

## Ex Post-Evaluation Brief

### SENEGAL: FC/TC cooperation project “support for local development and decentralisation in the regions of Kaolack and Fatick”



<b>Sector</b>	4303000 urban development	
<b>Project</b>	Cooperation project support for communal development and decentralisation in the regions of Kaolack and Fatick, phase I-III BMZ No.: 1998 66 716; 2001 66 397*; 2005 65 879*	
<b>Programme-executing agency</b>	Agence d'Exécution des Travaux d'Intérêt Publique contre le Sous-emploi (AGETIP)	
<b>Year of total population / year of ex post evaluation report: 2013/2013</b>		
	Project appraisal (planned)	Ex post evaluation (actual)
<b>Investment costs</b>	Phase I: EUR 4.60 million Phase II: EUR 4.02 million Phase III: EUR 2.62 million	Phase I: EUR 4.60 million Phase II: EUR 4.02 million Phase III: EUR 2.82 million
<b>counterpart contribution</b>	Phase I: EUR 0.51 million Phase II: EUR 0.44 million Phase III: EUR 0.18 million	Phase I: EUR 0.51 million Phase II: EUR 0.44 million Phase III: EUR 0.48 million
<b>Financing, exclusively BMZ funds</b>	Phase I: EUR 4.09 million Phase II: EUR 3.58 million Phase III: EUR 2.44 million	Phase I: EUR 4.09 million Phase II: EUR 3.58 million Phase III: EUR 2.34 million

\* Phases II and III in random sample 2013, phase I bundled in.

**Short description:** The Kaolack/Fatick local development programme was carried out together with the German International Cooperation (GIZ) in three consecutive financing phases. The programme included the provision of local infrastructure (FC) and measures for the support of those executing the programme (TC) for strengthening the productivity of rural communities in the two regions. The FC measures were carried out as an open programme, which concentrated on setting up and renovating small economic and social infrastructure facilities in rural communities. This was realised using small and medium-sized local construction companies. In all, 521 individual infrastructure measures were implemented in 51 rural communities.

**Objectives:** The overall objective of the project was to help promote local self-government and to support well-balanced regionally-oriented economic development for the improvement of living conditions amongst the rural population. The programme goal was to improve the economic and social situation of the population by providing a sustainable social and economic infrastructure in select rural communities of the Kaolack and Fatick regions.

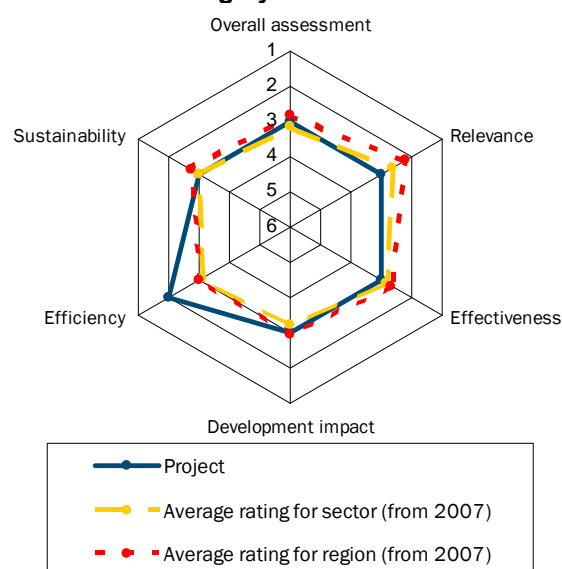
**Target group:** The target group was the rural population in the supported agrarian, mostly poor communities of the Kaolack and Fatick regions. Estimates show that nearly a million people overall should benefit from the project either directly or indirectly.

#### Overall rating: Note 3 (for all three phases)

The developmental policy effectiveness of the three projects is rated as satisfactory overall.

**Points to note:** Despite the programmes focus on the material dimension of decentralisation, limited positive effects on the administrative, financial and political dimensions of decentralisation were determined ex post. These effects may have turned out stronger as a result of incentive systems and stronger use of decentralised implementation. In the material dimension, high use does not guarantee adequate maintenance; raising awareness and incentives for maintenance would have to carry greater weight.

#### Rating by DAC criteria



## **EVALUATION SUMMARY**

Overall rating: The evaluation of the three programme phases is dominated by positive results. Given that effects are expected not only in the material dimension of decentralisation, there are weaknesses seen from today's perspective, particularly in the criteria of relevance and greater developmental policy effects. Adjusted project objectives were satisfactorily reached and the programme was realised efficiently. There were problems with sustainability. The three projects are marked equally in all sub-ratings, as no differences were seen between these with regard to the framework conditions, conception, implementation and achieving the objectives.

**Rating: 3 (for all three phases)**

### Relevance

The reform efforts for decentralisation were heavily promoted in particular in the 1990s by adopting legal foundations for the decentralisation of the central administration and for shifting responsibility from the central level to the local authorities. This confirms that the approach of strengthening the local level by way of a decentralisation project, which in the cooperation of TC and FC not only strengthens the material dimension but also aims to unfold structural effects on the local level, was the right one. The serial projects are in line with the country's political priorities. In general, however, a more optimistic development scenario was assumed in the project review with regard to decentralisation, which did not materialise as such. Nonetheless, the topic of decentralisation has stronger political support today, which is seen in the fact that further reforms are in the works. The human resource and financial capacities of the communities are still weak to this day. This lies, among other things, in the fact that the funds used to finance all local authorities have only risen marginally.

The serial projects address one of Senegal's core problems by setting up social and economic infrastructure for the improvement of the rural population's living conditions. These projects are very relevant when it comes to the material dimension of decentralisation. The interdependency of impacts between the material dimensions and other dimensions of decentralisation was not sufficiently shown ex ante in the target system. Nonetheless, ex post impacts in the structural dimensions were seen.

The FC programme was implemented by the AGETIP, which was initially founded by the World Bank as a social fund and today plays a central role for implementing construction measures in Senegal. It is, however, only involved in the decentralisation process to a limited degree. The programme's financing mechanism was parallel to the national procedures for transmitting funds to a local level. This implementation structure of the FC programme was pragmatic and worked, although it failed to strengthen the national financing mechanism as a result of its parallel structure.

Even now, various donors continue to support Senegal in its decentralisation. However, programme-based financing through different donors (as was once intended) was not able to be realised. This was the goal of the Programme National de Développement Local (national programme for local development - PNDL), which the World Bank launched in 2005. It relied on a more decentralised implementation structure using the national procedure for transferring funds to a local level. The PNDL is now financed only by the central government; the project did not meet expectations. Today there is a donor committee through which the different donors vote on decentralisation. The GIZ currently chairs this committee. Accordingly, various approaches continue to be taken in parallel.

**Sub-Rating: 3 (for all three phases)**

Effectiveness:

One aim of the programme was to help improve the economic and social situation of the population by providing sustainable social and economic infrastructure in select rural communities of the Kaolack and Fatick regions. Reaching the target indicator (as defined in the project review) is depicted as follows:

<b>Indicator</b>	<b>Status of ex post evaluation</b>
1. 75% of the individual projects are successful after three years of operation.	1. In the final inspection in 2009 and the ex post evaluation in 2013, 90% of the individual projects reviewed were operated successfully.

The random sample in 2009 included some 50% of the individual measures, whereas the sample in the ex post evaluation in 2013 comprised some 11% of individual measures. The facilities' utilisation ratio is good to very good in most cases. The utilisation ratios in the area of education exceed the official average for Senegal. The result for the healthcare sector is mixed: some healthcare facilities are well utilised with 80-100 patients per day, while isolated ones are utilised less, for example with only 14 patients per day for a visited facility. The water sector also shows differing results. Private facilities have become more popular in the course of the project and some filling stations are hardly used anymore, at least in larger localities. However, water supply, which makes up the largest sector with 47% of the supported infrastructure, was found by many communities to be very important. Facilities for women and youth are not utilised well, although they only make up a small portion of the programme.

In order to meet the demands of today's goals and indicators in decentralisation projects, two other indicators were defined ex post that map the administrative, financial and political dimensions of decentralisation.

Additional indicators	Status of ex post evaluation
<p>2. All communities in which an economic infrastructure was provided were able to identify an additional source of income.</p> <p>3. Performance values with regard to governance criteria (see programme-internal GIZ performance measurement system)</p>	<p>2. 74% of the communities visited received economic infrastructure through the programme. All of these communities generated additional income from using the economic infrastructure (park fees, marketplace fees, leasing of souks (bazaars)). In all, 61% of all programme communities received economic infrastructure.</p> <p>3. In 2011 (the last up-to-date figures of the measurement system), 85% of all rural communities had improved their performance values over 2001.</p>

Indicator 3 looks at various dimensions (finances, good governance, planning ability, cooperation with other authorities), which go beyond the outcome level and also touch the impact level. However, because most of the data collected in the performance measurement system are closely related to the programme's measures, this indicator was located at the outcome level.

The structural effects of the FC were minor, but positive with regard to the administrative, political and financial dimension: the building contractors in rural communities were strengthened to the point of indicating that today they are independently taking on bidding and supervision of the building work. Although not explicitly intended by the projects, there was a correlation between the rise in the communities' own income and the provision of an economic infrastructure (bus stations, souks and covered markets). Another factor was the institutionalisation of the communities' own 10% contribution to the investment costs, which was generally collected through the levying of a higher "tax rurale" (poll tax). A self-contribution in Senegal was not initially a given; today it is commonplace in many projects. The infrastructure's financing served as an incentive to help shape the development plans previously supported by the TC.

Thanks to some minor repairs that are necessary for essential functionality, the condition of the facilities is reasonably satisfactory. However, improving maintenance should have started long ago (see Sustainability). For the most part, there are enough personnel to properly provide the services.

**Sub-Rating: 3 (for all three phases)**

Efficiency

Carrying out the programme by way of AGETIP as an experienced institution in project implementation paid off in terms of the efficiency of the execution. The overall term of the three phases was delayed by about a year. AGETIP's expertise combined with the local consultants contracted by the agency meant that few resources were needed, namely EUR 240,000 for international consultants. The margin for AGETIP (5%) is deemed appropriate. The choice of another procedure for implementation, for example through the regional ARD development

agencies, may have been more decentralised. However, this would likely entail considerable losses of efficiency since the staff and institutional capacities of for example the ARDs are still weak and, contrary to AGETIP, could only have been an alternative to the AGETIP with very strong support over time. In the follow-up project PRODEL, more funds were planned for consulting, including for the development of a maintenance concept. With regard to the sustainability and the structural effects of the project, this is an efficient and important contribution that also could have been realised in the first three phases.

The different types of infrastructure usually follow national standard models. This contributed to rapid and efficient planning and execution. Individual solutions that more precisely meet local needs would have strengthened the high utilisation only in individual cases, although possibly with higher costs.

The high utilisation of the economic infrastructure led to high income relative to the investment costs; bus stations and markets stand out in particular here. Goods depots are used less than planned due, among other things, to poor harvests in the last few years.

At 86%, the proportion of social infrastructure (in terms of the number of measures) is very high, with the most important parts being water supply, healthcare facilities and school buildings. This selection of infrastructure reflects the priorities in the local development plans. The high rates of use and the user satisfaction expressed at the local visits point to a sectoral distribution of the infrastructure measures that meets the needs of the population. From the perspective of the evaluation mission, the significance of the economic infrastructure should be emphasised nonetheless, as it creates jobs and represents a source of income for the communities. The promotion of certain economic sectors would have been able to establish longer-term economic prospects for the communities.

All infrastructures entail follow-up costs for personnel, operation and maintenance. The high proportion of social infrastructure would produce a considerable financial burden, if the communities were to pursue routine and periodic maintenance.

### **Sub-Rating: 2 (for all three phases)**

#### Impact

With phase's I-III of the programme, a contribution should be made to the promotion of local self-government and to the support of well-balanced regionally-oriented economic development for the improvement of living conditions amongst the rural population. Given the complex correlations, no indicator was defined on the impact level. This overall objective also helps illustrate the dual objective of decentralisation projects on an impact level. "Well-balanced regionally-oriented economic development" in the scope of this evaluation is understood as the improvement of the target group's living conditions, which may help counter migration away from the rural regions and into major cities.

The programme was able to selectively improve the living conditions of the target group. This is indicated by the high utilisation of the infrastructure. Better access to water, additional classrooms and healthcare facilities contribute to improved social living conditions. The economic infrastructure is able to create jobs and thus income. According to statements provided in the communities visited, the overall development has been mixed in the last few years. Some reported higher poverty levels due to poor soil and meagre harvests as well as general inflation, while others reported an improvement in the situation through additional cultivation of agriculture and better access to social services. The programme achieved selective improvements on an impact level, but other factors play an important role in the uncertainty of the overall development.

A large number of local construction companies were charged with implementing the building measures. This promoted economic activity in the local communities and sustainably improved the expertise of companies according to statements by AGETIP.

Structurally speaking, slight positive effects were seen in the communities (see Effectiveness). The communities continue to avail of these even independently of the programme, as the communities are able to use their stronger position when it comes to planning and executing other projects (see also Sustainability). On a national level, the effects were merely indirect and minor with regard to the political influence of the decentralisation process. Other projects (by AGETIP) have taken on partial aspects of the bilateral programme, but in the decentralisation sector different approaches still exist in parallel.

**Sub-Rating: 3 (for all three phases)**

Sustainability

While 90% of the infrastructures visited were functional and operated successfully, only some 20% are maintained properly. If repair works are performed at all, they serve to keep up a fundamental degree of operational capability. There is no routine and periodic maintenance. This will limit the utilisation of the infrastructure in the medium term. However, it should be noted that the infrastructures from the first phase have now been successfully in operation for nearly ten years.

The organisation of maintenance is, in principle, clearly regulated. Operating committees are responsible for smaller functions and are set up in nearly all cases; the community is responsible for larger tasks. Communication between the operating committee and the community could, however, be improved in many cases. The communities must set priorities given their tight budgets: in addition to repair and maintenance work, other expenditures such as personnel and administrative costs must also be considered. This requires sound, forward-looking financial planning. Despite further spending commitments, maintenance does not seem to be considered sufficiently. Many communities have a specific budget line for maintenance, although this is often not executed. There is little awareness of maintenance. A pilot measure for maintenance planning is being carried out in the scope of the follow-up PROD-

DEL phase, in each case for the community's entire infrastructure. This is very welcome and also pertains to the target communities of phase 1-3, but comes too late for these phases. Sound maintenance work, for example, in the first two phases, could have been used as an incentive for later infrastructure financing, for instance in phase three or the follow-up PRODDEL phase.

With regard to the financial dimension of decentralisation, the communities will still be able to generate additional income with the economic infrastructure. The development of income from the "tax rurale" is mixed. GIZ's monitoring even showed a slight decline between 2004 and 2007. However, many communities reported a positive development in the last few years. With adequate operation and maintenance, the social services would weaken the financial situation of the communities in the next few years in the absence of stronger fiscal decentralisation.

With staff continuity (which has been the case thus far at least in part), administrative and political progress on the local level will continue for the time being. The continued involvement through PRODDEL also has a stabilising effect here. Nonetheless, there are still many weaknesses even after ten years of cooperation. The current PRODDEL project therefore continues to promote the same issues on a local level. Stronger fiscal decentralisation would also be needed to continuously apply the knowledge learned.

**Sub-Rating: 3 (for all three phases)**

## Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being relevance, effectiveness, efficiency and overarching developmental impact. The ratings are also used to arrive at a final assessment of a project's overall developmental efficacy. The scale is as follows:

1	Very good result that clearly exceeds expectations
2	Good result, fully in line with expectations and without any significant shortcomings
3	Satisfactory result – project falls short of expectations but the positive results dominate
4	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
5	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
6	The project has no impact or the situation has actually deteriorated

Ratings 1-3 denote a positive or successful assessment while ratings 4-6 denote a not positive or unsuccessful assessment

### **Sustainability is evaluated according to the following four-point scale:**

Sustainability level 1 (very good sustainability): The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The overall rating on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Ratings 1-3 of the overall rating denote a "successful" project while ratings 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (rating 3).