

## Senegal: Village Organization and Management Project - Phase II

Item	Assessment Remarks	Rating
<b>Country&amp; Project Name</b>	<b>Senegal: Village Organization and Management Project - Phase II</b>	
Loan No.:	546-SN	
Project Id.:	1156	
Board Date	07 Dec 2000	
Effectiveness Date	16 Jul 2001	
Original Closing Date	31 Mar 2009	
Final Closing Date	31 Dec 2007	
Total Project Cost USD(M)	USD 33.47 million	
IFAD loan USD (M)	USD 18.38 million	
Cofinanciers (if any)	West African Development Bank- BOAD (USD 5.51 million)	
Implementing Agency	Ministry of Rural Development and Agriculture	
Principal Components	The project seeks to help rural target populations to improve their incomes and living conditions sustainably. More specifically it helps village communities to (i) develop the capacity to define, implement and manage their own local development programmes, (ii) to improve the living conditions in targeted village communities by providing access to basic infrastructure to everyone and (iii) to improve the incomes of the target populations, especially those of women and the youth (viable and profitable production systems and increased involvement in IGA). Components include: (a) support to village organization and management capabilities; (b) village infrastructure programme; (c) support to sustainable production systems and to income diversification; (d) coordination, monitoring and evaluation	
<b>Project Performance</b>		
Design	The project was designed as the second phase of a successful predecessor project. Design therefore took into account the experience of the first phase and that of similar projects implemented elsewhere in the country and the region. The project was centred around the creation of sustainable village development committees and as such, was aligned with the IFAD strategic framework, though it was developed before. The project design process was not evaluated in the PCR and cannot be assessed in the present context.	5
Implementation	The PCR provides little information about implementation capacity of the PCU. Project M&E was functional and operational. The project did not encounter any major implementation problems except for the budget shortage which has constrained project implementation in 2006. The underlying causes were beyond the PCU's control. Nevertheless, the project should have better monitored the pace of implementation. Project implementation is therefore rated moderate.	4
Relevance	The project's goal and objectives are in line with Government's PRSP, its sector development strategies and the IFAD COSOP of 2004-2008. It aims to improve the incomes and livelihoods of the populations in a participatory manner and as such, responds to the priority needs identified by the populations which are: access to water, community infrastructure, health care and sanitation. The PCR does not provide an explicit assessment of project relevance at completion. However, it is stated that the project adapted to Government policy changes (privatization of the groundnut value chain and transfer of responsibilities from the state to private support services and producer organizations) and new needs expressed by the beneficiaries, in response to a changing development framework at local level.	5
Effectiveness	The project met most of the targets set at appraisal and achieved unforeseen results by including new activities in due course. However, consolidation of some of the activities was constrained by the shortfall of project funds towards the end of the project life leading to an early closing of the project. The project allowed creation of 500 Village Development Committees (CDVs) of which 92% are considered autonomous and sustainable. 50% of CDV members are women. The CDVs are a framework allowing planning and coordination of village development activities. They have become an important interface for the village to deal with outside partners and for decentralized government entities to reach rural communities. About 92% of the village communities received literacy training and the village training programme were almost fully implemented in 85% of the cases. The training of village trainers (634 literacy trainers), who are high in demand, was essential to improve project outreach. Important achievements were reached in terms of access to water (target surpassed), construction of multi-purpose buildings (new) and support to agricultural diversification (fencing, vegetable & fruit/crop tree production)	4

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Efficiency	Implementation of the training of trainers activity was efficient since it allowed an additional 60 000 individuals to benefit from the project's literacy training. Implementation of some of the infrastructure was less efficient, due to the low capacity of some of the services providers (construction companies). Important efficiency losses have occurred due to the shortfall of financial resources at the end of the project life. The reasons were: introduction of new investments (multi-purpose buildings) and specialized training not foreseen at appraisal, rising operating costs due essentially to the fuel price rise and increased salary expenses (hiring of additional staff, streamlining of salaries across IFAD projects in Senegal). A further factor has been the continuous deterioration of the dollar exchange rate. As a result, the project had to be closed 15 months ahead of time.	3
<b>Partner Performance</b>		
IFAD	Besides its periodic follow-up missions, IFAD has fielded a large number of support missions to train project staff, to help the project develop a coherent implementation framework, to facilitate the emergence of gender action plan and to support the organization of a groundnut producer forum which, in turn, led to the financing of a complementary programme by DfID. A joint IFAD, CI, Government of Senegal (GoS) MTR was organized in 2006. IFAD made an important effort to help the project to adapt to a changing environment. Altogether, IFAD performance is considered satisfactory. IFAD's relationship with the other implementation partners was not assessed in the PCR. IFAD's role during project design was not assessed either.	5
Cooperating Institution	BOAD performance as CI was moderate on the technical side. The recommendations provided by the supervision missions helped improving project performance. The quality of the overall supervision process was, however, not assessed (mission composition, continuity, timeliness and quality of reporting, etc.). BOAD's performance in terms of loan administration was found inadequate. Non objections were not given in time, delaying project implementation. More importantly BOAD failed to monitor project disbursements and was found partly responsible for the shortfall of funds which required an early closing of the project.	2
Government	Government performance is rated satisfactory. Government has strongly supported this project from the beginning by providing adequate support during the supervision missions and by being responsive. Procurement processes were sometimes lengthy. In 2007, Government mobilised an additional USD 2.82 million to allow proper closing of project activities, following the sudden funding shortage. Performance of local development support centers, which are decentralized technical support services, is rated highly satisfactory. Performance of decentralised government entities (rural councils in particular) is rated very satisfactory too.	5
NGO/Other	Performance of partner NGOs (OPPs) was found satisfactory, despite the several changes that have occurred (changes within the structures, need to change operator). Performance of other partners (services providers, consultancy firms) was found altogether mixed. Their weaknesses concern: weak technical and financial capacities, absence of means of transportation, weak organization and management.	4
Cofinancier(s)	The performance of BOAD as cofinancier of the village infrastructure component was satisfactory. 90% of the funds were disbursed. The BOAD loan was extended until June 2008 to allow all infrastructure works to be properly handed over to responsible community organizations. The relationship between BOAD and the other partners was not assessed.	5
<b>Combined Partner Performance</b>	Partner performance was mixed and collaboration between the partners was not assessed in the PCR.	4
<b>Rural Poverty Impact</b>		
Physical Assets	The project had a major impact on improving the access to water (construction of wells (46), ponds (3), water towers (8), laying on water (195 km of tubes), new bore holes (5) and the rehabilitation of old bore holes (7)) and on providing other community infrastructure requested by the villages such as multi-purpose buildings (214) and marketing center (11) which have in turn facilitated the access to inputs (1220 kg of fertilizers were made available to 3645 farmers over the last 2 cropping seasons), including tools and small equipment. The various training programmes have contributed to introducing new technologies.	5
Financial Assets	The project has made some efforts to facilitate the beneficiaries' access to financial services, mainly for income generating activities (IGAs). Altogether, credit worth CFAF 580 million was provided to the producers, through the project. The PCR, however, does not provide sufficient information to assess its impact. The project also had an indirect impact on the financial resources of the rural populations, through the promotion of income-generating activities and increased agricultural production.	4

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Food Security	Yields of several crops could be substantially increased and the introduction of vegetable production has contributed to the diversification of agricultural production. These various factors together with the reduction of women's workload (better access to water) have had an impact on household food security. The PCR also states that the additional income earned from new activities including vegetable production, small livestock and petty trade have mainly been used to buy food for home consumption. Data on the extent food security was improved are, however, not available.	5
Environment	Environmental protection was one of the project's main concerns. The project has contributed to protecting the natural resource base and strengthening the production potential by promoting tree fencing (9843 ha), construction of small dams (380 ha protected) and stone protections. The project has also promoted the establishment of tree nurseries (205 236 fruit and wood trees), which were used for fencing and for the reforestation of village woods. Soil fertility was also improved through the introduction of composting methodologies.	5
Human Assets	The project provided a substantial amount of literacy and vocational training which contributed to building human capital. Women were specifically targeted and accounted for 83% of the population that received literacy training. Project interventions, which were fully demand-driven, had a major impact on access to water (see access to physical assets). One of the project's major achievements is the training of village trainers. Altogether 634 were trained and have allowed the project's literacy training to be expanded to an additional 60 000 individuals.	5
Social Capital and Empowerment	The project has had a major impact on the technical and organizational capacities of the beneficiary populations. The village development committee (CVD) approach has improved communication and dialogue within the villages, and hence has had an impact on community mobilization (increased interest for development issues) and more transparent resources management at community level. Villages which have benefited from the project's support are more dynamic in this respect than others. The project has also had an impact on social cohesion. Conflicts over land and resources could be markedly reduced. Improved technical and management capacities have also improved the self-help capacities of the populations. The CVD approach has allowed community level organizations to be substantially strengthened. Women were specifically targeted. They represent 44% of CVD members. The project has also substantially contributed to strengthening producer organizations by providing marketing centers and support to seed multiplication (taken over by the producer organizations following the closing down of Government's SONAGRAINES).	5
Ag. Productivity	The fencing of 9843 ha, composting and improved access to inputs thanks to the marketing centers (run by the producer organizations) have had an important impact on the productivity of several crops, including groundnuts, and millet.	4
Institutions and Services	The project did not aim to improve policies or regulatory frameworks, but it had a major impact on the creation and consolidation of 500 Village Development Committees (CVDs) which have become an important development structure at village level and an essential interface between decentralised Government entities, deconcentrated services and the village populations. The creation of 11 marketing centers (upon the populations' demand) has allowed producer organizations to provide important services to the farmers (access to inputs (fertilizers, seeds), equipment, tools, markets etc.). These marketing centers were grouped into a federation which gives them a legal status and allows them to represent the farmers in decision-making bodies at national level.	5
Markets	The projects' impact on the populations' access to markets is not assessed in the PCR. It can be assumed, however, that the marketing centers created upon the beneficiaries' request have allowed farmers to have a better access to markets, market information and to sell their produce at better prices. Given the absence of detailed information, the impact is rated moderate.	4
<b>Rural Poverty Impact</b>	The project's impact in terms of rural poverty alleviation seems substantial. The PCR provides some data on the impact on women but does not specify the impact on the poorest sections of the population (assuming that not all very poor rural people are female). It does not assess whether the poorest have, under the CVD approach, benefited to the same extent than other sections of the rural population.	4
<b>Overarching Factors</b>		
Innovation	Not innovative since it is a follow-up project focused on the refinement, expansion and consolidation of the approach tested and implemented under the first phase. The project was therefore not designed to lead innovations.	2
Replicability and Scaling-up	There is a strong interest expressed by the local authorities to expand the project's CVD approach to other villages not covered by the project.	5
<b>Innovation, Replicability and Scaling-up</b>	Not very innovative (second-phase project) but successful approach that has a great potential for replication. Replication requested by local authorities.	4

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Sustainability and Ownership	The project has had a major impact on creating and consolidating village development committees (CVDs) and marketing centers run by producer organizations. Capacity building and institutional strengthening have allowed to bring about well qualified technicians (relais villageois) and leaders at community/village level who are essential to continue providing technical support (continuous training) and mobilizing the populations to take over their own development, manage their resources and establish partnerships with the outside world including private support services, NGOs etc. Some of the trainers are now paid by their own community and continue providing technical support. Others have created associations, with the support of the project, and have started working as private services providers. This will ensure sustainability of the training programmes and further outreach. Furthermore, some villages have accepted the creation and training of technical support and control committees which ensure technical backstopping and maintenance of community infrastructure provided. Sustainability of the processes initiated in the last generation of projects supported by the project is questionable given the need for early closing.	5
Targeting	The target villages were selected according to a set of specific criteria, including poverty incidence and the degree of soil degradation. Particular attention was paid to addressing the needs of women, using different tools. The project's approach was fully-demand-driven. It is not clear, however, what were the mechanisms to ensure that the poorest and most vulnerable sections of the rural populations are actually represented in the village development committees and that their voice is heard. Altogether the project was strong on targeting women, but modest on including the poorest other than women.	4
Gender	Gender aspects were given particular attention from the beginning. At sensitization stage, men and women were met separately to ensure gender concerns were given enough attention. Women were specifically targeted through the promotion of vegetable gardening and economic micro-projects. The project provided specific support to women led economic groups (GIE). At project closing, women represented 44% of village development committee members and 48% of the different all village-based management committees. Progress made in access to water has allowed women and girls to invest more time in family chores (caring of small children, food security) and schooling/literacy training. It is expected that improved access to water will have an incidence on the school enrolment rate of girls.	5
<b>Overall Performance</b>		<b>5</b>
Estimated number of beneficiaries	500 villages or 206 000 individuals (corresponding to 103% of the target set at appraisal) of which 53.2% are women.	
<b>PCR Quality</b>		
Scope	PCR outline has been respected. No major omissions. However, certain sections lack required details (specified above, when applicable).	5
Quality	The PCR provides a well presented and structured analysis of project implementation performance, results and impacts. The description, analysis and conclusions are convincing and supported by relevant data. Data are gender disaggregated. They do not allow the reader, however, to assess to what extent the poorest have benefited from project interventions. Altogether, an objective assessment. There is no re-estimated ERR.	5
Lessons	The PCR draws a number of lessons which are, in reality, overall conclusions from project implementation. Their relevance for the design of future projects and for the after-project period is therefore limited.	3