



Case Study
Senegal

EVALUATION OF THE NATIONAL HUMAN DEVELOPMENT REPORT SYSTEM

**HUMAN
DEVELOPMENT**

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Executive summary

The purpose of the national human development report (NHDR) is to promote the human development approach. Senegal's political and intellectual climate helped promote the NHDR, which became a reliable performance chart and surveillance tool consulted by key national actors and development partners. The pertinent and objective analysis of major issues discussed in the three successive national reports ('Human Security in Senegal' in 1998, 'Governance and Human Development' in 2001 and 'Sustainable Local Development' in 2004), the provision of reliable data, the discussions triggered around some sensitive indicators, and the broadening of the process to an increasing number of actors, have all significantly contributed to this success.

The NHDR system in Senegal is becoming stronger; the sense of national ownership of the system has increased since the 2001 NHDR and its impact on governmental policy is perceptible through institutional measures and the initiation or redefinition of development programmes.

Owing to Senegal's historic role in the region, the fact that the government, which has been in power since 2000, is highly sensitive to human development (HD) issues and to the forthcoming elections, the NHDR has become a challenge for all actors. This situation is as favourable as it is risky

There is a need to consolidate the NHDR's credibility, particularly by adapting the assessment techniques to the Senegalese context, strengthening the participatory nature of the production process, and improving the dissemination of the NHDR.

Introduction

Human development reports (HDR) have promoted the concept of development that is not focused solely on economic growth but also incorporates the satisfaction of the populations' multi-dimensional needs, as well as the latter's ability to influence this development. The national human development reports (NHDR) apply this universal advocacy at the country level by taking the local context into account. The NHDR system, which was initiated in 1992, has not been appraised so far. This report is in keeping with the evaluation of NHDRs undertaken by the UNDP Appraisal Office and examines the Senegalese case. Its objectives, questions, evaluation criteria and methodological approach are specified in the Terms of Reference of the CODESRIA- RBA Region Evaluating Team and the related methodological framework (Annex I).

This report examines two key questions:

- Is the NHDR an efficient tool for the promotion of the human development approach in Senegal?
- What changes has it generated in this regard?

Senegal provides more favourable grounds for the NHDR experience than many other countries in the region. There are at least two reasons for this. As in other countries in Africa, adjustment policies that focused exclusively on macroeconomic balance and growth failed in Senegal. This failure led to the search, beginning in the early 1990s, for alternative solutions to poverty reduction. These alternative solutions, by their nature and definition, fall within the purview of human development (HD). The second advantage – and this is where Senegal's specificity lies – is the openness of Senegal's well-entrenched and stable political space, which provides the best framework for dialogue on ongoing development approaches.

Initially, well-informed national actors (the government and intellectual elite) were interested in the HD issue because of Senegal's low rank in the human development index (HDI) and the sensitivity surrounding this issue. By examining this issue more closely, the NHDR gave a completely different dimension to the debate, which had a great impact on both public perception as well as on the new development policies and programmes initiated by the government or

development partners. The UNDP ~~Assessment~~ Evaluation Office is thus fully justified in its choice to include Senegal among the two countries from the region to be a case-study.

This report evaluates the NHDR as a process and a system. In accordance with the defined methodological framework and within the limits imposed by a study tour not exceeding five days, the evaluation team resorted to discussions with qualified informers to collect data on the NHDR production and dissemination process and on its impact on policies. Due to difficulties on the ground, it was not possible to meet all the desired informers; the evaluation team therefore selected the most well-informed individuals and ensured that the three poles of NHDR authors (government, civil society and UNDP officials) were represented on the panel.

The report also made use of other sources:

- Senegal's NHDR
- Accessible documentation on the UNDP/Senegalese Government cooperation
- Internet sites

The evaluation team was not aware of any documents on the background or evaluation of the different NHDR experiences. To avoid relying solely on the memory of interviewees, the team could have resorted to archival research to better understand the production and dissemination process of the NHDRs. Unfortunately, the team did not have enough time.

This report is structured in the following manner: Section I examines the socio-economic and political context of Senegal; Section II deals with the production and dissemination process of NHDRs; Section III looks at issues relative to the strategic position of the NHDR; Section IV analyses the influence of NHDRs in Senegal; and Section V outlines lessons learned and conclusions.

I. Country context

Covering an area of 196, 722 km², Senegal has a population of 10 million inhabitants composed of 20 ethnic groups, the major ones of which are the Wolof (43 percent), Pulaar (24 percent) and Serer (15 percent). The population has tripled over the past 40 years and it is projected that it will double in the next quarter century, given that a high demographic growth of at least 2.3 percent will be registered in the next 15 years. The urbanization rate was 47 percent in 1999 against 32 percent in 1960.

Senegal's GDP growth rate rose from 5.4 percent in 2000 to 6 percent in 2004. This limited growth was due to the low level of investment, particularly, direct foreign investments, in the productive sector. To achieve the 50 percent poverty reduction objective by 2015, Senegal must obtain a higher growth rate (of 7 percent to 8 percent) even though the growth projections are not optimistic.

Senegal has been ranked among the least developed countries since 2001; it thus benefits from the Heavily Indebted Poor Countries initiative, the completion point of which it reached in April 2004. According to a report issued by the poverty reduction programme monitoring unit, Senegal's poverty rate was 52.5 percent in 2005.

An official document (2004-2008 Integrated Programme Document) shows that the human development index (HDI) increased from 0.416 in 2000 to 0.431 in 2003. The consensus reached on human development (HD) in Senegal does not seem to stem from the passive adhesion to formulas advocated abroad. It is not an overstatement to say that the historical and socio-political context of Senegal predisposes it not only to adopt this approach, but also to give it a boost.

Firstly, Senegal, after it achieved independence in 1960, positioned itself to play a leadership role in West Africa, as well as on the continent. To give concrete expression to this ambition, Senegal paid particular attention to its relative rank in overall development compared to other countries in the continent. In addition, Senegal's Heads of State have generally been interested in the intellectual debate and global visions for their country as well as for Africa. On several occasions, President Leopold Senghor denounced "...the deterioration of terms of trade..." between the North and South and more recently, President Abdoulaye Wade was the co-architect of the major continental project, the New Partnership for Africa's Development. For this reason, Senegal is particularly sensitive to its rank in the 2005 global human development report (HDR).

Secondly, Senegal has a long-standing tradition of political openness. From the time of its colonial era, the major Senegalese cities (the four communes) enjoyed the same system of liberties as Metropolitan France; this distinguished them from the rest of colonial Africa. Subsequently, and notwithstanding the one-party-system interlude, Senegal was the first post-colonial French-speaking African country to establish the multi-party system (initially restricted under President Leopold Senghor but later opened up) even before the end of the cold war. Among the post-colonial french-speaking African countries, it is the only country that never experienced the overthrow of constitutional rule by force. In 2000, the Senegalese exception was confirmed by the advent of political change and the end of the reign of Socialist Party (*Parti Socialiste*) which had been in

power since independence. The political space was thus enlarged thanks to greater press freedom and dynamism.

Thirdly, Senegal has an intellectual and a cultured political community. In addition, Senegal is highly represented in international institutions and is thus well acquainted with the major issues that face the international community. The intellectual scene is very lively and elevates debate within society. To illustrate what the Council of Development Support NGOs (CONGAD) refers to as “the maturing of the citizen phenomenon”, we would like to mention the turmoil caused in summer 2003 by three books – written by different authors¹ and published almost at the same time – which deal with different issues but link up in one form or another on the issue of good governance.

Fourthly, Senegal’s socio-economic context resulted from a long period of stabilization and structural adjustment. The structural adjustment programmes improved the macroeconomic framework, but resulted in a perceptible slowdown in growth from 1979-1993. After the devaluation of the CFA Franc in 1994, Senegal resumed its development, with a real GDP growth rate of 2.9 percent in 1994 and over 5 percent, on average, between 1995 and 2003. But paradoxically, this positive economic performance did not contribute significantly to improving the living conditions of the Senegalese population.

The above mentioned factors help explain why Senegal is highly receptive to the HD approach. From the end of the 1990s, the Government and its development partners recognized the urgent need to examine new measures that would improve the welfare of the Senegalese population. Following a participatory preparation process, the Government adopted a Poverty Reduction Strategy Paper (PRSP) in 2001, based on ‘shared growth’ and the satisfaction of the poorest populations’ basic needs. The PRSP, approved by the Bretton Woods institutions in December 2002, has become the Government’s frame of reference for the formulation of economic policy for growth and for the fight against poverty. It serves as a basis for the preparation of sectoral development plans and investment programmes. Even though it was not initially designed in compliance with the concept of HD, strictly speaking, it represents an opportunity to make the HD approach more effective.

The PRSP is structured around the following four axes:

1. creating wealth within a healthy macroeconomic framework
2. capacity building and the promotion of basic social services
3. improving the living conditions of vulnerable groups
4. employing participatory implementation and the monitoring and evaluation approach based on the decentralization of management.

At present, 55 donors intervene in Senegal through 520 projects. The United Nations System provides 32 percent of the global external assistance.

¹ Coulibaly, Abdou Latif, *Wade, un opposant au pouvoir : l’alternance piégée ?*
Sy, Jacques Habib, *Crise de l’audio visuel au Sénégal*
Aidara, Nassardine, *Aux victimes du bateau le Joola*

II. The national human development report system

The national human development report (NHDR) system in Senegal is in line with the United Nations Development Programme's (UNDP) recommendation on the production of a national report, subsequent to the Global HDR, which would echo the latter's message at the country level, based on the local context. At the time of this evaluation, Senegal had already published two NHDRs – the first in 1998 and the second in 2001 – and was preparing to publish the 2004 report. The 1998 NHDR was initiated by UNDP, in agreement with the Senegalese authorities, to promote the HD approach. The Senegalese Government's adherence to this concept was confirmed by the adoption of the 9th orientation plan for economic and social development (1996-2001), which focused on the theme of "competitiveness and sustainable human development". In addition, the Government adopted the National Poverty Reduction (1997) and Good Governance Promotion (1998) Programmes. It entailed coming to terms with a deficit that is similar to a structural phase lag: Senegal has, since 1990, registered a remarkable discrepancy between the classification of its GDP and its rank in relation to the HDI, a gap that continues to be unfavourable to the latter.

The 1998 NHDR was the first experience of this kind. The participatory aspect appears to have been greatly limited. Besides, few interviewees remembered the process precisely. The NHDR was initiated by a two-day seminar, organized by the UNDP and the Government in December 1997 and attended by participants from various sectors (government, parliament, civil society, non governmental organizations, representatives of the United Nations System, national independent experts). The conclusions of the seminar determined the main theme of the report: 'human security in Senegal', following the 1994 Global HDR on the same theme. Thus, the 1998 NHDR was the product of a team of national experts, backed by UNDP and the Planning Department of the Ministry of Finance and the Economy. Prior to its launching, it was validated by a seminar attended by representatives of all sectors.

The publication and dissemination of the 1998 NHDR by the UNDP was a turning point for the development approach in Senegal. However, with the publication of the 2001 report, which focussed essentially on the theme 'governance and human development', the NHDR became a methodical framework for reflection and advocacy on the HD issue in Senegal. It is an independent publication commissioned by UNDP and supported by the Government. A Steering Committee, composed of representatives of the Government, civil society, academic world, private sector and the United Nations System, defines the orientation and validates the text prepared by a team of national independent consultants and provides the latter with the required technical support.

The preparation of the 2004 NHDR had just been completed at the time of the evaluation. The process resulted in the formalization of the production and promotion methods and framework. The production process was similar to that of the 2001 report: the Steering Committee provided the guidelines; a smaller technical committee representing the same sectors that comprised the Steering Committee was entrusted with the initial validation of the proposed texts. However, the most significant innovation was the creation of a national HD Forum (more than 150 members representing all the actors involved in the economic and social process). This Forum was tasked with formalizing the national consultation and building consensus. The Forum met to choose the principal theme of the 2004 NHDR and then to validate the report in its final form.

When analysing the NHDR as a vehicle of advocacy and HD promotion, one must ascertain whether it has the necessary relation of complementarity with other initiatives targeting the same objectives and whether it is likely to expand these, both in terms of strategy and operational programmes. From this viewpoint, the NHDR will be similar to the surveillance link of a sustainable HD system regrouping the Millennium Development Goals (MDG), sustainable development and Poverty Reduction Strategy Papers. At the government level, the current perception is that HD cannot be effective unless the MDGs are achieved.. There is thus a need for UNDP to examine the best way of harmonizing all these initiatives that are geared towards the promotion of HD.

II.1. NHDR production process

The three above-mentioned NHDRs (1998, 2001, 2004), underwent, at varying degrees, a participatory approach with respect to the selection of themes and the validation of the final report. Most of the interviewees felt that the themes selected were in line with the real concerns of Senegalese society. The progressive improvement of the NHDR process from one report to the next is particularly worth noting.

II.1.1. The 1988 NHDR

This was Senegal's first NHDR, and therefore the country's first experience with and exposure to the NHDR exercise. The selected theme – 'Human Security in Senegal' – was related to a new axis in the UNDP/Government partnership experience. A mission from the UNDP head office supported the process by providing a reference document that served as operational support for the preparation of the report and the formulation of recommendations for the implementation plan. The latter included the establishment of a Steering Committee and a Reading Committee; and conducting seminars to validate the drafts and officially launch the report. The report was drafted by a multidisciplinary team of national independent consultants.

The choice of the theme, 'human security', reflected the desire of policy-makers and other development partners to tackle the malaise that afflicted Senegal's economic, social and political spheres (in connection with the electoral controversy) during the 1990s : the perceptible regression of social indicators, which showed that Senegal's economic performance was not improving the wellbeing of the majority of Senegalese. The NHDR attempted to provide a global assessment of this situation as illustrated by Senegal's low HDI (Senegal was ranked 160th according to the 1997 Global HDR); other indicators concerned the principal dimensions of human insecurity (political, economic, physical, health, food and nutritional, environmental and relative to social cohesion).

The thorough analysis effected in the 1998 NHDR highlighted the pertinence of the theme and led to a HD approach based on a criticism of past development policies and proposals for the redirection of strategic choices, the improvement of general trends, the development of decentralization, and the promotion of a strong civil society.

Most of the interviewees had no reservations about the reliability of the statistics produced in the 1998 NHDR. However, the report estimated the poverty rate at 48.7 percent, while the national poverty reduction coordinator (Ministry of Finance and the Economy), in order to demonstrate that poverty has a tendency to decline, quoted the results of the national surveys

organized in 1998 and 2001 which confirm its reduction from 60 percent to 50 percent. Moreover, the said official admits that the 1998 NHDR had underestimated the poverty rate.

II.1.2. The 2001 NHDR

The 2001 NHDR marked a turning point in the maturing of the exercise, evident through the quality of the report's data and its exhaustive analysis, but also through an improved publication technique. The seminar held to launch the preceding report, which was attended by representatives of all sectors of Senegal's socio-economic and political society, provided the opportunity to agree on the main theme of the 2001 NHDR: 'governance and human development'.

A new Steering Committee was established by the said seminar and included four members of the earlier team. The Steering Committee provides a framework for the representation of all sectors of Senegal's socio-political life; it brings together national independent consultants, independent personalities, academics, members of civil society organizations, including labour and employer organizations, government officials representing the concerned ministries, and UNDP officials. The Committee organized a series of meetings to prepare the Terms of Reference and the methodological guidelines of the report, and also defined the criteria for the choice of consultants in accordance with UNDP procedures. The seminar also set up a Reading Committee composed of individuals with different areas of expertise. Initially, as in the case of the 1998 NHDR, a consulting firm was entrusted with the task of drafting the initial version of the report. However, the text prepared by this firm proved to be too academic and technical. As a result, Professor Moustapha Kassé, who is a lecturer at the University of Dakar and works closely with the Research Centre for Applied Economics (CREA), was chosen as the NHDR coordinator, and was requested to draft a new text with the assistance of a team of national consultants, in accordance with six guiding principles laid out by the NHDR corporate policy.

The draft was then divided into sub-themes, each of which was entrusted to a group of consultants. After a continuous exchange of information among the groups of consultants, coordinated by the senior consultant and the Steering and Reading Committees, the thematic reports were examined and validated by thematic workshops. The final version of the report was then submitted to the Reading Committee, before being validated by a national workshop in 2000. It was finalized only in 2001, and published in 2002.

The choice of the theme for the 2001 NHDR was not fortuitous. Governance, a concept that emerged in the early 1990s, was defined by UNDP as the process of managing political, administrative and judicial affairs in the interest of citizens. The report suggests that HD is the result of the interaction between socio-economic policies and modes of governance. Moreover, during the last decade of the 20th century, several factors contributed to highlighting the place of governance in the development issue. These included the failure of stabilization and structural adjustment reforms in the face of aggravating poverty, the build-up of democratic demands, the growing concern about rising corruption and finally, globalization and the increasing demand for popular participation in the management of public affairs. The NHDR first showed that the efficiency and functioning of institutions are decisive for the improvement of development indicators. It then examined the management of the economy before reviewing social policies.

The data on which the 2001 report was based were collected at least two years before its publication. This delay caused some confusion regarding the period covered by the report. The issue was all the more sensitive since the new government, elected in the 2000 elections, felt it was being held accountable for a situation that was in reality created by the previous regime. The controversy was made public at President Abdoulaye Wade's initiative, during the launching of the NHDR, which in fact had a beneficial impact on the promotion of the report itself. But many Senegalese intellectuals have criticized the NHDR's phase lag – the relatively substantial delay between the year targeted by the analysis and the year in which it is launched. Some even suggest that these delays could reduce the report's importance in the eyes of policy-makers and other development actors and water down its credibility.

However, there was general agreement among interviewees (government officials, members of the civil society) about the independent nature of the report and the pertinence of the main theme. But it is worth noting that since its publication in 2002, there has been some controversy over the quality of data and indicators used. The authors of the text were the first to express reservations in this regard. They explicitly mentioned that:

- Senegal's HD indicators were not easy to calculate over a long period because of the weakness of the statistical system and their limited applicability to local conditions. This generated many problems of coherence and comparability.
- The life expectancy indicator should be recalculated on the basis of the results of the survey undertaken by the Health Ministry and the Department of Statistics and Forecasts as well as demographic surveys.
- The estimation of the literacy rate is based on a weak assumption, for want of a better solution.

This anticipates a broad consensus (shared by government experts as well as by those from civil society and the academic body) on the inappropriateness of the current HDR conception on certain composite indexes, notably the HDI, for the Senegalese case.

The Department of Statistics and Forecasting (Ministry of Finance and the Economy) expressed the need for surveys on household consumption budgets every two to three years, with a view to ensuring that growth is redistributive. These surveys are standardized at the international level and make room for comparisons. Thus, instead of having recourse to the number of calories to determine the poverty line, one could adopt the basic basket. One would then realize that the results on the school attendance rate given by these surveys are different from those provided by the ministry and simply reproduced by the NHDR. Of course, such surveys cannot show the daily income, but their results, in addition to the good indicator consisting in the PPA, will provide one with elements to evaluate income distribution, inequalities, and access to social services, potable water, etc.

The government or civil society officials who were interviewed unanimously expressed reservations on the illiteracy rate used in the report. They felt that it was arbitrary to exclude the non-formal, popular education provided in the *daaras* (Islamic training schools) that are common, particularly in the rural areas. They further observed that many Senegalese businessmen, with their remarkable dynamism, are the products of this type of traditional training, which undoubtedly contributes to HD.

Far from watering down the NHDR's credibility, these critical remarks confirm it by highlighting the report's effort to be objective, its independence of mind and its key role in the discussion on HD.

The production process did not encounter any specific constraints. The political and intellectual climate was open and was conducive to broadening the democratic space. None of the parties involved showed uneasiness with respect to the dialogue process. As for resource persons, Senegal has a sizeable and qualified pool of experts to meet the needs of the NHDR. Financing did not appear to have been a problem either, since none of those interviewed mentioned it. As was the case with the preceding report, the global cost of the 2001 NHDR was approximately \$30, 000, which was provided by the national poverty reduction programme through UNDP funding.

II.1.3. The 2004 NHDR

The 2004 NHDR, which essentially focuses on the theme of local sustainable development, was originally scheduled for 2003. The delivery process is so slow, however, that it will be not be launched before early 2006. Our point of contact in the UNDP posited that this was one of the inconveniences of the participatory process, one of the six guiding principles of the NHDR drafting process. The theme of the 2004 NHDR was decided upon in 2003, during the HD Forum, on the basis of the proposals of two experts recruited to that end. The theme was then transformed into a table of contents and each chapter was entrusted to a consultant (a total of about 10 consultants were involved in this process). A consultant was also assigned the task of ensuring the global coherence of the report.

The preliminary version was produced by the chief consultant and validated by the Steering Committee during a seminar held in mid April 2004. At the initiative of the Steering Committee, another meeting of the HD Forum was convened in late December of the same year to validate the final version.

Contrary to all expectations, the process then slowed down. Several explanations were given to account for this situation. Some of the interviewees attributed the delay to the fact that the Government representatives wanted to have a second look at the text. The said representatives were particularly attentive – for obvious political reasons – to the content of a report which might be published just before the elections. Other interviewees felt that the constraint lay elsewhere: the preparation process included brief-back cycles and consultations among individuals who had busy schedules and who contributed to the exercise voluntarily. They therefore devoted only their free time to these meetings, which led to delays. The problem of availability hindered the process, but its effect was aggravated by the absence of a permanent administrative structure to efficiently organize the Steering Committee's activities. An official of the Committee felt that such a structure was essential, even in the most basic form, to at least ensure the organization of meetings, the writing and dispatching of letters etc. Although this task was assigned to the focal points of the parties involved (Government and UNDP), their regular duties kept them so busy that they could only devote limited time to the coordination of NHDR activities.

While the two preceding NHDRs stressed regional disparities and the failure of the decentralization process due to an insufficient transfer of competence and resources to promote effective local development, the 2004 NHDR deals with a topical theme. The publication of the 2004 report is keenly awaited, not only because it may be released during the pre-election period,

but also because of the special interest that the President has in this edition: a unit created in the President's Office will monitor the drafting process from its onset. One of the interviewees felt that the recent adoption (in early December 2005) of the National Local Development Programme was in anticipation of the scheduled publication of the 2004 NHDR. Given these circumstances, it is highly probable that the launching of the report will be a major media event. Some interviewees recommended caution in order to avoid a situation in which these expectations would generate pressures likely to reduce the report's independence of mind. Others in the Finance Ministry expressed their reservations about the ongoing process in view of the fact that the NHDR reproduces complete chapters of official reports, without the necessary hindsight. In their view, even though the figures used are drawn from reliable data bases, the official reports are not bound – as is the case of the NHDR – to observe real objectivity that highlights all aspects of situations, including the least favourable.

II.2. The dissemination process

The discussions we held did not indicate the existence of any real dissemination strategy, which appeared to be limited to two specific measures: the launch ceremony and the dissemination of the NHDR. The first is to be undertaken by the Steering Committee while UNDP is responsible for the second.

The launch ceremony is the key event that will provide media coverage for the report, since it will be chaired by a government authority and will be attended by major stakeholders, policy-makers and development partners. As the event will be covered by both public and private media, the information will reach interested and well-informed circles (public institutions, international bodies, academic or research institutions, and intellectuals concerned with development issues). But Dakar, the Senegalese capital, hosts a wide variety of such events, several times a week. Moreover, Dakar is a major centre for meetings on how to best promote new approaches and involve Africa in the global debate. This generates a certain saturation, which is likely to limit the scope of the media coverage addressed to a well-informed but relatively restricted public and probably explains why the 1998 NHDR “almost escaped observation”, according to many interviewees.

On the other hand, the 2001 NHDR launch ceremony was an exceptional event for the dissemination of this report and for the discussion on HD, its system and its assessment techniques (the composite indicators and the HDI, in particular); the ranking of countries in the Global HDR; and the governance theme (notably the corruption issue). This was due to certain factors. Firstly, there was an unprecedented opening of the political debate and the media following the change of regime, which had held power for 40 years. Secondly, the ceremony was chaired by the President of the Republic, who took a strong interest in the NHDR. His personal, intellectual and political qualities led him to publicly and immediately state his reservations and objections with respect to the pertinence of the diagnosis and the credibility of certain data. According to the interviewees, he even questioned members of his government about their contributions to the report and decided to establish a unit in the President's Office to follow-up on the discussion and the preparation of the next NHDR. It is however worth noting that apart from President Abdoulaye Wade's interest in the debate on development issues (he was a professor of economics), his strong reaction was due to the confusion regarding the period covered by the NHDR. Since coming to power, the President strongly defended his government's performance and did not want to be held responsible for a situation that his government had inherited from the preceding regime. The UNDP Office and the Steering Committee had no difficulty in clearing up the confusion and defending the soundness of

the production process, the methodology adopted, and the quality of data used in the report. Besides, in a statement to the press, President Wade said, “UNDP is the international organization I feel closest to because it is efficient, practical and goes straight to the facts.” (26 July 2002, Launch Ceremony).

This marked a turning point for the Senegalese NHDR, which gained unprecedented publicity. There was two-day coverage by all the media, which was unusual for the launching of a report. The NHDR was also widely circulated – in fact, demand was so high that the first impression (1500 copies) ran out in record time. Despite the high demand, it was difficult to make a second impression because of financial constraints.

As was the case with preceding editions, this report’s dissemination process stopped at that point. Most of the interviewees lament this fact and hope that in future, more targeted brief-back seminars will be organized for the benefit of different categories of actors and policy makers (ministries, various sectors of the civil society, and development partners). It would be useful to take advantage of the participatory experience of the national poverty reduction programme, especially the fact that it involves actors from all over the country.

III. Strategic position

The strategic position of the NHDR can be analysed through: a) the degree of national appropriation resulting from the effective involvement of the various actors in the NHDR process; b) the effectiveness of UNDP advocacy in its dialogue with the Government and development partners; c) the report, with the master programmes of the PRSP and the MDGs.

We have presented above the NHDR preparation process, which went beyond the initiation stage. The last two reports were piloted by a national Steering Committee composed of representatives of development actors and of ministries and national consultants, and headed by national independent personalities: Mrs. Marie-Angélique Savané, chairperson of the Committee, and Professor Moustapha Kassé, the NHDR coordinator. The HD Forum was created in 2003 and was entrusted with the guidance and validation of national reports. This was an important step towards the furtherance and national management of the NHDR process. Particularly since most of the interviewees felt that the NHDR gave a performance assessment of the country - the need for which was felt by the country, policy makers and socio-economic and political activists. Furthermore, the NHDR has no real equivalent in the existing periodic publications on Senegal. It is impossible to remain indifferent to its publication, which has become an issue of national intellectual and political debate. To preserve and strengthen the status resulting from this success, there is a need to ensure that the six guiding principles are complied with and that the process does not fall into the trap of complacency or bias, and does not utilize unreliable data.

Since the late 1990s, and within the framework of 'the support to dialogues on policies', UNDP's advocacy of sustainable HD concepts earned some success in Senegal, which was reflected in the creation of a National NHDR Steering Committee as well as in the drafting of various poverty reduction programmes. Since then, the Country Cooperation Framework documents stress the Government's commitment to sustainable HD and the latter's desire for UNDP backing, particularly in the poverty reduction and good governance sectors. The steering committee is striving to achieve this through, among other things, an innovative experience dubbed UNDAF-Tamba, which has been implemented since 2003 in eastern Senegal, one of the country's most disadvantaged regions. The main objective of this initiative is to achieve a significant, visible and assessable impact on the fight against poverty; it is thus likely to promote the sustainable HD approach at the local level.

Another area of strategic relevance of NHDRs is the Millennium Development Goals. The MDGs are fully integrated in the agenda adopted by the Senegalese Government, which, in a bid to achieve them, is striving to improve the implementation of the PRSP, redefine sectoral strategies in accordance with the MDGs, and consolidate the national statistics mechanism for the monitoring of MDG and PRSP indicators. As we know, the latter became the Government's frame of reference for the formulation of economic policies for growth and poverty reduction. The MDGs and PRSP are considered to be priority programmes for the operationalization of HD. This is likely to further legitimize the NHDR in its role, upstream, of advocacy in favour of this development approach and, downstream, as a diagnosis and performance assessment tool.

IV. Impact of the NHDR

The political and intellectual success of the HD approach, as adopted in the key themes of the MDGs – the fight against poverty, the push towards good governance and decentralization – cannot be attributed to the NHDR process, which began rather tardily in Senegal. But it is not wrong to attribute a sensitizing and motivating role to Senegal's HDI, as published by the NHDR, and especially to the country's rank in the global HDI classification. The said role needs to be further fitted into this approach. The same applies to the major NHDR themes.

The influence of this standpoint is particularly identifiable in two areas: government policy and the intellectual scene.

IV.1. Influence on government policy

This report does not dwell on speculations and suppositions but rather on direct impacts verifiable or perceived as such by interviewees. The following impacts were particularly observed:

- The thematic and sectoral analyses conducted within the framework of the preparation of the 2001 NHDR were used during the drafting of the 10th Economic and Social Development Plan (2002-2007).
- A National Committee for the fight against non-transparency, corruption and misappropriation of public funds was created and officially set up on 8 December 2004. A completely independent body, this Committee was established as a result of the discussion on corruption, which was sparked by the 2001 NHDR.
- A department in charge of good governance as well as a department responsible for sustainable development were created.
- In early December 2005, a national local development programme was adopted. This programme thinks ahead of the 2004 NHDR under publication.
- NHDR data is used as special reference.

IV.2. Influence on the intellectual scene

Sustainable HD is currently given special attention in intellectual circles, research centres and governing bodies of social movements. At this level, however, it is difficult to detect the specific impact of the NHDR in research and discussions. It is worth noting, nonetheless, that the membership of the Steering Committee includes professors and researchers with significant influence in academic circles and who have transposed the issues raised in the NHDRs in teaching and research programmes. A prime example is Professor Kassé. He revealed that HD is present in first, second, third and fourth year economics courses at the University of Dakar (see site: www.mkasse.com).

V. Lessons learned

This overview illustrates the role played by the NHDR and the place it can occupy in the HD system. Several lessons were drawn from this experience. The major ones are summarized below:

1. Thanks to UNDP support and the renewal of the exercise, the national capacity to produce a quality NHDR has been built. However, the NHDR process has no autonomy and still relies on its sponsor both for its funding and to guarantee the necessary editorial independence.

2. As a result of both its editorial independence and its objectivity, the NHDR has become the reference for key national development actors (public administrations and civil society); this has strengthened its impact and supervision role with regard to the promotion of development.

3. The scheduled regularity (every two years) of the NHDR production process was never complied with because of the limited availability of the main supervisors (the national Steering Committee, and the Reading Committee). This made it difficult to organize meetings, while the brief-back validation process took too long. The lack of a permanent, specialized structure makes it difficult to achieve the practical coordination effort required to overcome this type of problem.

4. A small group of resource persons (Mrs. Savané, Professor Kassé, the Director of Planning, and a few other academics) was consistently involved in the national teams of the NHDR. This made it possible to capitalize on the experience and come up with a participatory and technical plan, which has become increasingly efficient in terms of production.

5. The HDI composite architecture is still very controversial, especially in the view of government officials who consider it to be arbitrary and unsuitable for Senegal. Some interviewees challenged the definition of poverty and felt that the Human Poverty Index should take into account the perceptions of the people concerned. Others within the civil society regret that by creating an (in)security indicator in a society beset by unemployment, the development of crime, etc., the NHDR does not break new grounds

6. Paradoxically, NHDRs (example of the 2001 report) do not mention preceding NHDRs, even though they make systematic retrospective evaluations. The appraisal of the preceding report (impact, content) should thus be mentioned in the introduction of each new report to ensure that the process has continuity and coherence, which are essential for its efficiency.

7. The importance of Senegal's rank in the global HDI classification for both the Government and the Senegalese people is a good lever for the promotion of HD. However, for greater credibility, there is a need to harmonize the data used in the Global HDR and the NHDR.

8. In the same vein, and to promote local development, a classification of regions or major cities according to the HDI and other pertinent parameters could help produce a healthy emulation and serve as a surveillance tool.

9. The dissemination of the NHDR has so far been conceived as an event limited in time and reduced to the ceremony organized to launch and distribute the document. Many interviewees

emphasized the need to have a continuous dissemination process that would include sectoral brief-back sessions meant for the different target groups of actors, policy-makers and partners, both at the national and local levels.

Conclusion

The information and analyses presented in this report show that in the Senegalese experience, the NHDR has been a success as a sensitization and advocacy tool in favour of HD. The country's political and intellectual context lends itself to it perfectly. However, the progress that has been made in a few years would not have been possible without UNDP leadership, the partnership between the latter and the Government, the involvement of key personalities of the academic world and the civil society, the reliability of resources and the support given to this experience by other development partners.

The NHDR's impact on the policies implemented in the country is still very limited but it is nonetheless real, especially with respect to the institutional machinery and the poverty reduction programme.

The lessons drawn from the experience will help pave the way for the consolidation of the production process and the improvement of the dissemination exercise. This will entail ensuring regularity, ensuring that the NHDR has a minimum administrative autonomy and that the UNDP/Government partnership is maintained in order to establish more firmly and more durably its credibility and its status as a key reference and surveillance tool.

The linkage and comparison of data on Senegal with others in its sub-regional environment (West African Economic and Monetary Union, Organization for the Development of the Senegal River or Economic Community of West African States) will contribute to promoting a positive emulation in these groupings, since the correspondence of the data and a clear linkage between the NHDR and the Global HDR are likely to perfect HD and make both of them more effective.

Annex I: List of key persons interviewed

1. Ibrahima Ba, PAREP (Ministry in charge of Women and Family Affairs and Social Development)
2. Mr. Babacar Diop dit Buuba, President of the Council of Development Support NGOs (CONGAD)
3. Mr. Taïb Diallo, UNDP Focal Point for the NHDR
4. Mr. Sogue Diarisso, Director of Statistics and Forecasting
5. Mr. Fassory Diawara, President of the National Civil Society Forum for the Fight Against Poverty in Senegal (COLUPAS)
6. Mr. Amacodou Diouf, Vice President of CONGAD
7. Mr. Luc Grégoire, Chief Economist, UNDP
8. Mr. Ousmane Kâ, Chief Coordinator of PAREP
9. M. Albéric Kacou, UNDP Resident Representative in Senegal
10. Professor Moustapha Kassé, Coordinator of the NHDR Technical Committee
11. Mrs. Diene Keita, UNDP Representative
12. Mr. Abdoulaye Ndiaye, Research Officer, National Confederation of Senegalese Workers
13. Mr. Thierno Seydou Niane, National Coordinator of the Poverty Reduction Programme (Ministry of Finance and the Economy)
14. Mrs. Marie Angélique Savané, Chairperson of the national Steering Committee of the NHDR
15. Mrs Awa Diallo Seck, specialist in gender issues at PAREP
16. Mr. Mamadou Sidibé, Minister of Planning and Sustainable Development
17. Jibril Sow, Economist, PAREP
18. Mr. Alioune Tine, President of Raddho (Human Rights NGO)
19. Mr. Wane Waldiodio , PAREP
20. Mrs Fatou Bintou Yaffa, Chairman of the Women's Committee

Annex II. List of abbreviations

COLUPAS	Collectif national de la société civile pour la Lutte contre la Pauvreté (National Civil Society Forum for the Fight against Poverty in Senegal
CONGAD	Conseil des Organisations Non Gouvernementales d'Appui au Développement (Council of Development Support NGOs)
GDP	Gross Domestic Product
HD	Human Development
HDI	Human Development Index
HDR	Human Development Report
IMF	International Monetary Fund
MDG	Millennium Development Goal
NHDR	National Human Development Report
PRSP	Poverty Reduction Strategy Paper
UNDP	United Nations Development Programme



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