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**Draft country programme document for Senegal (2012-2016)**

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## I. Situation analysis

1. With an average per capita income estimated at \$770 in 2010, Senegal is listed among the group of least developed countries. According to the Human Development Report (2010), the country ranks 144th out of 169 countries. A review of the 2010 national report on the Millennium Development Goals (MDGs) shows that net school enrolment rates, HIV/AIDS prevalence, access to safe drinking water and gender equality are moving in the right direction towards achievement of the Goals. However, the country has recorded very slow progress in the areas of school completion and combating maternal and infant mortality. The growth rate of the real gross domestic product, 5 per cent per year for the period 1994-2006, reached a ceiling at around 3 per cent per year between 2006 and 2010, as a result of the various energy, food, economic and financial crises. To meet the diverse challenges that continue to hold Senegal back on its path towards achieving the Goals, the Government has issued the Economic and Social Policy Paper (DPES) covering the period 2011-2015.

2. **Challenges to the promotion of good governance:** With the presidential and legislative elections of 2007 and the local elections of 2009, Senegal strengthened its tradition as a democratic country. In the area of economic governance, major progress has been made in the management of the economy. Actions undertaken have led to the strengthening of the capacity of the Delegation on State Reform and Technical Assistance (DREAT) to lead the National Good Governance Programme (PBNG), illustrated by the improvement in the quality of the Administration and Parliament. Major advances were reported in mine clearance actions in Casamance, which allowed for the resumption of economic and social activity. Nevertheless, much remains to be done to achieve the goal of complete demining by 2015. Other challenges persist in the management of the civil service and the emergence of local communities with strong economies. Furthermore, a major effort is still needed to ensure that local communities and civil society are more involved in the evaluation of public policy. With regard to gender equality, an Act on parity in elected office was adopted in May 2010. Its impact in Parliament remains limited, amounting to 23 per cent in the National Assembly and 40 per cent in the Senate. As for combating HIV/AIDS, the rate of prevalence remains at 0.7 per cent. Advocacy for the protection of the rights of persons living with this disease has led to the adoption of an Act on HIV/AIDS.

3. **Challenges to poverty reduction and economic development:** According to the evaluation report of the Poverty Reduction Strategy Paper (PRSP) 2006-2010 and the evaluation of the Millennium Development Goals (2010), there are regional disparities in poverty between rural and urban areas. They can be explained by the decline in agricultural productivity, the lack of job opportunities in rural areas and low levels of access by poor and vulnerable groups to sources of financing and energy services. These disparities are also due to women's lack of access to the means of production, as well as limited popular participation in defining local development priorities. During the period 2005-2009, the poverty rate was stagnant, going from 50.8 per cent to 50.7 per cent. Out of 100 persons living in poverty, 54 per cent live in rural areas, 29 per cent in Dakar and its suburbs and 17 per cent in other towns. According to the projections by the National Statistics and Demographics Agency (ANSD), the poverty rate in 2015 is likely to be in the neighbourhood of 38.4 per cent, compared to the 34 per cent estimated for Goal 1.

The weakness of statistical data, including gender-disaggregated data, however, is a handicap in the formulation of strategies and decision-making.

4. **Challenges in adapting to climate change for sustainable development:** Senegal is suffering the effects of climate change. The most serious impact is felt in water resources, agriculture and coastal areas. This vulnerability is manifested by a recurrence of flooding and coastal erosion, as well as by the loss of agricultural land as a result of desertification (estimated at 5 per cent of potential arable land). Coastal erosion is of even more concern since the affected areas involve the foundation of the national economy and half the population. In response to these changes, Senegal has drawn up a National Plan of Action for adapting to climate change (PANA). The lack of integration of adaptation into sectoral and local planning nevertheless remains an obstacle to the implementation of the options for adaptation that have been identified.

## II. Past cooperation and lessons learned

5. The cooperation programme for the period 2007-2011 is centred around the following two components: (1) human poverty reduction and sustainable development; and (2) strengthening of governance.

6. In the implementation of the PRSP, UNDP played a key role in supporting strategic management, which helped to strengthen the capacity of the Ministry of Economic Affairs and Finance, the Ministry of the Family and Social Development and the National Statistics and Demographics Agency in the development of tools for analysis and implementation of the economic policy document. In partnership with the Global Environment Facility (GEF), UNDP contributed to the establishment of the National Committee on Climate Change (COMNACC) and the drafting of the PANA, allowing Senegal to be among the first countries whose national executing agency was accredited by the Climate Change Fund. This enabled it to receive support amounting to \$8.6 million for the protection of coastal resources. Furthermore, partnerships established with Luxembourg, the Bill and Melinda Gates Foundation, the United Nations Volunteers and the United Nations Capital Development Fund (UNCDF) contributed to an increase in income of rural populations, strengthening of the decentralized financial system, promotion of access to energy services and establishment of nature reserves for the preservation of biodiversity. Senegal thus succeeded in extending its protected areas, which rose from 8 per cent of its territory in 2006 to 11 per cent in 2009, significantly closer to the goal of 12 per cent by 2015.

7. In the area of governance, partnership with Spain and France has allowed significant progress to be made through the completion of the framework study on State reform which will constitute the backbone of the reform of the administration and Parliament. UNDP also encouraged the Government to take up the challenge of improving resource absorption capacity by establishing a support unit with the MEF. Partnership with the European Union has allowed Senegal to make advances in mine clearance efforts in Casamance to enable the resumption of economic and social activity. Furthermore, UNDP support was decisive in the development of a national contingency plan for increased resilience in natural disasters.

8. UNDP, in collaboration with other United Nations agencies, ensured that gender was taken into account in the DPES and the United Nations Development

Assistance Framework (UNDAF). This contributed to capacity-building among actors, with the publication of a guide on gender and a study on the profile of disparities. UNDP supported the elaboration and implementation of the National Gender Equality Strategy (SNEEG). Regarding HIV/AIDS, UNDP help to reinforce the economic capacity of persons living with HIV/AIDS by establishing ad hoc lines of credit.

### **III. Proposed programme**

9. In support of the implementation of the DPES, the present draft country programme aims at upholding Government efforts to achieve the Millennium Development Goals. UNDP assistance, in conformity with the framework for acceleration of the Goals, will focus on: (a) governance to achieve the Goals; (b) combating poverty by creating economic development opportunities; and (c) adapting to climate change for sustainable development.

10. Under governance to achieve the Goals, UNDP will provide support at the strategic and operational level by focusing on building capacities within key institutions. Capacity-building activities will involve: (a) DREAT for the implementation of the framework for State reform; (b) Parliament to develop a network of parliamentarians to advocate for the implementation of the National Strategy for acceleration of the achievement of the Goals; (c) the National Social Dialogue Committee (CNDS) for the implementation of the National Social Dialogue Charter; (d) structures in support of local communities for local economic development, through the operation of Community Development Houses (MDL). UNDP will also strengthen its support and advisory role as a strategic partner in the implementation, monitoring and evaluation of DPES. It will increase its involvement in the implementation of SNEEG, the achievement of Goal 3 and advocacy in combating HIV/AIDS.

11. In the area of combating poverty, UNDP will continue its role as lead agency of creating economic development opportunities by supporting strategic management enabling the Goals to be met more quickly and advocacy for poverty reduction. In this context, targeted support will be provided: (a) to the National MDG Committee in the definition and implementation of the national strategy for accelerated achievement of the Goals; (b) to the Ministry of Economic Affairs and Finance (MEF) in conducting strategic studies to facilitate advocacy and mobilization of additional resources; (c) to ANSD for the operation of the National Observatory for monitoring poverty; (d) to local communities in updating local development plans aimed at accelerating the achievement of the Goals. On the operational level, actions will focus on: (a) expansion of the community development fund in partnership with the Grand Duchy of Luxembourg, the International Labour Organization, the United Nations Industrial Development Organization, UNCDF and ministerial departments responsible for social development, access to employment and decentralized financing institutions; and (b) improved access to energy services, in partnership with the Bill and Melinda Gates Foundation, the Ministry of Industry and non-governmental organizations.

12. With regard to adaptation to climate change, UNDP support will focus on the implementation of PANA and pilot projects to enable Senegal to gain access to new financing mechanisms in the post-Kyoto negotiations. The activities will include:

(a) integration and adaptation to climate change in local planning documents, in partnership with the Ministry of the Environment, COMNACC and the Directorate of Planning, Local Communities and the Northern Regions; (b) definition and dissemination of a model eco-village in partnership with local communities, the National Eco-village Agency and GEF; (c) the development of pilot sites resistant to climate change for the preservation of biodiversity and to combat desertification and coastal erosion, in partnership with GEF, Japan, the Ministry of the Environment and local communities.

#### **IV. Programme management, monitoring and evaluation**

13. National execution will be the preferred modality for programme implementation. Direct execution will be applied as needed. The harmonized approach to cash transfer will be implemented. Utilization of authorization of financing and confirmation of expenditures is generalized.

14. UNDP will continue to consolidate its partnership with the Government of Senegal in the strategic areas relating to its comparative advantages. Synergy will be reinforced with development partners, civil society, universities and research institutes and United Nations agencies to support the country in accelerated achievement of the Goals. Emphasis will be placed on establishing joint programmes according to the principle “delivering as one”.

15. UNDP will use core resources and mobilize additional financing from other development partners, including emerging countries. The use of counterpart financing and co-financing with the Government will be encouraged.

16. The monitoring and evaluation mechanisms of DPES and UNCDF provide the frame of reference for programme monitoring and evaluation. The monitoring and evaluation of the present programme will thus take place at the same time as that of UNCDF through: (a) an annual review; (b) an external midterm evaluation; and (c) a final evaluation.

## Annex

### Results and resource framework

**NATIONAL PRIORITY OR OBJECTIVE:** Establishment and consolidation of the fundamental principles of good governance

**UNDAF OUTCOME 9:** National institutions (central, territorial and local) ensure accelerated achievement of the MDGs in a participatory, transparent and equitable manner in accordance with international commitments.

**Corresponding priority areas of the Strategic Plan:** Democratic governance

<i>Contributions from governmental partner</i>	<i>Contributions from other partners</i>	<i>Contributions from UNDP</i>	<i>Indicators, baselines and targets for UNDP contributions</i>	<i>Indicative outputs from the country programme</i>	<i>Indicative resource totals, by outcome (in United States dollars)</i>
Government of Senegal : Formulation, leadership implementation, monitoring and evaluation	Development partners will continue their support to the implementation of PNBG in the areas of reform of the public administration and decentralization.	UNDP support will focus on capacity-building in key institutions, with a view to the promotion of governance for the achievement of the MDGs.	<p><b>Indicator 1:</b> Ministries with medium-term expenditure frameworks (CDSMT)  <b>Baseline:</b> 5 (2011)  <b>Target:</b> 12 (2015)</p> <p><b>Indicator 2:</b> Assessment of network activities  <b>Baseline:</b> No network  <b>Target:</b> Network operational</p> <p><b>Indicator 3:</b> Number of community development houses in operation  <b>Baseline:</b> 2  <b>Target:</b> Each rural community has a CDH in areas of UNDP/UNCDF intervention</p>	<p>Output 1: Framework for State reform implemented</p> <p>Output 2: Network of parliamentarians for accelerated achievement of MDGs operational</p> <p>Output 3: Community development houses strengthened and operating</p>	<p><b>TRAC:</b> \$6,950,000</p> <p><b>Other:</b> \$12,000,000</p>

**NATIONAL PRIORITY OR OBJECTIVE:** Creation of opportunities for economic development of rural areas

**COUNTRY PROGRAMME/UNDAF OUTCOME 1:** Income of rural populations/producers (M/W) have increased in the areas of intervention.

**Corresponding priority areas of the Strategic Plan:** Poverty alleviation

<p>ANSO oversees operation of the observatory. Local communities adopt and implement plans and budgets to promote empowerment of women. The Government is responsible for mobilizing resources and effective implementation of the sectoral policy letter on micro-finance.</p>	<p>The Grand Duchy of Luxembourg, the International Labour Organization and the United Nations Industrial Development Organization, through the Indicative Cooperation Programme, continue to strengthen local economic and social development efforts. The Bill and Melinda Gates Foundation and GEF support an increased supply of energy services. Civil society contributes to the grass-roots organization of communities.</p>	<p>UNDP support will play a role as catalyst in the partnership. Emphasis will be placed on support/advice with a view to the establishment and implementation of essential agreements for the realization of platforms driving sustainable economic and social development.</p>	<p><b>Indicator 1:</b> National strategy paper for acceleration of MDGs <b>Baseline:</b> National strategy paper for accelerating achievement of MDGs not yet drafted <b>Target:</b> 2012: National strategy endorsed and implemented <b>Indicator 2:</b> Observatory in operation <b>Baseline:</b> Observatory not operational (administrative bodies and equipment not established) <b>Target:</b> Poverty profile and National Human Development Report every two years <b>Indicator 3:</b> Rate of access to energy services <b>Baseline:</b> Less than 30% of target populations <b>Target:</b> At least 50% of populations by 2015 in areas of intervention</p>	<p>Output 1: National strategy to accelerate achievement of MDGs designed and implemented Output 2: National observatory to monitor poverty operational Output 3: Network of multi-function platforms expanded Output 4: Two community development funds in operation, reaching at least 50% of women</p>	<p><b>TRAC:</b> \$3,873,000 <b>Other:</b> \$8,200,000</p>
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**Indicator 4:** Coverage of financing to benefit the poor

**Baseline:** Less than 20% of target groups have access to financing

**Target:** At least 60% of target groups benefit from lines of credit established in zones of intervention

**NATIONAL PRIORITY OR OBJECTIVE:** Access to social services, social inclusion and sustainable development

**COUNTRY PROGRAMME/UNDAF OUTCOME 8:** Adaptation to climate change promotes the development of sustainable means of existence.

**Corresponding priority area of the Strategic Plan:** Environment and sustainable development

<p>The Government ensures implementation of decentralization. Local communities lead the updating of local development plans taking into account adaptation to climate change.</p>	<p>The informal group of donors active in the field of the environment provides coordinated technical and financial support in adaptation to climate change with the help of regions of the north and GEF.</p>	<p>UNDP support serves as a catalyst in forming partnerships with GEF, the regions of the north, the Government and local communities.</p>	<p><b>Indicator 1:</b> Percentage of communities with planning tools taking into account adaptation to climate change</p> <p><b>Baseline:</b> Adaptation to climate change not taken into account in planning tools</p> <p><b>Target:</b> In the zones, territorial climate plans are defined in year 3</p> <p><b>Indicator 2:</b> Concept of a sustainable and operational eco-village</p>	<p>Output 1: Local planning tools integrating adaptation to climate change defined and applied</p> <p>Output 2: A model eco-village defined and disseminated</p> <p>Output 3: Pilot sites developed and resisting climate change</p>	<p><b>TRAC:</b> \$2,694,000</p> <p><b>Other:</b> \$7,400,000</p>
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**Baseline:** New concept

**Target:** At least eight sites transformed into eco-villages in year 4

**Indicator 3:** Number of sites developed

**Baseline :** Experiments under way at four sites

**Target:** At least three sites in year 3.

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