed high capability, and implemented various assistance activities for village community. It was evaluated that this committee worked as a core of village development through self-effort.

6 Recommendations and Lessons Learned for Improving Future Assistance

6.1 Recommendations and Lessons Learned for Improving JICA Country Program for Senegal

6.1.1 Development direction / issues in Senegal and JICA Country Program

(1) Social Development Sector

1) Direction of the Assistance

Assistance for social development (water supply, health, education, environment/prevention of desertification) should continue, because these sectors are given high priority in PRSP and 10th Socio-economic Development Plan (under preparation). Priority for social development should be given to the poor/region which would have larger benefit effect. Particularly, water supply should be supported in accordance with development target of Senegal, due to an important factor for improving hygiene.

2) Consideration points

- a. The way for promoting participation of residents should be built in the projects in the social development sector, because BHN projects in villages are main components in the sector.
- b. Study for coordination and/or including projects by other donors that leads to more efficient and more effective implementation of Japanese assistance.

(2) Economic Development Sector

1) Direction of the Assistance

Economic development (including agriculture and fishery sector) is an important sector for poverty reduction. Japan has been assisting in agriculture and fishery sector, and this sector should be given priority in the future.

Future assistance in agriculture sector should be designed based on the analysis of the medium-term development strategy that is being prepared in cooperation with FAO. Assistance in fishery sector should also be given priority for sustainable development with emphasis on fishery resource management.

2) Consideration points

The economic growth at national level is not reflected or has affected the individual income level due to the condition of the socio-economic structure in Senegal. Therefore, it is desirable to introduce assistance method for assisting local people directly to the projects in the economic development sector.

6.1.2 Mutual Consideration Points among the Sectors

(1) Attitude toward the PRSP / Sector wide approaches

The evaluation team proposes JICA study the provision and procedure for sector wide approaches by other donors including its merits and demerits for the possibility of supporting sector wide approach. Assuming JICA positively supports the sector wide approaches, **JICA should make clear the provision for sector wide approaches** including revise of modality.

(2) Attitude toward the donor coordination

Attitude of donor agencies towards PRSP is unequal; however, there are many issues need to be solved for promoting donor coordination. Therefore, it is desirable that Japan observes the activities of other donor agencies in order to cope with the coordination among other donors.. In other words, Japan should design its assistance projects making the best use of Japanese experiences and technologies, and also keeping “**visibility of Japanese aid**” in mind when cooperating with other donor agencies.

6.2 Suggestion for Promoting Program Approaches

(1) Project Designing Presuming Synergistic Effects

- a. The evaluation team **confirmed the synergistic effects** when plural projects / programs are implemented in the same village. Henceforth it is desirable to study the effective combination of projects in water supply, education and health sectors by introducing the integrated approach.
- b. Improvement of committee’s capability is one of the expected items of synergistic effects for any projects / programs, because most of the projects / programs implemented in villages were operated and managed by village committee. Although the expected sectors appear that the synergistic effects are dependent on the contents of projects / programs, it is desirable that the projects / programs are designed keeping **promotion of synergistic effects in mutual subjects such as improvement of communities capability** in mind.
- c. Fundamentally, **achievement of some parts of project purpose of the initial project and sustainable operation / management** is a prerequisite condition for synergistic effects by the integrated approach.

(2) Enhancement of the Support in Software Aspect

The evaluation team recommends inclusion of the **establishment and enhancement of operational capability of the related agencies in recipient country** in case of the projects / programs which provide facilities and equipments to large number of the villages, such as water supply project. Effects of the projects / programs would become larger, if supports in software aspects are continued to government agencies in recipient country after completion of the project period.

(3) Future Policy in Fishery Sector

Production increase in fishery sector could not be expected due to the declining trend in fishery resources. Adjustment of the number of fishermen to production potential should also be considered, when the Government of Senegal introduces fisheries oriented resource management. Assistance policy should be prepared not only by sectors but also by areas. If target number of population could not be engaged in fishery sector in certain area, JICA should consider to draw up a development plan that covers multi-sectors for **promoting change of occupation to other industries**.

(4) Assistance Method for Assisting Local People Directly

It is desirable to establish a system reflecting the past experiences in the present / future projects to include information exchange and cooperation between projects, when “assistance method for assisting local people directly” is introduced in the fishery sector. Generally, local people’s willingness to participate is low, if the activities do not link to direct benefit (materialistic items including cash). Although local people’s willingness to participate becomes higher in case of the activities which could generate profit in short term, those activities that need long time for generating profit needs some kinds of approaches for getting the awareness of local people in initial period of the activities. It is desirable to include activities that will increase the willingness of participation of fishermen such as introducing successful cases of the same kind of activities.

(5) Enhancement of the Monitoring Function of the Projects / Program

- a. **Monitoring system established in fishery sector by the JICA Senegal Office and JICA expert** is very effective and it would be referred to the JICA projects in other sectors / countries. The evaluation team recommends that JICA consider the systemisation and extension of this monitoring system for adopting other sectors / countries.
- b. Monitoring of the grant aid and technical cooperation projects is implemented only by persons in-charge, and the information is not controlled by office and/or division level. It is desirable that **information is controlled by division in-charge and/or overseas office** when the monitoring structure is systemised.

(6) Improvement issues for introducing Program Approach Logic Model (PLM)

PLM is adopted to clarify the “means-ends” relationship between projects / programs and also to assemble the activities and inputs by purpose. However, the existing system of the grant aid is not suitable for collection of necessary information to prepare the PLM. Therefore, it is desirable that **improvement of the cost estimation system of the grant aid is kept in mind** when JICA promotes to utilize the PLM.

6.3 Improvement for Formulation and Implementation of the Individual Project

6.3.1 Suggestion for Projects in Fishery Sector

- a. The assistance in fishery sector is changing from artisanal fishery development with the aim to increase production volume to sustainable development of fishery resources. It is desirable that JICA **draws up the long term assistance plan for fishery sector** including implementation of the Master Plan being prepared now to confirm the method of introducing resource management mutually between the Government of Senegal and JICA.
- b. Developing the fishery statistics is one of important item for resource management. It is desirable that future projects regarding artisanal fishery development and fish distribution infrastructure development **should include collection and management of the information on production and distribution.**
- c. It is desirable that JOCV **draw up long-term assistance plan clarifying assistance period and contents of the assistance,** and also establish the **formation in proportion to “Team Dispatch”** that each volunteer would be able to work under mutual action plan for the projects continuously dispatch individual volunteers.
- d. JICA should consider the **enhancement of aftercare** for assisting project management body to purchase spare parts smoothly as a part of activities to improve efficiency of Japanese assistance projects.
- e. JICA should consider the **coordination with other donors to the same project** for implementing effective assistance using limited inputs.

6.3.2 Suggestion for Village Development

- a. The evaluation team recommends that **water rate be charged by volume consumed** for smooth management in water supply projects. Actually, facilities constructed recently by Grant Aid projects are equipped with necessary items for introducing this kind of water rate system. It seems that projects in water supply sector are well implemented through feedback from previous projects.
- b. It is desirable that **certain ratio of women member be kept for the management association** of water supply projects. However, a monitoring survey should also be implemented, because the impacts of increasing women member are not clarified. Then results of increasing women member should be feedback to the implementation of future projects.
- c. It is necessary to **set up the achievable purpose and outputs, and to draw up the action plan** through analyzing and grasping assistance areas and existing conditions for realizing the cooperation between volunteers from various sectors. In addition, additional supports for improving project purpose and outputs are also important factors, if necessary.
- d. It is desirable that the **collection of baseline data which is necessary for implementing monitoring and evaluation is included as a project activity from planning stage.** It is also desirable that baseline data collection system suitable

for its project purpose is established, that is, data collection system focus on women in case of water supply project who are the direct beneficiaries.

- e. It seems that assistance that contributes to synergistic increase income is necessary in accordance with the improvement of the facilities/equipment for water supply, education and health.