



USAID | **SENEGAL**
FROM THE AMERICAN PEOPLE



First grade class in the El Hadji Amadou Cissé school, in Kaolack, Senegal. USAID, John Wendle

COUNTRY DEVELOPMENT COOPERATION STRATEGY (CDCS)

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ACRONYMS

AECID	Spanish Agency for International Development Cooperation
AFD	French Development Agency
AfDB	African Development Bank
AMELP	Activity Monitoring, Evaluation, and Learning Plan
AMS	Association of Mayors
AOR	Agreement Officer's Representative
CDCS	Country Development Cooperation Strategy
CLM	National Nutrition Committee
CLPA	Local Artisanal Fishery Committees
COMEX	Donor Group Executive Committee
COR	Contracting Officer's Representative
COSCE	Collective of Civil Society Organizations for the Elections
C-TIP	Counter-Trafficking in Persons
DFID	U.K. Department for International Development
DO	Development Objective
DOAG	Development Objective Agreement
DRG	Democracy, Rights, and Governance
EITI	Extractive Industries Transparency Initiative
ESRP	Economic and Social Resilience Program
EU	European Union
FAO	United Nations Food and Agriculture Organization
FDD	Decentralization Endowment Fund
FONSIS	Senegalese Sovereign Fund for Strategic Investments
FSN	Foreign Service National
FY	Fiscal Year

G15	Group of 15 Donor Organizations
G2G	Government-to-Government
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GIZ	German Society for International Cooperation
GoLD	USAID/Senegal Governance for Local Development Activity
GOS	Government of Senegal
HIV	Human Immunodeficiency Virus
ICRISAT	International Crops Research Institute for the Semi-Arid Tropics
ICS	Integrated Country Strategy
ICT	Information and Communication Technology
IFAD	International Fund for Agriculture Development
INR	U.S. State Department Bureau of Intelligence and Research
IR	Intermediate Result
JICA	Japan International Cooperation Agency
JSP	Joint Strategic Plan
KfW	German Development Bank
KOICA	Korea International Cooperation Agency
LuxDev	Luxemburg Agency for Development Cooperation
MEL	Monitoring, Evaluation, and Learning
MOHEBS	Harmonized Model for Bilingual Education in Senegal
NPI	New Partnership Initiative
NSS	National Security Strategy
NUP	New and Underutilized Partners
OSIWA	Open Society Initiative for West Africa
Oxfam	Oxford Committee for Famine Relief

PAQUET	Quality, Fairness and Transparency Improvement Program
PASEC	Educational Systems Analysis Program of the Francophonie member States and Governments Conference of Ministers of Education
PITT	Performance Indicator Tracking Table
PMP	Performance Management Plan
PMELP	Project Monitoring, Evaluation, and Learning Plan
PSC	Personal Services Contractor
QRR	Quarterly Results Review
RAP	Annual Performance Report
READ	Reinforcing Education Accountability in Development
SBU	Sensitive But Unclassified
SRO	Sahel Regional Office
TCN	Third Country National
UMS	Union of Magistrates of Senegal
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
USDH	U.S. Direct-Hire
USG	U.S. Government
WASH	Water, Sanitation, and Hygiene
WFP	World Food Programme
WIC	Women's Investment Club
WHO	World Health Organization

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As required in ADS 201, USAID/Senegal conducted an extensive CDCS mid-course stocktaking review in May 2023 to measure progress, review risks and assumptions, and discuss strategic-level challenges. The review provided an opportunity to incorporate new Administration priorities, including the addition of climate as a cross-cutting intermediate result to the results framework (page 8). The document that follows reflects these updates. Since the approval of this CDCS in 2020, shifts in the country context to note include the increasing debt burden and lack of fiscal space for domestic investments, prompting the Senegal’s debt distress risk to “moderate”; the abatement of the 40-year conflict in the Casamance; and the 2024 election of a new president in Senegal.

I. EXECUTIVE SUMMARY

CDCS Goal

USAID's goal for the Senegal 2020-2025 Country Development Cooperation Strategy (CDCS) is for Senegal to be better able to plan and finance inclusive development by: implementing key reforms; actively engaging with a strengthened private sector and a vibrant civil society; and harnessing the potential of women and youth. USAID will support Senegal's transformation into an emerging economy by 2035.

USAID will facilitate sustainable, locally led development in Senegal through activities that increase inclusive, sustainable economic growth; improve Senegal's human capital; and increase the effectiveness of the Government of Senegal (GOS) and its accountability to the Senegalese people. The CDCS aligns with the ambitious goals of the national development plan: the *Plan Sénégal Emergent*, with each proposed Development Objective (DO) matching a corresponding *Plan* "pillar." The CDCS also aligns with broader U.S. Government (USG) priorities as outlined in the Embassy Dakar Integrated Country Strategy, National Security Strategy (NSS), and Department of State - USAID Joint Strategic Plan (JSP) / Joint Regional Strategy for Africa. This is especially important given Senegal's role as a strong and stable ally in a restive region, with growing instability in nearby and neighboring countries, including increasing violence in Mali, Niger, and Burkina Faso and political unrest in Guinea-Bissau.

Over the next five years, USAID expects to achieve the following: increased engagement with the private sector to find market-based solutions to development challenges, where appropriate; empowerment of women and the country's growing youth population through activities increasing economic opportunities and participation in decision-making; strengthened civil society organizations that are better equipped to advocate for positive change; and increased ability to adapt to and mitigate the impacts of climate change. Furthermore, the CDCS will help advance a prosperous, secure, inclusive and democratic Senegal by addressing three major gender and social inclusion issues: women's declining economic opportunities relative to men's; gender-based violence (GBV); and gender integration gaps in public policies, budgets, and institutions. Addressing these gender and social inclusion issues requires addressing the factors of poverty, rural or peri-urban location, and in some instances, ethnic group membership that affect the severity of gender gaps and social exclusion. In addition, poor rural and peri-urban men, youth, and people with disabilities experience unequal access to development opportunities, and therefore need to be included in USAID programming under this CDCS.

Senegal Country Roadmap

The CDCS responds to challenges and opportunities highlighted in the 2020 Senegal Country Roadmap and other analyses. While Senegal's Roadmap describes relatively high levels of commitment, weak performance on the business environment metric underlines the importance of strengthening the private sector and promoting the rule of law. In addition, a below-average score with respect to the economic gender gap highlights the need in the new strategy for USAID to focus on increasing the meaningful participation of women in the economy. This means addressing gender and social inclusion priorities at a Mission-wide and country level by increasing women's economic

empowerment, strengthening GBV services and implementation of anti-GBV policies and action plans, and coordinating with relevant GOS entities to address barriers to gender equality and social inclusion.

With respect to capacity, Roadmap findings indicate a need for USAID to support the GOS to reduce poverty and better plan and finance effective public services, particularly in areas such as health, education, agriculture, and the environment. These findings align with the Mission's assessment, particularly when taking into account persistent challenges within the business environment, insufficient and unequal job creation, and disparities in health and education outcomes.

Because the Roadmap score on civil society effectiveness does not fully reflect the reality on the ground, USAID has relied on additional data - such as the Democracy, Governance, and Human Rights Assessment carried out in 2019 - which shows that sustainable and inclusive development cannot be made without stronger citizen engagement and increased support across sectors promoting good governance and transparency.

The CDCS incorporates the 2020 Roadmap assessment by building on Senegal's relatively strong commitment to its development. The goal puts the USAID - GOS relationship front and center by supporting the public sector to more effectively carry out stewardship and service delivery roles to develop capacity in education, health, agriculture, and environment sectors, and to reduce regional, social, and gender-based disparities. It also addresses key constraints to inclusive economic growth identified in the Roadmap by working with public and private partners to improve the business climate, reduce red tape, increase access to credit, including for women-led enterprises, create opportunities for investment, and bolster infrastructure and value chains. In addition, the CDCS framework elevates support for civil society and other partners to promote transparency, good governance, and citizen engagement. It also fosters collaboration between the government, other partners, and the Senegalese people to bolster democratic institutions.

Strategic Choices

To achieve the CDCS goal will require changes to how USAID does business. USAID will operationalize this vision by requiring greater co-financing and more targeted policy commitments (including a greater emphasis on gender and social inclusion) from GOS partners than in years past. USAID will select assistance agreements that can play a more strategic role in advancing policy commitments made by the Senegalese government that are essential for achievement of USAID's goal and objectives. In addition, USAID is seeking agreement on multi-year government cash contributions in its new bilateral agreements. The USAID Mission is considering various modalities to communicate mutual commitment, such as conditionality and matching funds requirements at the activity level. These efforts will mobilize more domestic resources for shared development priorities, which is key to locally led development.

This CDCS reflects the strategic choice to consider market-based approaches and private investment as USAID's default approach when developing solutions. Also, USAID is committed to generating better solutions to complex problems by incorporating politically aware and multi-sectoral approaches that deliberately plan for and adapt to political realities.

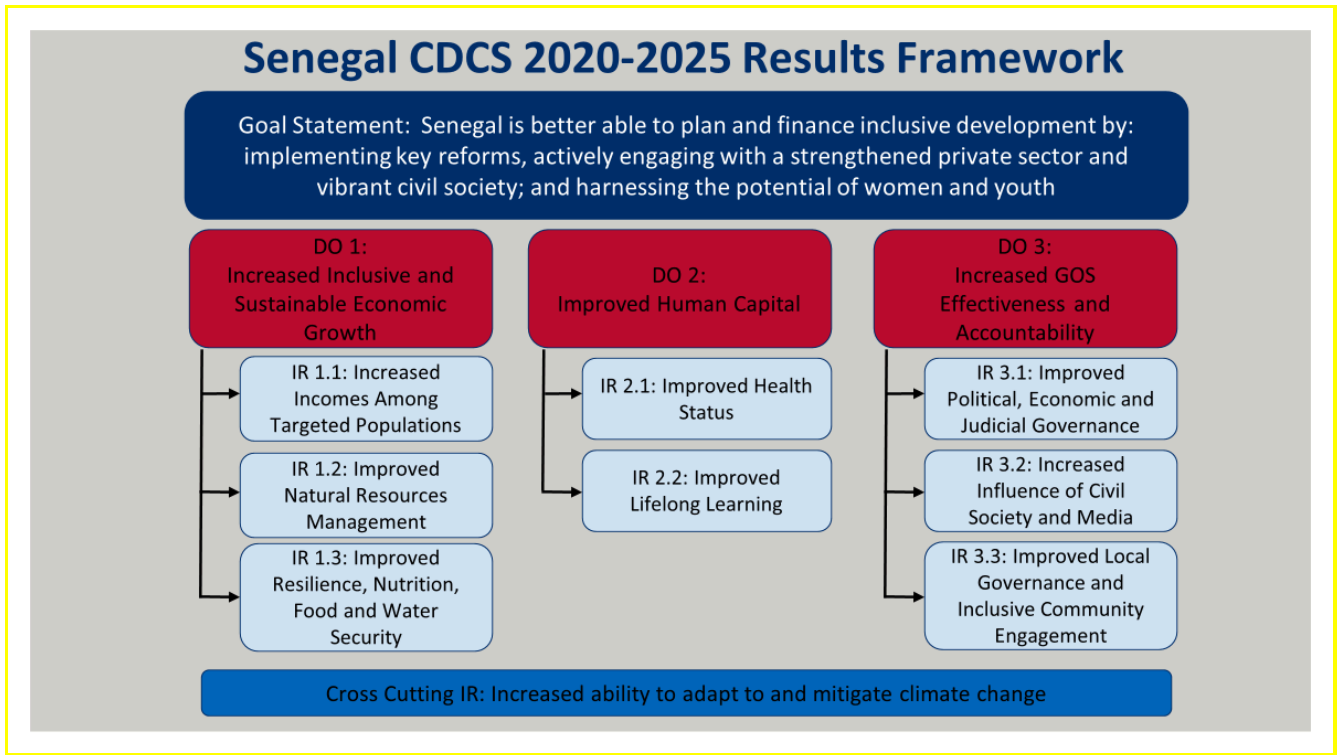
Programming under the new CDCS aligns with the National Security Strategy, the USAID /

Department of State Joint Strategic Plan, Goals 2, 3, and 4 of the Joint Regional Strategy for Africa, and USAID's Policy Framework. USAID will *advance country progress* by redefining the relationship with the GOS, for example, by increasing the size of the existing Government-to-Government (G2G) portfolio, which will be accompanied by requests for the GOS to increase the level of host-country contributions for these awards. USAID will also use Development Objective Assistance Agreements and Implementation Letters more effectively to leverage greater policy commitments. In addition, USAID will *invest for impact* by supporting increased GOS financial accountability through, for example, a new planned Public Financial Management and Public Accountability activity that will improve tax collection, increase budget transparency, and boost local government and private sector investment in social services. Finally, USAID will *sustain results* through increased engagement with local actors, by diversifying the implementing partner base wherever possible and increasing direct awards to local partners. USAID will prioritize locally led development, partnering with local actors - individuals, communities, networks, organizations, private entities, and governments – to set their own agendas, develop solutions, and contribute resources to realize those solutions.

Over the last five years, Senegal has achieved progress in fiscal transparency, notably, with respect to dissemination of budget documentation, as well as an enhanced role of the National Assembly on budget oversight. However, Senegal's score in the 2019 Open Budget Index decreased from 51 out of 100 in 2017 to 46 out of 100 in 2019, indicating that key budgetary documents were not made public on time. Also, the public participation score decreased to 0 out of 100 compared to 2 out of 100 in 2017.

Results Framework

The CDCS Framework, showing the DOs and Intermediate Results (IRs) of this strategy, is included below:



II. COUNTRY CONTEXT

Challenges and Opportunities

The GOS has placed the goal of reaching “emerging market” status by 2035 at the heart of the *Plan Sénégal Emergent*. This presents both challenges and opportunities for the GOS, the people of Senegal, the private sector, civil society, and the development community.

After decades of lackluster or erratic economic growth, Senegal entered into a phase of high growth in 2014. In 2018, it cleared the World Bank’s threshold to be classified as a lower-middle income country. Between 2013 and 2019 Senegal achieved a real Gross Domestic Product (GDP) growth rate of 6.4 percent per year and 6.6 percent in agriculture, which employs 30 percent of the labor force. Continued growth in the agriculture and food sector, including agro-processing, has the potential to underpin sustained growth, potentially with contributions from recently discovered oil and gas reserves.

However, a combination of social, political, economic, and environmental challenges to inclusive and sustained development remain. Economic growth is constrained by a poor business environment, weak tax collection, a political system built on patronage favoring large interest groups at the expense of vulnerable groups, such as women and youth, and the degradation of the natural resource base, including reduced land fertility, overfishing, deforestation, and poaching. The degradation of natural resources has led to increased competition for access to water and increasing conflicts between farmers and herders. For women in rural areas, this degradation of the resource base increases the burden of

domestic tasks, such as collecting water and firewood. Current GOS policies do not incentivize wealth creation, entrepreneurship, and investment, and they also limit equal access to opportunities, particularly for women, youth and people with disabilities, who face significant social, economic, and geographic barriers. There are limited opportunities for mid-sized companies (\$500,000-\$500 million) to generate employment and inclusive growth. Senegal has the highest electricity prices in West Africa (although a \$550 million second Millennium Challenge Corporation Compact will work to change that by reforming and strengthening Senegal's electric power sector). Finally, a cash economy, with as much as 90 percent of payments made in cash, contributes little to Senegal's national coffers.

Biodiversity and environmental factors are also influencing the current context. As noted in Senegal's 118/119 Tropical Forests and Biodiversity Analysis, while agriculture is a driver of growth in the *Plan Sénégal Emergent*, its expansion to forest zones, due to low productivity and the migration of population from the traditional peanut basin in the center of the country to the Southeast, are among the biggest threats to biodiversity. Nearly three quarters of agriculture production is rain fed, making it extremely vulnerable to climate change and resulting in considerable food insecurity for small holders who constitute the majority of farmers in Senegal. The effects of climate change, accelerated by unsustainable natural resource management practices, result in coastal erosion, reduced land fertility, deforestation, widespread salinization, including soil salinization that negatively impacts rice farming, and the loss of many valuable species in the fishing sector.

Social forces are also influencing Senegal's development. Women are particularly disadvantaged, especially in rural areas, where conservative cultures perpetuate pervasive discrimination in relation to education, inheritance, access to land and financing, and reproductive rights. The *Plan Sénégal Emergent* prioritizes sectors for growth employing predominantly men, such as agribusiness, infrastructure, oil and gas, and information technology, a strategy that risks further widening an economic gender gap already exacerbated by poverty and discrimination.

Senegal's demographics also present a mixed bag, with a growing urban population, huge youth bulge, and sharp divide between rich and poor. Despite strong economic growth, poverty reduction and job creation has been limited, with 2019 World Bank poverty projections indicating that a third of the population is still living on less than \$1.90 a day. More than half of the population is expected to live in cities by 2030, up from a quarter in 1960. More than two thirds of the population is under the age of 29. While the urban population is growing at 3.7 percent per annum, nearly a full percentage point faster than total population growth, some of the fastest growing cities are secondary cities such as Touba, Kaolack, and Tambacounda. Despite growth in numbers, Dakar, the coastal capital and only city with a population greater than one million, has seen its share of total population decline since 2005.

The GOS has made human capital development a central pillar of the current phase of the *Plan Sénégal Emergent*, with considerable investment in education, health, and water, sanitation, and hygiene (WASH), but it is lagging behind similar countries and there are large geographic disparities. Despite having one of the highest levels of education expenditure relative to comparator countries, literacy, secondary school enrollment, and the average number of years of education in Senegal is low. A third of children aged 6-16 are not in school, with three quarters of them having never attended. Access to education varies considerably between rural and urban areas. Senegal has achieved significant results in reducing child mortality: between 1997 and 2018, under five child mortality

decreased from 139 to 51 per 1,000 live births (cDHS 2018). However, disaggregation of the data reveals a more challenging situation: success is uneven, with substantial disparities in terms of geographic area, age and gender, and public health expenditures are far below what the GOS has promised. In addition, rates of early and forced child marriage and female genital mutilation remain stubbornly high—for instance, the prevalence of child marriage is 31 percent before age 18.

Senegal has been politically stable, but gains made since the 2012 election of President Macky Sall are increasingly fragile. Senegal's historical status as a vibrant democracy with a vocal civil society was challenged recently because of frequent unrest and political turmoil that the country has been facing since March 2021. The postponement of Senegal's presidential elections in February 2024 sparked one of the country's most serious political crises in a decade. However, President Sall's subsequent decision to hold elections in March 2024, endorsed by the Constitutional Council, reflects the strength of Senegal's democratic institutions. A peaceful outcome could shape Senegal's ability to spread democracy and good governance beyond its borders, notably in the sub-region, which experiences periodic turmoil.

Strong legal and policy frameworks exist but are not effective due to weak implementation and limited accountability, and there is an increasing concentration of power in the Executive Branch. Decentralization is not being efficiently implemented, with insufficient transfer of resources and weak regional leadership. Traditional religious leaders wield considerable political clout. Civil society largely lacks the technical capacity and leadership to constructively engage with the GOS and provide oversight. Media generally has broad freedom, however, media outlets usually have a strong bias toward a particular political view and there is little independent coverage of major events. LGBTI citizens are socially marginalized and not protected under the law.

Finally, the risk of violent extremism and a still-simmering, low level conflict in the southern Casamance region continue to be of concern. Senegal has benefitted from ongoing support from the U.S. and other countries to help it build and maintain a strong and stable military. The U.S. has also worked to develop Senegal's counter-terrorism capabilities, including a new training facility in the city of Thies. However, growing instability in nearby and neighboring countries, including increasing violence in Mali, Niger, and Burkina Faso, and political unrest in Guinea-Bissau, are reminders of Senegal's precarious position in a troubled region, and underscore its importance as a strong, stable U.S. ally.

COVID-19

The COVID-19 pandemic has exacerbated the challenges facing Senegal. The Minister of Economy has predicted a 2.8 percent reduction in Senegal's GDP in 2020, reflecting an overall decline in economic growth in Sub-Saharan Africa. The GOS expects exports to decrease by 16 percent compared to an upward trend of 9 percent in 2019, and imports to fall by 18 percent compared to a 6 percent increase in 2019. Remittances, which represent 10 percent of GDP, are expected to decrease by 30 percent due to the lockdown and resulting downturn of the economy in European Union countries, particularly France, Italy, and Spain, where the majority of the Senegalese diaspora live. Fisheries, trade, construction, tourism, and transport sectors are expected to be hardest hit. Consequently, an estimated one million households throughout the country, the majority of which rely on remittances, will no longer have the means to secure food and absorb health, education, and rental

costs. Compounding this, COVID-19 has been shown to have a disproportionate impact on women-led businesses, owing to an already uneven child care burden and unequal access to digital technology.

The GOS has developed a comprehensive response plan, including an economic and social resilience program (ESRP) focusing on strengthening the health system; reinforcing community resilience; supporting the private sector; and maintaining jobs. It has introduced a series of policy measures to accompany the ESRP. This includes implementing an aggressive information and awareness raising campaign to slow the spread of the coronavirus by promoting handwashing, social distancing, and isolation or quarantine, using public, private and community radios and televisions. To date, much of Senegal's success in addressing COVID-19 lies with the strong consensus that the GOS has forged with religious and political leaders and other social actors.

The GOS' response to COVID-19 that was primarily focused on Dakar has expanded to cover other regions, resulting in 35 treatment centers operating throughout the country. Community-based responses, which are Senegal's strongest weapon, need stronger and continuous support. The GOS decision to lift earlier than expected the restrictive measures, including a ban on travel between regions, a curfew, and the closure of places of worship weakened community-based responses. The decision to re-open mosques and churches was controversial, with a number of religious leaders, both Muslim and Christian, opposing the move. GOS efforts to contain the coronavirus have been hampered by the majority of the population not respecting social distancing and mask wearing; a growing number of strikes against a perceived lack of transparency in the execution of the ESRP; and the poor quality of basic services, such as recurrent water shortages in Dakar and other cities.

COVID-19 has slowed the implementation of the Phase II of the *Plan Sénégal Emergent* by shifting substantial resources toward emergency objectives laid out in the ESRP. However, the lessons learned may lead to some positive adjustment to the *Plan*, such as increasing funding in the health sector and enlarging the scope of digitalization as a key reform, not only for public administration procedures, but also for education (online public school education has been implemented on a large scale for the first time). Similarly, the consensus built with religious, community, and union leaders could serve as a strong foundation for reforming social sectors. Finally, the reimbursement of the domestic debt and support to enterprises could lay the groundwork for a more robust post-COVID-19 private sector.

GOS Vision

The *Plan Sénégal Emergent* has three main pillars: 1) structural transformation of the economy to promote inclusive growth by increasing productivity (particularly in agriculture), access to finance, and infrastructure; 2) increased human capital by improving access to and the quality of health and education, including vocational training; and 3) promotion of governance, peace, and security by bolstering ongoing GOS decentralization reforms and improving government effectiveness at all levels. The *Plan* seeks to diversify the Senegalese economy by focusing on priority sectors, such as agriculture, infrastructure, services, energy, mining, and science and technology, with the recently launched Phase II focusing on invigorating the private sector.

Donor Coordination

As a result of 2018 USAID-led reforms, donor coordination mechanisms in Senegal have become

stronger. The donor coordination structure includes two new executive bodies: an Executive Committee (COMEX) consisting of five Ambassador or equivalent-level representatives; and a “Group of 15” (G15) representing 15 bilateral and multilateral donors selected on a rotational basis. These structures are supported by 17 sector or thematic working groups. The USG remains a leader in the donor community in Senegal; the U.S. Ambassador and USAID Mission Director participate in the COMEX and G15, respectively, and USAID chairs or co-chairs five of the 17 sector-level donor working groups. The 2018 modification of the donor coordination structure has increased the ability of donors to advocate and speak with a unified voice, and has improved donor-GOS dialogue at the strategic, sector-specific, and operational levels. Under this CDCS, USAID will continue to use the COMEX, G15, and donor working groups to advance policy objectives.

Country Roadmap

The CDCS responds to challenges and opportunities highlighted in the 2020 Senegal Country Roadmap. Roadmap findings on government effectiveness, combined with a less than stellar performance on citizen capacity metrics, indicate a need for USAID to support the GOS to better plan and finance effective public services, particularly in areas such as health, education, agriculture, and the environment. In addition, weak performance on economic and business environment metrics have informed USAID’s focus on strengthening the private sector. Furthermore, because the metric on civil society does not fully reflect the reality on the ground, USAID has collected additional data (such as the Democracy, Governance and Human Rights Assessment carried out in 2019) and determined that real progress on self-reliance and inclusive development cannot be made without stronger citizen engagement, and increased support across sectors promoting good governance and transparency.

The roadmap indicates that Senegal has demonstrated a high level of commitment, but relatively lower scores related to capacity. Its greatest strength in terms of commitment is in the area of liberal democracy. Its greatest challenges, in terms of commitment, are the economic gender gap and the business environment. The 2019 CDCS gender analysis supports the Country Roadmap by showing that the benefits of growth skew to males over females and that people with disabilities are the most economically disadvantaged. Senegal’s rising overall unemployment is due to increased unemployment among women. Women’s unemployment rates rose from 7 percent in 2017 to 7.6 percent in 2019, while men’s unemployment fell from 6.1 percent to 5.8 percent during the same period.

In terms of capacity, Senegal’s greatest strengths are safety and security, due to a long tradition of social and political stability. However, ineffective government, inefficient tax administration, and the poor quality of education remain challenges constraining economic growth and wealth creation, leading to persistent poverty.

A few areas that do not resonate in the 2020 Country Roadmap and where additional data are useful for presenting a more complete picture include:

- 1) On the Commitment Assessment, Senegal’s position on Biodiversity is well above average. However, this is not consistent with current deforestation and illegal fishing practices. For example, Environmental Performance Index data demonstrate a large forest decrease. They do

show a slight improvement in fisheries, but illegal fishing remains a critical problem.

- 2) Also related to Commitment, Senegal's position on Social Group Equality is well above average. However, this does not take into account the acute urban/rural and regional disparities in Senegal, and marginalization of certain groups, such as LGBTI.
- 3) On Capacity, Senegal's position on Child Health falls below average, but does not reflect rural and urban health disparities, especially infant mortality rates.
- 4) And while Senegal's position on Civil Society and Media Effectiveness reflects the broad freedom the media has in Senegal, it hides the fact that the media is highly polarized and perceived as biased by the public, and freedom of expression is constrained by the political and, in some cases, economic interests of media owners who also serve in the legislature.

Country Transition Planning

USAID does not anticipate that Senegal will move away from foreign assistance in the near- or medium-term. However, this CDCS will lay the groundwork for the longer-term goal of Senegal transitioning from a recipient of assistance to an enduring diplomatic, economic, and security partner. Senegal's transition from foreign assistance can only occur by consistently incorporating sustainability and locally led development in development assistance programs. This CDCS has been developed with those goals in mind, ensuring interventions are responsive to local priorities, , whether through activities with the GOS, the private sector, international or local non-governmental organizations, or civil society partners. USAID will redefine the relationship with the GOS by looking for more commitment on policy reforms and cost-sharing for G2G awards. Activities promoting domestic resource mobilization will help Senegal increase its revenue base to be better able to deliver services and finance solutions to its own development challenges. And by strengthening engagement with the private sector and promoting improvements in the business environment, USAID will promote a diversified economy and the increased trade capacity of Senegalese firms. Underpinning these efforts to promote Senegal's transition away from foreign assistance is USAID's commitment to manage foreign assistance funding responsibly, which means ensuring that U.S. taxpayer resources achieve the maximum impact and that Senegal is held accountable in demonstrating tangible commitment to shared bilateral objectives.

Moreover, USAID recognizes that country transition planning also means planning USAID's own transition on how it delivers foreign assistance and finding new methods of partnership that foster Senegal's willingness to fund its own development; especially in sectors whose funding the government habitually cedes to donors. During the life of this CDCS, USAID will pursue a dialogue and test new partnership arrangements with the GOS that will demonstrate sustainable development and an evolved relationship from donor recipient to a partnership for growth.

III. STRATEGIC APPROACH

Bilateral Relationship

Over the years, USAID has forged good working relationships and high-level partnerships with the GOS, which has proven to be a willing development partner. The Mission will leverage USAID's long history of working hand-in-hand with the Senegalese people, from the central government down to the village level. Senegal is doing well compared to a lot of its neighbors. It is an important strategic partner in a tough neighborhood, and effective development support will help keep it strong and stable. USAID is well-placed to try new approaches that will deepen development relationships with the GOS. For instance, the Mission will reformulate development objective agreements (DOAGs) to include policy commitments that are key to the success of shared development objectives. These agreements will encourage an active participation of the GOS in steering and monitoring USAID's portfolio to reinforce mutual accountability. Also, USAID will increase the use of G2Gs to scale up proven interventions, combined with technical expertise to build GOS capacity to assume increased responsibility for planning, financing, and implementing proven solutions. In G2G, the Mission will use joint risk mitigation plans developed with sector ministries and the implementation letters as instruments to require an increasing proportion of cash contributions from the GOS at both central and decentralized levels, and to advance policy dialogue on reforms and measures, such as addressing gaps in human resources, particularly in social sectors (*e.g.*, education, health, WASH) and coordination within and among government ministries.

Use of Host Country Resources

USAID is approaching this challenge from both the supply and demand sides. On the supply side, the Mission will strengthen GOS commitments by restructuring DOAGs to incentivize reforms, integrating cost-sharing into GOS forward planning, and pushing for greater host country contributions. USAID will also enable greater private enterprise investment by working to improve the business environment and rolling out mechanisms designed to bolster investment. On the demand side, USAID will continue to build capacity and work with GOS counterparts to improve policy implementation and service delivery across the strategy. This includes ensuring the availability of financing as well as promoting budget execution. USAID will continue to push for real decentralization to support sustainable, grass roots development. And it will improve civil society's ability to hold the GOS accountable to deliver public goods and services and attract investments required for sustainable development progress, emphasizing the role played by women and youth. As a result, USAID expects that the GOS will measurably increase its financial commitments and budget execution for development, which will decrease GOS dependence on USAID and other donors.

Private Sector Engagement

USAID is putting private sector engagement and locally led development at the heart of this CDCS. This includes engaging the private sector as a strategic actor and financier in Senegal's development, rather than a beneficiary or implementing partner. The Mission is shifting its role from primarily that of a *funder* of private sector development to a more robust role as a *broker, advocate, convener, and investment catalyst*. To accomplish this, the Mission will continue to cultivate relationships with key private sector actors to achieve more sustainable and scalable impact. The Mission will act early, seeking first to understand the drivers and constraints, and the goals and limitations of what businesses, investors and entrepreneurs want to bring to the table, rather than imposing rigid, preconceived ideas. The Mission will continue to proactively seek input through workshops, roundtables, and other events, and to work in tandem with other U.S. Government agencies and related entities, such as the American

Chamber of Commerce. As a result, USAID expects the private sector to be able to increasingly step up, resulting in more enterprise-driven and sustainable development in Senegal.

Civil Society / Citizen Engagement

The Mission will ensure that Senegal's civil society is robust, and its citizens are informed and engaged. This includes not only pushing for good and transparent governance, but also ensuring that human capital investments result in healthier and better educated people able to join the workforce and contribute to Senegal's future. With worrying trends toward the centralization of power, rather than decentralization, civil society and citizen engagement, including women, youth, and people with disabilities, will be crucial for ensuring the GOS adheres to its strategic plan. Similarly, with slow or no implementation of current policies governing the mining, oil and gas sectors, especially in light of significant recent discoveries, citizens must be able to constructively engage with the GOS and provide proper oversight to ensure revenues coming on line over the next few years are distributed fairly. For instance, USAID will help civil society partners and build alliances with national institutions to push for policy reforms and cultivate strategic thinking to orient decision makers. Finally, by promoting systems for free, peaceful, inclusive, and transparent election processes, USAID will help Senegal maintain its commendable democratic traditions that have made it a strong, stable, and dependable ally of the U.S. for more than half a century. With stronger civil society organizations and a better engaged citizenry holding the GOS accountable to deliver effective essential services across Senegal, communities will have better services, greater social mobility, more ways to exercise their rights, and Senegal will be better equipped to plan, finance, and implement its own development solutions.

Other U.S. Government Actors

USAID is one of 22 agencies represented at U.S. Embassy Dakar. USAID's activities under this strategy will fully align with the Embassy Dakar Integrated Country Strategy (ICS), which was most recently revised in early 2020. The goals of the ICS are to increase U.S. and Senegalese security and prosperity; strengthen democratic values, human rights, and good governance; and promote development through health and education. USAID works closely with many interagency partners (*e.g.*, Department of State, Department of Defense, Centers for Disease Control and Prevention, Peace Corps, Millennium Challenge Corporation, U.S. Department of Agriculture, *etc.*) and will continue to do so under the new CDCS. USAID will continue to participate in the numerous interagency working groups to ensure that activities are coordinated and complementary. In particular, USAID will make sure activities under the CDCS are well-coordinated with the Millennium Challenge Corporation's \$550 million Senegal Power Compact, which during the life of this CDCS will work to strengthen the power sector in addressing constraints to economic growth.

Religious Freedom

Senegal is not listed as a Tier 1 or Tier 2 country of concern or in need of monitoring according to the U.S. Commission on International Religious Freedom. Senegal's constitution provides for the free practice of religious beliefs and self-governance by religious groups without government interference though by law; all faith-based organizations must register and acquire legal status as an association, and the government continues to monitor religious groups to ensure they operate according to the terms of their registration. Faith-based communities, organizations and religious leaders are important

stakeholders in supporting Senegal's efforts toward self-reliance, as outlined in more detail throughout this strategy.

Changes from Previous Strategy

To effectively support Senegal to achieve its *Plan Sénégal Emergent* goals, USAID will make changes in both programming and in terms of the way the Mission does business, as outlined in the table that follows. For example, in contrast to the previous strategy, USAID will shift from simply *developing* the private sector to truly *engaging* the private sector as development partners. In addition, this CDCS is based on an evolution of the USAID - GOS relationship that demonstrates greater GOS commitment, such as through increased GOS cash contributions and targeted policy commitments in bilateral agreements, and the use of conditionality and matching funds requirements in health G2G mechanisms. Furthermore, USAID will better integrate co-financing opportunities across the portfolio, by both strengthening GOS financial systems and enabling greater private enterprise investment, and by improving civil society's ability to hold the GOS accountable to deliver public goods and attract investments required for sustainable development progress.

These programmatic changes will be accompanied by a change in how the Mission does business. Achieving the objectives of this strategy will require a shift in mindset for USAID staff; a shift that makes market-based approaches and private investment the default consideration when developing solutions, and a commitment to generating better solutions to complex problems by incorporating politically aware approaches and developing integrated programming that deliberately plan for, and adapt to, political realities. As USAID deepens its partnership with Senegal, the Mission will ensure that staff are well-equipped to engage GOS partners and the private sector more meaningfully, making each interaction count. These shifts will be made without sacrificing the ability to actively manage the performance of USAID mechanisms.

The table below provides further details on how this CDCS differs from the previous strategy.

Table 3.1: What will change in the new CDCS?

	What will change?	Why is it changing?	How will it change?
External: Deepen USAID's partnership with Senegal	Advance tax administration reform	Mobilize resources and improve business environment	Targeted technical assistance
	Improve public financial management	Greater efficiencies = greater outcomes and transformation towards an emerging economy	Cross-sectoral programming working at local and central levels
	Ask more from the USAID-GOS partnership	Buy-in advances sustainability and mobilizes GOS resources	Greater dialogue at CDCS and DOAG development stage
Internal:	Increase integrated and locally led programming	Best way to foster sustainable results and address complexity	Various modalities, including diversified local partner base

how USAID does business	Incorporate more Private Sector Engagement at concept stage	Mobilize resources and harness power of markets	Adapt internal processes, build Mission capacity
	Think more politically	Programming better adapted to political realities more effective and sustainable	Deeper understanding of systems, drivers, change agents

Finally, the Mission is making strategic choices to narrow its focus. USAID will not support some areas prioritized by the *Plan Sénégal Emergent*, such as infrastructure and transportation, because other donors and the GOS are dedicating sufficient resources to these areas. In other cases, such as the security sector or tourism, the Mission has chosen not to intervene because it either does not have sufficient resources or lacks a comparative advantage to effect change.

IV. RESULTS FRAMEWORK

A. Goal Statement and Narrative

USAID's goal is that in five years, **Senegal will be better able to plan and finance inclusive development by: implementing key reforms; actively engaging with a strengthened private sector and a vibrant civil society; and harnessing the potential of women and youth.** USAID will support Senegal's locally led development through inclusive, sustainable economic growth; improved human capital; and greater effectiveness of the GOS and its accountability to the Senegalese population. The CDCS aligns with the ambitious goals of the *Plan Sénégal Emergent*, with each proposed DO matching a corresponding *Plan* "pillar." In all DOs, USAID will: increase engagement with the private sector to find market-based solutions to development challenges, where appropriate; empower women and the country's growing youth population through activities increasing economic opportunities and participation in decision-making; and strengthen civil society organizations so that they are better equipped to advocate for positive change.

The CDCS aims to increase sustainable and scalable economic opportunities for women and youth, while at the same time addressing social drivers that have been creating impediments. For example, the strategy supports the implementation of Senegal's existing laws and policies on GBV, including the 2019 law on rape and pedophilia, the 2017-2021 multisectoral action plan on GBV focusing on service delivery at the local level, and the new five-year (2020-2025) national action plan on women, peace, and security that addresses GBV in conflict and crisis prone areas and seeks to increase women's leadership in peace processes. The CDCS also aims to bolster women's economic and political empowerment by reversing the declining trend of economic opportunities for women entrepreneurs and addressing gender integration gaps in public policies, budgets, and institutions.

Given Senegal's high exposure and vulnerability to the climate crisis, USAID will increase Senegal's ability to adapt to and mitigate climate change across all sectors.

B. DEVELOPMENT OBJECTIVE (DO) 1: Increased Inclusive Economic Growth

Results Statement and Narrative

USAID aims to support Senegal so it can better plan, finance, and implement solutions to its development challenges. A fundamental component of this effort is increased inclusive economic growth. The development hypothesis is that IF the GOS commits to support a business climate that is conducive to job creation and increased incomes from private sector trade and investment, IF the GOS implements effective policies and oversight bodies to ensure the natural resources base is well managed, and IF resilience, nutrition, and food and water security of targeted populations are improved, THEN the resulting increase in economic growth in targeted sectors will be more inclusive of vulnerable populations and contribute to sustainable development outcomes. USAID recognizes that while Senegal has recently experienced strong economic growth, to foster more inclusive, sustained growth, the Agency must strengthen government systems to implement a structural transformation of the economy toward the private sector.

Agriculture has been a driver of inclusive growth in recent years, and remains an important driver of growth and poverty reduction. Emerging agro-processing and food industries have the potential to generate significant employment opportunities. In an economy deeply dependent on natural resources, productive resources, such as fish stocks, land, and forestry must be well managed to generate private sector investment, job creation, increased incomes, and food and water security. Finally, to cope with shocks like the coronavirus pandemic, as well as sustain the natural resource base, there must be a strong focus on resilience as well as nutrition, food and water security. Increased economic growth and inclusivity will contribute, alongside the two other DOs, toward increasing GOS financial resources and management capacity to independently support its own development.

Senegal's high rural poverty and malnutrition rates are a result of the low profitability of the country's agricultural sector, exacerbated by climate risks, pressures on natural resources, and limited opportunities for women and youth. And while Senegal has seen strong economic growth in recent years due to *Plan Sénégal Emergent*-related reforms, public investments in infrastructure and energy, and improved local product competitiveness, particularly in agriculture, significant challenges remain. One constraint to inclusive growth has been the poor business environment, as current economic policies do not incentivize wealth creation, entrepreneurship, and investment. In addition, approximately 70 percent of Senegal's 16 million people are under the age of 30, and many of these young people remain disconnected from the mainstream of economic life; with rural youth (particularly young women) especially disadvantaged due to lower literacy rates, early marriage and GBV, and limited job opportunities outside the agriculture sector. Furthermore, an estimated 17 percent of rural households experienced severe to moderate food insecurity in 2019, and more than half of these households were poor. Among children under five, 17 percent are stunted, with stunting twice as prevalent in rural areas.

Adding to these challenges are climate stressors and unsustainable natural resource management practices affecting livelihoods and increasing food insecurity. These include the extension of agriculture into protected areas, illegal cutting of trees for construction, forage, and other domestic uses, and overgrazing. In addition, illegal, unreported, and unregulated fishing remains an issue, fish

licensing processes remain opaque, and Chinese trawlers continue to operate within Senegal's Exclusive Economic Zone, threatening small-scale fisheries livelihoods. The effects of all these stressors are seen in an increased frequency of droughts and floods, the loss of important forest reserves, unabated pressure on fisheries, and coastal erosion.

Furthermore, an additional constraint is the worsening gender gap in economic opportunity. Prior to COVID-19, Senegal's economy had been growing at approximately 6 percent per year, with men benefiting relatively more from this growth than women. Agriculture provides a quarter of women's employment, but occupational gender differences, unemployment, significant levels of informal employment in agriculture, petty trade and services, women's unpaid household care, and the gaps in the legal framework are all indications of women's relative economic disempowerment. And since more than three quarters of Senegalese women report experiencing GBV during their lifetime, ensuring women's voices are included using an approach that addresses GBV in the agricultural, nutrition, and food policy system is essential.

DO 1 will address key constraints to inclusive economic growth, including improving the business climate, increasing access to credit, strengthening value chains, and increasing climate adaptation and mitigation efforts. DO 1 closely aligns with the *Plan Sénégal Emergent*, which aims to transform the Senegalese economy by strengthening drivers of growth, and developing new sectors to create jobs and attract investment. The DO will work hand in hand with Senegal by empowering these drivers, mitigating the barriers to growth, and focusing on the sectors in which USAID has a comparative advantage. Under DO 1, USAID will support Senegal as it transforms its economy by addressing constraints to inclusive and sustainable economic growth.

By focusing on targeted areas, and layering mutually reinforcing interventions on top of a base of support for agriculturally-led growth that drives poverty reduction and food security, activities under DO 1 will: build resilience so development gains from private sector investments are maintained; increase incomes generated by these investments; and promote responsible management of productive resources. All this is crucial for a sustainable and inclusive economic growth.

DO 1 activities will mainly take place in Senegal's Feed the Future Zone of Influence, which includes the regions of Saint-Louis, Kaolack, Kaffrine, Kolda, and Sedhiou; however, WASH activities will be implemented throughout the country. DO 1 also recognizes the importance of incorporating key themes, such as promoting women's and youth empowerment, increasing access to finance, strengthening private sector capacity, and strengthening the business enabling environment, by including them as cross-cutting Sub-IRs.

Over the next five years, USAID will continue to work with key GOS partners, such as the Ministry of Agriculture and Rural Equipment, Ministry of Water and Sanitation, Ministry of Trade, and Ministry of Environment. USAID will plan activities in close coordination with the GOS, and in some cases, provide direct financing through G2G awards, for example in the WASH sector. As under the current strategy, USAID and the GOS will use bilateral steering committee mechanisms and USAID-GOS joint portfolio reviews to plan activities, review results, and discuss implementation challenges.

Over the life of this strategy, USAID expects that interventions under DO 1 will contribute to the following:

- Increasing household incomes by 20 percent for approximately 150,000 households in the Feed the Future Zone of Influence;
- Increasing the consumption of a minimum acceptable diet for children aged 6-23 months from seven percent to 35 percent in targeted areas;
- Increasing Senegal's 2015 scores in the three key domains of Women's Empowerment in Agriculture (asset ownership; access to credit; and workload) by greater than 15 percent, 45 percent, and 10 percent, respectively;
- Improving biophysical conditions for approximately 650,000 hectares of biologically significant areas; and
- Giving 150,000 people access to an improved drinking water source and an improved sanitation facility.

Relevant GOS Priorities and Policies

DO 1 aligns with the first pillar of the *Plan Sénégal Emergent*. The GOS wants to transform the Senegalese economy by strengthening drivers of growth and developing new sectors to create jobs and attract investment. In Pillar I, the GOS focuses on infrastructure, developing the private sector and micro-, small-, and medium-sized enterprises, agriculture, transport, energy, tourism, fisheries and livestock. DO 1 will support Pillar I, but with a focused approach. USAID activities will increase incomes, improve natural resource management, improve resilience, nutrition, and food security, and increase Senegal's ability to adapt to and mitigate climate change. It will work in sectors where USAID has an advantage, such as agriculture, fisheries, private sector development, and WASH, using a targeted approach with a geographic focus, working mainly in the Zone of Influence under the Global Food Security Strategy.

USAID has identified GOS policy commitments that are in varying stages of formulation and implementation. Since these commitments are key to achievement of this DO, USAID will incentivize the GOS to advance these policies by including them in the new DOAG on economic growth currently under development.

DO 1 Policy Commitments Under Consideration in New DOAG
Accelerate rural water reforms to facilitate private operators' involvement in water distribution and management
Implement reforms related to agricultural inputs and equipment subsidies
Implement a regulatory framework that improves more secure access to land for smallholders, women, and private sector investors

Implement a regulatory framework that improves Private-Public Partnerships related to the agricultural sector, including agro-processing
Implement new institutional framework for reorganization of Ministry of Agriculture and Rural Equipment
Implement reforms of subsidies in the fisheries sector
Complete institutional architecture for commercial justice

Alignment with USG Priorities

DO 1 directly supports USG priorities, including: Pillar II of the National Security Strategy (Promote American Prosperity / Reciprocal Economic Relationships); Goal 2 of the Department of State - USAID Joint Strategic Plan (Renew America’s Comparative Advantage for Sustained Economic Growth and Job Creation); and other priorities and initiatives, such as Feed the Future, Prosper Africa, the Women's Entrepreneurship and Economic Empowerment Act, the Women’s Global Development and Prosperity Initiative, and the Administration’s Executive Order “Tackling the Climate Crisis at Home and Abroad.”

DO 1 also aligns with the Department of State and USAID Joint Strategy on Countering Violent Extremism, particularly important given Senegal’s position in the region, geographically, politically and economically. A strong, growing, inclusive, and multifaceted economy is key to helping Senegal resist the rising tide of violent extremism and political unrest experienced by neighboring countries. Senegal is regarded as a leader and an example of sustained growth and innovation in West Africa, and expanding economic growth, combined with a decreasing need for development support, will help to counter dangerous extremist elements that are more than happy to take advantage of those in society who are poor, disillusioned, and disenfranchised. Finally, activities under DO 1 will complement the \$550 million Millennium Challenge Corporation Senegal Power Compact, which aims to address constraints to economic growth by strengthening the power sector.

Country Roadmap and USAID Policy Framework

Under DO 1, USAID will facilitate inclusive economic growth by: increasing entrepreneurship and employment, especially among women and youth; expanding investment, production, and markets; improving natural resource-based management; and improving incomes, resilience, food security, and nutrition in target communities. The activities within DO 1 aim to measurably improve Senegal’s performance on Country Roadmap metrics, such as Business Environment, Poverty Rate, GDP per capita, and Information and Communication Technology (ICT) Adoption by addressing key constraints to inclusive economic growth, including improving the business climate, increasing access to credit, and strengthening value chains.

DO 1 also seeks to encourage Senegal’s locally led development through the implementation of supporting policies, frameworks, and strategic approaches. The Mission’s implementation of Power

Africa aligns with USAID's Private Sector Engagement policy by engaging with the private sector to increase two-way trade and leverage private sector resources. These partnerships will lead to an increase in investment as well as economically empowering youth and women. DO 1 will support key reforms to improve the business environment, enabling private investment to grow, and resulting in efficient use and leverage of public resources. DO 1 aims to increase the commitment and capacity of Senegal to support its own development, by strengthening government systems to implement a structural transformation of the economy. The Mission will facilitate opportunities for U.S. companies to invest in Senegal, thereby increasing Senegal's capacity to make informed decisions in their choice of development partners. Finally, DO 1 will implement the New Partnerships Initiative through use of new and underutilized partners, particularly in private enterprises, to advance more innovative development solutions.

Critical Assumptions and Risk Factors

Assumptions:

- In the near and medium term, Senegal's economy is significantly affected by the COVID-19 pandemic.
- Senegal's security and political environment remain stable over the life of the CDCS.
- Senegal starts to see revenues from oil and gas development within the next five years.
- Senegal maintains its commitment to reforms that encourage investment and business formalization, including businesses owned by women.
- Senegal effectively implements the country's existing policies and laws on GBV and women's economic empowerment
- GOS maintains its commitment to economic recovery to reduce the effects caused by human or animal disease outbreaks (Added April 2021)
- GOS maintains budgetary efforts to lessen negative impacts of the global economic shocks on the Senegalese economy (Added May 2022)

Risks:

- Environmental impacts / shocks (droughts, floods, irregular rainfall patterns, pests, *etc.*) continue to worsen.
- Revenues from oil and gas are captured by elites and not used to advance inclusive economic growth.
- A shift of enterprises from the informal to formal sector causes business failures for both men and women entrepreneurs.
- A focus on oil and gas revenues leads to a shift in GOS priorities away from the agriculture sector.
- The adoption of a common ECOWAS currency results in higher inflation.

DO 1 - Intermediate Result (IR) 1.1: Increased Incomes Among Targeted Population

Contribution to DO

IR 1.1 will increase inclusive growth by: enhancing the productivity and competitiveness of targeted sectors and growing markets; and increasing investment, entrepreneurship, and jobs, with a focus on youth and women, by skill-building and by improving assets, the enabling environment and deeper private sector engagement. USAID will improve entrepreneurial and business management skills for

women and youth, facilitate connections between the private sector and training institutes, and foster private sector trade and investment by improving the business enabling environment.

Partners

USAID will engage with government, private sector, and civil society partners, such as: Ministry of Higher Education and Research; Ministry of Agriculture; Ministry of Livestock; Ministry of Trade; Ministry of Petroleum and Energy; Ministry in charge of the *Plan Sénégal Emergent*; national statistics agencies; the Women's Investment Club (WIC), Commission for Rapid Entrepreneurship; research institutions; local / foreign investors; universities / vocational training centers; producer organizations; banks and financial institutions; regulatory bodies; utility providers / parastatals; U.S. companies; MSMEs; trade and business organizations; credit rating companies; Senegalese Sovereign Fund for Strategic Investments (FONSIS); Senegalese diaspora; and business incubators.

USAID will also remain active with respect to donor coordination, working closely with other donors and development actors relevant for this IR. This includes: the World Bank; Food and Agriculture Organization of the United Nations (FAO); United Nations Development Programme (UNDP); United Nations Capital Development Fund (UNCDF); International Fund for Agriculture Development (IFAD); African Development Bank (AfDB); International Crops Research Institute for the Semi-Arid Tropics (ICRISAT); Japanese International Cooperation Agency (JICA); Korean International Cooperation Agency (KOICA); Canada; the European Union (EU); French Development Agency (AFD); German Development Bank (KfW); and Italy.

Evidence

The following evidence sources were used to develop this IR: Senegal Country Economic Review; Youth in Agriculture Assessment; Gender Assessment of Agriculture Sector; *Nataal Mbay* activity evaluations; CDCS Gender, Climate Change, and 118/119 Tropical Forests and Biodiversity Analyses; Entrepreneurship Assessment; Feed the Future Evaluation; and *Yaajeende* activity impact evaluation.

DO 1 - IR 1.2: Improved Natural Resource Management

Contribution to DO

IR 1.2 will build upon both successes and lessons learned for supporting ecologically sustainable, climate-resilient, and economically sound forestry and fisheries management for increased food security and resilience, and inclusive economic growth.

IR 1.2 will promote an adaptive management approach to address the most urgent needs and opportunities for improving biodiversity conservation, food security, economic outcomes, and resilience to shocks along Senegal's terrestrial and aquatic ecosystems in an integrated manner.

Extension of agriculture into protected areas contributes substantially to forest fragmentation, which destroys wildlife habitat needed for regeneration and survival inside and outside affected areas. IR 1.2 will integrate biodiversity conservation into agriculture by promoting agriculture practices that prevent

runoff, conserve soil organic matter, reduce salinization, improve management of invasive plants, and utilize natural regeneration.

Unsustainable and illegal wood cutting for charcoal, firewood, utility wood, and sawtimber has led to the decline of numerous vegetative species and forest ecosystems. IR 1.2 will enable more widespread natural resource management through assistance and training for land use planning and zoning at the commune level, with a focus on places nearest to legally protected areas.

Using a gender-sensitive approach, IR 1.2 activities will include practices integrating biodiversity concerns, and also support the development and implementation of improved policies and laws related to land use and forestry management with a focus on forest-harvested products. These forest products are often an important source of food for households and an important income stream for women and girls in rural areas. In addition, USAID will strengthen fisheries and marine resource management by expanding women's roles along the value chain beyond small processing units, improving water resources management, and expanding access to clean energy.

IR 1.2 focuses on adaptation to improve the resilience of people, places, and livelihoods with concerted efforts to address the underlying causes of local communities' vulnerability to climate change. IR 1.2 will increase the adaptive capacity of local communities to climate change by improving access to science and analysis for decision-making; strengthen governance systems; identify and promote practices that reduce long-term vulnerability to climate change; and monitor and evaluate the outcomes of technical programs' climate response to ensure optimal use of resources allocated to mitigating climate effects and strengthening resilience. Access to climate index insurance and climate information services will be promoted through public-private partnerships between the national weather agency, the national agriculture insurance companies, and private businesses investing in these sectors.

Partners

USAID will engage with government, private sector, and civil society partners, including: Ministry of Fisheries; Ministry of Agriculture; Ministries in charge of WASH; Ministry of Environment; utility providers / parastatals; Local Artisanal Fishery Committees (CLPAs); and producer organizations, and women's and youth organizations.

USAID will also remain active with respect to donor coordination, working closely with other donors and development actors relevant for this IR. This includes: the World Bank; FAO; UNDP; IFAD; AfDB; ICRISAT; JICA; KOICA; Canada; EU; AFD; KfW; and Italy, and the donor working group on gender.

Evidence

The following evidence sources were used to develop this IR: Fisheries Sector Political Economy Analysis; Ministry of Hydraulics Stage 2 Public Financial Management Risk Assessment Framework; and CDCS Gender, Climate Change, and 118/119 Tropical Forests and Biodiversity Analyses.

DO 1 - IR 1.3: Improved Resilience, Nutrition, Food and Water Security

Contribution to DO

IR 1.3 will improve inclusive economic growth through greater food security and nutrition, including increased production, access and consumption of nutritious foods, and through improved hygiene and access to water and sanitation services. The focus will be on increasing the availability and affordability of critical nutritious foods while also increasing incomes and economic stability. In addition, activities will increase resilience by improving Senegal's ability to adapt to climate change, increasing access to safely managed water and sanitation systems, and diversifying livelihood risk, thereby improving the ability of households and communities to mitigate, adapt to, and recover from shocks and stresses.

Addressing gender disparities in areas where women are at disadvantage is critical for achieving this IR. These areas include subsistence agriculture, where women are concentrated; the informal sector where women-owned businesses in Senegal tend to be very small micro-enterprises that are vulnerable to shocks, such as the COVID-19; fisheries, where women's role is limited to small-scale processing; and rural areas where women and girls are usually responsible for household water and sanitation, but lack the services and income to meet their household needs.

IR 1.3 will address these obstacles by improving inclusive economic growth that addresses gender disparities through greater food security and nutrition, including increased production, access and consumption of nutritious foods, and through improved hygiene and access to water and sanitation services, including support to the WASH sector. The focus will be on increasing the availability and affordability of services and critical nutritious foods while also increasing incomes and economic stability by supporting opportunities, such as increased marketing of vegetables produced by women throughout the country. In addition, activities will increase resilience by improving Senegal's ability to adapt to climate change, increasing access to safely managed water and sanitation systems, and diversifying livelihood risk, thereby improving the ability of households and communities to mitigate, adapt to, and recover from, shocks and stresses.

Partners

USAID will engage with government, private sector, and civil society partners, such as: Ministry of Agriculture; Ministry of Health; Ministries in charge of WASH; Ministry of Livestock; National Nutrition Committee (CLM); municipalities and local authorities; MSMEs and local WASH entrepreneurs; women associations; local / foreign investors; producer organizations; women's and youth organizations, and research institutions

USAID will also remain active with respect to donor coordination, working closely with other donors and development actors relevant for this IR. This includes: the World Bank; World Food Programme (WFP); ICRISAT; JICA; KOICA; Canada; EU; AFD; KfW; and Italy.

Evidence

The following evidence sources were used to develop this IR: *Nataal Mbay* activity evaluations; *CINSERE* activity assessments; *Yaajeende* activity impact evaluation; Youth in Agriculture

Assessment; Gender Assessment of Agriculture Sector; Malnutrition Desk Study; and CDCS Gender, Climate Change, and 118/119 Tropical Forests and Biodiversity Analyses.

C. DO 2: Improved Human Capital

Results Statement and Narrative

Under DO 2, USAID aims to better equip Senegal to plan, finance, and implement solutions to its development challenges in the health and education sectors by improving the aggregated health, skills, and knowledge of Senegal's human capital. In order to meet this objective, both the health and education systems in Senegal need to be strengthened. The development hypothesis is that IF the GOS provides enough resources and implements relevant policies to increase the access to quality health and education services, and IF communities and other stakeholders actively participate in the management of those services, THEN the resulting increase in Senegal's human capital will lead to greater economic competitiveness and productivity, more meaningful participation in democratic processes, and an increase in Senegal's locally led development.

Senegal currently ranks 121st out of 157 countries on the World Bank's Human Capital Index (2018), slightly above the sub-Saharan average. In the health sector, progress has been made in increasing access to quality health services and improving health indicators. However, this progress hides significant gender and regional disparities. For example, the largest reduction in fertility has occurred in Senegal's central and western regions, where the use of modern contraceptives by married women aged 15-49 is the highest, while eastern and southern regions lag behind. With respect to education, while Senegal's 2020 Global Gender Gap Educational Attainment score rose to 88 percent from 80 percent in 2018, a significant gap in enrollment remains in favor of boys at the secondary and tertiary levels, with significant regional disparities.

Cultural gender norms still prevent women from making independent decisions around health and education issues, including family size, age of marriage, access to education, and other social services. Senegal's poorer rural regions do not show the same progress in health indicators seen in urban centers. In addition, USAID's 2020 Senegal Country Economic Review noted that the country spends fewer public resources on health - approximately two percent of GDP - when compared to similar countries, and more of its share of the GDP on education. However, this has not necessarily translated into results. As many as 80 percent of children cannot read at grade level by the 2nd grade, and nearly 40 percent of children and youth have either never been to school or have dropped out before graduating. Many girls are forced to endure female genital mutilation, a pervasive form of GBV, particularly in the South and the East of the country; safety issues when travelling to school; early marriage and pregnancy that disrupts or ends their education; and cultural norms that lead to families prioritizing school for boys over girls are still prevalent. As a result, the quality of the workforce to support Senegal's locally led development is at stake.

Under DO 2, USAID will improve human capital by building on lessons learned and applying evidence-based and innovative approaches to strengthen GOS health and education systems and deliver high-quality services, including through strong engagement with the private sector and civil society. The activities implemented under DO 2 will promote a healthy, educated population, while

addressing gender inequalities caused by GBV, child early marriage, and a lack of educational opportunities and other inequalities preventing large portions of Senegalese society from maximizing their potential. USAID programming will additionally strengthen the climate resilience and adaptation capacity of Senegal's health and education systems. This robust investment in Senegal's human capital will encourage greater economic competitiveness and productivity, more meaningful participation in democratic processes, and ultimately, increased sustainable development. In both the health and education sectors, USAID will build on past experience with G2G financing and will promote increased GOS commitment by identifying opportunities for greater GOS cost-sharing. In addition, USAID will use its leadership role in the donor community to look for greater burden-sharing by other donors working on health and education in Senegal.

DO 2 includes four cross-cutting Sub-IRs, recognizing that in both the health and education sectors, a focus on strengthening GOS systems, improving access and quality, and increasing the participation of communities in the delivery of services are all necessary to achieve improvements in Senegal's human capital. To operationalize DO 2, USAID will maintain its current management structure of having separate Health and Education offices and will explore ways to increase cross-sectoral integrated programming. DO 2 includes several cross-cutting themes that will feature prominently in numerous activities, such as: improving gender equality and women's empowerment; combating GBV; promoting positive youth development; increasing engagement with the private sector; and increasing Senegal's ability to adapt to the impacts of climate change where possible.

As under DO 1, USAID will actively engage the GOS under DO 2 to help Senegal move forward in its goal toward an emerging Senegal. Over the next five years, USAID will continue to work with key GOS partners such as the Ministry of Health, Ministry of Education, and the National Malaria Control Program. USAID will plan activities in close coordination with the GOS and provide direct financing through G2G awards in the health and education sectors. As under the current strategy, USAID and the GOS will use bilateral steering committee mechanisms and USAID-GOS joint portfolio reviews to plan activities, review results, and discuss implementation challenges. Over the life of this strategy, USAID expects that interventions under DO 2 will contribute to the following:

- Neonatal mortality decreased to 21 per 1,000 live births;
- 95 percent of people living with HIV know their HIV status; 95 percent of people who know their status are on treatment; and 95 percent of people on treatment have suppressed viral loads (among general population and specifically, key populations);
- Helping 500,000+ children to read at grade level by the end of Grade 2; and
- Reducing the number of age 6-to-16 out-of-school children by between 5 percent and 10 percent.

Relevant GOS Priorities and Policies

DO 2 is aligned with the second pillar of the GOS' *Plan Sénégal Emergent* policies and strategies on gender and social inclusion and its focus on helping Senegal improve its human capital via support to the health and education sectors. The GOS wants to improve health and nutrition, provide quality

education, and promote social protection and inclusion. As with DO 1, in DO 2 USAID will support Pillar II of the *Plan*, but with a more focused approach. USAID will use gender equality and women’s empowerment principles and practices in addressing health and education challenges with a targeted geographic approach, concentrating and tailoring activities based on needs. The activities will take into account and complement the interventions of donors and partners, including gender-focused partners. USAID will also require the GOS to take on more of cost-sharing responsibilities, both in G2G awards, and by asking Senegal to meet the funding commitments it has previously made, for example in family planning.

USAID has identified GOS policy commitments that are in varying stages of formulation and implementation. Since these commitments are key to achievement of this DO, USAID will incentivize GOS to advance these policies by including them in the new DOAG on education and health currently under development.

DO 2 Policy Commitments Under Consideration in New DOAG
Complete the Harmonized Model for Bilingual Education (MOHEBS) Reform
Develop policies and practices to improve school retention for vulnerable children and reduce school-related gender-based violence
Implement Health District Reform
Implement Drug Supply Chain Reform
Reform the Regulatory Framework for the Private Health Sector
Implement the human resources strategic development plan for health

Alignment with USG Priorities

DO 2 directly supports USG priorities, including: Pillar IV of the National Security Strategy (Advance American Influence / Encourage Aspiring Partners); Objective 2.2 of the Department of State - USAID Joint Strategic Plan (Promote Healthy, Educated and Productive Populations); and other priorities and initiatives, such as the President’s Malaria Initiative, Global Health Security Agenda, Reinforcing Education Accountability in Development (READ) Act, the U.S. Strategy to Prevent and Respond to Gender-Based Violence, the U.S. Global Strategy To Empower Adolescent Girls, the USAID Vision on Child Marriage, the Women, Peace, and Security Act, and the Administration’s Executive Order “Tackling the Climate Crisis at Home and Abroad.”

Country Roadmap and USAID Policy Framework

DO 2 will respond to the challenges seen in the 2020 Country Roadmap metrics, such as Child Health, Education Quality, and Government Effectiveness, by supporting GOS capacity to deliver quality, and gender equitable health and education services and reduce regional disparities in health and education outcomes. With a robust investment in Senegal’s human capital, USAID will support greater economic

competitiveness and productivity, more meaningful participation in democratic processes, and ultimately, increased locally led development.

Private Sector Engagement will be encouraged through the reinforcement of the private sector in health, including improving the environment to further enable private sector operation, continuing to leverage private sector resources for leadership activities, and supporting the development of the professional workforce. The improvement of financial management and the efficient management of resources in the Ministry of Health and the Ministry of Education will strengthen the GOS capacity to finance its own social and economic development, transforming those investments into sustainable development outcomes. DO 2 will also encourage an increase in investment into health and education by local governments and the private sector. Expanding the commitment and capacity of Senegal to support its own development, the Mission will increase the size of the G2G portfolio in education, as well as increase the corresponding contributions by the GOS. The use of DOAGs and ILs will leverage greater policy and cost-sharing commitments. DO 2 will also bolster Senegal's capacity for accountability. USAID will continue to support the building of human capital and advocacy for good governance and accountability within the donor community. And DO 2 will implement the New Partnership Initiative through the identification and expansion of opportunities to work with new and underutilized partners, such as Quranic schools and *daaras*, in health and education.

Critical Assumptions and Risk Factors

Assumptions:

- In the near term, COVID-19 continues to overburden the Senegalese health system and disrupt school-year schedules.
- GOS policies in the health and education sectors continue to support strong human capacity development outcomes.
- *The GOS continues to implement its policies against GBV in the access and use of education and health services at community, school, and health facilities levels.*
- The GOS continues to prioritize the education sector and allocates local resources accordingly.
- The GOS has the capacity to coordinate the interventions of donors in the health and education sectors.
- Peace is maintained in the Casamance, allowing for activities in southern Senegal to continue.
- GOS has the policies to continue essential health services while controlling infectious disease threats. (Added April 2021)
- Ministry of Education continues to support the technical and financial rollout of their new bilingual education policy (MOHEBS). (Added April 2021)
- GOS continues to provide host country contributions for G2G. (Added April 2021)
- Social or health disruptions do not adversely affect the school year and further impact learning outcomes. (Added April 2021)

Risks:

- Frequent union strikes jeopardize the achievement of results in the health and education sectors.
- Supply chain issues negatively affect the quality of health services.
- The unpredictability of donor resources affects investments in health and education.
- Donor approaches are not aligned with government systems.

- Gender cells at regional and local levels do not have the resources and capacity to support, coordinate, and spearhead gender integration in education and health activities.
- GOS is prioritizing budgetary measures to stabilize the economy until oil and gas revenues begin. This could jeopardize G2G disbursements. (Added May 2022)
- Protracted health emergencies threaten to derail progress in health and education. (Added April 2021)
- Ukraine/Russia war negatively impacts cost of living and families' ability to pay out of pocket health expenses. (Added May 2022)
- Government's budget is under strain due to external shocks. (Added April 2021)

DO 2 - IR 2.1: Improved Health Status

Contribution to DO

Under IR 2.1, USAID will improve human capital by improving health outcomes. Activities will sustainably improve the health status of the Senegalese population by addressing social inclusion and gender disparity obstacles, such as GBV, in community access and use of health services. Activities will also strengthen systems to optimize resources and increase access, accountability and the quality of the health system. USAID will support an integrated package of health interventions in nine regions (representing more than 80 percent of the population), with the choice of geographic focus based on poor health indicators, high population density, opportunities to leverage other USAID investments, and limited investment from other donors. USAID will promote climate resilience in the health sector through improved health data systems responsive to climate-related shocks, optimized supply chain systems, and the integration of climate-sensitive measures into health policies and programs. Tailored malaria interventions will continue in all regions, as will the distribution of commodities, including malaria, family planning, and WASH products. Support for HIV will target areas with high prevalence for key populations as determined in the Senegal Country Operational Plan, and Global Health Security Agenda activities will be implemented at the national level, with a focus on regions with high zoonotic disease threats.

Partners

USAID will engage with government, private sector, and civil society partners, such as: Ministry of Health; Health sector unions; Religious and prominent female community leaders; private sector providers; community health organizations; local government; Health Development Committees; private sector companies; and the Senegalese diaspora.

USAID will also remain active with respect to donor coordination, working closely with other donors and development actors relevant for this IR. This includes: World Health Organization (WHO); United Nations Children's Fund (UNICEF); United Nations Population Fund (UNFPA); the World Bank; JICA; Belgium Development Cooperation - Enabel; Luxemburg Agency for Development Cooperation (LuxDev); Global Fund; Canada; and AFD.

Evidence

The following evidence sources were used to develop this IR: Health Portfolio mid-term evaluation; G2G Programming Review and performance evaluations; Health Learning Agenda Assessment; Senegal National Health Development Plan 2019-2028; CDCS Gender, Climate Change, and 118/119 Tropical Forests and Biodiversity Analyses; and extensive stakeholder consultations with the GOS, civil society and private sector.

DO 2 - IR 2.2: Improved Lifelong Learning

Contribution to DO

IR 2.2 will improve human capital by improving lifelong learning. Senegal's sub-optimal outcomes in primary and basic education remain a constraint to the *Plan Sénégal Emergent* goal of emerging status by 2035, and are driven by two main factors: widespread failure to read in the early primary grades; and persistent drop-out or lack of access for the children 9-16 years of age. IR 2.2 will address both of these factors, and USAID will collaborate with the Ministry of Education to: support the Ministry's work to scale-up evidence-based, bilingual reading instruction across the primary grades; and identify models that will permit the GOS to employ and fund innovative approaches for extending educational pathways (e.g., *daara* (Quranic school)-based, community-school based, alternative or vocational education options) to those who have missed the opportunity to complete their primary education through official channels.

Partners

USAID will engage with government, private sector, and civil society partners, such as: Ministry of Education; education sector unions; religious leaders; Parent-Teacher Associations and school management committees; students; private sector representatives; local government; and the Senegalese diaspora.

USAID will also remain active with respect to donor coordination, working closely with other donors and development actors relevant for this IR. This includes: the World Bank; UNICEF; United Nations Educational, Scientific, and Cultural Organization (UNESCO); and Global Partnership for Education.

Evidence

The following evidence sources were used to develop this IR: Out-of-School Children and Youth in Senegal Study; USAID/*Lecture Pour Tous* (Reading for All) activity evaluations; Early Grade Reading Assessment Mid-Line; Educational Systems Analysis Program of the Francophonie member States and Governments Conference of Ministers of Education (PASEC); Quality, Fairness and Transparency Improvement Program (PAQUET); Annual Performance Report (RAP) 2019; and CDCS Gender, Climate Change, and 118/119 Tropical Forests and Biodiversity Analyses.

D. DO 3: Increased GOS Effectiveness and Accountability

Results Statement and Narrative

Under DO 3, USAID aims to support the GOS so it is more effective and accountable, and strengthen civil society so the Senegalese people can more effectively articulate their needs and advocate for themselves. The development hypothesis is that IF the GOS improves the political, economic and judicial governance environment, IF civil society and media influence increases, and IF local governance and community engagement is more inclusive, THEN the country's political and social stability will be strengthened, resulting in a more efficient management of public resources toward improved service delivery, and a citizen-centric approach to governance.

The current period in Senegal is best characterized as one of democratic stasis. Despite performing well on key governance indices, such as V-dem and the Bertelsmann-Stiftung Transformation Index, Senegal confronts both new and pre-existing challenges that are likely to prove pivotal in determining a democratic future or a period of regression. The Fund for Peace's 2019 Fragile State Index scores Senegal at 77.2 percent, noting that Senegal is among the worst-performing group of countries over the 2009-2019 period. There is an increasing concentration of power in the Executive Branch and an atmosphere where criticism of the President is tolerated less and less.

The number of women elected at the national and local levels has remained roughly the same from 2017 to 2020: women hold approximately 43 percent of national offices, and about 47 percent of local legislative offices. However, a relatively new development is the heightened backlash against elected women, in particular criticism of the Senegalese law that requires gender parity for national and local legislative offices. This has created a negative environment for elected women and other women who are considering running for office, and has contributed to worsening the gender gap in favor of men among elected mayors and elected local government staff, both administrative and technical. In addition, local development plans and budgets often neither sufficiently reflect women's input nor help contribute to reducing gender gaps in access to services and to economic opportunities.

While the media is considered to be free, media outlets often have a strong bias toward a particular political view, with little independent coverage of major events. The most recent Public Expenditure and Financial Accountability assessment highlights strengths, such as the publication of fiscal information, but also points to persistent challenges, including fiscal transparency, and a lack of predictability and control in budget execution. In addition, Senegal has strong legal and policy frameworks, yet its weak implementation and limited accountability mechanisms mean that the country is behind on realizing key reforms. Examples include decentralization, where despite a legal framework, the transfer of resources to regional and local levels is insufficient, and local officials often lack the skills to effectively manage the funds that they do receive. Similarly, in forestry, fisheries, and the mining, oil, and gas sectors, policies are in place, but implementation has been slow and civil society lacks the capacity to constructively engage with the government and provide proper oversight. Strengthening this oversight function will be essential over the upcoming years, as revenues from recent oil and gas discoveries come on line.

Activities implemented under DO 3 will emphasize the expansion of the tax base and decentralization, as well as leveraging private sector resources in extractive industries for reinvestment in development initiatives. In particular, as revenues from the extractive sector increase, DO 3 will strengthen the ability of the GOS and civil society to ensure these resources are reinvested in development initiatives, cultivate confidence to attract U.S. investment, preserve the environment, and reinforce the rule of law.

DO 3 activities will improve the GOS' ability to raise revenues and use resources in an efficient and productive manner.

In the context of closing space for civil society, and a tenuous consensus around political transition following the last presidential election, DO 3 will also focus on consolidating peace in the Casamance region, and will reinforce key legislative reforms related to public financial management, the electoral process, and decentralization. USAID's geographic focus will include national and sub-national targets to be determined during the project and activity design process. Activities will also support the work of other DOs, for example, by strengthening government systems in order to promote the formulation and implementation of responsible land use, forestry management, and fishing policies, and through conflict mitigation efforts aimed at resolving disputes over the use or illegal exploitation of natural resources. Finally, DO 3 includes several cross-cutting themes that will feature prominently in numerous activities, such as civil society strengthening, leadership development, and promoting citizen participation (particularly that of women and youth) in the decision-making process. Additionally, DO 3 will support the ability of communities to adaptively manage climate risks and shocks and reinforce the GOS's climate adaptation and mitigation initiatives, including in the mining, oil, and gas sectors

As under DO 1 and DO 2, USAID will actively strengthen and support the GOS under DO 3 to support Senegal's locally led development. Over the next five years, USAID will continue to work with key GOS partners such as the Ministry of Decentralization, Ministry of Finance and Budget, Ministry of Economy and Planning, Ministry of Justice, Ministry of Women and Child Protection, Office of the President, National Assembly, and local municipalities and mayors. USAID will plan activities in close coordination with the GOS, and in some cases, may provide direct financing through G2G awards, for example to support public financial management and public accountability. As under the current strategy, USAID and the GOS will use bilateral steering committee mechanisms and USAID-GOS joint portfolio reviews to plan activities, review results, and discuss implementation challenges. Over the life of this strategy, USAID expects that interventions under DO 3 will contribute to the following:

- Implementation of legal and institutional reforms that:
 - strengthen the GOS public financial management system and fiscal transparency;
 - improve the political climate;
 - strengthen freedom of expression and association; and better protect and empower Senegal's most vulnerable populations such as women, children in the street and disabled people
- Increased participation by civil society (including women) and the media in decision-making around the management of public resources; and
- An increase in the amount local governments spend on service delivery.

Relevant GOS Priorities and Policies

DO 3 focuses on increasing GOS effectiveness and accountability, aligning with Pillar III of the *Plan Sénégal Emergent*. The GOS wants to increase good governance, strengthen security and stability, consolidate the rule of law, and create a setting more conducive to social peace. DO 3 activities will

focus on good governance, decentralization, public financial management, electoral processes, rule of law, anti-trafficking of persons, conflict mitigation and peace building, and civil society strengthening. In comparison with the previous strategy, USAID will not be working in areas such as legislative strengthening.

USAID has identified GOS policy commitments that are in varying stages of formulation and implementation. Since these commitments are key to achievement of this DO, USAID will incentivize the GOS to advance these policies by including them in the new DOAG currently under development.

DO 3 Policy Commitments Under Consideration in New DOAG
Restructure the Decentralization Endowment Fund to Local Governments (FDD)
Implement support funds generated by revenue from extractive industries
Decentralization of GOS budget execution

Alignment with USG Priorities

DO 3 directly supports USG priorities, including: Pillar IV of the National Security Strategy (Advance American Influence / Encourage Aspiring Partners); Objective 1.3 of the Department of State - USAID Joint Strategic Plan (Strengthening Citizen-Responsive Governance); and other priorities and initiatives such as the Women, Peace, and Security Act and the Administration's Executive Order "Tackling the Climate Crisis at Home and Abroad." DO 3 will also support the USG commitment to maintaining or improving Senegal's rank as a Tier 2 Watch List country with respect to the annual Department of State Trafficking in Persons Report. Finally, DO 3 will support the Department of State and USAID Joint Strategy on Countering Violent Extremism; ensuring that human rights are respected and that Senegal's citizens have faith in their government and hope for the future is key to countering the malign forces of violent extremism being visited on other countries in the region.

Country Roadmap and USAID Policy Framework

In DO 3, USAID will implement activities addressing the challenges seen in scores on the 2020 Country Roadmap metrics, such as Open Government, with activities that promote political and social stability, efficient management of public resources towards improved service delivery, and a citizen-centric approach to governance.

DO 3 also seeks to encourage Senegal's sustainable development through the implementation of several supporting policies, frameworks, and strategic approaches. The Private Sector Engagement policy will be implemented by leveraging private sector resources in extractive industries for reinvestment in development initiatives, as well as by cultivating confidence in the extractives sector in order to attract U.S. investment. USAID will partner with the GOS to strengthen the public financial management system, improve the tax collection system, boost budget transparency, and increase local government and private sector investment in social services to support Senegal's ability to finance its

own development. DO 3 will also redefine our relationship with the GOS by building on existing commitments toward implementing reforms, expanding the tax base, and decentralizing. The Mission will also continue to strengthen the capacity of civil society to hold the GOS accountable. DO 3 will continue to pursue strategic transitions by encouraging governance that increases international investment with the goal of helping Senegal achieve emerging market status. Finally, DO 3 will implement the New Partnership Initiative through the identification of opportunities to expand work with new and underutilized civil society partners, such as engaging with religious leaders in an effort to end forced child begging.

Critical Assumptions and Risk Factors

Assumptions:

- In the near term, local governments will continue to lack sufficient resources to deploy an effective COVID-19 response.
- The GOS implements the budget authorization reform that transfers authority to line ministries.
- The GOS continues to implement its decentralization policy.
- The new proposed electoral calendar is accepted by all political actors.
- The GOS remains committed to expanding the tax base.
- Peace is maintained in the Casamance.
- The political situation remains stable, with the current administration in place.
- Political protests remain largely peaceful.
- Senegal continues to prevent large-scale violent extremism.
- There is consensus regarding the rules of the game, and the political competition process is viewed as fair and accessible. (Added April 2021)

Risks:

- The trend of increased concentration of power in the executive branch continues.
- There is a breakdown of the current political dialogue and lack of consensus on major political issues.
- Restrictions lead to closing space for civil society.
- Transparency decreases in the extractive industry.
- Senegal backslides on Counter-Trafficking in Persons (C-TIP) measures and returns to the Tier 2 Watch List.
- Increased climate change stressors exacerbate conflict over resources.
- Programming on women's rights results in a backlash / unintended consequences.
- Upcoming election, peace and security and potential non-respect of the electoral calendar could lead to violent demonstrations. (Added April 2021)

DO 3 - IR 3.1: Improved Political, Economic and Judicial Governance

Contribution to DO

IR 3.1 will support key reforms and policy related to the electoral process, freedom of expression, freedom of association, human rights protection, and rule of law.

Partners

USAID will engage with government, private sector, and civil society partners, such as the Ministry of Decentralization; Ministry of Finance and Budget; Ministry of Economy and Planning; National Assembly; Permanent Secretary of Extractive Industries Transparency Initiative (EITI) Senegal; Collective of Civil Society Organizations for the Elections (COSCE); civil society organizations (*e.g.* ONG 3D); National Branch of “Publish What You Pay”; Union of Magistrates of Senegal (UMS); municipalities; State Inspector General; and Supreme Audit Institution.

USAID will also remain active with respect to donor coordination, working closely with other donors and development actors relevant for this IR. This includes: EU; the World Bank; GIZ; AfDB; Open Society Initiative for West Africa (OSIWA); Oxford Committee for Famine Relief (Oxfam); LuxDev; AFD; Spanish Agency for International Development Cooperation (AECID); Canada; and the U.K. Department for International Development (DFID).

Evidence

The following evidence sources were used to develop this IR: Democracy, Rights, and Governance Assessment; Transparency in Extractive Industries Study; Tax Administration Diagnostic Tool; Public Expenditures Financial Management Accountability Assessment; and CDCS Gender, Climate Change, and 118/119 Tropical Forests and Biodiversity Analyses.

DO 3 - IR 3.2: Increased Influence of Civil Society and Media

Contribution to DO

IR 3.2 will support the professionalization of investigative journalism, strengthen the relationship between government and the independent media, and establish a more legitimate and effective civil society.

Partners

USAID will engage with government, private sector, and civil society partners, such as: media; civil society organizations; Ministry of Petroleum and Energy; Ministry of Justice; Office of the President; and Permanent Secretary of EITI Senegal.

USAID will also remain active with respect to donor coordination, working closely with other donors and development actors relevant for this IR. This includes: EU; the World Bank; GIZ; AfDB; OSIWA; Oxfam; LuxDev; AFD; AECID; Canada ; and DFID.

Evidence

The following evidence sources were used to develop this IR: DRG Assessment; Transparency in Extractive Industries Study; Countering Forced Child Begging in Senegal Assessment; and CDCS Gender, Climate Change, and 118/119 Tropical Forests and Biodiversity Analyses.

DO 3 - IR 3.3: Improved Local Governance and Inclusive Community Engagement

Contribution to DO

IR 3.3 will support the decentralization process in Senegal in order to enhance service delivery, and will focus on generating increases in domestic revenue that lead to greater investment in the social sector.

Partners

USAID will engage with government, private sector, and civil society partners, such as: Ministry of Justice; Office of the President; Ministry of Decentralization; municipalities; Association of Mayors (AMS); community-based organizations; civil society organizations and platforms; and women and youth associations.

USAID will also remain active with respect to donor coordination, working closely with other donors and development actors relevant for this IR. This includes: EU; the World Bank; GIZ; AfDB; OSIWA; Oxfam; LuxDev; AFD; AECID; Canada; and DFID.

Evidence

The following evidence sources were used to develop this IR: DRG Assessment; USAID/Governance for Local Development (GoLD) activity mid-term evaluation; Conflict Vulnerability Assessment; Transparency in Extractive Industries Study; Countering Forced Child Begging in Senegal Assessment; and CDCS Gender, Climate Change, and 118/119 Tropical Forests and Biodiversity Analyses.

V. MONITORING, EVALUATION, AND LEARNING (MEL)

A key focus of this CDCS is to engage the GOS in its implementation. Therefore, one fundamental focus of the Performance Management Plan (PMP) will be to provide detail on how USAID/Senegal plans to monitor this engagement, including GOS policy commitments and financial contributions at both the central and decentralized levels in the education, health, agriculture, and environment sectors. Further, the Mission will track the G2G portfolio expansion while engaging the GOS in its MEL efforts to strengthen their capacity to monitor and evaluate their own programs. The PMP focus on these key areas will be critical to USAID's ability to manage adaptively during CDCS implementation and assess the extent to which the relationship with the GOS changes.

USAID/Senegal's approach to monitoring, evaluation and learning is grounded in the program cycle principles of evidence-based decision-making and adaptive management. The PMP will serve as a management tool to measure strategy achievement and will be tailored to the key learning questions related to the Mission's development hypothesis. The Mission's learning priorities, as reflected in the Strategic Approach and Results Framework section of this strategy, include but are not limited to, the following: understanding how to best engage the private sector to support Senegal's path to sustainable development; effective use of development objective agreements and G2G agreements to ensure Senegal's ability to finance its own development initiatives; approaches to greater engagement of local

systems and effective public financial management and accountability; improving social, political, and economic inclusion for women and other marginalized groups; and understanding of how to best address gender integration gaps in the economy, public policies, and budgets. In addition to applying rigorous performance monitoring and evaluation approaches to answer these questions, the Mission will identify and support cross-sectoral, cross-Mission collaboration and learning approaches to focus on applied learning, and organize periodic CLA events, including peer learning opportunities, scenario planning, and after-action reviews.

Throughout strategy implementation, the Mission will further strengthen its robust performance monitoring system; integrate digital tools for data collection and analysis; conduct timely and high-quality performance and impact evaluations; and analyze data from multiple sources to support its learning agenda. The Mission will ensure that all monitoring and evaluation systems assess gender, youth, and people with disabilities; all person-level indicators will be disaggregated, and gender-sensitive indicators will be incorporated in the PMP, Project Monitoring, Evaluation, and Learning Plan (PMELP), and Activity Monitoring, Evaluation, and Learning Plan (AMELP), as appropriate. The Mission will also implement recommendations of the CDCS Gender Analysis to improve gender-sensitive MEL practices, such as requiring implementing partner quarterly and annual reports to systematically review gender and inclusion progress, identifying challenges, lessons learned, and adaptations, as well as integrate activity-level gender and inclusion action plans into partner work plans and AMELPs.

Performance monitoring is critical to USAID's ability to track progress toward results. The Mission will utilize context monitoring to remain aware of the development context, monitor identified risks and opportunities that could affect programming, examine operational assumptions, and adapt to changing conditions. The learning agenda and context monitoring will be incorporated into annual portfolio reviews assessing strategy implementation. Furthermore, performance monitoring will extend to measuring the extent to which USAID is successful in redefining the relationship with the GOS over the life of the strategy, for example through implementation of policies essential to inclusive development, demonstrated increases in GOS host country contributions to G2G awards and to bilateral agreements, etc.

Through real-time analysis of quarterly data, the M&E team implements a Quarterly Results Review (QRR) with each technical office to assess performance progress against targets, address reporting challenges, and resolve any issues between planned and reported indicators across the portfolio. Through the QRR and monthly training sessions, the Program Office supports Mission Agreement Officer's Representatives (AORs) and Contracting Officer's Representatives (CORs) to strengthen monitoring capacities, thereby ensuring proactive and adaptive management of the portfolio.

USAID will conduct performance and impact evaluations of activities and projects to test the DO development hypotheses and assess the effect of programming on beneficiaries, communities and local organizations. To advance the GOS' capacity, the Mission will involve the GOS and implementing partners in the formulation of evaluation questions. In addition, USAID will conduct evaluations and assessments to gauge to what extent the GOS is achieving sustainable development outcomes, and to what extent USAID investments play a role in any change. The Mission will also support GOS and civil society capacity to undertake independent evaluations and utilize findings to improve results and

address deficiencies. Performance and evaluation data will be used to adapt implementation and make important program management decisions.

Finally, USAID has established a Mission-wide monitoring and evaluation support services mechanism. This new contract will provide the Mission with flexible, demand-driven, monitoring, evaluation, and learning support services available to the Program and Technical Offices beyond the scope of the previous Mission mechanism. This mechanism will improve performance management at all levels, allowing the Mission to meet Agency requirements, make better informed strategic and management decisions, and advance the Agency's Learning Agenda. Increased emphasis on learning will be instrumental to the Mission's efforts to increase the MEL efforts of its AOR/CORs, the GOS and Senegalese local organizations. The tasks to be completed under this contract will be described in detail in the PMP.

VI. REQUIRED ANNEX

Annex A: [2020 Country Roadmap](#)

SENEGAL

JOURNEY TO SELF-RELIANCE:
FY 2020 COUNTRY ROADMAP



LEGEND

0-1 Score

Senegal's Score
0-1, least to most
advanced globally



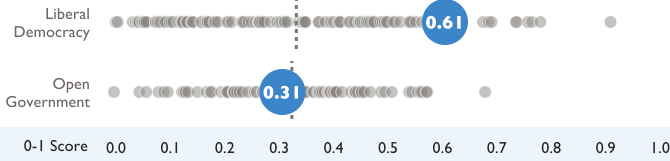
Other Low- and
Middle- Income
Countries' Scores



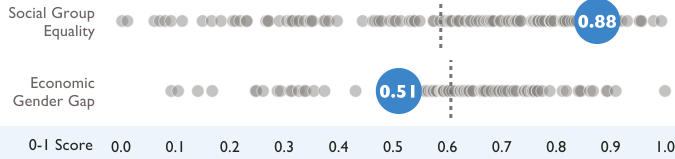
Average Score for
Low- and Middle-
Income Countries

COMMITMENT

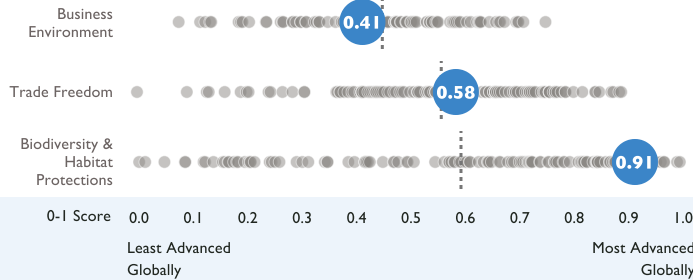
OPEN AND ACCOUNTABLE GOVERNANCE



INCLUSIVE DEVELOPMENT



ECONOMIC POLICY



RISK OF EXTERNAL DEBT DISTRESS

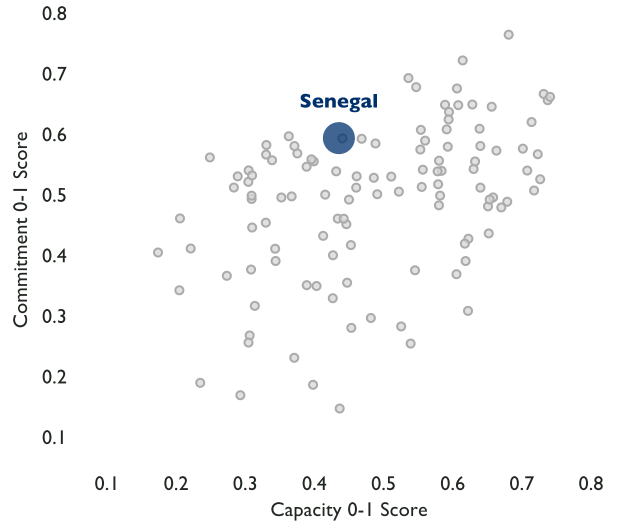
Low

Moderate

High

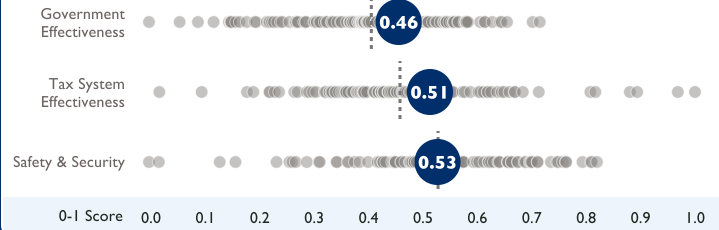
In Debt
Distress

LOW- & MIDDLE-INCOME COUNTRY SNAPSHOT

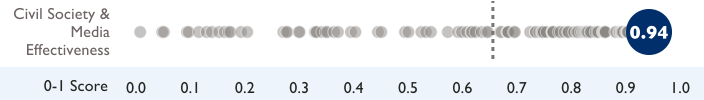


CAPACITY

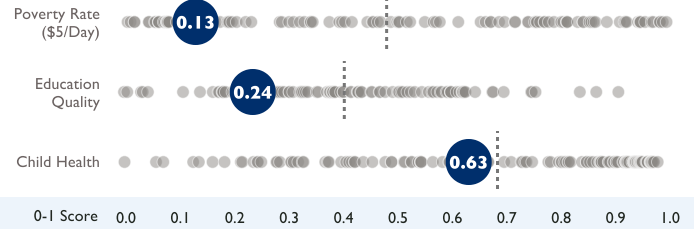
GOVERNMENT CAPACITY



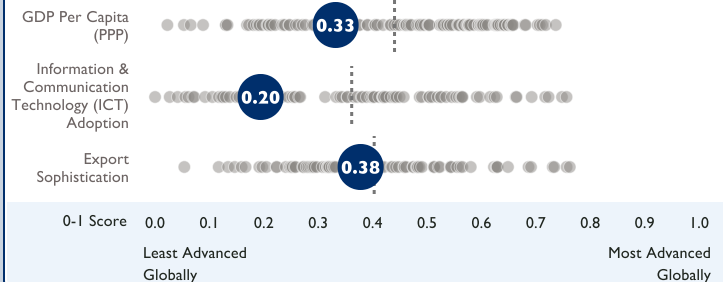
CIVIL SOCIETY CAPACITY



CITIZEN CAPACITY



CAPACITY OF THE ECONOMY



SELF-RELIANCE ROADMAPS

INDICATOR DEFINITIONS AND SOURCES

COMMITMENT

OPEN AND ACCOUNTABLE GOVERNANCE

Liberal Democracy: Measures freedom of expression, freedom of association, suffrage, elections, rule of law, judicial constraints on the executive branch, and legislative constraints on the executive branch. Source: [Varieties of Democracy \(V-Dem\)](#).

Open Government: Measures the degree to which a government shares information, empowers people with tools to hold the government accountable, and fosters citizen participation in public policy deliberations. Sub-factors include: publicized laws and government data, right to information, civic participation, and complaint mechanisms. Source: [World Justice Project, Rule of Law Index](#).

INCLUSIVE DEVELOPMENT

Social Group Equality: Measures political equality with respect to civil liberties protections across social groups as defined by ethnicity, religion, caste, race, language, and region. Source: [Varieties of Democracy \(V-Dem\)](#), [Social Group Equality in Respect for Civil Liberties](#).

Economic Gender Gap: Index comprising five components: (1) wage equality between women and men for similar work; (2) the ratio of female estimated earned income to male income; (3) the ratio of female labor force participation to male participation; (4) the ratio of female legislators, senior officials, and managers to male counterparts; and (5) the ratio of female professional and technical workers to male counterparts. Source: [World Economic Forum, Global Gender Gap Report, Economic Participation and Opportunity Sub-Index](#).

ECONOMIC POLICY

Business Environment: Assesses a country's entrepreneurial climate by measuring business' access to infrastructure (such as the internet and transport, and to credit), business flexibility (the costs of starting business and of hiring and firing), clear and fair regulations (e.g., intellectual property rights), and perceptions of meritocracy and opportunity. Source: [Legatum Institute, Prosperity Index](#).

Trade Freedom: Measures a country's openness to international trade based on average tariff rates and non-tariff barriers to trade. Source: [Heritage Foundation, Index of Economic Freedom](#).

Biodiversity & Habitat Protections: Measures extent of marine protected areas, terrestrial biome protection (weighted for both national and global scarcity), representativeness of protected areas, and whether protected areas cover the ranges and habitats of critical species. Source: [Yale University/Columbia University Center for International Earth Science Information Network \(CIESIN\)](#).

RISK OF EXTERNAL DEBT DISTRESS

Rates a country's risk of public sector debt distress on a four-tier scale: "low risk", "moderate risk", "high risk", and "in debt distress". Ratings are based on countries' debt and market structures, fiscal and macroeconomic outlook, and institutional capacity to manage debt burden. Ratings help guide the borrowing decisions of lower-income countries to meet development needs while reducing the chances of excessive debt build-up. Ratings are shown for 54 lower-income countries for which the IMF prepares risk ratings and are not scored components of Commitment or Capacity. Source: [International Monetary Fund, Debt Sustainability Analysis for Low-Income Countries](#).

All source data are for the latest year available, typically 2018 or 2017, and are derived from third-party institutions. All indicators are weighted equally in the calculation of the overall Commitment and Capacity scores. Names and boundary representation in the map are not necessarily authoritative.

For more information on definitions and sources, please visit selfreliance.usaid.gov.

CAPACITY

GOVERNMENT CAPACITY

Government Effectiveness: Measures the quality of public services, the quality of the civil service and its independence from political pressure, the quality of policy formulation and implementation, and the credibility of the government's commitment to its stated policies. Source: [World Bank, Worldwide Governance Indicators](#).

Tax System Effectiveness: Estimated ratio between a country's tax collection and the expected level of tax revenue that a country could achieve, given its macroeconomic, demographic, and institutional features. Source: [USAID, Collecting Taxes Database, Tax Effort Indicator](#).

Safety & Security: A combination of objective measures of security, and subjective measures of personal safety, personal freedom, and social tolerance. Source: [Legatum Institute, Prosperity Index](#).

CIVIL SOCIETY CAPACITY

Civil Society & Media Effectiveness: Measures the range of actions and mechanisms that citizens, civil society organizations, and an independent media can use to hold a government accountable. The mechanisms include using informal tools such as social mobilization and investigative journalism. Source: [Varieties of Democracy \(V-Dem\)](#), [Diagonal Accountability Index](#).

CITIZEN CAPACITY

Poverty Rate (\$5/Day): Measures the percent of the population living under \$5/day in purchasing power parity (PPP) terms. Source: [World Bank, PovCalNet](#).

Education Quality: Gauges both the quality of education—using harmonized scores across major international student achievement testing—and the quantity of schooling received—using age-specific enrollment rates—to evaluate the relative performance of educational systems worldwide. Source: [World Bank, Human Capital Index, Learning-Adjusted Years of Schooling Indicator](#).

Child Health: A composite measure that aggregates child mortality, access to at least basic water sources, and access to at least basic sanitation facilities. Source: [Columbia University Center for International Earth Science Information Network \(CIESIN\)](#).

CAPACITY OF THE ECONOMY

GDP Per Capita (PPP): Measures the flow of resources available to households, firms, and government to finance development as the country's total Gross Domestic Product (PPP) divided by the country's population. Source: [World Bank, World Development Indicators](#).

Information & Communication Technology (ICT) Adoption: Index comprising: (1) mobile-cellular telephone subscriptions; (2) mobile-broadband subscriptions; (3) fixed-broadband internet subscriptions; (4) fiber internet subscriptions; and (5) internet users. Source: [World Economic Forum \(WEF\), Global Competitiveness Index](#).

Export Sophistication: Measures the diversity and ubiquity of a country's exported goods, key markers that can help gauge economic sophistication and resilience. Source: [Center for International Development at Harvard University, Economic Complexity Index](#).