



YOUTH ASSESSMENT: THE ROAD AHEAD

Volume 1: Main Report

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FOREWORD

It is vital that we engage today's youth in designing and implementing effective and sustainable programs, so that we can gain a deeper understanding of the conditions they are facing and ensure that the programs we develop are relevant to their needs. For the past twenty years, the International Youth Foundation (IYF) has pioneered an approach that not only identifies young people's needs and opportunities in a particular community, country, or region of the world, but also actively engages local youth in identifying those challenges and charting their own futures. YouthMap is a four-year USAID-supported initiative that offers IYF and our local partners the chance to apply that comprehensive approach in Sub-Saharan Africa.

With 60 to 70 percent of Africa's population under the age of 30, it is of critical importance that we learn how to tap into the vast resources that these young people can offer. Africa's youth have the ability and the capacity to drive positive social change and economic growth — when given the appropriate resources and opportunities. The magnitude of this younger generation and their nations' current challenges simply demand that youth themselves take a leading role in shaping their futures.

Through the YouthMap initiative, IYF goes directly to African youth and the organizations serving them to learn first-hand how young people in each of the target countries live, work, and learn. We ask youth to describe their daily lives, their challenges, and their aspirations and dreams for the future. We then place their answers in the context of data available from our many partners in the region, highlighting the gaps between young people's needs and available resources. In short, we help identify the terrain and erect signposts for the road ahead, with an emphasis on engaging youth in the process. Indeed, we see young people not just as a focus group, but as protagonists in their own development, as well as the development of their nations.

YouthMap Senegal: The Road Ahead maps existing youth-related conditions and opportunities across the country. This is the first of up to eight countries in Sub-Saharan Africa to be studied as part of this initiative. We believe this report, with vital input from Senegalese youth, lays a realistic foundation for building a more stable, prosperous, and hopeful future for Senegal and its young people.

William S. Reese

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ACRONYMS

ACAPES	<i>Association Culturelle d’Aide à la Promotion Educative Sociale</i>
AEMO	Educational Action Services — Open Setting
AFD	<i>Agence Française de Développement</i>
AGETIP	<i>Agence d’Exécution des Travaux d’Intérêt Public</i>
AGS	Accelerated Growth Strategy
ANEJ	National Agency for Youth Employment (<i>Agence Nationale pour l’Emploi des Jeunes</i>)
ANRAC	<i>Agence Nationale de Relance des Activités en Casamance</i>
ARH	Adolescent reproductive health
BFEM	Junior secondary school diploma (<i>Brevet de Fin d’Etudes Moyennes</i>)
CCA	<i>Centre de Conseil Adolescent (Centre Ado)</i>
CDEPS	<i>Centre Départemental d’Education Populaire et Sportive</i>
CFTP	<i>Centre de Formation Technique et Professionnelle / Senegal — Japon</i>
CNEE	<i>Convention Nationale Etat-Employeurs pour la Promotion de l’Emploi des Jeunes Diplômés</i>
CODESRIA	<i>Conseil pour le Développement de la Recherche en Sciences Sociales en Afrique</i>
CRETEF	<i>Centre Régional d’Enseignement Technique Féminin</i>
CSO	Civil society organization
DESPS	Department of Correctional Education and Social Protection
DG	Democracy and Governance
DISEZ	Dakar Integrated Special Economic Zone
EDB	Basic Education Project (<i>Projet Education de Base</i>)
EFA	Education for All
EG	Economic Growth
EPQ	<i>Education Priorité Qualité</i>
EQJA	<i>Education Qualifiante des Jeunes et des Adultes</i>
FGC	Female genital cutting
FGD	Focus group discussion
FHI	Family Health International

FNPJ	National Youth Promotion Fund (<i>Fonds National de Promotion de la Jeunesse</i>)
FONDEF	Technical Education and Vocational Training Development Fund
FP	Family planning
FTF/FtF	Feed the Future
GEEP	<i>Groupe pour l'Etude et l'Enseignement de la Population</i>
GER	Gross enrollment ratio
GHFSI	USG Global Hunger and Food Security Initiative
GOANA	Grand Agricultural Offensive for Food Security
GoS	Government of Senegal
GTZ / GIZ	German Technical Cooperation
ICRW	International Center for Research on Women
ICT	Information and communications technology
IDP	Internally displaced people
ILO	International Labour Organization
IMF	International Monetary Fund
IYF	International Youth Foundation
M&E	Monitoring and evaluation
MDG	Millennium Development Goal
METFP	Ministry of Technical Education and Vocational Training
MYSL	Ministry of Youth, Sports and Leisure
MFDC	Movement of Democratic Forces in the Casamance
MoE	Ministry of Education
MoHP	Ministry of Health and Prevention
NFE	Non-formal education
NGO	Nongovernmental organization
ONEJBAN	National Office for Suburban Youth Employment (<i>Office National pour l'Emploi des Jeunes de la Banlieu</i>)
ONFP	National Vocational Training Office
PANEJ	National Action Plan for Youth Employment
PARRER	Partnership for the Withdrawal and Reinsertion of Street Children (<i>Partenariat pour le Retrait et la Réinsertion des Enfants de la Rue</i>)

PDEF	Ten-Year Education and Training Programme (<i>Programme Décennal pour l'Enseignement et la Formation</i>)
PGP	Governance and Peace Program
PNBG	National Good Governance Program
PNDS	National Health Development Plan
PPJ	Youth Promotion Project (<i>Projet de Promotion des Jeunes</i>)
PPP	Public-private partnership
PRAESC	Economic and Social Activities Recovery Program
PRSP	Poverty Reduction Strategy Paper
RTI	Research Triangle Institute
SELS	<i>Syndicats des Enseignants Libre du Senegal</i>
SRH	Sexual and reproductive health
TVET	Technical and vocational education and training
STD/STI	Sexually transmitted disease/infection
UCW	Understanding Children's Work
UNDP	United Nations Development Program
UNIDO (ONUDI)	United Nations Organization for Industrial Development (<i>Organisation des Nations Unies pour le Développement Industriel</i>)
USAID	United States Agency for International Development
USG	U.S. Government
VCT	Voluntary counseling and testing
YEN	Youth Employment Network

EXECUTIVE SUMMARY

YouthMap is a four-year initiative designed to assess youth circumstances as well as support promising programs and practices in positive youth development in Sub-Saharan Africa (SSA). Through YouthMap, the International Youth Foundation (IYF) is conducting holistic assessments on the conditions of young people and the status of the youth-serving infrastructure in eight countries, which are expected to include: Angola, Ghana, Mozambique, Senegal, South Africa, Tanzania, Uganda, and Zambia. Each assessment will pose research questions tailored to youth circumstances, concerns and opportunities in that particular country; in addition, a set of common research questions will allow cross-country comparisons and learning. The YouthMap assessments use an assets-based approach, exploring youth assets, opportunities, and aspirations, and investigating the role of youth as potential and actual “problem-solvers,” rather than looking exclusively at challenges and at youth as “problems to be solved.” Thus, IYF is seeking out and incorporating youth voices, especially including their perspectives in devising recommendations.

Senegal, like much of SSA, has rapid population growth and a significant “youth bulge.” In 2010, it was estimated that there were 2,687,000 young Senegalese ages 15 to 24, comprising 21 percent of the population, and this number was expected to increase by almost 25% by 2020.¹ In addition, various youth cohorts are at risk — including out-of-school and un/under-employed youth, those affected by trafficking, and others victimized or affected by the ongoing conflict in the Casamance region. In order to better inform and direct U.S. Government (USG) programming for youth in Senegal, USAID/Senegal launched a cross-sectoral youth assessment through YouthMap in January 2011. This assessment builds upon the theoretical framework introduced in the World Bank’s 2007 *World Development Report: Development and the Next Generation*, which posits that youth face major life transitions as they move from childhood dependence to adult independent decision-making in the areas of education and learning, going to work, health, forming families, and exercising citizenship.

Section 1 of this report describes the research methodology. Detailed findings from YouthMap research on youth life transition themes — education and learning; work and employment; healthy lifestyles and forming families; and citizenship and engagement — are presented in Sections 2 – 5. An analysis of youth at risk and their needs and aspirations is addressed in Section 6. Section 7 presents recommendations to USAID/Senegal.

Summary of Key Findings and Conclusions

Education and Learning

- **Access to and completion of primary education** has expanded significantly for both boys and girls, but some significant differences between regions remain. While recognizing clear improvements in access, key stakeholders and youth interviewed in focus groups expressed strong concern about continuing challenges in educational quality.
- The Government of Senegal (GoS) has set ambitious targets for **middle and senior secondary school completion**, but access and enrollment still lags behind demand, particularly at the senior secondary level. In addition, disparities exist based on gender, rural/urban locations and socio-economic class. Nevertheless, there are notable examples of progress, such as the Kédougou region opening five new middle schools this academic year.
- Youth respondents identified **key barriers for accessing middle and secondary education** as costs and transport. For girls, early marriage, and for the poorest boys and girls, family obligations (work in/outside the home) are also barriers. A few of the girls, both married and unmarried, noted that marrying early does affect them, particularly with regard to their education. Some focus group participants noted that early marriage delays young women from realizing their hopes and dreams.
- Youth and key stakeholders identified a general **lack of infrastructure** (classrooms, latrines, libraries and science laboratories), and under-qualified teachers as challenges. Math and science education is especially under-resourced, especially in rural areas.
- The demand for **vocational and technical training** providing high school-equivalent diplomas far exceeds the supply. Policymakers have recognized the need to increase the provision of skills training, but there are still too few options, especially outside Dakar. Despite the economic importance of agriculture and great interest in training on the part of rural youth, there are too few agricultural colleges. The creation of a technical high school in Ziguinchor was widely cited during interviews as a positive development.

- **Public universities** are generally characterized by overcrowding, high repetition/dropout rates, and limited capacity. Academically talented but poor youth from rural areas who are accepted into urban universities often confront barriers, unable to afford the costs associated with relocation. New universities outside of Dakar and investments to improve the capacity and relevance of tertiary education by the World Bank were cited as positive developments.
- Youth and other stakeholders believe that the **curriculum** at all levels should be more practical and relevant to their needs, for example by integrating more life skills training, agricultural education — even for primary school children, and peace / conflict resolution lessons.
- A large number of youth, mostly in Dakar, are served by the **non-formal education** sector; however, many of the youth surveyed are concerned about formal recognition of their certificates or diplomas. The Ministry of Technical Education and Vocational Training has launched an effort to provide nationally recognized certificates and is working on accreditation of these programs, although stakeholders noted that its capacity is limited and employers should be more involved overall to improve relevance and placement.
- The majority of youth interviewed who are working in the informal sector said they had learned their trade through **apprenticeships**, requiring a commitment of several years with little income.
- Education is widely seen as an important aspect of life by both youth and adults. Youth from urban and peri-urban neighborhoods still perceive a university education and formal sector employment as valuable. In contrast, young people in rural areas expressed more interest in learning practical skills through vocational and professional training.
- **Career guidance and counseling** are areas in which youth need greater support. Educational programs should help guide youth in choosing their career paths, finding jobs that match their skills, and/or providing them with support post-training.
- The **quality, relevance and practicality** of education/training should be improved in order to increase young people's chances of gaining employment in the private sector. They noted that the educational system '*teaches [them] knowledge but not know-how*'.

Work and Employment

- In an effort to increase youth employment, a high priority for the government, the **GoS has created a number of organizations and initiatives** to address this complex issue including: the National Youth Promotion Fund (FNPJ) which promotes access to credit for young people; the National Agency for Youth Employment (ANEJ), which facilitates links between youth and employers; and the Grand Agricultural Offensive for Food Security (GOANA) to increase the number of youth in agriculture and agriculture production.
- The **employment profile of youth who participated in the focus group discussions** show that 56.5 percent were not working at the time of this study; 23.5 percent were working full time; 12.0 percent were working part-time; while 8.0 percent were self employed. Among the 43.5 percent who were working, 42.4 percent were in the formal sector, 49.0 percent in the informal sector, and 13.8 percent were seasonal employees.
- Overall **unemployment and under-employment rates remain high** and youth unemployment continues to be a major concern. Senegal's unemployment rate was estimated at 49 percent in 2008, 60 percent of which are young people under age 35. Of those aged 15 to 24, 10 percent are not able to find employment despite looking for a job; 32 percent are considered "inactive" (i.e., neither working, looking for work, nor in school); and five percent are underemployed.
- Each year, about 100,000 new Senegalese graduates enter the job market while fewer than 30,000 new formal private sector employment contracts are recorded by the labor statistics unit. The **formal sector job pool** has stagnated over the past 15 years, with a trend toward decreasing full-time employment and increasing part-time or contract employment. This reportedly reflects the private sector's strategy to outsource jobs where possible and implement more flexible policies with regard to employment contracts.
- Among the areas identified by various studies as having high **growth and employment potential** are: agriculture, agribusiness, agro-food and fishery industries; construction and infrastructure; transportation; import-export; security services; education; tourism; arts and crafts; textiles and clothing sector; information and communications technology; and business process outsourcing.

- Youth interviewed noted that **jobs in the formal sector are very limited**, particularly outside of Dakar. There are limited educational and vocational facilities available to provide youth with the necessary skills to enter the job market, particularly in Tambacounda, Kédougou, and Ziguinchor. Formal sector jobs accessible to youth have been mainly low-level unskilled jobs (e.g., security guards, drivers, wait staff). Outside Dakar, job prospects are limited to specific types of economic activity which are dominant in the regions.
- Although private sector stakeholders held Senegalese youth in high regard, they noted that the **primary constraint to hiring youth is their lack of necessary skills**. These stakeholders do not blame youth, but instead cite the quality of education they receive, the lack of concordance between training and labor market needs, and the emphasis on theory rather than practice.
- Youth noted that though full-time work is limited, **internships** are available in the formal sector; however, they noted these internships do not always provide youth with the practical skills they need for future opportunities, and rarely turn into full-time employment.
- In recent years, the informal sector has demonstrated a much greater capacity to absorb workers, encompassing an estimated 80 to 90 percent of the active population. Overall, job opportunities for youth are much more widely available in the informal sector than the formal sector. Youth noted that those employed in the **informal sector** are primarily engaged in agriculture, carpentry, gardening, housekeeping, masonry, husbandry, and small commerce.
- **Agriculture** was identified by both the youth and stakeholders interviewed as an important sector of the economy which needs more support, development, and financing to grow. Youth noted and expressed great interest in working in this area if they were given financial and technical support to do so.
- Many focus group participants stated they wanted a decent job to help improve the lives of their families and wanted opportunities which would provide them with the right set of training, coaching, and support. **Their primary concern is gaining good and decent employment.**
- Youth noted that their primary needs with regard to employment are coaching, financial and technical support, technical and professional training, and monitoring and evaluation of their projects and/or businesses.
- In each of the regions outside of Dakar, **many youth expressed feelings of disenfranchisement and marginalization**. Youth from Saint-Louis, Thiès, Tambacounda, Kédougou, and Ziguinchor noted a sense of ‘not belonging’ in Senegal and expressed feelings of marginalization regarding job opportunities in the formal sector, which they believe should be decentralized outside the capital city. This included feelings of being considered unskilled, lacking in education, and lacking professional experience.

Healthy Lifestyles and Forming Families

- The GoS and its partners are aware of the insufficient supply of **health facilities**, particularly in rural areas, as well as the lack of quality services for youth and the population. While policies for putting **youth-friendly services** in place exist, interviews with public sector and civil society stakeholders and youth focus groups corroborated IMF findings that gaps in service still exist as a result of budgetary constraints and lack of personnel. Youth confirmed these findings and noted that health facilities, hospitals, and clinics lack qualified personnel, equipment, and medicine.
- Youth noted that the main barrier to accessing those health services that are available is **cost**, especially in outer regions such as Kédougou and Tambacounda. The high cost of drugs makes it much more difficult to properly treat illness and prevent recurrence. Public sector stakeholders agreed, noting budget cuts, personnel shortages, and lack of qualified personnel as key constraints.
- Most youth spoke very highly of the *Centre de Conseil Adolescent*, or “**Centre Ado.**” They appreciated the ability to remain anonymous, the availability of information on sexual and reproductive health (SRH) and sexually transmitted diseases (STDs), and the openness of staff. According to youth, this has allowed them to gain a better understanding of health issues such as HIV/AIDS, the consequences of sex, and how to protect themselves.
- Youth throughout the country were keen to have youth friendly services that would meet their needs. This includes information on HIV/AIDS prevention, SRH education, contraception, and how to prevent recurring health issues (e.g., malaria). In cases where youth do **not** access health services, it is largely due to embarrassment —

particularly when the services needed are related to contraception and other SRH-related issues. Youth noted that girls who fall pregnant outside of marriage are also embarrassed to access services.

- One of the main constraints for **disabled youth** is physical access to all services, and very limited access to specialized health services for the handicapped.
- **HIV-affected youth** noted that though they are able to access services in the large cities, access to HIV treatment is a serious problem for them. Facilities sometimes do not have medications in stock; a few interviewees noted that they lived in small villages and could not get treatment locally, either due to lack of services/medicines or fear of stigma and discrimination. HIV-affected youth stated that though they are ill, they are hopeful for the future: as long as they live a healthy lifestyle, take their medication religiously, and continue to learn about health issues, they believe they can continue living a productive life. A few shared aspirations of going into business, learning a new trade, and improving their economic standing.
- Youth drew distinctions between **negative behaviors** that could be avoided (e.g., smoking and drinking) and unhealthy lifestyles that are beyond one's control (malnutrition and unsanitary living conditions). But youth also perceived controllable negative behaviors as a symptom of poverty. **Positive behaviors** for youth included participating in sports, maintaining a healthy diet, and practicing safe sex. Youths' perception of government and its role in curbing negative behavior is to act as a dispenser of information, provider of health services, and creator of employment opportunities for youth.

Citizenship and Engagement

- **Key initiatives of the GoS** include the National Civic Service program, overseen by the Ministry of Youth, Sports and Leisure (MYSL), and the *Vacances Citoyennes*, initiated by the current administration. The National Civic Service program places youth volunteers throughout the country to work with government ministries, health centers, schools, and national NGOs in a variety of initiatives. *Vacances Citoyennes* organizes activities including education in citizenship over school holidays. The GoS is also in the process of incorporating a Youth Parliament into the National Assembly to give youth a voice in public decision making.
- Youth reported **high levels of participation and civic engagement** in student associations, sports, cultural and religious groups, the Red Cross, and many other local NGOs. Youth described strong feelings of attachment to their communities. Camaraderie was cited as an important element for youth, as are social, religious, and personal connections and satisfaction. In urban areas, youth were often members of their neighborhood associations or associations of expatriates from their home districts. Involvement in religious associations and brotherhoods was also common. Those who did not participate in civic or community activities said it was because they did not have enough time.
- Regional youth inspectors and CDEPS (cultural centers) at the department level showed strong commitment to working with youth in reaching the larger population. In parallel, youth often felt the local authorities helped in supporting their civic organizations. However, when discussing specific national programs or other health and education services, youth often expressed the perception that they had not experienced such programs first-hand, nor had an opportunity to benefit.
- The only part of civil society youth usually rejected was **politics**. When asked about their political involvement, many expressed the sentiments that “politics is dirty” and they were not interested, or that being involved in politics was a way to improve their lot, i.e. through financial remuneration. Overall, youth seemed to share the conviction that only the politically-connected get ahead and/or find jobs. Youth overwhelmingly felt that politicians have made and broken too many promises to deserve their trust.
- Despite this sentiment, nearly 85 percent of youth interviewed indicated their **intention to register to vote in the upcoming elections**, although it was not clear that most understood the registration process. Many expressed interest in voting and having their voices heard, and were well aware of the power Senegalese youth may have in the upcoming election. A key finding in the recent voter registry audit is that there are about 1.1 million new eligible voters who are now at least 18 years old; however, **most of these new potential voters neither have a national identity card nor are registered to vote**. This key group represents nearly one-quarter of total potential eligible voters, who could have a significant impact on election results.
- Youth from more remote regions — Kédougou, Tambacounda, Richard-Toll, and Ziguinchor — expressed in dif-

ferent ways that they felt they were **not** part of Senegal. It is important to note the clear distinction made by youth between **community** and **country**. Although youth outside Dakar were clear on their sense of not being part of the country as a whole, they emphasized their desire to improve their communities and regions.

- The prevalent sentiment in Casamance, both among youth and stakeholders, was that the peace negotiations were not making progress. Youth noted that hotels and factories had closed, leading to fewer employment opportunities. Despite the challenges in education and employment in the region, **youth often prioritized the need for peace over other issues**.
- Overall, youth's perception was that the central government and the political process had not yet achieved the government's stated goals of promoting values of democratic society in all citizens. Events such as the Kédougou demonstrations of December 2008 are a testament to the risk of future explosions of violence. Several stakeholders referred to youth issues as a "ticking time bomb". Since the FGDs in Senegal took place during the popular uprisings in Tunisia and Egypt, youth interviewed made occasional references to possible uprisings.

Youth at Risk

- The GoS profile of youth "at risk" centers on young people under 18 years of age in moral or physical danger. These include *talibés*, street children, school dropouts, youth involved in criminal behavior, those from homes where there is conflict, and victims of exploitation or abuse. Youth cohorts surveyed also included youth affected by the conflict in the Casamance, youth affected by HIV/AIDS, teenage mothers and youth engaged in prostitution, and disabled youth.
- In an effort to reduce the number of youth begging on the street, the GoS established the Partnership for the Withdrawal and Reinsertion of Street Children (*Partenariat pour le Retrait et la Réinsertion des Enfants de la Rue*, PARRER), a coordinating body of government ministries, civil society, religious groups, and aid agencies to address the problem of street children, including *talibés*.
- The assessment found two broad types of youth at risk: **young people on the street and young people at home**. Young people on the street include *talibés* and street youth who make a living by begging, precarious work, or are in conflict with the law. Youth at risk "at home" include young domestic workers (especially young women), school dropouts, and displaced youth affected by the Casamance conflict.
- There are a number of public and private sector organizations that work with youth at risk; despite these initiatives — both public and private — supply is well below demand to look after young people at risk in terms of prevention and support for re-integration.
- Youth at risk who were interviewed believed that they are "left out", that their future and needs are not a government priority, and that funders' money to support them does not reach them as it should. These youth also noted that **young people at risk do not have access to information** and are not aware of measures in place to help them.
- Overall, youth at risk who were interviewed noted that their main priorities and hopes are to find decent jobs, gain access to infrastructure and services (particularly for disabled youth), find security and return to their villages (displaced youth), and receive access to support which would get them out of poverty.

Key Recommendations

Based on the findings of the YouthMap assessment, the assessment team compiled detailed recommendations, which are included in Section 7 of this report.

SECTION 1: INTRODUCTION AND OVERVIEW

A. Overview of YouthMap: Assessment and Innovation in Sub-Saharan Africa

The Challenge

With 28 percent of the population ranging from 12 to 24 years of age, Sub-Saharan Africa (SSA) is the most youthful region in the world. As highlighted in the *2007 World Development Report: Development and the Next Generation (WDR)*, youth are this continent's most abundant asset — representing enormous opportunities as well as challenges. Despite increased primary school enrollment and reduced health risks in some countries, school completion rates remain comparatively low and HIV/AIDS and other health risks remain highly prevalent. Additional challenges youth face in making the transition to adulthood include poor educational quality, lack of social safety nets including youth-friendly services, high rates of youth unemployment and underemployment, as well as issues such as child labor, rural to urban migration, widespread poverty, and conflict situations. African youth are not a homogenous group and circumstances vary widely by country, gender, age, educational level, ethnicity, and health status. Gaining a better understanding of youth populations and the specific challenges and opportunities they face will enable development efforts to make targeted investments that can effectively prepare Africa's youth to become healthy, productive, and engaged citizens.

The YouthMap Initiative

YouthMap is a four-year program designed to assess youth circumstances as well as support promising programs and practices in positive youth development in SSA. Through YouthMap, the International Youth Foundation (IYF) is conducting holistic assessments on the conditions of young people and the status of the youth-serving infrastructure in eight countries, which are expected to include: Angola, Ghana, Mozambique, Senegal, South Africa, Tanzania, Uganda, and Zambia. Based on this comprehensive information, the YouthMap Innovation Fund will provide seed grants to replicate promising practices, address gaps in existing programs, and scale up innovations that are working for youth in the areas of education and employability. The program is supported by a US\$10 million agreement with USAID/Washington and is being implemented by IYF, USAID Missions, and local partners in eight target countries. YouthMap is a project under IYF's broader Youth:Work program.²

Youth Assessments

YouthMap aims to capture a comprehensive picture of the lives of young people in each country, including how they spend their time, how they interact with each other and other segments of society, what services they utilize and what services they do not feel are accessible. It seeks to capture, as well, young people's hopes, aspirations, and challenges. Assessments survey both in- and out-of-school youth, out-of-work youth and youth at risk, and investigate opportunities and challenges related to youth development across sectors. Issues of interest include education, livelihoods, economic growth, agriculture, health, democracy and governance, technology, and local institutional capacity to respond to young people's needs.

Innovation Fund

The YouthMap Innovation Fund will support activities that grow out of the findings of the assessments. Innovation Fund grants will explore new programmatic ideas, test promising practices, support the transfer of skills from one country to another, and scale up interventions in education and employability. Expected outcomes of Innovation Fund grants may include placement of youth in jobs, reintegration of school dropouts into formal education systems or second-chance programs, strengthened employability and life skills among youth, enhanced capacity of youth-led and youth-serving organizations, and increased provision of youth-friendly services by the public and civil society sectors.

Learning and Dissemination

YouthMap also supports a learning and exchange agenda in the region. In each country, IYF will host a dissemination event to share the results of the assessments with key stakeholders. IYF will also host regional meetings that engage youth as active participants and feature lessons learned and promising practices noted in the assessments or developed through the Innovation Fund. YouthMap assessments, case studies, and learning publications will be disseminated through the Youth: Work platform as well as through IYF's Global Partner Network and other channels.

B. YouthMap Senegal

Objectives and Approach

Senegal, like much of Sub-Saharan Africa, has seen rapid population growth and the emergence of a significant “youth bulge.” It is recognized that various youth cohorts are at risk in the country, including out-of-school and un/underemployed youth, those affected by trafficking, and others victimized or affected by the ongoing conflict in the Casamance region. In order to better inform and direct U.S. Government (USG) programming for youth in Senegal, USAID/Senegal³ launched a cross-sectoral youth assessment through YouthMap in January 2011. IYF implemented the YouthMap assessment in partnership with Dalberg Global Development Advisors’ Dakar Office and a team of international and local researchers, including youth. Field research and data collection were conducted between January 17 and February 18, 2011.

The assessment builds upon the theoretical framework introduced in the World Bank’s 2007 WDR, which posits that youth face major life transitions as they move from childhood dependence and adolescence to independent, adult decision-making in the areas of learning, starting productive working lives, adopting healthy lifestyles, forming families, and exercising citizenship. YouthMap Senegal adapted this life transition stage framework in response to the scope of work (SOW) received from USAID to assess both the “supply side” of services available to youth and the “demand side” of youth perspectives, needs, challenges, opportunities, and assets. YouthMap also investigated issues pertaining to youth at risk. See the YouthMap Senegal Framework in **Annex 1**.

Underpinning the YouthMap framework is the conception of a holistic approach to positive youth development. To journey successfully through the core life transitions from adolescence to adulthood, youth need to develop the life and learning skills that will enable them to adapt to and actively participate in today’s increasingly complex, interdependent national and global environments. To earn their livelihoods and flourish in the workplace, or as entrepreneurs, they need to develop appropriate skills and competencies, including how to work with one another, how to think creatively, how to be active citizens, and how to adapt to changing circumstances. They need to know how to act in morally and ethically responsible ways. YouthMap’s cross-sectoral perspective on youth issues aims to capture this holistic nature of youth development. The assessment took an assets-based approach, exploring youth assets, opportunities, and aspirations, and investigated the role of youth as potential and actual “problem solvers,” rather than looking exclusively at challenges and at youth as “problems to be solved.”

Based on the SOW from USAID/Senegal (see **Annex 2**), the YouthMap assessment focused on the following research questions:

- What are the opportunities, issues and challenges facing youth in Senegal as they cope with major life transitions in the areas of education and learning, going to work, health, forming families, and exercising citizenship?
- Who are the most at-risk youth populations in Senegal, and what are their unique needs?
- How effectively has the Government of Senegal (GoS) developed policies, structures, programs and partnerships to address the needs of youth, and to take advantage of their enormous potential?
- What priorities, approaches, and types of programs should be included in a multi-sector USG youth strategy taking into account the current USAID Strategy and Presidential priorities, and how should this inform the development or revision of USAID’s programs that benefit youth?

Methodology and Implementation

To investigate these research questions, the YouthMap assessment examined existing socio-economic data and documentation on youth in Senegal, complemented by new primary data collection from youth focus group discussions (FGDs) and key informant interviews. It included a review of USAID/Senegal’s current and past programming, and interviews with USAID staff and implementing partners. Key aspects of the assessment methodology are briefly summarized here; see **Annex 3** for a detailed overview of the YouthMap methodology and implementation process.

Based on the SOW from USAID/Senegal, YouthMap field research focused on urban, rural, and peri-urban areas of **Dakar, Tambacounda, Thiès, Saint-Louis, and Ziguinchor** as the five regions from which the key informant and youth samples were drawn, ensuring a broad geographic representation for the study. The assessment included two sampling procedures — one for key informants and another for youth FGD participants (see **Annex 3**). Table 1 provides a breakdown of the key

informant sample by region and sector (see **Annex 4** for complete information on key informants interviewed by region):

Table 1: Key Informant Sample by Sector of Respondent and Region

Location	Public Sector	Private Sector	Civil Society	Donor
Dakar	12	7	17	7
St. Louis	7	7	5	0
Thiès	5	4	6	0
Tambacounda	2	2	2	0
Kédougou	5	4	3	0
Ziguinchor	6	4	5	0
Totals	37	28	38	7

Table 2 shows a breakdown of the youth FGDs held in each research location, which included cohorts of in-school, out-of-school, employed/self-employed, and youth at risk (see **Annex 3**). A total of **568 youth between the ages of 12 and 30** participated in FGDs around the country. For more detailed information, see **Annex 5**. The criteria for identifying youth FGD participants are included as **Annex 6**.

Table 2: Summary of Focus Group Discussions Held

Location		Number of FGDs	Total per Location
Dakar	Urban/Peri-urban	14	14
	Rural	0	
St. Louis	Urban/Peri-urban	6	6
	Rural	0	
Richard-Toll	Urban/Peri-urban	9	11
	Rural	2	
Thiès	Urban/Peri-urban	6	6
	Rural	0	
Mbour	Urban/Peri-urban	1	3
	Rural	2	
Tambacounda	Urban/Peri-urban	5	5
	Rural	0	
Kédougou	Urban/Peri-urban	5	6
	Rural	1	
Ziguinchor	Urban/Peri-urban	10	11
	Rural	1	
TOTAL NUMBER OF FOCUS GROUPS			62

Youth Engagement

In addition to IYF's local and international research team members, IYF recruited youth to participate in the assessment in a meaningful way, and will continue to engage youth in several ways as the YouthMap program rolls out in Senegal — from dissemination of the assessment to launch and implementation of the YouthMap Innovation Fund. Youth were core members of the assessment team and served as data collectors. Youth were paired with more experienced team members, allowing them to build their capacity in assessment through practical experience.

A group of young people who participated in the FGDs are also being engaged as members of a “peer review” team. Peer reviewers will serve as a sounding board by bringing their perspective and knowledge of local conditions to bear on the con-

clusions drawn from the assessment. Youth will be asked to validate or dispute the relevance of conclusions and recommendations, amplifying those that are particularly relevant to their communities, and providing a critical voice to those recommendations that do not fit. Youth will also play a critical role in disseminating findings. Recruiting dynamic youth to present findings within their communities will allow for broader and deeper dissemination. Increasing access to this knowledge builds trust and buy-in within communities, which will be important for subsequent projects being implemented based on these findings, including those that will be implemented through the Innovation Fund. Finally, youth will be active participants in the development and roll-out of Innovation Fund projects.

The remainder of this report is organized around the youth life transition themes listed below:

- Section 2: Education and Learning
- Section 3: Work and Employment
- Section 4: Health and Family Planning
- Section 5: Citizenship and Engagement
- Section 6: Youth at Risk

Section 7 presents the report's Recommendations to USAID/Senegal.

We also encourage readers to refer to **Annex 7**, which contains important summary data and analysis on youth in Senegal.

SECTION 2: EDUCATION AND LEARNING

This section is a presentation and discussion of: (1) the important gains the GoS has achieved in terms of education access at lower levels in most parts of the country; (2) the different factors affecting formal education quality; (3) the technical and vocational education and training (TVET) and non-formal education (NFE) sectors as avenues for youth to learn practical skills; and (4) the challenges youth still face in completing secondary schooling, gaining access to vocational training or university, and learning relevant skills to transition to the workforce.

Per the YouthMap SOW, Section 2 focuses on addressing the following issues:

SUPPLY-SIDE ISSUES	DEMAND-SIDE ISSUES
<ul style="list-style-type: none"> • Provision/quality/content of life skills, both in/ out of school • Availability of formal and non-formal educational opportunities and sufficient access vis-à-vis demand • Effectiveness of existing structures and policies for formal and non-formal education • Linkages between education and employment 	<ul style="list-style-type: none"> • Youth aspirations and expectations related to learning • Youth perception of utility and value of education • Reasons for school dropout or non-enrollment (e.g. financial, family, logistical)

A. Youth Education and Learning in Senegal: A Summary of Recent Literature and Data

1. Overview of Formal Education

Overall governance of the education system in Senegal is vested in the Ministry of Education (MoE). However, adding to the complexity of the education sector,⁴ the responsibility for education is divided between five different ministries:

- Pre-school, elementary, and middle schools (MoE);
- Secondary schools and universities (Ministry of Higher Education);
- Technical and vocational education / training (Ministry of Technical Education and Vocational Training, METFP);
- Adult literacy and non-formal education (now under the Ministry of Culture); and
- School construction (Ministry of Public Works).

The formal education system includes basic education — pre-school, a six-year elementary school and a four-year middle school cycle (*collège*) — followed by three years of more specialized senior secondary school (*lycée*). Education and vocational training efforts for youth, organized through the MoE, have concentrated primarily on increasing school access and enrollment; improving the quality of education; and decentralizing for better administration. Public higher education institutions include Cheikh Anta Diop University (Dakar), Gaston Berger University (Saint-Louis), and the University of Ziguinchor. Private universities include the University of Sahel and Dakar Bourguiba University. There are also a range of other types of institutions, including polytechnic schools, business schools, and tele-communications schools.

In terms of key policies, the Education and Training Development Program (PDEF) is the principal frame of reference for education and training for the period 2000-15, focused on reaching the Education for All (EFA) goals.⁵ Senegal's current education policy has made universal primary school completion a key priority for the sector by 2015. Other GoS projections for this timeframe include: accommodating an 83 percent increase in the number of students in public middle schools; tripling the enrollment in technical middle schools; increasing nine-fold the enrollment in technical secondary schools; and almost doubling general secondary enrollment.⁶

The World Bank (2007) refers to a “poorly adapted school curriculum” in Senegal.⁷ Other observers have perceived a disconnect between what students are learning in school and the skills that are needed to support the country’s desire to have a competitive edge in emerging markets and create a 21st century workplace.⁸ While life skills have not formed a significant part of the Senegalese education curricula, there now appears to be a greater focus on these skills, which have been found by the private sector to be critical for employability.⁹ USAID’s *Education de Base* (EDB) and *Education Priorité Qualité* (EPQ) programs both include components focused on strengthening life skills training, among students and out-of-school youth. The MoE has been working to restructure the national curriculum to respond to the needs of the private sector and to ensure that the national curriculum for secondary students is “raised in such a manner to facilitate [better] integration into the university system and subsequently in the workplace.”¹⁰

Senegal has made substantial efforts to improve its education system, and has made good progress in doing so according to the International Monetary Fund.¹¹ However, in order to achieve the Millennium Development Goals (MDGs), work remains to be done to improve the primary school completion rate, to improve the quality and performance of the education system in general, and to address weaknesses in the construction and equipping of classrooms.¹² Readers are encouraged to refer to **Annex 7, especially Section B**, which contains important summary data and analysis on education in Senegal.

2. Overview of Technical, Vocational and Non-formal Education

Vocational training remains one of the key educational priorities for the GoS, and there is increased demand in Senegal for vocational, technical, and professional training.¹³ The METFP shares a common policy framework (the Education and Training Development Program/EFA) with the MoE. As part of this plan, the Directorate for Educational Planning and Reform has developed an action plan for youth and adult skills education leading to a qualification (*Education Qualifiante des Jeunes et des Adultes* — EQJA) which seeks to reduce adult illiteracy while reinforcing vocational skills.

The GoS has sought to formalize training and apprenticeships through three initiatives:

- The National Vocational Training Office (ONFP), which provides short-term training in different economic sectors but is aimed primarily at craftspeople and associations;
- Programs to promote paid employment under the National Government-Employer Convention for the Promotion of Youth Employment (CNEE), implemented through training in participating companies, apprenticeship training, incubation training, and adaptation/requalification training;
- The Technical Education and Vocational Training Development Fund (FONDEF), created by the GoS in conjunction with social and private partners. It is aimed at promoting continuing vocational education in line with the needs of companies.¹⁴

Close to 18,000 professionals received continuing education in 2009 through FONDEF and the ONFP.¹⁵ NFE also includes basic community schools, attended by children (ages 9 to 14) who have not yet been to school or have dropped out of school at an early age, as well as other “non-standard” schools (e.g., street schools), which are managed by non-formal organizations and monitored by the education system.¹⁶ Koranic schools (*daaras*) are attended by a large number of Senegalese children. Conditions in these schools vary tremendously, and they are sometimes linked with child trafficking or abuse. Nevertheless, a large number of children spend their early years in *daaras*, where teaching focuses on the Koran. Transition into formal education is often difficult for these children. Several agencies, including UNICEF and USAID, support programs that work with out-of-school youth who attended *daaras* to reintegrate them into the formal schooling system or to provide employability skills.

In 2009, the Youth Employment Network (YEN) and IYF conducted a study with support from the World Bank, “Private Sector Demand for Youth Labour in Ghana and Senegal,” which found vocational skills to be the most important, after experience, for private sector employers.¹⁷ Senegalese youth, however, were found to lack vocational skills, with several companies pointing out that the training provided to young people in all disciplines was too theoretical, and needed to be more practical to enable young employees to become productive quickly.¹⁸ The EQJA targets training for the informal sector as it offers more job opportunities for young people (as well as adults), in both urban and rural areas.¹⁹ A discussion of GoS initiatives aimed at promoting youth employment is included in Section 3.

B. Assessment Findings Regarding Education and Learning

The remainder of this section summarizes the findings of YouthMap primary research in the field, including interviews with key informants and youth FGDs.

Education Profile of Youth Focus Group Participants

- 63% are currently enrolled in education, of which:
 - 7% in primary school
 - 21% in middle school
 - 23% in high school
 - 38% in vocational training
 - 11% in university
- Of those not currently enrolled:
 - 14% had never been to school
 - 46% had not studied further than primary school
 - 23% had attended secondary school only
 - 10% had attended or completed a vocational training program
 - 8% had enrolled in or completed a university program

1. Formal Education Supply

Access to Education

In 2008, 1.6 million children were enrolled in 7,705 **primary schools**.²⁰

Access to primary school is no longer a problem, according to the vast majority of those interviewed. The GoS policy of expanding access has significantly reduced the barrier of traveling long distances to schools. Teachers in Ziguinchor described with pride how the region had been able to provide a primary school in every village. As a result of this expansion, gender equity has been achieved in both primary school access and completion, with girls performing slightly better than boys (61 versus 57 percent completion).²¹ Nevertheless, there are some stark differences between regions, with several regions achieving near universal access and others (Kaffrine and Diourbel) only reaching 49 and 58 percent gross enrollment ratio (GER) respectively.²² To continue increasing access, the GoS has partnered with other donors (e.g., JICA and CIDA) to construct primary schools across the country.

Similar efforts are ongoing to build and equip **middle schools** (*collèges*) in rural areas and villages, but such efforts have not yet eliminated the problem of access to *collège*. These middle schools, built by local communities or the GoS, are slowly breaking one of the main barriers of transition from primary to secondary school. For example, the Kédougou region opened five new middle schools in the current academic year, bringing the total number from 20 to 25.²³ In 2008, 437,000 students were enrolled in 1,006 middle schools across the country.²⁴ The GER for middle school is 40 percent, with boys faring slightly better than girls (44 versus 37 percent).²⁵ Completing middle school and passing the *brevet de fin d'études moyennes* (BFEM) exam to access high school remains elusive to most youth. Of those who completed the four-year middle school cycle and sat for the BFEM exam in 2010, only 51 percent of boys and 44 percent of girls were admitted to the senior secondary level.²⁶



We have problems with transport to school, as many students live far and find it difficult to attend class.

— *Young woman in middle school in Richard-Toll*

In 2008, there were 120,000 students enrolled in 238 high schools.²⁷ With a GER of only 16 percent (19 percent for males, 13 percent for females),²⁸ the supply of **senior secondary schools** (*lycées*) remains well below demand. As a result, academically successful youth from rural or remote areas face an additional challenge if they do not have relatives in towns or cities. Some youth described having been accepted to technical high schools or university in Dakar but unable to afford life in the city. The director of *Lycée Technique Delafosse* in Dakar described cases of students from the regions living on the streets for weeks or months until they were able to find accommodation, often with the help of a teacher or fellow student.

The supply of **vocational and technical training** providing high school-equivalent diplomas is still very weak. While policymakers have recognized the need to increase the provision of skills training, there are still few options for primary school leavers or middle school graduates to enter formal vocational training institutions. The creation of a technical high school in Ziguinchor was widely cited by stakeholders across the regions and recognized as a positive development, but it provides for only a limited number of students.

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At University, in the law faculty, we have 8,000 students, and only 300 make it to the second year — leaving more than 7,000 out.

—Unemployed young man in Dakar

At the **tertiary level**, 90,000 students were enrolled in public and private institutions in 2008, of which 80,000 were in Dakar. Three-quarters of students were enrolled in the five existing public higher education institutions, with the remainder in the four private universities.²⁹ The problem of overcrowding and high repetition and dropout rates in public institutions is a symptom of the weak capacity of the system. However, new institutions have been created in recent years — including the University of Ziguinchor — signaling an effort by the GoS to increase the capacity of public universities and support the decentralization policy. Additional efforts to increase capacity include an upcoming \$90 million World Bank/GoS project aimed at improving management of universities, decongesting the University in Dakar, and

modernizing courses with youth employability skills.³⁰ A notable gap has been the lack of **agriculture colleges and related skills training**, despite the fact that the sector represents an important part of the economy. The strengthening of tertiary-level capacity in agricultural subjects is part of USAID’s Education and Research in Agriculture (ERA) initiative under its Feed the Future (FtF) program.

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Sometimes, if we get a teacher who cannot teach, we are doomed. We have to do as they say. It’s not good to disrespect a teacher.

— Middle school student, Tambacounda

The problem is that professors are deemed to be Gods, and respect stops you from saying exactly what you think of the class.

— University student in St.-Louis

Quality of Education

Youth literacy has improved substantially — from 38 percent (1985-94) to 51 percent (2005-08) of those aged 15 to 24. There are still marked gender disparities, however, with literacy rates of 58 percent for young men versus 45 percent for young women.³¹ As a result of education system expansion, especially at the primary and junior secondary levels, the quality of education has not been consistent. The two main problems mentioned by youth and stakeholders interviewed were the quality of teachers and infrastructure. Given the need for more **teachers** at the primary and middle school levels, the GoS started recruiting contract teachers with lower levels of education, who were deployed in schools without pre-service training. The quality of instruction has inevitably suffered. The perception of teachers by students and parents has also changed. Older youth and adults described the current generation of teachers as uneducated and lacking moral authority. This change of status in teachers was found in different regions of the country, but was not unanimous. One director in Richard Toll complained that recruitment was sometimes politicized, leading to weaker quality of teaching staff. University students decried the quality of teaching

mostly due to absenteeism linked to professors working outside the university, as well as a lower status of teacher.

In some cases, students showed great respect for the sacrifices teachers made for them, working hard for low salaries. A group of students in Thiès described having demonstrated in support of their teachers, who had not been paid in several months. At higher levels of instruction, there is a gap in provision of math and science teachers. This was more evident in remote regions, where school officials claimed there were numerous cases of teachers assigned to their schools who refused the appointment, increasing the feeling and impact of marginalization among youth in these regions.

While the number of junior and senior secondary schools has increased dramatically in recent years, the **infrastructure** capacity is still limited. One school visited in Tambacounda opened five years ago, but still did not have its own classrooms. The director borrowed classrooms and offices from a middle school and a nearby warehouse. A middle school in Ziguinchor had two good classrooms built when it first opened, but other classrooms and offices were located in temporary structures in a nearby primary school. The Academic Inspector explained that 25 percent of classrooms in Ziguinchor were temporary structures. Similar challenges were found in all regions outside Dakar. In addition to make-shift or missing classrooms, other needs are numerous, as many high schools lack appropriate libraries, science labs, teacher housing, or basic facilities (e.g., latrines). This affects the quality of the school environment and the ability to teach and learn.

Both youth and adult stakeholders expressed that **curricula** at different levels was too theoretical. Lack of practical skills was the main criticism of the curricula at lower levels of schooling. Stakeholders in rural areas pleaded for **agriculture** to be taught to primary school children. This was especially seen as relevant in light of the large growth potential of the agriculture sector. As the majority of youth do not complete secondary school, respondents made the case for the inclusion of **technical and vocational skills** in the curriculum or secondary school options. With the exception of a limited number of pilot projects, technical and vocational skills generally are not offered in the middle school curriculum. Youth who considered university as the most desirable or only outcome of secondary education thought the curriculum at lower levels was relevant. However, respondents felt that skills learned in public universities were not practical enough, with the exception of a few courses.

Life skills or “soft skills” are increasingly viewed as an important part of the education process. Formal sector employers in Dakar noted that young employees often lacked important soft skills, such as communication. In the Casamance, several efforts have been made to introduce **peace-building lessons** into middle schools. Given the length of the conflict in that region, youth today do not know a time without conflict. As a result, and in preparation for a post-conflict setting where land disputes will need to be solved and reconciliation realized, peace-building and conflict-resolution lessons may need to be mainstreamed, in and outside of schools. As many youth noted a problem with violence in the country, it may also be advisable to include such curricula at a national level.

2. Technical, Vocational and Non-formal Education Supply

The TVET and NFE sectors serve a large number of youth seeking to gain practical skills. Although there are many institutions that teach vocational, technical and professional skills in and around Dakar, options are very limited in other regions. Public institutions in the other regions usually only include a few technical middle schools or high schools, CRETEF³² for young women, and CDEPS (cultural centers) at the departmental level, which usually provide some technical training with limited resources. Outside Dakar, urban localities often host one or two non-profit training centers with limited capacity and

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In the lycée here, we don't have a computer lab. We have exercises that require computers, but we don't have the basic knowledge we need. I have been able to go to the cyber café only two or three times this year.

— High school student studying sciences in Ziguinchor

“

Violence leads to more violence. Police are always ready to beat students making demands, so youth defend themselves.

— Young woman in a village in Thiès

Under EDB, middle school students are introduced to employment through visits to local businesses and workplaces. In the context of school-based World of Work Clubs, they share what they have learned from these visits, discuss their future career goals, and make the connection between the visits and their coursework. The first annual national week of awareness of the world of work is being sponsored by EDB this year to bring business leaders and professionals to schools to talk about their work and how they chose their professions.



There is a need to increase incentives for the private sector to invest in professional training schools ... because of the large gap between demand and current supply, the high level of dropout before the end of high school, and the limited capacity of schools and public universities.

— Academic program coordinator,
Dakar-based private institution

sometimes a few private centers. Since 2006 the *Agence Française de Développement* (AFD) has been supporting the vocational education system through centers offering training in food processing, construction, public works and port-related job skills. AFD is also promoting **public-private partnerships (PPPs)** by working with employer unions and fostering the implementation of apprenticeships.³³

The issue of practicality is partially being addressed by USAID's EDB project, which is revising much of the middle school curriculum.³⁴ EDB's interventions give vulnerable out-of-school youth (ages 13-18) the opportunity to pursue pre-professional training that can open new doors to employment in local markets. Training is provided in trades (e.g., metal/wood work, upholstery, carpentry, solar energy, masonry, mechanics, roofing, plumbing, electricity, agro-breeding and food processing, sewing, hair-dressing, catering, horticulture, accounting and secretarial services, computer repair). Training programs are offered through national centers for vocational training (CTEF and CRETEF) operated under the METFP and through local associations of master tradesmen. The project also supports students in ACAPES, community schools that allow dropouts to pursue their studies in diverse fields (childcare, nursing) and qualify to take state exams.

The majority of youth FGD participants working in the informal sector indicated having learned their trades through **apprenticeships**. These usually involve working for a mechanic, construction or carpentry business for several years, with little income, waiting for an opportunity or working capital to go out on their own. While apprenticeships offer less recognition from employers, they often provide more practical training than training institutions. In the technical high schools visited in Dakar and Ziguinchor, students complained that there were often more students than machines available, leading some to watch while others practiced. In general, most institutions made efforts to include **internships** as part of their training to provide more hands-on experience. However, some center directors and students admitted that it was not always possible to find placements. One hotel training director explained that he received several dozens of requests every month from students and schools looking for internship opportunities.

Of respondents who were attending or had attended a technical/vocational training center, many were concerned with the **recognition of their certificates or diplomas**. The METFP has recently launched an effort to evaluate youth working in the informal sector and provide them with nationally-recognized certificates. This effort, along with increasing the number of private institutions accredited, is aimed at recognizing skilled youth and providing them with documentation supporting their efforts to gain formal sector employment.

Private sector institutions have started to play an increasingly important role in providing vocational and professional skills. Employers, however, are rarely in direct partnership with training institutions. Two key issues with private training institutions are the quality of training provided and the variety of courses offered. The issue of **quality** stems from the weak capacity of the GoS to implement its guidelines for accreditation. This has resulted in private schools opening at a rapid pace with inconsistent quality. The lack of course **variety** is a direct result of the limited resources available. Private institutions often

offer courses requiring limited equipment (e.g., hospitality, management, business, marketing, communication) while training requiring more machinery is often left to public institutions. Employers, who should play a determining role in driving the training, are not systematically involved. As stated by the director of a non-profit vocational training institution in Dakar: **“Some people say there are no jobs in Senegal. It’s not true – it’s mainly that youth are not sent to the right training programs. The private sector should inform us that they need so many people in electricity, in plumbing, metal work, so that we can guide youth in these sectors.”**

The link between the mining sector and the creation of the technical high school in Kédougou could serve as an example for PPPs. Mining companies have contributed funds to improve the capacity of the high school and develop courses to equip youth with skills that are needed in the sector. As a result, private and public funds are invested to develop relevant skills. This partnership mostly benefits youth from the region, expanding opportunities available locally. In a PPP with the charitable organization *Lumière pour l’Enfance*, older adolescents will be trained in photography, videography, and sound engineering under the EDB project. Other opportunities are being identified with local charities and businesses.

3. Demand for Formal Education

“Life in the community is that a child goes to school. Parents are involved in the education process, regardless of the level of poverty. The community invests its human resources in education.”

— *School Principal in Ziguinchor*

Education is widely seen as an important aspect of life by both youth and adults, despite low post-primary completion rates. With very few exceptions, youth in school expressed a desire to continue their education to university, and those out of school wanted to learn skills to improve the quality of their work. However, youth interviewed are well aware of the challenges they face in completing school and recognize that most of them do not succeed. The most commonly cited reasons for school dropout, either for interviewees themselves or their friends/siblings, was **poverty**. Direct costs that pose a barrier include school fees, transport, and academic materials. Having to provide for their family — through housework (mostly girls) or income generation (mostly boys) — was also identified as an important reason for dropout, with many youth deciding to work instead of study.

In addition to financial challenges, girls reported leaving school because of **social pressure** by parents or relatives, **pregnancies**, or **early marriage**. Young men and women also recognized the added challenge for girls in managing both their studies and work in the house. These comments from FGD participants illustrate some of the issues faced by young females:

- “Young women have more problems than young men. We don’t let girls study how they want. 90 percent abandon school because of their parents. Those who come to school have problems to concentrate because they were busy at home before coming, so they are tired before classes even start.”
(*Young woman in Tambacounda*)
- “Poverty results in young people not being able to study well. The lack of financial resources is an obstacle to the future of many youth.” (*Young woman in Dakar*)
- “Youth in this village don’t go to school because of lack of means. They work in the rice fields to earn a living for their families.” (*Young woman in Saint-Louis*)

Another common cause of repetition and dropout was **failing exams**, either at the end of cycles or in between classes. In the Casamance, youth sometimes dropped out because of **displacement** and related issues (e.g., missing part of the school year, shifting schools in the middle of the year, or learning while living in difficult environments). Despite all of these challenges, youth who are still in school usually expressed a strong desire to continue their studies to university. Out-of-school youth, on the other hand, generally believed that it took too many years of schooling to reach university.

“

The problem is the absence of strategic planning in partnership between the private sector and universities. The problem is actually that we have Master’s degrees but cannot even get an internship. Students send applications but nothing comes back.

— *Student, Gaston Berger University
(Saint-Louis)*

Several current and former university students expressed frustration at the quality of their training, an often overcrowded learning environment, and the lack of employment opportunities even for those with university degrees. As a result, the **relevance of schooling** in general was often questioned. Youth across the country often noted that formal schooling, while one of the better options, rarely led to a better job for their friends and relatives. If this sentiment persists and the link between education and work is not strengthened, there is a risk of decreased interest and demand for schooling by tomorrow's youth and their parents.

4. Demand for Technical, Vocational and Non-formal Education

“Having work means being at a desk.” — Unemployed youth in Dakar

“There are people who have a diploma but live in the street.” — Youth in Richard Toll

“Vocational training is very practical, and we can start earning some money immediately.” — Young woman learning hair dressing in Thiès

One of the most noticeable differences between urban/peri-urban youth in Dakar and those in other regions was in their attitude toward technical, vocational and non-formal education and their definition and perceptions of “work” — resulting in a clear difference in demand for practical education and training. Youth in the Dakar area generally envision education as access to university and associate being employed with joining the formal economy – or “sitting behind a desk.” Employers, school directors, and youth in Dakar expressed that vocational training was meant for those who cannot succeed in the formal education system. As one donor agency representative said, “Vocational training is perceived as a means to take care of those who failed the formal schooling system.”

In contrast, youth in other regions sometimes questioned the wisdom of spending so many years studying, given high unemployment levels. As they leave the formal education system, youth express a strong interest in learning skills through vocational and professional training. This partly reflects a realization that formal schooling does not always lead to work, as well as a strong sense that the lack of job opportunities is similar for high school and university graduates. Moreover, high school graduates are not as easily integrated in the informal sector as those with technical /vocational skills training. Some older youth who succeeded in high school were frustrated about having been advised to attend formal secondary school as opposed to vocational or technical centers.

Of youth surveyed, nearly 80 percent expressed the desire to learn a skill or trade. The most common types of skills cited were **ICT** (14 percent), **electricity and mechanics** (12 percent), and **agriculture** (7 percent), reflecting interest in a variety of sectors. However, the types of training in which youth expressed interest were usually courses

that were already available in their area. In part due to the **lack of career guidance**, youth cited what their peers were already learning: tailoring, mechanics, computers, agriculture, hair dressing, or electricity.

As a result, one of the laments expressed by some private sector stakeholders was that a large proportion of trainees were equipped with a limited number of skills. Moreover, the training that is provided to youth does not always have a component which supports youth post-training. For this reason, youth noted that their **training needs** are not just technical but also **related to follow-up** — incorporating an aspect which supports their projects, guides them to move on to the next level of their job search, and/or provides them with additional support *after* their training ends. Finally, one private sector interviewee noted: “Schools need to put in place guidance counseling for youth. There is a big phenomenon in education to teach youth to be generalists; due to this there are a small number of jobs available because all the profiles are the same.”

“

Youth, when they reach a certain age, don't see the use of formal school anymore, and it's unfortunate they realize it so late. Young people have a complex against learning a certain skill in a given trade. They would rather study in formal school to get a job in an office, but everyone now knows that these avenues are getting saturated.

— Young woman learning a trade in Dakar

Key Conclusions

In sum, education is considered to be an important asset for youth. The youth who were interviewed noted that both reading and writing skills can only be gained through formal education and are necessary for the future success of youth.

Youth and stakeholders also noted that:

- Educational needs vary by region, and quality education was perceived to be in limited supply across the country at all educational levels. Although primary education has increased across the country in recent years, secondary, tertiary, and vocational training are also key for the long-term development of youth.
- Access to education is also a priority for youth. The costs associated with gaining access to schools are a primary constraint for youth and their families.
- There is a disconnect between the types of training being offered to youth in Senegal vis-à-vis the training needed. Both youth and stakeholders, particularly outside of Dakar, noted that access to education is limited in the regions, as is access to vocational training tailored to the local context.
- Career guidance and counseling are areas in which youth need greater support. Training programs (formal, vocational, and non-formal training) have yet to provide a comprehensive component which guides youth in choosing their career path, finding jobs which match their skills, and/or providing them with support post-training.
- The quality, relevance and practicality of education/training should be improved in order to increase young people's chances of gaining employment in the private sector. They noted that the educational system '*teaches [them] knowledge but not know-how*'.

SECTION 3: WORK AND EMPLOYMENT

This section provides a synopsis of current employment initiatives implemented by the GoS to increase youth employment in Senegal, followed by a summary of assessment findings regarding youth employment. It includes an overview of the employment profile of youth interviewed, as well as information on youths' perception of job opportunities and constraints in the formal and informal sectors. Per the YouthMap SOW, this section addresses:

SUPPLY-SIDE ISSUES	DEMAND-SIDE ISSUES
<ul style="list-style-type: none"> • Existence of formal, informed sector employment for youth • Sectoral opportunities, labor market trends, potential for greater youth employment • Structure of the vocational education and training system • Existence of vocational, employability, life skills training, youth livelihood and youth microfinance institutions, programs and their service delivery capacity • Ability of private sector to absorb graduates • Adequacy/relevance of curricula to labor market needs 	<ul style="list-style-type: none"> • Youth opportunities and challenges in finding jobs • Level of optimism/frustration related to employment • Preparation of youth for work, either through formal or non-formal education and training • Reasons for training/second chance program drop-out or non-enrollment • What jobs are youth interested in? Qualified or unqualified for?

A. Youth Employment in Senegal: A Summary of Recent Literature and Data

1. Overview of the Employment Sector and Employment Policies in Senegal

Senegal's Poverty Reduction Strategy Papers (PRSP I and II) identify "wealth creation for pro-poor growth" through priority activities (e.g., crop farming, livestock breeding, fishing and forestry) in the primary sector, a sector with large spillover effects to create employment. Senegal also launched an Accelerated Growth Strategy (AGS) which aims to ensure strong growth in targeted sectors that would have a "ripple effect on the whole of the economy."³⁵ The overall objectives of the AGS are to attain a growth rate of 7-8 percent by promoting domestic and international investment into the country through improvements in the business environment and "a targeted program to promote cluster groups having high growth potential and a proven growth generating effect."³⁶ The AGS identified five promising clusters: **agro- and agro-food industry; fishing industry; tourism, arts and crafts industry; textiles and clothing sector; and information and communications technology (ICT).**

The 2009 YEN/IYF study, "Private Sector Demand for Youth Labour in Ghana and Senegal," also identified key areas with growth potential in the Senegalese economy.³⁷ The formal sector areas with the highest employment potential were found to be **agriculture, construction, education, security services, import-export, and business process outsourcing.** The majority of jobs in the first three areas were expected to be part-time and/or seasonal. Skilled agricultural, forestry and fishery jobs were identified as sectors with the largest opportunities through 2013 (19% of total), followed by service/sales workers (16%) and professionals (14%). The study found that **agri-business, industry, transportation and agriculture** were the largest per enterprise employers in the informal sector.³⁸

The World Bank's 2007 *Road to Prosperity Report* emphasizes the importance of job creation in Senegal, noting that it is highly unlikely that Senegal's economy can grow significantly and its population survive above the poverty threshold without being able to create decent jobs. The report found the labor market to be central to the analysis of the economic situation in Senegal, together with other economic factors. It notes that an increase in labor productivity would lead to the expansion of more competitive Senegalese firms, but that the demand for labor will remain dependent on the growth of the private sector, determined by a number of factors outside the labor market (e.g., access to credit and infrastructure, improved governance).³⁹

The Oxford Business Group's 2011 Report on Senegal highlights several key trends and areas of economic opportunity over the medium and long-term:⁴⁰

- The **Dakar Integrated Special Economic Zone (DISEZ)** could revolutionize commerce in the country by providing a center for high volumes of trade... the ability to export large quantities of goods... and act as a regional hub... The new zone **plans to host 1,000 firms and create 130,000 local jobs.**
- Senegal is already one of West Africa's top destinations and **tourism** is the second highest foreign currency earner... Because it creates jobs and contributes to regional development, tourism (e.g., ecotourism and cultural tourism) is high on the government's list of priorities for increased investment under the AGS.
- The government wants to **boost development in the country's interior** through a number of new infrastructure projects. The long-term objective is for the interior to become a regional industrial and logistics centre in its own right.
- Given the production of two key ingredients — oil and sugar — Senegal has **many options to further develop food processing industries**, particularly given the extensive demand for consumer goods and manufactured products. To develop these markets, the GoS plans to create partnerships with the private sector.

Other economic “Drivers of Growth”⁴¹ identified by the U.S. Embassy in Senegal include the major infrastructure projects listed below, which represent important potential sources of job opportunities for youth and others:

- \$3 billion in foreign investment projects
- MCC Compact (\$540 million)
- Arcelor Mittal's \$2.2 billion iron ore project
- Construction of new airport (\$480 million)
- Modernization of the Port (\$650 million of investment pledged over 25 years)
- DISEZ
- Growing Investment from Middle East, China,⁴² India and Iran
- The Great Agricultural Offensive for Food and Abundance (GOANA).

Donors, including USAID, have made considerable investments in the **agriculture sector** as a key propeller for economic development. USAID's *Wula Naafa* program provides an example of the work being done in the sector. Program staff highlighted efforts to train farmers on agricultural techniques to improve their crops and on how to manage their farms and businesses. Those interviewed noted that both beneficiaries and non-beneficiaries recognized the importance of the agriculture sector despite the increasing growth of the mining sector. USAID's Feed the Future (FtF) program⁴³ focuses on enhancing food security and strengthening the agriculture sector, while its ERA project (mentioned above) is building the capacity of agricultural training institutions to strengthen human resources and enhance responsiveness to needs and opportunities in the sector. The Economic Growth (PCE) project is boosting investment in the agriculture sector by raising the capacity within specific value chains, including through improvements in farming and post-harvest techniques, modern supply chain and logistics systems, processing capacity, innovations in credit/capital mobilization, and training and higher education programs.

Youth Employment

With regard to youth employment, the GoS has taken a variety of actions over the past decade to address this complex issue. The following activities are noteworthy:

- Establishment of the National Youth Promotion Fund (**FNPJ**) in 2000 to promote access to credit for young people and serve as a guarantor of loans for youth, as well as a National Office for Suburban Youth Employment (Office National pour l'Emploi des Jeunes de la Banlieu, **ONEJBAN**) designed to assist suburban youth to search for employment; strengthen their capacity through short-term training; and provide funding to support individual and group projects developed by young people.⁴⁴
- Establishment of a National Agency for Youth Employment (**ANEJ**) in 2001, which is charged with facilitating links between youth and potential employers. One achievement has been the implementation of the “Saint-Louis school

building” project, aimed at creating five new workshop-schools and providing job training and placement for 500 youth from Saint-Louis in 2008-11. Other projects include a €3 million partnership with Spanish Cooperation in creating a business incubation program focused on agro-processing and trades, and a project with the foundation FIAP in Latin America which involves resources for self-employed youth and a mentoring program for 1,500 miners.

- Implementation of a “young people in agricultural farms” project in 2008 with a view to contributing to the fight against poverty and rural exodus through the placement of young people in agriculture.⁴⁵ GOANA was an initiative by President Wade aimed at increasing agricultural production of rice, cassava, corn, sorghum, and other crops for national consumption and exportation.
- Adoption of a National Action Plan for Youth Employment (**PANEJ**) in 2006. PANEJ was created to mobilize donors, local stakeholders, and government in undertaking a strategy to provide youth with access to economic information, technical, legal and financial support services and counseling.
- The Ministry of Youth, Sport and Leisure was tasked with building national capacities for youth employment through the implementation of the *Projet de Renforcement des Capacités de Suivi et Evaluation des Programmes d'Emploi des Jeunes*. The project aimed to create an electronic youth employment management system with data on job seekers and job offers and established indicators to monitor youth employment.⁴⁶
- The *Agence d'Exécution des Travaux d'Intérêt Public*⁴⁷ (**AGETIP**) trains and employs unemployed youth on a temporary basis to work on public infrastructure projects.⁴⁸ An evaluation of the first seven years of the program found that the number of engineering firms more than tripled, the number of construction firms increased five-fold, and 35,000 person-years of employment were generated.⁴⁹

Despite these efforts and the GoS's emphasis on job creation, overall unemployment and under-employment rates in Senegal remain high⁵⁰ and youth unemployment continues to be a major concern.⁵¹ Senegal's unemployment rate was estimated at 49 percent in 2008, 60 percent of which are young people under age 35. In addition, 10 percent of youth between 15 and 24 are not able to find employment despite looking for a job; 32 percent of youth are considered “inactive” (i.e., neither working, looking for work, nor in school); and five percent in the same age range are underemployed.⁵²

The overall GoS strategy regarding youth — including efforts to increase youth employment and provide training and access to finance and services — has primarily been channeled through the Ministry of Youth and its respective agencies. As noted, these include: ANEJ, FNPJ, Adolescent Centres (*Centre Ado*, which provide health services to youth), and CDEPS, cultural centers designed to provide youth with information on health, training in crafts, and training of peer educators. Readers are encouraged to refer to **Annex 7, Section C**, which contains important summary data and analysis on youth employment in Senegal.

2. Overview of Youth Employment in the Formal and Informal Sectors

Senegal's high rates of un/under-employment are expected to worsen as **an estimated 100,000 new Senegalese graduates enter the job market each year**⁵³ and **fewer than 30,000 formal private sector employment contracts are recorded annually** by the labor statistics unit.⁵⁴ The YEN/IYF 2009 study on demand for youth labor surveyed 378 private sector companies across 26 key sectors, and found that 10,264 new jobs (including 6,183 temporary jobs) were anticipated to be created by these firms in the next five years.⁵⁵ Thus during this time, while half a million new graduates will have entered the labor market, only about 4,000 new formal sector, permanent jobs will have been created **in the companies surveyed**. The survey found a clear trend in decreasing full-time employment and an increasing recourse to part-time or contract employment through 2013. According to employers, this reflects the private sector's strategy to outsource jobs where possible and implement increasingly flexible policies with regard to employment contracts. The study concluded that the formal private sector does not offer significant employment opportunities, and projections do not show a large increase in demand for youth labor in the years ahead.⁵⁶

Indeed, the IMF (2010) notes that **the size of the job pool in the formal sector has stagnated over the past 15 years, while the informal sector has demonstrated greater capacity to absorb workers**. Job creation has been dramatically higher in the informal sector, employing 3.4 million people compared to 214,700 people in the formal sector in 2006.⁵⁷ The YEN/IYF study estimated that the informal sector represented 80 to 90 percent of Senegal's active population, and predicted

the number of job seekers entering the informal sector would increase.⁵⁸ The study pointed out, however, that for the vast majority of Senegal's youth, the informal sector was not a preferred employment option, but rather a temporary occupation until they are able to find formal employment.⁵⁹ According to the IMF report, trade is the main business activity of the informal sector in Senegal as well as the main source of jobs in urban areas, particularly for women and youth. The World Bank found that close to half of informal workers in Dakar are street vendors selling on public roads or providing their services in the homes of their clients.⁶⁰

The survey also found that the most important skills for private sector employers were experience, vocational skills, life skills, and degree requirements. The most commonly cited barriers to youth employment were maturity, life skills, and lack of initiative on the part of young job seekers and entry-level employees. **Employers put a strong emphasis on life skills** as key requirements, noting the importance of discipline, reliability, motivation, willingness and ability to learn, team spirit, rigor for a task well done, personal hygiene/appearance, communication and organizational skills, people skills, and integrity. Employers also cited the need for more technical skills, analytical skills, and English/French language skills.

B. Assessment Findings Regarding Employment

The remainder of this section summarizes the findings of YouthMap primary research in the field, including interviews with key informants and youth FGDs.

Employment Profile of Youth Focus Group Participants: Summary

Of youth FGD participants, 56.5 percent were not working at the time of this study, and 53.7 percent of those not working were looking for work:

Employment status of those working:

- 23.5 percent were working full time.
- 12.0 percent were working part-time.
- 8.0 percent were self-employed.

Length of employment of those working:

- 74.7 percent had been working for over one year.
- 9.6 percent had been working for 6 to 12 months.
- 6.1 percent had been working for 3 to 6 months.
- 10.1 percent had been working for less than 3 months.

Among the 43.5 percent who were working:

- 42.4 percent reported working in the formal sector.
- 49.0 percent said they were working in the informal sector.
- 13.8 percent described themselves as seasonal employees.

The World Bank (2007) notes:

- The **typical informal sector worker** in Senegal has no written contract, is 28 years old, has an average number of years of schooling that is less than 6 years (the level of the primary school certificate) and is employed in a microenterprise or sole-proprietorship.
- The **typical formal sector employee** has a written contract, is about 39 years old, spent 11 years in school, is relatively skilled, and works in a large company.

Employment Profile of Focus Group Participants: Detail

By Gender	Working (%)	Not Working (%)	
Male	48.1	51.9	
Female	32.4	67.60	
Age group	%	%	
<15	13.8 ⁶¹	86.2	
15-17	22.9	77.1	
18-20	23.4	76.6	
21-24	35.5	64.4	
25-30	67.7	32.3	
Type of Work	Male (%)	Female (%)	Total Sample (%)
Formal	41.1	45.8	42.4
Informal	47.7	52.5	49.0
Seasonal	15.2	10.2	13.8
Looking for Work	Yes (%)	No (%)	
Male	55.8	44.2	
Female	51.5	48.5	
Total Sample	53.7	46.3	
Looking for Work (by age)	Yes (%)	No (%)	
<15	24	76	
15-17	20.6	79.4	
18-20	43.2	56.8	
21-24	68.1	31.9	
25-30	68.6	31.4	

1. Formal Sector Employment Opportunities

Youth FGD participants said the availability of employment is very limited, particularly in rural areas. They noted that the few opportunities available require professional training plus several years' work experience; however, for many living outside Dakar, there are few training facilities available to provide them with the skills needed for formal sector jobs. As a result, they said, young people mainly work in low-level, unskilled jobs as security guards, drivers, and wait staff. These opportunities are accessed via newspaper job announcements or word of mouth. Those who had formal training had typically acquired entry-level positions, internships, and apprenticeship positions.

FGDs and interviews with the formal private sector revealed that many of the formal sector opportunities in their regions are reserved for youth coming from Dakar. This sentiment was expressed in both the northern and southern regions. Outside

Dakar, job prospects are also limited to specific types of economic activity which are dominant in the regions. For example, there are a number of mining companies working in Tambacounda and Kédougou due to the large deposits of gold and other natural resources in those areas. Youth in these two regions noted that while there are jobs with companies such as Sabodala (mining company), the number of positions is limited compared to the number of youth looking for work. Again, with these types of companies, there was a feeling that youth from Dakar and even neighboring countries are hired rather than local youth. One mining company official stated, however, that most unskilled labor needs are filled at the local level.

“

I would not say that young people do not work, but they are not properly employed and only have internships and small contracts.

— Focus group participant, Thiès

Another example is in the northern regions of Saint Louis and Thiès, where companies such as *Compagnie Sucrière Sénégalaise* are active. However, as in Tambacounda and Kédougou, the number of jobs is limited. Youth from Thiès noted there were job opportunities with communications giants such as Tigo; however, these jobs are commission-based and do not provide them with enough income to support themselves.

Youth outside the Dakar region said they do not have the same opportunities as youth in Dakar, noting that training centers, educational facilities, and vocational institutes are based primarily in Dakar. Youth in Saint-Louis and Thiès discussed the need to decentralize opportunities; their belief is that all job opportunities, particularly with large companies, are concentrated in the capital. This has caused a large number of youth to migrate to the capital in search of work. Despite the widespread belief that jobs are reserved for youth from Dakar, Dakar youths' perception of employment opportunities is in fact quite similar to the regional youths' views. A number of youth in Dakar believe that formal sector jobs are reserved for youth who have studied abroad in Europe or America, making it harder for locals to find decent work.

Outside Dakar, **many youth expressed feelings of disenfranchisement and marginalization.** Youth in Kédougou recognized that it is one of the poorest regions in the country. There are only a small number of formal sector jobs available, mainly because there are not many companies established or active in the region. It is important to note that the youth from Saint-Louis, Tambacounda, Kédougou, Thiès and Ziguinchor noted a **sense of 'not belonging' in Senegal.** In all of these regions there is a feeling of marginalization regarding formal sector job opportunities. This includes a feeling of being considered unskilled and lacking in education and professional experience. Comments expressing this sentiment included:

- “It’s like we’re not even part of Senegal when in reality we should all be treated as one.” (Kédougou)
- “There is discrimination even though we are qualified.” (Thiès)
- “The problem is that people discriminate against the youth of Ziguinchor. People have a complex towards people from other regions and prefer them.” (Ziguinchor)

The regional differences related to formal sector job opportunities are based on historical and contextual differences. The conflict in the Casamance, for example (see Section 6), has led to an economic crisis. The conflict situation has forced many to abandon their villages and migrate to Ziguinchor or other urban areas. A number of large factories, hotels, and companies have closed due, in part, to political instability, bad management, and deterioration of the tourism sector. As a result of the mismatch between supply of and demand for formal jobs, competition for employment has increased significantly in the region.

Private Sector Recruitment Practices

Recruitment practices varied among private sector stakeholders interviewed. Companies said recruiting is done either from headquarters and/or on an as-needed basis. In many cases, companies' headquarters are in Dakar and they recruit through local media. Private sector stakeholders emphasized they were guided by 'bottom line' imperatives. Although they would prefer to hire locally, many companies feel that youth in the regions do not have access to the same quality of training to equip them with the skills companies need. Many feel obligated to hire the most qualified individuals they identify no matter what region they are from; many of those they find qualified come from the capital.

Companies also noted that the labor laws in Senegal are very inelastic. This opinion was also expressed by an employer



[The youth] do not know the agricultural techniques needed and that’s why we bring someone from Spain to do the training. Most of them do not know French so we also use a translator. For those positions with more responsibility, we have people from Spain as [the youth] are not qualified enough to take higher up positions of management.

— Private sector stakeholder, St.-Louis

The problem is that the factories in our community do not recruit in our community.

— Focus group participant, St.-Louis

surveyed in the YEN/IYF study, who noted that the Senegalese legal system heavily favors workers and levies high taxes on employers. The respondent noted that administrative and financial challenges associated with hiring full-time staff are major constraints to hiring youth.⁶² Many companies thus do not offer long-term contracts. Other comments by private sector stakeholders included:

- “We do not find here the profiles that we seek, so we train them all before hiring them.”
- “The youth cannot do the job. I have to teach them the skills.”
- “Here youth are mainly used for [physical] labor. We do not need qualified people. By contract, there are those who are not able to do inventory, work the cash register, etc. We come from outside the region, all of us.”

While private sector stakeholders do indeed take on interns, they noted that youth do not always have all the skills needed. However, stakeholders did not place the blame on the youth – but rather on the quality of education they receive, the lack of concordance between training and labor market needs, and the emphasis on theory rather than practice: “The first problem is to have good training. The youth are trained in various areas but the actual skill level of young people is low. They lack a lot of practical

knowledge.” This finding was also noted in the 2010 USAID Basic Education Report, which observed a disconnect between what students are learning in school and the skills needed to support the country’s desire to have a competitive edge in emerging markets and to populate a 21st century workplace.⁶³ Private sector stakeholders in the hospitality sector noted that applicants lacked customer service skills and an understanding of hospitality. Agriculture firms noted applicants lacked technical skills in advanced farming techniques. Construction firms noted youth lacked skills in operating heavy machinery.

FGD participants noted that **internships** were available in the formal sector, with a variety of companies and organizations ranging from NGOs and public organizations to small and large enterprises. Announcements for internships are made through newspapers, radio, and word of mouth. Many youth interviewed also noted that internships are acquired through **relationships**: if you know a person working in an organization or company, your chances of gaining a position are much higher than if you do not. However, youth said it is rare for those internships to turn into full-time employment. Although internships are, in principle, designed to offer the interns practical experience, youth highlighted several problems: programs are not long enough in duration to acquire concrete professional skills for other employment opportunities, they offer little or no pay, and they are often exploitative. Youth also noted that employers ask for a minimum of 3 to 5 years’ work experience for ‘real’ jobs which, in their opinion, is difficult to attain with three-month internships.

Overall, private sector informants’ general sentiments about youth were positive. Many of those interviewed believed that youth were important stakeholders who must play a key role in the country’s development. They viewed youth as interested in working, motivated, and innovative. Employers noted that, with the right enabling environment to gain appropriate skills and experience, youth can contribute productively to both the private and public sectors.

Youth Skills and Private Sector Needs

A representative of ANEJ interviewed for the assessment noted that ANEJ’s programs to date have focused on providing youth with more

One stakeholder noted: *The work-force is not lacking; however, it has certain difficulties; the problem is that the private sector does not have large earnings and cannot afford to hire a lot of people. That is why companies only recruit for internships and small contracts. Other structures, such as large mining companies, are looking for qualified people, but I do not think they find people locally.*

“

There is an increasingly lower quality of recruits because of the declining quality of teaching in the training institutions. So skills are not there from the outset and workers must be trained on site, yet the companies do not have the time nor can they offer the vocational training.

— Private sector stakeholder, Dakar

practical and less theoretical training. The organization's program in Saint- Louis, for example, provides training to 300 youth in agriculture, tourism, and rehabilitation — sectors of importance to the region. The ANEJ representative noted that 70 percent focused on practical training and 30 percent focused on theory. Although the organization is working on several other projects to prepare youth for the labor market, those interviewed for this assessment usually stated that though they know of ANEJ, they had not yet had the opportunity to benefit from the agency's services.

Employers and private sector stakeholders also noted the large disparities between their needs and the skills of youth. Those interviewed outside of Dakar noted that youth did not have all the necessary technical and life skills necessary to gain positions in their firms. Employers in Dakar talked about the youths' lack of technical skills, but also commented greatly on the lack of diverse skill sets, lack of professional skills, and practical skills. They noted that there is no diversification in the profiles of students/ applicants they receive, mainly because youth are all given general training as opposed to specialized training in specific sectors. One private sector representative said, "Schools need to put in place guidance counseling for youth. There is a big phenomenon in education to teach youth to be generalists; due to this there are a small number of jobs available because all the profiles are the same".

Employers admitted hiring more youth from Dakar and places like Thiès, mainly due to the fact that they have difficulty finding qualified local people who have experience. They stated that they would prefer to hire local youth as it would reduce their costs, but their hiring practices are based on operational needs.

2. Informal Sector Employment Opportunities

Overall, job opportunities for youth are much more widely available in the informal sector than the formal sector. As Table 10 indicates, almost half of working youth interviewed were engaged in the informal sector. They noted the primary sub-sectors in which most youth in Senegal were engaged: agriculture, carpentry, gardening, housekeeping, domestic help, husbandry and fishing, masonry, mechanical and small commerce. Youth interviewed said that young women work primarily in housekeeping (especially in cities), gardening, small commerce and agriculture, while young men work in carpentry, masonry, mechanics, fishing, and some gardening. Of the 43 percent of working participants, nine percent of males and six percent of females were self-employed. According to those interviewed, informal sector jobs are acquired through family, friends, neighbors, and word of mouth. In many cases, youth try to start their own businesses. It is easier for youth to enter the informal sector mainly because it is open to all, without burdensome entry requirements.

A study by AFD noted that the informal sector provides significant opportunities for young people, just as much for those who have failed at school as for those who want to set up their own businesses and for whom too much bureaucracy would be prohibitive.⁶⁴ However, due to lack of resources and material, it is difficult for youth to grow their activities. Youth who create their own businesses or projects rarely have the training, financing, or coaching and support necessary to succeed. FGD participants stated that **the number one constraint for young entrepreneurs working in the informal sector is access to finance**. Most youth (and their families) do not have the collateral needed for bank loans.

The GoS has recognized the constraints facing young entrepreneurs. To respond to these needs, the GoS established the *Fond National de*

“

[Soft skills] are necessary; usually [youth] get some of this training in business school – it's clear they get coaching. However, it is our engineers and technicians who do not have this type of training nor do they go to seminars to learn how to fill this gap.

— Private sector stakeholder, Dakar

“

The first problem is the training of young people — they do not learn a skill which would allow them to be properly inserted in society. There is also a lack of financial means; for example we see a young person working in a factory or shop that lacks material. There are also young people in agriculture, but they have no tools.

— Private sector stakeholder, Ziguinchor

“

The state does not cultivate a spirit of ‘taking initiative’ with the youth, yet it has a large responsibility to do so. Starting from primary school, courses should be provided to encourage entrepreneurship.

— Private sector stakeholder, Dakar

“

Those who learn on the job in garages and workshops — they are able to do what is asked of them but they are limited in starting their own shops due to lack of training and resources and are still apprentices.

— FGD participant, Tambacounda

Promotion de la Jeunesse. An interview with FNPJ emphasized the need to provide youth with the appropriate training, financing, material, and support for them to succeed. During its first years of operation, FNPJ provided loans to individuals on an *ad hoc* basis. However, after five years in operation and reduced funding, it modified its strategy to concentrate its efforts to align with larger GoS goals. FNPJ now focuses on the agriculture sector by supporting farms run by youth and youth cooperatives. The organization provides up to 500,000 CFA in loans to youth launching small businesses, and up to 5 million CFA for already-established business owners.

Stakeholders and youth interviewed spoke extensively of the **importance of the agriculture sector**. Public sector interviewees acknowledged it is a key sector for the GoS, which has focused a number of its programs in this area. Private sector interviewees also noted agriculture’s importance in the economy and stated it was a sector that also needed more support, development, and financing to grow. FGD participants, particularly outside Dakar, said they were interested in agriculture although they did not have land, resources, financing, or material to be fully engaged in the sector.

Despite the initiatives noted, youth working as apprentices in the informal sector also need support. Apprentices are able to acquire skills by working closely with their supervisors to learn their trade. However, the youth interviewed felt that those working as apprentices in mechanic shops, for example, are often exploited. Some said there are youth who remain apprentices for three, five, and even up to ten years without advancement. Youth think this is due to the fact that shop owners also do not have the appropriate training, expertise, or resources necessary to sustain their businesses and are therefore ‘obligated’ to retain their apprentices for as long as possible. Poverty also plays a major role in keeping youth in apprenticeships for so long. Though some develop the

necessary skills and clientele, the majority said they lack the support, resources, or competencies needed to start or grow their own businesses.

3. Demand for Employment by Youth

Despite some of the setbacks outlined by the youth and stakeholders interviewed, FGD participants were mostly still optimistic about their future. Their aspirations and expectations were varied, and were especially ambitious in anticipating opportunities for the right training, coaching, and support. Many participants noted that though the salaries of most jobs are low, it is better than not having any money. They also noted that short-term internships are not their preference since they do not often lead to secure positions; however, internships can allow them to get some experience to help them access future opportunities. In each of the regions visited, the strongest sentiment and aspiration expressed was the desire to help their parents/families and improve their lives by getting a decent job. The views expressed by youth demonstrated a strong connection and willing obligation to uphold cultural responsibilities.

FGDs revealed that there were also youth who were knowledgeable and concerned about the realities and problems of their regions. For example, a group of high school students in Tambacounda talked broadly about the health issues in the region, particularly in neighboring villages. Based on the problems identified and a desire to help their region, many of the participants expressed their desire to become nurses, doctors, and firemen. Other jobs cited as aspirations in general were commerce/business, entrepreneur, mechanic, tailor, and teacher.

When asked what types of projects they would like to create to help other youth, FGD participants noted they would create programs primarily in education, job creation/income generation, and financing youth projects.

Skills Needs Expressed by Youth

FGD participants highlighted the need for technical and professional training, coaching, financial and technical support, and more importantly, monitoring and evaluation of their projects and/or businesses. Many of the participants noted there are numerous projects which target youth to start their own business, projects, and participate in various training programs. However, according to the youth interviewed, these programs do not have long-term impacts because there is not enough M&E of programs.

Interviewees also noted that typical entrepreneurship/business training programs do not provide individuals — youth or adults — with the proper resources or marketing skills to launch their activities. Further, these programs and projects do not convene beneficiaries *afterwards* to evaluate if they were successful or not. For the youth interviewed, this is a major problem that needs to be addressed when assisting youth.

Programs, in their view, should have a component which accompanies the youth beneficiary until they are fully able to continue on their own. For example, youth felt that a young person receiving financing to grow their own business should also receive coaching, training in business management, and M&E support. Youth noted that the key skills necessary to sustain an enterprise would be basic accounting and management. Moreover, they felt that professional training which would earn them a certified diploma recognized by the state and employers would properly allow non-entrepreneurs with sufficient skills to gain employment in the formal sector.

Key Conclusions

Both stakeholders and youth noted that employment is a top priority for Senegalese youth. Most importantly, it was noted that:

- Youths' primary concern is gaining good and decent employment.
- The two main constraints youth face in acquiring decent work, cited by youth and stakeholders interviewed, are a lack of jobs and a lack of skills appropriate for the private sector. Youth are very interested in training to acquire the necessary skills; however, both private sector jobs and appropriate skills training opportunities are quite limited outside of Dakar.
- Youth want to work in jobs which are relevant to their regions, such as agriculture. However, they also want to be able to have job options or, in many instances, aspire to own their own businesses.
- Youth outside of Dakar feel marginalized and believe jobs, particularly in their regions, are reserved for people from Dakar or from outside of the country.
- Most often, youth look to the informal sector for employment. The sector offers ease of entry, flexibility, and lower skills requirements to young people looking for work. In addition, the formal sector is currently generating only a fraction of the number of job opportunities demanded every year — making the informal sector the only choice for many youth.

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We need to educate youth, train them so they can present viable projects and also be able to manage their loans. We have too many social problems and without management training, the risk of spending money becomes high. Young entrepreneurs need to start at minimum with training on handling cash and accounting. In the mechanics and furniture shops, even the bosses have no training in management and cannot teach this skill.

— Focus group participant

- Agriculture is the primary sector of activity and most commonly cited choice for youth. Many FGD participants expressed interest in farming, starting agriculture-related businesses, or working on their family farms if they had the right resources, financing, and materials.

SECTION 4: HEALTHY LIFESTYLES AND FORMING FAMILIES

This section first provides an overview of health sector policies, services, and areas of focus as they relate to youth. This is followed by an assessment of the supply of and demand for health services in the regions of focus. Issues discussed include youths' perception of services available to them, access to youth-friendly services, positive and negative health behaviors, and early marriage. For further information, readers are encouraged to refer to **Annex 7**, especially *Section D* (see pp. A44-A48), which contains important summary data and analysis on youth health indicators in Senegal. Per the SOW, these issues are addressed:

SUPPLY-SIDE ISSUES	DEMAND-SIDE ISSUES
<ul style="list-style-type: none"> Provision of youth-friendly health/SRH services Provision of health and SRH education Youth access and barriers to health information and services Areas of unmet need and major gaps Effectiveness of existing policies, strategies, structures, programs, practices 	<ul style="list-style-type: none"> Positive/negative youth health and SRH behaviors Youth demand for/use of health and SRH services Factors influencing decision-making and priority-setting Level of youth health knowledge and awareness Influence of marriage and childbearing on employment and education

A. Overview of GoS Policies and Services Related to Youth Health

The health sector is an essential pillar of the 2006 PRSP II. Its objectives are laid out in the Senegal National Health Development Plan 2009-2018 (PNDS), and include the reduction of maternal and child mortality, increased access to services, the strengthening of the health system and funding mechanisms as key priorities. Senegal has reiterated its commitment to maternal and child health through the PNDS as well as the National Strategic Plan for Child Survival (2007-15).⁶⁵ A National Strategy on Adolescent Health in Senegal was published in 2006. The strategy is a conceptual framework and guide for partner interventions which are considered most suited for adolescents. The objectives are to:

- Improve access for youth in services tailored to their needs;
- Help young people adopt positive behaviors and make appropriate decisions; and
- Create a social, legislative and regulatory environment for health promotion for youth, particularly in reproductive health.⁶⁶

In addition to the Ministry of Health and Prevention (MOHP), other ministries involved in health issues include the Ministry of Youth, Sports and Leisure (MYSL) and Ministry of Family, which has developed an action plan to eradicate Female Genital Cutting (FGC) and revise the health curriculum in secondary schools to raise awareness and change beliefs about the problems associated with FGC.⁶⁷ The MYSL has integrated Adolescent Reproductive Health (ARH) issues into its pre-service training curriculum for schools. ARH has been added to the curricula for primary and secondary school supervisors and to in-service training for school nurses. The Ministries of Education and Justice have also expanded their use of ARH curricula.⁶⁸ In another effort to improve the well-being of youth and improve positive behavior, the MYSL created the National Civic Service program in 1998. Of the program's five main components, one is a health component that prepares young volunteers as peer educators who can provide information on various health matters to other youth around the country.⁶⁹ This initiative is still being implemented.

Senegal has made significant progress in the area of HIV/AIDS. The IMF (2010) notes that the number of AIDS patients receiving treatment increased and that considerable efforts were made in the treatment of HIV-positive pregnant women. Under the National Program to Combat AIDS (PNLS), Senegal aims to maintain the incidence of HIV below three percent.⁷⁰ The Youth Promotion Project (PPJ) created more than a dozen counseling centers for adolescents and screened 249,000 youth (23 percent of all screenings nationwide). However, in light of rising concern that the constellation of practices and commitment by the GoS that earlier halted the spread of the infection are weakening, USAID has

emphasized the need for new measures to work with targeted populations — such as youth — to stem the spread of new infections.⁷¹

Another area where progress has been made is in the proportion of births occurring in health facilities, due to improved quality of services and positive outreach efforts. Yet despite overall positive results in the sector in 2006-07, the IMF found certain indicators to be below established targets in 2008-09:

- Uneven distribution of medical personnel, including midwives and nurses (e.g., Dakar had 69 percent of general practitioners and 79 percent of specialists during 2003-08). Poor/rural areas are most severely affected because they are often difficult to access, and working conditions are less attractive to personnel, particularly specialists. More personnel outside Dakar are unqualified.
- Difficulties in accessing care. Travel times to healthcare facilities are longer for average-income, poor, and indigent population groups than for the well-off, exacerbated by a lack of roads and population dispersion.
- Difficulties in accessing drugs and shortages of vaccines. Vulnerable and poor groups and persons without health coverage had difficulty obtaining and affording drugs.
- Unequal distribution of capital expenditures: health care spending targets cities more than rural areas. Regional and national hospitals and specialized centers receive more funding than local health facilities that are closest to poor populations.⁷²

To alleviate problems associated with access to health services, USAID has developed several health programs, including one in Kolda that addresses maternal and child health and family planning with a training of trainers component to build capacity of health technicians. This program, implemented by IntraHealth, is also designed to increase the capacity of ‘health huts’ to provide sufficient services to the local population. Some of the promising innovations being implemented by IntraHealth relevant to this youth assessment are: (1) mentoring, whereby trained mentors work alongside providers to provide on-the-job training and support in the field; (2) leadership, through a performance-based approach providing feedback to ensure accountability and motivation in the health system; (3) gender, through a community-based approach using dialogue to better integrate gender; and (4) Data Exchange System, using cell phone technology to work with the MOHP to facilitate data collection at the clinic level.⁷³

B. Assessment Findings Regarding Healthy Lifestyles and Forming Families

1. Health and Family Planning Supply

The GoS and its partners are very much aware of the insufficient supply of health facilities, particularly in rural areas, as well as the lack of quality services for youth and the population, as outlined in the 2010 IMF report.⁷⁴ More importantly, the report noted that the effectiveness of existing policies, strategies, structures, programs, and practices was low.⁷⁵ Interviews with

public sector and civil society stakeholders corroborated these findings, as did FGDs. Public sector stakeholders noted gaps in their services primarily due to a lack of budget and human resources. The youth interviewed confirmed these findings and noted that health facilities, hospitals, and clinics lack qualified personnel. Youth noted that urban areas, though still lacking in resources, are more equipped with health facilities in general compared to rural areas.

Given these constraints, youths’ **access to health services** is a major priority for GoS and its partners. In the PRSP II, the GoS notes that for youth and adolescents, priority actions aimed at reducing their vulnerability will be taken in order to protect them from sexually-transmitted diseases (STDs), AIDS, and sexual and reproductive health (SRH) problems through an increase in the number of adolescent centers.⁷⁶ *The Centre de Conseil Adolescent, CCA* or “Centre Ado”, was created under the auspices of the MYSL to provide youth with information and

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I know the Centre Ado. It is comfortable. We [the youth] always have the impression that you are the only sick person and no one can help you. Centre Ado guides you. They have more time for you than hospitals.

— FGD participant, Tambacounda

resources to protect themselves against STDs, HIV/AIDS, and unplanned pregnancies. *Centre Ado* works closely with *Centre Départemental d'Éducation Populaire et Sportive* (CDEPS) — a national agency also under the MYSL which works to train youth in various fields, and to promote citizenship as well as educational and socio-economic advancement for youth. The two organizations are often housed in the same building or compound in some regions – one provides information while the other provides training to peer educators.

Most youth in FGDs spoke very highly of both the *Centre Ado* and CDEPS. A recurring appreciation for the *Centre Ado* voiced by those interviewed included the availability of information on sex and STDs and the openness of staff in sharing information with youth. According to the youth interviewed, this has allowed them to gain a better understanding of health issues such as HIV/AIDS, the consequences of sex, and how to use protection. Although these centers have been of service to those surveyed, both the youth and stakeholders interviewed believe that these centers, particularly those outside of urban areas, are in need of more resources to help more youth. Youth noted that an increase in the number of these centers in rural areas would be good; they also thought the *Centre Ado* should offer treatment. Although CDEPS and *Centre Ado* were the most recognized organizations to provide youth-friendly services, youth interviewed also recognized several NGOs which provide information on HIV/AIDS and STIs (e.g., the Red Cross, *l'Action Éducative en Milieu Ouvert*, and *l'Association Sénégalaise pour le Bien-Être Familial, ASBEF*).

The GoS determined that increasing youths' access to information, especially SRH education, was critical. As a pilot program, the GoS incorporated SRH and rights into the education strategies of five high schools in three regions (Louga, Saint-Louis, Diourbel), into pre-service training curriculum for schools, and into its Master's-level degree in sports education. FGD participants did not acknowledge receiving SRH education information at school. Instead, youth noted receiving very useful information from CDEPS, *Centre Ado*, peer educators, awareness campaigns through local NGOs, and local radio station infomercials.

Youth noted that access to health centers varies across regions. Cities (e.g., Thiès, Dakar, Mbour, Ziguinchor) offer more health facilities than smaller villages, towns, and rural areas. In Thiès, for example, FGD participants noted that although they do not have difficulties in accessing health services, they believe their counterparts in rural areas do. This opinion was also expressed in FGDs in Tambacounda, where participants said that health services for youth outside of the city were not sufficient. Participants noted that health centers need to be increased in rural areas, particularly for pregnant women who at times are obligated to walk for miles before reaching a health facility. Youth who lived outside of large cities and towns — particularly FGD participants from Richard-Toll and Kédougou — noted that access to health services is quite difficult. Stakeholders and FGD participants noted that specialized health services, in particular, are concentrated in the capital.

Although youth said they have some access to health facilities, they see the **quality of services** that are available as the problem. The youth interviewed commented that services are of very limited quality, quite expensive, and do not meet their needs or the needs of their regions. In their opinion, the quality of the personnel is low⁷⁷, and there are not enough doctors, nurses, or qualified technicians in hospitals and centers. Youth also noted that health facility staff at times are not properly paid, may work as volunteers, do not have enough training, and do not receive enough guidance from their superiors. Facilities also lack appropriate treatments and medication to treat common illnesses in their regions and are not always open during the hours posted. The quality of equipment in health centers and hospitals was considered not up to date: youth said that equipment has either

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Access to health care is difficult. A mother can even lose her child on the way before arriving at Richard-Toll health center.

— Focus group participant, St.-Louis

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For example, at the regional hospital they demanded a boy pay 2,000 FRS but he did not have the money and he did not receive treatment. He had a broken arm and his parents were not there so we left it like that until 22h. We need free care.

— Focus group participant, Tambacounda

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For disabled youth, there are not enough services to meet their needs. It is very difficult for young disabled people to find the services they need.

— NGO representative, Dakar

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There is a hospital here that was built by President Diouf few years ago, but it has never been opened. This hospital would help many people in this area, even people from neighboring villages. But here we are more than 10 years later, and it has not yet been opened. They could bring doctors, nurses — even train health professionals.

— Focus group participant, Ziguinchor

deteriorated, is broken, and/or is not properly used by personnel. Moreover, youth cited a severe lack of basic resources in health facilities to treat patients, ranging from alcohol to other basic medical supplies.

With regard to youth-specific services, FGD participants mostly referred to CDEPS and *Centre Ado* and the free services they provide. Youth generally felt that the services offered by *Centre Ado* were welcoming and provided without prejudice. Youth noted that CDEPS's youth-friendly services included openness to providing information and answers on various health issues and the ability for youth to remain anonymous when requesting information. Youth also responded positively to the techniques and approaches utilized by CDEPS in delivering information to youth, including songs, plays, and games. Though these two centers have their own distinct missions, objectives, and services, they work very closely together in providing services to youth. Activities organized by each entity take place in local centers within each region.

Although discussion focused on general health services, there were certain FGDs which highlighted health service needs for specific cohorts of youth. Discussions held with **HIV positive and disabled youth** noted that health services did not meet their needs. One of the main constraints for disabled youth is physical access to all services. Specialized health services for the handicapped are concentrated in Dakar and are limited in the regions.

HIV-affected youth noted that though they are able to access services in the large cities, access to HIV treatment is a serious problem for them. The facilities they rely on for treatment sometimes do not have all the medication in stock. This is a serious constraint to healthy living. A few interviewees noted that they lived in small villages and could

not get treatment locally, due in part to their fear of being exposed and knowing that their local health facilities do not carry HIV treatments unless ordered for patients. Youth also noted that they did not want neighbors or anyone in their towns and villages knowing of their illness for fear of isolation, discrimination, and stigma. For these reasons, they travel to the nearest cities to get medication. However, the medication they need is not always available even in the cities.

It is important to note that the HIV-affected youth stated that though they are ill, they are hopeful for the future: as long as they take their medication religiously and continue to take care of their health issues, they believe they can continue living a productive life. A few expressed aspirations of going into business, learning a new trade, and improving their economic standing.

Based on the interviews conducted with various stakeholders, it is clear that the GoS has endeavored to provide services to diminish negative behaviors by providing services in decentralized centers (*Centre Ado* and CDEPS) and offering information to youth on healthy living. Yet both youth and stakeholders interviewed believed that these services need to be increased, further decentralized outside of the capital, and expanded to break the cycle of poverty, lack of resources and services, and unhealthy behaviors.

Public sector stakeholders agreed that access to services is quite difficult. They also noted that while their centers are designed to provide beneficiaries with access to health services, they are not always able to do so due to budget cuts, lack of qualified personnel, and shortages in personnel. Interviews with CDEPS personnel revealed that they are not able to implement all of their programs due to the cited constraints. For example, the CDEPS in Kédougou had planned to use some of its space for youth to exercise, yet they do not have the space, exercise equipment, or available personnel to supervise youth.

2. Health and Family Planning Demand

Not surprisingly, FGD participants in all regions noted that youth engage in both negative and positive behaviors related to health and family planning. **Negative behavior** was mostly defined as smoking cigarettes and marijuana, drinking alcohol, prostitution, and crime (stealing, aggression), and having unprotected sex. Interviewees drew a distinction between negative behaviors that could be avoided (e.g. smoking, drinking) and unhealthy conditions that are beyond one's control. Malnutrition and unsanitary living quarters were considered to be negative conditions which lead to unhealthy living. **Positive behaviors** cited included participating in sports, maintaining a healthy diet, and practicing safe sex.

It is important to note that youth strongly viewed negative behaviors as symptoms of poverty. According to FGD participants, poverty is a major determinant in how youth behave. For example, they noted that youth who go into prostitution do so because they and their families are very poor. The opinion of many of those interviewed was that this was an easier and quicker way to make money, though not an activity they prefer to do. Youth felt that those who smoke, use drugs, and/or drink alcohol do so in order to escape their problems.

Youths' perception of government and its role in curbing negative behavior is to act as a provider of information and health services and a creator of employment opportunities for youth. Youth interviewed in the five regions noted that the majority of those who engage in negative behavior do not have an alternative activity to keep them busy. Again, poverty is seen as the main culprit and basis for such behavior. Civil society stakeholders also cited the same negative behaviors as FGD participants. In their opinion, however, youth who engage in negative behavior need to be provided with information on healthy living at an early age. They believe this is something the government should emphasize in its work in the health sector.

In terms of youth **accessing services**, FGD participants noted that they mainly do so when they are in need of them. This is usually when they fall sick or have a medical issue that needs attention. Youth noted that in Senegal, there is no culture of visiting a doctor or seeking medical attention unless one is sick. This is because financial resources of families do not allow for 'check-ups'; instead, they seek medical attention only if the situation is dire. However, the youth interviewed throughout the country were keen to have youth friendly services that would meet their needs. This includes information on HIV/AIDS prevention, SRH education, contraception, and how to prevent recurring health issues (e.g., malaria and diarrheal diseases). According to FGD participants, cases where youth do **not** access health services are largely due to embarrassment – particularly when the services needed are related to contraception and other SRH-related issues. Youth also noted that girls who fall pregnant outside of marriage are also embarrassed to access services. In these cases, they might seek unsafe abortion services wherever they could find them.

One of the main barriers to accessing available services cited by youth is cost. They noted that both medicine and services are very expensive, especially in outer regions such as Kédougou and Tambacounda. The youth interviewed noted that with such high levels of poverty in the regions, it is difficult to pay for health services when parents are not even able to provide three meals per day. The high cost of drugs also makes it that much more difficult to treat illness properly and prevent recurrence.

As noted above, youth FGD participants affirmed that **early marriage** is a serious problem. In Tambacounda and Kédougou,

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Smoking, alcoholism, drugs and unprotected sex are negative behaviors of youth.

— Focus group participant, Thiès

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It is because of a lack of resources. As a young adult, you cannot sit back and watch your mother go out, work hard and feed you. So these girls become prostitutes. They take the responsibility to help their families. Your parents should not take something from you that is acquired by evil means, but it is because of poverty so many girls go into prostitution.

— Focus group participant, Ziguinchor

youth said that early marriage is very prevalent, particularly in rural areas and for certain ethnicities such as the Peuhl. In St.-Louis and Thiès, both early marriage and **early pregnancy** were cited as major issues for young women. Youth in each of the regions stressed, again, how poverty in many cases plays a major factor in early marriage. Cultural and social norms were cited as major factors as well.

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Marriage and school do not go together. Here, it is not possible.

— FGD participant, Tambacounda

According to youth interviewed, many families cannot afford to send their children to school. Boys are usually given preferential treatment, leaving the girls to stay home. Those that do not advance in their education are married off early. Young girls entering marriage early, according to FGD participants, are not able to return to school due to new responsibilities at home including childcare. Some married FGD participants did not express frustration, while others noted that early marriage greatly delays young women from realizing their hopes and dreams.

A study by the International Center for Research on Women (ICRW) underscored this reality for young girls and found that early childbearing and marriage tend to preclude further education and reinforce poverty.⁷⁸ The study found that a girl from the poorest household in Senegal is more than four times as likely to marry before age 18 as a girl in the richest household.⁷⁹ The consequences of this reality include more young women having children early, less girls in school, and slowed progress towards gender equity.

Key Conclusions

- **Access to health services is a major concern for youth.** The *Centre Ado* and CDEPS were identified as the most youth-friendly service providers for youth, although they do not provide treatment facilities.
- Anonymity is very important for youth, particularly with regard to receiving information on SRH issues. For this reason, the *Centre Ado* and CDEPS have proven to be great resources for youth and their value is highly appreciated.
- Youth noted that access to health services which offer treatment are quite limited in the regions outside of Dakar. Richard-Toll, Kédougou, and Tambacounda and surrounding villages/towns have limited health facilities and services.
- For youth at risk, physical access to services is a major constraint as is accessing treatment for illnesses (i.e., ARV for HIV-affected youth), especially outside of large cities and towns.
- Youth noted that most treatment facilities are concentrated in Dakar while the regions lack qualified personnel. Youth also noted that the services provided by local health facilities are not adequate in meeting their needs for treatment, medication, and information on health issues.

SECTION 5: CITIZENSHIP AND ENGAGEMENT

Following an overview of government policies to promote youth participation and peace in the country, section 5 presents the views of youth in different regions on central and local government, political processes, youth participation in civil society, and how they relate to their communities and to the country as a whole. Section B4 highlights the conflict in Casamance, government efforts to resolve the crisis, and how youth, the private sector, and other stakeholders view the future of the region. Per the YouthMap SOW, this section addresses the following issues:

SUPPLY-SIDE	DEMAND-SIDE
<ul style="list-style-type: none"> • Existence of GOS and non-State institutions, structures, policies to address youth engagement and participation • Existence of GOS and CSO interventions promoting peace, stability, and development in the Casamance Region • Existence of civic organizations accessible to youth 	<ul style="list-style-type: none"> • Governance-related concerns of youth • Level of engagement and integration of youth in society • Sources of marginalization and disaffection, drivers of criminal activity and violence, potential for youths' destructive behavior • Motivation for and levels of youth civic participation, civic knowledge, community service • Role of youth in upcoming elections • Concerns of youth related to conflict in the Casamance

A. Citizenship and Engagement in Senegal: Overview of Key Policies and Initiatives

1. Overview of Government Policies

The 2006 PRSP II includes the promotion of good governance and the rule of law as part of Senegal's pro-growth and poverty reduction priorities. The PRSP refers to the Government's strategy, set out in the National Good Governance Program (PNBG), which is intended to promote the rule of law in a democratic society, as well as efficiency and transparency in economic and social management. The PRSP notes that the GoS intends to instill in the minds of every citizen the values and virtues of democratic society, the virtues of peace and stability, and the value of an environment conducive to production and to transparent management practices in the public and private sectors.⁸⁰

In an effort to promote good governance practices, the GoS began decentralizing government services in 1996, giving local governments more power and autonomy in managing local development. The 1996 reform prioritized the promotion of good governance – fostering local democracy, ensuring free administration by local authorities, and promoting local development.⁸¹ In theory, decentralization efforts are designed to increase the local population's participation in decision making at the local level. However, this is not always the case in Senegal, as national and party politics still play a major role in local development. This has served to undermine local participation.⁸²

The MYSL oversees several youth-related programs focused on increasing youths' civic participation. One of its main programs is the National Civic Service program, established in 1998, which aims to train citizens “dedicated to republican values who have a high level of civic-mindedness, a sense of responsibility, and are engaged in the work of national construction.”⁸³ Participants must be young men and women willing to work in the program for two years, during which time the government provides them with a monthly stipend and medical reimbursement.⁸⁴ The goals of the National Civic Service program include:

- Combating youth unemployment;
- Bridging the gap in human resource deficits in targeted sectors;
- Improving living conditions among youth;
- Enabling youth to perform work of importance to the community; and
- Improving civic-mindedness among youth through civic and professional training.

In the program's first decade, the GoS positioned nearly 4,000 youth volunteers throughout the country to work with government ministries, health centers, schools, and national NGOs in a variety of initiatives, which included: urban management support; socio-educational youth work support; sanitation and environmental support; literacy support; community health support; agricultural support; and civil protection support.⁸⁵ The National Civic Service's future plans include creating a body of volunteers for fisheries and environmental projects.⁸⁶

The GoS also initiated *Vacances Citoyennes* in 2000. This initiative was created by the current administration to provide youth with training and education in citizenship. The goals of the summer camp are to:

- Promote and strengthen citizenship and civic responsibility among youth through action and training;
- Increase and support youth engagement for nation-building;
- Strengthen national solidarity and adherence to the founding values of the nation;
- Stimulate communication between youth and other segments of Senegalese society;
- Promote volunteerism among youth;
- Create opportunities for economic integration and fight against the marginalization of youth.⁸⁷

The GoS is also in the process of incorporating a Youth Parliament into the National Assembly. Working closely with the *Organisation Internationale de la Francophonie* and UNESCO, the Youth Parliament is designed to give youth a voice in public decision making. In July 2010, the president of the Senegalese National Assembly called for a Youth Parliament to be set up by the end of the year.⁸⁸ At the time of this study, the Youth Parliament had not yet been integrated in the National Assembly.

2. Overview of Other Key Initiatives in the Sector

Other key initiatives related to governance and civic participation include a USAID Decentralization, Governance and Transparency program (2009-11) designed to promote better integrated and more effective governance of public and local affairs through greater citizen control. Its objectives include: (i) developing national integrity systems so that the GoS, civil society and the private sector can work to eradicate corruption; (ii) gathering information to facilitate actions on behalf of under-represented populations, including the poor, women, youth; and (iii) supporting decentralization by promoting good local governance to ensure transparency, accountability, and integrity within local communities, with the aim of making elected officials and local governments accountable and giving citizens a say on local governance issues.

Component 2 of the USAID program — *Organizing the contribution of non-government actors to the co-development of public policies* — supports baseline studies, censuses and surveys, targeted evaluations, and other data collection activities in various socio-economic sectors so that stakeholders can take concerted action. Initiatives that strengthen the position of poor populations, including women and youth, will be recognized and taken into consideration in the development of public policy strategies and relations between the GoS and society.⁸⁹

B. Assessment Findings Regarding Citizenship and Engagement

Profile of Youth Participating in Focus Groups

- **85% of youth over the age of 18 would like to register to vote**
- 64% of young men participate in civic activities
- 43% of young women participate in civic activities
- 68% of those ages 25-30 participate in civic activities

Of those who do not participate in civic activities:

- 42% say it's because they don't have "enough time"
- 22% say they are not interested in participating
- 19% say there are "no opportunities" to participate

1. Supply-Side Issues

A large number of civil society organizations (CSOs) are active in all regions of the country. These organizations include religious groups, political parties, community or neighborhood associations, and youth associations. It is clear that the GoS supports and promotes these activities. Among the most widespread groups catering to youth are the holiday activities associations, which have grown from organizing short-term sports and cultural activities to year-long youth groups. These activities are organized and promoted by the GoS through the MYSL, which provides funding for these activities. Outside of holiday months, these and other youth and community groups organize activities such as neighborhood clean-ups or awareness campaigns around health issues.

Regional youth inspectors and CDEPS at the department level showed strong commitment to working with youth in reaching the larger population. In parallel, youth often felt the local authorities helped in supporting their civic organizations. However, when discussing specific national programs such as FNPI or other health and education services, youth often expressed the perception that they had not experienced such programs first-hand, nor had an opportunity to benefit from them. One respondent commented: *"The government? If they do bring services to youth here, we don't see them."*

While political parties recognize the importance of youth, there seem to be few efforts to reach out to youth outside of election periods. Youth rarely reported being involved or interested in politics other than when recruited to work for a particular campaign. Even though national elections are scheduled in the next year, youth FGD participants said that politicians had not yet started dialogues with communities or youth. Although the GoS was in the process of installing a Youth Parliament to encourage participation in the political process, there were no mentions of this parliament by youth participating in FGDs.

The non-governmental sector has identified youth as a priority. Most NGOs interviewed expressed interest in working with youth and had usually developed programs specifically targeting youth. While this may not be surprising given the large number of youth in the country, it does show awareness of the challenges young Senegalese face. Other NGOs have made increased participation in civil society their objective. For example, one organization in Kédougou has been active in increasing the voice of communities — not youth in particular — through increasing access to information.

2. Demand-Side Issues

Overall, youth interviewed showed great interest in participating in community groups, and most reported being involved in at least one group. Through participating in community groups, youth expressed a feeling of belonging to their community and sharing common experiences. Youth explained that one of the main reasons for joining community groups is to have something to do other than being at home, school, work, or job hunting. Youth said that they engage in activities in which their friends are also involved. Camaraderie is a very important element for Senegalese youth, as

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In Senegal, when you are in an organization, it is rewarding and motivating.

— FGD participant in Dakar

It is important to participate in the development of [our] region — that is what matters.

— FGD participant in Kédougou

“

We don't participate in politics, even if we do vote. They promise a lot, but don't do much. Politicians and us, it's like a car that broke down. The politician driver asks the people for a push, and when the car starts, he waves his hand and goes, while we, the people, stay here.

I've lost hope; there are too many broken promises.

I'll never vote because they are all the same. They make promises to us all day long, but no action. We are tired of politicians in Senegal.

— Youth interviewed in Saint-Louis

are social, religious, and personal connections and satisfaction. This is why religious brotherhoods, or *dahiras*,⁹⁰ have gained popularity among youth in the last decade. The Mouride, Layenne, and Tidjanyya brotherhoods, among others, have served as an outlet for many youth and provided a sense of community and spiritual enlightenment and satisfaction. The GoS has recognized the influence held by these groups and engaged with Muslim brotherhoods to expand its reach. Youth acknowledged being part of various brotherhoods; they viewed their participation in these groups as based on personal choice rather than community obligation.

Aside from religious groups and brotherhoods, youth reported being engaged in student associations, sports associations, cultural groups, the Red Cross, and a range of local NGOs. Youth groups were engaged in fighting poverty, in trade, sports and cultural activities, and in promotion of civic education. Youth interviewed expressed a great **sense of belonging to their community**. In urban areas, youth were often members of their local neighborhood associations as well as associations of 'expatriates' from their home districts.

In contrast, youth from more remote regions – Kédougou, Tambacounda, Richard Toll, and Ziguinchor – expressed in different ways that they were **not** part of Senegal. Again, it is important to note the clear distinction made by youth between *community* and *country*. Although youth outside Dakar were clear on their sense of not being part of the country as a whole, they emphasized their desire to improve their communities and regions. Among those who did not actively participate were students who felt they did not have enough time; some also cited a lack of services and opportunities.

The only part of civil society youth usually rejected was *politics*. When asked about their political involvement, many expressed the sentiments that “politics is dirty” and they were not interested, or that being involved in politics was a way to improve their lot, through financial remuneration or networking. Overall, youth seemed to share the conviction that only the politically-connected get ahead and/or find jobs. Youth overwhelmingly felt that politicians have made and broken too many promises to deserve their trust.

Youth involved in politics were usually active during political campaigns. The majority of respondents said they had a personal interest in participating. One expression often heard in discussion, particularly in the south, was: “**Either you participate in politics, or you will endure politics.**” (“*La politique, soit on s'implique, soit on la subit.*”) Some of the perceived benefits were material, as youth are often paid to participate in campaigns. Respondents explained that politicians pay youth to draw up lists of people living in certain neighborhoods with their identity card numbers. One teacher explained that he was able to lobby for some of his acquaintances to get hired. These findings appear

to be in line with some of the findings of the 2007 USAID-supported corruption assessment in Senegal, which found that people are willing to tolerate grand corruption as long as they feel that political leaders are generous in sharing the fruits.⁹¹

A common theme voiced by FGD respondents was a feeling of marginalization in the political realm:

- “Politicians do not heed our voice.” (Thiès)
- “We are not involved. We feel marginalized, especially those who are not political militants.” (St.-Louis)
- “One needs connections to get assistance or any favors from city officials.” (St.-Louis)
- “Youth related to those in power... don’t have obstacles to succeed. The field is prepared for their success.” (Thiès)

One particular FGD of inactive young men in Kédougou revealed that a number of them were involved in the December 2008 riots.⁹² Participants stated that the riots were primarily due to a lack of employment and a feeling of being left behind compared to other regions in the country. They noted that the riots partly stemmed from the government’s lack of response to previous pleas from youth requesting meetings, more training facilities, and greater opportunities in the region. They also reflected youths’ frustration with the GoS allowing mining companies to hire employees from other regions and countries and frustration at being passed over for jobs which they felt the youth of Kédougou should be offered rather than others.

Despite their lack of trust in politicians, most youth indicated their intention to vote. Nearly 80 percent of those interviewed (85 percent of youth over age 18) said they intend to register to vote in upcoming elections, although it was not clear that most of them understood the registration process. Many youth expressed interest in voting and having their voices heard. Recurring comments included: “Not voting is giving power to a small majority, excluding yourself from civil service, and accepting the current system,” and “**I will vote to make my voice heard.**” Participants were also well-aware of the power Senegalese youth may have in the upcoming election. They noted that they should **not** be forgotten — as a large number of youth are of voting age and plan to exercise this right.

One youth employed in the formal sector explained that though he was not interested in politics, he wanted to vote since he now pays taxes. Another talked about voting as his civic duty, showing a sense of belonging to the country. In other cases, youth wanted to get involved in politics to improve the conditions of their neighborhood or village, seeing a collective benefit to political engagement. One employed youth wanted to raise awareness about deforestation in the Casamance.

It should be noted that one of the key findings in the recent voter registry audit is that there are an estimated 1,130,000 new eligible voters for the upcoming elections who are now at least 18 years old; however, **most of these new potential voters neither have a national identity card nor are registered to vote.** This key group represents nearly one-quarter of total potential eligible voters, who could, if they cast their ballots, have a significant impact on election results.

3. Casamance and the Promotion of Peace

“What we regret is the lack of will. Listening is not seen as important. There is nobody able to dialogue with the MFDC fighters. It’s been 30 years with no war and no peace. Negotiations need to take place not only in Senegal, but also in the Gambia and Guinea Bissau.”

— NGO representative in Ziguinchor

The GoS steers the political peace process in the Casamance region. Recent clashes between the Senegalese army and members of the separatist Movement of Democratic Forces in the Casamance (MFDC) have caused new displacements since 2009 and hindered sustainable solutions for long-term internally displaced people (IDPs). In 2010, the total number of IDPs in Casamance ranged from an estimated 10,000 to 40,000.⁹³ The goals of the PRSP-II include promoting the repatriation and reintegration of IDPs. The implementation of the reconstruction program for Casamance is prioritized in the PRSP through the creation of an emergency program (*Agence Nationale de Relance des Activités en Casamance, ANRAC*).⁹⁴

The Internal Displacement Monitoring Centre notes that GoS support to IDPs has mainly come through the Economic and Social Activities Recovery Program (PRAESC), launched in June 2001 with the support of donors and humanitarian agencies. The PRAESC consists of demining operations, demobilization of combatants, reconstruction and community development linked to reintegration, and longer-term sustainable development activities. It is intended to support the peace process and promote social cohesion within a broader strategy directed towards the attainment of the MDGs.⁹⁵

PGP's Strategic Focus on Youth:

1. The Transparency and Accountability component ensures the involvement of youth and youth associations in sensitization and advocacy campaigns focused on transparency, accountability, and the fight against corruption.
2. Fiscal Decentralization and Local Governance includes youth organizations in governance assessments and action plans at the local level. Youth associations and young elected officials will participate in assessment, training, and monitoring activities.
3. Electoral Process proposes leadership training for youth in political parties, engages youth facilitators and youth organizations in civic education, and supports a national campaign to encourage youth to register for voter identification cards.
4. Dialogue for Stability in Casamance will identify youth-focused organizations and ensure their participation in the development of social dialogue to reduce conflict and promote stability, as well as in the implementation of the regional action plan for dialogue and stability.

USAID/Senegal has supported a number of democracy and governance initiatives in the Casamance region. These include a **Peace and Governance Program** (PGP, 2010-14) aimed at enhancing democracy, good governance, and national reconciliation, and the **Casamance Peace Education Project** (2006-11) aimed at supporting the peace process by encouraging individuals and groups to promote peace through dialogue.⁹⁶ Expected results include advancing the peace process in the Casamance; improving the living conditions of those affected by the conflict; encouraging more effective participation by key actors in the peace process; and developing a strategy for improved management of long-lasting peace implemented by the GoS and MFDC.⁹⁷

Given the importance of empowering active, positively engaged citizens, PGP seeks to maximize youth participation in its four components (see text box) to strengthen their participation in governance-decision making, transparency and accountability, civic engagement, and social dialogue for stability in conflict-affected regions. PGP also encourages relevant government institutions and CSOs to place special emphasis on the inclusion of youth and youth associations in the context of activities such as training to promote and strengthen their social, civic, and political participation and leadership. PGP will achieve this through activities directly implemented by the program as well as through its grant program supporting youth-focused organizations. The program aims to provide 20 percent of grants to youth-focused activities. PGP expects to have a significant impact on increasing youth participation in governance, civic engagement, and social dialogue.

USAID also conducted the "Support to Casamance Peace Process" project until 2009. Objectives included: increasing the capacity of key stakeholders (the GoS, MFDC, and civil society) to successfully carry out a peace process; facilitating the effective participation of civil society in the peace process; and assisting the GoS and MFDC to overcome obstacles to peace negotiations. The program featured a variety of tools to advance the peace process, which included facilitated dialogues, training workshops, and technical assistance. The project ended at the time of renewed conflict between the MFDC and GoS. USAID concluded that the next step should be to renew the GoS's interest in participating in the project's training, noting that the renewed conflict may have given new impetus to changing its approach, and a readiness to benefit from specialists' expertise in conflict analysis, mediation, and negotiations.⁹⁸

Other interventions include a GTZ99 program to Promote Economic and Social Development and Peace in Casamance. In terms of results, GTZ notes that despite occasional political setbacks, the growing number of peace initiatives on the part of the population has secured some stability, and the mechanisms implemented for dealing with conflict have in many cases prevented the escalation of violence. GTZ also points out that of the more than 50,000 refugees and displaced persons, over 60 percent have since returned.¹⁰⁰ Finally, UNICEF introduced

the *Jokko Initiative*¹⁰¹ in collaboration with *Tostan* (a West African NGO that implements human rights-based Community Empowerment Programs), which seeks to amplify the voice and influence of youth and marginalized groups in the community's decision-making process.¹⁰² UNICEF also promotes youth voices through support for development of the Youth Parliament and local community radio shows run by adolescents.¹⁰³

The prevailing feeling in Casamance, both with youth and stakeholders, was that the peace negotiations were not making progress.

Respondents wondered whether there was the necessary political will to bring peace, often referring to the profits from the drug trade as evidence of high-level conniving. The private sector especially deplored the situation as it creates obstacles for investment and increases the cost of doing business. Youth noted that factories and hotels had closed, leading to fewer employment opportunities. Despite the challenges in education and employment in the region, youth often prioritized the need for peace over other issues — strongly believing that peace will lead to a better situation overall.

Key Conclusions

Despite the popular belief that youth are not interested in civil society and community service, citizenship is very important to youth in Senegal. However, youth noted that their activities **do not** include working with politicians or members of political parties, who are considered untrustworthy. Youth reported that they are often manipulated or used by political parties, especially around election campaigns. Other key findings on youth citizenship and engagement included the following:

- Despite distrust of politicians, the majority of FGD participants planned to vote in the next elections.
- Youth distinguished the need to develop their towns and regions as more important to them than development at the national level. Although many declared their pride in being Senegalese, most youth considered contributing to the development of their communities and regions most important.
- The majority of focus group participants were engaged in some form of civic engagement ranging from community, sports, social, cultural and religious groups, to volunteerism, to school clubs.
- Youth said that they join groups in order to have something to do, aside from being at home, in school, or (in some instances) working. These activities provide an outlet through which youth can connect with their peers.
- According to youth interviewed, the PRSP goals of promoting values of democratic society in all citizens have yet to be realized. A common theme expressed was that government is not making efforts to engage youth but instead *to discourage* youth from participating in the political process. Events taking place in recent years, such as the Kédougou riots, are a testament to the risk of future explosions of violence. As FGDs took place during the events unfolding in Tunisia and Egypt, there were occasional references to possible uprisings that could happen in Senegal in the future.

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If they truly wanted peace, they would have achieved it a long time ago. But I would claim loud and clear that the government does not want peace. The authorities are getting rich off international assistance, and in the advent of peace, there will be no more aid. A question begs to be asked whether the people charged with working on peace are really working to achieve it.

We need peace to go about our business. Over here, our main activity is agriculture. There is certainly need for material support, but we need peace first and foremost.

— Focus group participants, Ziguinchor

SECTION 6: YOUTH AT RISK

This section provides an overview of current government policies and initiatives focused on youth at risk in Senegal, as well as a discussion of risk factors and characteristics of youth cohorts at risk. Assessment findings on services available to youth at risk and youths’ views on their needs and priorities are presented. Per the YouthMap SOW, the following issues are addressed:

SUPPLY-SIDE	DEMAND-SIDE
<ul style="list-style-type: none"> • Effective approaches and programs to addressing needs of youth at risk • Existing GoS structures, policies and programs to support youth and their effectiveness/lessons • Existing donor/NGO/CBO youth activities and their effectiveness/ lessons • Interventions targeting youth victimized by trafficking 	<ul style="list-style-type: none"> • Priorities, ambitions and frustrations of youth • Characteristics of different at risk cohorts (including out-of-school youth, youth engaged in trafficking), contributing factors that put them at risk • Needs of youth in post/current conflict areas and those dealing with trauma

A. Summary of GoS Policies, Priorities, and Activities Related to Youth at Risk

In the Senegalese context, many people associate the term ‘youth at risk’ with adolescents living in poor neighborhoods in the suburbs (*banlieue*) or youth living in rural areas who come from extremely poor families. The Ministry of Justice representative interviewed identified youth at risk as “young people in moral or physical danger and young people in conflict with the law.”¹⁰⁴ More specifically, the government’s profile of youth at risk includes the following categories of people under age 18:

- Young people in homes where there is conflict;
- Child beggars or victims of economic exploitation, such as:
 - Children whose parents send them out to beg, work in the market, or in others’ households;
 - Child fishermen;¹⁰⁵
 - Children who have been made to leave school to work in the fields;
- Street children;
- School dropouts;
- Children/youth who are in conflict with the law;
- Young girls who are victims of rape.

In response, the GoS has put several mechanisms in place to support youth at risk. The Ministry of Justice supervises and provides public services through the Department of Correctional Education and Social Protection (DESPS). DESPS is a judicial protection service with educational and social responsibilities “for all matters relevant to the protection, rehabilitation, and reintegration of children and young people (0 to 21 years old)” who are considered to be at risk. Its mandate includes: participating in activities concerning the protection of youth; organizing and implementing programs related to prevention and social and familial rehabilitation of children, youth, and families; and monitoring the work of private associations which provide similar services.¹⁰⁶ In 2007, the GoS established a coordinating body of ministries, civil society, religious groups, and donors to help address the problem of street children, including *talibés*; this Partnership for the Withdrawal and Reinsertion of Street Children (PARRER) focuses on prevention and social mobilization to support street children and disadvantaged youth.¹⁰⁷

Youth in conflict with the law are another at-risk group targeted by the GoS. The PRSP II notes that individuals who are arrested are mostly young, with justice statistics indicating a crime rate of about two percent, a rapid increase in offenses, and

a heavy presence of youth among the prison population.¹⁰⁸ With regard to prison and detention center conditions, the U.S. Department of State found in 2009 that prisoner separation regulations were not always enforced, pretrial detainees were occasionally held with convicted prisoners, juveniles were occasionally held with adults, and prisoners suffered sexual assault.¹⁰⁹

Human trafficking — particularly of children — has also become a serious problem.¹¹⁰ According to the U.S. State Department:

Senegal is a source, transit, and destination country for children and women subjected to trafficking in persons, specifically forced labor, forced begging, and commercial sexual exploitation. There are no reliable statistics for the total extent of human trafficking in Senegal. UNICEF estimates that 100,000 children, most of whom are talibés, are forced to beg, and that in Dakar alone there are 8,000 of these children begging in the streets. In addition, Senegalese boys and girls are subjected to involuntary domestic servitude, forced labor in gold mines, and commercial sexual exploitation. Trafficking within the country is more prevalent than transnational trafficking, though children from neighboring countries have been found in forced begging and other forms of forced labor in Senegal.... The GoS does not fully comply with the minimum standards for the elimination of human trafficking; however, it is making significant efforts to do so, despite limited resources. The government continued its strong commitment to provide shelter, rehabilitation, and reintegration services to talibé boys. Despite these overall significant efforts, however, the government has not sufficiently addressed other forms of human trafficking through law enforcement action, victim care, or raising public awareness.¹¹¹

The State Department also noted that young girls were trafficked from villages in the Diourbel, Fatick, Kaolack, Thiès, and Ziguinchor regions to urban centers to work as underage domestics. Both young girls and boys were involved in prostitution, particularly to support their families.¹¹²

To respond to human trafficking issues, the GoS created an interagency group through the Ministry of Justice which includes representatives from the Human Rights Commission; the Ministry of Family; the Ministry of Interior; and a presidential adviser on childhood. Since 2003, the Ministry of Family has operated the Ginddi Center in Dakar to provide child trafficking victims nutritional, medical, and other assistance. The Center also serves children from the Gambia, Mali, Guinea-Bissau, and Guinea prior to their repatriation.¹¹³

Although the GoS has implemented a number of programs, policies, and initiatives to target youth at risk, there are still gaps in service and protection of this group. A Human Rights Watch (HRW) study notes that the GoS has failed in its responsibility to protect the tens of thousands of *talibés*, for example, who often live in complete deprivation and experience brutal physical and psychological abuse at the hands of *marabouts* (persons with whom children/youth reside until they finish their Quranic studies).¹¹⁴ The study explains that *talibés* in urban residential *daaras* generally originate from some of the poorest, rural regions of Senegal and Guinea-Bissau and move in search of better educational opportunities.¹¹⁵

Senegalese youth are also particularly vulnerable to alcohol and drugs, particularly *guinze*.¹¹⁶ HRW notes that of the more than 15 youth living on the street at one site near downtown Dakar, every youth but one was found to be visibly on *guinze* — inhaling the industrial thinner to get high. Those who take this drug often become violent, fighting each other with broken bottles and often causing severe injuries.¹¹⁷ In the PRSP II, the GoS aimed to combat drug and tobacco use through programs to care for young drug addicts and provide employment training for youth.¹¹⁸

While policies and laws concerning youth at risk are handled through the Ministry of Justice due to the sensitive and complicated legal issues related to this group, the GoS has also made provisions under the MYSL to target at risk youth. These programs — including ANEJ, FNPJ, CDEPS, and *Centre Ado* — each target youth at risk to provide programs, information, services, and opportunities such as loans and training.

B. Assessment Findings Regarding Youth at Risk

1. Profile of Youth at Risk in Senegal

Youth cohorts at risk who were interviewed for this assessment include:

- Out-of-school youth and street children who have fled the *daaras* ill-equipped to pursue either further studies or income-generating activities, and find themselves in shelters and non-formal schools that offer classes, shelter, and food;
- School dropouts who have fallen through the cracks of the education pipeline and find themselves with few options to continue their education (13-18 years), including those who never learned to read/write;
- *Talibés* (mainly young boys who spend the majority of the day begging for their own survival and that of the maintenance of their Quranic teachers);
- Youth affected by conflict in the Casamance region;
- Youth in conflict with the law;
- Disabled youth;
- Teenage mothers and youth engaged in prostitution;
- Youth affected by HIV/AIDS.

Key informants said most youth growing up in Senegal are ‘at risk’ in some sense. Many young people live in precarious situations with their future in jeopardy. Civil society stakeholders noted several factors putting young Senegalese under more stress than ever before: deterioration of living conditions; insecurity in some regions; an erosion of values; and a questioning of societal roles. One sign of this in recent years is an increase in illegal migration, with youth taking small make-shift boats to the Canary Islands and Europe. FGD participants noted that such actions are a last resort for desperate youth who leave the country in search of work and a means to support their families.

Interviewees noted that youth struggle in trying to cope with the stresses of life, i.e. having to look after themselves and hope for a better future. Mostly from single-parent homes or broken families, they are often left to their own devices and are more likely to find relief in activities such as drugs and alcohol. They are also more prone to be involved in violent and/or criminal activities or sexual promiscuity at an early age. FGD participants said these types of behaviors are mainly used as an escape from everyday problems. Youth also felt trapped in a marginal way of life — excluded from the community, deprived of their

rights to access basic health care, education and training, and decent employment — and said they feel they live deprived of their rights as citizens.

Based on the assessment interviews, two broad categories of ‘youth at risk’ were identified: young people on the street and young people at home.

Young People on the Street

“Youth in the streets — they are thrown away.”

— *NGO representative in Dakar*

According to those interviewed, youth on the street are the most vulnerable because they do not have access to education or training, basic health services, or a decent job. They are subjected to economic exploitation, physical violence, sexual abuse, exposure to petty delinquency and criminality, and involvement in the worst forms of work. They also live outside of their communities and are not considered to be citizens. Youth who have not attended or have dropped out of school try to earn a living by:

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I think that where there is war, that forces young people to go and do things. Some-times you see young people who commit crimes and you say that they are rebels. They have nothing to do, nothing to eat, so they take people’s things. If you find a young person who sells drugs and you ask him the question he will tell you that he has no trade and that he’s looking for money.

— *Focus group participant, Ziguinchor*

- **Precarious or improper work:** This can include apprenticeships (mechanics, carpenters, artisans, etc.), and street vending (scalpers, car washers, shoeshine boys, among which there are many former *talibés*).
- **Begging:** The disabled, *talibés*, and those from very poor families (orphans, children of beggars, from villages of resettled lepers, from suburbs, from broken families, etc.) often fall within this category.
- **Illegal means:** This includes prostitution (for youth under age 18), drug dealers, human traffickers, ‘*Guinz-men*’ (addicts) who steal to survive, and ‘*Fakh-men*’ who live on the street, often use drugs, and are excluded from society. These are often adolescents who have fled their family home or Koranic school (e.g., due to their parents’ extreme poverty; physical or psychological mistreatment by their tutor; armed conflict).

Talibés are one cohort that both stakeholders and FGD participants identified as youth very much at risk. Despite efforts made by NGOs and government agencies to resolve the problem of *talibés*, this social phenomenon continues and may even increase according to certain humanitarian organizations such as Samu Social Sénégal, based in Dakar.

NGOs interviewed (particularly in Saint-Louis, Dakar, and Mbour) noted that nearly all of these youth are very susceptible to drug abuse given the daily problems linked to life on the streets. These youth face many types of stress, including malnutrition, violence from their peers, lack of hygienic living conditions, and uncertainty linked to the precariousness of their social status.

Young People at Home

Young people at home are a silent group. According to the stakeholders interviewed, these youth are very often frustrated and feel “voiceless,” making it difficult to reach out to them. They include:

- ***Mbin-daan*¹¹⁹ or young domestic workers.** These are youth from very poor rural areas, forced to work to look after themselves and to support their parents (who stay in the village without income). They are sometimes exposed to abuse and can work more than 10 hours per day without a break and without health insurance. They often carry out extremely hard tasks and accept their situation of exclusion from the community.
- **School dropouts.** Without prospects to succeed in life, lacking qualifications, and without resources/opportunities to do business or emigrate, young school dropouts are “waiting for a miracle,” as stated by one unemployed youth from Richard-Toll. Inactivity exposes this group of youth to risks of various forms of deviant behavior, as noted by key informants. They make up a large proportion of young people in Senegal.
- **The displaced and victims of the Casamance crisis.** These youth are primarily found in urban areas after fleeing their villages due to conflict. For decades now, young people have experienced instability in their villages and schooling, and constantly fear falling victim to violence and mines. A number of internally displaced youth find refuge with family in other villages and towns. Conflict-affected youth in the Casamance noted that those who did not have families in other cities and towns sought

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There are children who are in workshops (i.e., mechanics, carpentry); but their place should be at school, not in a workshop. They are given work which is beyond their physical and moral strength. For example, conversations of 25-year-olds in a workshop should not be listened to by a child.

Today we notice too many young girls dropping out of school; they are also involved in illegal prostitution to earn a living.

— Focus group participants

“

Young people who are in the bush [in the rebellion] are the most vulnerable. They must be reintegrated. There is no other organization working on this. Then there are those who have left school and are looking for work or a second chance and have not found it.

— Civil society stakeholder, Ziguinchor

refuge with employers and/or shared apartments with family or other youth from the same or neighboring villages. These youth suffer from trauma due to being separated from their families and witnessing violence, making them even more vulnerable.

Of the groups described above, *talibés*, youth from conflict zones, girls, and the disabled were viewed as being passive victims who do not have control of their circumstances and do not or cannot take responsibility for their situations.

2. Supply-Side Issues

“By reaching out to vulnerable families, we reach out to vulnerable children. Revenue-generating activities are made available to families so they keep their children at home and avoid starting domestic work or begging. In return for the financial assistance we provide them, the family must look after a ‘talibé’ and keep their children at school. Unfortunately, there are thousands of young people in Senegal today who are at risk. They can be in armed gangs, take drugs, run away from home, drop out of school, be addicted to drugs and alcohol, or get into trouble with the police.”

— *Public sector stakeholder, Saint-Louis*

The following are government-run entities under the Ministry of Justice which provide services to youth at risk:

- **AEMO (Services Educational Action — Open Setting).** AEMO Services are based in each regional court and departmental courts. AEMO Services ensure the reception, observation, re-education, and mediation of minors (under age 18) and youth (ages 18-21).
- **Centres for Adaptation (CAS).** CAS are reform schools which welcome minors placed by the court after time in prison, or in foster care at a centre de sauvegarde, a centre polyvalent or an AEMO service. CAS provides for re-education of minors by using a set of psycho-educational techniques.
- **Centres de Sauvegarde (protection).** These centers look after minors as part of wider prevention measures or in response to a court judgment regarding minors in trouble with the law or in moral danger. Children placed in these organizations stay there as ‘half-boarders.’
- **Centres Polyvalents.** These multi-disciplinary centers are a combination of CAS, Centres de Sauvegarde, and AEMO services. They take on minors either as part of wider prevention measures or as the result of a court judgment about a youth who has committed an offense or is determined to be in moral danger.

The assessment found that services available for youth at risk were primarily provided by non-governmental entities. Key informants provided details on the services available to youth at risk along with their approaches to reaching these cohorts. The assessment found a number of organizations who are trying to help youth at risk, mainly offering various services through “second chance” programs.

NGOs such as ACAPES, ENDA, *Fondation Barcelona*, *Centre des Handicapés* (Mbour), DAARA (Malika), Handicap International, and others offer various opportunities for youth at risk to go back to school, obtain training, or find an apprenticeship. Many of these organizations, interviewed for this assessment, support advocacy for the protection of youth at risk and provide services to help them improve their living conditions. NGOs such as *Avenir de l’Enfant*, *Village Pilote*, *Samu Social Sénégal*, and *La Lumière* work closely with *talibés*, for example, to get them off the streets and provide them with shelter, education, and training to enter the job market.

There are also private sector organizations, such as *Sope Serigne Fallou* (Thiès) and *Mina Production* (St.-Louis), which offer youth a second chance. These organizations may take on youth who have dropped out or never went to school and provide work for them to gain experience and earn a decent living.

Despite these GoS and partner initiatives, supply is well below demand in terms of prevention and support for reintegration of young people at risk — especially given the large number of street children in Senegal.¹²⁰ Both stakeholders and FGD participants stated that intensifying protection measures for youth at risk should be an urgent matter for the GoS.

FGD participants believe that they are left out, that their future and needs are not a government priority, and that funders’

money and support does not reach them as it should. **They also noted that young people at risk do not have access to information and do not know about the measures in place to help them.** As such, youth at risk cannot objectively assess the quality of services available to them as they do not know much about them. Although there are a number of initiatives in place for youth, interviewees were unaware of these initiatives and did not reference them. This lack of awareness indicates that, despite the public and non-governmental initiatives in place, their impact remains limited despite the critical need.

3. Demand-Side Issues

Youth at risk who were interviewed said they had **one sole ambition: to have a worthwhile job which would allow them to earn enough money to live decently like other young people their age.** They believed that decent work comes from having qualifications or advanced-level study, so they expressed great interest in training programs which would provide them the skills necessary to gain employment or start their own businesses.

Youth interviewed complained about great difficulty in accessing work. In their opinion, it is due to a negative image among employers about youth at risk. Due to high dropout rates, young people at risk are not very well qualified, which limits the number of opportunities available for them. Their low levels of education mean they are often self-conscious about not being able to read and write — not even able to use SMS or the Internet as most young people in their communities are able to do.

Cognizant about what they need to succeed in life, youth identified a number of priorities, concerns, and frustrations which they feel prevent their personal development. **FGD participants identified these priorities** to support youth at risk:

- **Training and work programs** to give youth at risk a second chance for a better life:
 - Reintegration into the school system;
 - School grants to support girls and young people from very impoverished families;
 - Apprenticeships for the disabled, *talibés*, and youth in trouble with the law;
 - Literacy programs to help youth learn how to read and write;
 - Programs to help develop business skills for the many youth who try to set up a small businesses in the informal sector and for domestic workers;
 - Training in artisanal crafts: hairdressing, dressmaking, carpentry, mechanics, etc. and facilities to provide capital including basic equipment or small tools.
- **Psychosocial support** for youth in conflict with the law or living in conflict zones (Casamance) to allow them to regain confidence to return to their communities.

“

Today many young people are lost because of poverty and the lack of structures to help them. The government must find out more about young people's problems to help them better. There are some that I know who have studied, but it doesn't stop them being without a job today. We need to communicate better with youth to listen to them. We must also supervise them and raise awareness, above all on smoking and sexuality.

— FGD participant, Tambacounda

I am happy at the 'Lumière Centre'. There are parents who don't know how to bring up their children. Support centres are needed to save children who can't live at home. It's when they find themselves in the street that they are vulnerable to illegal activities. When we are in the centre we don't go out and we are educated. At home we have problems. Those who don't have a second chance to attend the support centres become night birds and thieves. The role of support centres such as 'Lumière' is very important in our milieu where poverty is high and the risk of getting lost is increased. In these centres you inevitably become a decent child, for the education there is strict.

— FGD participant, Tambacounda

- **Awareness-raising programs for parents** on factors which put their children at risk.

Youth generally felt that violence and armed conflict, industrialization, growing urbanization, and the breakdown of the family unit meant that young people increasingly find themselves without any social support or even in many cases without the support of parents who would be concerned with their struggle for survival. Young people are influenced by their immediate environment and consequently suffer the effects. For example, youth in peri-urban areas around large urbanized and industrialized areas are stuck between the temptation of city dwellers' way of life and the poverty of their parents who are often domestic workers (cleaning ladies, guards, gardeners, etc.). The youth interviewed were very much interested in being involved in training and/or work programs should they be available to them.

Although FGD participants provided general ideas which could help youth at risk, specific needs were expressed by young people in various risk categories, as described below.

“

I have noticed that educated children hang around together, and refuse to mix with us, so we are marginalised.

I have a Bac +4 in international business and a Masters degree in logistics but to find work is difficult because managers reject me when they see that I am disabled. Companies prefer to employ an old person rather than a disabled person. I remain hopeful, however.

— Focus group participants

“

Certain services should be exclusively reserved for the disabled such as the sale of tickets on buses, the sale of phone cards, and jobs which do not require a lot of movement or walking around.

— Focus group participant, Dakar

Disabled Youth

Participants noted that plans for infrastructure development must take people with disabilities into account. Their needs also include having access to public services, being acknowledged as citizens, and having access to education (such as a network of verbo-tonal centres for those with visual impairments). Having the same opportunities as other young people are the most important factors for them. Also, they believed the Government should require some jobs to be reserved for the disabled. Handicapped youth interviewed noted that although a law had been voted on concerning free transport and access to care for the disabled along with other services, it has yet to be adopted. According to these youth, it is thus understandable why many handicapped people are beggars: “*They should not be condemned for begging.*”

Displaced Youth

Among displaced youth, peace and security to be able to return to their homes and reconstruct their lives and communities were described as their highest priorities. Above all, however, they hoped for government authorities and partners to provide them with the necessary resources and support to build their lives and make up for the lost years in which their villages did not develop. It is important to note that those interviewed in the Casamance noted that youth who are involved in aggression are most likely associated with rebels. In many cases, according to interviewees, these youth fall prey to the rebels who raid their villages and force them to join their groups.

Youth in Conflict with the Law

FGD participants noted that these youth need assistance to compensate for emotional neglect. Youth felt they needed to be taken out of their environment, which is a significant risk factor. Being assisted or counselled in cases of distress was cited as a major priority for this group.

Talibés

Civil society stakeholders who work directly with *talibés* discussed the need for protection from unjust and degrading treatment and for schooling or training in a trade. Current and former *talibés* who were interviewed noted poverty as the primary cause of their problems and as their reason for becoming *talibé*. According to these youth, they are

put in a situation in which they must provide for their families — particularly if their parents are not able to do so. They also stated that problems are not just related to their own needs, but also the needs of their parents and their inability to provide their families with food, shelter, or security. This was given as the underlying reason why these youth go out into the streets to beg.

Young Women

A number of stakeholders noted that girls are one of the groups most at risk. Young women who were interviewed stressed the importance of eradicating all forms of discrimination, which they said deprive them of the right to education and work — also exposing them to domestic violence, forced marriage, and early pregnancy. FGDs comprised of female youth revealed that they want to gain education/training and have opportunities for decent work so that they can properly support their families.

Key Conclusions

Youth at risk who participated in FGDs focused on their need to have access to services, employment, education, and opportunities, like other youth in the country. Moreover:

- The assessment found two broad types of youth at risk: **young people on the street and young people at home.** Young people on the street include talibés and street youth who make a living by begging, precarious work including prostitution, street vending, or are in conflict with the law. Many youth on the street are very difficult to reach as they are disconnected from their communities, do not stay in one location, and are often not affiliated with any social programs. Youth at risk “at home” include young domestic workers (especially young women), school dropouts, and displaced youth affected by the Casamance conflict.
- **Talibés** were identified as the group most at risk. These youth are subjected to begging at a very early age in order to help feed their families or finance the *marabouts* to whom they were sent by their families in many cases.
- There are a number of public and private sector organizations that work with youth at risk. Despite these initiatives, **supply is well below demand** to look after young people at risk in terms of prevention and support for re-integration.
- **Youth at risk** who were interviewed believed that they are “left out”, that their future and needs are not a government priority, and that funders’ money to support them does not reach them as it should. These youth also noted that **young people at risk do not have access to information** and are not aware of measures in place to help them.
- The biggest frustration of youth at risk is their **inability to access jobs** as they believe other youth do. These youth emphasized the need for education and a stable environment.
- Overall, youth at risk who were interviewed noted that their main priorities and hopes are to find decent jobs, gain access to infrastructure and services (particularly for disabled youth), find security and return to their villages (displaced youth), and receive access to support which would get them out of poverty.

Finally, although most of the FGDs with youth in each of the regions highlighted the problems faced by youth at risk in Senegal, youth remained very optimistic. They believed the overall situation of young people can improve greatly as long as youth are included in decision-making processes and are consulted on their needs as policies and programs are developed and implemented.

“

Many of my friends have abandoned their apprenticeships because of marriage. For lots of girls it is often an alternative in the hope that they will get out of poverty. But many of them regret it after a few years when they see those who persevered setting up their own businesses and earning a living with dignity. There is nothing better than having a job. It’s a shame that girls don’t follow things through - to have a job is important to succeed in life. You must have a job as not everybody can succeed in formal education and go to university.

— Focus group participant, Thiès

SECTION 7 RECOMMENDATIONS

Based on the findings of the YouthMap assessment, as described in the preceding sections, the assessment team has compiled the following recommendations for the USAID/Senegal Mission:

A. Cross-Sector Recommendations

- In existing and new programs that include a youth component or engage youth, **include cross-sector, holistic, comprehensive approaches** whenever possible. Building on the best practices described in the *USAID Youth & Conflict Toolkit for Intervention*, “Programs that provide opportunities for growth in more than one area tend to be more useful for young people. Programs should consider a mix of job training and job creation; political participation; sports and recreation; leadership; and health training. In high-risk regions, conflict resolution should be built into all of these activities.”¹²¹ For example, programs which primarily focus on health or family planning could integrate additional life skills, youth employability, or career counseling activities; programs which primarily focus on youth skills development/employability training could integrate SRH and civic participation components.
- Assess feasibility of **engaging implementing partners in developing explicit guidance for youth integration** in project implementation.
- **Include youth provisions in RFAs/RFPs** so that responders address potential opportunities to include youth in their proposed activities, as appropriate.
- Work with implementing partners to **revise and improve attention to youth in annual work plans**, as appropriate.
- Assess opportunities to **convene key actors** (GoS, donor partners, private sector, civil society, and youth organizations) to review youth-oriented programming in Senegal and explore opportunities for synergy and coordination in these activities in order to leverage investments and maximize impact on youth.
- Adopt standard indicators measuring program outcomes and impact on youth which can be used across sector programs. **Collect disaggregated data** on youth to enable monitoring of the provision of services to youth and the involvement of youth in USAID programs, such as:
 - beneficiary age (e.g. 15-17, 18-21, 22-24, 25-30)
 - program type
 - benefits for youth
 - number of youth in leadership positions
 - learning outcomes
 - income generation tracking
 - placement rates and national youth employment statistics
 - whether implementing partners and local partners are youth-led
 - number of youth-led enterprises that are vendors/suppliers
 - number of youth consulted
- The PRSP II provides baseline information on poverty incidence for both households and individuals, and per region. Once the new national household survey and demographic and health survey data are available in 2011, **conduct analyses of relevant youth statistics** vis-à-vis the USAID strategy to better inform program targeting, zones of intervention, and beneficiary selection.

B. Sector-Specific Recommendations

1. Education and Learning

- The YouthMap team strongly endorses the following recommendation from the recent USAID Urban Assessment: **“Re-emphasize focus on urban-related vocational training and economic opportunities** — Strengthening the ongoing USAID education projects to integrate skills training (both for technical skills such as mechanics ... and general business development skills such as basic accounting) into middle school curricula, and making these skills training available for out-of-work youth in one or several targeted urban areas will prepare Senegal’s youth for meaningful employment. Programs should incorporate apprenticeship programs and provide a small fund upon the training’s end to allow graduates to finance start-up costs of entrepreneurial activities. As noted above, most programs offered to youth by NGOs, training centers, and organizations tend to provide youth with the skills they need to start work but lack funding opportunities to realize any projects. This will encourage income-generation activities for middle school graduates and out-of-school youths, and will support job creation in urban areas.”¹²²
- **Emphasize the integration of practical skills into the formal education sector at different levels.** In primary schools, for example, encourage the creation of school gardens to grow crops, educate youth about good nutrition, teach agricultural techniques, and instill an appreciation for agricultural work. In middle¹²³ and high schools, integrate practical skills and knowledge on local and regional employment opportunities. For example, use activities in the mining region as a springboard for math and science lessons (e.g., teachers could develop lesson content such as science experiments with different elements, studies of their properties, math problems involved with weighing/measuring materials, etc.). In tourist areas, teach students basic vocabulary in other languages, role play being a tour guide, and experiment with making local products for sale. In areas with construction opportunities, practice by building a shed or rehabilitating a classroom. Enlist young people to brainstorm about which practical skills they most want to learn and how, and support engagement with local and regional businesses and employers to equip educational institutions with better information on skills in demand and sectors offering potential job and/or self-employment opportunities.
- As many formal sector employers and private sector stakeholders noted that young employees often lack important soft skills (e.g., communication, listening skills), **continue and build on USAID/ Senegal’s work in the EDB and EPQ programs to incorporate life skills for employability curricula at the formal secondary school level, as well as in vocational and non-formal education programs.** Include modules that represent the most critical sets of skills needed to function in the world of work (e.g., teamwork, decision-making, problem-solving, communication, etc.), and add other modules over time after piloting at secondary. Ensure that the views of and feedback from private sector stakeholders are taken into consideration during curriculum development / adaptation so that life skills are directly responsive to success in the employment market.
- Develop an improved **career guidance system** with the MoE to include advice for youth with interest in practical skills to attend vocational and technical institutions. Current secondary school children receive too little information about study and career options, and the best students are systematically guided toward the formal higher education system.
- **Improve vocational training programs** by providing high quality training that is much more relevant to both current and projected labor market demands. Conduct regionally-focused labor market studies to identify gaps in skill provision at the local level and to take advantage of specific sectors/industries and opportunities. Systematically link training programs with private sector partners to develop context-specific practical skills. Incorporate these approaches in USAID’s Education and Research in Agriculture program working with four universities in Senegal on agricultural / vocational training (including fishing, forestry and natural resource management); build capacity of the Senegalese universities in conducting labor market studies and aligning curricula and training with market opportunities and growth sectors.
- Encourage public-private partnerships in the **integration of internships** throughout the education system. In lower levels, internships should be brief immersion programs aimed at exposing students to different types of enterprises. In

higher levels, students should use these opportunities to experience different working environments to ground their theoretical training and inform their career choices.

- In preparation for a post-conflict setting where land disputes will need to be solved and reconciliation realized, **it is important to integrate peace education** in and outside of schools. The curriculum should emphasize communication skills and non-violent methods of resolving disputes. This could build on the EDB project’s work on a good governance curriculum at the middle school level. Recent programs implemented in middle schools in the Casamance should serve as the starting point to improve and expand programming.
- The YouthMap team also endorses the recommendation from the USAID Urban Assessment to “**keep pushing for decentralization of middle school training**: Part of the EPQ program’s focus is teacher training, with a focus on regional training centers that were given the responsibility for training primary and middle school teachers according to the decentralization legislation. These centers are located in regional capitals and, if developed properly, could be seen as a livelihood option for youth who would otherwise move to large cities like Dakar with little skills training. If the regional training centers are ultimately allowed to certify teachers as EPQ hopes, the centers could function as enterprises that equip youth throughout Senegal with teaching skills, spurring job creation and employment options outside Dakar.”¹²⁴
- **Assess opportunities to leverage the U.S. Embassy Public Affairs Office “Access” program** which targets 14-16 year olds in an after-school program, as the program works to develop a youth mentoring program.

2. Work and Employment

- **Analyze “employment value chains”** in particular sectors and regions throughout the country and work to encourage coordinated multi-stakeholder approaches to filling these needs in the economy. For example, the mining sector — along with related local suppliers of services and equipment — represents a potential growing source of employment demand in Kédougou. Mining operations and associated small-scale industries can be an important source of skilled and unskilled jobs for youth in areas such as: construction; mechanics; assembly, fabrication and production; trucking and transport; rig operations; electrician services; material control; waste management; maintenance; security; data entry, clerk and IT work; account processing; food preparation/service; and others. As mentioned in the FtF strategy, the fisheries sector also represents a window of opportunity as it is a top export, and directly/indirectly employs 600,000 people – 11 percent of the total labor force.
- With regard to the economic “Drivers of Growth” and major infrastructure projects identified by the U.S. Embassy in Senegal (see Section 3), **opportunities related to these projects should be carefully analyzed in terms of youth employment opportunities**, modifications that could be made to vocational training to take advantage of planned investments, potential synergies with private sector stakeholders (e.g., as providers of internships and recruiters of manpower), and supply-chain opportunities for youth.
- In the assessment, youth, GoS and private sector stakeholders all noted the importance of the agriculture sector. Under Feed the Future and the USG Global Hunger and Food Security Initiative (GHFSI), zones of intervention will be chosen partly based on areas/households that are most vulnerable or have socioeconomic characteristics that can make them more vulnerable, as it is imperative that the very poor participate effectively in rural economic growth. One of the ways lower income population groups will be targeted is by selecting value chains that generally favor vulnerable populations such as unemployed youth. Strategies include increasing agro-business capacity to promote trade and jobs. The GHFSI will increase accessibility to agricultural inputs, tools and micro-credit of these poor target population as well as providing training and mentoring on inputs, tools and agricultural practices.¹²⁵ **It is critical that vulnerable youth — especially young women, unemployed and disabled youth, and other at risk youth identified in Section 6 — are prioritized for receiving these services, skills, financing, support, and materials.**
- As recommended in the Urban Assessment, “**support urban job creation along targeted supply chains**. Focus on micro, medium, and small enterprise development on already targeted sectors such as small-scale livestock, handi-crafts and textiles that are key sectors in cities such as Thiès. Focusing on these sectors in cities will generate jobs and increase revenue. Additional urban-based sectors that could be added to existing sectors could be small scale water

and sanitation/sewage entrepreneur development via PEPAM and possibly urban-based tourism businesses supporting eco-tourism associated with Mission conservation activities.”¹²⁶

- Based on the successful experience with *Crédit Mutuel du Sénégal* and charcoal producer groups under USAID’s **Development Credit Authority (DCA)**, explore windows of opportunity with other businesses and producer groups that represent large populations of youth and traditionally have difficulty obtaining financing. As stated in the Urban Assessment, “Finance remains a critical impediment to economic growth especially in the agriculture and natural resource sectors, which are supposed to be the engine for poverty reduction Other potential uses for DCA could be to support lending to newly registered businesses and **youth-driven start-up enterprises**. Other public-private partnerships using the GDA model could provide **on-the-job training to out-of-school youths** or broaden the reach of small-scale municipal service providers.”¹²⁷
- **Continue and strengthen the integration of youth entrepreneurship education** by incorporating modules such as those offered in the EPQ program, including business skills and financial literacy, at both middle school and high school levels. Such programming would aim at encouraging youth to create their own enterprises instead of waiting for the public sector or enterprises to hire them.
- **Support CDEPS and other local NGOs which have training programs focused on income-generating activities and employability for youth.** Support should include an M&E component and post-training mentoring and support services for participants from 6 to 12 months after training. Leverage the reach, network, and positive perception of CDEPS and *Centre Ado* among youth to build these centers’ capacity as community hubs for other activities and services including career counseling.
- Encourage implementing partners and public-private partnerships supported by USAID to **incorporate internships**. Explore partnerships with the GoS and the private sector to develop a ‘Skills Needs’ database for each key economic sector. In existing youth employment programs and services, such as those offered by ANEJ, support the establishment of a resource center(s) which would enable graduates to upload their CVs and connect with the labor market and recruiters.
- Work with local stakeholders and project partners to **explore opportunities for regional incentive programs aimed at encouraging local employers to hire entry-level youth** in regions where projects are implemented. Consider incentives for employers.
- In Economic Growth projects, **explore opportunities to link with FNPJ** and partner financial institutions to identify young FNPJ loan recipients to provide supplemental business training, mentoring, and other skills and support needed to encourage business success. Programs should focus on ‘marginalized’ regions and districts such as Tambacounda, Richard-Toll, Kédougou, and Ziguinchor.
- **Consider policy dialogue** with the GoS to develop an investment policy targeting new graduates for work and internships in the private sector which provides tax relief to businesses who participate (taking into account the experience and lessons learned from other countries where similar systems have been put in place, e.g. South Africa).

Indicators to consider:

- Under Feed the Future:
 - USAID will increase access to capital and investment by agricultural producer organizations and SMEs, and work with local banks to increase availability of banking services to rural populations. Targets include 4,500 for savings and internal lending micro credit programs and up to \$10 million in loan guarantees under DCA.
 - No. of youth receiving loans/credit and business development services
 - USAID will support applied research programs and assist them in dissemination of new technologies. Direct links with institutes of higher education, ISRA, farmer training schools, and regional training centers will support farmer education.
 - No. of youth benefiting from new technologies and agricultural tools/inputs
 - No. of youth receiving farmer education/percent of those who apply new agricultural practices
 - Zones of intervention will not be limited geographically. One of the criteria for selection will be areas or households that are most vulnerable or have characteristics that can make them more vulnerable. This will include targeting of value chains that generally favor vulnerable populations such as women, **unemployed youth**, and the elderly or disabled.
 - No. of at risk/vulnerable youth who are selected as program beneficiaries
- No. of youth employed by USAID-supported projects and partners
- No. of youth participating in USAID food-for-work programs
- Percent of youth employed in targeted areas
- Percent change in incomes from productive employment
- Percent of youth with more optimistic view of future (economic, self-image, effectiveness)
- Percent of businesses started by youth still in operation one year later

3. Healthy Lifestyles and Forming Families

- Develop **standards for youth-friendly services** that can be jointly adapted and/or shared with USAID implementing partners, GoS service providers, and other donor projects.
- Work with the *Centre Ado* and **CDEPS in providing youth-friendly health information**. Use SMS, brochures, and pamphlets to distribute information on health issues including malaria prevention, positive health behaviors, contraceptive use and availability, HIV/ STD testing and treatment, among others. Assess opportunities to provide SRH modules in the *Centre Ado* / CDEPS settings. (See employment recommendations regarding opportunities to leverage the reach and positive perception of *Centre Ado* and CDEPS among youth to build these centers' capacity as community centers for other activities and services including career counseling.)
- Assess opportunities and partnerships to enable *Centre Ado*, CDEPS, and/or USAID implementing partners to enable **two-way communication with youth via SMS**, providing opportunities for youth to ask questions and receive feedback in real time.
- Continue outreach and communications to youth through **engagement of entertainment / cultural outlets and icons** (songs, concerts, media), to leverage the widespread reach of radio and respond to the active engagement of youth in media / entertainment.
- Expand *Centre Ado* services to incorporate a youth-friendly "Treatment Unit" which would **provide basic services** to treat common health issues, such as malaria testing and medication, pregnancy testing, etc.

- Assess needs for enhanced capacity of *Centre Ado* and CDEPS in providing youth-friendly services by conducting **institutional needs assessments** in target regions, geared toward informing priority areas for capacity building support and service provision. Considering the extent of these two centers, special attention should be placed on CDEPS and *Centre Ado* in the Casamance, for example, and regions with high levels of youth at risk.
- Work with MoE in strengthening the life skills curriculum (building on the Ministry's life science curriculum), integrating and adapting **enhanced modules on sexual and reproductive health** and rights into the elementary, middle school, and secondary school curricula. Link efforts in life skills programming with the other life skills work USAID is supporting in the education sector and emphasize training of teachers and facilitators in effective pedagogies for providing life skills and SRH training. Build on USAID work with implementing partners in the Casamance region to scale programming on teen pregnancy and school-related gender-based violence.
- Assess opportunities to **leverage the USAID Community Health program** (including in Kolda, Ziguinchor, Sedhiou and St.-Louis regions) to **reach youth and strengthen youth friendly services** of sites providing youth SRH services.
- Further building on the USAID community-based health programming experience to date, the YouthMap team endorses the recommendation from the USAID Urban Assessment to “specifically target and tailor interventions for the urban poor,”¹²⁸ and the team recommends that poor, urban youth be specifically targeted in these efforts.

Indicators to consider

- Increase in youths' knowledge of available community resources, government services, project activities, in health/FP sector
- Increase in youths' use of health/FP facilities (demand)
- Increase in youths' access to health/FP services (supply)
- Increase in the no. of service providers judged to offer **youth-friendly** services (quality/relevance)
- Increase in the no. of youth receiving reproductive health information (knowledge)
- Increase in the no. of youth utilizing contraceptive methods / engaging in less risky practices (behavior)
- Increase in the age of young women at marriage/first pregnancy (empowerment)
- Increase in the no. of youth demonstrating improved nutritional knowledge and habits
- No. of new school gardens established (nutrition)

4. Citizenship and Engagement

- **Building on USAID's lessons learned for programming with youth in conflict, strengthen and enhance holistic programming in the Casamance for youth at risk.** As highlighted in the *USAID Youth & Conflict Toolkit for Intervention*, it is critical to address this issue from a cross-sectoral perspective:

Youth have a wide range of needs as they prepare for adult roles. They need to develop skills for economic self-reliance. They need citizenship skills, such as teamwork, leadership, discipline, communication, and social responsibility. They need arenas in which they can identify and test their talents and develop healthy relationships. Thus, programs that provide opportunities for growth in more than one area tend to be more useful. Programs should consider a mix of job training and job creation; political participation; sports and recreation; leadership; and health training. In high-risk regions, conflict resolution should be built into all of these activities.¹²⁹

Building on USAID past and current work in the Casamance (including the EPQ program), programming should combine the following areas in an integrated approach:

- Life skills (self-confidence, setting goals, leadership, listening, communication, managing risky behavior, SRH, working in teams, managing projects, managing time and resources);

- Practical citizenship skills (conflict resolution, peaceful means of cooperation, public speaking, negotiation, advocacy, budgeting, self-governance skills, monitoring of government accountability);
- Community service / service learning to strengthen group identity and empowerment and put life and citizenship skills into practice. This could include volunteer campaigns (recycling, community clean-up), the creation of safe spaces (rehabilitating public parks), peer education (tutoring, healthy lifestyle habits, education about the peace process), community enrichment (interviewing elders about their history);
- Opportunities for group and social engagement (sports, arts, theater, music, cultural activities);
- Employability support: “Because personal contacts are so important, education and work programs should connect youth with the broader community, particularly adults who may want to employ them. Mechanisms providing such linkages include mentoring, apprenticeships, internships, and visits to offices, factories, or other work-sites. Partnerships between youth programs and business associations can help provide pathways to employment and benefits to employers as well as youth.”¹³⁰
- In preparation for a post-conflict setting where land disputes will need to be solved and reconciliation realized, **it is important to integrate peace education** in and outside of schools. Curricula should emphasize communication skills and non-violent methods of resolving disputes. Activities in this area could build on the EDB project’s work on a good governance curriculum at the middle school level. Recent programs implemented in the Casamance in middle schools should serve as the starting point to improve and expand the program.
- In preparation for the 2012 elections, continue to **support the widespread dissemination of information about the upcoming electoral process and voter registration steps youth must take in advance**. Work with the U.S. Embassy’s Public Affairs Office (PAO) to take advantage of their existing networks (e.g., libraries including satellite libraries in Thiès, Louga, and Ziguinchor, housed in Cultural Centers) to provide information on the election and voter registration. PAO’s programs targeting youth focus a great deal on disseminating information on voter registration, providing training in ICT, and working with youth at risk. USAID can work closely with PAO in reaching out to youth in target regions to raise awareness about the voter registration process.
- The assessment team supports the recommendations of the Urban Assessment that support to “**urban civil society groups should also highlight support to youth groups** and development of PPPs. The Team found several innovative efforts underway to address urban development challenges being championed by youth groups and various private sector actors. These should be strongly encouraged. Support to this type of civic engagement not only contributes to development of democratic principles but is also addressing important local needs with local resources—a promising sustainable approach.”¹³¹
- Also building on the Urban Assessment recommendations, programming could assess opportunities **to engage youth in public service improvement** in priority areas by involving youth groups in the monitoring and grading of municipalities on services such as street cleanliness and solid waste removal.
- The assessment team endorses the Senegal Gender Assessment’s recommendation to develop/support a mentoring program linking women who are moving into positions in local government with women who have already occupied positions in regional or national government.¹³² Opportunities to **include young women** in the program should be explored.

Indicators to consider:¹³³

- No. of youth receiving information about the voter registration process
- No. of youth expressing their intention to register to vote / percent of those who successfully do so
- No. of youth voting in elections (disaggregated by local/municipal/national)
- No. of youth participating in community-based governance groups (e.g., farmer/producer associations, natural resource and water management groups, etc.) / percent of those who actively participate in leadership/decision-making roles
- No. of youth-serving organizations receiving grant funds from USAID
- Increased advocacy by local, regional and national youth organizations
- Increased capacity of local, regional and national youth organizations
- No. and quality of youth consultations in peace processes
- Increased no. of social outlets and safe spaces available to youth (e.g., scouts, parks, community centers, sports and other clubs)

5. Youth at Risk

- Assess opportunities to **include targeted components for young people at risk in USAID sectoral programs as a cross-cutting issue.**
- Provide staff working in the different sector areas with a broader understanding of youth at risk (not only vulnerable children) and risk factors, to **enable programs to include these youth as important beneficiaries as/when appropriate.**
- Assess opportunities to **work with the U.S. Embassy's Public Affairs Office in its efforts to reach talibés, work with daaras, and integrate mentoring programs.** Through PAO's work through satellite libraries around the country, the office is beginning to work toward engaging *daaras* in order to reach *talibés*, based on success with this approach in Kaolack. PAO plans to expand this approach, which includes providing school materials to *talibés*, to other regions, and would be interested in partnering with USAID in these activities.
- Support the GoS to **build capacity** of the Department of Apprenticeships and Department of Correctional Education and Social Protection.

General Recommendations Geared toward the GoS on Responding to Needs of Youth at Risk

- Strengthen public service systems created to protect youth such as the Department of Correctional Education and Social Protection, AEMO (Services Educational Action — Open setting) and centres (improve teaching and supervision ratios, increase monitoring).
- Work with PARRER to evaluate and monitor the factors which put young people at risk.
- Emphasize psychosocial support in programs working with youth in conflict with the law / living in conflict zones (Casamance) to allow them to regain confidence to return to their communities.
- Include program components support awareness-raising for parents on factors which put their children at risk. Include information dissemination to encourage parents / families to send their children to school.

- Continue and strengthen the EDB program, particularly in conflict zones:
 - Support shelters for *talibés* and street children in distress.
 - Improve monitoring of *daaras* in order to detect shortcomings, and demand good living conditions and equipping of non-formal schools.
- Emphasize “second chance” programs in efforts to support youth at risk, focusing on:
 - Opportunities for reintegration into the formal school system;
 - Scholarships and related support to enable girls and young people from impoverished families to attend school;
 - Engagement of employer associations and organizations serving youth at risk in providing apprenticeships for the disabled, *talibés*, and youth offenders;
 - Literacy programs and business skills programs to support young people working to set up small businesses in the informal sector and domestic workers;
 - Programs that emphasize training in artisanal crafts and include provision of start-up kits (e.g., including basic equipment and tools).

ENDNOTES

- ¹ Population Division of the Department of Economic and Social Affairs of the United Nations Secretariat <http://esa.un.org/unpd/wpp/Excel-Data/population.htm>;
Population Council <http://www.popcouncil.org/countries/senegal.asp>.
- ² Youth:Work is a five-year youth employability program implemented by IYF and funded by USAID/Washington through its Office of Urban Programs (EGAT/UP). YouthMap is an Associate Award under this “Leader with Associates” cooperative agreement.
- ³ Subsequent references to USAID in this report refer to USAID/Senegal.
- ⁴ USAID/Senegal, *The Quality of Basic Education in Senegal: A Review*, (2009), p.1. Elementary school is divided into the following grades: CI — *cours initial*; CP — *cours primaire*; CE1, CE2 — *cours elementaire*; and CM1, CM2 — *cours moyen*.
- ⁵ USAID/Senegal, *The Quality of Basic Education in Senegal: A Review*, (2009), pp. v, 6
- ⁶ *Ibid.*, p. iv.
- ⁷ World Bank, *Senegal: Looking for Work – the Road to Prosperity: Volume 1*, (2007), p. 93.
- ⁸ See, for example, USAID/BE *Annual Workplan — Year 3 Report, October 1, 2010 – September 30, 2011*, August 2010, p. 27.
- ⁹ Youth Employment Network (YEN) / International Youth Foundation (IYF), *Private Sector Demand for Youth Labour in Ghana and Senegal*, conducted by FocusAfrica (2009), p. 45
http://www.ilo.org/public/english/employment/yen/downloads/psi/psi_study.pdf.
- ¹⁰ Government of Senegal, *Lettre de Politique Generale pour le Secteur de l’Education et de la Formation*, (November 2004), p. 6.
- ¹¹ IMF, *Senegal: Poverty Reduction Strategy Paper (PRSP) Annual Progress Report*, December 2010.
- ¹² IMF (2010), and Country Profile Commissioned for the EFA Global Monitoring Report (2007), p. 35.
- ¹³ IMF (2010), p. 34.
- ¹⁴ World Bank (2007), pp. 50-52.
- ¹⁵ IMF (2010), p. 34.
- ¹⁶ See http://www.investinsenegal.com/US/living_education.html.
- ¹⁷ YEN/IYF (2009), pp. 45-46.
- ¹⁸ *Ibid.*, p. 49.
- ¹⁹ Ministry of Education, *Actions pilotes d’éducation qualifiante des jeunes et des adultes (EQJA)*, Project document (2005).
- ²⁰ Government of Senegal, Ministry of Education, *National Statistics School Census*, (2008).
- ²¹ 2010 data from the MoE, Planning and Reform Unit. Note that completion rate means attending the last year of primary school, not success at the end of the primary exam.
- ²² *Ibid.*
- ²³ Opening a school does not necessarily mean building a new school. Some of these schools are located in or near primary schools, and will gradually build their own infrastructure.
- ²⁴ MoE (2008).
- ²⁵ See UNESCO, *Education for All (EFA) Global Monitoring Report 2011*, p. 325
www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/ED/pdf/gmr2011-statistical-tables.pdf
- ²⁶ 2010 data from the MoE, Planning and Reform Unit.
- ²⁷ MoE (2008).
- ²⁸ UNESCO, *Education for All (EFA) Global Monitoring Report 2011*, p. 325.
- ²⁹ MoE (2008).

- ³⁰ World Bank, *Senegal: Tertiary Education Governance and Financing for Results Project*, April 2011 <http://go.worldbank.org/A2OQ8LD6P0>.
- ³¹ UNESCO, “EFA Global Monitoring Report 2011,” p. 281.
- ³² Centre Régional d’Enseignement Technique Féminin (Regional Center for Female Technical Training).
- ³³ Oxford Business Group, *The Report: Senegal 2011*, p. 145 www.oxfordbusinessgroup.com/country/senegal.
- ³⁴ AED, Education de Base www.educationdebase.sn/index.php/fr/curriculum-et-enseignements.html.
- ³⁵ Government of Senegal, *Poverty Reduction Strategy Paper*, September 2006, p. 33.
- ³⁶ Ibid. The AGS is based on the ‘cluster approach’, defined in the PRSP as clusters of activities, services and skills around products that are designed to penetrate well-targeted domestic (WAEMU) and foreign markets, based on ongoing state/private sector collaboration in line with the division of labor established in the development strategy framework.
- ³⁷ YEN/IYF (2009).
- ³⁸ Ibid, pp. 43, 54.
- ³⁹ World Bank (2007).
- ⁴⁰ Oxford Business Group (2011).
- ⁴¹ *Doing Business in Senegal and West and Central Africa*, Presentation by Steve Morrison, Former Senior Commercial Officer, U.S. Embassy Dakar, available at: www.africatradeoffice-usa.com/documents/20111DoingBusinessinWestandCentralAfrica2.pdf.
- ⁴² “While existing ties with the US and Europe are highly valued, the government [of Senegal] is also pursuing trade agreements with China, a large potential market. ‘Our relationship with China is very important. Senegal already exports many of its products to China and Chinese companies have completed many infrastructure projects in the country... There are many opportunities for us to partner on important Senegalese projects such as the port, the airport and the service sector.’ Diouf told OBG.” Oxford Business Group (2011), p. 108.
- ⁴³ FY2010 Feed the Future Implementation Plan www.feedthefuture.gov/documents/FTF_2010_Implementation_Plan_Senegal.pdf.
- ⁴⁴ YEN/IYF (2009), p. 34.
- ⁴⁵ IMF (2010), p. 27.
- ⁴⁶ Ibid., p. 27.
- ⁴⁷ AGETIP was created in 1989 with the support of the World Bank <http://agetip.sn/about/>.
- ⁴⁸ Marito Garcia and Jean Fares, ed., *Youth in Africa’s Labor Market* (Washington: The World Bank, 2008), p. 72.
- ⁴⁹ Ibid.
- ⁵⁰ IMF (2010), p. 27.
- ⁵¹ YEN/IYF (2009), p. 34.
- ⁵² L. Guarcello, *Understanding Youth Employment Outcomes in Senegal*, Understanding Children’s Work Project, Working Paper Series, May 2007, p. 3.
- ⁵³ Friedrich Ebert Foundation Senegal (<http://senegal.fes-international.de/f-jeunesse.html>, July 2009); YEN/IYF (2009), p. 34.
- ⁵⁴ IMF (2010), p. 26. This figure does not include public sector employment contract data.
- ⁵⁵ YEN/IYF (2009), p. 39.
- ⁵⁶ Ibid., p. 29.
- ⁵⁷ IMF (2010), p. 26.

- ⁵⁸ YEN/IYF Report (2009), p. 34.
- ⁵⁹ Ibid.
- ⁶⁰ World Bank (2007), p. 23.
- ⁶¹ Includes both school children who work during the holidays to earn money for their school, and out-of-school youth working in their family farms or apprenticeships.
- ⁶² YEN/IYF Report (2009)
- ⁶³ USAID/BE Annual Workplan, (2010), p. 27.
- ⁶⁴ Agence Française de Développement, *Vocational Training in the Informal Sector: Report on the Senegal Field Survey*, July 2006, p. 12.
- ⁶⁵ USAID, *Integrated Community Case Management for Childhood Illnesses*, www.unicef.org/wcaro/wcaro_ENG_USAID_UNICEF_FEB2011.pdf.
- ⁶⁶ Government of Senegal, *National Strategy on Adolescent Health*, p.3.
- ⁶⁷ USAID/Senegal, *Gender Assessment*, June 2010, pp. 24-25.
- ⁶⁸ For more details on these programs, see FRONTIERS, *Multisectoral Youth RH Interventions: The Scale-up Process in Kenya and Senegal*, October 2008, pp.11-12.
- ⁶⁹ Innovations in Civic Participation, *Youth Civic Participation in Action: Meeting Community and Youth Development Needs Worldwide*, October 2010, p. 32.
- ⁷⁰ IMF (2010), p. 37.
- ⁷¹ USAID/Senegal, *Gender Assessment: USAID/Senegal*, prepared by Deborah Rubin, (2010), pp. 16-17.
- ⁷² IMF (2010), pp. 38-39.
- ⁷³ IntraHealth is working in five regions of Senegal to improve the quality and accessibility of health care services, increase the use of FP services, and empower women to make health care decisions. Building on IntraHealth's previous work to improve reproductive and child health services, IntraHealth and its partners focus on several goals: to reduce the under-five mortality and maternal mortality rates; to increase the availability, variety, use, and social acceptance of family planning; to engage men in family planning, safe motherhood, and involved fatherhood; to improve health care provider training and accountability; and to decentralize access to health care while maintaining quality. IntraHealth also received a grant from USAID/Senegal to raise awareness on the negative consequences of the practice of FGC and reduce its incidence www.intrahealth.org/page/senegal.
- ⁷⁴ For a more detailed discussion of areas of unmet needs and gaps in the health sector, see IMF (2010), pp. 38-39.
- ⁷⁵ Ibid.
- ⁷⁶ Government of Senegal, *Poverty Reduction Strategy Paper II (PRSP II)*, September 2006, p. 56.
- ⁷⁷ As noted by focus group participants, unqualified personnel are those who do not have the skills, technical or professional degrees, or technical know-how that is required for medical personnel. Personnel were considered unqualified due to their inability and lack of knowledge on performing various basic medical diagnoses, treatments, and/or tests.
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- ⁷⁹ Ibid., p. 9.
- ⁸⁰ Government of Senegal, *PRSP II*, pp. 22-25, 56.
- ⁸¹ World Bank, *Decentralization Policies and Practices: Case Study Senegal*, June 2003, p. 4.
- ⁸² Ibid, p. 9.
- ⁸³ International Association for National Youth Service, *National Youth Service Country Profile (2009)*, p. 1.

- ⁸⁴ Innovations in Civic Participation (2010), p. 32.
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- ⁸⁶ International Association for National Youth Service (2009), pp. 3, 7.
- ⁸⁷ Ministry of Youth, Sports and Leisure, Vacances Citoyennes Program document.
- ⁸⁸ Les Afriques, *Sénégal: Un parlement des jeunes avant la fin de l'année*, July 17, 2010 <http://www.lesafriques.com/senegal/senegal-un-parlement-des-jeunes-avant-la-fin-de-lannee.html?Itemid=77>.
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- ⁹⁰ Distinct from daaras (Koranic schools), dahiras are religious brotherhoods / associations.
- ⁹¹ USAID, *Corruption Assessment: Senegal*, August 31, 2007. The 2007 Corruption Assessment found that public perception is that corruption has improved slightly in recent years, but many still tolerate different forms of corruption as a routine way of doing business. Respondents said they encountered administrative corruption on a daily basis in their dealings with routine government services (e.g., the police), as well as with service delivery agencies such as the Ministries of Health and Education. The main form of electoral corruption is the use of money, food, and other resources to buy voter support.
- ⁹² In December 2008, several hundred youth were involved in violent protests in Kédougou over the lack of employment opportunities resulting in injuries and destruction of property. Several participants in the region and in other parts of the country referred to these events during interviews and FGDs.
- ⁹³ Internal Displacement Monitoring Centre, *Senegal: New displacement and challenges to durable solutions in Casamance*, June 2010, p. 1.
- ⁹⁴ Government of Senegal, *PRSP II*, p. 78.
- ⁹⁵ Internal Displacement Monitoring Centre Report (2010), p. 7.
- ⁹⁶ USAID, *Casamance Peace Education Project* <http://senegal.usaid.gov/node/204>.
- ⁹⁷ Ibid.
- ⁹⁸ USAID/Senegal, *Support to the Casamance Peace Process*, December 2009, pp. 6-7 and 34.
- ⁹⁹ GTZ is now GIZ — Deutsche Gesellschaft für Internationale Zusammenarbeit.
- ¹⁰⁰ GIZ, *Programme to Promote Economic and Social Development and Peace in Casamance* <http://www.gtz.de/en/aktuell/14616.htm>.
- ¹⁰¹ *Jokko*, which means “communication” in Wolof, aims to become a practical, low-cost system to encourage group decision-making in Senegalese villages.
- ¹⁰² The pilot phase, reaching 15 villages, was completed in December 2010.
- ¹⁰³ See www.rapidms.org/case-studies/senegal-the-jokko-initiative/.
- ¹⁰⁴ Definition provided by Ministry of Justice staff, Aissata Sow, *Responsable du Bureau de la Liberté Surveillée et de la Protection Sociale, Action Éducative en Milieu Ouvert*, during interview.
- ¹⁰⁵ By law, youth under age 25 are not permitted to work at sea.
- ¹⁰⁶ GoS Ministère de la Justice http://www.justice.gouv.sn/index.php?option=com_content&view=article&id=61.
- ¹⁰⁷ Human Rights Watch, *Off the Backs of the Children: Forced Begging and Other Abuses against Talibés in Senegal*, April 2010, pp. 2, 73.
- ¹⁰⁸ Government of Senegal, *PRSP II* (2006), p. 13.
- ¹⁰⁹ U.S. Department of State, *Human Rights Report: Senegal*, March 2010, p. 4.
- ¹¹⁰ Consortium for Street Children, *Street Children — Senegal*, p. 2 www.streetchildren.org.uk/_uploads/downloads/Senegal_briefing_to_IPU_Aug_09.pdf.

- ¹¹¹ U.S. State Department, *Trafficking in Persons Report*, (2010) www.state.gov/g/tip/rls/tiprpt/2010/142761.htm.
- ¹¹² U.S. State Department (2009), p. 16.
- ¹¹³ U.S. State Department, *Human Rights Report: Senegal*, p. 16.
- ¹¹⁴ Human Rights Watch (2010), pp. 2, 73.
- ¹¹⁵ *Ibid.*, p. 85.
- ¹¹⁶ *Guinze*, a Wolof term, is an industrial thinner that many street children soak their shirts in or place under their nostrils.
- ¹¹⁷ Human Rights Watch (2010), p. 62.
- ¹¹⁸ Government of Senegal, *PRSP II* (2006), p. 56.
- ¹¹⁹ Young maids in Dakar (*mbindaan* in Wolof) are for the most part from rural regions in Senegal and perform domestic work from a very early age. Their entry into domestic work is explained by a lack of schooling and related opportunities: according to a survey carried out by the NGO Enda Tiers Monde and published in 1996, in a sample of 540 maids aged 9-18, 56% chose this work to provide for their needs and help their family, but 43% were obliged to work. Only a small minority (8%) liked their work. (Understanding Children's Work, *Comprendre le Travail des Enfants et l'Emploi des Jeunes au Sénégal: Rapport de Pays*, February 2010.)
- ¹²⁰ Approximately 7,800 beggars or street children in Dakar and 150-200,000 in the regions are the figures announced by GoS authorities in charge of partnerships for the removal and reintegration of street children (PARRER).
- ¹²¹ USAID Office of Conflict Management and Mitigation Bureau for Democracy, Conflict and Humanitarian Assistance, *Youth & Conflict Toolkit for Intervention*, authored by Jack Goldstone, April 2005, p. 14 www.usaid.gov/our_work/cross-cutting_programs/conflict/publications/docs/CMM_Youth_and_Conflict_Toolkit_April_2005.pdf.
- ¹²² Keshishian, Michael, Anthony Kolb, and Nancy Leahy, *USAID Urban Assessment-Senegal: Final Report*, USAID/EGAT Bureau, November 2010.
- ¹²³ This also supports the findings of the EDB Secretariat, whose proposed middle school curricular recommendations included the need for more relevance and greater inter-disciplinarity in the subject matters taught, a pedagogy allowing students to develop skills of critical thinking and good governance, and an orientation to the world of work. (USAID Basic Education Project, Quarterly Report, October-December 2009, page 2.)
- ¹²⁴ *USAID Urban Assessment — Senegal: Final Report*, November 2010.
- ¹²⁵ FY2010 Feed the Future Implementation Plan.
- ¹²⁶ *USAID Urban Assessment — Senegal: Final Report*, November 2010.
- ¹²⁷ *Ibid.*
- ¹²⁸ *Ibid.*
- ¹²⁹ USAID, *Youth & Conflict Toolkit for Intervention*, p. 14.
- ¹³⁰ *Ibid.*
- ¹³¹ *USAID Urban Assessment-Senegal: Final Report*, November 2010.
- ¹³² USAID/Senegal, *Gender Assessment*, June 2010.
- ¹³³ Some of this information was drawn from the USAID/CMM *Youth & Conflict Toolkit for Intervention* www.usaid.gov/our_work/cross-cutting_programs/conflict/publications/docs/CMM_Youth_and_Conflict_Toolkit_April_2005.pdf.



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