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COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

FOURTH COUNTRY PROGRAMME FOR SENEGAL

Note by the Administrator

I. THE PROGRAMMING PROCESS

1. Preparation of the fourth country programme for Senegal was begun with a note by the UNDP Resident Representative as its starting-point, drawing on the findings of the mid-term review of the current programme and the new emphases arising out of the medium- and long-term adjustment programme approved by the Government in December 1984. That synopsis, which also took account of the seventh Development Plan, was enlarged upon in further consideration which linked long-term concerns more closely to the analysis of assistance needs.

2. In parallel with this process the current programme had to be subjected to a critical evaluation in order to identify both its accomplishments and its particular shortcomings. It will be noted that projects carried out under the programme permitted substantial advances to be made but these will need to be consolidated during the new programming cycle. The 1984 mid-term review allowed the programme to be adapted to meet the needs occasioned by structural adjustment and cleared the way for further moves which, in certain key areas, foreshadow the thrust of the fourth programme. The timetable originally set for programme execution has been affected by the decline in programmable resources, and many projects have had to be rescaled or rescheduled.

3. To guide the programming exercise, the UNDP office in Dakar decided to define as rigorous an approach as possible. Its choice of method for drawing up the new programme reflects its concern for consistency and selectivity. To prevent efforts from being dissipated and maximize assistance impact, activities in support of the chosen development objectives will focus on a limited number of priority area, in

each of which a limited number of objectives are to be attained by 1991. The programme is thus built around 5 general development objectives subdivided into 13 priority areas and some 40 specific objectives to be attained over the coming five years.

4. These suggestions served as the starting point for the programming meetings, with which almost a dozen working parties were associated. The meetings, held under the aegis of the Ministry of Planning and Co-operation, brought together the technical ministries and United Nations bodies concerned. The programming exercise also involved Senegal's other partners who had been sent copies of the Resident Representative's note. The reactions to that note made for a more fertile programming process, yielding a document which displays due regard both for the Government's defined priorities and for the need to harmonize the various forms of external assistance received.

II. THE FOURTH COUNTRY PROGRAMME

5. The options in the fourth country programme for Senegal derive from the initial proposal to select five variables deemed critical to the development process: population growth and distribution; the deterioration in natural resources and the environment; the deficit in food production; the orientation of the productive system; and the ability of the State apparatus to provide guidance and direction. The accent on long-term problems reflects the common concern of the Government and UNDP to define as of now the policies, tools and programmes which will enable Senegal to alter today's unfavourable trends while sustaining an adjustment process for which specific strategies have already been laid down and substantial external support is already being mobilized.

6. The fourth programme will therefore seek to assist the Government in:

(a) Mastering the processes of population growth and national settlement, and helping to respond to the problems posed by rapid urbanization in the country;

(b) Protecting its most threatened natural resources - basically plant cover and water resources;

(c) Reducing the food deficit, taking as preferred avenues of approach the launching of the cereals plan and the start-up of operations following the completion of dam construction;

(d) Reorienting the productive system by rebuilding the country's industrial apparatus in the broad sense and introducing suitable accompanying policies on employment;

(e) Enhancing the State's ability to provide guidance and direction by developing the authorities' skills in development planning, mastering flows of foreign aid and carrying out economic adjustment and recovery programmes.

7. Activities under the new programme will be basically threefold:

(a) Discussions and research aimed at clarifying governmental decisions, drawing up specific programmes and designing the means of doing so (policy formulation, master plans, pilot schemes etc.). The new programme will therefore seek to create the right conditions for national programmes to mobilize other sources of assistance or open the way to investment;

(b) Development of national capacity where it is found to be inadequate or lacking - the establishment of services or institutions to carry out new policies, or the reorganization and strengthening of existing institutions and services;

(c) Stimulation of grass-roots initiatives by continuing or expanding rural development activities and setting up new implementation machinery targeted at grass-roots communities and non-governmental organizations (NGOs).

Such action will be systematically co-ordinated with activities undertaken under the UNDP regional programme (1987-1991) and should also be of assistance in the implementation of the United Nations Programme of Action for African Economic Recovery and Development 1986-1990.

8. Another feature of the new programme will be the introduction or consolidation of general guidelines derived from the mandates given to UNDP. Thus the integration of women into the development process will be systematically pursued in the sectors and areas covered by the programme (population policies, household energy supplies, integrated rural development, rural development networks). Technical co-operation among developing countries (TCDC) will also be systematically promoted in the context of the programme's objectives. New partners (private sector and NGOs) will also be enlisted, as necessary, in programme implementation. It is important to note, finally, that plans call for close collaboration between UNDP and UNFPA in order to enhance the existing complementarity between the two and accomplish their joint objectives in the population field with maximum impact.

9. In view of its ambitious nature, the new programme will require additional inputs beyond the resources actually taken into account during the programming exercise (\$32.0 million, including \$24.2 million under the indicative planning figure (IPF)). Substantial contributions are expected from the various funds administered by UNDP, but they will not be quantifiable or mobilizable until the project formulation stage. In addition, there will be the funds solicited by UNDP from the various bilateral and multilateral sources of assistance in the form of co-financing or parallel financing. These efforts will be vigorously supported by the Government, making the fourth programme a vehicle for external assistance mobilization.

10. Some \$14 million of the resources actually available during the programming exercise have been allotted to projects currently under way which broadly serve the objectives of the new programme. Almost three quarters of the IPF resources remain for commitment to new activities (\$17.8 million), whether as part of new projects or held in reserve. The resources available under the IPF will be used to ensure

the indispensable kernel of assistance for launching or carrying through the activities planned. The additional funds sought from other sources will supplement or bolster activities in progress, thus giving the programme the hoped-for critical mass.

III. MANAGEMENT OF THE COUNTRY PROGRAMME

11. The fourth programme will be implemented stage by stage and closely co-ordinated with other sources of assistance. Beyond the projects already under way or sufficiently well identified to permit immediate formulation, many will not take shape until the critical pathway towards the accomplishment of the programme's objectives has been defined. In the case of various objectives, therefore, programme definition will be contingent on the findings of a period of strategic analysis which should end in late 1987. The more thorough strategic grounding should ensure that the programme's assigned objectives are consistent and credible.

12. In many areas, the fourth programme will also contribute to the formulation of specific programmes for which the funding must come from or be channelled through other sources of assistance. The new programme will help to diagnose situations, propose strategies and evaluate the need for assistance in the areas concerned. Thus it is targeted at multiplier effects and results which, on its resources alone, would be beyond its reach.

13. The fourth programme will also help to enhance the Government's co-ordinating capacity, both internally, through the development of planning skills, and externally, through the implementation of two major programmes: the medium and long-term adjustment programme and the national segment of the United Nations Programme of Action for African Economic Recovery and Development.

14. Implementation of the fourth programme, finally, lies within the scope of the co-ordinating machinery set up by the Government, whether it be government promotional and follow-up facilities or the Donors' Consultative Group which is their external counterpart. It will require close collaboration with the Senegalese authorities and continuing dialogue with other sources of assistance, to which UNDP will devote particular attention.

IV. RECOMMENDATION OF THE ADMINISTRATOR

15. The Administrator recommends that the Governing Council approve the fourth country programme for Senegal.
