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Master's Thesis of Public Administration

**Assessing the Effectiveness of
Planning and Implementation in
Senegal Ministry of Trade:
Policy Implications from South Korea**

**세네갈 국제통상부의 기획 및
집행 효과성 평가:
한국사례의 정책적 시사점을 중심으로**

August 2016

**Graduate School of Public Administration
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ABSTRACT

Assessing the Effectiveness of Planning and Implementation in Senegal Ministry of Trade: Policy Implications from South Korea

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This study on the effectiveness of planning and implementation in Senegal (with a focus on the ministry of trade) and South Korea was carried out with the main objective of improving the effectiveness of public administration in Senegal. It specifically aimed at analyzing and assessing the effectiveness of planning and implementation process in Senegal ministry of trade, identifying factors that may lead to its failure or contribute to its success and make policy recommendations accordingly.

In fact, in order for the study to achieve the aforementioned objectives, this paper provided a theoretical background and conceptual definition to highlight the key concepts of planning and implementation, effectiveness as well as their derivatives. And in a practical approach, the paper assumed that the planning and implementation process is effective in South Korea as oppose to Senegal where the mechanisms in place were assumed not to be appropriate enough to guarantee an effective process. Those hypotheses were tested by means of a questionnaire intended for officials in both countries and

referring to the research framework that considered the effectiveness of the process as a dependent variable of harmony between effective planning and implementation. As a matter of fact, primary data were used in this paper.

Besides, after exploiting the collected data, the results have confirmed the hypothesis of this paper stating that planning and implementation process is effective in South Korea contrary to Senegal. Thus, different failing factors leading to ineffectiveness of the process were identified and explanatory arguments given in order to find out what has not been done in Senegal to end up with such results and which parts need to be improved in South Korea. In the same way, success factors of implementation were identified so as to give appropriate responses and make the process more effective. In addition, some essential steps of strategic planning and key components of successful implementation were explained and discussed. The planning and implementation models of the two country cases were suited into the research framework in order to check what have led to the different discoveries.

Moreover, in reference to the different results found for each country, policy implications and recommendations were made in order to correct the gaps between the success model presented in the research framework and the actual discoveries.

Finally, the paper closes up on a summative conclusion that briefly confronts the objectives of the study and its outcomes and opens new perspectives by indicating its direction and stressing future research areas.

Keywords: assessing - planning - implementation - effectiveness - Senegal - South Korea

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CHAPTER 1: INTRODUCTION

1.1 Country Profile

Senegal is one of the most politically and socially stable countries in Africa. Its stability is cited worldwide as an example and especially as a model for Africa, with a multiparty democracy, robust institutions, social and political rights, freedom of speech. There are 11 national languages but Wolof is the lingua franca, the most spoken one and French is the official one.

Senegal is situated at the westernmost point of West Africa with a surface area of 196,722 km² largely opening onto the Atlantic Ocean (500 km coastline). The Senegalese coastline is generally flat and sandy. This offers vast opportunities for tourism. The Republic of Senegal shares a common border with five countries: Mauritania to the North, Mali to the West, Guinea to the South-East, Guinea Bissau to the South and The Gambia which forms a 50 km wide and approximately 300 km long enclave within Senegal, along the Gambia River. Senegal has a dry tropical climate tempered by cool sea breezes. It has two seasons: a dry season (from mid-November to June) and a rainy season, known traditionally as the “hivernage” (from mid-June to early November). Its relief consists mainly of slightly undulating and rugged plains. Its population is estimated at 14.13 million (World Bank, 2013) distributed in 14 regions, with a little more than 50% of which live in urban zones. Its capital city is Dakar.

In the economic field, Senegal is still a lower middle income country that has \$14.79 billion USD of GDP (World Bank, 2013). World Bank forecasts estimate a real GDP growth rate of 4.8% with the economy driven mainly by the services sector, particularly telecommunications and financial services. However, in response to the different development challenges, the new government has developed an ambitious program that prioritizes diversification and exports. The Emerging Senegal Plan or “Plan Senegal Emergent” (PSE) aims to increase the productivity of Senegal’s economy in the public and private sectors (IMF, 2014).

As far as infrastructures are concerned, Senegal has been extensively upgrading its key infrastructures since 2000. It has a dense and well maintained road network which can ensure the smooth movement of people and goods with a unique operating highway (Dakar – Diamniadio) in Sub Saharan Africa. Moreover, in terms of Airports and Port infrastructures, there are three international airports in Senegal (Dakar, Saint Louis and Ziguinchor) and the new Blaise Diagne International Airport that is expected to open soon. In addition to these airports infrastructures, the Port Autonome de Dakar (PAD) provides ideal well-protected deep water berths. And the good position of Dakar, situated 6 days from Europe and 7 days from America by sea makes the port an interesting destination.

In addition, when it comes to Communication infrastructures, Senegal is the undisputed leader in West Africa. Senegal is ranked number 1 by the International Telecommunications Union (ITU) for telephone penetration rate

and high quality of service as compared to the other sub-Saharan countries (I.E., 2008). Senegal has a fully digitized network of efficient telecommunication with more than 2200 km of fiber optic wiring. It is linked to Europe, America, Asia and the Middle East through permanent cable connections. Internet and telephone services penetration levels are high both in companies and amongst the general public.

1.2 Research Background

The long struggle for poverty alleviation has pushed the International Community through Organization, regional Communities and States to harmonize common policies and set standard indicators as instruments for measurement, hence incentives to governments for more results. Those common policies include a set of resolution from the international, regional and state levels. Some of the most popular and adopted few years ago are below:

- The Millennium Declaration adopted by the United Nations Organization in 2000 resulting to the formulation of Millennium Development Goals (2001) that have just been replaced by the Strategic Development Goals (2015);
- The Monterrey Conference in 2002;
- Rome meeting on aid harmonization (2003);
- Paris declaration on Official Development Effectiveness (2005);
- Accra Agenda on the aid effectiveness in 2008;

- Busan Summit on aid effectiveness in 2011 endorsed by several countries and public and private organization including the Republic of Senegal;
- The Cotonou Partnership Agreement (2000) between the European Union (EU) and African, Caribbean and Pacific countries (ACP countries) urging ACP countries to consider all the stakeholders especially the civil society organizations, the private sector, parliaments, etc. as part and parcel in the processes of public policies formulation, implementation and monitoring-evaluation;
- The progressive institutionalization of monitoring and evaluation in some countries especially Senegal, Togo, Benin, Ivory Coast, etc. which originated from the implementation of the Strategy of Poverty Alleviation (Stratégies de Réduction de la Pauvreté);
- The emergence of good governance as the system of reference for public policies (accountability, societal responsibility, etc.).

In addition to that international context, a set of events in the national level gives reason to raise such a topic. In fact, since it was listed among the least developed and most indebted countries, Senegal had implemented, for three years, integrated programmes in line with the Poverty Reduction Strategy jointly initiated by International Monetary Fund and World Bank in 1999. That result-oriented strategy put the focus on priority public actions, public expenditures management and monitoring and evaluation systems. From 2003 to 2010, Senegal successively adopted Strategy Documents for Poverty

Reduction (DSRP-I 2003-2005; DSRP-II 2006-2010). DSRP-II was correlated with the Accelerated Growth Strategy and aimed at achieving its objectives which were in line with the Poverty Reduction Strategy.

Moreover, Senegal elaborated and started implementing (early 2013) the National Strategy for Economic and Social Development (SNDES 2013-2017) in line with the Poverty Reduction Strategy which was more aligned to national priorities and aiming for an Emergent Senegal. However that five year-plan would just last one year before it is updated and upgraded for fast-growing economy, job creation, social justice and political freedom.

In fact, highly motivated for change, rapid and sustainable growth, the political regime that took office in 2012 has come with a long term vision for an Emergent Senegal mostly known as “Plan Senegal Emergent” or PSE (2014) that intends to develop the country by 2030 with a competitive economy resulting to a high growth rate (7% in 2018 against 4.6% currently), a good quality of life, a solidary and peaceful social environment. This Plan Senegal Emergent is designed based on the National Strategy for Economic and Social Development.

The Plan Senegal Emergent is viewed by both most of Senegalese and International Organizations as the first and most structured plan that the Country has ever achieved. As a matter of fact, almost all the technical and financial partners approved and committed themselves to finance the Plan Senegal Emergent during the Consultative Group Meeting in Paris in February 2014 presided by the President of the Republic.

Alexei Kireyev, *IMF African Department*, considers the Plan Senegal Emergent “as unique opportunity to unlock broad-based and inclusive growth that will make Senegal a regional hub and an emerging economy”. That is to say what extent IMF approved the Plan which is set based on international and regional policies, national priorities and economic forecasts. Therefore Priority will be given to making delivery of public services more efficient, improving the impact of public spending through public financial management reforms, containing public consumption to generate the fiscal space for investment in human capital and public infrastructure, and strengthening social safety nets (PSE, 2014).

1.3 Problem Statement

Senegal is still on the list of lower middle income countries representing only 0.02% of the world economy, with 15.15 USD billion of GDP in 2014 and US 805.8 USD in the same year as far as GDP per capita is concerned. And like many developing countries, Senegal is still suffering from problems related to policy and projects planning and implementation failures ranging from over-cost, disrespect of planned delay to projects annulment.

The World Bank forecasts Senegal’s GDP to double by 2020 reaching 33.8 USD billion. However, making these forecasted economic performances come true requires a certain number of prerequisites when it comes to the effective and efficient management of public services. The awareness of those requirements should be an incentive for the Government, public

administration to be more pragmatic in terms of policy planning and implementation so that the performance of the country can give reason to hope for a promising future.

Indeed, one of the challenges developing countries including Senegal are facing is related to the effectiveness of their policies implementation, and adequacy between planning and implementation. Most of the time, public policies are well designed and programs well elaborated but they fail to be implemented properly in developing countries and that more often leads to a confidence gap between government-people and/or government-development partners.

Besides, as IMF stated in its Survey Magazine entitled Economic Health Check, “prudent policies have helped preserve macroeconomic stability in Senegal but slow implementation of structural reforms is weighing down growth”. So what matters the most in Senegal is policy implementation that needs to be improved and more adapted so that it can fit with the strategic plans that are most of the time ambitious and well-designed.

That is one of the prior reasons that this paper is written to better address the factors that hinder successful implementation process so as to reduce failures and annihilate threats that are drastically affecting the expected results during the Planning phase.

From another perspective, it is recognized that successful ways of planning and implementation lead to efficient and effective resources management and

economic development. The “Miracle on the Han River” (South Korean economic development model) is in somehow an evidence of such a statement because of the essential role the Economic Planning Board was playing during the economic transformation. Therefore, we consider this topic as very important for Senegal only because a good fulfillment of the Planning function followed by a coherent implementation will effect positively on the future of the country as planned in the Plan Senegal Emergent.

That’s partly why this issue on the effectiveness or not of the Ministerial Planning and Implementation is raised. This paper will specifically focus on the case of the Ministry of Trade by assessing its planning and implementation functions that are ones of the core activities of an organization. Thus, the aim is to see where necessary improvements or changes are needed so as to make recommendations to the relevant authorities.

As a summary, this paper intends to discuss the planning and implementation process in Senegal ministry of Trade, analyze and evaluate its effectiveness by comparing it with South Korea’s and referring to successful standards models. That will allow us come up with recommendations to improve the quality of the process by improving or ameliorating its effectiveness.

This study will be used as an exemplification for the other ministries since the process is almost the same for all of them and the recommendations will be extended and generalized as well.

1.4 Significance of the Study

Planning properly and implementing successfully are the core pillars of a project to achieve its objectives, or a program to achieve its goals, or a government as a whole to achieve its developmental vision.

In the case of Senegal, as a low income country that is still almost at the first step of the development ladder, results from planning and implementation have been poor despite the series of development plans and the variety of strategic options the country has adopted. Since the independence in 1960, it has been observed that the records of planning in terms of appropriateness are far much higher than the results of implementation compared to the planned objectives. The reason may be related to the fact that most of the time plans are to be elaborated in accordance or with the validation of financial and technical partners.

As mentioned in the previous parts, according to several partners and development specialists, Senegal has succeeded in 2014 in getting an ambitious and achievable strategic plan that can help the country move from a low to a middle income one. However, as aforementioned planning effectively is one of the preconditions for successful implementation but it's far than enough to assure an economic growth and social welfare of the citizens because it's still at the theoretical status.

As a consequence, this paper somewhat focuses on the tips of how planning can be linked effectively to implementation in order to achieve successful

implementation in Senegal learning from the South Korean model. Therefore it attempts to carry out a deep analysis on how harmony between effective planning and implementation will impact the on the quality of policy implications in the different ministries of Senegal and South Korea in order to draw useful policy recommendations for both countries especially Senegal that is still lagging behind the development challenges.

1.5 Research Objectives

The choice of writing on this topic is grounded in several and diverse factors among others the status of Senegal as a developing nation, the context in which it is and the challenging way it has to go through so as to meet the target of the recently adopted and approved Plan Senegal Emergent (2014).

In fact, diverse factors intervene and different events occur during the public policies planning and implementation. Those intervening facts contribute, in a way or another, to the outcomes of policies implementation, hence either materializing or hindering the different expected results. Therefore this study has different objectives that will be useful for both theoretical knowledge and practical knowhow.

One of the main objectives of this study includes a better mastering of the scheme of planning and implementation when it comes to public policy formulation and implementation in accordance with the principles of effectiveness and efficiency. That will help giving an appropriate frame to the implementation organizations of the government in general and of the

Ministry of Trade in particular so that to be better prepared to meet the implementation challenges of the Plan Senegal Emergent. And through a deductive thinking, meeting the implementation challenges of the PSE is pulling Senegal out of the poverty trap and putting it on the on-going way to the economic and social development and the permanent political stability since the all the partners have approved and appreciated that National Plan.

However, those aforementioned objectives are set in a broader context but specifically, this study aims at:

- ☞ explaining and giving a clearer view on the planning and implementation scheme of the ministry of Trade;
- ☞ analyzing and assessing the effectiveness of planning and implementation functions in the ministry of Trade;
- ☞ Identifying the failing factors of implementation in order to propose mitigation strategies to reduce threats that affect the process both from the external and internal levels..
- ☞ Showing to what extent harmony between planning and implementation can be determining for the success of policy implementation.
- ☞ etc.

1.6 Research Questions

To better deal with the issue of planning and successful implementation, this paper will try to answer the research questions below:

- Are planning and implementation mechanisms in Senegal Ministry of Trade appropriate enough to achieve the expected outcomes of its sector policies as planned?
- What can be the failing factors of a successful implementation in Senegal Ministry of Trade?

1.7 Contribution

This study will contribute to the existing researches done on the crucial issue of planning and mostly implementation that is under-searched in the developing countries and Senegal in particular. The uniqueness and originality of this paper is the fact that it will be for Senegal among the first academic papers addressing the issue of implementation and intended for its public policies and administration improvement. Another special aspect of this paper will be the policy lessons drawn from Korean public administration that can be in many ways considered as a prototype for developing countries in general for being the only country in the world moving from extreme poverty and social hardships to economic development, hence joining DAC countries. From that perspective, it will be a valuable input for policy makers and practitioners to better formulate and implement public policies and projects in order to achieve development goals.

As a study on a developing country, this will contribute as well in strengthening and varying the data basis of Seoul National University when it comes to public policy and administration in developing countries, especially in Senegal.

1.8 Research Outline

For a clearer and best quality work, this paper is organized following a certain way so that to make sure of its coherence and clarity. In fact, after providing relevant information about Senegal and to a certain extent South Korea in line with the area of public administration and economic data, chapter one (1) that happens to be the introduction part puts the emphasis on the background of the research, on what it is intended for, and the organization of the paper. Chapter two (2) aims at providing a coherent theoretical background and helpful conceptual definitions for a better understanding of the terms used in this paper. For chapter three (3), it is about the methodology that describes the research model and framework used in this paper as well as the question of how data are going to be collected and analyzed in order to draw replicable and realistic policy lessons. Then chapter four (4) presents and analyzes the findings of the research, hence is the core part of the research. And chapter five (5) summarizes the different findings of the study, provides implications and makes policy recommendations intended for policy improvements especially in Senegal. The final chapter (6) provides a summative conclusion of the paper and points out its different limitations.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

Dealing with such a broad topic as public policy and administration in a developing country context and specifically addressing public policy planning and implementation activities is quite stimulating due to its lively and evolutionary nature, with perpetual quest for better management systems.

In fact, Public Administration has reluctantly been accepted as a science by some of its sister disciplines in the area of Social Sciences. It studies human beings engaged in administrative and managerial duties in organs of state (Thornhill & van Dijk, 2010). Therefore, any study should consider the behavior and actions of human beings in an organizational setting operating in a political environment. Public Administration is in the unenviable position that it studies social phenomena subjected to continuous change due to societal values and political changes.

Public administration theories has evolved through times and that evolution can be divided into two phases: classical public administration which covers the period of 1800s to 1950s theorized by classical theorists and Modern Public Administration starting from the 1950s up to present including different theories (Development Administration, New Public Administration, New Public Management, Reinventing Government, Public Administration as Governance,...). However, in this paper, the stress will be put on public administration as public service delivering machine.

In fact, the classical model of public administration was thought to be the best way for organizing the public sector work and undoubtedly worked well for a long time. That model has been regarded as the most successful theory of public sector management, although it does not have a single, coherent intellectual foundation. Its theoretical basis is derived from **W. Wilson** and **Fr. Taylor** in the United States, the Northcote - Trevelyan Report in the United Kingdom and **M. Weber** in Germany. As far as **Hughes (2003)** is concerned, the traditional model is characterized as "*an administration under the formal control of the political leadership, based on a strictly hierarchical model of bureaucracy, staffed by permanent, neutral and anonymous officials, motivated only by the public interest, serving and governing party equally, and not contributing to policy but merely administering those policies decided by the politicians*". Here implementers can be compared as the programmed machines nowadays that are only executing as there are asked to. The principle of inclusiveness or participation in the planning process does not fit with this classical model of public administration.

The key values of Classical Public Administration is the promotion of efficiency (doing things right), effectiveness (doing the right things) and economy (least cost) in government. It's based on principles such as unity of command, hierarchy, division of labor, one best way rule, etc. In fact, theories are most of the time complementary; therefore most of those principles are still up to date in the modern administration theories.

For the traditional theories, the most important feature common is their "personal" characteristic, based on loyalty to a particular individual such as a king, a leader, a minister or a party as opposed to modern requirements of impersonality in the public sector where loyalty should be towards the Organization and the State rather than an individual (**Katsamunskaja, 2012**).

Nowadays, public administration can be defined as both an area of study intended to train future government officials, to prepare researchers, teachers of that discipline and an area of practice related to public organization and the process of its different activities to fulfil the people's needs. It comprises all activities of persons or groups in governments or their agencies, whether these organizations are international, regional or local in their scope, to fulfill the purpose of these governments or agencies (**Hodgson, 1969**). That definition points up the broad and transversal nature of public administration, starting from the global level to the local one including activities of international organizations, traversing the regional, sub-regional organizations, the national governments and local authorities.

In return, these given definitions of public administration are not unanimously agreed with but express particular points of view of some scholars. Thus, it's because of its lively nature that scholars, practitioners and other stakeholders of public administration process are in a likely spiral debate, updating, discussing or giving rise to new concepts or public management systems. However there are some common features of the modern definition of the concept since none is no longer defining it as

serving an individual or personal interest but they all point out the primacy of the Organization and the actions over the individuals. That somewhat explains the central place of planning (visions, objectives, tasks distribution, resources allocation, etc.) and implementation in the modern public management.

2.2 Planning

Planning function in public administration incorporates two ideas: it means determining public policies and defining the means for achieving them. Planning gives public policymakers/officials the opportunity to adjust to the environment instead of merely reacting to it. From a similar perspective, planning is usually interpreted as a process to develop a strategy to achieve desired objectives, to solve problems, and to facilitate action (**Mitchell, 2002**). So planning is intended for implementation without which problem solving, facilitation, results wouldn't have been possible, hence planning would have been a useless exercise.

Besides, planning can also be understood as a methodologically coherent and logical way of programming actions and resources for the achievement of a desirable and achievable future. It is a strategic prevision of activities and means so as to end up with a desired situation. Therefore, in the planning stages it's not about saying where we want to go and how we plan to get there, but it will be more about the reachability of the destination and realism of our plan. That is the reason why the planner should make sure that the

objectives of the policy or project are SMART (specific, measurable, attainable, relevant and timely).

From a developmental perspective, planning can be defined as a process through which the actors of an organization set, in the form of plans, projects or programmes, the direction they wish to take it to. That can be admitted in the sense that the process focusses on objectives aiming to influence positively on an unwanted situation. Therefore planning should lay on a vision with different missions, goals and objectives. It's a dynamic and proactive process for the transformation of a vision into results by means of defined, prioritized, structured and operationalized activities.

Otherwise, as public policy planning process takes place in both an internal environment with its strength and weakness and an external one surrounded with opportunities and threats, planning also take into account mechanisms for risks mitigation. In the case here, its focus is on prevention measures in order to avoid any potential negative effect on the expected results of the policy or project. And all those measures are intended for policy implementation success for progress in the area of intervention of the project.

When it comes to operational units, planning can involve a certain number of tasks:

- identification of needs to be fulfilled in short, medium or long term;
- specification of expected results or planned objectives;
- definition of the evaluation criteria of the intervention;

- evaluation of the necessary resources for the execution of the activities;
- division of labor between the execution units or persons in charge

In short, as stated above planning is exclusively intended for implementation in the sense that it's all about preparation, strategies, anticipation in order to respond to societal needs. However, there are several types of planning and the adoption of each depends on the area of intervention, the position of the organization, the expectations from the project, and so on and so forth.

In this study, as we are in the public domain and at the ministry level, therefore strategic planning is usually considered as among the most appropriate at this stage. Here policies are mostly planned or plans validated from the cabinet and implement at different levels in the different branches of the ministry.

2.2.1 Effective Strategic Planning

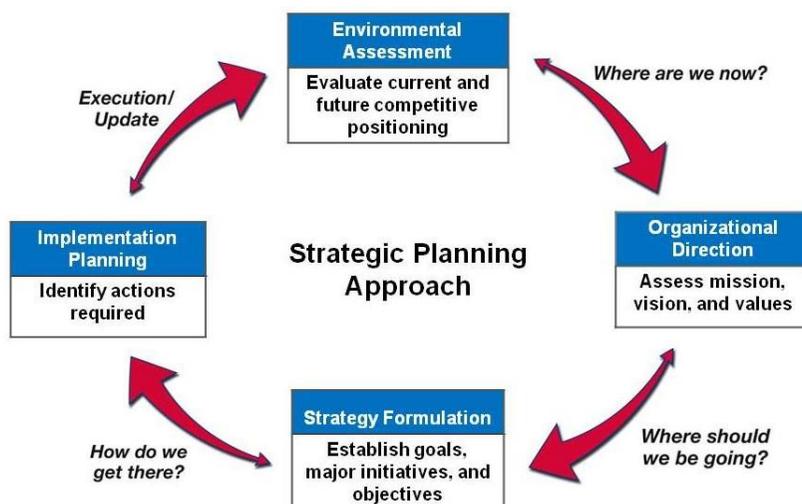
Strategic Planning is an organization's process of defining its strategy, or direction, and making decisions on allocating its resources to pursue this strategy. It may also extend to control mechanisms for guiding the implementation of the strategy. That definition places strategic planning at the top of the planning within an organization since the vision, missions and strategy of that latter are stated during that phase. Therefore strategic planning can simply be defined as an input, guideline for the other types of planning within an organization including organizational planning that is

about the definition of the organization's structure, its identification or the planning of the resources that are necessary for the implementation of the intended intervention.

In fact, in very simple words, strategic planning can be defined as being the process for an organization to decide where it wants to go, why it wants to go and how it will go there. Hence, it allows the higher officials of an organization to set the general goals of the organization and the different policies and strategies which will facilitate the acquirement, management and distribution of the necessary resources for the achievement of the planned objectives.

For the strategic planning to be effective, **Shankar (2014)**, in an online publication, identified five (4) main elements to take into account and those are summarized in the diagram below:

Figure 1: Effective Strategic Planning



Source: www.managementguru.net

This figure explicitly confirm what was being explained in the previous parts of the work especially when stating that planning is general is most of the time intended for implementation as we can see it is the final steps. However all the stages are integrated and interrelated to each other to ensure a successful implementation.

2.2.2 Concept of Effectiveness

Effectiveness can be defined as the degree to which something is successful in producing a desired result with reasonable means. Operationally, Professor Kim P. S. (2015) identified 10 requirements for an effective program (policy, project, etc.). In fact, he stated that effectiveness of a program should be (1) based on needs, (2) aimed at objectives, (3) scheduled at the right time, (4) held at the right place, (5) for the right people, (6) conducted by an effective leader, (7) using effective techniques; (8) a program that reaches its objectives; (9) with which beneficiaries are satisfied; (10) and that is evaluated. He points out some key criteria that a program should fulfil to be qualified as an effective one such as the conformity, the adaptability to the environment, the stakeholders' satisfaction, adequate period, etc. and its relevancy and capability to turn the set objectives into results. It also encompasses the positive reaction of the people toward the program in terms of its usefulness to them and its capability to contribute changing their situations in a better way. The level of success of the program can be known by evaluating while and after its implementation. As a matter of fact,

strategic planning should take into account those criteria among others to be effective.

Otherwise, those highlights about the concept of effectiveness of a program, policy, or project will help better appreciate the implications of the result of the survey intended to assess the effectiveness of planning and implementation in Senegal and South Korea and recommend policy improvements accordingly.

2.3 Implementation

Some public policies theorists or practitioners in particular or public administration in general have provided various thoughts on the issue of policy implementation. In fact, implementation can be defined as the final stage of the planning process, the operational phase, where the plans/projects are realized. In other words, without implementation, planning would be a useless exercise because it is about putting into practice the planned policies.

Singh (2012) stated that public administration consists of the activities undertaken by a government to look after its people, or to manage its affairs. By arguing so, he considers public administration as an implementing organization by essence. Furthermore, **Heady (2001)** went further assimilating public administration as being the implementation itself with its related activities. Those arguments show to what extent implementation is essential in public administration since it is the core step in the public service delivery process of governments.

In fact, implementation can be considered as the most decisive step of development process without which organizations such as governments or enterprises would have been useless only because it's the process by which the project (intention, vision, etc.) is executed, including annual work plans, periodic progress reports and other types of reports (**Chang, Fell & Laird, 1999**). From that perspective, implementation starts from the design of a project to its periodic evaluation while being executed. That shows that when it comes to implementation all the steps are important for a successful implementation and many variables come into play.

Despite those theoretical definitions provided above, there is no consensus between specialists on an approach through which implementation should be carried out for success. In fact, a set of approaches and theories have been proposed but in this paper we will focus on three of them: the top-down, the bottom-up and the combined approach.

2.3.1 The Top-down Approach

It is the carrying out of a policy decision—by statute, executive order, or court decision; whereas the authoritative decisions are “centrally located” by actors who seek to produce the “desired effects” (**Matland, 1995, 146**). Through a metaphorical example, in that approach we have deciders and executors because the implementers are guided by the pre-planned policies as the deciders make it and sometimes not as they want it to be.

The top-down implementation approach is a clear-cut system of command and control—from the government to the project, which concerns the people. The top-down system showcases: (1) clear and consistent goals—articulated at the top of the hierarchical environment, (2) knowledge of pertinent cause and effects, (3) clear hierarchy of authority, (4) rules established at the top and policy is aligned with the rules, (5) resources / capacity to carry out the commands from the top (**Elder, 2011, lecture**). From that perspective, everything (tasks, activities, resources, etc.) is ready ideological.

However the changing environment and external threats may severely affect the implementation through the top-down approach. In addition, implementers would feel morally more accountable and responsible when implementing policies they were associated since the beginning. Due to those limitations of the top-down approach, other scholars propose the other way around, the bottom-up approach.

2.3.2 The Bottom-up Approach

Developed by **Hanf, Hjern and Porter (1978)**, it identifies the networks of actors who are involved in service delivery in one or more local areas and asks them about their goals, strategies, activities and contacts. It then uses the contacts in order to develop a networking technique to identify the local, regional and national actors involved in the planning, financing and execution of relevant governmental and non-governmental programmes.

Delon and Delon (2001) find that bottom-uppers are more likely to be reflective of community interests, while top-downers are more likely to impose policy narrowly upon focused interest groups. They conclude that bottom-up implementation is “more realistic and practical” and much more “democratic” than the top-down approach. This approach seems to be more consensual from most of implementers’ perspectives even if it’s not free from reproach because in terms of strategy for instance, top leaders should be defining and orientating the implementation due to the sensitivity of such an issue.

However, that approach is not also perfect even if it includes several advantages compared to the top-down approach that is more often a dissonant one. In fact due to the changing environment of organization sticking to a single approach in any situation can be source of surprising implementation failures because it is a constraint to innovative initiatives that are among other success factors in of an organization.

2.3.3 The Combined Approach

Because of the imperfection of the two previous approaches, some scholars like **Cerna (2013)** propose a combination of the good aspects of the two models, considering them rather complementary than conflicting. Combining the two approaches allows the author to choose the best practices from each side, their main strengths while ignoring their weaknesses. Policy implementation often takes place because a wide range of stakeholders

interact between different levels. Therefore both central policy-makers and local actors on the ground are determining for successful implementation. In addition, this combined approach allows differentiating between various policy areas.

However, in spite of those developed ideas on the issue of implementation and its different approaches, **Pritchett, Woolcock, and Andrews (2010)** consider that implementation remains conspicuously under-appreciated, under-theorized and under-researched. They insinuate that the concept of implementation has been neglected despite the fact that development initiatives have failed at least as often from weak implementation as from deficient objectives, policies or strategies. Their argument may be based on the fact that mostly implementation is thought to be more practical relating to action rather than theoretical as a concept to study. Those three scholars noticed that the intellectual heavy lifting in development is thought to center on defining objectives, promoting goals, designing policies and formulating strategies meaning at the planning stage.

As a matter of fact some people may be thinking that implementation is not worth conceptualizing and theorizing like planning that is somewhat a strategy rather than action. and the results of that misconception is more often repeating implementation failures only because to the mitigation strategies are somehow striking the wrong points or doing things right but actually not doing the right thing for successful policies implementation.

2.3.4 Successful Implementation

In its simplest terms, successful project or policy implementation can be considered as meeting four criteria in a very broad way. A project can be described as successfully implemented if it:

- comes in on-schedule (time criterion);
- comes in on-budget (monetary criterion);
- achieves basically all the goals originally set for it (effectiveness criterion);
- is accepted and used by the clients (beneficiaries) for whom the project is intended.

Apart from those simple criteria that undoubtedly conditions, **Slevin and Pinto (1986)** identified ten (10) factors ensuring success of that stage of successful implementation:

- ✓ **Project mission:** goals of the project are clear and understood, not only by the project team involved, but by the other departments in the organization;
- ✓ **Top management support:** willingness of top management to allocate necessary resources (financial, manpower, time, etc.) as well as the project manager's confidence in their support in the event of crises for project success;

- ✓ **Project Schedule / Plan:** degree to which time schedules, milestones, manpower, and equipment requirements are specified for project implementation;
- ✓ **Client Consultation:** Communication, consultation, and active listening to all impacted parties. It also refers to the necessity of taking into account the needs of the future users of the project;
- ✓ **Personnel issue:** it includes recruitment, selection, and training. In many situations, personnel for the project team are chosen with less-than-full regard for the skills necessary to actively contribute to implementation success;
- ✓ **Technical Tasks:** it is related to the availability of the required technology and expertise to accomplish the specific technical action steps. Thus it's not only about having the necessary personnel for the implementation team, but ensuring that they possess the necessary technical skills and have adequate technology to perform their tasks;
- ✓ **Client Acceptance:** this factor refers to the act of "selling" the final project to its ultimate intended users because it's not obvious that the users (clients) for whom the project has been initiated will accept it;
- ✓ **Monitoring and Feedback:** it refers to the project control processes by which at each stage of the project implementation, key personnel receive feedback on how the project is comparing to initial projections. Otherwise, adequate monitoring and feedback mechanisms give the project manager the ability to anticipate

problems, to oversee corrective measures, and to ensure that no deficiencies are overlooked;

- ✓ **Communication:** it is about the provision of an appropriate network and necessary data to all key actors in the project implementation. The need for adequate communication channels, the necessity of exchanging information with both users (clients) and the rest of the organization concerning project goals, changes in policies and procedures, status reports, etc. are very important in creating an atmosphere for successful implementation
- ✓ **Troubleshooting:** this factor stresses the ability to handle unexpected crises and deviations from plan. The “troubleshooting” mechanisms make it easier not only to react to problems as they arise, but to foresee and possibly forestall potential trouble areas in the implementation process.

In short, those different components for successful implementation cover all the areas of policy-making process from the planning stages to implementation including success factors and risk management strategies. Thus successful implementation cannot happen just at one stage but it's the result of various integrated actions and strategies at different levels especially at the planning stage. That can make assume that successful implementation cannot happen without effective planning that integrates monitoring mechanisms and risks mitigation techniques.

2.4 Effective Planning and Successful Implementation

As stated above, we assume that there is a dependency relationship between effectiveness of planning and policy implementation success. In fact, the retired sociology Professor, **Dr. Bartle (2007)**, in one of his publications, established close (complementary) relationships between planning and implementation. For instance, at the very beginning he argues that before any attempts to implement a project, the planners, implementers and beneficiaries should set up goals and objectives and decide on the project implementation strategy. Agreeing on how they are going to implement involves determining all items (inputs) that are needed to carry out the project, defining the different groups or individuals and their particular roles they are to play in the project. In that case a bottom up implementation approach would be more appropriate in the sense that it allows a more effective inclusiveness of the process resulting to a good participation of all stakeholders especially when it comes to beneficiary groups and implementers.

Besides, in policy management, plans describe and show the way implementation should be carried out. And an archetypical example is a work plan that is a guide to project implementation and a basis for project monitoring because it helps to identify responsibilities, do the right things in the right order and respect the timings. As a matter of fact, based on those previous explanations, there is a close relationship between planning and implementation in the sense that planning describes ways through which

implementation should be done whereas implementation is guided by planning (project work plan).

In return, the dependency relationship between effective planning and successful implementation is not a direct one but it is mediated by a number of factors without which a logical link between those two exercises of development policies couldn't be established. In the next sections of this paper, those mediating factors will be explained and analyzed for policy implication aiming to better the provision of delivered services in the ministry.

CHAPTER 3: RESEARCH METHODOLOGY

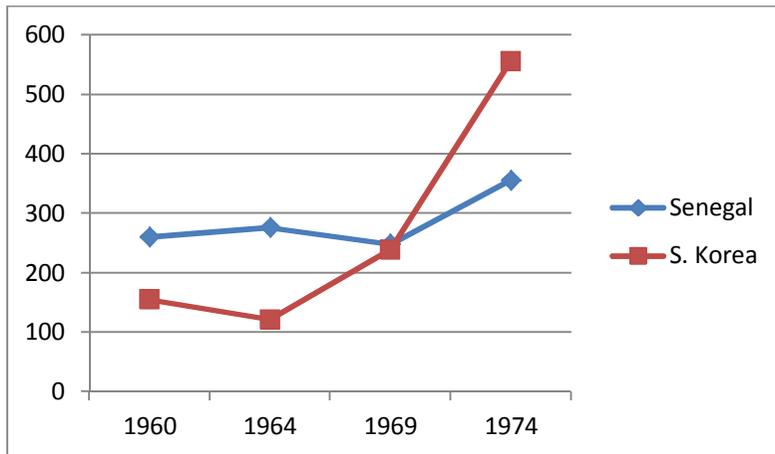
3.1 Introduction

This chapter describes the research model and framework used in this paper as well as the question the data collection methods and techniques of analysis in order to draw replicable and realistic policy lessons. It explains the different steps and methods including hypothesis, research framework, the population and sample, data collection tools that are used in this research to maintain validity and reliability of the data in order not to lay the analytical part on biased data.

3.2 Hypothesis

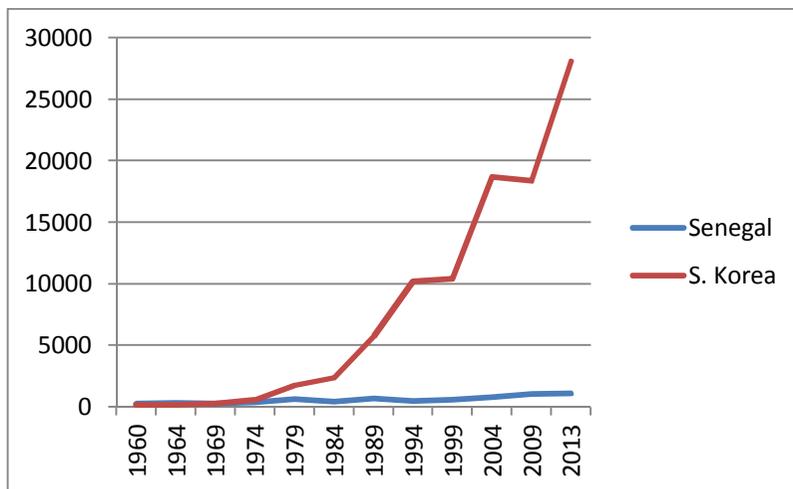
Senegal's GDP per capita was higher than South Korea referring to the World Bank estimates between 1960 and 1969 (\$260 USD versus \$155 USD for South Korea in 1960 and \$248 USD for Senegal versus \$239 USD for Korea in 1969). However, in 1970 the data have drastically changed in favor of South Korea within only one year (\$249 USD for Senegal versus \$279 USD for South Korea, 10 points of difference). In 1981, IMF estimated the GDP per capita of South Korea (\$1,870 USD) to be 3.4 times higher than Senegal's (\$544 USD). And recently in 2013 Senegal's GDP per capita is 25 times lower than South Korea's (\$1,050 USD versus \$25,920 USD).

Figure 2: GDP per capita (US dollars) of Senegal and South Korea (1960-1979)



Source: World Bank and IMF database (2013).

Figure 3: GDP per capita (US dollars) of Senegal and South Korea (1960-2013)



Source: World Bank and IMF database (2013).

Given such an economic gap within only 55, it would be difficult or even impossible for an economic theory to explain such good and bad scores for those countries which almost had the same economic situations till the 1970s. However, this study doesn't pretend to explain the different factors that

intervened in the economic histories of those countries or compare them, but it will only try to see the contribution of planning and the implementation in that economic success especially in the Ministries in charge of those functions. It's been repeatedly cited that planning through the Economic Planning Board (EPB) has been of a huge contribution in the economic development of South Korea. Therefore, policy lessons will be drawn from South Korea for Senegal when it comes to planning and implementation functions.

In the light of the aforementioned economic histories of South Korea and Senegal, we assume, on the one hand, that planning scheme in Senegal is not effective enough to generate successful policy implementations due to different factors. On the other hand, we think that the way and the context in which public policies are implemented in Senegal don't allow generating expected results as planned.

This research paper will test the hypothesis stating that there is a causal relationship between the variables "harmony between effective planning and successful implementation" and "the quality and quantity of delivered services" that proves the effectiveness of the planning and implementation process. In other words, "the quality and quantity of delivered services" is an outcome of the "harmony between effective planning and successful implementation". As a matter of fact, "the effectiveness of the planning and implementation process" is a dependent variable of "harmony between effective planning and successful implementation".

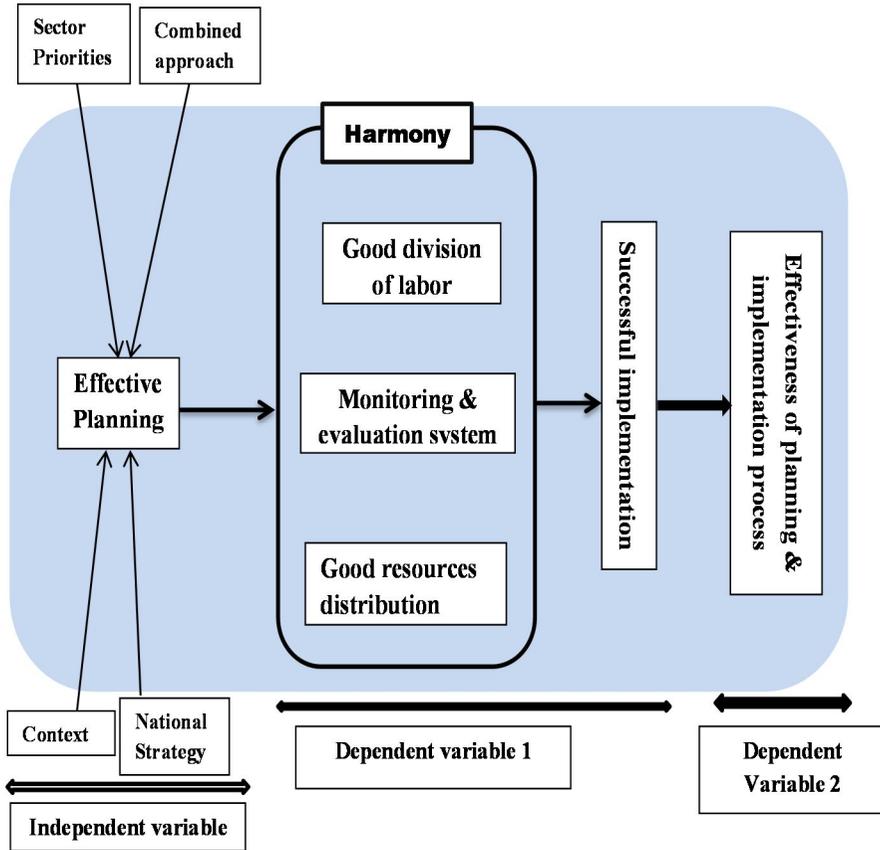
By “effective planning”, we mean the one that sets clear objectives, define and assign activities and tasks, allocates resources, sets monitoring, evaluation and risks control mechanisms so that the implementation can be done smoothly with less constraints for the achievement of the planned objectives. In one word, effective planning is considered here to be the appropriateness of the policy formulation to generate desired results. And on the other hand, we will not be very theoretical on the definition of “successful implementation” but practical. It refers here to the fast and good ways to transform planned policies into actions.

Then, in the example given above between South Korea and Senegal, we assume that a harmonious planning and implementations functions accelerated the economic results of South Korea within only 53 years moving from \$155 USD dollars to \$25,920 USD (167 times of increase) GDP per capita whereas Senegal has only increased its 4 times (from \$264 USD to \$1,050 USD).

Moreover, the quality and quantity of delivered services doesn't only depend on the successfulness of policy planning and implementation because many other factors highly affect the planning and implementation process, hence constraining the expected results. Those factors will be explained and analyzed in the body of this paper so that most of the external factors that hinder the success of implementation of planned policies and affect the effectiveness of services delivery in Senegal Ministry of Trade can be detected and mitigation strategies proposed.

3.2.1 Conceptual Framework

Figure 4: Research Framework



3.3 Research Approach

This paper uses a qualitative research adopting both descriptive and interpretive approaches to data after being collected accordingly to the principles of validity and reliability. Qualitative research is considered as being intended to deeply explore, understand and interpret social phenomena in their natural setting.

In fact, because of its descriptive model adopted in this paper, survey is used for explanatory and exploratory purposes. A survey obtains information from a sample of people by means of self-report that the people respond to a series of questions asked by the investigator (Polit & Hangler, 1993). Then, in this paper data are collected through self-administered questionnaire distributed to the target groups either with soft (online) or hard copies.

The choice of a descriptive survey is grounded in the fact that it provides an accurate portrayal or account of the characteristics including behavior, opinions, ability, beliefs and knowledge of a particular individual, situation or group (Burns & Grove, 1993).

3.3.1 Population and Sample

Babbie (2010) defines the population for a study as that group (usually people) about whom a researcher wants to draw conclusions. It is the group of interviewees or those from whom information have been collected through questionnaire or other data collection tools.

In the case of this study, as the research is about planning and implementation at the ministry level, the study population consists of high public officials from Senegal and Korea as well as some high ranked specialists including University professors and experimented practitioners.

In addition, a sample of one hundred (100) was targeted for both sides (South Korea and Senegal) so that it can be very representative. In fact, a sample is a subset of the population being studied (Bryman, 2008). In simplistic terms, it is the group chosen from a population in order for a study to be conducted on them on behalf of the entire population.

3.3.2 Sampling Criteria

The persons who were included in the sample were selected to meet a certain criteria. Those criteria were set as follows:

- ☞ Have a clear understanding of public policies and public administration as well;
- ☞ Be knowledgeable about policy and project planning and implementation;
- ☞ Have at least a certain number of experience in the field of public administration;
- ☞ Have worked in the current institutions for at least the two past years;
- ☞ Occupy a position that allows having direct contact on planning and implementation processes;

3.3.3 Data Collection

The topic raised in this paper is addressed for academic purpose but it is mostly a contribution to policy improvements in developing countries in general and especially in Senegal. The study will explain to what extent effective planning can impact on implementation and hence the results of public policies.

Data will be collected from both primary and secondary sources. First of all, a questionnaire somehow combining both interviews and a survey will be conducted towards both Senegalese and Korean public officials by means of online platform i.e. Google Survey form. Respondents are expected to fill up the online form and submit.

Secondly, some data will be collected from successful or well-reputed models in order to help assessing the appropriateness of the planning and implementation scheme of the ministry and to be used as systems of reference to measure the effectiveness between planning and implementation. Other types of data collected from those organizations will include quantitative past data and forecasts in order to compare or analyze current situations to measure to what extent the ministry is in accordance with the international standard indicators.

In addition, as stated in the introduction, the policy implications of this study will be partly drawn from the lessons learnt from the Korean experience especially when it comes to policy planning and implementation. Therefore

data will be collected from the Korean bureaucracy by means of existing data including academic papers, from government official websites, etc.

3.3.4 Data Collection Instruments

A questionnaire was chosen as data collection instrument. Babbie (2010) describes a questionnaire as being a printed self-report form designed to elicit information that can be obtained through the written responses of the subjects. He pursues that it is an instrument specifically designed to elicit information that will be used for analysis.

The use of the questionnaire has a certain number of advantages for this research. Those include:

- ✓ High response rate since it is easier for the subjects to complete;
- ✓ It requires less time and energy to manage;
- ✓ The anonymity of respondent was also an advantage it ensures more reliability because respondents are more willing to answer objectively if they are not to give their identity;
- ✓ There was less bias since the content of the questionnaire has been improved several times and validated in accordance with the thesis advisor;
- ✓ The questions were closed-ended type with possibility given to the respondent to expresses any other idea that was not taken into account;
- ✓ Etc.

Otherwise, the questionnaire of this paper consisted of three (3) sections:

- ❖ Section A aimed at assessing the level of adequacy of the planning and implementation scheme of the ministry and collecting views and opinions on what needs to be done to improve the process for a successful implementation;
- ❖ Section B focused on identifying the success and failing factors of implementation as well as the mitigation strategies for the implementation failures;
- ❖ Section C aimed at gaining demographic information as a control variable such as age group, sex, job position, organization, area of expertise, working experience, level of studies, etc...

Clear instructions guidelines were provided to the questionnaire to guide the respondents and make clearer to them to answer properly.

However, despite the aforementioned advantages of the questionnaires, this instruments may have some limitations related to the fact that respondent might not be in a situation appropriate for objective answers. The questionnaire was designed in two languages: an English version to collect data from the Korean side and a French version for the Senegalese side. Therefore due to the gaps that may occur during the translation phases, the level of understanding may slightly differ from a respondent to another. Another thing is the fact that there is no possibility for the respondent to ask for further questions in case he misunderstands a point.

3.3.5 Reliability and Validity

One of the most important considerations a researcher should bear in mind when conducting a research are reliability and validity of collected data. In very simplistic terms, reliability refers to the consistency and stability of the results of an assessment tool whereas validity is about the wellness of a tool to assess what it is supposed to assess. That aforementioned definition of reliability sums up in a certain extent the idea of Dost E. (2005) when he said “reliability is the extent to which measurements are repeatable when different persons perform the measurements, on different occasions, under different conditions, with supposedly alternative instruments which measure the same thing”.

Then during the data collection phase, the researcher made sure the questionnaire, as a data collection instrument, was reliable by taking into consideration a certain number of measures. In fact, the respondents were allowed to just submit one response and some of the key questions were made obligatory to complete the survey. Then respondents couldn't anymore see their answers once submitted and couldn't edit their answers either.

When it comes to validity considerations, the questionnaire included a variety of questions dealing with diverse issues of policy planning and implementation such as the appropriateness of the scheme of the process, its effectiveness, the failing or success factors that affect or increase the

expected results, and some demographic data on the respondents as a control variable.

Questions were designed in line with the objectives of the study, the information got from the literature review, the research questions and the study framework in order to keep the whole study in harmony.

3.3.6 Data Analysis

After being collected by means of a questionnaire through an online survey, the data are organized, categorized and analyzed. For the answers to close-ended questions, the analysis was done by means of Google form that provides automatic results in the forms of diagrams, graphs, etc. Those figures are transformed into simple comparison tables that are then described and interpreted through descriptive approach. In fact, the comparison tables allowed us to better see the differences and similarities of policies and projects planning and implementation between the two countries, Senegal and South Korea. On the other hand, the answers to open-ended questions were analyzed through interpretation, induction or deduction techniques by the researcher depending on the trend of the provided responses. Then a discussed summary of the different findings is provided as well as policy implications commenting the main findings of the research.

CHAPTER 4: RESEARCH FINDINGS AND ANALYSIS

4.1 Introduction

Chapter 4 presents and analyzes the different research findings collected from the respondents' feedback by means of a questionnaire. First of all, it provides a short analysis of the demographic characteristics of the respondents. Then, it summarizes the results in comparative tables showing the questions asked to respondents, assumptive statements and the rate of respondents per assumption and per country. The final column of each table shows the average rate of respondents from both countries in order to check to what extent assumptions have been supported in general.

This chapter provides combined analysis using average rates to assess the relevance of different statements as well as separate analysis to see how different factors affect planning and/or implementation of the countries and the reasons that are somehow behind those differences or sometime similarities. For some tables, there is a kind of introductory part in order to make the analysis more comprehensive and relevant.

Otherwise, other findings include additional information given by the respondents in response to open-ended questions that gave them the opportunity to express ideas that the questionnaire has not taken into account. Those ideas are reorganized, summarized, highlight and discussed.

In sum, the first part of this chapter deals with the process from planning and implementation especially its effectiveness in Senegal and South Korea, the second part deals with implementation particularly the factors that are either contributing to implementation failures or successful implementation.

The chapter is concluded by a summary of the different findings in words and in two different recapitulative figures of the main finding related to the effectiveness or not of the planning and implementation process in the two countries.

4.2 Analysis of the Demographic Characteristics of the Respondents

Table 1: Demographic Data

Table 1: demographic data		SOUTH KOREA		SENEGAL	
Variables	Characteristics	Frequency	Percentage (%)	Frequency	Percentage (%)
Gender	Male	22	66.7	54	73
	Female	11	33.3	20	27
Age groups	20 - 29	7	21.2	15	20.6
	30 - 39	15	45.4	28	38.3
	40 - 49	9	27.3	22	30.1
	50 and above	2	6.1	8	11.0
Positions	Directors	1	3	4	5.5
	Senior officials	6	18.2	42	57.6
	Junior officials	19	57.6	19	26
	Professionals	4	12.1	2	2.7
	Others	3	9.1	6	8.2
Type organization	Public	30	90.9	64	86.5
	Quasi-public	2	6.1	5	6.8
	Private	1	3	5	6.8
Field of expertise	Administration	18	54.5	8	10.8
	Economics	5	15.2	12	16.2
	Education	1	3	10	13.5
	Trade	0	0	7	9.5
	Human resources	0	0	3	4.1
	Management	1	3	12	16.2
	International affairs	3	9.1	1	1.4
	Social sciences	0	0	2	2.7
	Law	0	0	5	6.8
	Other	5	15.2	14	18.9

Years of Working experience	1 - 5	9	27.3		17	23.3
	6 - 10	13	39.4		32	43.8
	11 - 15	6	18.2		11	15.1
	16 - 20	3	9.1		9	12.3
	21 - 25	1	3.0		1	1.4
	26 and above	1	3.0		3	4.1
Level of study	A-level	0	0		3	4.1
	Diploma	0	0		8	10.9
	Bachelor	17	51.5		6	8.1
	Master degree	15	45.5		45	60.8
	Ph.D	1	3		11	14.9

For an overall target of 150 respondents (100 for Senegal and 50 for South Korea), 107 officials have responded to the survey, equaling to a participation rate of 71.3%. In fact, the demographic data show that in both countries there are more male respondents than female symmetrically with the total workforce of most of the organizations where men are generally overrepresented compared to women. In addition to the gender, we realized that more than half of the respondents are below 40 years old even though from Senegal side there is an important number of respondents who are above that age as opposed to South Korea.

When it comes to positions of the respondents in their organizations, the statistics show that from South Korea, more than 57% of the respondents are junior officials and among the senior officials there is only one director whereas in Senegal if we include the heads of departments (directors), more than 60% of the respondents are senior officials and the junior officials count only 26% of the total respondents. Therefore the level of study from the Senegal side is very high with more than 75% of respondents holding Masters or Doctors degrees as oppose to South Korea where almost 52% of the respondent have Bachelor degrees and about 46% with Masters. The high level of study of the Senegalese respondents is due to the fact that job offers in the public sector are limited and it is easier to be hired with a Master or higher degree than with a bachelor or diploma.

In addition, with respect to the ages and level of studies of the respondents, their years of working experience are mostly comprised between 1 and 15

years in both countries. However, even though their overall experience is not big, in South Korea more than 90% of the respondents are working in public organization and 54.5% of them have expertise in administration meaning they have enough competence to respond relevantly to the questionnaire. Similarly to the Senegalese respondents composed of a large number of senior officials with various backgrounds but mostly working in the public organizations (86.5% of them), they are equipped enough to give reliable responses to the questions.

4.3 Presentation and Interpretation of the Findings

4.3.1 Process from Planning to Implementation in

Senegal and South Korea

4.3.1.1 Effectiveness of the Planning and

Implementation in Senegal and South Korea

Table 2: Assessment of the Planning and Implementation process in Senegal and South Korea

Process of Planning & Implementation	South Korea	Senegal
	Percentages %	Percentages %
Very poor	0	6.8
Poor	0	41.9
Neutral	22.6	21.6
Effective	67.7	25.7
Very effective	9.7	4.1
Conclusion	Effective	Ineffective

Table 2 shows that the process from planning to implementation in Senegal is ineffective whereas in South Korea it is more than 2 times more effective

than it is in Senegal. In fact, from the Senegalese side, the responses to that “multiple choice” question show that process is ineffective with only about 25% of respondents stating the contrary whereas near 50% rating it as weak or even very weak and 21.6% of respondents who prefer to choose the “neutral” option. That rate of respondents choosing the “neutral” option can be due to the fact that they are not directly involved in the process or aware of what is going on in it. That relatively important rate of neutral responses also reveals the existing problems related to information sharing within the organizations in the sense that the yearly report or regular coordination meetings should provide such information to the different agents.

Contrary Senegal, in South Korea, more than 77% (combining effective and very effective options) of the respondents says that the planning and implementation process is effective and only 25% of respondents chose the neutral option. The interesting thing in South Korea’s case is that there is no respondent stating that the planning and implementation process is ineffective or weak.

In short, the process from planning to implementation in Senegal is more than twice less effective than it is in South Korea.

4.3.1.2 Slowness occurrence in the Planning and Implementation Process

Table 3: Areas of slowness occurrence in the process in Senegal and South Korea

<i>At which level do you think slowness occur the most in the scheme?</i>	South Korea	Senegal	Average of %
	%	%	
Funding	58.1	82.4	70.2
High authorities	51.6	54.1	52.8
Implementation units	22.6	54.1	38.3
Beneficiary stakeholders	61.3	24.3	42.8

The results in table 3 shows the average score of the two countries ranks the levels of slowness in order of importance as follow: funding, then high authorities, then beneficiary stakeholders and implementation units. In fact, even if slowness is said to occur most at the “funding” level, it doesn’t happen in the same way and doesn’t always have the same effects in the process. In Senegal, slowness in the process may be related to inability to raise necessary funds or long administrative procedures for disbursement whereas in South Korea it may be related to something else different from incapacity to raise funds for instance. Besides, the second level that gets the next highest score is the “high authorities”. Slightly more than half of respondents (52.8% of them) in both countries consider that slowness occurs at the political level (high authorities) that can be related to their willpower, competence, leadership skills, policy directions, etc.

When it comes to the two levels left, “implementation units” and “beneficiary stakeholders” that respectively got the lower but significant combined scores, 38.3% and 42.8%, the separate scores are very different from a country to another.

In South Korea, respondents consider that slowness occurs first of all at the “beneficiary” level with a score of 61.3%, then the “funding” level, then the “high authorities” and at last position the “implementation units”. That can be understood in the sense that the process itself is already said to be effective. As a matter of fact, slowness may occur more out of it, meaning at the local population level. But technically the process is effective enough because the implementation units got the lower score. And as already mentioned above, slowness occurs at the “funding” and “high authorities” levels scoring more than 50% each.

As opposed to South Korea, in Senegal, “funding” is the most important level when dealing with slowness occurrence with a very high score of 84.3%, followed by the “high authorities” and “implementation units” both scoring 54.1% and finally the beneficiary stakeholders. As a developing country with very limited resources, it is coherent that financial issues be part of most serious constraints to the effectiveness of the process of planning and implementation in Senegal. In fact, the high scores of “implementation units” and “high authorities” show that lack of political will, effective organization and somehow technical ability are factors affecting the process. For instance, in the implementation units, ineffective organization including overlapping roles, confusion and deficit of communication can be source of slowness. As a result, that contributes to the ineffectiveness of the implementation process.

4.3.1.3 Other Important Dimensions where Slowness occurs

Respondents were given the opportunity to answer the following question: “In your opinion, are there any other important dimensions where slowness occurs the most in the organization?”. Then to that open-ended question, they have pointed out other additional areas where slowness occurs and some explanatory facts of slowness occurrence in the planning and implementation process. Those areas include, for Senegal’s side, the decision making process that makes some respondents conclude that the planning function is not given much importance by the high authorities. Apart from that there are burdensome administrative procedures at the organizational and information levels resulting to an ineffective coordination of and within the organization especially in the implementation units. For instance, responses show that when compiling information collected from the units or different branches of the organization, it requires significant efforts to ensure consistency of data because of their dire quality. Some supplementary facts that hinder the effectiveness of planning and implementation process is the appropriation of the projects by target groups, the low level of awareness and incapacity to mobilize grassroots by implementation units and projects funding including availability of funds and disbursement.

In short, from those additional areas and facts of slowness occurrence, we realized that almost all levels are affected in Senegal, and that confirms the ineffectiveness of the process in there.

In return, for South Korea, slowness occurs when it comes to agreement on the policies, when there is not enough cooperation with the other divisions and between the staffs, co-office workers or with informal networking practices of persons in high position toward their friends, family members or university alumni, etc. It's stated that those favoritism practices distort implementation by ordering subordinates to proceed projects with their private networks. In addition, slowness was also identified in the process of reporting to bosses.

As a summary, the common point in both countries is that slowness occurs in more specific or detailed than at the levels provided in the questionnaire. However, as shown by both the scores of the proposed levels and the supplementary information provided by the respondents, slowness occurs at different levels or the degree of agreement that slowness occurs at a given level in Senegal and South Korea differs.

4.3.2 Adequacy between Planning and Implementation

Table 4: Implementation scale of Initial Plans

<i>According to you, at what scale the initially planned projects in your organization are implemented?</i>	South Korea	Senegal	Average of %
	%	%	
0% - 25%	0	0	0
Over 25% - 50%	6.9	29.7	18.3
Over 50% - 75%	31	45.9	38.5
over 75% - 99%	58.6	24.3	41.5
100%	0	0	0.0

Several factors can lead to a deficit of projects implementation comparing the level of achievements and the initial plans intended for implementation. In fact, table 4 shows that in both countries planned projects are implemented at least over 25% even if implementation is not at 100% in any of the two countries. However, the average implementation combining the two countries is not significant enough in the sense that there is a gap of over 20% between the implementation levels over 50% in the two countries even though in both countries at least two third of respondents estimate that projects are implemented beyond the average line.

In Senegal, the results show that more than three fourth of the respondents said that plans are implemented between 25% and 75% whereas in South Korea a little more than 93% of respondents said that initial plans are implemented between 50% to 99%. Furthermore, near 30% of respondents consider that the implementation rate of plans is comprised between 25 and 50% as opposed to South Korea where a bit less than 7% is of plans is implemented at 50% or below. Those results of Senegal and South Korea, especially their significant differences comfort once again the main finding of the research related to the effectiveness of the planning and implementation process showing its effectiveness in South Korea and the contrary in Senegal.

4.3.3 Effective Strategic Planning

In this section, as it is a kind of validation of assumptions, statements will be classified into three (3) categories: “**Very important**” category (including statements with scores of 75% and above), “**important**” category (including

statements with scores comprised between 50 and 74%) and “**relatively important**” category (including statements with scores under 50% and/or with a high score from one country).

Table 5: Important Steps for Strategic Planning

<i>Level of agreement on the different steps assumed to be essential for effective strategic planning.</i>	South Korea	Senegal	Average of %
	%	%	
Context analysis (internal and external environment, taking into account current and future situations)	71	93.2	82.1
Plan in line with the vision, missions and values of the organization	45.2	71.6	58.4
Strategy formulation by establishing goals, major initiatives and objectives	35.5	75.7	55.6
Identification of required actions to achieve the goals	64.5	81.1	72.8
Division of labor (identify the different tasks)	19.4	85.1	52.3
Resources allocation (budget, personnel, material...)	67.7	86.5	77.1
Effective monitoring and evaluation system	45.2	94.6	69.9
Effective communication strategy	61.3	77	69.2
Plan risks management strategies	29	70.3	49.7

As mentioned above, the statements in table 5 will be categorized in order of importance based on the score they get from the survey:

a) “**Very important**” steps for effective strategic planning from this table include:

- Context analysis (internal and external environment, taking into account current and future situations) with 82% of combined scores from the two countries.

- Resources allocation (budget, personnel, material...) with 77.1% of combined scores.

Context analysis is one of the most important steps when it comes to strategic planning because projects should be implemented at the right time and place and with the right resources. And only the context analysis can determine what should be done first, how to do it taking into account the environment. That's why without mastering the context, one ends up elaborating a wrong strategy that leads to different error types: doing the right thing in a wrong way or doing the right thing at the wrong moment or vice versa. Otherwise, similarly to the context analysis resources allocation is an essential step for an effective planning because imbalance between resources distribution cannot generate successful results but leads also to the types of errors discussed above.

b) “**Important**” steps for effective strategic planning:

- Identification of required actions to achieve the goals 72.8%
- Effective monitoring and evaluation system (69.9%)
- Effective communication strategy (69.2%)
- Plan in line with the vision, missions and values of the organization (58.4%)
- Strategy formulation by establishing goals, major initiatives and objectives (55.6%)
- Division of labor (52.3%)

c) “**relatively important**” steps for effective strategic planning:

- Plan risks management strategies (49.7%)

Based on the indicators defined above, this step is relatively important because even if it has a high score (70.3%) for Senegal, it has a low one from the South Korean side. The partial score of Senegal shows that risks management is important for Senegal as being a country with low-incomes and scarce resources. It will allow the country reduce the level of implementation failures by preventing and mitigating eventual threats that may affect the expected results.

4.3.3.1 Other Major Points for Effective Strategic

Planning

Respondents were given the possibility to share ideas relating to strategic planning if ever they identify any other important points. They have suggested a certain number of steps that should be taken into account for effective strategic planning. First, for the Senegalese respondents, those steps include the alignment of the strategic plan to the national strategy (for instance Plan Senegal Emergent), conformity between the strategic plan and the vision of the organization, and the inclusiveness of the planning process especially for partners and beneficiaries. Besides, additional elements are suggested to be considered when elaborating strategic plans such as reference to the strategic gap (between planned objectives and outcomes), formulation of a policy approach that the organization intends to implement, and

identification of cross cutting issues at the macro level. Finally, identification of sources and strategies of mobilizing or raising supplementary financial resources are also suggested as additional steps to be taken into account in the strategic planning process.

From South Korea's side, the additional steps include some minor suggestions providing that planning have been rated as effective. Those minor suggestions are related to the establishment of follow-up mechanisms until accomplishment of goals and consideration of (future) change of institutions for preventive purposes.

4.3.4 Successful Implementation

For this section, the same categorization criteria used for effective strategic planning part will be used as well. Those categories include conditions that are very important, that are important and finally relatively important.

Table 6: Factors of Successful Implementation in Senegal and South Korea

<i>Level of agreement on these elements below that are assumed to be essential for a successful implementation of an action plan.</i>	South Korea	Senega l	Average of %
	%	%	
Availability of resources (men, material and money)	93.5	91.9	92.7
Efficient resource allocation to the various implementation units	32.3	82.4	57.4
Proper deployment	19.4	63.5	41.5
Adequate readjustment of plans in accordance with the macro environment (legal, economic, financial etc.,)	48.4	77	62.7

Regular follow-up until accomplishment of goals	83.9	93.2	88.6
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a) “**Very important**” to be considered for effective strategic planning

- Availability of resources (men, material and money) (92.7%)
- Regular follow-up until accomplishment of goals (88.6%)

This research confirms that those two conditions mentioned above are very important for successful implementation. In fact, “availability of resources” is a preliminary and necessary condition for implementation to happen. The implication of such a condition is that a lack of sufficient resources will undermine the implementation process and affect the level of goals achievements. Similarly, “regular follow-up until accomplishment of goals” is an essential thing to meet the challenges of successful implementation. It allows implementers know the necessary changes or readjustments to make and the level of achievements at each step of the implementation process. The environment and context in which implementation takes place evolves and unexpected or unforeseen events can happen at any time during the process.

b) “**Important**” for effectiveness of strategic planning

- Adequate readjustment of plans in accordance with the macro environment (legal, economic, financial etc.,) (62.7%)

This component of successful implementation is important in the sense that it helps implementing leaders cope with the legal, social, environmental or political changes or updates of needs for instance. It somehow can be also a

result of an effective follow-up that helps identify the required options in accordance with the evaluation of the implementation process.

c) “**Relatively important**” for effective strategic planning

- Proper deployment (41.5%)

This condition is quite important in the Senegalese context with a score of 63.5% of approvals contrary to South Korea where it gets a low score of 19.4%. the point is, it can be due to the fact that in Senegal human resources management matters and the process of recruiting or appointing is more often criticized as being not transparent or even fair. For instance it has been said that there is an imbalance between the human resources in the central administration and the regional branches or between ministries depending on the working conditions or specific advantages.

4.3.5 Implementation Failures in Senegal and South

Korea

Table 7: Causes of Implementation Failures

<i>Causes explaining why some organizations do not implement 100% the initial plans.</i>	South Korea	Senegal	Average of %
	%	%	
Project are not well designed	29	28.4	28.7
Lack of relevancy of some projects	16.1	39.2	27.7
Problems of resources (human & financial resources)	54.8	91.9	73.4
Lack of political will	61.3	60.8	61.1

“**important**” causes

- Problems of resources (human & financial resources) (73.4%)
- Lack of political will (61.1%)

The research shows that those factors can relevantly explain implementation failures as supported by most of respondents from both countries Senegal and South Korea. In fact, even if doesn't necessarily guarantee successful implementation when there are problems in resources management highly contribute to implementation failures. And without enough political will that should be at the all the level of the implementation process, the expected results may have been achieved only by accident. As a matter of fact both factors are effective contributors to implementation failures.

“**relatively important**” causes

- Projects are not well designed (28.7%)
- Lack of relevancy of some projects (27.7%)

For those two factors that are somehow both referring to projects formulation in terms of relevancy and wellness, the support from the respondents is relatively low. That is to say that even if it is not denied that they affect the implementation process, the extent to which they contribute to implementation failures is low compared to the previous failing factors discussed above. Brief, projects formulation problems are not relevant factors to explain the implementation failures in both Senegal and South Korea.

Otherwise, some other causes have been identified as being source of uncomplete implementation of plans. For instance, those can be changing

circumstances, financial resources mismanagement and low participation of local populations. Another aspect that explains the gaps between initial plans and implementation is the intervention of private that sometimes causes resistance of subordinates in public organizations.

4.3.6 Implementation Approaches

Table 8: Implementation Approaches in South Korea and Senegal

<i>What implementation approach do you think is mostly adopted in your organization?</i>	South Korea	Senegal	Average of %
	%	%	
Top-down	41.9	27	34.5
Bottom-up	12.9	29.7	21.3
Combined	45.2	33.8	39.5
None (unclear approach)	0	9.5	4.8

The results for this multiple choice question are very heterogeneous taken per country as well as combined. Based on the indicators designed to check the degree of importance of the proposed statements, none of the implementation approaches is adopted at 50% in the organizations of the respondents in the two countries.

For South Korea, the top-down model that is sometimes considered as the less inclusive one because coming from the top management to the implementers and the combined model that can be considered as a trade-off between top-down and the bottom-up model considered as the most inclusive one, both have scores comprised between 40 and 50%. As a developed country, the high adoption of the top-down model may be considered as inappropriate. However, as public institutions and different administrative

systems try to shape their societies, the low gap between the scores of those two models can somehow reflect the level of Confucianism that influences the whole system in South Korea. It also shows how Korea is in-between conservatism and modernity and specially, the adoption of top-down that can be supported by the importance of seniority. In short, from the Korean side, the most adopted approach is the combined approach then the top-down.

As far as Senegal is concerned, the results are heterogeneous and somehow very close to each other. However 27% of respondents support the idea that organizations still adopt the top-down model even if it's less adopted compared to the bottom-up and combined approach. And those latter that are considered to be more appropriate nowadays are mostly adopted in Senegal but still implementation failures occur. Another thing is that 9.7 % of the respondents argue that there is no clear implementation approach adopted in their organization. That may lead to serious implementation failures in the sense that there will be a lack of coherence or a kind of anarchy when it comes to executing the tasks.

Table 9: Best Implementation Approach for Successful Implementation.

<i>Which one of the following implementation approach would guarantee most a successful policies implementation in your organization?</i>	South Korea	Senega l	Average of %
	%	%	
Top-down approach	25.8	5.4	15.6
Bottom-up approach	6.5	39.2	22.9
Combined approach	67.7	55.4	61.6

The results of the research show that in both Senegal and South Korea a Combined implementation approach using the two (bottom-up and top-down) in the relevant and appropriate situation is the best implementation strategy. And as explained above, that approach is a trade-off between the two implementation models that are considered as antagonist but should rather be complementary. They should be used alternatively because when it comes to public policies there is no perfectly appropriate model that guarantees successful implementation due to the changing environment, complexity of the public need and the unforeseeable events that can occur at any time or step. That may disrupt the process, affect the resources and obviously hinder the expected outcomes. That kind of happenings always requires quick and effective readjustments of the approach or even a total shift to a different one. So the combined approach is more effective and more likely to ensure a successful policy and projects implementation.

Taking a look at the results in table 8 that reflects the favorite approaches of the officials in the two countries and confronting them to the one in table 7 that reflects the reality in their organizations, we realize that even though in both countries the combined implementation approach is praised as being the best. In South Korea for instance, about 17% of respondents working in the organizations where the top-down model is adopted preferred to move to the combined approach whereas more than a quarter of them are happy with that model. That relatively important rate of officials (25.8%) preferring to stay with the top-down model somehow confirms the conservative and

hierarchical organization of the Korean society hidden in the concept of Confucianism in which juniors owe respect and obeisance to seniors. And that culture of obeying is reflected even within the organizations.

On the other side, in Senegal we notice a strong rejection of the top-down approach with less than 6% of the respondents supporting it as opposed to the current situation where 27% says that their organizations adopt that model. That explains the aspirations of the officials for more inclusiveness in the implementation process including the possibility for the stakeholders to express their points of view so that they can be reflected in the implementation strategy. That increases their motivations and they will feel more accountable for the outcomes, success or failures of the projects that is being implemented. Another explanation of that tendency to choose either the bottom-up approach (with a support rate of almost 40%) or the combined approach (with 55.4% supporting it) may also be the westernized administration system that the country has adopted from the former French colonizer and/or the requirement of the financial and technical partners.

In fact, apart from the adoption of the combined approach that is highly supported in both countries, table 9 shows that there is a cross choice of the two countries regarding the top-down (Senegal 5.4% and South Korea 25.8%) and bottom-up (Senegal 39.2% and South Korea 6.5%) approaches. That show, to a certain extent, sociocultural differences because factors or considerations can strongly influence people's preferences and explain their options even when it comes to institutions.

4.3.7 Supervision of Implementation

Table 10: Scale of proper Supervision of Implementation in Senegal and South Korea

<i>At which scale does the supervision of projects implementation is properly done in your organization?</i>	South Korea	Senegal	Average of %
	%	%	
0% - 20%	0	10.8	5.4
21% - 40%	6.5	23	14.8
41% - 60%	22.6	43.2	32.9
61% - 80%	32.3	17.6	25.0
81% - 100%	38.7	5.4	22.1

Table 10 shows supervision of projects implementation is properly done between 61% and 100% supported by most of the Korean respondents (more than 70%) as oppose to the Senegalese ones where a bit more than 23% support the contrary. Proper supervision is a contributing factor to successful implementation. Besides, without effective monitoring and evaluation mechanisms, implementation cannot be properly supervised. So that lack of proper supervision of implementation in Senegal supported by a portion of respondents can originate from the lack of effective monitoring and evaluation mechanisms.

4.3.8 Effective Monitoring and Evaluation

Table 11: Effectiveness of Monitoring and Evaluation Mechanisms in Senegal and South Korea

<i>At what level do you agree that there are effective monitoring and evaluation mechanisms at the coordination level in the different implementation units?</i>	South Korea	Senegal	Average of %
	%	%	
0% - 20%	0	10.8	5.4
21% - 40%	16.1	29.7	22.9

41% - 60%	16.1	41.9	29.0
61% - 80%	41.9	14.9	28.4
81% - 100%	25.8	2.7	14.3

In the light of the results of table 11, we can see that in South Korea, more than 67% of the respondents agree between 60% and 100% that there are effective monitoring and evaluation mechanisms to ensure successful implementation in the implementation units of their organization whereas in Senegal only about 17% of the respondents support that idea. Given that effective monitoring and evaluation highly contribute to effectiveness, then success of implementation, the effectiveness and ineffectiveness of respectively South Korea and Senegal can partly be attributed to those mechanisms. The lack of effective monitoring and evaluation mechanisms supported by more than 30% of the Senegalese respondents may also help understanding the results in table 2 for instance showing the ineffectiveness of the implementation process in Senegal.

4.3.9 Failing Factors of Implementation

4.3.9.1 Mismatch between Planning and

Implementation as a Failing Factor

Table 12: Mismatch between Planning and Implementation

<i>To what degree do you agree that mismatch between planning and implementation is one of the core factors of projects implementation failures?</i>	South Korea	Senegal	Average of %
	%	%	
0% - 20%	6.5	2.7	4.6
21% - 40%	12.9	5.4	9.2

41% - 60%	6.5	16.2	11.4
61% - 80%	48.4	35.1	41.8
81% - 100%	25.8	40.5	33.2

Referring to the indicators we have set to see the degree of importance of the statements, we realized in both countries the support to this statement is below 50% for all the proposed scales especially the highest one. However we realized that, even if about 42% of respondents combining both countries rank its importance within 61% - 80% and 33.2% opt for 81%-100%, the statement is quite important but mismatch between planning and implementation does not necessarily lead to implementation failures. For instance the plan can be intended for a top-down approach and be changed to a bottom-up approach to better cope with the eventually changing situations. As a result, due to instable environment and uncertainty, a project can be implemented differently to its initial plan and still be successful. Thus, the research makes us support the argument that implementation should be in accordance with the initial planning but it should also be flexible so that it can give opportunities to accommodate eventual changes to better face unwanted and unforeseeable occurrences.

4.3.9.2 Lack of Harmony between Planning and Implementation as a Failing Factor

Table 13: Harmony between Planning and Implementation

<i>At what degree do you agree that implementing projects accordingly with plans is a prerequisite for achieving</i>	South Korea	Senegal	Average of %
	%	%	

<i>planned and expected results?</i>			
0% - 20%	0	0	0.0
21% - 40%	9.7	2.7	6.2
41% - 60%	9.7	8.1	8.9
61% - 80%	29	35.1	32.1
81% - 100%	51.6	54.1	52.9

The results in table 13 shows 85% of consenters in an average between the two countries that implementing projects accordingly with plans can be considered as a prerequisite of successful implementation in a scale of 61% to 100%. Operational plans for implementation are supposed to guide the implementation process when it comes to role distribution, tasks execution, responsibility and accountability, resources and time managements, etc. in order to achieve expected results as planned. However that doesn't mean that implementers should stick to plans at any cost for the sake of conformity between implementation and planning but they should be implementing plans in a smart way because harmony includes the concept of conformity but it is not synonymous to literality.

4.3.9.3 Different Levels of Implementation Failing Factors

The listed statements in table 14, 15, 16 and 17 are assumed to be among other factors of policies implementation failures. The respondents were expected to show to what extent they consent to the given statements. Then the more the score of a statement is low the less it is likely to be a seriously contributing to implementation failures.

Then, in order for the analysis to be more organized, the statements will be classified into three categories depending on the percentage of consenters.

The three (3) categories will include:

- Factors that are highly contributing to implementation failures composed of statements with support rates comprised between 75% and 100%;
- Factors that are contributing to implementation failures to a certain extent composed of statements with support rates comprised between 50% and under 75%;
- Factors that are relatively contributing to implementation failures composed of statements with support rate under 50%.

Table 14: Implementation Failing Factors at the Organizational Level

<i>These statements below have been assumed to contribute to implementation failures. Tick the ones you agree on.</i>	South Korea	Senegal	Average of %
	%	%	
Long and slow procedures (bureaucracy)	35.5	89.2	62.4
Conflict of competence or redundancy between components, divisions of the organization	35.5	83.8	59.7
Intensive hierarchical control	32.3	23	27.7
Lack of coordination between the different components	77.4	81.1	79.3
Instability of the organization (attributions, ministers, names...)	25.8	82.4	54.1
Lack of effective information-sharing system between the different branches and within the organization	51.6	83.8	67.7

Table 15: Implementation Failing Factors related to Human Resources

<i>These statements below have been assumed to contribute to implementation failures. Tick the ones you agree on.</i>	South Korea	Senegal	Average of %
	%	%	
Inappropriate leadership style	51.6	63.5	57.6
Deficit of personnel especially in the regional branches	32.3	77	54.7
Inadequate distribution of the human resources	54.8	66.2	60.5
Lack of appropriate social policies to better motivate the employees	58.1	68.9	63.5
Lack of capacity to mobilize target groups	48.4	41.9	45.2
Lack of periodic capacity-building sessions in order for employees to better cope with the fast-changing and evolving environment of public administration	25.8	79.7	52.8

Table 16: Implementation Failing Factors at the Technical Level

<i>These statements below have been assumed to contribute to implementation failures. Tick the ones you agree on.</i>	South Korea	Senegal	Average of %
	%	%	
Project managers' profiles more often fit the position requirement but might need skills updating and other specific trainings on modern management methods for an efficient and effective implementation	32.3	73	52.7
Lack of adequate technology for effective implementation in the implementing units	35.5	60.8	48.2
Lack of appropriate infrastructures for implementation	35.5	56.8	46.2
Ineffective participation of beneficiary groups due to their lack of managerial skills	32.3	67.6	50.0
Lack of proper monitoring to track implementation progress	54.8	78.4	66.6

Table 17: Implementation Failing Factors related to Financial Resources

<i>These statements below have been assumed to contribute to implementation failures. Tick the ones you agree on.</i>	South Korea	Senegal	Average of %
	%	%	
Budgets are allocated regardless of the financial needs of the organization	30	82.4	56.2
Implementation of donor-funded projects are more likely to be successful than government-funded ones	3.3	78.4	40.9
N/A (not applicable)	63.3	0	31.7

4.3.9.3.1 Factors that are highly contributing to Implementation Failures

At the organization level, referring to table 14, in both countries, respondents have consented at 79.3% in average that “lack of coordination between the different components” in the organization highly contributes to implementation failures. So either it is in a developed country like South Korea or developing country like Senegal, a lack of coordination in the organizations undermines implementation and above affects the organization as a whole because a deficit of coordination some leads to anarchy within the organization and reduces its chances to achieve its vision.

However, taking each country case in an isolate way, the lack of coordination is the only factor identified as highly contributing to implementation failures in South Korea as opposed to Senegal where four (4) more highly failing factors have been identified and all supported at a rate above 80%. Those identified failing factors below can all explain the implementation gaps either assumed and supported by the Senegalese respondents or identified by them.

- Long and slow procedures (bureaucracy);
- Conflict of competence or redundancy between components, divisions of the organization;
- Instability of the organization (attributions, ministers, names...);
- Lack of effective information-sharing system between the different branches and within the organization.

When it comes to human resources, table 15 shows that no failing factor has been identified as highly contributing to implementation failures in both countries but specifically in Senegal two (2) have been identified including: a “deficit of personnel especially in the regional branches” and a “lack of periodic capacity-building sessions in order for employees to better cope with the fast-changing and evolving environment of public administration”. In fact, inadequate human resources and being intellectually outdated definitely lead to implementation failures due to ineffectiveness.

Similarly to table 15, table 16 shows that, at the technical level, only one (1) highly contributing failing factor to implementation has been identified in Senegal and none in South Korea. In fact, a “lack of proper monitoring to track implementation progress” has been identified as highly undermining implementation in Senegal. Those kind of technical faults affect the outcomes and the possibility for appropriate evaluation for future initiatives.

Finally, in terms of financial resources, referring to table 17, both assumed factors have been consented as highly contributing to implementation failures in Senegal contrary to South Korea where more than 63% of the respondents said the assumptions are not applicable to their organization’s situation. Thus, allocating budgets regardless of the financial needs of the organization is one of the most serious implementation failing factors related to financial resources because that leads to inappropriate readjustments of already planned projects in order to stay within the allocated budget. That maybe why Senegalese respondents support the assumption stating that “implementation

of donor-funded projects are more likely to be successful than government-funded ones” only because the donor-funded projects most of the time have available financial resources as oppose to the government-funded ones where so many hobbling factors such as budget-cut, funds mismanagement, lack of accountability, etc. may occur. External donors are more watchful when it comes to financial management and that seems to be significantly contributing to implementation success.

4.3.9.3.2 Factors that are contributing to Implementation

Failures to a certain extent

That intermediate level, referring to the categorization we have made to facilitate and render the analysis clearer, have more consented statements especially due to the high support from the Senegalese respondents. In fact, at the organizational level, table 14 shows that four (4) factors have been identified to be contributing to implementation failures. Those factors include:

- Long and slow procedures (bureaucracy);
- Conflict of competence or redundancy between components, divisions of the organization;
- Instability of the organization (attributions, ministers, names...);
- Lack of effective information-sharing system between the different branches and within the organization.

Those listed factors are all highly contributors to implementation factors in Senegal whereas in South Korea only the last one related to lack of effective

information-sharing is consented as being contributing to a certain extent to implementation failures. That can be explained by the fact that in South Korea the top-down approach has been said by more than 40% of the respondents as being adopted as the implementation model. And the type of communication in a top-down system is rather vertical than flat or horizontal that is likely to be more effective and because of its inclusiveness in nature.

Besides, as far as human resources are considered, only one assumption on the in table 15 is excluded to this category of statements that are contributing to a certain extent to implementation failures. However, if we refer to the results per country, three of the assumptions are consented at more than 50% in both countries and those include an “inappropriate leadership style”, a “lack of appropriate social policies to better motivate the employees” and an “inadequate distribution of the human resources”. In fact, the common feature of those three factors is “inappropriateness” that always leads to ineffectiveness and somehow failure in most of the cases. And the remaining two factors that refer to the “deficit of personnel especially in the regional branches” and the “lack of periodic capacity-building sessions in order for employees to better cope with the fast-changing and evolving environment of public administration” specifically apply to Senegal case and have been discussed in a previous section.

Otherwise, at the technical level, table 16 shows that all the assumptions are consented as contributing to a certain extent to implementation failures in Senegal whereas only one the “lack of proper monitoring to track

implementation progress” has been consented to be doing so in both countries. The fact that proper monitoring matters in both South Korea and Senegal shows how important it is when dealing with implementation. And as mentioned above, the other factors are specifically contributing to implementation failures in Senegal:

- Project managers’ profiles more often fit the position requirement but might need skills updating and other specific trainings on modern management methods for an efficient and effective implementation;
- Lack of adequate technology for effective implementation in the implementing units;
- Lack of appropriate infrastructures for implementation;
- Ineffective participation of beneficiary groups due to their lack of managerial skills.

Those factors express a series of needs including capacity building sessions for intellectual improvements of implementers and an upgrade of the beneficiaries’ skills for their effective participation in the process. They also imply limitations in terms of financial and material resources to supply adequate infrastructures and technologies in accordance with the implementation demand.

Finally, in terms of financial resources any factor has been identified in this category.

4.3.9.3.3 Factors that are relatively contributing to Implementation Failures

This section composed of statement that are consented at less than 50% of the respondents is more specifically by South Korea where most of the assumed failing factors have been supported at a low percentage logically because of the results in table 2 showing the effectiveness of the planning and implementation process in there.

At the organizational level, in table 14 “intensive hierarchical control” as an implementation failing factor has been given less importance in both countries especially in Senegal where only 23% of the respondents consented to that assumption. As explained in the analysis of the results in table 13, Senegalese officials aspire to more inclusiveness and freedom contrary to intensive hierarchical control that is somehow a constraint to such aspirations.

In South Korea, the results in table 14 show that the organizations are stable as oppose to the situation in Senegal where ministerial reshufflings highly contribute to “instability of the organization” that more often leads to implementation failures. The additional assumptions that have been less consented as being implementation failing factors include “long and slow procedures (bureaucracy)” and “conflict of competence or redundancy between components, divisions of the organization” only because as a developed country the management system is modern and the country is technically well-equipped to avoid failing factors related to overlapping roles.

When it comes to human resources, in table 15, the “lack of capacity to mobilize target groups” has been identified as relatively failing factors in both countries with an average support rate of more than 45%. However the reasons explaining that lack of capacity to mobilize local populations seem to be different in South Korea and Senegal. In developed and especially capitalist countries, the role of the government is not usually strong and people are not attempted to be having high expectations from the government as oppose to in developing countries where people almost expect the government to do everything. So in South Korea that maybe related to the fact that people are more interested in their own businesses rather than waiting for support from the government and in Senegal it can be due to technical or financial resources to build capacities of the target groups.

In addition, as stated above, the low scores of the two other failing factors in table 15 show that “deficit of personnel especially in the regional branches” and “lack of periodic capacity-building sessions in order for employees to better cope with the fast-changing and evolving environment of public administration” are not really contributing to implementation failures in South Korea because they are not important constraining issues in there.

At the technical level as well, excluding the “lack of proper monitoring to track implementation progress”, table 16 shows that all the other assumed factors (project managers’ profiles more often fit the position requirement but might need skills updating and other specific trainings on modern management methods for an efficient and effective implementation; lack of

adequate technology for effective implementation in the implementing units; lack of appropriate infrastructures for implementation; ineffective participation of beneficiary groups due to their lack of managerial skills.) have not been consented as being important implementation failing factors as mentioned earlier because the country is technically mature enough.

Finally, in terms of financial resources, respondents gave less support to the assumption considering the fact that “budgets are allocated regardless of the financial needs of the organization” as an implementation failing factor as shown in table 17. That statement may not be appropriate for the Korean case because as a developed country there is little probability that implementation failures be caused by funds-related problems similarly to the developing countries where funding is a key factor explaining implementation gaps.

4.3.10 Additional Factors contributing to Implementation

Failures

In this section, respondents were to answer the following question: “What other factors do you think are contributing to implementation failure in your organization?” in order to express their ideas that are not taken into account in the proposed assumptions.

That open-ended question that specifically aimed at collecting opinions about the failing factors of implementation related to human resources, technical or financial managements from actors in order to avoid only letting them agree or disagree to the proposed statements of the researcher.

- **Human Resources-related Implementation Failures:**

The Senegalese officials have identified a lot of human resources-related factors that lead to or justify implementation failures. Those include diverse dimensions such as politization of the recruitment of the personnel (spoils system), even for some technical staff members. That is obviously contributing to implementation failures in the sense that if the personnel is not recruited based on technical abilities, it will be reflected in the execution of tasks. Other failing factors identified by the respondents is the lack of political will from the high officials, the inappropriateness of the leadership style, the limitations in management skills of some heads of division as well as the lack of mutual trust between the top management and the staff managers, especially the professionals (non-public officials). There is also an insubordination of some senior officials towards the relevant boss.

Besides, Senegalese respondents have also pointed out the lack of expertise of most employees in specific areas, demotivation and absence of (internal) promotion policy as well as the lack of provisional and career management of employees. All those factors contribute to implementation failures because a lack of expertise or motivation of employees necessarily leads to implementation gaps. The inappropriate distribution of tasks to the personnel insufficient workforce in the divisions of the department resulting to the big range of unskilled staffs in regional and departmental branches and the confusion of and overlapping roles is another serious cause of implementation failures. Other failing factors include the lack of appropriate

training sessions that meet the HR needs of the department and the fact that the personnel is appointed by the department in charge of the civil service irrespectively to the organization's specific needs in terms of profiles and area of competence of the appointees. Low participation of beneficiaries was also listed as a contributing factor to implementation gaps. Etc.

- **Technical Implementation Failing Factors:**

The Senegalese officials have identified different technical failing factors in the implementation process including the mismatch between the real needs of beneficiaries and offered services. They have added to the list of implementation failing factors the lack of technical trainings within and out of the organization, a poor environment analysis and social impact assessment, the inadequate or insufficient resources, the social gaps and language barriers between projects implementers and target groups; etc.

- **Financial Failing Factors in the Implementation Process**

At the financial level in Senegal, several factors of implementation failure have been identified and listed as follows: the unavailability of credit and cash flow; the limited financial resources; the budgetary punctures; the imbalance in the allocation of financial resources to the benefit of expenditures related to the personnel; the formulation of plans regardless to available financial resources; the use of funds for wrong objectives (diversion); the delayed provision of budgets leading to gaps between planned execution dates and implementation dates; any kind of binding

mechanisms of fund provision; the fact of changing staffs in charge of financial resources during project implementation; and the non-inclusiveness of the process of the different steps of budgets setting; etc.

For the case of South Korea, for almost all the questions, not many failing factors have been identified. However, when it comes to the human resources related failing factors, the respondents pointed out the lack of manpower, proper inspection. They also argue that there is an uneven workload among workers; etc. Besides, for the technical level, there is a lack of explicit guidelines and time for staff training sessions. And finally, as far as the financial level is concerned, the identified failing factors refer to a good division of labor, the budget allocation mainly on few urgent issues, the deficit of operating budget including advertisement budget and seminars' costs for stakeholders.

4.3.11 Success Factors of Implementation

The statements in the tables (18, 19, 20 and 21) are assumed to be factors contributing to successful implementation. The respondents were expected to show to what extent they consent to the given statements. Then the higher the score of a statement is the more it is likely to be strongly contributing to successful implementation.

Then, for the sake of organization, the different statements will be classified into three categories depending on the percentage of consenters. Those categories include:

- factors that are **highly contributing to successful implementation** composed of statements with support rates comprised between 75% and 100%;
- factors that are **contributing to successful implementation** to a certain extent composed of statements with support rates comprised between 50% and under 75%;
- factors that are **relatively contributing to successful implementation** composed of statements with support rate under 50%.

Table 18: Factors of Successful Implementation at the Organizational

Level

<i>These statements below have been assumed to be factors of successful implementation. Tick the ones you agree on</i>	South Korea	Senegal	Average of %
	%	%	
Single implementation agency, not dependent upon other agencies	16.1	43.2	29.7
Complete understanding of, and agreement upon, objectives	61.3	85.1	73.2
Perfect communication among, and coordination of, various elements in the program	77.4	91.9	84.7
A good chain of command	16.1	55.4	35.8
Support from the top management	54.8	87.8	71.3

Table 19: Factors of Successful Implementation related to

Human Resources

<i>These statements below have been assumed to be factors of successful implementation.</i>	South Korea	Senegal	Average
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<i>Tick the ones you agree on</i>	%	%	of %
Adapted resonant leadership style	41.9	85.1	63.5
Right men at the right place	71	90.5	80.8
Getting people to do what they are told	19.4	82.4	50.9
Deliberately excluding all emotions and subjective motivations	16.1	55.4	35.8

Table 20: Factors of Successful Implementation at the Technical Level

<i>The statements below have been assumed to be factors of successful implementation. Tick the ones you agree on</i>	South Korea	Senegal	Average of %
	%	%	
Availability on time of sufficient resources	67.7	89.2	78.5
Specified tasks to be performed by each participant	45.2	85.1	65.2
A healthy system of control and communications	54.8	89.2	72.0
Minimizing conflict and degeneration	19.4	58.1	38.8

Table 21: Factors of Successful Implementation related to Financial Resources

<i>These statements below have been assumed to be factors of successful implementation. Tick the ones you agree on</i>	South Korea	Senegal	Average of %
	%	%	
Availability of sufficient financial resources on time	80.6	89.2	84.9
A good system of financial control	41.9	87.8	64.9

4.3.11.1 Factors that are highly contributing to Successful Implementation

As we have already discussed the different implementation failing factors in both South Korea and Senegal, so this section will be a validation part of the

different statements related to factors that are highly contributing to successful implementation. Those factors include:

- Perfect communication among, and coordination of, various elements in the program;
- Right men at the right place;
- Availability on time of sufficient resources;
- Availability of sufficient financial resources on time.

And specifically for Senegal, additional factors have been consented as being able to highly contribute to successful implementation and those are as follows:

- Complete understanding of, and agreement upon, objectives as well as support from the top management at the organizational level;
- Adapted resonant leadership style and getting people to do what they are supposed to when it comes to human resources;
- Specified tasks to be performed by each participant and also a healthy system of control and communication are needed at the technical level;
- A good system of financial control is also to be set up for a successful implementation.

4.3.11.2 Factors that are contributing to Successful

Implementation to a certain extent

For this section all the previously quoted factors for Senegal as highly contributing to successful implementation are all elected for this section due to the strong support from the Senegalese respondents. Apart from those factors, the three more below are considered as contributing to implementation success to a certain extent only in Senegal:

- A good chain of command at the organizational level;
- The fact of deliberately excluding all emotions and subjective motivations when dealing with human resources;
- Minimizing conflict and degeneration at the technical level;

4.3.11.3 Factors that are relatively contributing to

Successful Implementation

Most of the statement belongs to this section for South Korea since its planning and implementation process has been confirmed as effective as opposed to Senegal that needs more recommendation to improve the process. However the only factor that is considered as not being significantly contributing to successful implementation in both countries is “single implementation agency, not dependent upon other agencies”. In fact, to maximize the chances for effectiveness and success of the implementation process, there should be collaboration of all stakeholders that will be jointly

implementing the policies and projects. Another element that can highlight the reticence of respondents for that statement is that most of them rejected the top-down approach and having one implementation agency may be similar or worse than adopting that model.

4.3.11.4 Additional Factors contributing to Successful Implementation

For this open-ended question relating to the factors contributing to a successful projects implementation, many elements have been suggested. The additional success factors of projects implementation identified by the Senegalese respondents include:

- At the **organizational level**: stability at the head of the department and the adoption of a participatory management system contribute to successful implementation;
- At the **human resource** level: a good division of labor and knowledge of the target group and master the social and cultural specificities are important for successful implementation. That's the reason why opinion leaders can play a great role to ensure a successful implementation. Besides, other important factors such as mastering of the organization's workforce and its capacities as well as a periodical sensitization to the employees on relevant development issues and their importance to better raise awareness have been identified.

- At the **technical level**: the implementation success factors identified at this level comprise good plans, effective monitoring and evaluation system with clear and measurable indicators, a dynamic analysis of the constraints and opportunities occurring in the implementation process, and a systematic use of economic intelligence techniques to put the action plan in a context of coherence. In addition, sharing the objectives, timelines and ambitions, establishing performance contracts and an effective communication system at all levels can also contribute to successful implementation.
- At the **financial level**: a rationale allocation of resources is very important to ensure successful implementation especially with the scarcity of resources in low-income countries.

In South Korea, some success factors have been identified such as the cooperation between different organizations (divisions) and create more opportunities for ideas and information sharing. In terms of human resources, the respondents suggest providing enough personnel to deal with evert issues, and strengthening the communication system among the staff members (within the organization) and the other stakeholders. Furthermore, for the technical level, they suggest make arbitrary or simultaneous efforts to improve the employees' skills.

CHAPTER 5: SUMMARY, IMPLICATIONS AND POLICY RECOMMENDATIONS

This chapter presents the summary of the different findings of the paper in the form of paragraphs and figure referring to the study frame of adopted in this research. In addition, it deals with the policy implications drawn from this study on the effectiveness of planning and implementation in Senegal and South Korea especially in public organizations as well as the recommendations.

In fact, the chapter is then split into 3 main part main parts: the policy implications stress comments of the researcher on the different outcomes of the study compared to the initial hypothesis and objectives of the research whereas the recommendations are specific policy suggestions for the two countries that aim to correct the different gaps found in the planning and implementation process.

5.1 Summary of the Findings

This research that aimed at assessing the effectiveness of planning and implementation in Senegal and South Korea has come up with major findings ranging from highlights of the key concepts of planning and implementation, their relationships, important steps of effective strategic planning to the discussion of the different implementation approaches. It has also led to the clarification of effectiveness of planning and implementation process in Senegal and South Korea and allowed identifying various factors of failures or success of those functions.

In fact, for the question of the effectiveness or not of planning and implementation process in Senegal and South Korea, by means of the results of a survey, the main finding of the research is that the process is more than twice more effective in South Korea than in Senegal.

Moreover, ineffectiveness of planning and implementation process can be explained by diverse factors. However, the research targeted a certain number of aspects and levels including, for instance, slowness occurrence and inadequacy between planning and implementation that are often cited as factors compromising the effectiveness of the process.

When it comes to slowness occurrence, among the four levels proposed in the questionnaire including funding, high authorities, implementation units and beneficiaries, it has been found that the level where slowness occurs differs between the two countries. In Senegal, for instance, slowness occurs more at the funding level first (with 82.4% of the respondents supporting that argument) then at the high authorities and the implementing units (which both got the same support rate of 54.1%) whereas in South Korea slowness occurrence is more noticed at the beneficiaries level first (supported by 61.3% of the respondents) then the funding level (with 58.1% of the respondents supporting it).

Additionally, as far as the inadequacy between initially planned projects and their implementation, it has been found that in Korea most of plans are implemented between 75% and 99% whereas in Senegal they are mostly implemented at a scale of 50% and 75%.

After determining the effectiveness or not of the planning and implementation process in the two countries, the research tried to find out the different factors that are contributing to success or failure in the implementation phase. Therefore some major steps have been identified as being essential for an effective strategic planning such as the context analysis, resources allocation, an effective communication strategy as well as monitoring and evaluation system, the identification of required actions to achieve the goals, etc.

Otherwise, as far as implementation is concerned, the different causes of implementation failures in each of the two country cases have been identified. And most of those failures are related to a lack of political will and resources-related problems (human & financial resources). Besides, at the implementation phase as well, the research found out that the different implementation approaches adopted vary from a country to another. In South Korea for instance, the combined and the top-down approaches are the mostly adopted whereas in Senegal it's the combined and bottom-up ones. And that reality is also reflected in the preferences of the different respondents when it comes to choosing the best implementation model in their organizations even though the reality and their preferences are not matching.

From another perspective, several factors have been identified as highly contributing to achieving successful implementation. Those include at the organization level, support from the top management, complete

understanding of, and agreement upon, objectives, perfect communication among, and coordination of, various elements in the program, etc. When it comes to the human resources level, success factors for implementation include the availability of resources, adapted resonant leadership style, right men at the right place, etc. At the technical level, the identified success factors are related to a regular follow-up until accomplishment of goals, an adequate readjustment of plans in accordance with the macro environment, availability on time of sufficient resources, specified tasks to be performed by each participant, a healthy system of control and communications, so on and so forth. And finally, for the financial resources, the identified success factors of implementation are related to availability of sufficient financial resources on time and a good system of financial control.

Similarly to the factors contributing to successful implementation, failing factors of implementation have been identified at different levels. At the organization level, the failing factors include lack of coordination between the different components, long and slow procedures, overlapping roles between the divisions, lack of effective information-sharing system between the different branches and within the organization, etc. For the human resources, inappropriate leadership style, inadequate distribution of the human resources, deficit of personnel especially in the regional branches, lack of periodic capacity-building sessions, lack of appropriate social policies to better motivate the employees, etc. have been identified as failing factors of implementation. At the technical level, it's about the outdatedness of some

project managers that are appointed based on their profiles that may not be in line with the technical capacity the position requires, lack of adequate technology for effective implementation in the implementing units, ineffective participation of beneficiary groups due to their lack of managerial skills, lack of proper monitoring to track implementation progress, so on and so forth. And finally when it comes to the financial resources, the fact that budgets are allocated regardless of financial needs of the organizations is a factor contributing to implementation failures.

5.1.1 Summary of the Findings in Figure

Figure 5: Planning and Implementation process in South Korea

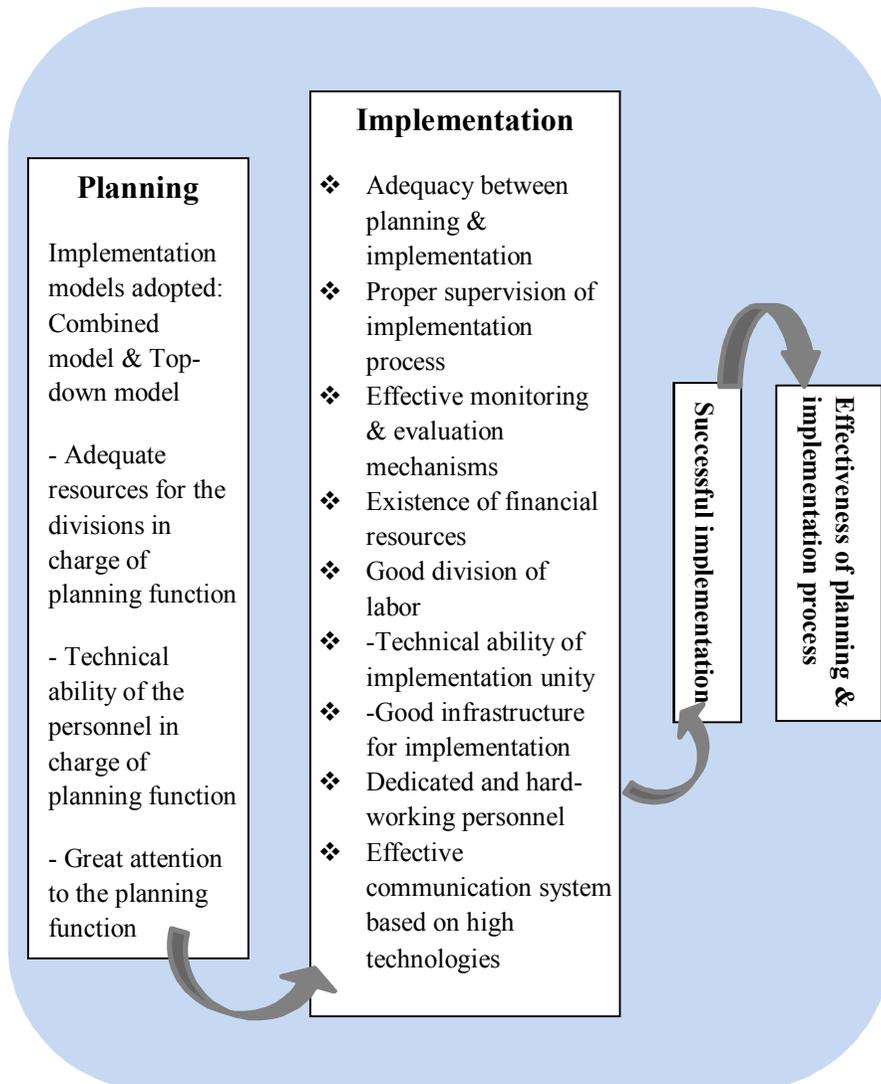
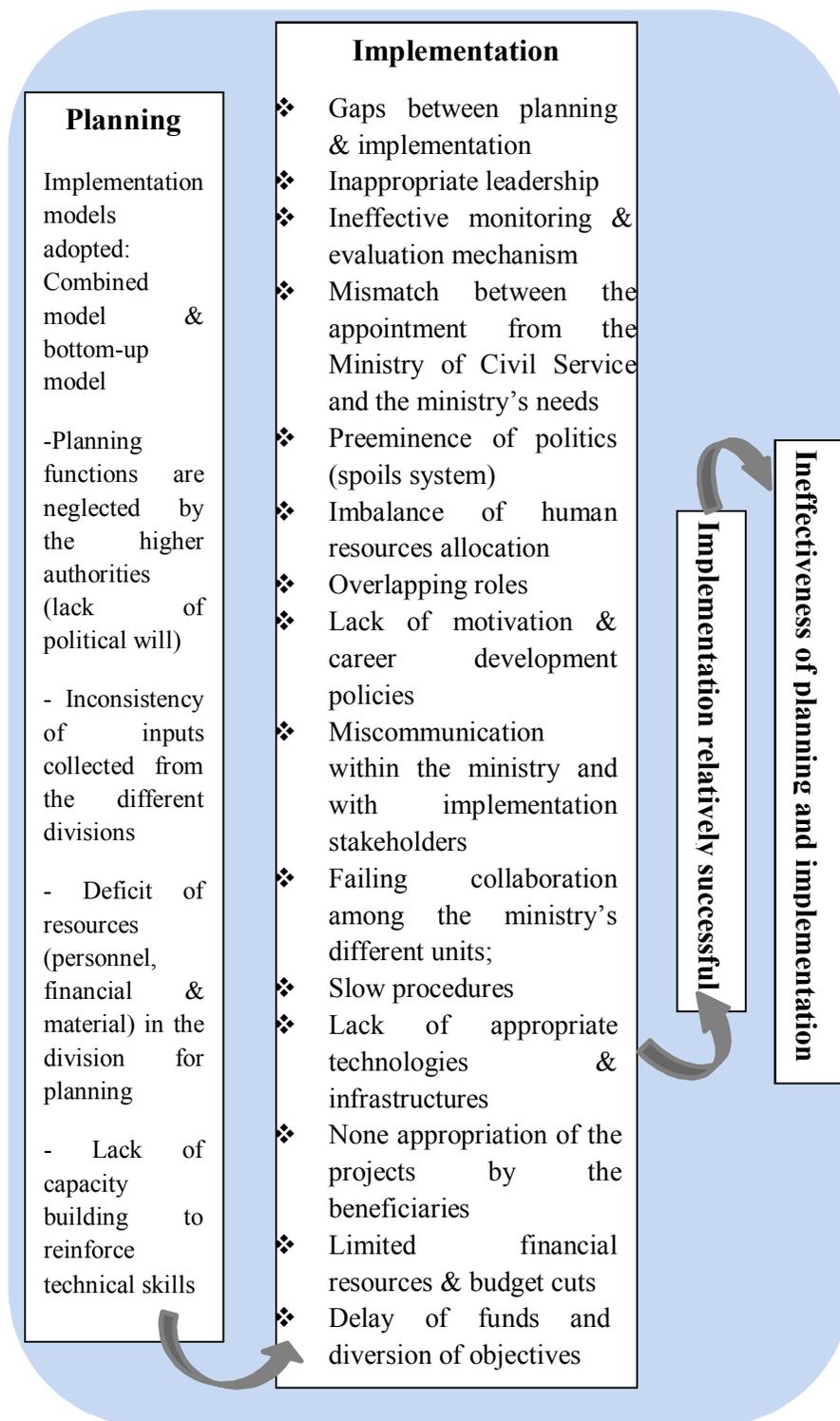


Figure 6: Planning and Implementation process in Senegal



5.2 Implications

After exploiting, presenting, analyzing and interpreting the results collected from the survey of this paper, we realize that the initial assumptions made in the beginning are in line with the major findings of the research. Those assumptions implied planning and implementation process had been effective in South Korea contrary to Senegal where the process would have been affected by various factors on different levels.

In fact, in South Korea, even though the process is effective, the results reveal that there is a need to address the internal communication and the information sharing systems as evoked by some respondents. In addition, factors leading to slowness in the process have been identified as taking place at the decision making process requiring a stronger political will and at the beneficiaries level.

In Senegal where the planning is not effective, several factors that are discussed in the fourth chapter have been called by the Senegalese respondents to explain the reasons why the process is not effective in Senegal. Among those failing factors, those related to the technical or mechanical aspects (resources, capacity building sessions, techniques, procedures, etc.) seem to be easier to address compared to those related to behavioral and social ones including willpower, motivation, confidence, leadership styles, frustration, and so on and so forth are definitely more complex to deal with. As a result, addressing those aspects will take considerable efforts and

require a strong will from both leaders and followers in order to ensure effective performance of the public organizations in Senegal.

Besides, planning function that is the baseline for public administration to operate need to be reconsidered because even though an effective planning does not guarantee a successful implementation, that latter may not take place without good planning. The results of the study show that planning divisions are neglected in Senegal since there is a lack of human resources both in quality and quantity.

Similarly to planning, the implementation units including some regional branches or relevant divisions, for instance, are also lacking enough attention from the authorities. For instance, there is a deficit of (human) resources, the lack of infrastructures and materials to operate, none appointment of competent officials, etc. in the implementation units. Then, given the real work takes place in those implementing machines, if they cannot operate well, successful implementation cannot be ensured. And that may be one of the reasons why supervision of the implementation process is not properly done and it becomes difficult to mobilize beneficiaries as explained in the chapter four.

Another important issue to address is the place of politics in the recruitment of the personnel especially when it comes to the technical tasks. That affects the level of competence of the employees and compromise the planning and implementation process. Adding to that issue related to the human resources, another compromising fact is related to the employees recruited and/or

appointed by the ministry in charge of the civil service without consulting the utilizing organization that may not need additional human resources or may be interested in a profile different from the sent one.

The bottom-line of these implications for Senegal is that effective planning and successful implementation cannot take place in an organization where the different branches, divisions, units or staffs are fragmented or duplicative, have overlapping roles, information is withheld, etc. Inappropriate leadership style, slow administrative procedures, lack of proper supervision and monitoring of executions among other factors also leads to implementation failures.

In short, there are several issues to address in Senegal in order to better the planning and implementation process. In that sense, different recommendations stressing the nature of actions to be initiated in order to correct the gaps are formulated.

5.3 Recommendations

Based on the findings of this research paper, both Senegal and South Korea have issues to address. However, Senegal has far more issues to deal with in order to make its planning and implementation process more effective. Thus recommendations are made for each of them depending on what have been identified as areas where organizations fail to perform well. These recommendations are categorized, summarized and presented separately.

5.3.1 Recommendations for South Korea

In South Korea, diverse recommendations to consolidate the planning and implementation process are made. Those include:

At the **organizational level**:

- strengthen cooperation within the organization, among the divisions and employees;
- better the internal communication and information sharing systems.

As far as the **human resources** are concerned:

- ☞ appoint well experienced human resources into the process and there should be a stronger will of the high authorities and leaders for more effective implementation.

At the **technical level**,

- ☞ set up transparent guidelines and procedures for planning and implementation process and monitor public opinion to take into consideration their points of views.

In short, different levels where improvements are needed to maintain or better the effectiveness of planning and implementation process in South Korea have been stressed including communication and information sharing, coordination, stronger willpower, etc.

5.3.2 Recommendations for Senegal

After acknowledging the ineffectiveness of the process from planning to implementation in Senegal, a series of recommendations have been made to upgrade it.

At the **organizational level**:

- ☞ implement projects in accordance with initial plans;
- ☞ increase the support from higher authorities to the divisions in charge of planning and the implementation units;
- ☞ avoid recurrent instability at the head of the Department and divisions and compartmentalization of the different branches of the Department;
- ☞ update the organizational chart of the Department with clear definitions of the mission of its different components in order to avoid overlapping roles and rivalries;
- ☞ create a legal framework for the Department to favor collaboration between the different branches of the department;
- ☞ create a one-stop-shop office so that all the relevant information related to the different services of projects in the department can be available in one place;

When it comes to **human resources** and the social environment:

- ☞ show a stronger political commitment of the higher authorities;
- ☞ appoint competent and sufficient staffs in the divisions in charge of projects planning and coordination;

- ☞ create a good and lively working environment to increase employees motivation and foster friendly collaboration among employees;
- ☞ restore or build mutual confidence between the high authorities and the employees and within the employees themselves;
- ☞ ensure an easy access to implementation leaders,
- ☞ organize adapted capacity building sessions for the planning and implementation stakeholders;
- ☞ take persuasive initiatives aiming to change the mindset of beneficiaries, local populations for stronger commitment in the implementation process because persuasion has become of public management a key factor of appropriation and cooperation for all stakeholders;
- ☞ regulate the recruitment system of the personnel by hiring in accordance with the needs of the organization and following a merit-based system;

At the technical level:

- ☞ set up proper plans in a way that they stimulate more inclusiveness so that officials responsible for implementation can feel more accountable for their tasks;
- ☞ set up control mechanisms and ensure a proper structuring of the projects;
- ☞ set up good internal communication plans and effective information sharing mechanisms;
- ☞ elaborate an inclusive monitoring and evaluation system;

- ☞ revise the projects formulation cycle by making a good definition of and a clear dispatching of the different tasks;
- ☞ streamline projects on short and medium term objectives in line with the policy and vision of the Department;
- ☞ reconsider the choice of focal points of the division of coordination, planning, monitoring and evaluation in the different branches and organize specific reinforcement sessions on their functions to ensure better consistency of the collected inputs for planning purposes;

As far as the **financial level** is concerned:

- ☞ provide sufficient financial resources to the implementation units and the divisions in charge of coordination planning, monitoring and evaluation;
- ☞ upgrade the process of allocating resources at the central level;
- ☞ plan projects in accordance with the availability of resources;
- ☞ ensure more transparency in resources management system.

In short, the study reveals that so much effort needs to be deployed in order to require from the high authorities to adopt and adapt leadership styles that stimulate compassion, inspire solidarity and make the organizations better places to be and work in. Moreover, the technical level of the employees should be increased by organizing capacity building sessions, hiring the right people who have expertise in specific areas relevant to the department's needs in personnel, and appointing the right men at the right place, especially

when it comes to technical tasks and strategic positions (heads of divisions). Effective collaboration and coordination within the organization, among its different offices, divisions, staffs and employees are also big challenges the Department need to address by holding regular coordination meetings and setting up effective mechanisms for proper communication and information sharing at all levels.

CHAPTER 6: LIMITATIONS AND CONCLUSION

This chapter is the final part of the study that include the limitations of the study and obstacles that was encountered when elaborating this paper from the beginning to the end. It also provides a brief conclusion of the work since partial conclusions or implications have been being provided all along the processing of the different parts. Finally, this chapter ends by opening up new perspectives and indicating the future direction of the study.

6.1 Limitations of the Study

Diverse difficulties were encountered during the writing of this thesis at diverse levels. First of all, when it comes to filling the questionnaire, some of the population sample might not fully meet the sampling criteria because there were no mechanisms to control the addressees. The link of the online survey was sent to ministries mailing list and could also be shared with people who might not be within the described target groups.

When it comes to surveying online, monitoring and reminding repeatedly are among the key factors contributing to the success of a survey implementation. Therefore, the distance between the researcher and the respondents from Senegal's side was a constraint to meet the deadline he fixed for the data collection. In addition, limited financial resources have made the study very difficult since the best and fastest way for the researcher to conduct the survey was to travel to Senegal in order to get the form filled by the officials

in their offices. A quite big budget was allocated to the purchase of international calling cards to join and request directly from colleagues of the researcher to fill up the form or help pushing others from different departments to do so.

For the Korean side, the lack of contacts of the researcher with a large number of ministerial officials was a major obstacle to get the questionnaire filled by many Korean respondents. Another fact is that at a certain extent, some public officials seem not to be willing to give their opinions about their organizations especially when it comes to evaluating performances because they may consider it as revealing the secret of the organization or offending co-workers in charge of given tasks.

Another problem was related to the data collection instrument itself because some respondents especially from the researcher's office complained about the length of the questionnaire and wish it could be shorter. That might also be source of discouragement or laziness for some potential respondents to complete the survey.

6.2 Conclusion

This research conducted on the effectiveness of planning and implementation in Senegal (with a focus on the Ministry of Trade) and South Korea has led to a better understanding of the different concepts of planning, implementation

and some of their derivative concepts. Those theoretical highlights and the responses of the different relevant officials from the two countries have allowed us come up with the conclusion that the planning and implementation process is not effective in Senegal contrary to South Korea even if there are some issues to address in there. As a matter of fact, a series of recommendations is intended for both countries on the different areas where improvements are needed. In addition, specific policy implications for Senegal are drawn from the South Korean experience of effective planning and successful implementation that has led to economic development of the country.

Otherwise, adding to the academic works on the issue of public administration in Senegal and specifically its effectiveness, this paper stresses the importance of periodic evaluative studies to identify areas where necessary improvements should occur in order to ensure effective public administration mechanisms. It also draws attention to the necessity of close collaboration between researchers, academicians and practitioners of public administration in an era of interlinkage of all government areas and fast-changing environment. Therefore, this study will later on include other technical dimensions of public administration such as monitoring and evaluation in order to conduct an integrated research on their effectiveness and efficiency in public service delivery in Senegal.

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APPENDIX

1. Research Questionnaire

GRADUATE SCHOOL OF PUBLIC ADMINISTRATION
SEOUL NATIONAL UNIVERSITY

Master's thesis

**Assessing the effectiveness of planning and implementation in Senegal
Ministry of Trade: policy implications from South Korea**

Dear Sir/Madam

My name is Ismaïla Dione, public official in Senegal Ministry of Trade and I am currently a Master student in Global Public Administration at Seoul National University in South Korea. I am conducting a research on the topic **“Assessing the effectiveness of planning and implementation in Senegal Ministry of Trade: policy implication”**. This paper will compare the effectiveness of policy planning and implementation in Senegal and South Korea. That's the reason why I am submitting this questionnaire below to you for inclusive analysis and objective appreciation in order to come up with improving policy recommendations for both countries.

Please be assured that confidentiality of your responses is highly guaranteed and the survey will only be used for academic purposes. Therefore name or any type of identity is not required on this questionnaire.

Should you need findings of this research, please do not hesitate to ask for it by emailing me at dioneisma@gmail.com. I will be glad to share it with you.

Thank you in advance for giving me your valuable time to complete this questionnaire.

Researcher: Ismaïla Dione

Supervisor: Professor Choi Taehyon

Notice: 1) *To answer some of the questions, you will be asked to tick the relevant boxes / scales score using the sign (X). For open questions you don't feel free to answer, you may skip them. However closed-questions are required.*

2) You may also fill up the online for through the link bellow:
<https://docs.google.com/forms/d/1lpiVjDnzsVoZUGzCGZOzE5LwnBpVknMXVhSMOyytfhg/edit>

SECTION A: ADEQUACY BETWEEN PLANNING AND IMPLEMENTATION IN YOUR ORGANIZATION

1. **How would you rate the scheme from planning to implementation of the organization? Please, tick the relevant box using the sign (X)**

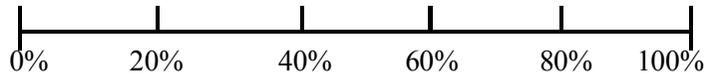
Very poor	Poor	Neutral	Effective	Very effective

2. **At which level do you think slowness occur the most in the scheme? Tick 2 out of 4 where you thing slowness occurs the most.**

Funding	High authorities	Implementing units	Beneficiary stakeholders

In your opinion, are there any other important dimensions where slowness occurs the most in the ministry?

3. It's sometimes noticed all the yearly planned projects of many organization are not all implemented due to different parameters including budget deficit. So according to you, at what percentage the initially planned projects in your organization are implemented? *Tick the relevant scale using the sign (X)*



4. The different steps below are essential for effective strategic projects planning. *Please tick the different boxes with relevant answers.*

Statements	X
Context analysis (internal and external environment, taking into account current and future situations)	
Plan in line with the vision, missions and values of the organization	
Strategy formulation by establishing goals, major initiatives and objectives	
Identification of required actions to achieve the goals	
Division of labor (identify the different tasks)	
Resources allocation (budget, personnel, material...)	
Effective monitoring and evaluation system	
Effective communication strategy	
Plan risks management strategies	

5. The elements below are assumed to be essential for a successful implementation of an action plan. *Please tick the appropriate boxes using (X).*

Statements	X
Availability of resources (men, material and money)	
Efficient resource allocation to the various strategic business units	
Proper deployment	
Long and slow procedures (bureaucracy)	
Minor modification of plans in accordance with the macro environment (legal, economic, financial etc.,)	
Regular follow-up until accomplishment of goals	
If you identify any other elements contributing to successful implementation, please share.	

6. In case your organization does not fully implement the initial plans, what do you think is the cause? *Please, tick the boxes with appropriate identified causes.*

Statements	X
Project are not well designed	
Lack of relevancy of some projects	
Problems of resources (human & financial resources)	
Lack of political will	

7. *According to you, what can be done to make the scheme from planning to implementation of the organization more effective?*

SECTION B: FAILING FACTORS OF IMPLEMENTATION IN THE ORGANIZATION

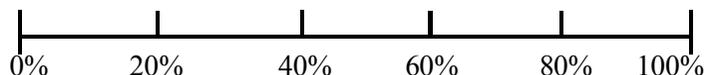
8. What implementation approach do you think is mostly adopted in your organization? *Please indicate your answer using (X)*

Top-down	Bottom-up	Combined	Other (specify)	None (unclear approach)

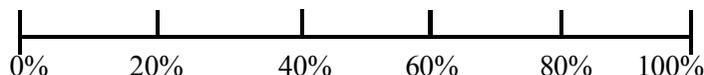
9. Which one of the following implementation approach would guarantee most successful policies implementation in your organization? *Tick the right answer using (X)*

Top-down approach	Bottom-up approach	Combined-approach	Other (specify)

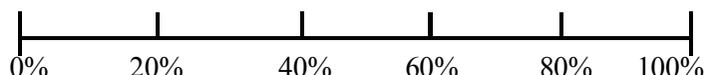
10. At which scale do you think the supervision of projects implementation is properly done in your organization? *Tick the right scale using (X).*



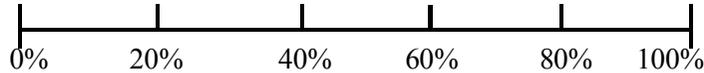
11. There are effective monitoring and evaluation mechanisms (in your organization) at the coordination level to ensure a successful implementation in the different implementing units. *Tick the right scale to indicate to what extent you agree with the statement by using (X).*



12. Mismatch between planning and implementation is one of the core factors of projects management failures. *Please tick the relevant scale to show to what extent you agree with that statement using (X)*



13. Implementing projects accordingly with plans is a prerequisite for achieving planned and expected results. *Tick the right scale using (X) to show at what degree you agree with that statement.*



14. The lists below are assumed to be among other factors of policies implementation failures. Please for each level tick the appropriate statements by using (X).

❖ **Organization level:**

Statements	X
Long and slow procedures (bureaucracy)	
Conflict of competence or overlapping roles between components, divisions of the organization	
Intensive hierarchical control	
Lack of coordination between the different components	
Instability of the organization (attributions, ministers, names...)	
Lack of effective information-sharing system between the different branches and within the organization	

❖ **Human resources:**

Statements	X
Inappropriate leadership style	
Deficit of personnel especially in the regional branches	
Inadequate distribution of the human resources	
Lack of appropriate social policies to better motivate the employees	
Lack of capacity to mobilize target groups	
Lack of periodic capacity-building sessions in order for employees to better cope with the fast-changing and evolving environment of public administration	

❖ **Technical level:**

Statements	X
Project managers' profiles more often fit the position requirement but might need skills updating and other specific trainings on modern management methods for an efficient and effective implementation	
Lack of adequate technology for effective implementation in the implementing units	
Lack of appropriate infrastructures for implementation	
Ineffective participation of beneficiary groups due to their lack of managerial skills	
Lack of proper monitoring to tracking implementation progress	

❖ **Financial resources:**

Statements	X
Budgets are allocated regardless of its financial needs of the organization	
Implementation of donor-funded projects are more likely to be successful than government-funded ones	
N/A (Not Applicable)	

15. What other failing factors can you identify in the implementation process in your organization that are not covered above?

Organization: _____

Human resources: _____

Technical: _____

Financial _____

16. The listed factors below are assumed to be contributing to successful implementation at different levels. Please for each level tick the appropriate statements by using (X).

❖ **Organization level**

Statements	X
Single implementation agency, not dependent upon other agencies	
Complete understanding of, and agreement upon, objectives	
Perfect communication among, and coordination of, various elements in the program	
A good chain of command	
Support from the top management	

❖ **Human resources**

Statements	X
Adapted resonant leadership style	
Right men at the right place	
Getting people to do what they are told	
Deliberately excluding all emotions and subjective motivations	

❖ **Technical level**

Statements	X
Availability on time of sufficient resources	
Specified tasks to be performed by each participant	
A healthy system of control and communications	
Minimizing conflict and degeneration	

❖ **Financial level**

Statements	X
Availability of sufficient financial resources on time	
A good system of financial control	

17. What other success factors can you identify in the implementation process in your organization that are not covered above?

Organization: _____

Human resources: _____

Technical: _____

Financial _____

SECTION C: DEMOGRAPHIC CHARACTERISTICS OF RESPONDENTS

Please write down or tick the relevant block by putting the sign (√) to answer the questions below:

1. Please, indicate your gender.
 a) Male _____ b) Female _____
2. What's your job position?

Head of department	Senior official	Junior official	Professional	Other (pls specify)
a)	b)	c)	d)	e)

3. How old are you? _____
4. What is your type of organization?

Public organization	Quasi-public organization	Private organization
a)	b)	c)

5. What is your area of expertise?

Administration	
Economics	
Trade	
Human resources	
Management	
International affairs	
Education	
Law	
Other (please specify)	

6. How many years of working experience do you have? _____
7. What's your level of study?

A-level	Diploma	Bachelor	Master degree	Ph.D	Other (please specify)

Thank you for your time!!!

2. Letter for Data Collection



SEOUL NATIONAL UNIVERSITY
Graduate School of Public Administration

REF: SNU-GSPA-GMPA 2015-

September 10, 2015

Subject: Seeking assistance to collect data from Korean civil servants, experts and academicians

To whom it may concern:

I am to certify that Mr. Ismaila Dione, a Senegalese is a Masters student of Graduate School of Public Administration (GSPA), Seoul National University (SNU). Mr. Dione, public official of the Government of Senegal won the Korean Government's scholarship which is known as KOICA (Korean International Cooperation Agency) Scholarship Program in 2014 and has been studying public administration in the Graduate School of Public Administration, Seoul National University since Fall Semester 2014.

Mr. Dione would like to collect data for his thesis titled "*Assessing the effectiveness of planning and implementation in Senegal ministry of trade: policy implication from South Korea*". The deadline for collecting data will be September 24, 2015. He is writing an academic thesis under me, Professor Choi Taehyon, Ph.D., Graduate School of Public Administration, Seoul National University.

I'd appreciate if you would render any assistance to Mr. Dione to collect data in government offices of the government of Korea.

Thank you very much for your cooperation.

Yours faithfully,

A handwritten signature in black ink, appearing to read 'Taehyon Choi'.

Taehyon Choi, Ph.D.
Associate Professor
Graduate School of Public Administration
Seoul National University

SNU GSPA

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세네갈 국제통상부의 기획 및 집행 효과성 평가: 한국사례의 정책적 시사점을 중심으로

Ismaila Dione
글로벌행정전공
서울대학교 행정대학원

본 연구는 세네갈 행정의 효과성 개선을 위해 한국과 세네갈의 정책 기획과 집행의 효과성에 대해 분석하고 있다. 특히, 세네갈 국제통상부의 정책 기획과 집행의 효과성을 평가 및 분석하고, 정책 성공 및 실패 요인을 파악하여 이에 따른 정책적 제안을 하는데 중점을 두고 있다.

실제로, 상기 목표를 달성하기 위해 본 연구는 기획과 집행, 효과성 및 여타 파생개념 등의 핵심 개념들을 강조하기 위해 이론적 배경과 개념적 정의를 제공하고 있다. 실제 연구에 있어 효과적 기획 및 집행과정을 보장하기 위해 적절한 기제가 부족한 세네갈에 비해 한국의 기획 및 집행과정이 더 효과적인 것으로 가정하고 있다. 이 연구가설은 양국 공무원을 대상으로 한 설문조사로 검증되었으며 기획 및 집행과정의 효과성을 종속변수로 활용하였다.

분석에 따르면 한국의 정책 기획 및 집행과정이 세네갈보다 효과적이라는 연구 가설이 확인되었다. 비효과성을 유발하는 실패요소들이 발견되었으며 세네갈과 한국 양국에서 개선이 필요한 요소들에 대한 설명을 제공하고 있다. 이와 마찬가지로, 실행에 있어서 성공요소도 제시하고 있으며 전략적 기획에 있어 필수적 요소들과 성공적 집행을 위한 핵심 요소들도 다루고 있다. 양국 사례에 대한 기획 및 집행 모델은 양국 간 상이한 결과에 이르게 한 요소를 찾기 위한 연구 분석들에 적합하게 조정되었다.

게다가 본 연구는 각 국가에서 나타난 상이한 결과를 바탕으로 연구 분석틀에서 제시한 성공모델과 실제 사례간 차이를 좁히기 위해 정책적 함의와 제안을 제시하고 있다.

마지막으로, 본 연구는 향후 연구 방향을 제시함으로써 새로운 관점을 제공하고 있으며 연구의 목적과 결과를 간략하게 요약하는 것으로 마무리하고 있다.

키워드: 분석, 기획, 집행, 효과성, 세네갈, 한국

학번: 2014-23750