SENEGAL AND SDG 16:
What are the results after 5 years?

Analysis focused on targets related to governance, corruption and youth and women participation in decision-making bodies

16 PEACE, JUSTICE AND STRONG INSTITUTIONS

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TABLE OF CONTENTS

ABBREVIATIONS AND ACRONYMS

UNGA	United Nations General Assembly
ANSD	Senegal National Agency of Statistics and Demography
RDA	Regional Development Agency
ARMP	Public Procurement Regulatory Agency
PB	Participatory Budgeting
CA	Court of Auditors
CDP	Commission for the Protection of Personal Data
ECOWAS	Economic Community of West African States
CENTIF	National Financial Information Processing Unit
CGCT	General Code of Local Governments
CNLCC	National Commission for the Fight against Non-Transparency, Corruption and Concussion
UNCAC	United Nations Convention Against Corruption
COP21	2015 United Nations Climate Change Conference
COS-PETROGAZ	Oil and Gas Policy Committee
CREI	Court of Repression of Illicit Enrichment
RGU	Regional Governance Units
LG	Local Governments
CVA	Citizen Voice Action
DGPPE	General Directorate of Planning and Economic Policies
AD	Asset Declaration
DPBG	Directorate for the Promotion of Good Governance
DPDT	Department of Planning and Territorial Development
DSEPBG	Directorate of Monitoring and Evaluation of Good Governance Policies Governance Policies
ECOPOP	Space for co-production of popular offers for the environment and development in Africa (Senegalese NGO)
SDCI	Spaces of Dialogue and Citizen Interpellation
GIZ-PRODDEL	Support Project for Decentralization and Local Development by the German Cooperation
GMPCT	Local Government Performance Measurement Guide
IGE	Senegal General State Inspectorate
TFM	Tax on the fiscal minimum
CPI	Corruption Perception Index
QRI	Quick Results Initiatives
ITIE	Extractive Industries Transparency Initiative
SDG	Sustainable Development Goals
OFNAC	National Anti-Corruption Office
MDG	Millennium Development Goals
NGO	Non-Governmental Organization
UN	United Nations Organization
CSO	Civil Society Organization
PAP	Priority Action Plan
PCRBF	Program for the Coordination of Budgetary and Financial Reforms
CDP	Communal Development Plan
AIP	Annual Investment Plan
LDP	Local Development Plans
PNDL	National Local Development Program
UNDP	United Nations Development Program
POSCO	Platform of Civil Society Organizations for the follow-up of the Sustainable Development Goals
PSE	Plan Sénégal Émergent (Senegal's Emergence Plan)
TFP	Technical and Financial Partners
TIP	Three-Year Investment Plan
JAR	Joint Annual Review

SNLCC	National Strategy for the Fight against Corruption
SNDES	National Strategy for Economic and Social Development
AU	African Union
WAEMU	West African Economic and Monetary Union
USAID	United States Agency for International Development

LIST OF TABLES, FIGURES, BOXES AND PICTURES

List of tables

List of illustrations

List of boxes

List of pictures

16 PEACE, JUSTICE AND STRONG INSTITUTIONS

EXECUTIVE SUMMARY

As the landmark year of the adoption of the 2030 Agenda on Sustainable Development Goals (SDGs) by the international community, 2015 is also the expiry period of the Millennium Development Goals (MDGs).

Senegal is not left behind in terms of implementation and integration of the new general roadmap, which constitutes the sustainable development program, in public policies.

To support this dynamic of implementation of the 17 SDGs and 169 targets and contribute to the transformation of communities at the grassroots, the European Union has signed a partnership with the Enda Third World network for a "***Strengthening the role and place of civil societies in the South in the implementation of a transformative 2030 agenda***".

Based on this cooperation process, enda ECOPOP has positioned itself on the SDG 16, particularly on targets 05 and 07 in accordance with its main areas of intervention. In this perspective and in line with the territorialization of the 2030 Agenda, enda ECOPOP proposes this study which contributes to the formulation of a reference situation of the level of realization of SDG 16.

This report presents the results of this analysis, which focuses on targets related to governance, corruption and the participation of youth and women in decision-making bodies. This exercise aims to determine the progress made and the limitations recorded in Senegal in order to make the necessary corrections and adjustments and possibly anticipate the future.

INTRODUCTION

All over the world, and more so in Africa, societies are facing numerous challenges ranging from acute inequalities to chronic poverty, as well as persistent conflicts, rapid environmental degradation due to climate change and the multiplication of ecological crises. The crucial question today is how to rethink the societal and economic model in order to co-build the foundations of a more sustainable, more positive, more just and above all more inclusive future. To follow this logic, the international community has had to adopt several policies and strategies that have marked the history of human development.

After several attempts and reflections for a better well-being in the world[1], in 2000, eight (08) Millennium Development Goals (MDGs) were formulated for the countries of the South only. According to UNDP evaluations, these MDGs have helped lift more than a billion people out of extreme poverty, significantly reduce the number of victims of hunger and preventable diseases, and put an unprecedented number of girls and boys in school[2]. In 2015, the goals generally succeeded in highlighting common priorities. However, climate change, natural disasters, environmental degradation, and conflict, which were prevalent around the world at the time, reversed the progress made.

In an effort to learn from and build on the development progress that the MDGs had set in motion, and to ensure that no one is left behind, the world's governments met at the United Nations in New York in September 2015 to adopt the 2030 Agenda, the new sustainable development agenda. It should be noted that the shift from the MDGs to the Sustainable Development Goals (SDGs), reflecting "shared ambitions for a common future," takes place in a context where global issues, particularly climate, dominate the debates. (Jacquemot, 2015).

Upon its adoption, the 2030 Agenda represented the new universal roadmap to guide the future of the planet towards societies sustainably committed to peace, resilience, and inclusion at a time when identity-based divides have deepened and consensus on value systems has eroded. Consisting of seventeen (17) goals, one hundred and sixty-nine (169) targets or sub-goals and two hundred and thirty-two (232) indicators, it covers the entire range of development issues in the world, in both northern and southern countries. All States are called upon to take ownership of this new global development framework for the benefit of the entire planet's populations.

Like the international community, Senegal has adopted this agenda and is actively participating in the implementation of the SDGs. It is worth mentioning that the adoption of the 2030 Agenda, the ratification of the Paris Climate Agreement (COP21) and the African Union's Agenda 2063 testify to the commitment of the State of Senegal to align itself with international policies. Moreover, at the national level, the Government, through its Emerging Senegalese Plan (PSE), the current benchmark for public policies, is in line with this alignment.

To ensure and contribute to the process of territorialization of the 2030 Agenda, the European Union, aware of the catalytic role that civil society organizations could play with grassroots communities, has signed a partnership with the Enda Tiers Monde network for a "**Strengthening of the role and place of civil societies in the South in the implementation of a transforming 2030 Agenda**". This partnership, beyond wanting to contribute to the achievement of the sustainable development goals, also aims to transform communities in the South into actors who are aware of the issues that affect their future and who are

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[1] In the 18th century Thomas Malthus published his essay on the Principle of Population in 1798; in the 1960s, the appearance of binding instruments such as the Multilateral Environmental Agreements (MEAs); 1972: 1st Earth Summit in 1972, creation of the concept of "ecodevelopment" (I. Sachs) to reconcile human development and the environment, setting up of the UNEP; 1984: UN General Assembly mandating the World Commission on Environment and Development (WCED) to propose guidelines for a global development project capable of protecting the environment but also of fulfilling the other missions included in the development objective; etc.

[2] From MDGs to Sustainable Development for All: What we've learned from 15 years of practice, UNDP, November 2016.

committed to working alongside decision-makers for a more inclusive sustainable development.

This initiative, implemented by all the member entities of the Enda Tiers Monde network, reinforces the will of Enda which, since its creation in 1972, has never ceased to act at the grassroots level in favor of the improvement of the living conditions of vulnerable groups such as the inhabitants of underprivileged urban areas and the rural populations of the South. In line with this network dynamic, Enda ECOPOP, whose direct and indirect interventions integrate a good part of the SDGs, in particular SDG 11, has adopted a proactive and avant-garde posture of monitoring and alerting in favor of SDG 16 because of its centrality and the opportunity it gives to crucial themes such as governance, the fight against corruption, peace, institution building, etc. After five years of reflection and action for the implementation of the 2030 Agenda, Enda ECOPOP is now conducting a stocktaking exercise that outlines the observable trends for the achievement of SDG 16 targets. This assessment focuses on three central themes related to **governance**, **prevention and fight against corruption**, and the **participation of women** and **youth** in decision-making bodies.

I. METHODOLOGY APPROACH

For the sake of consistency in this study, the methodological approach is structured around the following three main steps:

1. Literature review on the context, implementation and monitoring mechanisms of SDG 16 in Senegal

This literature search focused exclusively on the period from 2016 to 2019. It should be noted that this study was limited to certain SDG 16 targets. Given the diversity of topics, the team had to focus exclusively on targets related to the areas of intervention of enda ECOPOP. Most of the documents were consulted via the Internet (stakeholders' websites, analysis documents, studies and articles on sustainable development, etc.). The consultation of bibliographic resources was also oriented towards physical documents and focused specifically on:

- The review of international and national literature on governance, local democracy, citizen participation, prevention and fight against corruption, institutional strengthening referring to SDG 16 targets;
- The exploitation of documents on national strategies related to the dimensions of SDG 16 as well as national reference frameworks;
- Collection of secondary data on statistics and indicators for the targets concerned by this study;
- Analysis of the level of consideration of SDG 16 in policies and interventions at the national level (PSE phase 1, PAP2A, etc.) and at the local government level (CDP and other strategic documents at the local level);
- Review of documents and resources from SDG 16 meetings (workshops, sharing meetings, strategic communication sessions, etc.) as well as reports from relevant departments;
- Review of activity reports (quarterly or annual), capitalization documents, and manuals, training guides, charters or any other positioning document reflecting the initiatives taken by Enda ECOPOP during the 5 years of SDG 16 implementation in Senegal.

2. Consultation with resource persons

This step allowed us to identify and interact with the main sustainable development actors in a global way and those active on SDG 16 in a particular way. These include ministries, civil society organizations, local authorities, the private sector, parliament, and research institutes directly or indirectly involved in the implementation and monitoring of SDG 16 in Senegal. In concrete terms, this part of the study allowed the team to:

- Draw up an exhaustive map of the actors constituting key sources of information;
- Get in touch with them via e-mail, telephone, etc.
- Conducting face-to-face or virtual interviews via zoom or sometimes by telephone.

3. Data processing and analysis

At this stage, the team focused its data analysis plan on studying the content of the summary notes of the various interviews. Subsequently, there was a correlation with the secondary data as well as a triangulation with the different information to produce a series of findings. All these data, after their treatment and analysis, were represented in the form of graphs, tables, diagrams and summary sheets.

II.   ALIGNMENT AND INTEGRATION OF THE SDGS IN PUBLIC POLICIES IN SENEGAL

At the global level, each Nation-State is invited to define its own participatory and inclusive approach to the domestication of the SDG indicators and targets of the 2030 Agenda. This means making adjustments or adaptations to the various targets and indicators in relation to the development realities of each State. In other words, the 2030 Agenda is reinvented on the basis of the specific context of each country, starting from the grassroots communities to the central level.

1. Principles, dimensions and essence of the 2030 Agenda

The Brundtland Report in 1987 defined sustainable development as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs." Sustainable development must be economically efficient, socially equitable and environmentally tolerable. The social must be an objective, the economy a means and the environment a condition. Development is "sustainable" if it is designed in such a way as to ensure that its benefits are sustained for future generations. Adopted on September 25, 2015 by the Heads of State and Government meeting at the Special Summit on Sustainable Development, the 2030 Agenda sets 17 SDGs to address common challenges based on the three dimensions of sustainable development, i.e. **environmental, social** and **economic**.

Figure 1: Principles, dimensions and essence of the 2030 agenda

Source: *Mame Aissatou Mbaye, Essence of the 2030 Agenda and its SDGs, September 2020*

All **193 UN member states have negotiated these SDGs and their targets**, all have agreed to adopt them, and all have pledged to do everything possible to achieve them. As such, the 2030 Agenda is universal. The goals form the core of the Agenda and describe the ideal horizon for 2030 of a sustainable development that implies social justice as much as economic growth, peace and solidarity, and the preservation of ecosystems. The 2030 Agenda is organized around the "5Ps" because it serves the **planet**, **populations**, **prosperity, peace** and **partnerships**.

Figure 2: The 2030 Agenda and its "5Ps"

- **People:** 70% of the poorest people are small farmers and marginalized producers
- **Prosperity:** if the poorest increase their income the economy will grow in a sustainable way (you can only buy so many yachts)
- **Peace:** give people an opportunity to escape violence by selling their products at a fair price
- **Partnership:** bring civil society, government and business together
- **Planet:** fair trade works in a economical, social and ecologically sustainable way

Source: www.google.sn

The global ambition of this Agenda is also reflected in its **transversality** and in the recognition of the links between the different dimensions of sustainable development.
Each SDG thus refers to the other goals through the title of its targets.   The implementation of the 2030 Agenda must therefore take into account these connections or **"interrelations" between the different goals** (whether positive or negative). Thus, conducting a stocktaking study on SDG 16 means taking a look at all the other goals[3].

Figure 3: Interrelationships between the different goals of the 2030 Agenda
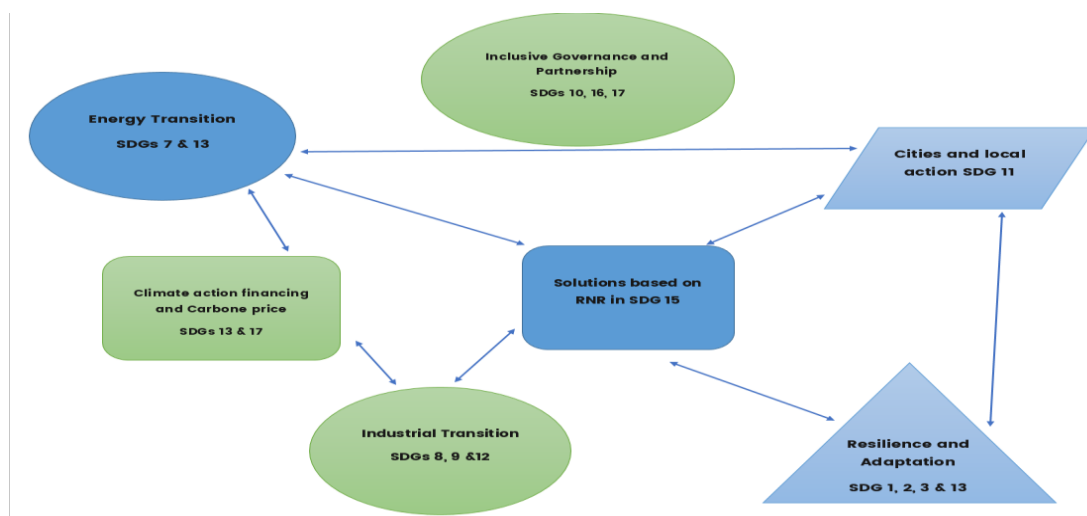
Source: Mame Aissatou Mbaye, Essence of the 2030 Agenda and its SDGs, September 2020

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[3] www.google.sn

2. Integration of the SDGs into the PSE: a government priority

The Senegal Emergence Plan (PSE), a reference for economic and social policy, aims to increase the well-being and prosperity of the population. Through its implementation, Senegal prioritizes investments with a strong economic and social impact, and gives a strong impetus to the monitoring and coherent and harmonized evaluation of the implementation of its strategic orientations, which integrate all the priority targets of the SDGs. In fact, work has been done to align and integrate these international commitments into the implementation of the PSE.

The causal links of the PSE are through the relationships in the results chain between the strategic axes (ultimate or final results), the strategic objectives (intermediate effect results) and the action lines (direct results or outputs). The assessment of the linkage between the PSE and the SDGs can be done using a scoring method for the lines of action and SDG targets according to the specific links that exist or not between them[4].

Moreover, by developing its national good governance program in 2002, consolidated in 2014, the State of Senegal has demonstrated its commitment to meeting the challenges of good governance. Such an option is situated in a context of fighting corruption, strengthening democracy and decentralization, promoting the rule of law, strengthening parliamentary control, reforming the legal and judicial system, revitalizing the public administration, and promoting economic and social activities and human rights[5].

The implementation of the SDGs is therefore carried out through sectoral and multisector policies and programs. Coordination is ensured by the Ministry of Economy, Planning and Cooperation (MEPC) through the General Directorate of Planning and Economic Policies (DGPPE) established in 2014 by decree. The Directorate "gives substance to the Government's economic and financial policy orientations in order to put in place an adequate framework for the more effective and efficient implementation of sectoral policies[6]." These policies are therefore correlated with the issue of sustainable development.

The institutional mechanism for monitoring the SDGs is linked to the Harmonized Framework for Monitoring and Evaluation (HFME) of public policies, created by decree in May 2015. The CASE is placed under the direct authority of the President of the Republic. Within the Framework, a committee for the preparation of reviews is created. The secretariat of this committee is provided jointly by the Director General of the BOS (Operational Follow-up Office of the Senegal Emergence Plan), the Director General of the BOM (Organization and Methods Office) and the Director General of Planning and Economic Policies (DGPPE).

The Framework is responsible for developing and coordinating all the State's mechanisms and instruments for monitoring and evaluating public policies. It was decided to produce a report specifically on the progress made in implementing the SDGs, in addition to the annual summary report of the Joint Annual Review (JAR) of economic and social policy. The Ministry of the Economy, Planning and Cooperation (MEPC), through the DGPPE, ensures the technical coordination of the monitoring of the implementation of the SDGs and the preparation of the JAR.

In addition, the Ministry of Environment and Sustainable Development (MEDD) has established a national platform of actors for SDG monitoring institutionalized by the decree of December 31, 2019. The platform is multi-stakeholder and multi-sectoral and includes seventy (70) stakeholders including civil society, universities and research centers, Technical and Financial Partners (TFP), sectoral ministries among others.

Regarding SDG 16, its institutional support is provided by the Ministry of Justice through the Directorate for the Promotion of Good Governance (DPBG). "The Ministry coordinates the sectoral follow-up of SDG 16 with the involvement of the Ministries of the Interior, the Armed Forces, the Civil Service, Local Authorities, and the Digital Economy, among others. The Directorate is working specifically on SDG 16: first, the Open Government Partnership (OGP)

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[4] High Level Political Forum, Final Report of the Voluntary National Review on the SDGs, June 2018, p.10
[5] High Level Political Forum, op. cit, p.99
[6] www.economie.gouv.sn

with the criteria of budget transparency, access to information, civic engagement, integrity of public leaders (declaration of assets) and second, the law on access to information[7]". The 17 SDGs, as formulated in the 2030 Agenda, are fully consistent with the PSE. Better still, the third area of the PSE "Governance, Peace and Security" is consistent with SDG 16 and meets the requirements of good governance, local development, promotion of peace, security and African integration.

Table 1: Alignment of SDGs in public policies

Area 1 Structural transformation of the economy	Area 2 Human capital, social protection and sustainable development	Area 3 Governance, institutions, peace and security
Sustainable Development Goals		
1 ; 2; 7; 8; 9	3; 4; 5; 6; 11; 12; 13; 14; 15	10 ; 16; 17

Source: *High Level Policy Forum, Final Report of the Voluntary National Review on the SDGs, 2018*

In addition, an assessment of the actual links between the 169 SDG targets and the priority actions of the PSE reveals that the level of coverage of the targets differs in relation to the lines of action of the PSE. Senegal has covered nearly 97.1% of the targets according to the priority action plan (2019-2023) of the PSE.

Box 1: Assessment of the alignment of the 2030 Agenda by a state stakeholder.

> According to the General Directorate of Planning and Economic Policies (DGPPE) of the Ministry of Economy, Planning and Cooperation (MEPC), "Senegal, through its PSE, has aligned itself with the SDGs of the 2030 Agenda at 97%".

Source: *Awa Maty Basse BA, DGPPE, December 2020*

This alignment can be analyzed by looking at the main strategic orientations of the plan: strengthening the achievements in order to guarantee the maintenance of macroeconomic balances, strengthening the overall competitiveness of the economy, reducing social inequalities and improving governance. For its operationalization, the territorialization of public policies remains the preferred means of ensuring effective implementation at the territorial level. The relevance of the territorialization of sustainable development lies in the fact that one of the fundamental challenges of the spirit of the Agenda 2030 is to "leave no one behind[8]".

This principle aims not only to take into account the needs of all segments of the population, especially the most vulnerable groups, but also advocates the involvement of all categories of actors in the process of building sustainable development at all levels of governance.

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[7] Cheikh F. Mbaye, DPBG, 2020

[8] Leave No One Behind (LNOB).

Box 2: Assessment of the alignment of the 2030 Agenda by a civil society actor

> The alignment of national policies with the implementation of the SDGs remains an equation because the operational framework, namely the PSE, is much more emphasized than the implementation of the 2030 Agenda, which suffers in terms of monitoring, steering and execution. The lack of institutional support is a major element that hinders the alignment of the SDGs in public policies.

Source: *Oumar SOW, POSCO-Agenda 2030, September 2020*

Box 3: Assessment of the alignment of the 2030 Agenda by a TFP

> "Partially satisfactory alignment of the SDGs, and particularly SDG 16, in public policies since work is underway to monitor the indicators of Goal 16 by the government (DGPPE) and civil society (POSCO). There is no way to check the level of alignment since information is not collected in real time and there is no platform that provides information on all the targets and indicators in Senegal.

Source: *Médoune GUEYE, UNDP, September 2020*

Thus, even if strong orientations and actions have been taken by the State of Senegal to align the 2030 Agenda, these actions must be strengthened at the level of ownership by the communities at the grassroots level to ensure the territorialization of sustainable development.

3. Localizing the SDGs: a challenge for Act 3 of decentralization

The legal and institutional framework of decentralization provides local governments with the foundations and opportunities to localize the SDGs, as they have a general competence clause. According to article 27 of the general code of local governments, "*the department is competent to promote economic, educational, social, health, cultural and scientific development, to carry out departmental development plans and to organize land use planning while respecting the integrity, autonomy and attributions of other local governments*". As for the municipality, Article 81 of the same code states that "the municipal council must ensure the best living conditions for the entire population, without discrimination. According to regulatory and legal principles, local governments, through the territorialization of public policies, are therefore key actors in the implementation and monitoring of the SDGs through local development plans (CDP, PIC, etc.).

Note that the targets are formulated more in the spirit of central government intervention. Thus, the opportunities for taking charge of the SDGs at the territorial level imply a domestication of targets and indicators according to realities. This contextualization exercise presupposes the establishment of a space for dialogue between local populations and central services in order to impregnate them with the content and scope of the 2030 Agenda. In practice, the modality put in place since the 1996 reform is renewed with the 2013 general code of local governments. These harmonization conferences have now been abandoned in favor of territorial conferences as advocated by the President of the Republic. It consists in the organization of a meeting for the harmonization of the investment programs of the State and the department.

The meeting is initiated by the State Representative at least twice a year. It is co-chaired by the Prefect of the department and the president of the departmental council.

This space for dialogue, which brings together all the communes, civil society, the private sector and technical and financial partners around the State representative and the president of the departmental council, provides a good opportunity for information, communication, harmonization and, ultimately, localization of the SDGs. Regarding the commitment and concrete action of local governments, it seems that until now they have been little prepared, let alone mobilized, for an effective localization of the SDGs.

Box 4: Assessment of local government involvement in the ownership of the 2030 Agenda by a state stakeholder

A weak involvement of local governments in the appropriation of the 2030 Agenda has been noted. This is justified by the fact that at the deconcentrated level of the environment sector, for example (water and forests), some inspectors are not informed about the content of the targets and indicators relating to this area. Thus, it is necessary to strengthen the capacities of the decentralized actors and consequently those of the local government actors.

Source: Ndéye Sanou BASSE, DPVE, December 2020

While it is true that their day-to-day work is naturally in line with the spirit and aims of the SDGs, there is still no explicit link and even less of a collective dynamic for localizing the SDGs[9]. Thanks to Act 3 of decentralization, which made significant new advances in the area of local economic management, the reform gives local elected officials responsibility for Local Development Plans (LDPs). Indeed, the LDPs, through their various variations, are tools that could eventually lead to sustainable development.

In fact, their elaboration allows the local government, grassroots community organizations and village communities to be involved in the process, to analyze the potentialities, constraints and possible solutions specific to the territory. In addition, citizen participation, which is enshrined in the first title of the CGCT, is a real opportunity to lay the foundations for the localization of SDG 16. This can be explained by the direct involvement of citizens in the local planning process through their "proposals relating to the impetus of the economic and social development of their communities".

This process could allow all community stakeholders to be informed about the content of the SDGs. As a result, ownership of these global goals could follow. Indeed, taking the SDGs into account in the design of LDPs would likely contribute to the creation of viable, competitive and sustainable territories.

Box 5: Assessment of the need for localization of SDGs for the implementation of SDG 16 in local governments by a civil society actor

"The implementation and monitoring of SDG 16 by local governments (field of experimentation, implementation and stabilization of achievements) requires taking into account the localization of SDGs (...) ".

Source: Bachir KANOUTE, enda ECOPOP, December 2020

The growing recognition of the importance of local action for the localization of the SDGs is indisputable with regard to the competences and responsibilities entrusted to local governments. However, there is a need to adopt strategies, methods and tools to better link local planning to the implementation and monitoring of the SDGs in the territories under the leadership of local governments.

More than for the other SDGs, the question of measuring SDG 16 because of its centrality to the other SDGs appears to be a challenge and seems relevant to be analyzed.

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[9] Local Government Advocacy for Localizing the Sustainable Development Goals, op. cit.

III. WHY SGD 16?

Although long considered to be outside the realm of public policy, questions of governance to guarantee peace and justice have gradually entered the heart of the international community's agenda and the definition of development strategies over the last twenty years. Indeed, "the adoption of SDG 16 marks the consecration of the theme of democratic governance without naming it, since it specifically addresses some of the key principles associated with it: access to justice for all and the rule of law, transparency and democratic responsibility or accountability, the guarantee of fundamental freedoms, the absence of discrimination and participation, and, more generally, the quality of institutions. In addition to these themes, there are those related to peace and security. These different fields were not included in the Millennium Development Goals[10]. This reflects a lack of consideration for governance in decision-making bodies and in sectors such as education, health, the environment, etc.

"The integration of governance into the SDGs is the result of a long process that started since the concept entered development strategies in the late 1980s. Within the framework of the working groups set up to define the SDGs and indicators, Goal 16 was the subject of bitter negotiations until the last minute (CLING et al., 2016). Indeed, governance issues have raised (and continue to raise) reservations at different levels and along different registers"[11]. Its inclusion in the 2030 Agenda is a historic step forward and shows the importance of governance in the hierarchy of priorities.

Table 2: Centrality of SDG 16 in relation to the other SDGs

THE UNITED NATIONS GOALS IMPACT MATRIX

Goals	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1	x	HI	HI	MI	MI	HI	MI	MI	LI	MI	MI	HI	MI	LI	LI	LI	LI
2	LI	x	LI	LI	LI	LI	LI	LI	LI	LI	LI	LI	LI	LI	LI	LI	LI
3	LI	MI	x	LI	LI	LI	LI	LI	LI	LI	LI	LI	LI	LI	LI	LI	LI
4	MI	MI	MI	x	HI	MI	MI	MI	HI	MI	MI	HI	HI	MI	MI	MI	HI
5	LI	LI	MI	MI	x	LI	LI	MI	LI	HI	LI	LI	LI	LI	LI	MI	LI
6	LI	MI	HI	LI	LI	x	LI	LI	MI	LI	HI	HI	MI	HI	HI	LI	LI
7	MI	MI	MI	LI	LI	MI	x	HI	HI	LI	HI	HI	HI	HI	HI	MI	MI
8	MI	MI	MI	MI	MI	LI	LI	x	MI	LI	LI	LI	LI	LI	LI	LI	LI
9	MI	MI	LI	HI	MI	MI	MI	HI	x	LI	HI	HI	HI	HI	HI	LI	LI
10	MI	MI	MI	MI	HI	MI	MI	MI	MI	x	HI	HI	HI	HI	HI	HI	HI
11	HI	HI	HI	HI	MI	HI	HI	MI	HI	MI	x	HI	HI	HI	HI	HI	HI
12	LI	LI	LI	LI	LI	MI	MI	LI	HI	LI	HI	x	HI	HI	HI	LI	LI
13	LI	LI	LI	LI	LI	MI	HI	LI	HI	LI	HI	HI	x	HI	HI	LI	MI
14	LI	HI	HI	LI	LI	HI	LI	LI	MI	LI	MI	HI	HI	x	HI	LI	LI
15	LI	MI	LI	LI	LI	LI	LI	LI	LI	LI	LI	LI	LI	LI	x	LI	LI
16	HI	HI	HI	HI	HI	HI	HI	HI	HI	HI	HI	HI	HI	HI	HI	x	HI
17	HI	HI	HI	HI	HI	HI	HI	HI	HI	HI	HI	HI	HI	HI	HI	HI	x

LI LOW IMPACT - MI MIDDLE IMPACT - HI HIGH IMPACT SOURCE: BASEL INSTITUTE OF COMMONS AND ECONOMICS 2018

Source: *Basel Institute of Commons and Economics, 2018*

Thus, Sustainable Development Goal 16 (SDG 16) promotes "*peaceful and inclusive societies for sustainable development (...) based on respect for human rights, the rule of law, good governance at all levels, and transparent, effective and accountable institutions*"[12]

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[10] Razafindrakoto Mireille, Roubaud François, Les enjeux de l'ODD16 sur la gouvernance : dépasser les réticences pour changer la donne, In: Caron P. (ed.), Châtaigner Jean-Marc (ed.). A challenge for the planet: the Sustainable Development Goals in debate.Marseille (FRA), Versailles: IRD, Quae, 2017, pp. 315-328. ISBN 978-2- 7099-2412-2

[11] Razafindrakoto Mireille, Roubaud François, op.cit

[12] www.google.sn

Table 3: Description of SDG 16 targets

Title of the target	Description of the target
Violence Reduction	16.1: Reduce significantly worldwide all forms of violence and related mortality rates
Child abuse and exploitation	16.2: End abuse, exploitation and trafficking, and all forms of violence and torture against children
Rule of law and access to justice	16.3: Promote the rule of law at the national and international levels and provide equal access to justice for all
Organized crime	16.4: By 2030, significantly reduce illicit financial flows and arms trafficking, strengthen activities for the recovery and return of stolen goods, and combat all forms of organized crime
Corruption	16.5: Significantly reduce corruption and bribery in all its forms
Exemplary institutions	16.6: Build effective, accountable and transparent institutions at all levels
Inclusive decision making	16.7: Ensure that decision-making is dynamic, open, participatory and representative at all levels
International governance	16.8: Broaden and strengthen the participation of developing countries in global governance institutions
Civil status	16.9: By 2030, ensure legal identity for all, including through birth registration
Information and protection of liberties	16.10: Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements

Terrorism and crime	16.a: Support, including through international cooperation, national institutions responsible for building capacity at all levels to prevent violence and combat terrorism and crime, particularly in developing countries. particularly in developing countries
Non-discriminatory policies	16.b: Promote and enforce non-discriminatory laws and policies for sustainable development

Source: www.agenda-2030.fr

SDG 16 generally presents major challenges for the African continent where governance and conflict issues are most problematic in relation to the growing terrorist threat, the emergence of criminal networks, the demands of a young population for greater economic and political inclusion, persistent disputes over land ownership, among others.

In fact, the seven principles of strong institutions in SDG 16 (effective, inclusive, dynamic, participatory, representative, accountable, and transparent), as well as peaceful societies, are not only valuable in their own right, but are also necessary to achieve all other SDGs. Similarly, the goals of the 2030 Agenda are interconnected and therefore indivisible. The SDGs therefore cover a wide range of areas related to the challenges of protecting the planet as well as those of economic growth, social inclusion and the fight against poverty, in all the countries of the world.

The issue of governance that emerges from SDG 16 is the basis for the centrality and transversality of this goal. SDG 16 has a generic role in a number of areas such as peace, security and transparency. Governance, in all its transversality, allows strong decisions to be taken in all areas, while taking into account the consequences of these decisions on citizens.

Table 4: Comparison of government and governance logics

Points of comparison	Types of logic
Government (State, local governments)	• Dirigist, centralist, technical, top-down, standardized ; • Ipsity (adopting a position of actors different from others and more influential than them); • Asymmetrical relationship (State or TC at the center of the system around which the other actors revolve); • Sectoral approach.

Governance (Integration of all STAKEHOLDERS)	• Multi-actor (being in a position of equidistance to decision making) ; • Symmetrical relationship; • Promotion of consultation, discussion, compromise and partnership • A global, integrated and non-sectoral approach; • Human ecology approach (taking into account technical, economic and socio-environmental aspects).

Source: *Ndèye Marième SAMB, Local governance and citizen participation in Senegal, 2014*

The decisive character of governance is an essential factor in the implementation of the 2030 Agenda. In fact, "SDG 16 is the cornerstone of the achievement of all the sustainable development goals because, due to its cross-cutting and strategic nature, it is the foundation of the 2030 Agenda and makes it possible to promote good governance by ensuring the proper functioning of institutions and the rule of law, as well as the establishment and maintenance of peace for better national cohesion[13]". Aware of the centrality of SDG 16, several actors have positioned themselves in the achievement of its targets in their various interventions.

IV. STAKEHOLDERS AND IMPLEMENTATION MECHANISMS OF THE SDG 16

1. Stakeholders in the implementation

Several categories of actors are working to achieve SDG 16 targets through their various interventions. These are:

- Government, the linchpin responsible for implementing the SDGs through sectoral and multisector policies and programs and monitoring them through an institutional mechanism;

- The national assembly, which plays an essential role in the evaluation of public policies. Indeed, there are regulatory frameworks (Article 85 of the Constitution) that allow the government to report on the progress of public policy implementation;

- Local governments, which are responsible for local development plans that will be harmonized with the implementation and monitoring of the SDGs, including SDG 16;

- Technical and financial partners who have managed to improve the framework for consultation and dialogue on the implementation of public policies in compliance with the guiding principles of mutual responsibility and accountability set out in the Paris Declaration on Aid Effectiveness. This dynamic will continue in the implementation of international commitments related to the SDGs;

- Civil society, which plays a major role in the implementation, monitoring and evaluation of the national development strategy, in addition to its proximity to the population, its flexibility, its ability to raise awareness and identify the needs of the population.

2. Implementation mechanisms

A wide range of actors at different levels have positioned themselves in the implementation of SDG 16 because of the strategic interest conferred on it. In fact, the State, civil society, technical and financial partners have made significant efforts to put in place strategies to reach the SDG 16 targets, taking into account priorities and resources. This is particularly evident in the use of diversified mechanisms and/or tools specific to their orientations.

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[13] Amata DIABATE, Setting up a system for collecting, analyzing, monitoring and following up on SDG16, 2019

Table 5: Phased implementation of SDG 16

Level	Entities	Mechanisms or tools
Central	Court of Repression of Illicit Enrichment (CREI)	• Legal and regulatory measures consistent with the legal system • Investigation of suspected illicit enrichment • Inventory of assets
	General Directorate of Planning and Economic Policies (DGPPE)	• Technical coordination of SDG implementation and monitoring
	Directorate for the Promotion of Good Governance (DPBG)	• Accountability workshops related to mineral resource governance. • Establishment of regional governance cells • Membership in the Open Government Partnership • Joining the Extractive Industries Transparency Initiative • Submission to the African Peer Review Mechanism
	Directorate of Planning and Territorial Development (DPDT)	• Guide for Territorial Development Planning integrating the SDGs
	National Office for the Fight against Fraud and Corruption (OFNAC)	• National Anti-Corruption Strategy
	Directorate of Planning and Environmental Monitoring (DPVE)	• National Stakeholder Platform for SDG Monitoring

Civil Society	Enda ECOPOP (Space Co-production of POPular Offers for the Environment and Development in Africa)	• Study on the SDG 16 Assessment after five years of implementation of the 2030 Agenda • Local Offensive for Citizenship to Fight Corruption and Money Laundering (OFFLOCC) • Citizen Network for Budget Transparency (RCTB) • Local Governance for Development Program (GoLD)
	Platform of civil society organizations for monitoring the Sustainable Development Goals (POSCO) - 2030 Agenda	• SDG 16 Implementation Status Report
	Civil Forum (Senegalese chapter of Transparency International)	• Capacity building of the population in the fight against corruption • Cooperation with the State control bodies and the National Assembly on draft anti-corruption bills • Awareness raising and advocacy for the improvement of public governance

Technical and Financial Partners	United Nations Development Program Development (UNDP)	- SDG 16 monitoring system - Territorial information system - Digital citizen's houses for access to dematerialized services - Support to the OFNAC for the operationalization of the SNLCC and the study on the vulnerabilities of the extractive sector - Support to the Court of Auditors for the audit on the preparation of the ministries to take charge of the SDGs
	USAID	- Support to communities to strengthen citizen participation in decision-making bodies - Support for the inclusion of women and vulnerable people in representative bodies - Support for the adoption of the participatory budget in the communes of intervention - Support for the respect of performance deadlines for the adoption of the administrative account and the budget in the communes of intervention - Strengthening of fiscal civic-mindedness

Source: enda ECOPOP, December 2020

An analysis of the mechanisms and tools observed in the implementation of SDG 16 shows that, at the central level as well as in civil society and with technical and financial partners, each actor has adopted heterogeneous but often complementary approaches. These multifaceted mechanisms, thanks in particular to the diversity of actors, highlight the need to strengthen multi-actor and multi-sector collaboration and the creation of a framework for co-construction.

V. BASELINE SITUATION OF THE SDG 16 IN RELATION TO THE TARGETS ON GOVERNANCE, PREVENTION AND FIGHT AGAINST CORRUPTION

To speak of the baseline situation of SDG 16 is to highlight the progress noted in Senegal in relation to the above-mentioned targets since the adoption of the 2030 Agenda. To do this, it is important to retrace the period prior to the introduction of the agenda in the country.

1. Governance and fight against corruption before the 2030 Agenda

The inclusion of governance in the public policy agenda has been gradual, with the support of development partners. From the 1970s onwards, planning documents certainly mentioned the issue of governance, but rather timidly, insisting in particular on the principles of good management of public funds. It was especially in the 1990s that governance, in the participatory and inclusive sense of the term, took on greater importance and became more visible in policies. This readability is reinforced by the commitment to transparency in the conduct and management of public affairs and to the principle of good governance, clearly affirmed by the 2011 Constitution[14].

Senegal adopted the National Good Governance Strategy in 2013. It is based on seven principles: citizen participation, accountability, access to information and public service, transparency, gender equality and equity, efficiency and effectiveness, respect for the rule of law and democracy. Anti-corruption instruments have existed since the early 1960s and cannot be described as either episodic or timid. These include the penal code adopted by the law of 1965. Articles 159 to 163 bis deal with the corruption of public officials and employees of private companies. The retrospective study revealed the existence of anti-corruption mechanisms and the presence of governance well before the adoption of the 2030 Agenda. A study of the current situation (post-2015) is needed.

2. Analysis of Target 16.7: Inclusive governance and decision making

Today, governance is an essential dimension in the definition of policies and reforms to fight poverty and achieve the Sustainable Development Goals. The increased interest in this way of thinking about and managing public action is taking place in a context in which states are being called upon to reorganize themselves in order to meet a complex and growing social demand. Like many countries, Senegal is in the process of promoting democracy and good governance.

2.1. At the national level

Much more than an instrumental role, governance has become a dimension of people's well-being and a key success factor in the management of development policies. Senegal joined the global trend to improve governance by developing its national good governance program in 2002, which was consolidated in 2014. This option is situated in a context of fighting corruption, strengthening democracy and decentralization, promoting the rule of law, strengthening parliamentary control, reforming the legal and judicial system, revitalizing the public administration, and promoting economic and social activities and human rights[15]. The Ministry of Justice coordinates the implementation of SDG 16 with the involvement of the Ministries of the Interior, the Armed Forces, the Civil Service, Local Government, and the Digital Economy, among others. This sectoral follow-up is specifically ensured by the Directorate for the Promotion of Good Governance.

Box 6: Analysis of Senegal's commitment to good governance principles

> "Senegal's commitment to the principles of good governance is illustrated by the adoption of the program budget, which confirms Senegal's political will to promote transparency and inclusion; the creation of OFNAC, which contributes to improving the management of public assets; adherence to instruments for evaluating and monitoring projects with donors; adherence to EITI; and the importance given to civil society to participate in the national debate.

Source: *Mamadou Lamarana BARRY, USAID/GoLD, September 2020*

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[14] National Good Governance Program, National Report on Governance in Senegal, January 2013

[15] High Level Political Forum, voluntary national review, final report on the Sustainable Development Goals, June 2018.

The creation of the Directorate for the Promotion of Good Governance (DPBG) and the Directorate for the Monitoring and Evaluation of Good Governance Policies (DSEPBG) within the Ministry of Justice are real institutional innovations. This change is mainly aimed at integrating issues of governance and good economic and financial management into all spheres of state intervention in a more systematic and coherent manner. Also, the Program for the Coordination of Budgetary and Financial Reforms (PCRBF) and the Directorate of Budgetary Programming are in the process of implementing all the provisions of the transparency code, which places particular emphasis on access to information and the participation of civil society, in order to make the budget accessible to citizens.

In the same vein, the Minister in charge of Good Governance established, by Order No. 06588 dated April 27, 2016, a Multi-Stakeholder Budget Monitoring Framework (CMSB). This framework is a forum for consultation, dialogue, harmonization, capacity building and participatory monitoring of the implementation of the national budget (State budget at the central level, local governments and public institutions). The Framework has established a dialogue between the administration and civil society organizations on budget issues. This has resulted in a significant improvement in Senegal's budget transparency rating, which rose from 10 to 51 points from 2011 to 2017.

Senegal has voluntarily joined the APRM since its inception in 2003. However, it was only in 2014 that the country submitted to the exercise to produce its first self-assessment report in March 2016 conducted by the National Governance Commission, supported by the Ministry in charge of Good Governance, civil society and university research laboratories. The APRM is made up of four (4) themes: democracy and political governance, economic management and governance, corporate governance and socio-economic development.

It is an innovative process for monitoring and promoting good governance among African Union member states and their citizens, encouraging leaders to measure, discuss and openly share the deficiencies and limitations of their governance systems with their African peers. The APRM aims to promote good governance practices and assess inclusive policies, strategies or approaches to promote good governance with a view to fostering the adoption of measures, standards and practices that lead to political stability, economic growth, sustainable development and the acceleration of the regional economic integration process. Although recent, the new dynamic set in motion through the integration of the Open Government Partnership (OGP) reinforces Senegal's promotion of citizen participation in public policies. Indeed, since July 2018, the country has joined this international initiative promoted by 08 countries[16] and aimed at supporting transparency in public action.

It is a form of participatory democracy that is becoming increasingly important because it puts the citizen at the heart of public action to improve the quality of services and user satisfaction. Open government is widely recognized as a catalyst for public governance.

According to the study commissioned in July 2020 by the DPBG on the state of open government in Senegal, the following results were noted:

- Provision of extensive budget documentation to the public in a timely manner via the website of the Ministry of the Economy and Public Finance;

- Efforts to popularize the budget through readable communication materials;

- Establishment of a body for consultation, dialogue and participatory monitoring of the implementation of the national budget between the government and CSOs;
- Opening the national budget to public scrutiny, etc.

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[16] Brazil, Indonesia, Mexico, Norway, Philippines, South Africa, UK and USA

These efforts rank Senegal first in WAEMU, first in ECOWAS and 8th in Africa with 51 points/100 in 2019, compared to 10 points/100 in 2011.

In addition, the third area of the National Strategy for Economic and Social Development (SNDES) (2013-2017) develops the theme of governance by noting that the promotion of transparency in the management of public affairs, the creation of an environment favorable to the development of the private sector and respect for the rule of law are all integral parts of social capital, which is a fundamental area for boosting economic growth and reducing inequalities. The State is expected to respond to the demands of social demand in a context of fighting corruption, modernizing the administration, strengthening democracy and decentralization, and protecting and promoting human rights.

Senegal adopted the African Charter on Democracy, Elections and Governance in January 2007. However, the Charter has not yet been ratified. This is the reason for holding the advocacy workshop on the African Charter on Democracy, Elections and Governance in Dakar in December 2019, as part of the project "Accelerating the Ratification and Domestication of African Union Treaties in Senegal" in the presence of diverse stakeholders.

The decree of March 2020 requires administrations to adopt the program approach in the execution of the state budget. In other words, the implementation of the national budget by the ministerial departments according to the program approach will allow:

- On the one hand, it improves the efficiency of public action, for the benefit of all (citizens, users, taxpayers and government employees) and establishes true transparency in public management;
- On the other hand, it institutes the transition from a logic of means to a logic of results.

This results-based philosophy, which is the basis of the program budget, makes it possible to establish a direct link between public policies, i.e., development objectives, and budget allocations; at the same time, it aims to establish a budget management mode focused on performance, with a view to obtaining results in line with the government's strategic choices.

In addition, the expansion of the powers of the national assembly in terms of public policy evaluation in 2016 is a real step forward. The "*Café de la Gouvernance*" program or the "jootays"[17] of IAG is an initiative of the African Governance Institute launched in 2018 with the objective of:

- Stimulate critical reflection and a "cross view" of actors on various themes of governance and development that challenge Africa and the world;
- Develop and carry a renewal of thought as well as innovative, consensual and concrete proposals for change;
- Promote knowledge and mutual recognition between various actors of governance;
- Facilitate collaborative work between different governance initiatives;
- Inspire collective projects and operational programs of research and policy dialogue;
- Promote networking, advocacy and lobbying around the issues and challenges of governance and development in Africa.

Following the adoption of these provisions, it can be stated that Senegal has long displayed a firm commitment to and promoted a culture of budgetary and financial transparency and thus good governance.

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[17] Assemblies

However, access to information is a constitutional right that promotes transparency, anti-corruption, citizen participation and accountability. The lack of adoption of the access to information law is a real obstacle despite the progress noted in terms of governance.

The 2019 Open Budget Survey, covering eight (8) documents to be published in relation to the fiscal year under review, ranks Senegal second in Francophone Africa in the Transparency category, with a score of 46/100. This seventh biennial assessment cycle of the International Budget Partnership (IBP) assessed 117 countries. However, no country reached the threshold of 61/100 points required for satisfactory transparency.   A transparency score of 61 or above indicates that a country has published enough documents to foster an informed public debate on the budget. But, a regression was noted in 2019 given that Senegal had a score of 51/100 in 2017.

Box 7: Analysis of the implementation of international agreements in Senegal

> "Senegal respects its international commitments. But some commitments are not fully implemented after their ratification. This is due to the absence of a technical mechanism to operationalize them.
> The powers of the national assembly in terms of evaluating public policies are not fully exercised.

Source: Cheikh Fall MBAYE, DPBG, December 2020

2.2 At the local level

Effective decentralization is considered a key element of good governance. It guarantees effective, honest, fair and accountable governance, democratization and respect for human rights. The effectiveness of public action does not only depend on the relevance of the policies chosen. It also depends on the awareness of the different categories of actors of their responsibilities and the capacities they have to intervene in decisions and to influence public action in the general interest.

Since 2015, the Directorate for the Promotion of Good Governance has been organizing annual accountability workshops related to mineral resource governance. In addition, the directorate has also set up regional governance cells that are accountability bodies. These cells promote citizen participation and dialogue between actors on local government management at the territorial level.

Thus, non-State stakeholders, supported by development partners, are showing an ever-growing desire to influence the budget debate. To do so, they are organizing themselves into networks and coalitions, thus creating frameworks for pooling their initiatives in order to put in place the conditions for citizen control over the management of public finances, both at the national and local levels. This is the context in which CICODEV, ALPHADEV, Action Solidaire International and enda ECOPOP launched the RCTB-Citizen Network for Budget Transparency with the mission to contribute to the improvement of transparency and citizen participation in the elaboration, implementation and monitoring of public budgets in Senegal, so that they meet the basic needs of citizens, with a particular focus on the most vulnerable. The introduction and dissemination of the Participatory Budget (PB) concept in Senegal is noteworthy. The participatory budget approach has reached more than 105 local governments in the 45 departments of Senegal.

Participatory budgeting refers to a process of budget planning, implementation and monitoring that puts citizens at the center of the decision-making process. It gives them the opportunity to decide on the allocation of resources, to prioritize different social policies and to monitor the execution of expenditures. This mechanism ensures that local government policies are more responsive to the needs and concerns of the most vulnerable groups, for example. It allows for consultation between the local executive and the participatory pyramid made up of all social actors. According to the 2019 PB Atlas, 123 (one hundred and twenty-three) local governments had developed their budgets in a participatory manner in 2018 and 2019.

However, its implementation is still on a small scale in local governments. The studies conducted so far show that the challenge of community participation is far from being met. It is a fact that, as citizens and actors in the local development process, people are unaware of their rights and obligations, which hinders their responsible participation in the management process of their communities. The weak technical capacity of many local governments and local actors is also a major limitation, as is the lack of trust between elected officials and citizens. In addition, political divisions at the local level hinder the functioning of local governments.

Box 8: Definition of participatory budget

"The Participatory Budget is a process of direct democracy, voluntary and universal, in which the population can discuss and decide on the budget and public policies. The citizen does not limit his participation to voting, but goes beyond..."

Source: Ubiratan de Souza, 72 Frequently Asked Questions about Participatory Budgeting, UN-Habitat, 2004.

In addition, we note the consecration of citizen participation by the 2013 law on CGCT in its second section of Title 1. Article 83 gives citizens or representatives of associations in a neighborhood or village the possibility of forming an advisory council that can make proposals and contribute to the processes set in motion in the governance bodies. The CGCT also makes it possible for the population to participate through the creation of consultation frameworks by mayors and department presidents, and refers the modalities to a decree. The law democratizes the budgetary process by making it mandatory to hold a budgetary orientation debate (which makes it possible to discuss and orient the spending and revenue choices for the coming year) before the budget is voted on. From these provisions, it appears that Act 3 of decentralization recognizes the importance of the participatory and inclusive dimension in the management of local affairs. This participatory management offers major advantages:

- a better knowledge of the expectations of the local population;
- the possibility of direct dialogue;
- more flexibility in meeting needs;
- the exercise of citizens' power of control over public officials.

The local level is thus the first anchor point of citizenship, the birthplace of social experimentation, the initial link of social bonds, the basis of "living together".

Box 9: Extract from the law of 28 December 2013 on the CGCT

Law nº 2013-10 of December 28, 2013 on the General Code of Local Governments

TITLE ONE: FREE ADMINISTRATION OF LOCAL GOVERNMENTS AND CITIZEN PARTICIPATION

Art. 7 - In order to guarantee a good participation of the population in the management of public affairs, the local executive body can institute, within the local community, a consultation framework on :
- local development plans and projects
- cooperation agreements and plan contracts.

The consultation framework may also be consulted on any other matter of local interest.

Art. 83. - Citizens or representatives of associations of a district or a village can form an advisory council. These councils are consulted by the mayor and can make proposals on any issue of interest to the neighborhood or village.

Source: General Code of Local Governments (CGCT), 2013

In the same spirit, Senegal adopted a Performance Measurement Guide for Local Governments (GMPCT) in 2016, which is currently being contextualized to make it sensitive to sustainable development, particularly SDG 16. The contextualization of the guide aligns perfectly with a new context marked by the emergence of innovative development paradigms at all scales (national and international).

Box 10: Importance of the GMPCT and contextualization in relation to SDG 16

This guide is a tool that enhances the progress of the normative framework post Act 3 of Decentralization in Senegal. In addition, this document has the major objective of improving the performance of local governments in Senegal. The aim of the contextualization of the guide is to provide the country with a consensual tool for the territorialization of the SDGs and the provision of tools for monitoring and evaluating the effectiveness of the achievement of the 2030 Agenda. Linked to the targets of SDG 16, the GMPCT allows to better take into account the aspects related to sustainable territorial governance.

Source: Restricted technical committee in charge of the contextualization of the GMPCT, 2020

Picture 1: *GMPCT contextualization workshop*

Source : enda ECOPOP, September 2020

On reading this manual, it can be noted that the search for performance is becoming more than ever a viaticum, in an international context marked by the popularization of sustainable development objectives and the pursuit of results-based management. The objective of contextualizing the GMPCT is to contribute to effective governance of local governments by improving the exercise of their powers and competencies and strengthening citizen participation. This guide is an analytical synthesis of several proven tools such as the good governance barometer tested by the USAID Governance and Peace Project, citizen certification with the Civil Forum, public performance measurement with GIZ-PRODDEL and the governance, autonomy and usefulness evaluation grid developed by the Kolda DRA. Local governments are assessed in three main areas:

- their capacity to meet the priority needs of the population

- their capacity for institutional, technical and financial management;

- citizen participation in the management of local affairs.

This measurement process takes into account the criteria that make up each of the areas and is circumscribed by indicators. To this end, five hundred and eighty-nine (589) local governments out of a total of five hundred and ninety-nine (599) have been evaluated on the basis of the GMPCT, i.e., a rate of 98% between 2015 and 2016 according to the National Local Development Program (PNDL).

However, there are objective limitations that slow down the pace of progress of good governance in Local Governments. They are related to:

- the lack of ownership of decentralization texts by citizens and elected officials. This lack of mastery of the texts and laws of decentralization by the majority of actors in the local public arena has a particular impact on the management of operations, upstream of the budget preparation process;

- the weakness of human resources in local governments. They do not always have the human resources necessary to carry out the missions and skills that have been devolved to them;

- insufficient financial resources: the overwhelming majority of local governments are experiencing difficulties due to insufficient financial resources, mainly from grants and support from external partners. Revenues are still insufficient to meet the expectations of the population. They are confronted with a situation of chronic underfunding that handicaps the provision of social services to citizens.

Thus, the study of the target relating to governance shows notable progress that is nonetheless hampered by technical, human and financial limitations.

3. **Analysis of target 16.5: Fight against corruption and bribery in all its aspects..**

Corruption is a phenomenon that is well known by 99% of the population and widespread (cumulative rate of 91%) according to the study on the perception and cost of corruption in Senegal conducted by OFNAC with the support of UNDP in 2016. Through its various forms, corruption weakens states, compromises their stability and weakens their trust in donors and citizens. Corruption threatens the economy by encouraging unfair competition and discouraging investment and trade.

In fact, 93% of Senegalese say they are aware of corrupt practices. These practices may be the result of a proposal by a user (53%) to pay an agent in exchange for a free service, or the solicitation of this payment by the agent himself (71.7%). These two types of corrupt practices are the most common in Senegal. In fact, 95.3% of the general public (public, without any specificity) and 61.7% of professionals attest to the presence of corruption in their immediate environment.

The public sector is perceived as the one where corruption is most prevalent (93%). The most affected public sub-sectors are Public Security, consisting of the Police and Gendarmerie (95.9%), Health (29.2%) and Education (26.1%)," according to the study. The crucial importance of the fight against corruption for sustainable development is more than ever recognized.

3.1. Fight against corruption, a challenge to achieving SDG 16
3.1.1. At the national level

The importance of fighting corruption is explicitly highlighted in Sustainable Development Goal 16. It requires states to "promote peaceful and inclusive societies, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. These changes can be achieved by reducing illicit financial flows, strengthening the recovery and restitution of stolen assets, significantly reducing corruption and creating effective, accountable and transparent institutions at all levels[18]. In this regard, Senegal has affirmed its commitment to transparency in the conduct and management of public affairs and to the principle of good governance as mentioned in the preamble to the 2001 Constitution as amended. It should also be noted that the State of Senegal has signed most of the international legal instruments against corruption that predate 2015.

The State has also ratified by the law of July 06, 2015 the ECOWAS Protocol A/P3/12/01 on the fight against corruption, adopted in Dakar on December 21, 2001. This protocol has as essential objectives to promote and strengthen, in each of the States Parties, the development of effective mechanisms to prevent, suppress and eradicate corruption; to intensify and make more dynamic the cooperation between the States Parties in order to make more effective the measures to fight corruption; to promote the harmonization and coordination of national laws and policies to fight corruption. In the same vein, the 2012 law on the Code of Transparency in Public Financial Management was adopted by transposing the March 2009 WAEMU Directive.

To implement these various provisions, Senegal established the National Office for the Fight against Fraud and Corruption (OFNAC) by the law of December 28, 2012. OFNAC's general mission is to prevent and fight against fraud, corruption, related practices and offences in order to promote integrity and probity in the management of public affairs.

Box 11: Excerpt from the presentation report of the decree of July 05, 2018 establishing the rules for the organization and operation of OFNAC

"Law No. 2012-30 of December 28, 2012 created the National Office for the Fight against Fraud and Corruption (OFNAC) and gave it the legal status of an independent administrative authority. This creation reflects the Government's firm commitment to put the promotion of good governance and transparency in public and private affairs on a permanent footing, through the devolution to the Office of important powers of investigation and self-referral".

Source: *Official Journal of September 17, 2018*

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[18] Transforming our world: the 2030 Agenda for Sustainable Development, General Assembly Resolution 70/1, Sustainable Development Goal 16, targets 16.4, 16.5 and 16.6.

The creation of this body comes in a context marked by two major challenges:
The first challenge relates to the adaptation of the legal framework of the fight against corruption to the new forms of financial crime: these changes in the phenomenon justify the need to adapt the anti-corruption legislation to the new forms of financial crime. Thus, in addition to the establishment of internal and external State control bodies, in particular the Audit Office (CC) and the General State Inspectorate (IGE), the transposition of international instruments into Senegalese law has led to the creation of new institutions, including the Public Procurement Regulatory Agency (ARMP); the National Financial Information Processing Unit (CENTIF), specialized in the fight against money laundering; and the National Commission for the Fight against Non-Transparency, Corruption and Bribery (CNLCC).

Taking into account the challenges related to the adaptation of this system, the President of the Republic of Senegal has initiated, as a result, other reforms reflected in the following measures: the reactivation of the Court for the Repression of Illicit Enrichment (CREI) and the creation of the Directorate for the Promotion of Good Governance.

The second challenge facing OFNAC is the development of a National Strategy for the Fight against Corruption (SNLCC) in consultation with virtually all ministries, ARMP, CENTIF, the Court of Auditors, IGE, the private sector, the National Confederation of Senegalese Workers, and other structures and organizations that pursue the same objectives. Thus, OFNAC, in addition to its 2018-2021 strategic plan, has developed a SNLCC 2020-2024, which is the result of a broad participatory and iterative consultation, conducted with the structures of the State, the private sector and civil society. The overall objective of this strategy is to "fight corruption to contribute to the sustainable and inclusive development of Senegal".

Specifically, it is broken down into three strategic objectives: improving the legal and institutional frameworks for the fight against corruption; improving the coordination of anti-corruption interventions; and strengthening communication and the capacities of actors[19]. It is from this national reference that actors become involved in the fight against fraud and corruption. It is on the basis of this national reference that actors become involved in the fight against fraud and corruption. Some actors may even develop specific sectoral plans, for example on corruption in public procurement, local government, health, education, provided that they are in line with the national plan and contribute to achieving its overall objectives.

Box 12: Senegal's position in the fight against corruption

Senegal has made many efforts in terms of fighting corruption. In 2003, the state established the national commission to fight corruption. Given the organization and limitations of this commission, OFNAC was established in 2012. This institution works on fraud and corruption to be in line with area 3 of the PSE and the respect of international commitments, particularly SDG 16 on peace, justice and institution building. OFNAC implies the participation of all, the pedagogical approach of sensitization with the prevention department which since the installation of OFNAC goes to the Local Governments and discusses with the authorities, the governors and heads of service"

Source: Cheikh Tidiane MARA, OFNAC, September 2020

Senegal also adopted the April 2014 law on the declaration of assets (DP) and its November 2014 implementing decree. It comes as part of a proactive and inclusive approach as well as for greater national adherence to the universal values of transparency, ethics, integrity and accountability.

It is also an important means of preventing corruption and deterring illicit enrichment. The

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[19] OFNAC/UNDP, Rapport provisoire sur le dispositif d'accompagnement de la mise en œuvre des activités de la SNLCC, August 2020.

declaration of assets is one of the rules of transparency that Senegal has adopted and to which authorities and public officials must now submit.

It should be recalled that under the provisions of Article 5 of the ECOWAS Protocol, States Parties have committed to establish and consolidate "the participation of civil society and non-governmental organizations (NGOs) in efforts to prevent and detect acts of corruption. As such, the POSCO-Agenda 2030 platform produced a report in May 2018 on SDGs 3, 4, 10, 11 and 16 as a contribution to the national voluntary review that Senegal plans to undergo. This report made an analysis of targets 3, 4, 6, 8, 9 and 10. This allowed POSCO members to better understand the stakes, harms and challenges of corruption (and governance in general) and to curb it.

In the same spirit, membership in the Extractive Industries Transparency Initiative (EITI) in 2013 instituted by decree on June 20, 2013 as well as the effective implementation of the EITI Standard Requirements, have enabled Senegal to strengthen the governance framework for oil, gas and mining resources. Indeed, Senegal's performance in implementing the EITI Requirements has made it the first country in Africa to demonstrate satisfactory progress in implementing the Standard. Since then, it has undertaken activities to strengthen revenue transparency in the extractive sector. These activities are contained in the work programs approved by the Multi-stakeholder Group, the National EITI Committee, (CN-ITIE) which constitute a declination of the CN-ITIE's 2017-2021 strategic plan. Senegal has already published five (5) reports covering the years 2013, 2014, 2015, 2016 and 2017 available on the Committee's website (*www.itie.sn*).

This publication aims to make available to the public, all information relating to payments made by mining, oil and gas companies in order to increase transparency and accountability to fight against corruption and promote sustainable development. In addition, the creation of the Strategic Orientation Committee for Oil and Gas (COS-PETROGAZ) is part of this dynamic of sound and sustainable management of natural resources. It is responsible for assisting the President of the Republic and the government in "defining, supervising, evaluating and controlling the implementation of the State's policy on the development of oil and gas projects "[20].

It should be noted that in 2016, the "proportion of people who had at least one experience with a public official to whom they paid a bribe or who asked them for a bribe in the previous 12 months" was 63.53% and 61.14% respectively, according to the study on the perception and cost of corruption in Senegal carried out by the firm Synchronix. In 2017, "the percentage of individuals aged 18 and over who had at least one incident with a public official to whom they paid a bribe or who asked them for a bribe in the previous 12 months" was 6.8 percent for men and 2.7 percent for women[21].

Regarding the "proportion of companies that had at least one encounter with a public official to whom they paid a bribe or who asked them for a bribe in the previous 12 months, i.e., between May 2015 and May 2016," a survey will provide information. The Corruption Perceptions Index (CPI) ranks Senegal 66th out of 180 with 45 points in 2019. The proportion of people who have once dealt with a public official to whom they paid a bribe or who asked them for a bribe is 12 cases from August 2019 to September 2020, including 05 physical complaints and 07 by telephone.

However, these data do not reflect reality. In fact, only a survey could provide real statistics.

Nevertheless, it appears that Senegal's CPI score has been stagnating in the red zone for the past four years, like all the countries of the West African Economic and Monetary Union (WAEMU). This is despite a 12-point increase in its rating between 2011 and 2016. In addition, there are "*limitations in terms of whistleblowers and the prosecution of international agents remain. Also, the failure to respect deadlines and the people concerned by the declaration of assets marks an ineffectiveness of the law governing this declaration*."

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[20] Article 2 of the Decree of 2016 establishing and laying down the rules of organization and operation of the Strategic Orientation Committee for Oil and Gas (COS - PETROGAZ).
[21] ANSD. Integrated regional survey on employment and the informal sector, 2017.

3.1.2. At the local level

At the territorial level, article 61 of the CGCT lists the acts that may lead to the application of the provisions of article 59 of the same code. We note that under the provisions of paragraph 6 of the above-mentioned article, bribery or corruption constitutes an act punishable by suspension for a period not exceeding one month by order of the Minister in charge of local government and which can only be increased to three months by decree. This sanction against the presidents, vice-presidents or any other departmental councillor is imposed only after they have been heard or invited to provide written explanations on the facts of which they are accused. The same procedure and sanction will prevail against mayors and their deputies, if any[22]. However, there is almost no evidence of any such action. However, there is a virtual absence of territorial anti-corruption institutions. At the territorial level, there is no ombudsman responsible for providing legal and administrative assistance and guidance to citizens who are victims or witnesses of acts of corruption. As a result, few Senegalese are aware of organizations that fight corruption (22%). OFNAC is by far the best known anti-corruption institution (87%)[23].

Thus, in the context of a redefinition of the territorialization of public policies, the promotion of a culture of transparency and public access to information on the management of local affairs is becoming a priority. In several local governments, transparency initiatives are increasingly emerging from the creation of new frameworks for political and social dialogue. The organization of days of dialogue and citizen questioning, and public hearings, are suitable frameworks for elected officials to present administrative accounts, report on the execution of budgets and strengthen citizen participation in local governance through citizen certification tools. The initiative also leads elected officials to adopt a harmonized approach to taking into account the rights and duties of citizens throughout the budgetary process of their municipality, while allowing them to make objective criticisms and propose solutions.

This process helps local people understand how the community's resources are managed. Anti-corruption and prevention initiatives are being carried out in some local governments with the support of enda ECOPOP. These initiatives rely on new technologies to enable the public to expose abuses, strengthen accountability, empower citizens and civil society, and improve capacity for corruption prevention and law enforcement, while respecting human rights. This includes the YéCité device, which is a mobile (for the citizen) and web (for the local elected official) platform developed by enda ECOPOP and designed to manage alerts and feedbacks from citizens in order to foster interaction between them and their elected officials. This platform aims, among other things, to remedy the problems of communication and feedback and to promote governance centered on the needs of the citizen and the improvement of the performance of local public services.

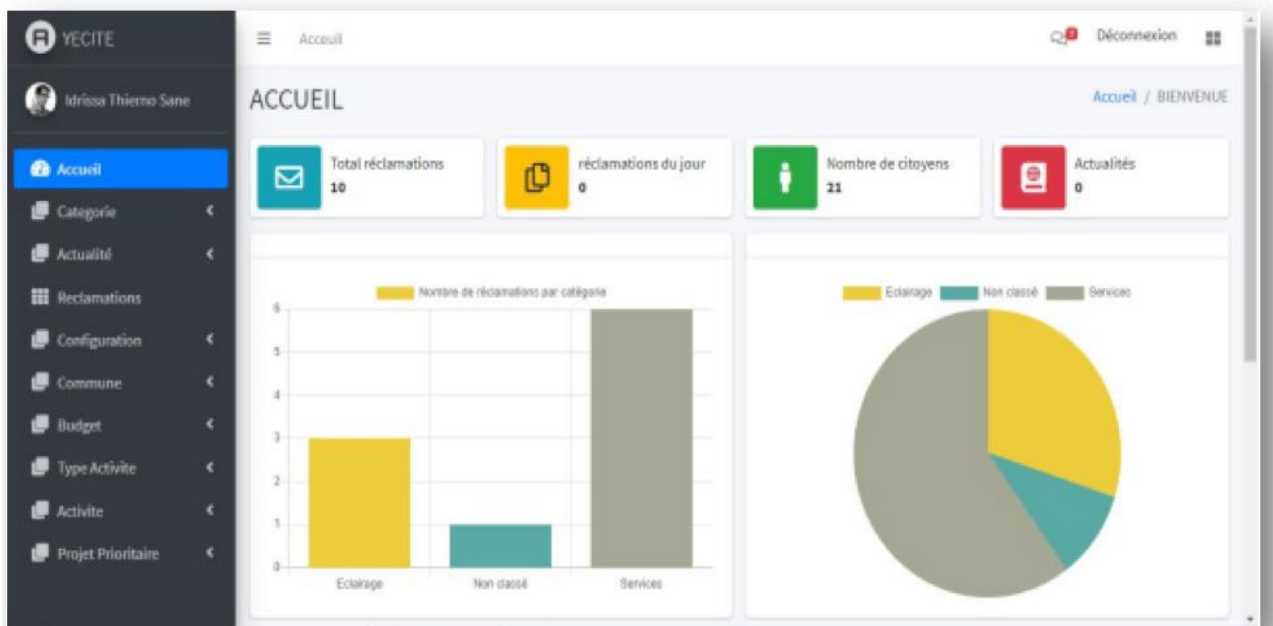[22] Reference made to article 135 of the CGCT.
[23] OFNAC/UNDP, Study on the Perception and Cost of Corruption in Senegal, 2016

Picture 2: Overview of the Front End of YECITE
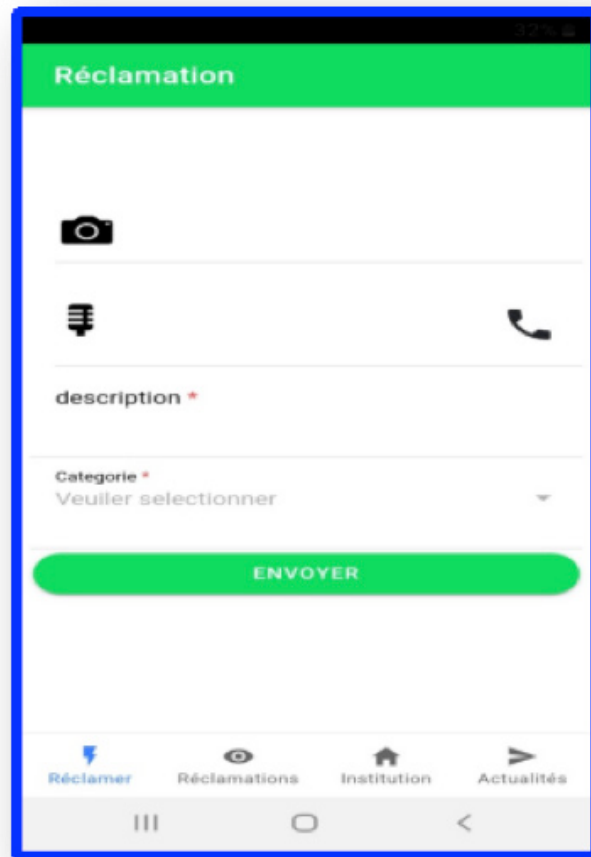
Source: enda ECOPOP, December 2020

Picture 3: Overview of the YECITE back end

Source: enda ECOPOP, December 2020

Box 13: Description of YTAX

YTAX is a SMART, collaborative system for improving local resource mobilization, enhancing transparency and combating tax evasion. The tool works with a cell phone and a mini-printer and is used in the field by tax collectors in municipal markets and bus stations, and managed by the municipal administration.

Source: *enda ECOPOP, June 2021*

In light of the above, Senegal has made a great deal of effort in terms of the fight against corruption. The implementation of the conventions is continuing with good progress.

However, there are limitations regarding the protection of whistleblowers, the prosecution of international agents, and the absence of an agency in charge of asset management, despite the efforts made to set it up.

However, dysfunctions are still observed in the areas of legality control and citizen control, in particular:
- The non-effectiveness of the formality of publicizing the deliberations of local governments;
- The rarity of requests for a second reading, rejections and deferrals, and failures to present the report on the control of legality;
- The low level of knowledge by citizens of the control channels available to them;
- The lack of connection between parliamentary control and citizen control;
- Apart from the delay, some administrative accounts are not available or, if they are, do not provide clear information on the previous year's budget.

After an analysis of the targets related to governance, decision-making and the fight against corruption, the contribution of civil society and technical and financial partners will be the subject of a complementary analysis.

VI. CIVIL SOCIETY AND SDG 16

Civil society has a major role to play in the implementation, monitoring and evaluation of the national development strategy. In addition to being a requirement of the international community, the involvement of citizen organizations is justified by the many advantages they offer: proximity to the population, flexibility, ability to raise awareness and identify the needs of the population.

Box 14: Analysis of the challenges of civil society involvement in achieving SDG16

The involvement of civil society is satisfactory. These interventions in the local governments reinforce the awareness of the stakes on the aspects of sustainable development by the territorial actors. This will result in the integration of these issues in local planning.

Source: *Moussa MBAYE, Enda Tiers Monde, December 2020*

The development of these assets should allow civil society to occupy a place of choice and to contribute to the monitoring and evaluation of the PSE and the SDGs. The intervention of civil society could be multifaceted, thanks in particular to the diversity of organizations involved in daily citizen action.

Box 15: Analysis of SDG 16 appropriation by civil society.

> Senegalese civil society is diverse. But it has a problem of understanding the meaning of SDG16 and positioning in terms of working capacity, convergence of the different actors and the absence of a framework for co-construction that should be put in place by the State.'

Source: Bachir KANOUTE, enda ECOPOP, December 2020

Thus, the Platform of Civil Society Organizations for Monitoring the Sustainable Development Goals (POSCO-Agenda 2030) which is a strategic framework for reflection and action to actively contribute to the implementation and monitoring of the 2030 Agenda. The platform with over fifty (50) members produced a civil society report on SDGs 3, 4, 10, 11 and 16 in May 2018. Similarly, the Council of Non-Governmental Organizations in Support of Development (CONGAD) and SightSavers organized in December 2017, a workshop for reflection and contribution of civil society organizations on the indicators stabilized by the ANSD and the DGPPE in the framework of the implementation of the SDGs.

The workshop report noted that the indicators on Governance and the Environment are the most poorly reported. In addition, the Civil Forum (Senegalese chapter of Transparency International) works with the population in the fight against corruption in terms of capacity building. It cooperates with state auditors and parliaments on draft legislative proposals and conducts awareness raising and advocacy for the improvement of public governance.

VII. SUSTAINABLE DEVELOPMENT AT ENDA ECOPOP: A FOCUS ON SDG 16

Faced with changes in the governance of local public affairs, public authorities have an obligation to orient their policies towards transparent management of local governments, but also towards participatory governance coupled with accountability. Based on its thirty years of experience in promoting grassroots communities, Enda ECOPOP is working to rebuild local democracy and to strengthen citizen participation and commitment in a context marked by increasingly demanding citizenship.

Thus, through its various projects and programs, it contributes to the achievement of SDG 16 targets related to territorial governance, particularly through the Local Governance for Development program (GoLD Program) and the prevention of corruption through the Local Citizen Offensive against Corruption and Tax Evasion project (OFFLOCC)

1. The Local Governance for Development Program (GoLD)

The new legal framework for decentralization gives a more important place to participation and citizen involvement by promoting a more inclusive and participatory management of local governments with the involvement of all categories of actors at all stages of the decision-making process concerning the definition of their development agenda.

The Local Governance for Development Program (GoLD), funded by USAID, is being implemented by RTI in collaboration with Enda ECOPOP for seven years (2017-2023). Covering 90 local governments (77 communes and 13 departments) in the administrative regions of Kolda, Sédhiou, Kédougou and Tambacounda, it aims to contribute to the improvement of local governance and the delivery of public services. The main objective is to strengthen democratic governance by supporting the development of a more effective citizen participation in the management of public affairs.

Enda ECOPOP is responsible for achieving results 1 and 2 in terms of capacity building and resource mobilization. At the national level, GoLD affirms its approach of supporting the policy of the State and its branches. The program advocates for better involvement of elected officials so that they can speak for themselves.

Beyond the institutional level, GoLD supports communities, citizen and community organizations, which have legal status and carry the voice of citizens in the context of citizen participation and community engagement so that they can be integrated into decision-making bodies.

This favors a context of political dialogue between actors through the consultation frameworks that the program has helped to establish in the communes. This representation is a contribution to citizen participation and is in line with Article 07 of the CGCT.

The program has a cross-cutting gender and social inclusion component to improve the involvement of women, people with disabilities and children. They are strengthened in governance and leadership and supported in advocacy. Indeed, from 2017 to 2021, 5546 women, people with disabilities and youth have been trained on these themes. In addition to these themes, local elected officials are strengthened in the preparation of an administrative account, mastery of public procurement processes, etc.

Table 6: People who received training in local governance and leadership

FISCAL YEAR	PARTICIPANTS		
	F	M	Total
FY17	61	156	217
FY18	226	423	649
FY19	763	1724	2487
FY20	615	1261	1876
FY21 (Quarter 1)	65	252	317
Total	1730	3816	5546

Source: enda ECOPOP, May 2021

The GoLD program also assists Local Governments in developing their annual and multi-year planning documents to better address the needs of the population in priority sectors (health, education, washing, food security, etc.). These planning documents promote greater coherence and visibility of the local governments' priority development actions.

Table 7: *Number of planning documents developed*

Year	AIP	CDP	PAP	TIP
2019	50	03	38	00
2020	63	03	00	55

Source: *enda ECOPOP, December 2020*

The GoLD program also supports the target local governments in participatory planning and budgeting to better address the needs of all stakeholders in the local government, namely the communities. Since the start of the program, the number of local governments using the PB process has increased year after year:

Table 8: *Number of local governments applying the BP process*

2017	2018	2019	2020	2021
08	12	25	25	30

Source: *enda ECOPOP, May 2021*

With regard to result 2 on resource mobilization, the program focuses on strengthening Local Government's technical management capacities and mastering the tax base and tax potential, with the identification of revenue niches and taxpayers subject to them. This contributes considerably to improving the collection of local resources (the MFI4 and other municipal taxes). Thus, in 2019, this support has enabled 20 local governments spread across the 04 intervention regions to increase their revenues. It should be noted that the weight of taxpayers often varies according to the size of the communes in terms of area and population. As a result, the exploitation of the databases of 20 Local Governments shows 132,877 taxpayers, 51% of whom are women, with an amount to be recovered of 77,497,000 FCFA.

Local Governments also have taxpayer databases to strengthen fiscal, budgetary and financial documentation. In addition, they provide information on the demographic situation of the population stratified by age and gender.

To better support Local Governments in the mobilization of financial resources, 3 forums for partners and investors were organized in the regions of Tambacounda, Kédougou and Kolda. The follow-up of the partners' commitments is underway and some have already been completed. The intervention communes also have action plans for mobilizing resources or even revenues thanks to the Program's support. These action plans are roadmaps that allow each commune to identify priority taxes, means, approaches and targets to increase their revenues and finance basic services.

Finally, since social accountability is one of the principles of good governance, USAID GoLD has helped 31 local government partners develop social accountability tools to report to citizens. These tools include the Dialogue and Citizen Interpellation Spaces (EDIC) and the CVA (citizen voice action) tool through meetings for restitution and advocacy for the reduction of the Gap.

Thanks to the support of GoLD and other programs such as the PNDL, the community engagement and participatory budgeting (EDIC) processes are now integrated into the local governments in which we work.

Table 9: *Number of Local Governments that have developed EDIC*

2018	**2019**	**2021**
02	08	11

Source: *enda ECOPOP, May 2021*

2. The project "Local Citizen Offensive for the Prevention and Fight against Corruption and Tax Evasion (OFFLOCC)

The implementation of Senegal's economic and social policy is based on the strengthening of local governance and the promotion of territorial sustainability, in particular through the alignment of public expenditure structures with aspects related to development priorities, the promotion of ethics, transparency and accountability, and the efficiency of public expenditure. This policy also contributes to strengthening community resilience and the living conditions of the population by improving their access to basic social services and urban facilities.

However, it is feared that these important normative and regulatory reforms will also lead to the decentralization of corrupt practices from the central level to local governments, which are still fragile and lack technical, institutional and managerial capacities. All the more so since the long-awaited improvements in the framework and living conditions of the population in local governments are slow to materialize. It must be admitted that these transferred responsibilities and competencies are not fully assumed by the local governments, which are not yet able to play their role as promoters and catalysts of territorial development.

It is within this framework that the OFFLOCC project financed by the European Union and implemented by Enda ECOPOP from January 2019 to May 2021 in 07 communes of Senegal: Sédhiou (Sédhiou region), Diaobé-Kadendou (Kolda region), Kédougou (Kédougou region), Diourbel and Dangalma (Diourbel region), Cayar (Thiès region) and Dalifort (Dakar region). The objective is to provide greater community resilience by strengthening citizen participation and engagement as well as empowering decision makers in the fight against corruption, money laundering and tax evasion through the improvement of the financial situation of local governments. After nearly two years of implementation, the project has achieved the following results:

- The coaches and reformers are trained in approaches, methods and tools for preventing and fighting corruption, fraud and money laundering in the local governments and communities. The project has carried out a mapping of actors, a baseline/diagnosis of activities vulnerable to corruption, and training and sensitization of elected officials and territorial actors. Thus, 178 actors were identified in the stakeholder mapping and these same actors participated in the focus groups and the feedback workshop. The foundations for the sustainability and perpetuation of the action have been laid with the training of a stable staff within the DRAs. In addition, a scaling up process is already underway to reach other communes in the Kolda Region, thanks to the collaboration with the USAID-funded Local Governance for Development Program (USAID GoLD Program), with whom a synergy plan has been developed that will allow the training to be scaled up in the communes of Kolda and Sinthiang Koundara in the Kolda Region.

- The diagnosis of activities vulnerable to corruption and rapid results initiatives (RRI) is developed and validated using a participatory and inclusive approach. The process began with the establishment of a baseline on activities vulnerable to fraud, corruption and money laundering. This activity mobilized 189 local stakeholders to discuss in an open and organized manner to identify and analyze activities vulnerable to corruption, fraud and money laundering. As a follow-up, local actors used the results of the Baseline studies to develop action plans to fight corruption, fraud and money laundering. Seven (7) action plans have been developed, validated and are being implemented by the coalitions of actors.

The YECITE application provided to the members of the stakeholder coalitions is the major social and technological innovation of the project. The members of the 80 coalitions of actors have benefited from two empowerment sessions on the application. This citizen feedback application has enabled members of coalitions of actors in the fight against corruption and money laundering to alert or testify on cases of corruption or good governance practices. The alerts and testimonies are documented by the coalition and transmitted to the municipal authorities for consideration of appropriate solutions.

About 20 alerts and testimonies were made during Year 2 through the YECITE application by the population, which testifies to their commitment to the fight against corruption and money laundering. These alerts or cases of corruption are being processed by the coalitions.

Table 10: *Year 2 OFFLOCC Project Results*

Activities carried out	Expected results	Results
Establishment of a coalition of actors	6 coalitions to be set up 180 participants expected	7 implemented; 198 participants
Rapid Results Initiatives (IRR) Identification Session	6 municipalities to be supported 6 action plans expected	7 municipalities supported; 7 action plans developed
Support in the implementation of action plans	6 communities to support	7 municipalities supported
Design and implementation of the virtual telework platform	Design of a platform	1 platform designed
Provision of technical kit to facilitators consisting of YECITE	70 kits to distribute	74 kits distributed
Flyers and posters distributed	2000 planned	2480 distributed
Community feedback workshop on action plans	6 workshops planned 180 participants expected	6 workshops held ; 185 participants
Mid-term evaluation	A planned evaluation An evaluation report expected	1 evaluation conducted ; 1 report available

Source: *enda ECOPOP, April 2021*

Now that an overview of the interventions of civil society actors in the implementation and monitoring of SDG 16 has been made, an inventory of the contribution of TFPs is also necessary.

VIII. TECHNICAL AND FINANCIAL PARTNERS AND SDG 16

Since 2005, the State of Senegal and its technical and financial partners have succeeded in improving the framework for consultation and dialogue on the implementation of public policies in accordance with the guiding principles of mutual responsibility and accountability set out in the Paris Declaration on Aid Effectiveness. This dynamic will continue in the implementation of international commitments related to the SDGs. In addition to financial contributions, TFPs should develop their technical assistance mission more than in the past, particularly because of the integration of the local development dimension of the SDGs and, above all, the predictability of external resources. In this regard, the United Nations Development Program (UNDP) is a good example[24]. In this regard, the United Nations Development Program (UNDP) has supported OFNAC and the Court of Auditors in the operationalization of the national strategy to fight corruption.

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[24] Voluntary National Review on the Sustainable Development Goals, 2018

Box 15: Composition and utility of the SDG 16 monitoring mechanism

"The establishment of an SDG 16 monitoring mechanism with a committee composed of the DPBG, which is the lead agency, the ANSD, the DGPPE, the UNDP and certain civil society actors. The aim is to see if the PSE (Senegal's national policy reference framework) takes SDG 16 into account. The committee is also involved in the contextualization of SDG 16. At this level, it is necessary to define indicators specific to Senegal and ensure the production of data on governance. The UNDP uses the RIA (rapid integrated assessment) which is a tool for integrating and evaluating an SDG in relation to national policy. Regarding the indicators, the study conducted by the UNDP reveals a level of information estimated at 67%."

Source: Médoune GUEYE, UNDP, September 2020

For its part, UN Women, through SDG 16, promotes peace and inclusion by supporting women's engagement in all aspects of peace processes. Whatever the national context, we support women to lead, participate in and benefit from governance systems in an equitable manner[25]. UN Women works globally to promote women's participation in decision-making to prevent or resolve conflict. The organization supports women's participation in all aspects of peacebuilding, with the aim of creating inclusive and egalitarian societies that can end gender discrimination and resolve conflicts without resorting to violence.

UNICEF (United Nations Children's Fund) is cooperating with the State of Senegal on aspects related to meeting the needs and respecting the Declaration of the Rights of the Child. The SDGs cannot be achieved if children do not enjoy their rights. As world leaders mobilize to fulfill the promise of the 2030 Agenda, children around the world are standing up for their right to good health, quality education, a clean planet, and more. If children, the leaders of tomorrow, are to be able to protect the future for all of us, we must act today to realize their rights.[26]

In sum, the assessment of the implementation of the 2030 Agenda in relation to targets 5 and 7 of SDG 16 reveals important advances initiated by the central state and its development partners, civil society organizations. Nevertheless, shortcomings have been observed, highlighted by the objective limits resulting from this assessment analysis, and the proposed recommendations.

IX. OBJECTIVE LIMITS OF THE IMPLEMENTATION OF SDG 16 IN SENEGAL, ACTIONS AND PERSPECTIVES

1. Objective limits

The review of the implementation of the governance and anti-corruption targets of SDG 16 shows several shortcomings based on the literature review and the findings of resource persons. These include:

- Weakness of initiatives to domesticate SDG 16 targets in relation to local realities;
- Low availability and inaccessibility of disaggregated statistical data related to responsive and open decision making and the fight against corruption;
- Insufficient financial resources for the implementation and monitoring of SDG 16;
- The lack of an information platform for the permanent monitoring of indicators;
- Insufficient integration of development actors (TFPs, Local Governments, CBOs, civil society, private sector, research institutes, etc.);

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[25] www.unwomen.org
[26] www.unicef.org

- Low ownership of SDG 16 by the actors in charge of implementing and monitoring SDG 16 at the central and territorial levels;
- The absence of an official and exclusive communication strategy on SDG 16;
- The lack of an official and exclusive communication strategy on SDG 16; The weak synergy of the actors involved in the implementation and monitoring of SDG 16;
- Weak monitoring (effectiveness) of the laws and conventions that govern the rules of governance;
- The lack of power to refer cases directly to the courts of control bodies such as the OFNAC;
- The absence of unifying and significant events around SDG 16;
- The absence of a local outreach strategy (communication, training, support) targeting Local Governments;
- A weak mobilization of civil society organizations in terms of capacity building to promote a harmonized level of understanding of SDG 16;
- A lack of synergy of initiatives developed in relation to SDG 16 by non-state actors and
- Weak technical support from the various central administrations in charge of SDG 16 implementation.

2. Ideas for action

As a result of the multiple failures observed, the following recommendations were made:

- The establishment of an intervention body that brings together all the actors (committee, framework, etc.), an institutionalized body with human and financial resources for global monitoring of SDG 16;
- Better inclusion of non-state actors (community-based organizations, community radio stations, private sector, research institutes, etc.) for greater synergy of action in the implementation and monitoring of SDG 16;
- The establishment of an inclusive platform that federates all the energies of civil society in interaction with public policies for the feedback of collected data;
- Greater collaboration between civil society and the central government in order to promote co-construction on issues of governance and the fight against corruption;
- Strengthening of technical support to the various administrations in charge of implementing SDG 16;
- The adoption of the law on access to information which promotes transparency, accountability, citizen participation and the fight against corruption;
- The improvement of the process of declaration of assets (a guarantee of transparency) from the point of view of those subject to it and the respect of deadlines;
- Systematic monitoring and evaluation of public policies to which the implementation of SDG 16 is correlated;
- The granting to control bodies of the power to refer cases directly to the courts for criminal sanction of acts of fraud and corruption;
- A better appropriation of SDG 16 by local governments through its integration in planning documents aligned with capacity building sessions for the different actors;
- A better articulation of the resources mobilized by the Technical and Financial Partners for the financing of actions carried out by the State and civil society with the needs expressed by the latter;
- The strengthening of national statistical data production systems and their accessibility;
- The creation and animation of university frameworks for exchanges on governance issues;
- Involving the private sector, civil society and local governments in the production of data under the supervision of the ANSD;
- Encourage collaboration between ANSD and CDP, whose primary mission is ensuring

personal data security, given the increasing importance of disaggregated data to better target vulnerable individuals;
- Diversification of funding sources through a reorientation of national financial resources and the adoption of domestic funding;
- The integration of the SDGs in the sectoral policy letters of each ministry.
- Support for SDG 16 by local governments.
- The orientation of research towards innovative initiatives conducted under the leadership of local elected officials in the framework of their missions without the support of partners

3. Perspectives

In the end, enda ECOPOP intends to follow up on this report by:

- The formulation of monitoring indicators related to SDG 16 targets 05 and 07 to measure progress and ;
- The establishment of a monitoring system for indicators specific to SDG 16 targets 05 and 07;
- Organization of a large webinar on governance and the participation of youth and women in decision-making bodies;
- The promotion of a synergy of all SDG 16 intervention actors in relation to governance, the participation of youth and women in decision-making bodies and the fight against corruption

CONCLUSION

In September 2015, a new development agenda was adopted at the United Nations General Assembly. Unlike the MDGs, the goals of the post-2015 agenda are universal, applying to all countries. With the implementation of the 17 SDGs having come into effect in January 2016, it is important to assess national capacities to monitor these new goals and propose measures for improvement. The second phase of the PSE ensured full integration of SDG 16 targets. Therefore, the choice of the study was specifically focused on SDG 16, particularly on the targets related to governance and corruption.

The Adjusted and Accelerated Priority Action Plan (PAP 2A) for economic recovery notes an improvement in the profile of governance and the preservation of peace and security. Thus, important measures have been taken to improve the legal and regulatory framework through, among other things, the ratification of international human rights protection instruments, the promotion of freedom of association and of the press via a new code as well as the adoption of a national strategy for good governance (SNBG), a reference framework for all initiatives (public and private) in this area". It is important to note that the indexes provide dashboards on the level of achievement of an SDG. Thus, in 2019, according to Africa SDG Index and Dashboards, Senegal's rating for SDG 16 is 57/100.

This study has revealed a rather mixed record after five years of implementation and monitoring of the above-mentioned targets and indicators. Progress has been made in improving governance through membership in the OGP, EITI and APRM, among others. With regard to the fight against corruption, Senegal's progress is marked by the ratification of international and sub-regional legal instruments, the creation of OFNAC, the adoption of a national anti-corruption strategy, etc. However, the question of the effectiveness of these instruments remains.

However, the question of the effectiveness of these commitments sometimes remains an equation. In addition, constraints have been noted in achieving the SDG 16 targets that are the subject of this study. The fundamental limitations concern the appropriation, domestication and availability of data to inform the indicators for an adequate monitoring of SDG 16 developments. Local governments, the main field of implementation of SDG 16, still suffer from a low level of awareness of the SDG. This may ultimately compromise the proper implementation of SDG 16.

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APPENDIXES

Appendix 1: ANSD Data Collection Sheet

Topic 1: Equal access to justice for all in Senegal (recent data available, 2015 to 2019)

Q1	What is the proportion of the female and male population with access to justice in 2015 ? in 2018 or 2019?
Q2	What is the proportion of vulnerable litigants (reference made to urban or rural) in 2015? in 2018 or 2019?

Topic 2: Participation and representation of women and youth at all levels of decision-making (recent data available, from 2015 to 2019)

Q3	What is the representation rate of women in local governments in 2015? in 2018 or 2019? (Number of women in municipal and departmental teams)
Q4	What is the representation rate of youth in local decision-making bodies 2015? 2018 or 2019?

Topic 3: Corruption and bribery, illicit enrichment (recent data available, 2015 to 2019)

Q5	What is the proportion of people who have, at least once, experienced or initiated bribery against a public official in 2015? in 2018 or 2019?
Q6	What is the total value of illicit financial flows into and out of Senegal in 2015? 2018 or 2019?
Q7	What is the estimated cost (rate) of corruption in Senegal?

Appendix 2: Table of resource persons

NAME	STRUCTURES (NAMES IN FRENCH)
Awa Maty BASSE BA	Direction Générale de la Planification et des Politiques Économiques (DGPPE)/Ministère de l'Économie, du Plan et de la Coopération
Mamadou Lamarana BARRY	Gouvernance Locale pour le Développement (GoLD)/ USAID
Ndèye Sanou BASSE	Direction de la Planification et de la Veille Environnementale (DPVE)/Ministère de l'environnement et du développement durable
Moussa DIAO	Cour de Répression de l'Enrichissement Illicite (CREI)
Allé Nar DIOP	Agence Nationale de la Statistique et de la Démographie (ANSD)
Médoune GUEYE	Programme des Nations Unies pour le Développement (UNDP)
Bachir KANOUTE	ENDA ECOPOP (Espaces Co-production des Offres POPulaires pour l'environnement et le développement en Afrique)
Cheikh Tidiane MARA	Office National de Lutte contre la Fraude et la Corruption (OFNAC)
Cheikh Fall MBAYE	Direction de la Promotion de la Bonne Gouvernance (DPBG)
Moussa MBAYE	ENDA TIERS MONDE
Oumar SOW	Plateforme des Organisations de la Société Civile (POSCO)-AGENDA 2030
Jean Philippe THOMAS	ENDA TIERS MONDE

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