

The survey sought to measure objective evidence of progress against 13 key indicators on harmonisation and alignment (see Foreword). A four-point scaling system was used for all of the “Yes/No” questions:

1. “Yes without reservations” represented here as: **YES!**
2. “Yes with reservations”: represented here as: **YES**
3. “No with reservations” represented here as: **NO**
4. “No without reservations” represented here as: **NO!**

Specific technical criteria were suggested to guide responses (See Annexes). Respondents were also invited to provide a brief explanation when they expressed reservations (Categories 2 and 3 above). The qualitative information they provided has informed this chapter.

A full poverty-reduction strategy paper (PRSP) was completed in Senegal in December 2001. Even if some harmonisation and alignment principles are contained in the framework of documents around the PRSP, it does not articulate a government plan for harmonisation and alignment. While a donor co-ordination group does exist, there is still significant scope for the government to enhance its ownership over it. With regard to choice of aid modalities, the government would like to see donors making greater use of budget support as a way of moving forward on the harmonisation and alignment agenda. On the whole, progress on harmonisation is cautious with the possible exception of the health sector. Finally, there are capacity and human resource issues for both the government and donors.

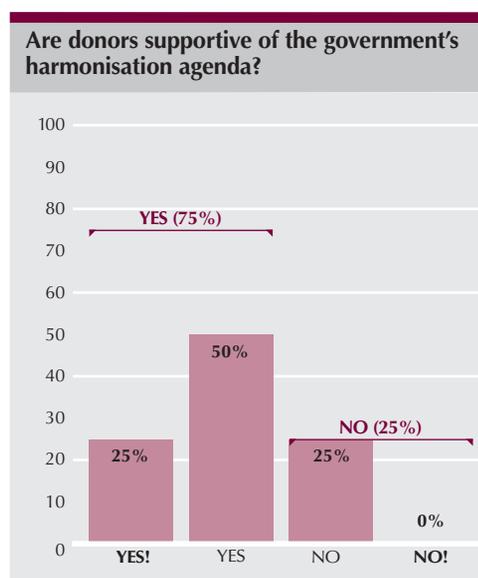
## OWNERSHIP

### A CLEAR AGENDA ON HARMONISATION

According to this survey, 75% of donors indicated that they are supporting the government’s policy agenda (see Figure 12.1 – Indicator 1). On the harmonisation front, however, no document currently sets out the government’s strategy for harmonisation in Senegal. This being said, harmonisation and alignment principles

are contained in the framework of documents around the PRSP; sector documents (e.g. health sector); action plans resulting from the country financial accountability assessment (CFAA) and the country procurement assessment review (CPAR) diagnostic reviews; and the framework of the national good governance programme.

**FIGURE 12.1**  
**INDICATOR 1**



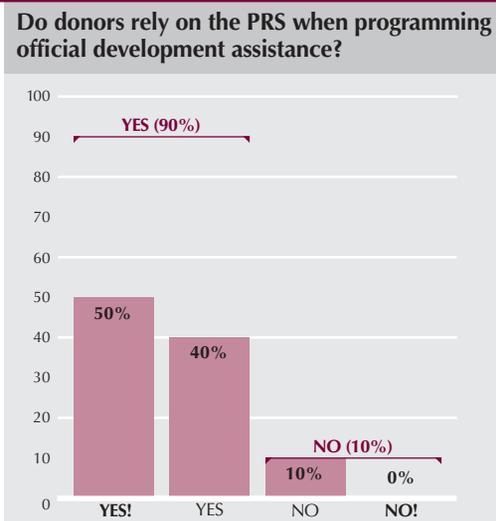
**TABLE 12.1  
INDICATOR 2**

Is government co-ordinating aid?		
Is there a formalised process for dialogue?		NO
Is government proactive?		NO
Is government in the driving seat?	YES	
Do donors' rules support harmonisation?	YES	
<b>63%</b>		
<b>% of donors who take part in co-ordination</b>		

**TABLE 12.2  
INDICATOR 3**

Capacity development		
<b>► Have weaknesses been identified?</b>		
In public financial management	YES!	
In budget planning and execution	YES!	
In co-ordination of aid	YES!	
<b>► Are weaknesses being addressed?</b>		
In public financial management	YES	
In budget planning and execution	YES	
In co-ordination of aid		NO!
<b>► Is the level of support appropriate?</b>		
In public financial management		NO
In budget planning and execution		NO
In co-ordination of aid		NO!

**FIGURE 12.2  
INDICATOR 4**



### FORMAL GOVERNMENT-LED FRAMEWORK FOR DIALOGUE AND CO-ORDINATION

No formal co-ordination framework currently exists and the government reports not having organised any specific donor co-ordination meeting since September 2003. This being said, government's commitment to enhance co-ordination and harmonisation is exemplified by the implementation of the CFAA and CPAR action plans and the development of sectoral co-operation frameworks.

On the donor side, there is a donor co-ordination group. However, it still does not play a very active role and does not involve many donors. Government leadership is stronger in some sectors such as the health sector, private sector development, education, public financial management, and decentralisation (see Table 12.1 – Indicator 2).

### CAPACITY DEVELOPMENT

The government recognises that capacity weaknesses exist in procurement, budget formulation, execution, reporting and review, and aid co-ordination (see Table 12.2. – Indicator 3). The CFAA and CPAR diagnostic reviews are helping to establish the nature of these weaknesses, and are leading to the development of action plans to address them. Aid co-ordination weaknesses are recognised within the framework of the national good governance programme but have not been addressed yet.

The capacity-building process is moving slowly, partly due to the scale of the reforms needed and also, according to the government, because of the extensive administrative procedures donors have to go through before mobilising resources. The government also notes that resources committed by donors to improve capacity development are still insufficient.

Is budget support predictable and aligned?				
Are budget support donors making:	YES!	YES	NO	NO!
► multi-annual commitments?	United Nations World Bank	European Commission	Canada	France Japan
► timely commitments?		United Nations	Canada Japan	France
► timely disbursements?	United Nations	Canada	European Commission	France

TABLE 12.3  
INDICATOR 5

## ALIGNMENT

### RELIANCE ON PARTNERS' NATIONAL DEVELOPMENT STRATEGIES

The government completed a full PRSP in December 2001 with four pillars:

1. Wealth creation.
2. Capacity building in, and development of, social services.
3. Improvements in the living conditions of the poor.
4. Implementation of the strategy and monitoring of its outcomes.

According to the donors consulted in this survey, implementation of the strategy has been limited with insufficient prioritisation and only two line ministries (education and health) having achieved output oriented budgets. The introduction of sector medium-term expenditure frameworks (MTEFs) is being considered, though progress is yet to be made in this area. Additional work on refining the PRSP indicators is underway. To this end, a national workshop was held in December 2003.

With regard to the PRSP reviews, donors noted that they have been too general and insufficiently results-focused; and do not provide a sound basis for allocating resources with a few notable exceptions in some sectors (see Figure 12.2 – Indicator 4). One bilateral donor reported, for example, that the PRSP review provided useful indicator-based results in the areas of education, governance and decentralisation.

### Use of partner country systems

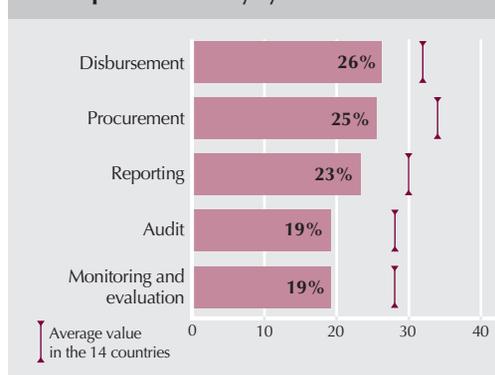


FIGURE 12.3  
INDICATOR 6

### BUDGET SUPPORT

The European Commission reports that a multi-annual budget support programme is currently being planned (due to run from 2004 to 2007). A bilateral donor mentions a budget support pilot planned for the education sector. In addition, the Ministry of Education has produced an MTEF which will be used as the basis for support (see Table 12.3 – Indicator 5).

### PROJECT SUPPORT

In comparison with other countries surveyed, Senegalese government systems are used less than the average (see Figure 12.3 – Indicator 6).

In explaining low use of country systems, one multilateral agency notes that: “We must follow our administrative procedures in all of the fields below; however, we seek as far as possible to ensure their coherence with the procedures of the government.”

**TABLE 12.4**  
**INDICATOR 8**

<b>Alignment with sector programmes</b>					
	<b>Health</b>	<b>Education</b>	<b>Water</b>	<b>Transport</b>	<b>Agriculture</b>
<b>► Are sector systems in place?</b>					
Is government leading in the sector?	<b>YES!</b>	<b>YES!</b>	<b>YES!</b>	<b>YES!</b>	<b>YES!</b>
Does a clear sector policy exist?	YES	YES	NO	YES	NO
Is a sector medium-term expenditure framework (MTEF) in place?	NO	NO	<b>NO!</b>	<b>NO!</b>	<b>NO!</b>
Is there sector co-ordination?	YES	YES	NO	NO	NO
Is a sector monitoring system in place?	NO	<b>YES!</b>	<b>NO!</b>	<b>NO!</b>	<b>NO!</b>
Are systems being harmonised?	<b>NO!</b>	<b>NO!</b>	<b>NO!</b>	<b>NO!</b>	<b>NO!</b>
<b>► Are donors supporting the sector systems?</b>					
Are the systems aligned with government policies?	<b>YES!</b>	<b>YES!</b>	NO	YES	YES
Are funds integrated into the the MTEF?	NO	NO	<b>NO!</b>	<b>NO!</b>	<b>NO!</b>
Are donors using the government monitoring system?	NO	NO	NO	NO	NO

## SECTOR SUPPORT

Indicator 8 measures donor support to sectors in key policy areas (see Table 12.4).

### Health sector

According to this survey, 90% of donors are active in the health sector in Senegal. The government has a health strategy, although as one bilateral donor notes: "... it is only a source of information because it is not always well defined in terms of objectives, verifiable indicators and means of implementation."

The government is reported to have limited absorptive capacity due partly to the slowness of its administrative procedures but also the multiplicity of donor procedures. A formalised sector donor co-ordination process exists and is reported to function well, with monthly meetings. A government performance-management system has just been designed but is not yet operational.

### Education sector

Canada is planning a budget support pilot for the education sector and the Ministry of Education has produced a MTEF which will be used as the basis for support, although it is not yet in place. Under the Canadian pilot, an annual audit is planned, to be undertaken jointly by the government and an independent inspector. It is hoped that other donors will join the process and Canada is working to develop financial procedures to ensure appropriate planning, budget execution and control to encourage this.

### Water sector

Though reform in the water sector policy has been undertaken, there is not yet a functional action plan or operational strategy. Some donors, such as the European Commission, are working on a sector programme, which is still in its infancy. Only one water sector donor co-ordination meeting has taken place to date. There currently appears to be little progress towards harmonisation in the sector.

### Transport and rural development sectors

Minimal progress towards harmonisation appears to be made in transport and rural development sectors.

## HARMONISATION

Progress is slow in most areas of the harmonisation agenda in Senegal. It has been suggested that sharing information and increasing co-ordination among donors might be two concrete steps that would improve it.

In addition, according to this survey donors will need to make efforts to address capacity needs effectively. As the “Aid Harmonisation & Alignment” Web site (*www.aidharmonisation.org*), notes, the PRSP completed in December 2001:

... presents an opportunity for development co-operation partners to streamline their practices and procedures and notably their reporting requirements. The first Strategic Partnership with Africa (SPA) harmonisation mission to Senegal in November 2002 has articulated recommendations to facilitate aid harmonisation around the PRSP. The findings of the mission, supported by the results of fiduciary diagnostic instruments, concluded that public expenditure links to programme objectives need strengthening and that improvements were needed in expenditure monitoring.

At the request of the government, an initial World Bank exploratory harmonisation mission was carried out prior to the Rome High-level Forum. However, the development of the harmonisation programme is currently on hold pending further confirmation of the government on its readiness to lead the process.

Are donors streamlining conditionality?		TABLE 12.5 INDICATOR 7
Direct budget support	YES!	
Health sector	NO	
Education sector	YES	
Water sector	YES	
Transport/road sector	YES	
Rural development agriculture	NO	

Who is delegating co-operation?				TABLE 12.6 INDICATOR 9
YES!	YES	NO	NO!	
World Bank	Belgium	Canada	France Germany Italy Japan Spain European Commission United Nations	

## STREAMLINING CONDITIONALITY

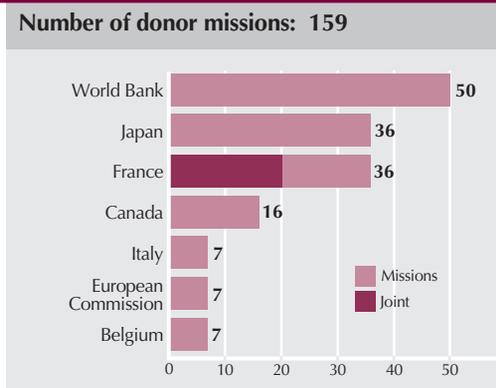
There is currently no streamlining of conditions in any modality or sector (see Table 12.5 – Indicator 7). However, progress is being made in some areas:

- Strong co-ordination between donors is reported, in an attempt to define common general conditions, in particular within the framework of the evaluation of public finance systems.
- Donors working in the health sector are working towards the implementation of common policies.
- Discussions are taking place in the education sector around a draft joint framework agreement between donors and the government.

## DELEGATED CO-OPERATION

Indicator 9 (see Table 12.6) shows that only one donor in Senegal (the World Bank) reports to be party to an agreement to perform tasks on behalf of other donors. Canada is currently discussing implementing such an arrangement in the education sector with a partner.

**FIGURE 12.4**  
**INDICATOR 10**



## DONOR FIELD MISSIONS

Approximately 150 missions took place in 2003, with around 13% of all missions being undertaken jointly. Three donors (the World Bank, France and Japan) accounted for 77% of the total number of missions (see Figure 12.4 – Indicator 10).

## STREAMLINING DIAGNOSTIC REVIEWS

At least six diagnostic reviews were undertaken in 2001-03 in Senegal: two involved more than one donor and produced an action plan (Indicator 11 – Table not presented).

**TABLE 12.7**  
**INDICATOR 13**

**Who is sharing country analytic work?**

YES!	YES	NO	NO!
World Bank	Belgium	Canada France Germany European Commission United Nations	Italy Japan Spain

Several donors, including the World Bank, conducted the CFAA and CPAR reviews in the first half of 2003. Work on the two resulting reports was undertaken in conjunction with a public expenditure review. An HIPC (heavily indebted poor countries) tracking assessment was undertaken in 2001. In 2003, donor audits and a European Commission conformity test were also conducted.

## DISCLOSING INFORMATION

According to this survey, 50% of donors (Indicator 12a –Table not presented) claim to notify government on indicative disbursements they plan to release over at least a three-year period.

50% of donors (Indicator 12b –Table not presented) claim to provide comprehensive and regular information about in-country disbursements.

Only one donor, the World Bank, regularly shares information on its country analytic work on the country analytic Web site (see Table 12.7 – Indicator 13).

**ACRONYMS**

CFAA	Country financial accountability assessment
CPAR	Country procurement assessment report
HIPC	Heavily indebted poor countries
MTEF	Medium-term expenditure framework
PRSP	Poverty-reduction strategy paper
PRS	Poverty-reduction strategy
SPA	Strategic Partnership with Africa
UN	United Nations

