

Supervised by
Mabingué Ngom

REAPING THE DEMOGRAPHIC DIVIDEND DURING EMERGENCE:

**The special case of
the Gueule Tapée-Fass-Colobane
commune (Dakar)**



Foreword by H.E. Mr. Macky SALL
President of the Republic of Senegal



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Prefaced by His Excellency Macky Sall, President of Senegal

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Acknowledgements

Since 2015, the UNFPA West and Central Africa Regional Office (UNFPA WCARO) has been heavily involved in harnessing the demographic dividend in the region, and many tools have been developed to help countries better understand this issue. For example, we can note the development of a demographic dividend programming guide as well as the adoption of national transfer accounts, which help to identify how demographic changes are driving trends in the distribution of resources to different age groups. Both of these elements are key in measuring the demographic dividend, producing a critical mass of data and finding evidence to support advocacy at national, regional and international levels. Furthermore, partnerships have been developed with, in particular, youth movements and networks, journalists, parliamentarians, traditional and religious leaders, former heads of state and many others. Action is vital after all the theory, though. All these tools and partnerships need to be deployed on the ground to see if they work, and see what works best.

With that in mind, it was towards the end of 2017, during a walk with a friend in the Gueule Tapée-Fass-Colobane (GTFC) commune in Dakar, Senegal, that the idea of testing these tools on a local scale was born. The friend, who was closely involved in the African Union (AU) Roadmap and harnessing the benefits of the demographic dividend, drew my attention to the unique opportunity presented by the said municipality. I saw the potential and quickly mobilized my UNFPA colleagues and staff from the commune's municipal authorities to define the outlines of an approach to better understand and capture -- reap the benefits of -- the demographic dividend. Once deemed successful in this small space -- the GTFC commune covers an area of just 2.375 km²-- this method could be

optimized and replicated in other parts of Senegal and also in other countries in the region. This would support the determination of those nations to roll out the AU Roadmap, harnessing the demographic dividend being one of the levers for the achievement of Agenda 2063, The Africa We Want.

Three years after setting up the Fass Emergent Project (FassE), I am particularly impressed with the interest and appetite aroused by this model of partnership which espouses the spirit of a “One UN” on the ground at the community level, and which overlaps perfectly with a major innovation introduced by the Sustainable Development Goals, namely *integration*.

This book, which shows the process of setting up and implementing the approach tested in the Gueule Tapée-Fass-Colobane commune, is the result of a lot of hard work. Many people and institutions have been of great help and, on behalf of my colleagues, I would like to thank a few.

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I am also pleased to express my deep gratitude to all members of the international scientific committee set up for quality assurance purposes. Their valuable technical contributions, through a series of virtual meetings, were vital.

This work also owes a great deal to the contributions of **Professors Alioune Sall** and **Jean-Pierre Guengant**, to whom I once again offer my sincere thanks for their proofreading and improvements of the original version in French. My gratitude also to **Ms. Helen Leavey** and **Prof. Emmanuel Ngwainmbi** for proofreading and refining this English version of the book.

I would like to thank **Ms. Cécile Compaoré** too, Resident Representative of the UNFPA Senegal country office as well as her collaborators **Papa Madiop Diop**, Program Specialist in Population and Development and **Mr. Saturnin Kodjo**, Coordinator of the FassE project, for their availability to collect data that guided the development of the book. The on-the-ground collaboration between UNFPA and the United Nations Industrial Development Organization (UNIDO), represented by **Mr. Malick Sy**, Country Program Coordinator, was more than appreciated. It led to the reconstruction of, and equipment for, the commune's maternity ward, thanks to the Senegal Economic and Social Development Support Program (PADESS) and the Operational Monitoring Unit for Poverty Reduction Programs (CSO-PLCP). My greetings and sincere thanks also go to **Mrs. Aissatou Ayo Ba Diop** and **Mr. Ousmane Ka**, the respective coordinators of those two programs.

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Andrade, Population and Development Program Specialist, **Mr. Moussa Fall**, Director of Operations; **Ms. Sarah Belmir**, Special Assistant to the Regional Director, **Ms. Sophie Sene-Kane**, Personal Assistant to the Regional Director for West and Central Africa; **Ms. Marie Catherine Senghor-Lo**, Program Assistant, **Ms. Mame Oumy Ndoeye**, Program Assistant, **Ms. Lauren Knipping Bolinger**, Procurement Specialist, **Ms Sarra Hassouni**, Resource Mobilization and Partnership Analyst.

Preface



**His Excellency Mr. Macky Sall,
President of the Republic of Senegal**

With *Fass Emergent*, Mabingue Ngom deals with the issue of the demographic dividend, of which he is a known and recognized defender, from an angle and a perspective that caught my attention in more than one way.

First, because the book he supervised starts out by talking about the field rather than platforms of theory or blinkered dogma. As its title indicates, FassE takes for its reference, not to say its anchor, a municipality of the Senegalese capital which has committed, mobilized and set itself up to register its development in a sustainable dynamic of structural transformation that the Plan for Emerging Senegal (PSE) focuses on stimulating or supporting. Tested by the roughness of this communal space, and as if shaped by the vibrations that emerge from it, the demographic dividend takes on a certain texture. Far from being a passing fad, or an abstract notion understandable only to experts, it appears, once freed from the matrix that usually surrounds it, to be a major and very concrete contribution to economic growth. In the same vein, and with evidence that can be replicated, the development of human capital and the participation of populations in the improvement of their living conditions appear to be a major force for launching, supporting and even strengthening the territorialization of public policies of which FassE can, as a local development experience, be seen as emblematic.

But beyond reflection on the relationship between policies at the national level formulated in the PSE and their intelligent application at the local level as an operational framework for implementation, which is being played out in the municipality of the GTFC commune, the FassE challenge is nothing less than a reminder of the centrality of human capital in development. Indeed, the demographic dividend that FassE aims to achieve is not one option among others but an absolute imperative, an obligatory point of passage as soon as the satisfaction of the needs of the individuals and the communities they form is established as a yardstick for measuring the effectiveness and efficiency of public development policies, regardless of the sector. FassE is, in this respect, an exhortation to development-centered practices based on the

conviction that if the structural transformation of the economy is to be sustainable, it must be embedded in society and have *human* content. In other words, human development and sustainable development must, in fact, become synonymous, supporting each other to the point of merging to meet the challenges of the SDGs to which Senegal attaches special significance. Never was an imperative more categorical, nor adoption of such a paradigm more justified than at this time when the pandemic of the new coronavirus has come to remind us, with unprecedented severity, that human capital cannot be reduced to the rank of a variable of development policies and strategies. Human capital is actually a key pillar, affirmed by the PSE.

This conviction, which is so firm it can really be seen as a credo, however, is still, in FassE, "on a human scale" as my illustrious predecessor, the president-poet Léopold Sédar Senghor, liked to say about the African socialism that he advocated. Thanks to the alert style of its author, the book recounts, with a remarkable mastery of the art of storytelling, the encounter between a geography which imposes many physical constraints and a history in which hard work, willpower, intelligence and innovation are constantly pushing the boundaries of the possible. FassE happily gives us the lively atmosphere that arises from the interaction between various social categories, various socio-professional groups, the creative energy that unfolds in neighborhoods steeped in history. The pages of the book make this climate of the mobilization of populations aware that they are both the artisans and the beneficiaries of the development of their municipality within an ambitious nation determined to offer future generations the strong foundations of an emergence that needs to be built without delay. FassE thus makes us feel that the secret of development lies in the increased empowerment of communities based on confidence in their capacities to control their own

destinies, to assert their ideas regarding the management of their municipality and, beyond that, of the Senegalese nation. The endogenous capacities of organizing collective action around shared ambitions, citizenship and the need for a deeper understanding of democracy are brought to the fore in FassE. So too is the key role that local authorities can play in this endeavor as frameworks for the integration and synthesis of ideas, commitments, projects and programs driven by national ambitions or emanating from grassroots populations. Having been a local elected official, I know how important this osmosis between populations and what they have chosen to build truly is.

Finally, FassE has caught my attention because it gives new vigor to the idea that between thought and action there should not be an insurmountable wall. This is what the actors and stakeholders show so wonderfully - FassE explains their methods of engagement and the intellectual development which justifies their work. This is a journey in which the determination to act in full knowledge, and in complete awareness of the cause, is matched only by the lucidity which must prevail when choices involve the future of a community, as is the case with any development enterprise. Obviously, they have adopted the precept that to win the battle for development, it is necessary to think as men (and women) of action and act as men (and women) of thought. I would like to congratulate them all: the populations of Gueule Tapée-Fass-Colobane, especially the young people and women who give FassE real hope, the municipal authorities, the local elected officials, the religious and customary authorities. They all, on a daily basis, support activities initiated within the FassE framework and support the researchers and technical and financial partners who have spared no effort in ensuring the success of what I welcome as an exemplary effort to promote the demographic dividend at municipal level.

I conclude this preface by reiterating my congratulations to UNFPA and to the Communal Council of Gueule Tapée-Fass-Colobane for having launched this pilot initiative. I hope it will be a source of reflection and inspiration for all other municipalities in Senegal and, indeed, the whole of Africa.

**His Excellency Mr. Macky Sall,
President of the Republic of Senegal**

Foreword

If there is one issue of strategic importance of which no one doubts, it is that of achieving the demographic dividend. This has become a major theme for UNFPA and its regional offices in Africa. That this should be a key focus is obvious. It is feared that the expected economic and social development, in particular arising as a result of improved incomes and living standards, will sadly remain out of reach for most Africans for a long time if the strong population growth experienced by the continent is maintained over a long period.

The stakes of the demographic dividend are high, since they relate to the urgent need to break the "poverty trap" which is preventing the African albatross from taking flight. To translate this metaphor, one can say that Africa, the last large region in the world to still have a very high population growth rate, must give itself the means to accelerate its demographic transition in order to "garner" a demographic dividend, as most emerging countries do. In a continent where the contraceptive revolution (the voluntary use of contraception by 60% to 80% of women) is far from complete, such an objective is a gamble or, at the very least, a challenge. The Fass Emergent Project, the result of a fruitful collaboration between UNFPA and the Gueule Tapée-Fass-Colobane (GTFC) commune, aims to address this challenge.

In February 2018, when FassE was launched, experts were divided on the question of the demographic dividend. Many were convinced that the acceleration of the demographic transition, manifested by a decline in mortality and fertility, is a favorable condition for emergence in that it involves a rapid modification of

the age structure, in particular a decrease in the percentage of dependents, and an increase in the percentage of potentially active people. Experts who fully adhered to what one might call the dominant way of thinking had no doubt that the economic emergence of South Korea, Hong Kong, Singapore and Taiwan in Asia, and Mauritius in Africa, was partially due to the acceleration of the demographic transition. But while this school of thought is not lacking in both theoretical and empirical arguments, many authors cautioned against the tendency to simply attribute the acceleration of the decline in fertility to the increased use of family planning.

They pointed out that other factors were at play, in particular improved health and higher levels of education, which are also necessary conditions to realize the demographic dividend and achieve emergence. They argued that raising educational standards, through inclusive and universal education, leads to the realization of the demographic dividend. They also pointed out that girls' education plays a decisive role in lowering fertility and consequently the under-15 dependency ratio, although this is not the only factor involved.

Another school of thought - in this case, the theory of growth - attributed productivity gains and additional points of growth that lead to emergence mainly to education. From this perspective, emergence should result more from raising the educational level of the workforce than from changing the age structure. Moreover, rejecting the decline in fertility rate as an external source of emergence, proponents of this theory believed the so-called quality of human capital explains the demographic transition and economic growth. To support this line of thought, they called upon the results of empirical work establishing that low-income growth in many countries is linked to poor performance in the education sector.

This all means that demographic dividend is a complex issue and, above all, cannot be justified by a single factor analysis. Aware of this complexity, the initiators of the Fass Emergent Project (and I'm honored to be among them) have chosen to develop a systemic approach. Thus, changes in the age structure of the population, the level of education in the labor force, the increase in the number of job seekers, the greater participation of working women and the decline in fertility were to be embraced together, recognizing the links between them. In addition to going beyond the limits of traditional ways of measuring the demographic dividend, this approach had the advantage of linking population issues to development issues.

Within this framework, combining assumptions underlying demographic models of emergence and economic models for the realization of the demographic dividend became quite possible. The same was true of the widely accepted premise that human capital influences economic growth directly through the productivity of workers and indirectly through the total productivity of the combination of factors. Provided, however, that economic dynamism has significant repercussions on the creation of human capital and the living conditions of the majority of the population. This is unfortunately not the case when the economy is based on sectors with no connection to the rest of manufacturing, as is often the case for the hydrocarbon sector in technologically less advanced countries.

It is against this conceptual backdrop that the strategy proposed by UNFPA and the GTFC commune was developed as part of the Fass Emergent Project; a strategy that consisted of nothing less than the integration of demographic and economic approaches to initiate and maintain a virtuous dynamic.

But, whatever the quality, a strategy only fully achieves its potential if broken down into operations, initiatives and actions that are prioritized and given time. In this regard, local and national, technical and political leadership are all of paramount importance. Leaders are credited for choosing the following priority areas: (i) accelerating the demographic transition; (ii) developing human capital; (iii) transforming the economy through innovation; (iv) improving the quality of living conditions and the environment. We are in debt to the project's leadership which set up a decompartmentalized and coordinated action plan and made partnership not simply a phase in the project but a veritable crosscutting dimension of its existence. The UNFPA is delighted and honored to have been an integral part of the Fasse project, of which this book's preface writer, His Excellency Macky Sall, has emphasized the enterprise's lively and vibrant character. I would like to add that this character is so because Fasse was responding to the needs of the many different groups forming the fabric of this miniature Senegal, the GTFC commune. We will continue to support similar efforts for the sustainable emergence of the region through the reaping of the demographic dividend.

Mr. Mabingue Ngom

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Glossary of Acronyms

| Acronym | Meaning |
|-------------------|--|
| ADL | National Agency for Local Development |
| AFRIYAN | African Youth and Adolescent Network |
| ANAT | National Land Development Agency |
| ANSD | National Agency of Statistics and Demography |
| RDA | Regional Development Agency |
| ASBEF | Senegalese Association for Family Welfare |
| SCA | Sports and Cultural Association |
| ADB | African Development Bank |
| Bajenu gox | Neighborhood godmother |
| CIB | Consolidated Investment Budget |
| BFEM | Middle School Certificate |
| BG | Bajenu Gox (neighborhood godmother) |
| IDB | Islamic Development Bank |
| ILO | International Labor Office |
| CAF | Functional Literacy Class |
| CCA | Adolescent Counseling Center |
| HDC | Health Development Committee |
| ECA | United Nations Economic Commission for Africa |
| ECOWAS | Economic Community of West African States |
| CEM | Middle School |
| CFA | Craft Training Center |
| CFAO | French West African Company |
| CIPD | International Conference on Population and Development |
| CNDCL | National Council for the Development of Local Communities |
| COVID-19 | Illness due to a coronavirus that first appeared in 2019, in China |
| CRSD | Religious Framework for Health and Development |

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|---------------|--|
| CREG | Regional Consortium for Research in Generational Economics |
| CSNPF | National Strategic Framework for Family Planning |
| CLS | Common Life Skill |
| Daara | Koranic school |
| Dahira | A Muslim group in Senegal |
| ELS | Expected Length of Schooling |
| DD | Demographic Dividend |
| DemDiv | Demographic Dividend Analysis Model |
| ALS | Average Length of Schooling |
| DTM | Dakar-Thiès-Mbour |
| EBJA | Basic Education for Youth and Adults |
| ECB | Basic Community School |
| DHS | Demographic and Health Survey |
| FassE | Fass Emergent Project |
| FDD | Decentralization Endowment Fund |
| FECL | Local Government Equipment Fund |
| UNCDF | United Nations Capital Development Fund |
| FFM | French Muskoka Fund |
| GEEP | Population Study and Education Group |
| EIG | Economic Interest Group |
| GTFC | Gueule Tapée–Fass–Colobane |
| HERA | Civil status document registration software |
| HLM | Low-Cost Housing |
| HDI | Human Development Index |
| IFAN | Fundamental Institute of Black Africa, Cheikh Anta DIOP University |
| IPM | Health Pension Institution |
| IPM | Informed Push (Family Planning) Model |
| ISDC | Systematic Identification of Client Needs |
| TFR | Total Fertility Rate |
| DDMI | Demographic Dividend Monitoring Index |
| WPD | World Population Day |
| FGM | Female Genital Mutilation |
| MIF | Municipality Investment Finance |

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|--------------------|--|
| Moytou Nef | Avoid closely spaced births |
| MUH | Ministry of Urban Development and Housing |
| Ndeye Daara | Koranic school godmother |
| NEPAD | New Partnership for Africa's Development |
| NTA | National Transfer Accounts |
| OECD | Organization for Economic Cooperation and Development |
| SDG | Sustainable Development Goal |
| OIF | International Organization of the Francophonie |
| MDG | Millennium Development Goal |
| WHO | World Health Organization |
| NGO | Non-governmental organization |
| UN-Habitat | United Nations Human Settlements Program |
| UNODC | United Nations Office on Drugs and Crime |
| UNIDO | United Nations Industrial Development Organization |
| PADESS | Senegal's Economic and Social Development Support Program |
| PANPF | National Action Plan for Family Planning |
| PAQUET –EF | Education and Training Quality, Equity and Transparency Program |
| PACASEN | Support Program for Municipalities and Agglomerations of Senegal |
| PASEC | Program for the Analysis of Education Systems |
| PDU | Urban Master Plan |
| FP | Family Planning |
| GDP | Gross Domestic Product |
| PISA | Program for International Student Assessment |
| SME | Small and Medium Enterprises |
| PNDSS | National Health and Social Development Plan |
| UNDP | United Nations Development Program |
| PPP | Public-Private Partnership |
| Promovilles | City Modernization Program |
| PES | Plan for an Emerging Senegal |

| | |
|------------------------|--|
| TFP | Technical and Financial Partners |
| RDV | Risk of maternal mortality over life |
| SMI | Maternal and Infant Health |
| SNHLM | Senegal's National Affordable Rental Housing Society |
| UNS | United Nations system |
| SONU | Emergency Obstetric and Neonatal Care |
| AYRH | Adolescent and Youth Reproductive Health |
| SRMNIA | Maternal, Neonatal, Infant and Adolescent Reproductive Health |
| SWEDD | Sahel Women's Empowerment and Demographic Dividend Project |
| TAN | Natural Growth Rate |
| AU | African Union |
| UAEL | Union of Associations of Local Elected Officials |
| UN | United Nations |
| UNCDF | United Nations Capital Development Fund |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |
| UNFPA | United Nations Population Fund |
| UNFPA WCARO | UNFPA Regional Office for West and Central Africa |
| UNICEF | United Nations Children's Fund |

Executive summary

“I am proud to be in Fass. This community is emerging. I love this project and I wanted to come and see it with my own eyes”. The first reactions of Dr. Natalia Kanem, UNFPA Executive Director, as she traveled to the Gueule Tapée-Fass-Colobane (GTFC) commune on August 6, 2019. She added: *“This is a crucial example we can use to promote sustainable development”.*

Since its launch in February 2018, the Fass Emergent Project (FassE) has triggered enthusiasm and pride within the UNFPA and the overall United Nations system, as well as among the authorities and peoples of the GTFC commune. They all see it as a driving force for the successful reaping of the demographic dividend.

But what is the FassE project? What are its conceptual, analytical and methodological foundations? Where did it come from? How can it be given greater scope? How can its impact be increased? These are three questions which this book attempts to answer.

Chapter 1: What is FassE?

The Fass Emergent Project (FassE) was introduced to the public in 2018 by the UNFPA Regional Director for West and Central Africa, Mr. Mabingue Ngom, and the Mayor of the Gueule Tapée-Fass-Colobane commune, Mr. Ousmane Ndoeye. It is a pilot project for the local implementation of the Plan for an Emerging Senegal (PES), a plan launched by the President of the Republic of Senegal, His Excellency Macky Sall, in 2014. Although the project is Senegalese, and is, in a way, part of a process of territorialization of public policies associated with Act III of the Decentralization

introduced in 2013, it also echoes international initiatives such as the 2030 Agenda for Sustainable Development Goals (SDGs), the AU's Agenda 2063 and the Quito Declaration. In many ways, FassE can be understood as a link in a chain of commitments and resolutions for inclusive growth and sustainable development from the grassroots all the way through to the international level. In this, its ambitions and objectives are, simultaneously, local, territorial, national, continental and global.

1.1. A Composite Municipality

The FassE project is taking place in the GTFC commune, one of 19 in Dakar, a city established in 1857 on the site of a Lebou village that had been there for a long time. The commune area is bordered by the Grand Dakar, Fann, Point E, Amitie, HLM (affordable housing) and Medina communes.

In the GTFC commune, it seems as if we are in front of an impressionist painting on which each of the many groups of people that have inhabited it have added their own touches over the years. The commune has certain features similar to its neighbors but differs in some ways too, as if keen to preserve its own identity and uniqueness.

However, despite the originality of its physical, economic and sociocultural composition, GTFC is a municipality that illustrates the demographic transition and urbanization of Senegal and, by extension, of Africa.

Firstly, it's a mostly young municipality. Senegal shares with the rest of West and Central Africa a youthful population (more than 50% of the country is young). The GTFC commune is no exception to this rule, with youngsters being the overwhelming majority of its citizens. GTFC is emblematic of a rampant urbanization that has

been steadily accelerating since the creation of Dakar in 1857, which gives the capital city a very special place in the economic and social life of the country. It only represents 0.3% of the national territory but is home to 25% of the Senegalese population, and 80% of economic activity. The trends recorded in this area over the past few decades explain its attractiveness to so many and, subsequently, the development of what were formerly peripheral districts that make up the municipality. The GTFC commune illustrates the different stages of the rapid urbanization of the Dakar area with various groups living there over the years including indigenous people, immigrants, tenants and the owners of HLM housing. In this regard, the commune's variety of residents summarize the history of Dakar's urbanization, and also illustrate the depth of the demographic, socioeconomic, health, educational and professional integration challenges posed by more and bigger cities in Senegal and Africa.

This urbanization has been accompanied by the *appearance or exacerbation of strong social inequalities*: external signs of wealth are sometimes very visible in certain neighborhoods and in marked contrast to the poverty and insanitary conditions in other areas. There, theft, rape, assault and murder often take place, social services are limited and many people don't have stable sources of income.

The GTFC commune has already reached its maximum possible size. Poverty is visible and seems to affect large sections of the population. However, due to the area's proximity to employment centers (in ports, markets, residential areas and public administration) and good transport links, the commune is strongly appealing to workers looking for a Dakar home. Furthermore, for two or three decades, the commune has attracted more and more commercial and administrative activities through the establishment

of offices and workshops. This also contributes to its economic and social dynamism. Due to the strong urban and socioeconomic changes it is experiencing, the commune now has a hybrid character. This will undoubtedly influence its development in the years to come.

For all these reasons, the GTFC commune is rather representative of urbanization in Senegal. It was, therefore, the ideal place to launch a pilot project to make the most of the demographic dividend through the local implementation of the PES. Through analyzing its history and socioeconomic evolution, it is possible to identify the commune's municipal development problems. It is also possible to experiment with a wide range of potential responses taking the various needs and wants of different groups into account. The Fasse project also makes it possible to experiment with the territorialization of international agendas (SDGs, New Urban Agenda, the AU's Agenda 2063, Quito Declaration) which share the concerns of (a) leaving no one behind, (b) promoting inclusive and sustainable urban economies and (c) protecting the environment.

1.2. Against this background, Fasse is a set of development projects and programs aimed at reaping the demographic dividend. As a result of a partnership between the GTFC commune and UNFPA, Fasse has set up a number of initiatives aimed at improving human capital, increasing economic opportunities and strengthening local governance to take full advantage of the demographic dividend in the context of economic, social and environmental emergence.

The activities carried out under the Fasse project fall into five areas: i) education, ii) health, iii) employment, iv) economy, v) governance. Through these undertakings, Fasse aims to closely

touch the daily lives of the population, particularly women, children and young people, and improve their quality of life. It also focuses on strengthening the capacities of certain key players involved in achieving the demographic dividend in the municipality. In particular, health professionals, decentralized government officials, members of civil society and traditional and religious community leaders are targeted.

Additionally, faced with the COVID-19 pandemic, UNFPA's regional office has laid the foundations for a community response strategy with the GTFC commune as a pilot. This strategy was pushed out further by the country office via a large donation of protective equipment with an estimated value of over 90 million CFA francs

1.3. Beyond all the projects and programs, some of the FassE achievements are difficult to quantify because they are **intangible**.

- Firstly, FassE is a *state of mind*, a certain way of conceiving a development that affects the way of measuring progress. Faced with a whole host of challenges and expectations, the UNFPA and GTFC commune authorities have always invited all actors to be part of the same team, establishing strong levels of *trust* for good collaboration and the successful implementation of FassE. Thus, the Fass Emergent Project has a local framework giving each stakeholder the chance to experience the spirit of *dialogue* on development issues of prime importance for those communes and countries which have opted for emergence during the years 2020-2063. There is *mutual trust* between the actors.

- FassE is also a *spirit of ownership*. Each stakeholder is asked to take ownership of the objectives and approach of the project based on its contribution philosophy and mandate, the financial and

human resources available, and by adapting procedures to pre-established performance objectives. According to the Deputy Mayor of the GTFC commune, "*FassE* is very well owned by the populations because it is purposefully turned towards a bottom-up development approach"¹

None of this is due to chance. Everything, including the choice of the GTFC commune, is part of an innovative approach to development.

Chapter II. How it started

2.1. How it started, a theory of change

The Fass Emergent Project was identified and implemented following the **theory of change** approach associated with results-based management. The project's ultimate objective is to achieve the emergence of the GTFC commune, in line with that of Dakar and Senegal. To do so, an important strategic step was taken to accelerate the demographic transition in order to bring the fertility level down to three children per woman, and as quickly as possible, as agreed by the various groups in the area.

In accordance with the **theory of change** approach, the Fass Emergent Project is also based on modelling the good connections seen between expected results, products delivered, and resources mobilized. This modelling is based on the approach to economic, social and environmental emergence through the acceleration of the demographic transition to capture the demographic dividend. The Fass Emergent Project is underpinned by the strategic vision of a hospitable, learning, enterprising and innovative commune. It is

¹ Welcoming address during the UNFPA Director's visit

also underpinned by the vision of a united population which believes in itself, in its leaders, in its commune, in the future, and in the vision of a dynamic economy with inclusive growth.

The overall objective of FassE is to implement concrete actions to accelerate the demographic transition and invest in children, women, adolescents and young adults, supported by the creation of jobs, capacity development, improvements in the quality of life and protection of the environment.

2.2. How it started, a triple break

2.2.1. The concept

FassE is an illustration of three new paradigms: emergence, the demographic dividend and sustainable development.

The approach to economic, social and environmental emergence through the acceleration of the democratic transition for the reaping of the demographic dividend is relatively new. It involves, among other things, reducing the number of children per woman in the commune through family planning, promoting sexual and reproductive health, health in general, the education and empowerment of women and their presence in the labor market. The approach also recommends establishing an inclusive early childhood development policy, improving education for all, raising enrolment rates in secondary and higher education, promoting the health of young people, and seeing employment and entrepreneurship within the context of gender equality and good municipal governance. Accelerating the demographic transition also paves the way for an appropriate policy for the protection and development of children based on human capital training programs geared towards future needs for strategic and operational skills, with women, adolescents and young adults being the agents of change.

To give shape to the emergence strategy through the acceleration of the demographic transition, the Fass Emergent Project is aligned with the framework proposed by the AU Roadmap and centered around four pillars: (i) employment and entrepreneurship; (ii) education and skills development; (iii) health and well-being; (iv) youth rights, governance and empowerment.

The results of many studies identify three key factors for the acceleration of the fertility transition: children's health, education, and women's empowerment, especially through access to family planning. However, it is job creation for large cohorts of working-age young people that spurs on foreign investment.

When establishing its action plan, the Fass Emergent Project also took into account the experiences, good practices and lessons learned from the Sahel Women's Empowerment and Demographic Dividend Project (SWEDD).

2.2.2. Analytically, an integrated approach

For a place like the GTFC commune, in an African capital like Dakar, the SDGs cover all the challenges of sustainable development, particularly those relating to climate, biodiversity, energy, water, poverty, gender equality, economic prosperity, peace, fishing, crafts, tourism, education, health, nutrition and cultural life. Of course, not everything could be improved at once so, for the sake of efficiency, FassE's action plan was structured around the following:

1. Reproductive health, especially the health of mother and child; family planning; integrating AYRH services to make them more youth/adolescent friendly.
2. Education and vocational training.

3. Job creation and encouraging entrepreneurship.
4. Empowerment of women, especially girls.

In fact, a more detailed analysis shows that, from the outset, the FassE project has taken into account these components of sustainable development: education, health, employment, and governance.

Thus, the project's focuses are:

- **Health:** Essential support to the decline in fertility through Senegal's adherence to an integrated strategic plan for Maternal, Neonatal, Infant and Adolescent Reproductive Health (SRMNIA). This includes the creation of an investment dossier for the improvement of maternal and child health (MCH) and an emergency plan for maternal and newborn health. The SRMNIA integrated strategic plan is part of the National Health and Social Development Plan (PNDSS) adopted for the period 2019-2028, that focuses on universal health coverage in Senegal. The lessons learned allow us to obtain the best possible results, with recommended actions for mother and child in the PNDSS 2019-2028. A project like Fass Emergent, that works at the community level, has the scope to link family planning more closely with the empowerment of women. Also, it should be noted here that capacity-building activities for young people have begun in the field of reproductive health, working with the schools-based GEEP (Group for Research and Population Study) and AfriYAN (African Youth and Adolescent Network).
- **Education:** Experimenting with the bold policy of reducing the number of incomplete-cycle schools and aligning the supply of education and training with community demand in

line with PES objectives. On March 8, 2020, International Women's Day, regional and country offices raised funds by selling art at an auction. It's hoped the proceeds will pay for the professional training of about sixty young girls from the GTFC commune. Plus, collaboration with UNESCO and development institutions such as the World Bank and the African Development Bank provides access to specialized services for the commune's education goals, part of the process to increase decentralization.

- **Employment:** In relation to job creation and entrepreneurship, FassE explores two areas: (i) fostering jobs and business creation within the commune, without all workers having to be commune residents; (ii) preparing commune residents to enter the labor market, some as employees, some as employers. The most popular jobs in the commune are in fishing, crafts, commerce and tourism. Vocational training, support for people who can market businesses and new income-generating initiatives can be the subject of projects and programs that include access to a sector of activities with proven opportunities, in partnership with civil society and social entrepreneurs to provide young people with help for startups.
- **Governance:** Continuous improvement of local governance and urban management, including through the capacity building of municipal technical staff and FassE staff, to enable the GTFC commune to take full advantage of any territorial, national and international projects and programs that can contribute to achieving the objectives and meeting the needs of the population.

2.2.3. Operationally

FassE also refers to SDG17, which urges all stakeholders to magnify the partnership approach for the establishment of inclusive, dynamic, open and tolerant societies in all countries and territories. In the words of the Deputy Mayor, "*The FassE Project stands out for its multisectoral approach based on a **diversified partnership** to meet the commune's needs*".

2.2.3.1. Partnership

The Fass Emergent Project supports the municipality in the establishment of *partnerships* aimed at improving cooperation between stakeholders and coordinating their contributions. It's part of an integrated approach combining fertility control, early childhood development and investments in women, adolescents and young people, with all ages on board. What makes FassE unique is the rather disruptive way of doing things that it is developing around UNFPA and the GTFC municipality, providing a framework at the local level too for the pursuit of SDG17 as a lever for collective action for the economic, social and environmental transformation Agenda 2030 aims to achieve. Instead of a *separate* execution of several projects that converge, at best, FassE is a real *partnership* of stakeholders linked by the same spirit of responsibility, solidarity and performance. To this end, collective action represents a process of cooperation with committed actors and useful and relevant projects for a resilient GTFC commune.

This FassE cooperation is, as the Director of UNFPA WCARO rightly pointed out, "*a way of doing development differently*". In doing so, Mr. Ngom reinforced the idea that "*working together, doing things differently, this is sustainable development*"². Instead

² The comments were originally made by UNFPA Executive Director, Dr. Natalia Kanem, during her visit to the FassE project in August 2019.

of teams of experts working independently, the Fass Emergent Project relies on strategic alliances that can accelerate economic development in the GTFC commune. Thus, under the leadership of the UNFPA and the municipal team, FassE benefits from promising partnerships with:

- ***The United Nations System:*** Within the UNS the partnership approach is favoured, being in perfect harmony with the spirit of "One UN - Delivering as One". This is why UN agencies such as UNIDO and UNCDF are fully involved in FassE. This participation is facilitated by multi-year results-based budgeting at the national level and the establishment of a team monitoring the implementation of the PES.
- ***Government ministries:*** the project benefits from the support of the **Ministry of Health and Social Action**, under the Directorate of Mother and Child Health as well as the support of ministries in charge of young people, women and employment.
- ***Local actors:*** this means all kinds of people from all kinds of backgrounds, including the private sector and population and development networks, involving youths, journalists, religious leaders, parliamentarians and traditional communicators. In the field of reproductive health, the schools-based **GEEP** and **AfriYAN**, an organization of young leaders, have particularly distinguished themselves.
- ***Statistical and research institutes.*** The description of the baseline situation and foreseeable trends required collaboration with the National Agency for Statistics and Demography (ANSD) and the Regional Consortium for Research on Generational Economics (CREG).

- ***Territorial authorities:*** The so-called disruptive approach is first of all imposed on territorial and national institutions in accordance with the PES performance culture and the program budget set out by legislation in 2011.

2.2.3.2. Monitoring and evaluation

FassE takes into account the increased importance given at national level to the monitoring/evaluation process, with the establishment of a structure dedicated to the analysis of the impact of implementing the PES. For example, the 2020 budget allocation took into account results achieved the previous year.

Chapter III: FassE, what's next?

3.1. A desirable scenario

The scenarios examined in the national document serving as a roadmap for the demographic dividend call for the retention of the so-called **combined** scenario. This scenario gives priority to the economy and demographics with appropriate targets for economic competitiveness, education and family planning. In this scenario, the Fass Emergent Project supports the GTFC commune, which needs to fully play its part alongside other urban communes to “translate” national policies in line with the concerns, ambitions and commitment of people at the grassroots level. The result is an inclusive “growth” challenge to be met through strategies, policies and other legal programs for compulsory schooling for children aged six to 16; technical and vocational training programs for people aged 15 to 34; continuing education programs for people aged 35 and over.

Two important things must be taken into account in this scenario: the consolidation of achievements and the expansion of FassE to other areas.

3.1.1: Consolidation of achievements

The emphasis is on empowering women, with universal access to effective methods of contraception, overhauling the education system with an increase in the average number of years of schooling across the population and better lessons. Increasing the number of years that girls attend school helps to prevent early motherhood and reduce fertility.

3.1.2: Expansion: scaling up

The Fass Emergent Project is at the crossroads of a dozen territorial, national and international initiatives that mark the underlying vision behind it, its strategic options and approaches and its methods of contribution. Its aims include the local implementation of Agenda 2030 and the AU's Agenda 2063, as they are both transcribed in territorial and national policies. Leaving the initial GTFC cradle behind is vital if the project is to have as significant an impact as possible

3.2. Opportunities

The commitment of Senegalese leaders and their technical and financial partners to the PES is a major opportunity for the FassE project. To achieve the PES objectives, it will be necessary to fully exploit the demographic dividend. This means, in this case, transforming a young population into a productive and efficient labor force thanks to effective investment policies in education,

health, employment and governance. This will benefit many, including women, adolescents and youth. It turns out that this concern of creating a productive labor force is at the very heart of the FassE project, the linchpin giving the GTFC commune and Senegal additional impetus to achieve the PES objectives.

In addition to this alignment of the FassE project with the PES, *the reform of Act III of the Decentralization* should be noted as an opportunity, as it enshrines full communalization. The reform of Act III can be an important factor in improving the implementation of local development plans and the quality of services offered to residents, especially if accompanied by greater efficiency in accountability for the use of resources and the delivery of public services.

3.3. Challenges

One of the many challenges is accelerating the decline in fertility. The demographic transition is well underway but is still too slow to have a significant impact on reaping the demographic dividend. The size of the demographic dividend depends, first of all, on the level of fertility decline achieved. Without this decline, increased incomes or lower consumption by working people to achieve the same savings and investment rates may become out of reach. In addition, it is worth noting that lowering fertility without adding dynamic job creation into the mix does not put a country on a path of emergence through the achievement of the demographic dividend. Generally, there needs to be a lot of investment in human capital, decent jobs created and the promotion of conditions favoring local savings as well as foreign direct investment.

Another challenge is the nature of urbanization. Demographic projections in 2018 anticipate that nearly two thirds (64.5%) of the Senegalese population will be urban in 2050. This means it's necessary to link the challenges of the demographic transition and economic transformation of the country with those of urban transition and ecological sustainability. The emergence projected by 2035 will mainly be related to an urban population that will need to be earning higher incomes if it is to become part of the group of upper-middle income per capita countries.

3.4. Some key success factors and prospects for replicating the Fass Emergent Project

Key success factors for the project are those that help strengthen the support of all stakeholders for its objectives and actions. These factors call for the enhancement of learning for success, excellent communication, formal agreement between partners, better use of the strengths of each partner, optimization of the use of resources and strategies and adequate operationalization.

Eight key success factors have been identified:

- **Establishment of an enabling national framework for the territorialization of public policies and the local implementation of the 2030 and 2063 Agendas**

To succeed, initiatives like the Fass Emergent Project must proceed from an integrated territorial and national approach based on a policy of decentralization and the mobilization of domestic resources. There also needs to be several levels of implementation as well as regular monitoring and evaluation of the SDGs. Act III of the Decentralization Operationalization Program (PROACTSEN) and the Support Program for Municipalities and Agglomerations of Senegal (PACASEN)

are among the mechanisms contributing to the promotion of a national framework for the success of the Fass Emergent Project under the direction of the PES.

- **Importance of a shared vision and mission**

A participatory approach and collaboration with all parties is the perfect way to achieve a shared ambition in the GTFC commune, based on collective action. This makes the area more resilient, the economy more inclusive and growth more sustainable. It is up to the municipal team to stimulate and animate a dynamic that mobilizes all stakeholders and promotes governance for emergence. It is also up to the team to encourage participation in PACASEN and respect for the strategic options of the FassE project, particularly the acceleration of the demographic transition as a preferred vehicle for the capture of the demographic dividend.

- **Importance of quality when diagnosing challenges, constraints and levers for collective action**

The Regional Consortium for Research on Generational Economics (CREG) and the National Agency for Statistics and Demography (ANSD) have provided strategic data, in particular which actions are a priority. However, there is still an urgent need to regularly update the demographic, economic, social and environmental data that the project needs. This will ensure we understand the baseline situation as well as the possible options available to us to help us reap the demographic dividend.

As it progresses, the project will continue to document the commune's experiences, the resources each stakeholder can bring (these allow the commune to distinguish itself from other

communes) and the prospects that are opening up for the improvement of participatory dialogue.

- **Strategic involvement of local executives: the issue of the effectiveness of contributions by institutions and organizations and the quality of public services**

To foster a dynamic of emergence that wins for the economy, society and the planet, municipal authorities have a decisive role to play. In particular, they must ensure territorial and national resources and the resources of international partnerships all benefit one another. A fundamental challenge for the municipal teams is, therefore, capacity building to collaborate with the various stakeholders and technical and financial partners.

- **Contribution of the partnership approach: the leverage effect of the partnership**

The establishment of a “one-stop-shop” to serve this partnership approach aims to strengthen the combined effectiveness of all organizations involved during contributions, be they municipal or territorial and whether in central administration, the private sector, civil society or technical and financial partners.

- **Contribution of good practices: participation of the private sector and associations in achieving the objectives of the project**

The project needs the private sector and organizations to participate in improving living conditions and creating decent jobs and incomes. Help is also needed with the creation of first job opportunities for young people and finding them work with local SMEs, investing in strengthening local skills, and effectively taking care of the long-term interests of the municipality and its people.

- **Operational role of the multifunctional ‘one-stop-shop’ and the partnership the observatory**

The multifunctional one-stop-shop is a place of cooperation during the emergence process: it is both a neutral physical place for the sharing of knowledge and experience between partners and a digital platform to inform and interact with residents.

- **Strategic role of demographic dividend observatories**

The Fass Emergent Project allows partners and residents to place a greater emphasis on expenditure and preventive actions by identifying and making the best use of the various impacts of their contributions and services offered to communities. Impacts are analyzed economically, socially and environmentally.

These eight key factors can be grouped into three main categories:

- - fine-tuning analyses with stakeholders and partners
- - sharing lessons learned
- - acting as strategists

CONCLUSION

What is FassE, and where are we in the project? Where did this project come from? Where do we want it to go? These three questions are the focus of this document.

It is now up to decision-makers and, indeed, all the actors involved, to make what is desirable actually *possible*. Taking on this responsibility is praiseworthy indeed, as indicated in the preface signed by one of those taking part: His Excellency Macky Sall, President of Senegal.

Introduction

1. Context and rationale

Advocacy led by the UNFPA in favor of working hard to reap the benefits of the demographic dividend made significant progress in 2016. It was then that the AU's Assembly of Heads of State and Government adopted the *AU Roadmap on Harnessing the Demographic Dividend Through Investments in Youth*. To accelerate the roadmap's effective implementation, at the end of 2017 UNFPA WCARO and the GTFC commune launched a pilot initiative called the "Fass Emergent Project (FassE)", aimed at operationalizing Demographic Dividend in a popular municipality of Dakar. They agreed to follow a participatory and multisectoral approach involving all beneficiaries and partners of the project.

2. Objectives of the consultation

The overall purpose of this book was to describe the process of developing and implementing the FassE pilot project.

More specifically the aims of the book were as follows:

- Recall the context in which the foundations of the project were laid and explain the relevance of implementing DD at a local scale.
- Describe the participatory development process of the FassE project. Particular attention should be paid to the strategies deployed by UNFPA in order to gain the confidence of the populations and authorities of the GTFC commune and encourage other national and international partners, particularly UN agencies, to take part in FassE, according to their own skill sets and resources. Explore the possibilities of replicating the

approach in other Senegal communes and in other countries such as Guinea, Mauritania and Guinea-Bissau.

3. Methodology of the study

The methodology chosen for the preparation of this book came from the desire to tell as many people as possible about the achievements of the Fass Emergent pilot project. The aim was also to fuel reflection on the prospect of extending the scheme to other communes in not only Senegal but across Africa.

The two prominent points of this methodological framework are:

1) Working sessions involving staff from UNFPA WCARO.

Several sessions helped personnel to better understand the issues involved and the content. It was decided the book should detail experiences relating to the local implementation of the AU Roadmap and public policies for the territorialization of the PES, 2030 Agenda and Agenda 2063. These sessions were supplemented by discussions with other organizations including ANSD and CREG. Due to COVID-19 in Senegal, planned exchanges with them were limited to telephone interviews and the sharing of documents.

2) Sessions with the scientific committee set up to pilot the mission.

Two virtual meetings were organized that allowed the review and critical assessment of documentation relating to the FassE project, so it could be used to illustrate the strategy for operationalizing the demographic dividend at the commune

level. The following were the main points emerging from the meetings:

- The conceptual framework of the project, including the theory of change approach through results-based management, with women, adolescents and youth as agents of change

- The project's analytical framework with an emphasis on the importance of investment in infant health, early childhood development, compulsory schooling, adolescent health, motherhood, women's empowerment, keeping girls in school, integrating them into the labor market, the employability of young people, creating decent jobs, adult literacy, development and support when preparing for retirement

- The project's operational framework, involving emphasizing the partnership approach and the “One UN” spirit, promoting good practices in the treatment of key issues when trying to reap the demographic dividend, and paying attention to how to scale up FassE

- Collection and analysis of relevant facts and data. Those that have been exploited already include:

- Official statistics, dates, events, printed and/or electronic documents and images available relating to the experience of the FassE Project covering the GTFC commune or relating to the operationalization of the demographic dividend, in particular the UNFPA's productions on the subject

- Official documents presenting the relevant territorial, sectoral and national public policies, in particular those relating to decentralization and local authorities, health and family planning, education and training, employment and income generation, the quality of living conditions, governance and participatory democracy

- Relevant official documents for the presentation of frameworks, projects and programs for decentralized, bilateral, regional and/or multilateral cooperation that can benefit communes

The examination of these many documents made it possible to meet the expectations of the UNFPA regarding the analysis of FassE for the book.

4. Book outline

The book has three chapters, in addition to this introduction. The first chapter gives an overview of the FassE project, discussing the physical, socioeconomic, sociocultural, institutional and strategic context in which the various activities, projects and programs fit.

The second chapter recalls the origins of the project. This is an opportunity to review the so-called triple break (emergence, the demographic dividend and sustainable development) of the

FassE project and connect it to the theory of change on which its initiators relied.

The third chapter focuses on ways to operationalize a scenario of evolution deemed both desirable and possible. Basically, that scenario is about consolidating the achievements of the FassE project and scaling it up. The challenges and constraints to this process are mentioned as well as some necessary conditions to achieve it.

CHAPTER I: WHAT IS *FassE* ?

Introduction

The Fass Emergent Project is a local implementation of the Plan for an Emerging Senegal, taking into account the objectives of Agenda 2030 of the SDGs and the aspirations of the AU's Agenda 2063. Its design and implementation are based on a participatory approach involving populations of the Gueule Tapée-Fass-Colobane (GTFC) municipality and the partners they work with.

The project's purpose is to help create an economic, social and "green" environment ultimately leading to decent and stable incomes and a continuously improving quality of life for residents.

To this end, the Fass Emergent Project must, first of all, *know the physical, historical, cultural, social and economic context of the GTFC commune.*

1.1. Physical, historical, cultural, social and economic context of the GTFC commune

This section discusses the demographic, economic, social and environmental dynamics of the GTFC commune.

1.1.1. A composite commune

Laid out here are some of the characteristics of the GTFC commune and their implications for the reaping of the demographic dividend

Demographically

This is a densely populated municipality: the GTFC commune occupies an area of 2.375 km² and, according to the 2013 census, had a population of 52,269. The population of the commune was projected to reach 63,895 inhabitants in 2020, meaning an area with a high population density (26,900 inhabitants per km²). According to the projections of the 2035 Urban Master Plan for Dakar and its surroundings, the GTFC commune is not far from having the maximum number of people it can support without environmental degradation.

High fertility: The fertility rate in the GTFC commune is estimated at four children per woman, on average. This is more than the average for the Dakar region, which is 3.2 children, and is partly because the adolescent fertility rate in the commune is high -- an estimated 43 adolescent girls per 1000. That compares to 32 per 1000 for the West Africa region, the lowest rate among all the regions.

A continued strong population growth close to the national average cannot be sustained without damaging consequences for the quality of life of all commune inhabitants.

A predominantly young population: This is a youthful population. Three out of four people in the commune are under the age of 35.

Sociologically

The GTFC is a working-class commune undergoing major urban and socioeconomic changes. Due to its proximity to employment centers (a port, markets, residential areas and public administration) as well as good transport, the GTFC commune is highly attractive to workers looking for a home in Dakar. In recent decades, the

commune has also attracted more and more commercial and administrative activities through the establishment of offices and shops.

These characteristics make the GTFC commune a place to live as well as a place to visit, with the number and type of people there depending on the time of day and each person's stage of life. For example, he or she might be a student or preparing to emigrate. An initial consequence of this is the *multifunctionality* of the streets, which reflects the different socioeconomic, cultural, political and environmental dimensions of an African capital that is open to both Africa and the rest of the world. The streets of the commune are regularly very busy, with lots of people offering goods or services. Market gardeners, florists, horticulturalists, many other kinds of traders, mechanics, hairdressers, tailors and more carry out some or all of their activities on public streets.

For them, the street is an extension of the workplace. In the GTFC commune, the street is, for many people, a place to prepare for the future, a place to build and experiment with alternative ways of survival and the quest for well-being. But the street is also an extension of the densely occupied family home; it is the playground when children are not at school or the *daara*. Adolescents take possession of the street at certain times; it is most often here that urban cultures are first developed and manifested, made up of challenges to dominant orders and the desire for citizen control. The commune was thus, in the 1990s, a key place for political protest but also, on a more positive note, of the citizen movement then called *Set Setal*³; it is likely that the control of these public spaces will become an issue of the utmost importance in urban policies.

³ "To be very clean and to clean up" in Wolof. For information on this movement, see the work of V. Savané published by ENDA.

Economically

The GTFC commune does not have an industrial area like most Dakar suburbs, but it does share with them lots of working-age youths, Senegalese and immigrants in search of knowledge and know-how, and trade apprenticeships. As a result, the *informal sector* is the main source of income in the commune and the street is its preferred terrain. This is the case with those who work in the food industry: almost a third of families have a member working in this sector. A larger number of households derive their income from animal husbandry which they practice at home. Half do this in an enclosure in front of the house. Garages, often filled with vehicles in need of repair, also provide income for many families. These activities frequently take place on the streets causing congestion and threats to public hygiene.

All of this clearly shows that the commune is a good location to launch a pilot project for the local implementation of the PES, and experiment with initiatives to operationalize the capture of the demographic dividend. We will come back to that in Chapter II.

This commune has a history that cannot be dissociated from that of Dakar

The Dakar region is home to the bulk of Senegal's non-agricultural enterprises and the country's central public administration workforce. Consequently, it is where projects converge and also where the hopes of those in search of new achievements or new responsibilities lie. This is all the truer as the high population density that characterizes the region makes it an ideal center for the development of human, intellectual, commercial, financial, social and cultural capital.

Faced with the growth of the Dakar-Plateau district and with an influx of people from Saint-Louis and other territories, Dakar has always expanded. It attracts people from other regions, especially those in economic or political crises. According to this general dynamic, the creation and expansion of districts in the city of Dakar were carried out in four phases: (i) the initial settlement of Lebou populations in the older districts; (ii) the resettlement of populations pushed out of the city center or beyond its periphery; (iii) the arrival of migrant populations from other parts of the country and from abroad; (iv) the initiation and continuation of functional changes echoing the growth of the resident population or the ongoing phases in the process of transforming the city center and its immediate periphery.

Many in the GTFC commune's three districts (Gueule Tapée-Fass, Colobane) have been concerned by these different phases, including the increase in inequality. The area has that in common with most communes in the Dakar region, including those that are predominantly rural or practice fishing. This data is one of the reasons why the GTFC commune is a good place to analyze conditions in order to create, then reproduce, strategies to capture the demographic dividend elsewhere. While the effects of the different phases of development in each of the three districts has given rise to shared realities, disparities between districts and sub-districts have also emerged, particularly in terms of the severity of poverty or the prospect of satisfactorily stabilizing incomes. Thus, external signs of wealth and poverty coexist in the commune. This has resulted in physical insecurity (theft, rape, assault and murder), economic insecurity (unemployment and chronic underemployment), social insecurity (poor access to basic social services) and environmental insecurity (unacceptable living conditions).

1.1.1.1. The Colobane district

Lebou populations from the Khock ethnic group who occupied the Dakar streets of Thiers, Jules Ferry, Denain, Victor Hugo, Sandinière, and others until 1937, were the first inhabitants of Colobane in 1938. The district also had some housing for executives of the colonial administration on the site currently facing the headquarters of the Social Security Fund. This area now includes the teachers' city and a group of houses to which the private school Askia Mohamed belongs. Among the first occupants of Colobane were great notables and religious figures such as Moussa Gueye Samb, Ousmane Diagne and Ali Dior Diop, whose grandsons live in the area.

The district owes its name to the fact that it was perceived as being "very" far from the city center and other localities of the Cape Verde Peninsula. Laid out as an isolated subdivision of Medina, Colobane also included the districts of Ndondy, Diaksaw and Lampsar, now home to the *Place de l'Obélisque* and the John Fitzgerald Kennedy Girls' High School.

Then, Toucouleurs, Wolof and Serer migrants came from Fouta and the peanut basin (much of Senegal's cultivated land is dedicated to the peanut) before the Diolas, Socés and Manjaques of Casamance. For work, Fouta nationals often sold fabrics and toiletries to women who pay them on an instalment basis. The Walo people, who are among the Wolof migrants, tend to invest in road transport with "fast buses," while Serer women do laundry for households with the help of girls under the age of 16 during their school holidays, or when they've dropped out of school to work. Some of these youngsters work as housekeepers or cleaning ladies for businesses. Migrants are also involved in grain processing, laundry, poultry, second-hand clothing, catering (particularly

Wolof and Serer) as well as urban, semi-urban and interurban transport.

Next to the homes of civil service executives, Colobane had, and still has, slums. These areas form a chain of homes for the poorest from Parc à Mazout to the Baye Laye housing project, all bordered on the outside by the Samba Diery Diallo barracks and the highway.

The Colobane district specializes in informal commerce and housing for workers employed in the industrial zone. It is separated from that zone by a bridge, built in 1951, over the motorway. Colobane has not benefited from social investment programs in the same way as Fass and Gueule Tapée. The streets of Colobane are steep and poorly paved. High-end buildings are owned by former administration officials, the so-called city of teachers (an area originally built for teachers) or real estate speculators. The Baye Laye housing project is just one residential pocket that does not have proper sanitation and hygiene facilities such as sewage pipes.

Small businesses clutter the pavements and roads. Business owners rent apartments and rooms in the neighborhood so they can oversee their livelihoods at all times. Restaurants, bars and small groups of tables are installed in rented shops or on the roads, under temporary shelters. The women who keep them serve food to many including street vendors, shoemakers and passing customers.

With the bus station and train station adjacent to it, Colobane's market is the epicenter of the neighborhood's economic activities. It includes, among other things: (i) the Cheikh Ahmadou Bamba shopping center, known as the "concealment den" (many thieves take their stolen goods there to sell it quickly); (ii) facilities to recycle shoes, toys, electronic equipment, household appliances, furniture; (iii) the Daal Park for used shoes; (iv) a thrift store; (v) a market for school materials. The streets next to the market are lined with canteens.

A Wolof-dominated multiethnic zone, Colobane is home to a population of mostly young people. People under the age of 20 account for 61% of the men and 59.4% of the women; 5-14-year-olds account for 30% of the population, most of whom live in average or even high poverty.

The health infrastructure includes pharmacies, a clinic, a government medical school health center, a private health center and a dental office. The school infrastructure includes three primary schools, a private school (Askia Mohamed), daaras and the John Fitzgerald Kennedy Girls' High School.

There are three mosques for a Muslim population made up of Tidjanés (43%), Mourides (37%), Layenés (5.7%), Khadres (4.3%), as well as a church.

1.1.1.2. The Fass district

The present-day indigenous people of Fass are descendants of displaced populations from Dakar's Fith Mith district which was located in the current Centenaire district. A modernization program there resulted in the eviction of its first inhabitants to Gueule Tapée and Fass. The area's homes, usually inhabited by civil servants, tend to be apartments with a master bedroom, guest bedroom, kitchen, shower and toilet, with limited possibilities to add any extra height. These low-rent buildings still exist in Gueule Tapée near the fish market.

Covered with sea sand suitable for prayers, the area has been inhabited since 1944 by well-known personalities including El Hadj Moussa Camara, Amadou Ndour, Mabigué Sarr, Dethié Faye and Mbana Mbaye. These notables and religious leaders then decided to call the district "Fez" (pronounced Fass locally) after the Moroccan city founded by Cheikh Ahmed Tidiane, who was also

the founder of the Sufi brotherhood bearing his name, Tijaniyyah. (In Senegal, the majority of Muslims belong to a Sufi brotherhood). Similarly, the neighboring Medina commune bears the name of the city of Medina in Saudi Arabia, founded by the Prophet.

Thus, the first inhabitants of Fass came from the Dakar-Plateau, Medina and Gueule Tapée municipalities. The area of low-cost housing now known as HLM Fass dates back to the 1950s, before an area of housing called Fass Casiers, for Senegalese administration officials, was built next to it. The latter area is located on the Rocade Fann Bel Air between the Place de l'ONU and the Point E roundabout.

The Fass district is located in a low plain, some parts becoming swampy during rainy periods. It includes several sub-districts: (i) HLM Fass (city 1 and 2) and blocks 48 and 49; (ii) Fass Casiers, Fass Louveau, Fass Bâtiment, Fass Paillote and Fass Djamil; (iii) Fass Delorme which includes: Cosmos, Batakhall, Brain, Thiaya, Guanaw lamb, Sonadis, Bentegné, Tangana, Congo, Hongrie, Cite Sation, Cite CFAO, Moscou.

Next to Fass Louveau and its now defunct market, HLM Fass used to house Lamb Diola and Fass Casiers les Arènes Makhary Thiam, the CFAO city was built during colonization to house the firm's executives and Senegalese clergy officials dedicated to training and education. The area benefited from the administration's care in terms of hygiene and sanitation.

Fass is a traditional working-class district where new housing estates have replaced Fass Paillote. The CFAO city is now home to migrants from Serer villages, renting rooms that hold several people. Some sell donuts and Touba coffee and trade in products from their home region. The women are housekeepers, domestic helpers, laundry workers and cleaners in the districts of Dakar-Plateau, Mermoz, Sacré-Coeur and Point E. The men work in

vehicle repair and maintenance, carpentry and as electricians. Fass Delorme was home to Diola, Socés, Manjaques and Mancagnes migrants. They moved to the area between rue 22 extension and the politician, Ahmed Khalifa Niasse's home.

More recently, since the 2000s, SNHLM has built some cooperative apartment buildings to house administrative executives and professionals like lawyers, businessmen and immigrants who invest in real estate, at 24 million CFA francs for an apartment.

In terms of economic activities, in addition to the Fass market, there is a *HyperScore* supermarket. There are laundries, electronics workshops, gas stations, bakeries and two large printing houses.

The health facilities consist of a gynaecology office, three modern pharmacies and some traditional pharmacies, two dental offices, and a health center.

There are two elementary schools, a middle school, three kindergartens and several daaras as well as five mosques. Several Muslim holy men live in Fass.

1.1.1.3. The Gueule Tapée district

The Soumbédioune are among the ethnic groups who marched to Cape Verde around the 16th century and established the villages of Yoff, Ngor and Ouakam.

In 1928, the year before the district was officially created, the colonial administration began to build an economic site in the area called Taaxu Buur. It's still known as that today.

The district of Gueule Tapée was "born" in 1929 following a proposal by Governor Jacky to accommodate displaced populations from the Mbott villages (rue Sandiniery, Gramont and Thiong) of Dakar. The Gueule Tapée name is said to have come

from an order the governor gave to the stone-breaking workers. “Arrêtez de gueuler. Allez! Tapez!” he said. “*Stop complaining. Come on! Hit it!*” However, there is also a lizard called Gueule Tapée in the locality.

The first inhabitants of the new district were small-scale fishermen from the Mbott villages whose spiritual leader, Ousmane Diop Coumba Pathé, kept the name of Mbott from the original district. El Hadj Alié Codou Ndoye was the first Lebou dignitary to agree to move to the district. Many more Lebou followed.

Among the populations, Mbott became Mbotty Pom in 1935 to distinguish it from the original Mbott district. This followed the construction of the Canal de la Gueule Tapée with a bridge at the junction between the Avenue Blaise Diagne and Avenue Cheikh Anta DIOP, ex Route de Ouakam.

Before the 1950s, Bambaras who left the Mali Empire were also among the first inhabitants of the district. They belonged to two ethnic groups, the Fanny and the Khock, who also practiced fishing. The construction of Canal 4 in 1951 divided the Mbotty Pom area into two parts, Fann-Khock for the Bambara, and Gueule Tapée for the Lebous.

Gueule Tapée is home to significant socioeconomic infrastructure and administrative premises. The buildings are often four storeys high and are mostly occupied by tenants. Gueule Tapée is one of the most heavily populated parts of Dakar. These days dominant ethnicities include the Wolof, Pulaar, Serer, Soninke and other African ethnic groups. For example, informal laundry facilities are run by Guineans.

In the Taaxu Burr part of the district there are real pockets of poverty, with some homes not connected to sewers. These are former residences of officials of the colonial administration, now

housing the descendants of these indigenous cadres. As here, rents are much cheaper, there are also Serer women earning money as housekeepers, laundry workers or babysitters.

Economic activities are dominated by fishing and trade, especially the sale of fish and handicrafts. Key sites are the port, craft village and new fish market in Soumbédioune and the Gueule Tapée market. The original Soumbédioune fish market was frequented by locals as well as tourists and diplomats. Other economic activities in Gueule Tapée are shops, and the sale of used cars.

Health facilities include the Abass Ndao Hospital, a dispensary and an Adolescent Counselling Center (CCA). There is no dental office or health clinic in Gueule Tapée.

The educational infrastructure includes a nursery school, two private Catholic schools, seven public elementary schools, a technical and commercial high school, a vocational training school and a training and development center.

The places of worship consist of six mosques and a church. The home of Thierno Mountaga Tall is also here; he lives here with his family.

Overall, in the three main parts of the GTFC commune, property has been developed mainly for residents in resettlement programs who were displaced from Dakar-Plateau or who've come from other nearby districts. Such property has also benefited executives of the colonial administration, employees of colonial companies and programs and Catholic clergy based in the commune. For the descendants of the first occupants of these houses and dwellings, access to property is a given but their level of income is not.

In all three areas, but particularly in Fass, a situation replicated through generations of migrants consists of firstly living in a cheaper rental unit or one made available by a parent. Then, they might find more personal/suitable accommodation or emigrate. Some residents live in homes without a regular income, some of them descendants of former executives and administrative officials or commercial agents. Some own land and/or buildings, and some are tenants. Inevitably they have large families. Women from the peanut basin are at the bottom of the social scale, particularly those from the region of Diourbel, pushed out by the 1990s crisis in the peanut sector or attracted by a different way of life in the city. We find them in all three districts of the GTFC commune.

Another example of a relationship with property is the one developed from the 2000s onwards with the advent of cooperative homes and the conversion of many apartments into hotels.

It is also worth noting the regular presence in the commune of many street vendors along the Canal de Gueule Tapée as an extension to the Fass market. They do not live in the commune but conduct their many economic activities within its perimeter, with a significant impact on the living conditions and immediate environment of the "indigenous" populations.

There are students in the commune too because of its proximity to two universities and several vocational training schools. During their stay, they are not only part of the population but often also study the area's economic, social, sporting, religious and other ways of life as part of their theses. Some of these papers were used in the Fass Emergent Project.

1.1.2 Socioreligious context

The Fass, Gueule Tapée and Colobane districts are also melting pots of religious communities. As mentioned, the word Fass comes from "Fez", after the Moroccan city founded by Cheikh Ahmed Tidiane, the founder of the Sufi brotherhood bearing his name, Tijaniyyah. One of his sons, Seydi Djamil, took up residence in Fass and developed an educational center there to teach the Koran and religious sciences. He also opened a daara with programs and courses ranging from preschool to higher education. Other Muslim dignitaries and leaders have also lived, or live, in Fass.

Similarly, the Christian community has set up a center in Fass for a congregation of aspiring nuns and also lay girls from Senegal's interior to continue their education. Furthermore, Gueule Tapée is home to a congregation of Franciscan sisters. In Colobane, the Baye Laye area is named after the Layenes, a sect of Sufi Muslims founded by Seydina Limamou Laye. It welcomed Mourid communities from Cayor and the Diourbel region fleeing the peanut industry crisis. Mourid religious leaders built homes, a mosque and guesthouses for the federations of Dahiras there. There is also an evangelist church in Colobane.

However, the educational and social infrastructures of Christian and Muslim communities have different relationships with schools and jobs. For example, some places are employment niches for Christians, including Caritas, the Christian aid and development organization. The Clermont-Ferrand technical and vocational education center trains young people of all faiths in electronics and electricity trades, but its other training, activities and employment are only for Christian youths and adults. Secular, private Catholic or denominational schools meet educational needs and also offer jobs with educational programs consistent with official curricula.

In contrast, daaras are the conventional places for schooling and training in Islamic sciences, while the official secular school is not open to religious studies. Rather, it aims to train and integrate its students into the workforce, among which it includes children and adults who have previously studied at daaras. The training center for Arabic language teachers created in 1965 has since been transformed into a general education college, then a high school. During the 2000s, Franco-Arab teaching colleges were set up. However, without offering both religious and secular education, these cannot absorb the daaras.

1.1.3 Advantages and disadvantages of living in the GTFC commune

In the GTFC commune, the proximity to national secondary and higher educational establishments is a major advantage. However, more schools are certainly needed. At the John Fitzgerald Kennedy Girls' High School there are 44 students per class but there are more than 70 in a class at the Maurice Delafosse High School. In middle schools, the ratio is an average of 60 students per class. However, in the commune's elementary education schools the number of pupils learning together in one classroom is lower than the accepted average of 50 laid out by the government.

In general, the education system faces various constraints such as insecurity in schools due to proximity to markets, garages and high-traffic lanes, as well as rundown and dilapidated buildings. Schools often lack toilets and canteens and face shortages of educational, computer, library and financial resources. These limitations all contribute to academic underperformance and need to be taken into account in any initiative aimed at helping children succeed, not only in this commune but in other parts of Dakar. The

Fass Emergent Project acknowledges, and works on solving, such problems. And it does not lose sight of the difficulties some parents face in trying to pay school fees.

In terms of health, the maternity ward at the Abbas Ndao Hospital does not fully meet the needs of the commune, one of many problems within the inadequate health infrastructure. The Fass Emergent Project has identified many of these issues, including dilapidated health posts, difficulties accessing medicines and the high density of mosquitoes attracted by stagnant water. The project also takes into account an increase in the number of health workers, particularly midwives and nurses. In addition, the GTFC commune adheres to the *Bajenu Gox*⁴ approach, involving respected local ladies who act as intermediaries between their community and the health system. Often they support women during and after pregnancies. There are five Bajenu Gox in Gueule Tapée, 12 in Fass and 10 in Colobane, and the FassE project intends to keep supporting such ladies because of their good results.

Regarding the actual environment and also living conditions, in 2016 there were two hospital waste dumps, 12 illegal household garbage dumps, and lots of garbage strewn around in several locations.

The GTFC commune also has two open-air canals within its perimeter, often containing garbage and stagnant water. It's more or less a big and open sewer. In addition, some areas of the commune don't have stormwater drains. The Gueule Tapée district in particular faces a real sanitation problem, especially during the rainy season. The population directly experiences the effects of the two aforementioned canals with water rarely cleaned and also lacks the trees needed to absorb excess carbon dioxide resulting, at least

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in part, from so many vehicles. Clandestine and illegal connections to the stormwater drainage canals that do exist increase the risk of wastewater stagnation. In addition, dilapidated facilities and the network being too small and, in a nutshell, not fit for purpose, means wastewater is often discharged into the streets. For households' drinking water, individual connection is the rule, but there are still homes that have to draw water from a standpipe outside. Such unsanitary conditions are accentuated further by failures to properly collect and dispose of household and market waste.

The deterioration of the roads (they are not maintained), high levels of pollution and unsanitary conditions that come with so many people using and living on or near public highways are all threats to the environment, not to mention very unpleasant living conditions.

Bearing all this in mind the project has supported sports and cultural associations involving young people who can help the commune through neighborhood cleaning days.

In conclusion, the GTFC commune is not particularly poorly off in terms of socioeconomic infrastructure compared to national standards. However, much progress needs to be made to come up to international standards and keep the emergence momentum.

In terms of economic activities, the commune is pretty central and is therefore a transit zone, with several traffic lanes connected to the city center. It is also a place where vendors experiencing difficulties in Dakar itself tend to fall back on. Moreover, migrants from the rural exodus have always contributed to the settlement and overpopulation of the commune and in the explosion of informal activities. The proximity of employment areas for both skilled and unskilled labor makes it an area of choice for workers.

In addition, households headed by less wealthy descendants of the original occupants tend to maintain trade outlets or other activities inside or in front of their homes, such as shops, hair salons or canteens. Life is expensive, children do not work, and they have to face the precariousness and unpredictability of trying to survive.

1.1.4 Functional changes

From being a residential area with some economic “spots”, the GTFC commune has seen a continuous surge of commercial, industrial and craft functions. 1968-78 was a pivotal period.

After the indigenous populations of Dakar-Plateau were forced to migrate towards the Medina, Soumbédioune, Colobane and Fass, small communes along the Boulevard de Gueule Tapée and within the commune, before the 1960s, were home to civil servants and their families, shop employees, expatriates and teachers from the Maurice Delafosse High School.

During the 60s, the Soumbédioune fish market opened at 5pm to take into account the working hours of the diplomatic community and the employees of specialized institutions based in Dakar. The craft village of Soumbédioune was inaugurated in 1961 as part of preparations for the First World Festival of Negro Arts in 1966.

Trade was organized around specialized markets: The Gueule Tapée market for fish, the Fass market for foodstuffs and fabrics sold mainly by Mauritians, and the Colobane market for fruit and vegetables.

A few firms also established themselves in the commune, such as the painting company "Jean Purgard" which later became "Furtado Sanchez" in Gueule Tapée and the Société des Grands Travaux de l'Est (*Major Works of the East Company*), based in Fass

and specializing in construction including public buildings. In 1968, the affordable housing units of HLM Fass and HLM Gueule Tapée were inaugurated.

In the 1970s a crisis took hold in Senegalese agriculture and in the world economy precipitated by the end of the fixed exchange rate system in 1971 and the oil shocks of 1973 and 1979. Then began a period of twenty years of economic liberalization during which the State no longer took on new staff and either no longer subsidized, or only meagerly subsidized, basic necessities.

It was then that we saw the beginning of an explosion of small businesses and small trades and the quasi-monopolies of well-structured modern manufacturing or commercial companies were increasingly challenged. At the same time, previously specialized markets were diversifying the products traded: food, fish, fruit and vegetables, yes, but also hardware, computer components, stationery and secondhand clothes. There were regular markets such as the “marché mercredi” (Wednesday market) located along Boulevard de Gueule Tapée. Meanwhile, at the end of the 1970s, the SAHM supermarket opened. The supermarket regularly innovated over the years, welcoming banks, a cafeteria, a restaurant, a dry-cleaning service, a pharmacy, a photo lab, and more. Women's economic interest groups process cereals, make soap or specialize in painting. The craft industry has also diversified, with workshops now for shoemaking, jewellery, carpentry, mechanics, basketry, etc.

More and more, the large, structured companies that had set up in the commune went bankrupt. Instead, real estate firms, insurance brokers, condominium companies and used vehicle dealers sprang up. For example, Senegal Equip, located in front of Canal 4, sells furniture and office equipment. In the same area is the Monteiro

printing house. There are two three-star hotels run by Wakalo Hotels on Avenue Cheikh Anta DIOP and Avenue Seydi Djamil in Fass. Apartments are also available as part of the hotel industry.

The craft sector faces many constraints including limited access to credit, difficulties with the supply of raw materials and a lack of equipment. There is also a lack of union organization for people making crafts and the Soumbédioune craft village being less attractive. There are low levels of education and training for craftsmen and women there, too much work activity on public roads, a lack of overall opportunities, a lack of official support for craftsmen/women, and a lack of space.

All in all, the residential function of the GTFC commune will likely remain, but things will continue to change, with poorer households and/or those whose inhabitants cannot find work pushed back to the new periphery.

Commercial and service activities are the bedrock of the informal economy and the economy of the GTFC commune. They allow the economic integration of unskilled workers who are determined to escape poverty.

In almost all neighborhoods, “productive” housing has become the rule, meaning many buildings dedicate the ground floor to small businesses. So, formerly residential districts tend to become commercial districts. In addition, house garages, houses themselves and the empty spaces between them are transformed into sewing workshops, hairdressing salons, restaurants or shops. With the rental proceeds one or more floors are often added, to replace the ground floor.

In December 2017, Ousmane Ndoeye, the Mayor of the municipality, launched the first edition of “Café Commune”, a new consultation framework offered to emerging businesses, training

institutes and schools, both public and private actors. A key aim was, and is, to better combat youth unemployment. This participatory process is, as the Mayor said, “*a sure and persistent way to guarantee the creation of shared well-being*”.

The effects already seen include an overall change in the way of thinking, more sharing of experiences and projects, the promotion of innovation, competitiveness and managerial governance and improved corporate social responsibility.

The concepts of "Café Commune" and “Mayor Manager” are in perfect harmony with the territorialization of public policies and the Fass Emergent Project partnership approach.

In essence, the Fass Emergent Project gives the GTFC commune, its populations and municipal team the opportunity to invest in a consistent and continuous way in the *resilience* of the economy in concert with the *empowerment* of women and the *education* of children, adolescents and young people. In order to permanently break the cycle of poverty and permanently install the dynamic of emergence, this commitment is made to be passed down to future generations. This is in line with the policies, strategies and support of municipal, departmental, territorial and national authorities as well as with the help of technical and financial partners.

1.1.5 Management of the GTFC commune

Administratively, the commune is managed by a municipal council of 60 members from various socioprofessional categories. Its mission is to manage local affairs and it convenes every three months. The members are distributed between the three districts as follows: 18 for Gueule Tapée (30%), 24 for Fass (40%) and 18

for Colobane (30%). There are 40 men (67%) and 20 women (33%). In 2016, their ages were as follows: 30-45 years 30%, 46-60 years 44% and 61-80 years 26%.

Regarding their education levels, 20% of members only have an elementary school level education, 32% dropped out of school during middle school, and 1% left at the primary school level; 37% went into higher education and 10% learned to read and write through literacy programs.

In regard to finances, the 2016 GTFC commune budget for revenue and expenditure was 851,133,688 CFA francs. This was divided into operating expenses (88%) and capital expenditure (12%). The first four sources of revenue were: municipal taxes (29.76%), domestic products (26.15%), local taxes (18.96%) and operating grants (15.93%). This came to 90.83% for these four sources. The other sources of revenue are operating income (5.31%), reimbursement of special assistance funds (0.53%) and miscellaneous income (3.31%).

The strengths of municipal management in 2016 were the designation of a commission for each component, the good level of education of a critical mass of council members, the good recovery rate of municipal taxes, the strengthening of the capacities of certain council members, recourse to partnerships and decentralized cooperation and the support of local development institutions, the city of Dakar and the ministry in charge of local government and suitable premises.

Management weaknesses were the heavy burden of operating expenses, the absenteeism of some council members, the weight of political arbitrations, the lack of information, the lack of qualified human resources, insufficient personnel, insufficient internal control, the non-payment of certain taxes, the slowdown

in the implementation of development projects and the imbalance between economic, social and environmental spending.

Thus, the Fass Emergent Project plans to help consolidate the strengths and reduce the weaknesses. It will do this by supporting the municipal team in i) the strengthening of financial and logistical resources and the capacities of council members on particular topics; ii) the increased involvement of council members in the execution, monitoring and evaluation of various development actions and an increase in meetings between members; iii) access to quality human resources; iv) the search for partners to support the various development actions.

In summary, the GTFC commune bears all the hallmarks of the acceleration of the modernization process observed since the establishment of Dakar in 1857 on the site of a Lebou village that had been there for a long time. Located on the outskirts of the city's business center, the commune shares some of its opportunities and constraints with neighboring areas. Any development strategy must take this reality into account if it is to succeed, particularly through developing partnership frameworks in favour of intermunicipal cooperation.

1.2 Strategic context

For the occasional visitor, the FassE initiative consists of flagship projects, programs and activities to capture the demographic dividend. For the informed analyst, FassE is beyond projects and other visible achievements, something intangible that stems from a certain philosophy of action.

1.2.1 Flagship projects, programs and activities for the capture of the demographic dividend

FassE is now structured around five preferred areas of intervention which are:

1.2.1.1 Improvement of the health and family planning system

Promote comprehensive health and family planning services that take gender into account, meet human rights criteria and further empower women economically and in employment.

The aim is to provide the most vulnerable populations with better access to integrated quality health, nutrition, water, hygiene and sanitation services. The aim is also to improve protection from violence and harmful and discriminatory practices. The start-up activities of the Fass Emergent Project are in line with the achievements of SWEDD. They pave the way for a global action plan to be implemented in order to capture the demographic dividend with a view towards a fully integrated development strategy. It should be noted that in health, the GTFC commune is waiting for extra staff, in particular a sufficient supply of nurses and midwives. The project has already provided the municipality with medical equipment and supports the construction of a new health clinic in the Fass district.

1.2.1.2 Improvement of the education system and the competitiveness of the workforce

Support the increase of secondary and post-secondary school enrolment rates, the elementary school completion rate, the retention of girls in secondary education and their orientation towards scientific fields.

The Education and Training Quality, Equity and Transparency Program (PAQUET-EF), updated for 2018-2030, and the Ministry of National Education make it clear education and training must open "to each and every one educational and training opportunities adapted to their needs to provide equal opportunities of success for all".

Within the jurisdiction of the National Education and Training Office of the Inspector of Dakar-Plateau, which covers the GTFC commune, 65% of school principals in 2019 said they practice inclusive education. This aims to ensure quality education for all pupils, from kindergarten to high school, by taking into account their individuality and particular educational needs. Of course, that figure means 35% did *not* do this. More than half of principals - 58% - said they have practiced inclusive education for more than five years, with 25% between three and five years and 17% for less than two years.

To make schools more inclusive for children with disabilities, the commune's authorities and the Fass Emergent Project do a lot of work with schools in both the public and private sectors. In 2019, this kind of cooperation involved 20% of institutions in the public sector, and 20% of institutions in the private sector.

1.2.1.3 Improving the economic infrastructure and creating jobs

This involves supporting the development of areas of opportunity and potential partnerships with education, training and research institutions; strengthening advocacy with territorial and national structures for the modernization and/or improvement of the quality of economic infrastructure services; supporting territorial and national efforts to simplify administrative procedures and initiatives related to private investment and living conditions.

The development/implementation of integrated sectoral policies contributing to the structural transformation of the economy, the reduction of inequality and the development of the demographic dividend all fall within this framework. Attention is also paid here to improving food security and creating wealth for the most vulnerable populations. Another aspect involves projects setting up national and regional youth funds and youth entrepreneurship development funds at national, subregional and continental levels and increasing the number of training courses, apprenticeship programs and on-the-job training opportunities for women and young people. We also see the increased access of youth-run businesses and initiatives to public procurement and financial services, support for the Young African Volunteer Program and the Young African Professional Program and other training and capacity building opportunities for young Africans.

1.2.1.4 Quality of life and living conditions

Strengthen partnerships with regional and national organizations in charge of promoting and developing activities carried out in the municipality, in particular fishing, crafts and tourism, as well as improving the quality of the environment.

The aim is to strengthen the resilience of vulnerable communes in the face of the effects of climate change and help protect ecosystems.

The Urban Master Plan for Dakar and its surroundings by 2035 reveals low environmental resilience during the development process. The Fass Emergent Project recognizes this and the huge importance of strong relationships between local, territorial and national actors if the issue is to be tackled effectively. It takes into consideration economic, social and environmental issues for the promotion and stimulation of a municipality that aims to be inclusive, learning from its past to create a better future.

1.2.1.5 Citizenship and governance of emergence

Support partnerships and capacity building programs for elected and local officials in mastering the fundamentals of economic, social and environmental development and the demographic dividend.

The aim is to strengthen the capacities of national and local institutions to improve quality and equity in the delivery of public services in order to promote peace, security and effective governance. It is also about giving the most vulnerable groups the means to fully exercise their rights as citizens and have a say in policies affecting them.

All in all, the GTFC commune teams interact with a large number of partners on issues related to health and nutrition, education and training, job creation and income distribution, the quality of governance, institutions and the environment and the overall quality of life.

Municipal and FassE technical staff have the necessary capacities to take advantage of all territorial, national or international projects and programs that can contribute to the achievement of objectives and meet the needs of the commune's people.

A multifunctional one-stop-shop coordinated by an experienced adviser who acts as a point of contact and provides guidance and assistance to different stakeholders at every stage of their interventions would help increase the efficiency of the system.

1.2.1.6 The weight of history

The Fasse framework, discussed above, can be explained by history, on the one hand, and budgets on the other.

i) History, first.

In 2019, the Fasse team was approached by the United Nations Framework Plan for Development Assistance (UNDAF), 2019-2023, and the UNFPA Senegal office to be part of a pilot initiative for the local operationalization of the five pillars of the “One UN” approach. This followed the territorialization of public policies in the country. When Fasse launched in 2018, debates raged around how to best capture the demographic dividend and the acceleration of the demographic transition. In this intellectual and programmatic context, any emergence strategy in Senegal should prioritize extending family planning, reducing the mortality rate, raising education levels and promoting youth employment.

It is around these concerns that the aforementioned projects, programs and flagship activities that constitute the backbone of Fasse are structured.

ii) This framework is also explained by the available budget:

A budget of 200 million CFA francs was allocated for the project's activities in 2019. With this money, an initial batch of medical equipment was handed out, with a value of seven million CFA francs. For health overall there was a planned total of 50 million CFA francs in the budget, for a new health post at HLM Fass, financed by the Economic and Social Development Support Program of Senegal (PADESS) and equipped by the UNFPA. The challenge is to strengthen infrastructure and technical platforms to improve the supply of sexual and reproductive health services, in particular family planning, adolescent and youth reproductive health and Emergency Obstetric and Neonatal Care (SONU).

The UNFPA is certainly not the only contributor to the FassE budget. Nevertheless, its modest contribution was decisive because it had a catalytic effect, allowing the mobilization of further cash and other support. Other players who helped start the project include:

- The Ministry of Health and Social Action and other ministries including those in charge of education, training, women, family, youth and employment.

- The sub-prefect of Dakar welcomed the implementation of the project, expressing his support by signing a decree strengthening the institutional framework and cooperation mechanisms.

- The Support Program for Municipalities and Agglomerations of Senegal (PACASEN), which came into force in November 2018 for a period of five years. The GTFC commune is one of 123 local authorities covered by this program. The general objective is to support the implementation of Act III of the Decentralization by strengthening the governance and financing capacities of local governments.

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Under the crosscutting theme of promoting citizen participation, PACASEN should help improve the performance of local authorities in the management of public investment and the provision of local services. PACASEN was implemented as part of the start-up phase of Act III of the Decentralization Operationalization Program (PROACTSEN), launched in 2016 to bring changes to the baseline from 2011 to 2015.

Local governance is spread between the economic viability of different areas and the requirements of a local administration interacting with various other levels of authority, all in a framework designed to lead to inclusive growth and development strategies.

The master plan for the development of the Dakar-Thiès-Mbour Triangle was established by the National Land Development Agency (ANAT) in conjunction with the Urban Master Plan for Dakar and the neighboring area, as defined by the Ministry of Urban Development. Thus different actors in the region are offered investment and action frameworks to make cooperation a reality. The GTFC commune benefits from it, as does the FassE project.

The activities supported by FassE's various partners are numerous and include:

- The establishment of a multifunctional one-stop-shop at the commune level for economic activities;
- Financing projects to strengthen the empowerment of young people and women. The capacity-building activities of young people started in the field of reproductive health in schools with GEEP and AfriYAN;
- Training for 90 young people/women in promising professions;

- The establishment of a computerized system to record births, marriages, deaths and other civil status events;
- Training workshops with a capacity of fifty apprentices for trades including crafts, cell phone repairs and fixing cars;
- With funding from the UNFPA and the GTFC commune, the organization of three days of awareness raising about the demographic dividend as a prelude to World Population Day.⁵ During this time, Senegal's first advisory office for adolescents was also inaugurated.

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The Adolescent Advisory Office is a local listening and support space for adolescents and young people to help them prevent and/or resolve situations related to their sexual and reproductive lives. The service is run by young people trained and supervised by the Adolescent Counselling Center (CCA) in Dakar, under the supervision of the Youth Promotion Project (PPJ). Young girls in the commune are grouped together in "clubs" and, with the support of neighborhood godmothers known as "Bajenu Gox", they talk to their peers about the problems associated with early marriage and early pregnancy, also discussing gender-based violence and HIV/AIDS. Likewise, many respected local leaders are increasingly advocating an end to early marriage, advocating for girls' education and spreading the word about birth control and the spacing of births.

⁵ The three days began with an inaugural lesson from young female leaders on reproductive health and the demographic dividend. Reproductive health, family planning and HIV/AIDS testing services were also offered during this time

- A workshop in June 2019 to train local elected officials in "gender responsive budgeting", the subject of a UNFPA manual.

- Faced with the COVID-19 pandemic in Senegal, a community response strategy was operationalized by the UNFPA's country office through a donation of personal and collective protection equipment with an estimated value of over 30 million CFA francs.

In conclusion, we can agree that, through the Fass Emergent Project, the GTFC commune and UNFPA nurture a shared ambition. They want to touch as closely as possible, and in a sensitive way, the day-to-day existence of all residents but especially women, adolescents and other young people, to improve their quality of life. Through FassE, the commune and UNFPA will work with health professionals and government officials, as well as civil society members and traditional and religious community leaders.

These two major players were joined by many others for whom the Fass Emergent Project offered the opportunity to experiment with a common approach in terms of financing and governance schemes. For all actors, the project deserves the concerted support of the State, technical and financial partners and, indeed, all stakeholders.

1.2.2 A philosophy of action

Beyond all the projects and programs, FassE has to its credit achievements that are difficult to quantify because they are intangible, a *certain philosophy of action*.

1.2.2.1. In FasseE *consultation* is a golden rule. Because the challenges of achieving the demographic dividend are multiple and multifaceted, FasseE benefits from a variety of financial and political support, which have already been mentioned. It is, therefore, important that any work is carried out in close consultation with the relevant parties to avoid falling into the pitfalls of independent action. United Nations agencies are susceptible. To the risk they find in the implementation of the Fasse Emergent Project, and the opportunity to fully experience the spirit of the “One UN” initiative adopted in 2015.

Territorial and national institutions are expected to comply with the terms of the 2011 budget - program, integrated into the Plan for an Emerging Senegal⁶ within the framework of the Support Program for Communes and Agglomerations of Senegal (PACASEN) implemented in November 2018 for five years and the Operationalization Program of Act III of the Decentralization (PROACTSEN) launched in 2016.

1.2.2.2.- The UNFPA and the GTFC commune authorities have asked teams to collaborate to ensure successful implementation of the FasseE Emergent Project, a local framework that allows stakeholders to experience the *spirit of dialogue* and *mutual trust* on development issues that are most important to communes and countries that chose emergence for the years 2020-2063.

1.2.2.3. FasseE is a *partnership*. Organized groups and community organizations identified in the GTFC commune are part of the project’s implementation strategy. These organizations

⁶ Particularly within the framework of the Support Program for Municipalities and Agglomerations of Senegal (PACASEN) which entered into force in November 2018 for a period of 5 years, and the Operationalization Program of Act III of the Decentralization (PROACTSEN) launched in 2016

should benefit from targeted capacity-building operations in line with their level of participation and key areas of intervention.

The National Strategic Framework for Family Planning 2016-2020 revitalizes the *Bajenu Gox* program at departmental, regional and national levels. The Fasse Project supports the building of *Bajenu Gox's capacity*.

With the support of the national framework, contracting with the commune's Bajenu Gox network to promote family planning is linked to the advocacy program with religious leaders, elders and other opinion leaders.

ii) Thus, for example, on a delicate subject such as family planning, the Fasse Emergent Project recognizes the Women's Advisory Council as a legitimate body that presents women's issues and concerns to the commune. This choice stems from the view that in predominantly Muslim countries, success depends on consultation and cooperation between the State and religious authorities on contraceptive methods and the teachings of Islam to inspire public policies.

The Women's Advisory Council may also benefit from the project in terms of informing the municipal council and teams set up by the municipal authorities of the impacts of their decisions. The project will support the council in preparing and publishing the annual report on gender equality and equity in health, including reproductive health, education, violence against women, and employment. Based on Fasse Emergent Project experience, a guide will be developed on the establishment of a women's advisory council in a municipality and its activities.

iii) Establishment of a *Senior Advisory Council*.

This Council is the intermediary of the senior citizens and the municipal power, the framework through which the seniors show

their interest in making useful contributions. It is a framework through which experience, interpersonal skills, and freedom of speech make it possible to share wisdom. In this way senior citizens can remain active as they grow older.

For rich and fruitful dialogue to take place among the generations, the Senior Advisory Council is open to religious leaders, notables, traditional communicators and retired public administrators, especially those from the education, health, arts, culture and sports sectors, as well as retirees from the private sector and civil society in general.

With the anticipated increase in lifespan, the Council's activities will allow the GTFC commune to include seniors in reaping the demographic dividend and "better meet the needs of their residents."

iv) The Fass Emergent Project provides concrete and strategic answers to when and how young people can achieve their objectives through sports and cultural associations in the GTFC commune. The project uses youth mobilization frameworks in achieving these aims.

1.2.2.4. The FassE Project as a process of *ownership*. Each stakeholder is expected to follow the FassE principles. According to the Deputy Mayor of the GTFC commune, "*FassE is owned by the populations because it purposefully addresses a bottom-up development approach*"⁷.

1.3. Conclusion

The decision of the GTCF commune to implement the project is based on a development approach that is innovative and strategic.

⁷ Welcome address during the UNFPA Director's visit.

CHAPTER II: HOW THE FASS EMERGENT PROJECT STARTED

2.1 Strategic garnering of the demographic dividend: a theory of change

FassE has been part of emergence thanks to an accelerated demographic transition based on declining fertility, the development of human capital, and employment opportunities, women's empowerment, and good governance. This strategic framework served as a reference for the mobilization and coordination of the efforts of all territorial and national municipal authorities, the private sector, civil society, grassroots communities, technical and financial partners and decentralized cooperation. To ensure the best conditions for success, the Fass Emergent Project needed to be integrated into a comprehensive local development planning approach backed by the contributions of all stakeholders.

From the outset, UNFPA provided the FassE project with *an approach and the tools to support the emergence of a strategy to facilitate change within the age structure of the population and declining fertility*.

The UNFPA's approach is based on empirical data from several developing regions. The "evidence," as UNFPA calls it, indicates that during the phase of demographic transition, when people aged 15 to 64 outnumber those under 15 and over 65, the GDP per capita increases automatically since there are relatively fewer non-active people in the GDP per capita denominator and more wealth is generated on the numerator side with a significant number of working people contributing to the total GDP. But this benefit

would only materialize if a sufficient number of decent jobs were created. Here, raising the employment rate paves the way for an internal process of investment-based economic growth that gradually benefits all age groups.

Thus, the investment required to build a substantial demographic dividend consists of a package of initiatives, policies, and actions deployed throughout the human life cycle to ensure that:

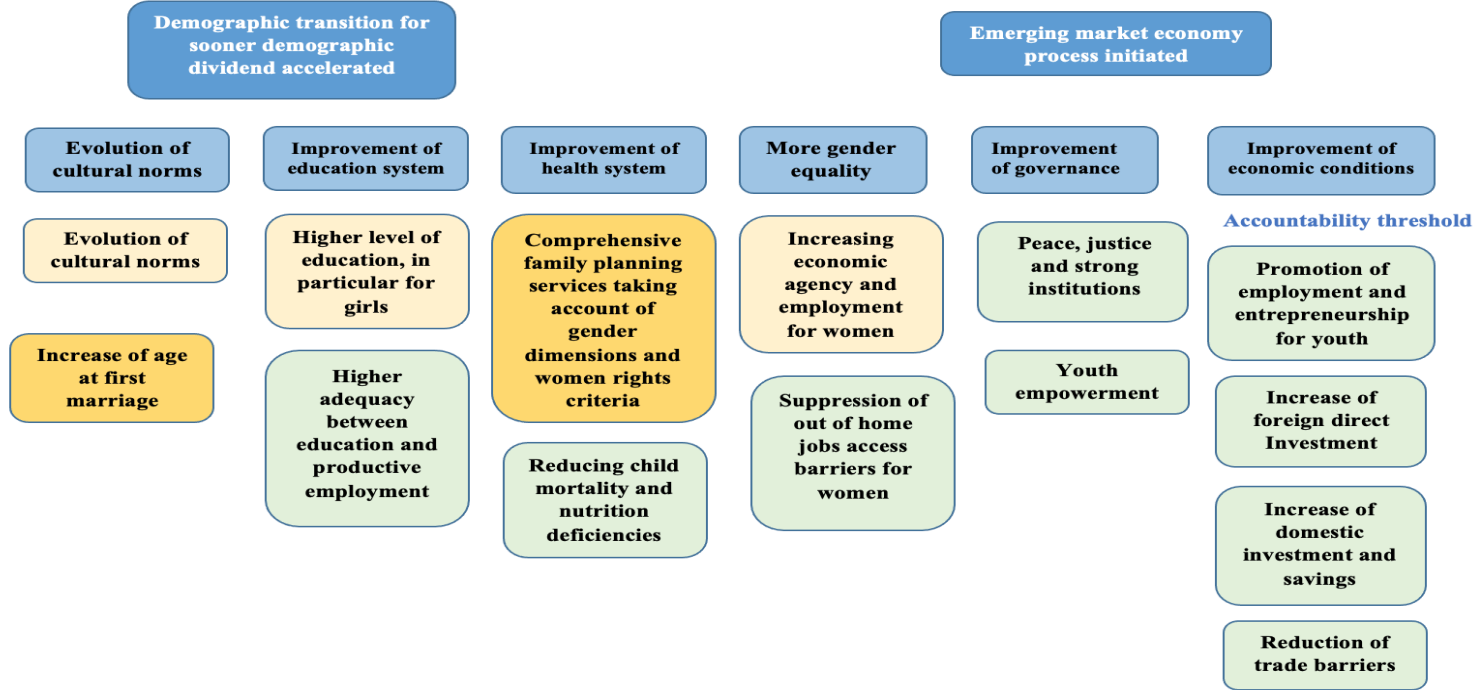
- Early childhood development, an inclusive universal school up to the age of 14 or 16, vocational and technical training, and quality secondary and higher education lead to better employability of those entering the labor market.
- Creating decent jobs for adults, young and old, and ensuring that they have stable incomes and access to affordable housing. In turn, these adults will be able to provide their children with quality secondary or vocational education.
- Ultimately retired adults can benefit from adequate pensions and specific senior citizen healthcare services.

Coordinated and integrated targeted investments within thirty years can result in a 3 to 8-fold per capita income increase; but this requires an average increase of 4% to 7% per year, corresponding to a rarely obtained high sustained economic growth of almost 7% to 10% per year⁸.

⁸ So far, only China, South Korea, Hong Kong and Singapore, with average economic growth of 8% to 9% per year between 1990 and 2019 for China, and between 1960 and 1990 for the other countries, have managed to multiply their GDP per capita by six to eight in 30 years.

Figure 1: Draft theory of change for the demographic dividend

Tentative Demographic Dividend Theory of change



Source: Programming the Demographic Dividend: from Theory to Experience, UNFPA, Regional Office for West and Central Africa

The theory of change associated with this strategy identifies two significant effects:

- (i) The demographic transition is accelerated;
- (ii) The second demographic dividend is valued to the fullest extent possible.

Results must be achieved in the following six areas: (a) changing the cultural norms; (b) improving the education system; (c) improving the health system; (d) achieving greater gender equality; (e) improving governance; and (f) improving economic conditions.

There are 14 expected achievements for each of these six areas:

a) Changing the cultural norms: (1) changing social and cultural norms relating to fertility; (2) increasing age at first marriage;

b) Improving the education system: (3) higher level of education, especially for girls; (4) greater suitability between education and productive employment;

c) Improving the health system: (5) comprehensive family planning services, including gender and human rights factors; (6) reduction of infant mortality, morbidity, and malnutrition;

d) Improving gender equality: (7) increasing women's economic empowerment and employment; (8) removing barriers to women's employment outside the family home;

e) Improving governance: (9) peace, justice, and strong institutions; (10) empowerment of young people;

f) Improving economic conditions: (11) promoting youth employment and entrepreneurship; (12) increasing foreign direct investment; (13) domestic investment and domestic savings; (14) reducing trade barriers.

This theory of change can be used to address the strategies and programs of the FassE project

2.2. A triple break

2.2.1. Conceptual paradigms of emergence, demographic dividend, and sustainable development

The FassE project is based on three paradigms, namely emergence, demographic dividend, and sustainable development

The demographic dividend refers to the acceleration of economic growth countries or territories can enjoy during their demographic transition, including a shift from high mortality and fertility to lower controlled fertility.

The gradual control of fertility levels during the demographic transition results in a change in the population's age structure. There is a decrease in the number of births and young people under 15, while the size of the working-age population is increasing. Thus, there is a limited number of young people who depend on their parents.

The size of the first demographic dividend can be estimated based on the "economic support ratio"-- changes in the growth rate of influential producers to consumers. When the number of dependents increases, as was the case in many African countries between 1980 and 1990 when the population of young people increased. Conversely, if the economic support ratio increases and more working people have fewer dependents, conditions to "achieve" the first demographic dividend have been met. The higher the growth rate of the economic support ratio, the larger the size of the demographic dividend.

Despite the decline in fertility in the 1980s and 1990s in most sub-Saharan Africa countries, the region still has the potential for economic growth due to a shift in the age structure of the population. Those countries can capitalize on their demographic dividend by prioritizing policies aimed at ensuring universal access to reproductive health services, including family planning, and other socioeconomic factors like education and employment opportunities. Therefore, harnessing the first demographic dividend constitutes a unique opportunity for most sub-Saharan African countries to improve living standards and achieve emergence.

The national ambition of emergence, the challenge of demography, and overall objective of the Fass Emergent Project

In Senegal, people under the age of twenty now represent more than half of the population due to high fertility rates and a rapid decline in mortality, especially among children. Consequently, the annual number of births has increased from 170,000 children between 1960 and 1965 to 540,000 children between 2015 and 2020.

In the 1980s, the decline in fertility was three times slower than in most emerging countries compared to Senegal and most sub-Saharan African countries. This trend is likely to jeopardize the chances of Senegal and many sub-Saharan African countries to fully benefit from the first demographic dividend and achieve emergence. Hence Senegal's choice to capture—reap the benefits of—the demographic dividend, on the one hand, and achieve emergence, on the other hand.

2.2.2 Analytically: An integrated approach

The following table presents the goals and objectives of a strategy for the GTFC commune. Five main categories are the areas of concentration for the FassE project:

- ✓ Improving health and family planning;
- ✓ Improving the education system and competitiveness of the workforce;
- ✓ Improving economic infrastructure and creating jobs;
- ✓ Improving quality living conditions;
- ✓ Citizenship and governance of emergence.

Table 1: Goals and objectives of the GTFC commune by demographic dividend

| Goals | Objectives |
|--|---|
| Improving the education system and workforce competitiveness | |
| <i>Set up educational and talent development programs in line with business needs</i> | Diversify career profiles accessible to high school pupils, students, and pupils in technical and vocational education establishments, about current and future companies needs |
| | Integrate education, training, and capacity development of the workforce through an efficient supply chain for companies |
| | Support education and training programs to meet specific municipality needs |

| | |
|---|---|
| | Support ICT use in education and training programs, to meet the commune's needs |
| | Support access to distance education programs for women, adolescents, youth and young adults. |
| Improve the health and family planning system | |
| <i>Foster evolution of cultural norms</i> | Promote changes in social and cultural norms related to fertility |
| | Promote an increase in age at first marriage |
| <i>Contribute to substantial improvement of health system</i> | Promote comprehensive family planning services taking into account gender dimension and human rights criteria |
| | Promote the reduction of infant mortality, morbidity, and malnutrition |
| <i>Promote improvement of gender equality</i> | Strengthen women's autonomy in economic action and employment |
| | Promote the removal of barriers to employment for women away from home |
| Improve economic conditions and leading growth | |
| <i>Support improvement of economic conditions in the commune</i> | Support the promotion of youth employment and entrepreneurship |
| | Support national incentive measures to increase foreign direct investment |

| | |
|---|---|
| <i>Support new proponents' access to innovation and venture capital and the diversification of products and/or targeted markets.</i> | Promote partnership with academia and the State for exploitation of research results from the commune's resources |
| | Support the development of opportunities in partnership with education and training structures and neighboring communes |
| | Support workforce capacity building of partner companies engaged in the diversification of their production lines and markets |
| <i>Support simplification of administrative procedures and lift constraints to private investment, to better understand local business</i> | Support the reduction of barriers to the growth and development of SMEs, VSEs, and local entrepreneurship |
| | Strengthen advocacy with territorial and national authorities and in partnership with the other communes to remove economic infrastructure constraints germane to the needs of the population and businesses of the commune |
| | Support SME and VSE methods in the commune with companies |
| | Set up a one-stop-shop for access to information on financing for SMEs and VSEs |

Table 1: Goals and objectives of the GTFC commune by demographic dividend (continued)

| Goals | Objectives |
|--|---|
| Quality of life and environmental health | |
| <i>Maintain a balance between environmental sustainability and improve economic performance and quality of life</i> | Encourage and maintain dynamic communities to attract workers, entrepreneurs, residents and visitors to the municipality |
| | Foster support for opportunities for the commune and its population |
| <i>Promote, develop and use the commune's natural and cultural resources in a sustainable way</i> | Support tourism organizations and businesses to develop entrepreneurship in tourism |
| | Improve the municipality's image as a tourist destination by drawing on resources and partnerships with regional and national tourism promotion organizations |
| | Support parks accessed by tourists who stay in the commune |
| Citizenship and governance of emergence | |
| <i>Contribute to improvement of local governance</i> | Support institutions, especially those maintaining peace and justice in the municipality |
| | Support youth empowerment |

| | |
|---|--|
| <i>Support partnerships between communes to achieve economic, social, and environmental objectives</i> | Develop partnerships with training organizations to allow locally elected officials to have a functional understanding the concepts of economic and social development and the achievement of the demographic dividend |
| | Invest in the commune's economic, social and environmental development priorities |
| <i>Promote the municipality and neighborhood image as the best location for businesses</i> | Support partnerships between communes for infrastructure development required by potential partner companies |
| | Support the quality of products and the management of resident companies/partner suppliers of structural instructions within the commune or its vicinity in partnership with other communes |
| <i>Strengthen the local economy against natural disasters that hit regional and local economies by raising awareness and preparing SMEs and VSEs for environmental risks</i> | Support capacity building in the preparation of service continuity and recovery plans during major shocks. |

Source: Construction des auteurs (Building Authors)

Based on the methodology used in preparing this document, the goals in the table above refer to the aspirations and expectations of the commune and its population, including well-being, prosperity, decent jobs, vibrant communities and the achievement of emergence in the next 15 to 30 years.

The objectives must be realistic and clearly measurable. For the municipal plan in Senegal and urban communes in Dakar interventions for the capture of the demographic dividend were selected in line with the PES⁹ and the AU Roadmap. These are:

- Strengthening women's empowerment through universal access to effective contraceptive methods to reduce the fertility rate from five to three children per woman; investing more in family planning programs, child survival initiatives, education, and women's empowerment;
- Ensuring that young people complete at least secondary education, increase their access to higher education and technical and vocational training, and improve education at all levels. The average number of schooling years should be increased and the quality of education and skills and innovation capacities of the workforce enhanced. Increasing the average number of schooling years for girls helps in preventing unwanted early pregnancies, and potentially reduces fertility.

⁹ Three pillars of the PES can be broken down into six sub-pillars: (i) inclusive school and competitive talent; (ii) entrepreneurship and solidarity development; (iii) economic infrastructure and growth leadership; (iv) business environment and competitiveness; (v) citizenship and governance of emergence; (vi) quality of life and environmental health.

- Accelerate job creation to ensure that decent work opportunities align with the rapid growth of the working-age population.
- Improve businesses competitiveness and integration of informal sector into the formal sector

2.2.3. An operational break

The project supports the empowerment of women, early childhood development, youth education, continuing education for adults, and the integration and reintegration of women, young people, and adults.

Additional programs should be structured around combating extreme poverty and promoting entrepreneurship, especially for the youth.

2.2.3.1. The weight of demography on economic growth should be recognized

In each region in the 1960s, fertility was close to six to seven children per woman, and population growth was around 2.5% per year. The demographic transition, which started in the 1960s, is now almost complete with a population growth of around 1% per year in the first three regions, compared to 2.7% per year in sub-Saharan Africa. The average number of children per woman is between 1.9 and 2.4 in these other regions compared to 4.7 for sub-Saharan Africa.

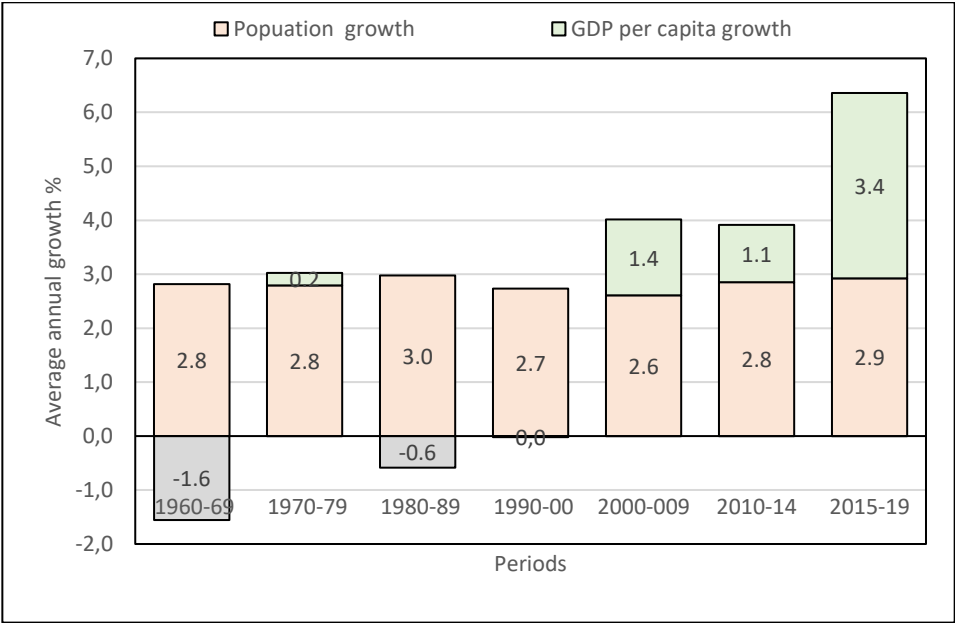
Alongside these demographic changes, economic growth in Asia has accelerated, resulting in an increase in GDP per capita averaging more than 5% per year in East and South-East Asia since the late 1970s, and 7% per year from 2000. This is a doubling of

GDP per capita every ten years. However, in sub-Saharan Africa, the best real GDP growth performances happened between 2000 and 2015, 5.1% per year on average, but GDP per capita has since grown only 2.3% per year, with population growth absorbing more than half of the economic growth.

Thus, according to World Bank estimates, sub-Saharan Africa had a GDP per capita of about US\$1,100 in the 1960s, behind Latin America's estimated US\$3,600, but three times higher than the GDP per capita of South Asia and East and South-East Asia, estimated at around US\$300. In 2019, the GDP per capita of South-East Asia) was almost US\$7,000, 24 times more than in 1960, mostly due to a rapid decline in fertility.

Between 1960 and 2000 there was weak economic growth in Senegal, at most 3% per year, which led to a slight decrease in its real GDP per capita. With the best performance of the 2000s, the country's GDP per capita returned to its 1960 level in 2015. Contrary to sub-Saharan Africa, Senegal's growth accelerated between 2015 and 2019, after the first years of the implementation of the Plan for an Emerging Senegal, to 6.4% per year. However, half of the economic growth was absorbed by population growth, which remains high (Figure 3).

Figure 3: Evolution of average annual population and GDP growth per capita in Senegal 1960-2019.



Source: Compiled using data from the World Bank's World Development Indicators database –18-08-2020 update

The situation did not improve much in 2020 due to the negative impact of COVID-19¹⁰

The Plan for an Emerging Senegal addresses these challenges drawing on the experiences of other developing regions.

To achieve the emergence of Senegal through the capture of the demographic dividend conditions should be created for people to have more money as they grow older while more fertility control offers better opportunities for subsequent generations.

¹⁰ In June 2020, the International Monetary Fund estimated that the negative impact of COVID -19 on tourism receipts, migrant remittances, investment and exports in general could mean only 1.3% growth in Senegal in 2020 and a decline in GDP per capita of 1.5%.

At the household level, this strategy consists of ensuring skill developments are integrated into the labor market. The goal here is to balance economic competitiveness, social progress, and environmental sustainability with improving initial training of the working population.

The success of the emergence strategy can be measured through the following areas: (i) good health for all, including sexual and reproductive health; (ii) schooling for all and the promotion of a learning community; (iii) promotion of family planning and the empowerment of women; (iv) promotion of entrepreneurship and employment, particularly for young people and (v) improvement of governance and urban management.

2.2.3.2. Focusing on the development of the Fass Emergent Project

The strategy behind the plan involved:

- A comprehensive analysis of constraints and opportunities for the economic, social, and environmental development of the commune. The strategy includes the sharing of plans, programs, strategies, and policies with neighboring communes and territorial and national or even international bodies;
- A review of the geographical and historical context of the commune's economic, social, and environmental development, with a comprehensive analysis of the structure of the economy, the effects of geography and history, demographic variables and population data, the structure of the workforce, (especially educational and skill levels), the available natural and cultural resources and environmental characteristics;
- An evaluation of the level of people's participation in population planning and local development;

- A clear and shared presentation of the goals and objectives to be achieved regarding the opportunities for the commune in order to overcome the constraints to its economic, social and environmental development;
- The development of an action plan, with identified projects to achieve goals and objectives; aware that the department, city or territorial cluster may formulate and update the strategy.
- Aligning the action plan and strategic objectives of municipal projects with the strategy's guidelines and priorities, as compliance may condition eligibility of territorial, national, and international authorities to compete¹¹.
- Choosing performance indicators to monitor implementation and assess how far the goals and objectives have been achieved.

Two prerequisites were added to other ways of operationalizing the demographic dividend, namely, partnership and the monitoring/evaluation method chosen.

2.2.3.3. Partnership

The Fasse Project's action plan and the Senegal Emergent Plan are a perfect match. This partnership involves:

- UNS agencies. Fasse had to be eligible for collaboration with the UNS in accordance with the “One UN - United in Action” that set up the United Nations Development Assistance Framework (UNDAF) of Senegal 2019-2023¹². In addition,

¹¹ This is the case for the support of the UNFPA, whose methodological guide for programming the demographic dividend details the content of the strategies aimed at operationalizing the demographic dividend.

¹² As a reminder, this plan is structured around (i) a common program; (ii) a common budgetary programming framework; (iii) a joint operational strategy;

SDG17 of Agenda 2030 urges all stakeholders to invigorate the partnership approach for inclusive, dynamic, open, and tolerant societies in all countries and all territories. Like the other SDGs, it helps link the GTFC commune, other local authorities and their partners to the extent that they are recognized by national authorities and policies, including in the PES, which serves as a benchmark for public policies;

- Territorial and national organizations actively promote sectors that make up the local economic fabric, including fishing, crafts, trade, and tourism;
- Academia, research institutions, and think tanks.

The goal is to produce research results to harness the demographic dividend and provide technical assistance to strengthen country expertise. For example, a partnership was established with the ANSD to carry out a survey to provide information on the reference situation¹³.

The FassE partnership has various roles:

- Identifying projects and programs eligible for financial and technical assistance from regional and national authorities, development partners, and decentralized cooperation, as in PACASEN;

(iv) a joint communication strategy, and (v) a framework for joint accountability between United Nations agencies in the exercise of leadership with regard to activity management.

¹³ The survey covered: (i) sexual and reproductive, maternal, newborn and child health as well as adolescent health, family planning and gender-based violence; (ii) education and vocational training, especially for adolescents and young people, girls and boys; (iii) the creation of decent jobs and the economic empowerment of women and girls; (iv) good governance and the participation of populations in the management of the commune.

- Mobilizing financial and technical assistance to carry out impact studies and finding good practices for local or territorial development structures;
- Strengthening coordination among communes, projects, and programs with the PES and territorial and national public policies;
- Strengthening capacities for coordination, monitoring, and reporting on the progress in implementing the demographic dividend through the establishment of a multisectoral demographic dividend observatory under national statistical, planning, and population agencies;
- Strengthening the capacities of sectoral and local planning authorities and services to integrate demographic dividend priorities into sectoral, local, and national development plans and projects based on analytical evidence;
- Increasing investment in entrepreneurial skills development and job creation, education, and health care to take full advantage of the demographic dividend;

In summary, the project's initiators felt these partnerships could focus on improving the accessibility and quality of healthcare, including sexual and reproductive health, education training services and jobs, particularly for young people and women. The FasE team leaders thought the performance achieved in these areas in terms of family planning and a healthier living environment, benefits would be derived from the populations, and acceleration of the achievement of emergence had to be a function of the quality of governance and urban management.

2.2.3.4. Performance Monitoring/Evaluation Framework

Within the framework of the obligation of accountability, the governance of the FassE Project should be based on a framework for monitoring and evaluating its performance which, from an initial description of the baseline situation, defines objectives to be achieved by intermediate and final situation depending on the investments and reforms envisaged.

The Conceptual and Methodological Guide to demographic analysis developed by UNFPA describes the establishment of a baseline for each commune interested in experimenting with the emergence approach. The description of the baseline¹⁴ involves the *development of the demographic profile and definition of key socioeconomic indicators*. It covers the following areas: 1) health and family planning, 2) education and training, 3) economic infrastructure and job creation, 4) quality and environment, citizenship and 5) governance of emergence.

The indicators for monitoring economic, social, and environmental performance must therefore be structured around these five main outcome categories to meet the data and information needs of the demographic dividend observatories set up at national levels. Indeed, the achievements mentioned in the theory of change, ensuring a decline in fertility and the capture of the demographic dividend, were very much inspired by the activities and products of SWEDD, launched in 2015 in Burkina Faso, Chad, Côte d'Ivoire, Gambia, Guinea Mali, Mauritania and Niger in 2020. However, FassE is more complex than SWEDD.

¹⁴ The description of the baseline situation and foreseeable trends required collaboration with the National Agency for Statistics and Demography (ANSD) and the Regional Consortium for Research in Generational Economics (CREG).

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During the first phase 2015-2020, SWEDD had the following objectives: (i) improve the level of empowerment of women and adolescent girls and allow them easier access to quality reproductive, child, and maternal health services in target areas; (ii) increase knowledge production and sharing; (iii) strengthen regional capacities and coordination.

Three components constitute its action plan; (i) increase the demand for reproductive, maternal, neonatal, child and nutritional health products and services through communication for social and behavioral change and empowerment of women and adolescents; (ii) strengthen regional capacities to improve the supply of reproductive, maternal, neonatal, child and nutritional health products and skilled personnel; (iii) strengthen advocacy, political dialogue, and policy development capacities on the demographic dividend and project implementation.

SWEDD creates a framework for informing, conversing, educating, and changing behavior. Women are now more aware of their rights and different opportunities through expanded access to health services and personnel. With their spouses, they can choose the size of their family their children are better educated, sensitized, and equipped to invest in the future of their own children.

To change customs and practices, a communication campaign has been deployed in the media, including social media, reaching tens of millions of people in the six countries where the first phase of SWEDD was implemented. In villages, men were advised of the importance of spacing births and told that their wives could access prenatal and neonatal care through 1,640 “schools for husbands and future husbands” project. These activities are in line with the FASS Emergent Project goals, especially those that focus on the poorest households in the GTFC commune.

Approximately 3,400 “safe spaces” benefited 102,000 adolescent girls in the six countries in the first phase of SWEDD. The girls also enrolled in vocational training programs, including non-traditional trades, such as learning how to be a mechanic.

The SWEDD project has also led to the creation of three centers of excellence in midwifery and nursing apprenticeship professions in Côte d'Ivoire, Mali, and Niger. Between 2015 and 2018, the number of midwives and nurses in the initial six SWEDD countries increased from 31,043 to 35,775. And the number of users of modern methods was close to four million in 2018. However, much remains to be done, as only 10% to 30% of women married or living with a partner in the SWEDD project countries use a modern contraceptive method, compared to 60% to 80% in emerging countries. In addition, 20% to 30% of women married or living with a partner do not use any method due to a lack of access to services, high costs, disapproval from the partner and/or family, fear of side effects. The data illustrates the importance and complexity of efforts to raise the awareness of family planning.

The SWEDD project has made traditional religious leaders and communicators aware of the need to use their influence in the community to spread messages related to women's empowerment.

In April 2018, a training workshop for 42 religious leaders from the Sahel was held in Cairo at the Al-Azhar University's International Islamic Centre for Research and Population Studies. The event was launched with support from the UNFPA. The insight provided by religious leaders helped dispel misunderstandings and unsubstantiated beliefs about family planning.

A national observatory set up in Senegal produced its first report in 2020. Thanks to the decentralization policy, the SWEDD project can also provide each department or territorial cluster with the same type of observatory according to economies of scale that are likely to be achieved.

CHAPTER III: What's next for the FasseE Project?

FasseE has a history. Its current achievements are informed mainly by the theory of change. A forward-looking approach is required - the preferred method of constructing scenarios. The scenario method describes the use of hypotheses related to the decline in fertility and the relationships between fertility and income level, as these variables are essential to explain the benefits of the demographic dividend.

3.1 A desirable scenario

The Senegal team responsible for developing the document used the DemDiv model to explore different hypotheses entitled “*En route pour Engranger le Dividende Démographique au Sénégal*” (*On the way to garnering the demographic dividend in Senegal*). The DemDiv model was chosen because it involves the assessment of the size of the demographic dividend. The decline in fertility impacts dependency rates and the economic support ratio. Without a decline in fertility rates, the increase in income or decrease in consumption among working-age groups to achieve the same savings and investment rates may be out of reach. Furthermore, a decline in fertility without a job creation dynamic does not put a country on a path of emergence; substantial and complementary investments are needed to improve human capital, create decent jobs and promote an environment that fosters local savings and foreign direct investment.

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DemDiv consists of two sub models: demographic and economic. The demographic sub model projects infant mortality, dependency rates, fertility levels, population size and structure, and life expectancy at birth. The results of demographic calculations are added to the economic sub model, which includes three equations describing capital formation, employment growth, and aggregate factor productivity as a function of age structure and other economic and social variables. The two components of the model interact over the projection period to describe the combined effects of changes in the two sub models and lead to a projection of GDP and GDP per capita.

The data of the demographic sub model, such as girls' education (expected years at school), modern and traditional contraceptive prevalence rates, and postpartum infertility, enable the creation of demographic projections by determinants close to fertility. However, in DemDiv, the fertility rate is calculated by the model; it is not a fixed science. It is directly affected by the close determinants of fertility described above and by the average number of years' women aged 25 and over are educated. It is used to calculate the percentage of women married or living with a partner. DemDiv also takes into account the positive impact of progressive fertility control on mortality reduction. Indeed, progressive fertility control reduces high-risk births and child mortality, resulting in an increase in life expectancy at birth for women. It is important to note that, like any model, DemDiv has limits, with -- future spending on health and education not taken into account. Improving the country's human capital can be costly.

For example, in Senegal, there are four scenarios involving the application of the *DemDiv* model from 2013-2053 (40 years).

The first is a "status quo" scenario, which considers that current dynamics are the right ones and no major changes in the development of the variables are expected. This scenario, which is unlikely, involves maintaining fertility above five children per woman between 2013 and 2053, combined with a small increase in the prevalence of contraception and in life expectancy at birth. It also means there can be a population of 44.6 million in 2053, and a 20% decline in GDP per capita, compared to that of 2013 as the projected average economic growth of 2.4% per capita per year is lower than population growth. For Senegal to achieve emergence, the current dynamics must radically change.

The other three scenarios are proactive:

1) *"Economy first"* scenario:

This scenario focuses exclusively on economic competitiveness. It leads to a TFR (Total Fertility Rate) of 4.7 children per woman in 2053, combined with a prevalence of modern contraception of 30% (against 16.1% in 2013), with a life expectancy at birth of 71 years compared to 66.5 in 2013, and a population of 43.3 million in 2053, 3.2 times larger than in 2013. Despite these minor changes, the continued average population growth between 2013 and 2053 from 3 % per year, the GDP per capita would rise in 2053 to US\$7,428, seven times that of 2013. This corresponds to average growth of the GDP per capita of 5% per year and to average economic growth of 8.1% per year.

2) *"Moderate"* scenario:

This scenario describes an economy with moderate investments in education and family planning. Per this scenario, there would be a TFR of four children per woman in

2053, combined with a prevalence of modern contraception of 40%, a life expectancy at birth of 72.7 years, and a population of 40.2 million, three times greater than in 2013. Those changes, which remain modest, except for the continued average population growth between 2013 and 2053 of 2.8% per year. That would mean a GDP per capita of US\$ 8,690 in 2053, eight times that of 2013, averaging a GDP growth per capita of 5.4% per year and averaging an economic growth of 8.3% per year.

3) “*Combined*” scenario:

This scenario prioritizes the economy and demographics, particularly through the assumption of increased use of family planning¹⁵. It would mean a TFR of 2.4 children per woman in 2053, with a prevalence of modern contraception of 60%, a life expectancy at birth of 77.6 years, and a population of 32.4 million, 2.4 times greater than in 2013. With a faster decline in fertility and a relatively rapid increase in contraceptive use, there would be a smaller increase in the population (2.2% per year over the period) and a significant reduction in the dependency ratio (from 87 in 2013 to 0.55 in 2053). The GDP per capita in this scenario stood at US\$12,547, which is 12 times higher than in 2013. This corresponds to an average GDP growth per capita of 6.4% per year and an average economic growth of 8.7% per year.

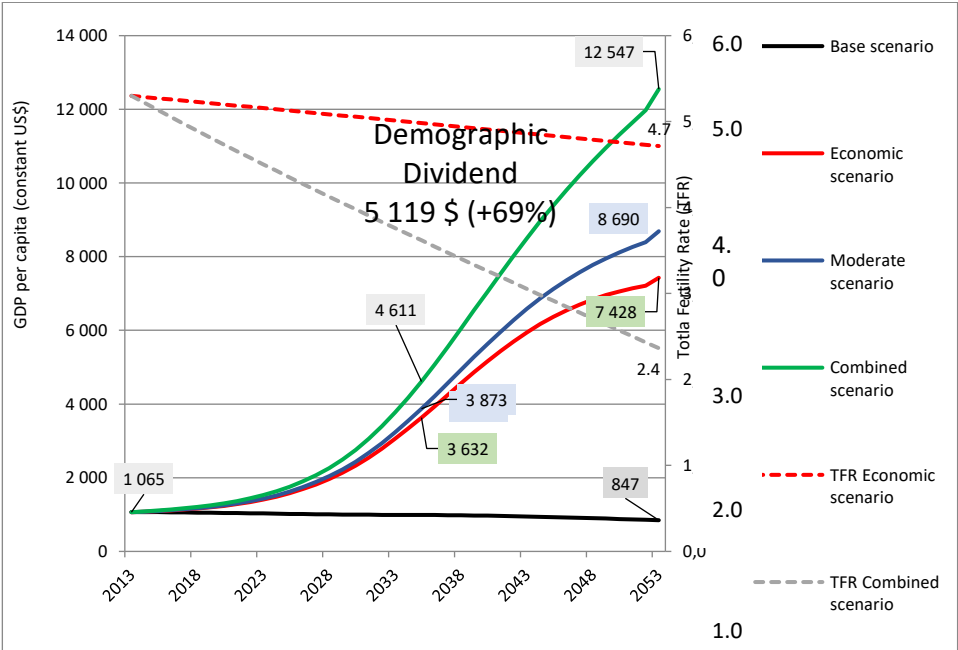
Comparison of the results of the three proactive scenarios is enlightening. It should be noted that in the three proactive scenarios, whatever the amount of proactivity adopted to accelerate

¹⁵ The information used to determine the objectives for each of the variables in these scenarios is derived from the Global Competitiveness Index (GCI) Report.

the decline in fertility, reforms and investments are necessary, and they need to be implemented in an integrated manner to improve the chance of achieving a substantial demographic dividend. This may include improvement in the quality of life within a particular timeframe for example by 2053. In fact, the lower the demographic dividend achieved, the more likely the targeted emergence will be delayed.

The results in the changes in GDP per capita are illustrated below (figure 4). The size of the demographic dividend is normally measured by comparing the GDP per capita of the "*Economy First*" scenario with that of the "*Combined*" scenario. It grows over time, depending on the progress of the demographic transition and cumulative effects of policies implemented. Thus, in 2035, the demographic dividend would be around US\$979 or 27% higher than the GDP per capita in the "*Economy first*" scenario. This gain is relevant compared to the US\$ 1,065 GDP per capita in 2013. In 2053, the demographic dividend was predicted to be US\$ 5,119, or 69% higher than the GDP per capita of the "*Economy first*" scenario. It is expected to continue to grow until the demographic transition is completed.

Figure 4: Evolution of GDP per capita and Total Fertility Rate (TFR) in Senegal per the four scenarios (2013-2053)



Source: compiled using data from the DemDiv application in Senegal

As indicated above, results of these scenarios only allow identification of possible choices using several hypotheses. They may be even considering that the TFR in 2018 (4.4 children per woman) was already lower than that of 4.9 children in the "Combined" scenario.

However, demographic results of the "Combined" scenario are similar to those of the low-level variant of the 2019 United Nations projections (a TFR of 2.4 children per woman versus 2.6 children, a life expectancy at birth of 77.6 years against 74.6 and a population of 32.4 million against 31.9 million).

The projected linear increase in contraceptive prevalence between 2013 and 2053 for the *Combined* scenario is 1.1 percentage points per year, which corresponds to that observed in Senegal between

2005 and 2018, but it was 1.7 points between 2012 and 2018. It is possible that a larger increase may create a near-generational replacement level of 2.1 children per woman by 2050. However, this implies greater adherence to family planning and smaller families than suggested by the ideal number of children reported in 2018 per Senegalese woman (5.4 children) and per Senegalese man (5.9 children). It is also true that the desired fertility rate in 2018 was four children per woman. Unmet family planning needs also affect 20.6% of married women. However, in addition to the percentage of contraceptive users (27% for all methods), this figure shows a total demand of less than 50% for family planning, compared to 70% and 80% in emerging countries. In general, there is a slowdown in the progression of contraceptive use in Senegal; a TFR “plateau” of around four children per woman has been recorded in several sub-Saharan African countries.

Regarding the GDP per capita achieved with the *Combined* scenario (US\$4,611 in 2035 and US\$12,547 in 2053), it should be noted that these levels would place Senegal among countries with upper middle income per capita in 2035 and countries with high per capita income - whose thresholds for Gross National Income - from GDP per capita - in 2017-2018 were of \$ 4,036 and \$ 12,475 respectively in 2053. Nevertheless, reaching such levels assumes sustained economic growth rates of nearly 9% per year for 40 years¹⁶. It should be noted that the GDP per capita is not the be all and end all, and emergence is not limited to any increase in GDP per capita. A country's development goes well beyond the average monetary income of its inhabitants. The GDP per capita in US dollars is lower than the GDP per capita in purchasing power parity

¹⁶ (which so far, only China, South Korea, Hong Kong and Singapore have succeeded to do at the cost of drastic drops in their fertility).

(PPP), which considers the cost of living. As such, in Senegal, the GDP per capita in PPP is estimated to be 2.4 times higher than the GDP per capita in current dollars.

This demographic and economic data clearly illustrates the scale of the challenges that Senegal will face. Achieving the demographic dividend and emergence, therefore, requires resolute mobilization nationally and regionally.

The lesson from these scenarios is that the GTFC commune can perform better than other territories, with shorter deadlines.

3.2. Two major imperatives

3.2.1. Consolidation of achievements

The achievements of FassE mentioned in 1.2 are to be gradually consolidated in activities at the level of the GTFC commune. This consolidation requires strengthening all alliances for FassE's success, including the partnership between communes in the management of urban waste and the fight against unhygienic conditions throughout the Dakar region. This partnership, via the Solid Waste Coordination and Management Unit (UCG) can help improve living conditions. It fosters daily maintenance of school, health, sociocultural and sports facilities and the completion of sanitation and hygiene works, street maintenance, and neighborhood market management, including the allocation of canteens and sales spots in Dakar's 28 markets. In the GTFC commune there are markets in Colobane, Gueule Tapée and Fass, as well as the Soumbédioune fish market and the weekly markets.

3.2.2. Scaling up

The demographic dividend offers the best opportunities for success when it is an integral part of a territorial strategy and municipal plan for the environment and local development.

The data and parameters to be considered in this scaling up are shown in this section. Among these are the decline in fertility, human capital development and the creation of decent and productive jobs. These are essential means of harnessing the demographic dividend. Since the mid-2000s, developing countries and large transnational enterprises have proposed two pillars: (i) the inclusion of assets in the social pyramid into the production of goods and services consumed through appropriate business plans; and (ii) the production and export of more sophisticated products by leveraging available capabilities and skills.

These national-scale strategies are beyond the reach of the GTFC commune on its own. However, it can participate in the implementation of territorial or national programs. In addition, initiatives such as the Fass Emergent Project can support the commune by engaging with firms' corporate social responsibility aims and deeds to benefit the children of poor residents excluded from the formal labor market. Indeed, these children have limited access to a decent and regular diet and to school, their families not always able to pay their school fees.

3.3. An effort to model the expected results

The pillars of the demographic dividend roadmap, and the SDGs show that Senegal already has the integrated strategic framework necessary to achieve the demographic dividend - the PES.

The PES has identified rapid population growth as a major challenge to improving human capital and the standard of living. Like the Fass Emergent Project, it aims to achieve the best integrated economic, social, and environmental performance. In this context, the urban population is a major stakeholder because it is growing rapidly. In 2018, approximately 7,345,000 people lived in urban areas, versus 1.7 million in 1976. To convert this large population into human resources for socio economic development, Senegal must prioritize investments in secondary and higher education, health, innovation and productivity.

Moreover, the PES identifies the lack of qualified human capital as one of the reasons for the low productivity of the Senegalese economy. Here, health is an important sector in achieving the demographic dividend.

In addition to improving maternal and child health highlighted in the PES and the FassE project Senegal needs a *healthy workforce* in order to become an emerging country in 2035.

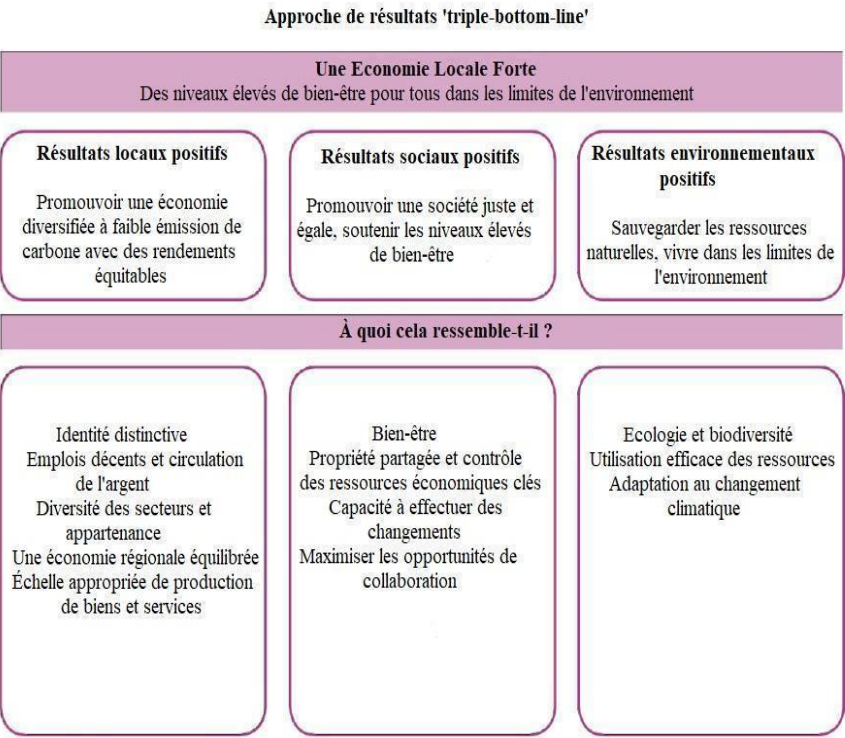
Inclusive education and skills development are essential elements for developing the nation's emergence and socioeconomic prosperity. The PES stresses the need to improve education and strengthen the decentralization and devolution of education management. In this regard, the Quality, Equity, and Transparency Improvement Program (PAQUET-EF) 2018 - 2030 is worth mentioning as it aims to develop an education and training system in line with the demands of equitable and effective economic and social development. It also addresses the needs of the marginalized population and inclusive governance and greater accountability for communities, local governments, and actors on the ground.

Strengthening young people's skills and their employability is essential for the development of the human capital and socioeconomic prosperity of the nation. This requires interventions in the education sector, non-technical skills, hands-on learning, and work experience programs. The Fass Emergent Project provides the opportunity to fully illustrate the commune's role in promoting education for emergence.

There is evidence that greater gender equality allows both women and men equal access to labor markets. FassE also seeks to improve economic efficiency and development outcomes. Economic empowerment and supporting women's leadership help equitable gender participation which can build the emergence of the commune and the nation.

To achieve those objectives, an integrated "triple-bottom-line" approach should be adopted as shown in Figure 3.

Figure 3: "Triple-bottom-line" results approach



Source : Community Economic Development, Lessons from two years' action research, Department for Communities and Local Government

3.4. Opportunities

“There is no favorable wind for those who do not know where they are going”. This observation, by Roman philosopher Seneca, illustrates the importance of vision in any transformation work, especially when such transformation has societal dimensions.

3.4.1 Vision of the Fass Emergent Project

The municipal team’s long-term vision is to mobilize populations and partners around the implementation of shared projects. It can be part of a prospective study, or as an organization’s approach to identifying its professional

development such as the Strength, Weakness, Opportunity, and Threat (SWOT) analysis.

The definition of the vision is preceded by an *inventory of physical assets and cultural values* to determine the GTFC commune's economic, social and environmental future. The inventory includes the commune's geographical position, its fishing port, the Soumbédioune fish market, all other markets, the craft village, and the Colobane bus station. There is also the proximity of territorial or national infrastructures such as the Abass NDAO and Fann hospitals, the Cheikh Anta DIOP University in Dakar, several higher management and vocational training schools as well as high schools, churches, and mosques.

Among the commune's strengths is the social capital of *cultural values*; for example, the sportsmanship of the Fass wrestling team and prominent personalities and institutions of all faiths.

Against this backdrop, the vision adopted by GTFC is that of a *prosperous commune conducive to live, study, work, entrepreneurship, and do business*. Therefore, at the local level, human resources constitute the first and most important asset. And it is strategic to attract project ideas, investors, professionals and experts, artists and other creators. They can leverage the strengths and attractiveness of the commune, provide jobs and enable the residents to generate income. The vision of the commune is then to ensure that, through the Fass Emergent Project, they reap the demographic dividend by focusing on priorities in line with the project guidelines.

3.4.2. Coherence of FassE with national, territorial, and local plans covering the commune

The Fass Emergent Project has about a dozen territorial, national and international initiatives and conceptual and programmatic frameworks. Among these are:

- a) Agenda 2030 of the SDGs and Agenda 2063 of the African Union

The project is part of a process of territorialization of the seventeen SDGs, their 169 aims and nearly 240 indicators at the heart of Agenda 2030. For a commune-like GTFC the SDGs cover all sustainable development challenges, including climate, biodiversity, energy, water, poverty, gender equality, economic prosperity, peace, fishing, crafts, tourism, education, health, nutrition, and cultural life. However, SDGs 1, 3, 4, 5, 6, 8, 10, 11, 12, 13, 14, and 16 are particularly relevant for the GTFC.

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Information on SDGS most relevant to the GTFC commune:

- *SDG1: End poverty as a prerequisite for women's economic empowerment and sustainable development;*
- *SDG3: Ensure healthy lives and promote wellbeing for all ages through improved maternal, child, and newborn health and widespread delivery assistance, elimination of preventable deaths of newborns and children under five years of age;*
- *SDG4: Encourage the commitment of states and local authorities to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all;*
- *SDG5: Achieve gender equality and empower all women and girls through compliance with the United Nations Convention on the Elimination of All Forms of Discrimination against Women;*
- *SDG6: Ensure guaranteed access for all to sustainably manage water supplies and sanitation services. (Senegal should set up a sectoral mechanism to achieve this objective);*
- *SDG8: Involvement of communes in territorializing national policies and strategies;*
- *SDG10: Reduce inequalities within and among countries;*
- *SDG11: Make cities and other human settlements inclusive, safe, resilient, sustainable, and open to all;*
- *SDG12: Ensure sustainable consumption and production patterns;*

- ***SDG13: Take urgent action to combat climate change and its impacts;***
- ***SDG14: Conserve and sustainably use oceans and seas;***
- ***SDG16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all, and build effective, accountable, and inclusive institutions at all levels;***
- ***SDG17: Implementation of partnerships to achieve the goals of the SDGs.***

At the continental level, *Agenda 2063*, based on a participatory approach, along with the SDGs, consolidates and extends the AU's vision of an *"integrated, prosperous and peaceful Africa, led and managed by its citizens, and representing a dynamic force on the international stage."* The FASS Emergent Project has the following aspirations: (i) inclusive growth and sustainable development; (ii) integration and unity; (iii) good governance, democracy, human rights, justice, and the rule of law; (iv) peace and security; (v) common culture and values; (vi) human development; and (vii) Africa as a global actor and partner.

b) Plan for an Emerging Senegal and options for inclusive, sustained, and sustainable growth

The Plan for an Emerging Senegal (PES) involves sustained, inclusive, and sustainable economic growth, full and productive employment, and decent employment for everyone. It also takes into account the SDGs, the African aspirations associated with *Agenda 2063*, and the results of consultations on "the Senegal we want" and the analysis carried out in 2013 with UN support.

Recommendations of the 2035 Senegal Prospective Study have also inspired the vision of an "emerging Senegal in 2035 with a united society and the Rule of law".

The PES predicts that in 2035, Senegal will have:

- a competitive economy supported by strong growth with better-distributed impacts throughout the country;
- an educated and well-trained population committed to working alongside local authorities;
- better quality of life, peace, stability, democracy, and good governance;
- a dynamic and balanced development of the territories.

Axis 1 of the PES makes the structural transformation of the economy and society the vector of strong and inclusive growth in the long term. The diagnosis made in the PES shows that employment remains the first concern of households (26.8%). Among the options to transform the economy and accelerate growth, the GTFC commune is interested in creating a regional tertiary platform in Dakar for the headquarters of companies and international institutions and in the provision of healthcare, education, and leisure.

Through Axis 2 of the PES, citizens and the grassroots community are integral to the development process; they help to improve the quality of human, social and environmental capital through the sustainable empowerment of young people and women and early childhood care.

Axis 3 of the PES relates to issues with a collective dimension in general. It takes into account Agenda 2063 concerns on good governance, democracy, respect for human and women's rights, justice, the rule of law, peace, security, and African integration.

Another important element in the PES is the importance of the monitoring and evaluation process with the establishment of a structure to analyze the impact of implementation.

The Government of Senegal had shown its commitment to accountability by fighting corruption and promoting the rule of law.

c) Act III of the Decentralization and operationalization

Since Senegal's independence, the division of the territory into regions has sought to reconcile two imperatives: economic viability and the satisfaction of citizens' demands for local administration.

After introducing rural communities in 1972, the difficulties encountered in the operation of the region as a local authority established in 1996 convinced the legislator of the need to introduce another entity in 2013: the territorial cluster.

Decentralization in Senegal also aims to empower populations, promote the emergence of a local elite and consolidate representative democracy and the participation of citizens in the definition of policies. On the basis of these fundamental options, a global strategy for territorial planning and socio economic programming must include several dimensions ranging from environmental protection to citizen participation as a methodological approach to local planning in the development of territorial and departmental coordination plans and municipal plans. It must also include the integration of transport and rural, urban, and industrial systems.

In the wake of the 1996 decentralization reform, Senegal instituted a Decentralization Endowment Fund (DEF) to offset costs incurred by the transfer of skills. The resources of this fund are added to those of the Local Government Equipment Fund (LGEF), created in 1977. This fund, set up to ensure investments is also supplied (supported?) by VAT receipts. In 2006, the State set

up a new financing mechanism to decentralize the management of finances and the execution of expenditure at the community level through the Consolidated Investment Budget (BCI).

3.4.3. Vision and perspectives for the Dakar-Thiès - Mbour Triangle

In the spirit of Act III of Decentralization, the Dakar-Thiès-Mbour Triangle (DTM) aims to play the role of the territorial pole in which the GTFC's economic viability should be planned, taking into account the department and the city of Dakar-- two other local authorities provided for by law. Thus, this vision aims to make the Dakar-Thiès-Mbour Triangle a sustainable, competitive development pole, the bridgehead of emerging Senegal.

The sustainable management of the environment and preservation of sensitive ecosystems constitute one of the five strategic orientations associated with the vision of the DTM Triangle.

The GTFC commune is interested in fighting against coastal erosion, preserving the Cape Verde peninsula, and safeguarding marine resources. It also wants to strengthen the economic fabric, particularly specific objectives consisting of (i) modernizing and strengthening the equipment supporting economic activity; (ii) promoting craftsmanship and strengthening the fabric of small and medium-sized enterprises; (iii) meeting the area's training needs; (iv) promoting the exploitation and enhancement of the area's resources and potential.

3.4.4. Urban Master Plan for Dakar and its neighborhood by 2035

The Urban Master Plan for Dakar was prepared in 2015 by the Ministry of Urban Renewal, Housing and Lifestyle framework with the assistance of the Japan International Cooperation Agency (JICA).

The “PUDC 2035” is under the vision of a "city of hospitality" with the generosity, tolerance, openness, and receptivity of its inhabitants

These kinds of attributes reflect concerns to make Dakar a crossroads and a regional hub; a modern and globalized city.

3.4.5. Roadmap for the capture of the demographic dividend in Senegal

This document, which serves as a national guide for the capture of the demographic dividend, relates to the PES through family planning (as part of the acceleration of the demographic transition), education, health, economic reforms, and job creation, governance and accountability. The course of action to consider is similar to the acceleration of the demographic transition.

The implementation of each of these national or territorial policies is an opportunity to give substance to the territorialization of public policies and to local growth and poverty reduction. In this regard, the Fass Emergent Project is presented as a framework for the operationalization of the local implementation of these policies. There are many opportunities to consolidate FassE’s achievements and scale up as desirable to give the preferred scenario a chance to materialize.

But to do this, there are challenges to overcome.

3.5. Challenges to overcome

3.5.1. Demographic dynamics

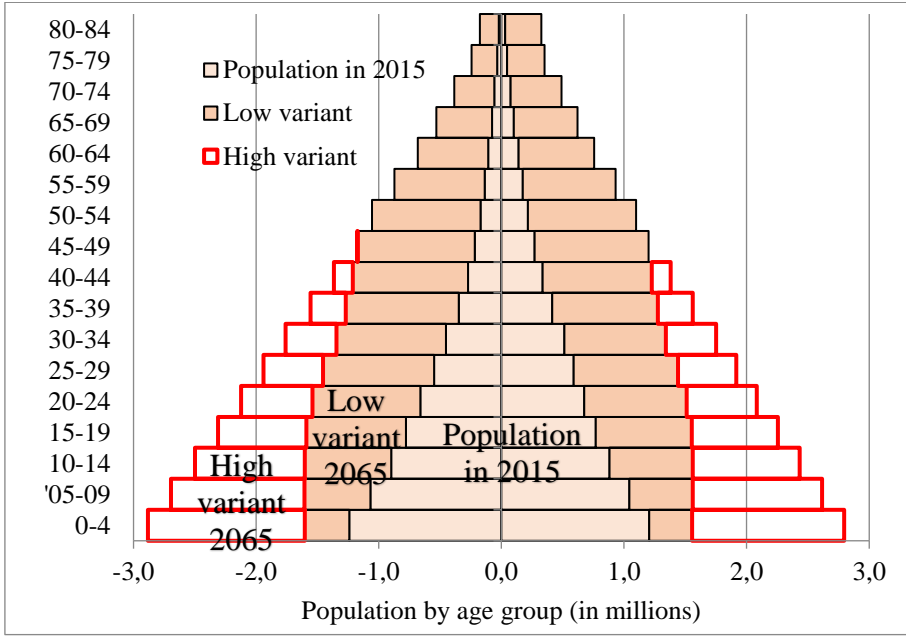
Among the challenges to be addressed are *uncertainties about the future development of Senegal's population*.

The UNs 2019 projections for Senegal were based on three different assumptions of fertility trends as well as declining mortality and international migration.

According to these hypotheses, the population of Senegal could grow from 14.6 million in 2015 to 23.3 million per the low variant, 24.2 million per the medium variant, and 25.1 million per the high variant, (compared to 25.7 million per the ANSD's 2016 projections). By 2065, the population could grow to 37.1 million per the low variant, 42.8 million per the medium variant, and 48.8 million per the high variant, and to 54.7 million by 2065 per the ANSD's 2016 projections). These results indicate that the population of Senegal will continue to grow significantly, but with increasing differences. Thus, the 2015 population could double between 2040 and 2050 indicating a 2.5-fold increase per the low variant. The population could triple by 2065 with the high variant. The population growth rate would drop from 2.8% in 2015 to 1.1% per year at the start of the 2060s with the low variant, but it would still be 2% per year with the high variant.

Those trends affect the age structure of the population as illustrated by the age pyramids.

Figure 1: Senegal’s age pyramids in 2015 and 2065, per low and high variants of the 2019 United Nations population projections



Source: Compiled using data from United Nations 2019. *World Population Prospects: Department of Economic and Social Affairs, Population Division*

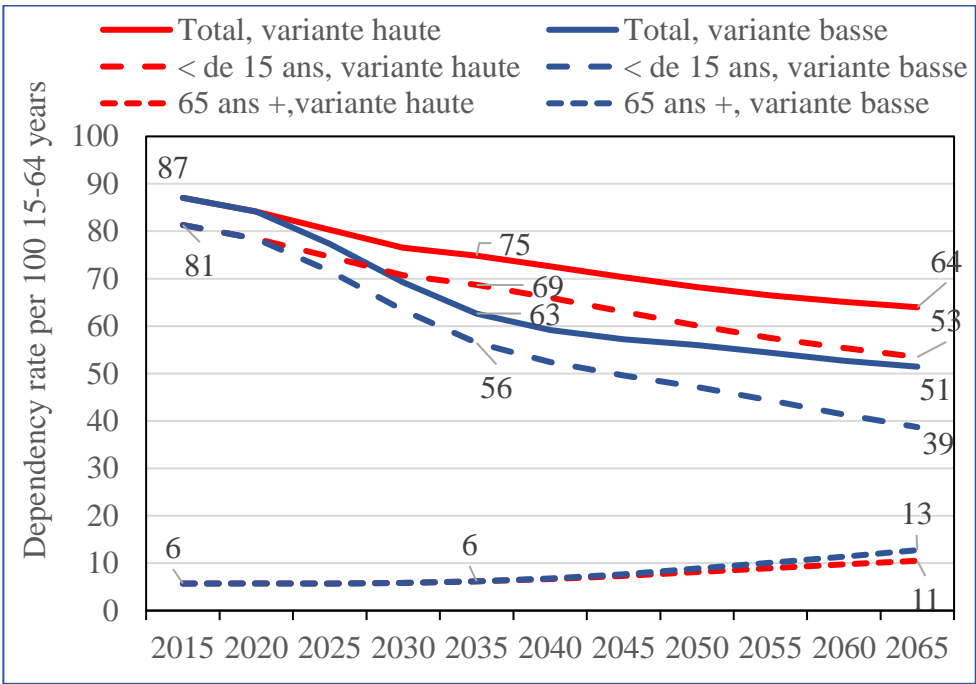
The smallest pyramid represents the population in 2015, the slightly larger pyramid that follows it represents the population projected in 2065 with a low variant, and the larger pyramid represents the population projected in 2065 with a high variant.

Regarding employment, the number of young people entering the labor market in 2015 can be estimated at around 200,000. It should be 350,000 in 2035 with both variants since these newcomers are already all born.

According to the United Nations, the total population dependency ratio under the age of 15 and over 65 was 87 per 100 people aged 15-64 (potential workers) in 2015 would rise to 63

in 2035 and 53 in 2065 with the low variant. With the high variant, it would be 75 in 2035 and 64 in 2065, i.e., thirty years after the ratio reached the low variant. Despite the gradual aging of the population, the dependency ratio of young people under 15, 81 in 2015, constituted 93% of the total dependency ratio. In 2065, it would be 56 per the low variant and 63 per high variant, constituting 75% and 84% respectively, of the total dependency ratio (figure 2)

Figure 2: Evolution of the total dependency ratios, of young people (under 15 years old), and those aged 65 years and over in Senegal, according to the low and high variants of the 2019 United Nations demographic projections (2015-2065).



Source: Compiled from United Nations 2019 data. World Population Prospects: Department of Economic and Social Affairs, Population Division

The future is not set in advance; paraphrasing the African Union, the “Senegal we want” by 2065 can be very different, demographically speaking, depending on policies and programs implemented over the next few years. *Fertility trends¹⁷ remain a major variable in Senegal and most countries of the region.*

3.5.2. Increased urbanization

Challenges linked to *assured urbanization* should be met. According to the 2018 United Nations urban population projections, people living in urban areas represented 23% of the Senegalese population in 1960, 36% in 1980, 40% in 2000, and 48% in 2020, the same percentage estimated for West Africa. Between 1970 and 1990 there was a sharp acceleration in urbanization. Dakar's economic capacity also played a decisive role. By focusing on a small area of populations, jobs, infrastructure, and financial resources, cities benefit from agglomeration - improve productivity, facilitate production and trade, innovation, and learning.

The same 2018 projections anticipated that 64.5% of the Senegalese population would be urban in 2050. This perspective suggests associating the challenges of the demographic transition and the country's economic transformation with urban transition and ecological sustainability. The projected emergence for 2035 shows that the urban population will need higher incomes and access to the group of upper-middle-income per capita countries.

¹⁷ Its slow pace has been attributed to three main factors: a) low levels of development; b) persistent pronatalist attitudes in most societies in sub-Saharan Africa; and c) weak and dysfunctional family planning programs.

Within 19 district communes, the Dakar region welcomes migrants; it must, though, offer the population housing and employment, mobility and connectivity, the right human capital, and overall a good quality of life. Mechanisms that ensure proper urbanization and promote national socioeconomic development, not the proliferation of slums and poverty, should be set up, and the GTFC commune should lead by example.

However, Dakar shares the lowest infrastructure per capita ratios in the world with other African cities. Significant efforts are still needed in almost all communes. The population is growing faster in suburban areas and industrial, commercial, administrative, and institutional activities are concentrated in the Dakar Plateau and along the eastern and southern coasts. Consequently, most Dakar residents devote a significant portion of their budget and time to travel for employment, education, health, and leisure. In this regard, the GTFC commune is also concerned with the Rapid Transit Bus (BRT) project with reserved lanes.

3.6. Key success factors and prospects for generalization for the Fass Emergent Project

The conceptual approach used to formulate the FassE Project, as well as lessons and good practices learned elsewhere in terms of capturing the demographic dividend, make it possible to identify eight key factors to strengthen stakeholder adherence to the objectives and activities of the project.

3.6.1. Strategic contribution of a key national framework for the local implementation of the SDGs

To succeed, initiatives such as the Fass Emergent Project must have an integrated territorial and national policy based on a policy of decentralization and mobilization of domestic resources and

mechanisms for implementing and monitoring the assessment of the SDGs. From experience, local authorities are responsible for 30% of the SDG targets. The policies most often taken into account in local plans are: (i) establishment of reliable quality, sustainable and resilient infrastructure; (ii) empowerment and promotion of social, economic and political inclusion; (iii) completion by girls and boys of primary and secondary education leading to relevant and effective schooling outcomes; (iv) establishment of reactive, inclusive, participatory and representative decision-making mechanisms at all levels. Therefore, the Fass Emergent Project must take into account this need to align local and territorial priorities with each other and with the SDGs.

3.6.2. Improvement of management skills and qualifications.

Proactive leadership is essential to a successful transformation process. Foresight analysis and strategic planning skills are essential for this leadership to be effective. However, a strategic vision is of little interest if action does not take place, especially when resources are limited. To make up for this weakness, it is necessary to strengthen the capacity of institutions involved with changes. While the list is not exhaustive, areas where capacity building is absolutely necessary are:

i) management of financial resources: a transparent system of participation in public procurement and budget preparation is necessary;

ii) management of material resources;

iii) information management: The concrete achievements that have guided the identification and implementation of FassE honor the municipal team and populations. The project must continue to

document relevant experiences of the commune, resources each stakeholder contributes to the commune's healthy growth, and resources that improve participatory dialogue;

- iv) management of relations with external partners;
- v) management of institutional positioning.

3.6.3. Importance of a shared vision and mission

The Fass Emergent Project, municipal team and all populations of the municipality, in collaboration with the various partners, develop strategic and operational action plans to meet challenges and tackle the priorities of the commune. These plans could impact the daily lives of the populations if developed and implemented following a participatory approach and with the collaboration of all parties. Collective action is the most appropriate method of intervention to strengthen the community's economy and make it inclusive.

In this regard, the implementation of the Fass Emergent Project is an opportunity to strengthen community spirit and involve everyone in the empowerment and development of the GTFC commune.

3.6.4. Importance of quality in diagnosing challenges, constraints and levers for collective action

The international experience, the tools developed by the UNFPA around the demographic dividend and the functional link between inclusive growth and emergence have produced an effective framework for an in-depth analysis of the challenges to be met and the key constraints to be overcome. The support of CREG and

ANSD have made it possible to have the strategic data necessary, particularly what actions are a priority.

The contextualization of territorial statistics makes possible fertility control, inclusive schooling and sustained growth resulting from accelerated inclusive development and a process of structural transformation.

To align efforts, results and progress on the ground a connection needs to be made between the project's vision and its achievements through quantitative and qualitative data collected periodically.

The calculated aggregated indices shed light on the relationships to be monitored through the information available on life expectancy with good health, consumption, changes in inequalities, unemployment and employment, cultural and sports life, among other socioeconomic data.

The quality of institutions, governance, and living conditions form the basis of an index of viability of the living environment, which also considers the populations' confidence in the future of the commune.

In summary, the acceleration of the decline in fertility associated with the objective of inclusive growth calls for integrated governance and continuous reflection on norms and standards, structures and modes of interaction, and incentives to put in place at local, territorial, and national levels.

3.6.5. Strategic involvement of local executive authorities: effectiveness of contributions by institutions and organizations and the quality of public services

The priority use of territorial jurisdictions to meet the needs expressed by the population has a threefold advantage.

(i) First, it is possible to link social demand support more closely to income generation by and for residents.

(ii) Second, the acceptance of this approach by residents brings more legitimacy to the innovations proposed in mobilizing internal and external resources.

(iii) Third, funding for social impact investments will thus benefit more from the contributions of national/ international philanthropic organizations as leverage to private resources in the context of mixed financing.

In this regard, the municipal authorities have a decisive role to play, using the complementarity of their resources with the territorial, national and international partnership.

3.6.6. Benefit of the partnership approach: leveraging the effect of targeted partnership and complementary interventions

The relevance of the vision and the scope of the task call for innovation, including mobilizing the necessary resources.

The partnership approach, which is the basis of FassE, allows the design of an integrated strategy and the alignment of interventions around a shared vision. The establishment of a one-stop-shop to support this partnership approach aims to strengthen the effectiveness of all the structures involved, whether they are municipal, territorial, in central administration, the private sector or civil society, and whether they are technical or financial partners.

The leadership of UNFPA and municipal authorities and the inclusiveness of the project are the foundations of effective interventions. They need to be supported daily by a culture of transparency, a sense of innovation and the support of research in partnership with the academic world.

Finally, through this approach, the Fass Emergent Project gives concrete content to the concepts of emergence from the point of view of the population. Beyond the results achieved on the ground, the ability of institutions and other stakeholders to cooperate for a shared purpose is a guarantee of people's confidence in the project and in the actors involved in its implementation.

3.6.7. Benefit of good practices

These include:

(i) *consultation and cooperation between the state and religious authorities.* In 2012, Muslim countries that had a contraceptive prevalence rate above the 45% level which Senegal aimed to reach by 2020, are Iran (74%), Turkey (64%), Morocco (63%), Egypt (60%), Indonesia (60%), Jordan (56%), Malaysia (55%), Bangladesh (54%) and Kuwait (52%). Those countries were successful because of consultation and cooperation between the state and religious authorities on contraceptive methods and the teachings of Islam to inspire public policies and establish limits.

An analysis of Senegal's prior experience with family planning highlights lessons learned and best practices, making the national strategy for accelerating the demographic transition more operational at the commune level.

(ii) the driving force behind the economic growth of *raising the population's education levels.* To enable the GTFC commune make a difference vis-à-vis other urban communes, the Fass Emergent Project supports the entire school cycle from kindergarten to the secondary level, as well as adult literacy, particularly for women, vocational and technical training for young people and non-conventional education, including the Koranic school in connection with the Ndeyu Dara.

The project also includes students residing in the commune to provide reinforcement courses for students whose parents are not active.

iii) *the up-scaling phase*. The exchanges should enable UNFPA and other FassE partners to better understand implementation conditions for the achievement of the demographic dividend based on each commune's conditions.

Exchanges of results and good practices can be carried out concerning communes in other cities/countries such as Kigali in Rwanda, where measures deemed effective have led to the development of appropriate solutions for the proper management of youth unemployment and disengagement through the promotion of entrepreneurship, the optimization of women's economic potential and the institution of civic duty.

iv) private sector and associations participation in achieving project objectives

The project needs the private sector and associations to improve living conditions, create decent jobs, invest in strengthening local skills, and effectively take charge of the commune's long-term interests and populations. This would help create income opportunities and first jobs for young people and give opportunities to local SMEs.

Other benefits could be expected from this approach. Enhancing training and qualifications of women, adolescents, and young people in the commune would enable them to excel at their jobs and experience better professional mobility.

Promoting local entrepreneurship would benefit greatly from collaboration with research and training institutions, particularly through incubators focused on supporting innovation and

competitiveness. Benefits will be increased if support for start-up businesses is accompanied by facilitated access to financing, functional premises, and raw materials (for crafts).

Finally, the adoption of a charter for corporate social responsibility would help define guiding principles on promoting social dialogue within companies, the priority to be given to the local workforce, on-the-job learning, and the stability of employment contracts in return for predetermined benefits.

Afterword



Writing an afterword is a difficult exercise because at this stage of a book, most of the subject has generally been dealt with in the main body of the work. This is certainly the case with *FassE*, for which President Macky Sall gave an excellent preface in which he praised and highlighted the scientific and literary qualities of the text produced by Mabingue Ngom, Regional Director of UNFPA. The afterword exercise is even more perilous when it has to be co-written by two authors who are not the same age, gender and professional status, to name only the most visible markers. So it was not without a certain apprehension that we accepted Mr. Ngom's invitation to add our own thoughts to a book that is already very good, knowing there's the risk of not having much to add. We

finally agreed because, on reflection, there are plenty of reasons to look at and ponder the beautiful journey represented by the experiences implemented in the GTFC municipality for four years. Four of these reasons are well worth mentioning.

The first is the substance of the initiative, what others might call its DNA. The demographic dividend referred to in the work, that key certain something which needs to be harnessed, is not a straightforward mathematical equation but is, rather, a multidimensional situation. However, proven and reliable the methods and tools of demographers may be, they do not adequately account for the complexity of what is involved. A more holistic approach is required, which calls for conceptual and methodological frameworks borrowed from demography, of course, but equally from economics, sociology, history and even philosophy as well. And because there is no place for a monodisciplinary approach, there can be no hierarchy in the disciplines utilized. A certain democratization of knowledge is the corollary of this, which allows for different perspectives and calls for theories other than those which are generally well established. It is fortunate that *FassE* has given so many ideas and theories the central place they deserve without falling into the trap of essentializing African circumstances. This would be as dangerous as diluting their specificities in a universe that does not exist.

The second reason is that this work, as President Macky Sall pointed out in his preface, starts in, and speaks from, the field. Throughout the book, the municipality of Gueule Tapée-Fass-Colobane, which has hosted this pilot initiative, comes across as a precarious place. But there is also a solidarity there which gives meaning to living together; a locality where the vulnerability of certain social groups, especially young people and women, contrasts with their formidable ingenuity. It's a territory where the

unbridled competition for space, palpable both in the multifunctional streets and in the courtyards of densely occupied areas, is nonetheless subject to standards which social regulators constantly put forward for compliance with, we admit, uneven success. This dynamism, paradoxical in many respects, cannot fail to attract the attention of researchers studying the municipality. However, it is easy to understand that for those of us grappling with the sources and effects of this dynamism on a daily basis, our interest in this commune cannot be exclusively or even mainly of a purely intellectual nature. The emphasis on the various dynamics that gave shape to the locality only becomes truly meaningful if it is placed in an operational perspective - which, in this case, aims to help the actors transform and improve our dear community, and make it resilient.

This bias towards structural transformation, synonymous with the emergence that we find in the title of *FassE*, should make this work a sacrament for all actors keen to set up this municipality as an example. It must be an essential point of reference for those looking out across the Atlantic as well as those facing inland.

The third reason is to be found in the operational methods of *FassE*. What makes it original is not so much its multidisciplinary character, more its adoption of partnerships as the best way to implement the various components of the initiative. The populations of Gueule Tapée-Fass-Colobane, UNFPA and other agencies of the United Nations system, the national and territorial administrations, other technical and financial partners (bilateral and multilateral), decentralized cooperation, the private sector, civil society, training and research institutions are all working together, combining their efforts to analyze the challenges of emergence at the municipal level, to imagine workable solutions and act as a single team, with each actor responsible for inclusive partnerships,

for asserting comparative advantages in practice. In doing so, *Fass Émergent* offers the government and local authorities both content and an operational approach for the organization of the grassroots emergence process. In short, *FassE* has signed up to a policy of the territorialization of public policies, particularly of the PES. Its success, it cannot be stressed enough, depends on the skills, opportunities and attitude of Senegalese human capital.

In addition, *FassE* provides proof that the option for growth and prosperity for all can and should be planned - i.e. measured, programmed, monitored, evaluated and, as far as possible, this should all happen in a participatory manner. Mobilizing and engaging grassroots actors in the pursuit of realistic objectives, involving them in achieving the desired future of a municipality or a territory, gives substance to the spirit of participatory democracy. In such a context, the territorialization of public policies which give substance to Act III of the Decentralization must be broadened out and deepened, in short, made systematic, so that the participatory approach, a recurring theme for more than twenty years, can be institutionalized, in particular with the adoption of program budgets and the widespread use of digital tools. This is the price for inclusive partnerships, collective discipline, programmed interventions and monitoring and evaluation systems that ensure many others will learn from *FassE* in the future.

The fourth reason for us taking a look at the *FassE* journey lies in the fact that while there are many subjects requiring a multidisciplinary approach, there is none where women play such a vital role as in the acceleration of emergence when mobilizing the demographic dividend. Women - mothers, daughters, wives, educators, producers, consumers, workers, voters, elected officials - are not just "half of the sky"; they are the keystone of education, health and employment institutions and policies, of which reaping

the demographic dividend must be the result. This afterword gives us the opportunity to comment on this obvious fact, one that the Siggil Jigeen Network in Senegal has constantly reiterated, and make explicit the underlying message that women's issues are development issues and that, conversely, development problems, including those coming under the umbrella of capturing the demographic dividend, are female problems.

On these four points, there is a convergence of views between the two authors of this afterword. One is the mayor of the municipality, aware of the fundamental issue of the quality of territorial and national governance and anxious to derive the maximum possible benefit from Act III of the Decentralization. The other is the president of the Siggil Jigeen Network, who is committed to seeing all women reap the dividends of a virtuous cycle of self-sustaining prosperity made possible by the enhancement of the demographic dividend advocated by UNFPA.

Both of us buy into the idea that the virtuous cycle in question is based on birth control, the development of human capital, the creation of productive jobs and efficient governance. The latter is 'fed' by the results of performance monitoring focused on the needs of citizens that guide and inform at all stages in the life of any public policy.

We both share an unshakeable faith that the huge efforts underway will succeed for the greater good of the population, provided that each stakeholder fully plays its part in the win-win partnership - economic, social and environmental- that *FassE* represents and whose first fruits we are beginning to see.

We are more determined than ever to ensure that the fruits of collective effort tomorrow match the flowers of today; we are more mobilized than ever to work hard to ensure hope takes up residence in our towns and cities. We want to see that hope shining from the

faces of the men and women, young and old, who, every day, choose to strive to forge a better future for themselves and generations to come in a prosperous and peaceful land.

**Mr. Ousmane Ndoeye,
Mayor of the GTFC commune**

**Mrs. Safietou Diop,
President of the Siggil Jigéen network**

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Act III of the Decentralization strikes a balance between representative democracy and participatory democracy and the conditions for exercising a new citizenship. Any individual can propose ideas for local development and the improvement of the functioning of local authorities. The right to information is guaranteed, so each party may request, at their own expense, details of budgets and accounts. The law also allows for people to participate in the creation of frameworks for consultation by mayors and department heads. Budgetary policy debates are legally compulsory before any budget vote. Representative democracy is also reinforced by gender parity of the assemblies elected in the June 2014 election, (according to the 2010 Parity Act).

Before 2013, the law did not provide for a mechanism for consultation with populations. Furthermore, local authorities had not taken advantage of the digital revolution to inform and engage citizens in local choices and decision-making. Thus, it is up to mayors of communes to improve the people's participation in local life through: (i) better citizen information, including the provision of all information relating to the choices and stages of decision-making; (ii) citizen involvement in local debates; (iii) the establishment of consultation frameworks in neighborhoods; (iv) employ user consultation mechanisms; and (v) prior consultations on projects of general interest and forward-looking considerations.

For better participation we need:

- *More effective management of public policies through development councils, a real forum for project consultation;*
- *To modernize an administrations' duties through cross cutting techniques, objective-based operations, deconcentrating decisions, and transparency;*

- *Greater openness of the local public space with public debates where elected officials, technicians, and citizens can reflect on the collective interest;*
- *Closer ties between all inhabitants, including foreign nationals and local citizens residing in the same neighborhood, and groups who often feel abandoned by politicians;*
- *A transformation of the relationship between citizens and politicians through people's better understanding of the logic and issues of public management;*

However, inadequacies in the design and use of local authorities suggest that citizen participation must be a project for elected officials and that of technical services to succeed. Both are constantly called upon to stimulate and maintain the enthusiasm and dynamism of residents to mobilize neighborhood committees and other advisory councils.

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Early childhood economics (0-5 years) is one of the areas of research that won James Heckman the Nobel Prize in 2000. In December 2012, James Heckman said: "The highest rate of return in early childhood development comes from investing as early as possible, from birth through age five, in disadvantaged families. Starting at age three or four is too little too late, as it fails to recognize that skills beget skills in a complementary and dynamic way. Efforts should focus on the first years for the greatest efficiency and effectiveness. The best investment is in quality early childhood development from birth to five for disadvantaged children and their families."

Empirically, Heckman and others have established that gaps in academic achievement are primarily the result of a "bad" family environment and not of parental financial constraints during

adolescence. On the acquisition of skills, it makes sense to focus public policies on early childhood to correct family disparities from a life cycle perspective. Indeed, the results of investments in young children extend over a longer period and include increased productivity of future workers, thus improving the future quality of the human capital. From conception to age five, children go through a phase of accelerated growth.

Inspired by Heckman's work, the World Bank, in 2011, found that for 24 countries in sub-Saharan Africa with the lowest incomes in the world, an additional percentage point of the preschool gross enrolment rate (GER) translates to a reduction of 0.12 of a percentage point in the repetition rate in primary education. This work also shows that for a given level of preschool GER, English-speaking African countries have a much lower repetition rate (7.5 percentage points) than French-speaking countries. Conversely, a one-percentage-point reduction in the primary school repetition rate leads to an increase of 0.875 percentage points in African countries' primary school retention rate. Heckman's work thus calls for an alliance in comprehensive child health in the form of partnership and collaboration between United Nations agencies, national and international organizations, NGOs, faith-based organizations, civil society organizations, and others.

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PACASEN has two funding instruments: (i) Investment Project Funding (IPF) and (ii) Income Program funding (PPR). The IPF represents 7% of the overall funding of PACASEN. In support of the quality of these investments, the PPR, PACASEN's main instrument, establishes a CT performance assessment system and a strategy that engages both CTs and the State through disbursement-linked indicators (DLI), mandatory minimum conditions (MMC) and other performance indicators (IDPs). Municipalities such as the GTFC commune are directly affected by the IDPs and 8 MMCs concerning:

PACASEN's capacity-building activities are twofold:

- *Training in fiduciary management, environmental and social management, transparency and citizen participation, and local project management;*
- *Continuous territorial coaching through close technical assistance; targeted support focused on specific themes; the execution of one-off activities at the request of local authorities; strengthening key municipal staff to resolve a specific problem in implementing the program.*

At the local level, the strategy for promoting citizen participation is built on:

- *Having everyone participate in budgetary policy debates and publishing the budget implementation report;*
- *Incentives to hold public meetings for the presentation and discussion of municipal investment plans and programs;*
- *Amplifying mechanisms for managing complaints and grievances;*
- *The publication of municipal council deliberations through various means of communication*

As the pilot territorial community of PACASEN, the GTFC commune can mobilize up to US\$681,000, respecting the performance criteria, which is the total allocation of the MMC and IDP conditional endowments estimated for the commune over the five years of PACASEN.

Role of demographic dividend observatories

The identification and implementation of SWEDD provided an opportunity to develop a system of indicators related synthetic demographic dividend monitoring index (SDDMI) as a phenomenon identifiable through five essential dimensions: (i) coverage of economic dependence; (ii) quality of the living environment; (iii) transitions into poverty; (iv) expanded human development; (v) infrastructure networks and territories.

Coverage of population dependency

By definition, an economically *independent* individual receives an income greater or equal to his or her consumption needs while an economically dependent person has an income below his/her consumption. This index can be calculated without demographic data. Determining the threshold of this index from which domestic savings can support an internal process of economic emergence is strategic.

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The Economic Dependence Coverage Indicator measures coverage of the dependent population's life cycle deficit by surplus generated by persons aged between 30-63 years. It is estimated at the national level by the 2020 National Observatory of Demographic Dividend (ONDD) at 37% of social demand in 2011 with income from work. The report also shows that the life cycle deficit is 20 times greater for women than for men. In addition, the urban environment comprises 42% of the total population but generates 51% of the overall life cycle deficit.

Here are the main recommendations of the 2020 ONDD report :

- *Strengthen the employment policy for young people (15-30 years);*
- *Secure and strengthen jobs in the 30-63 age group;*
- *Promote family planning for better maternal and child health as well as proper social coverage;*
- *Strengthen senior care policies (for those aged 63 and over);*
- *Strengthen women's empowerment, especially among women under the age of 36 and over 58;*
- *Reduce disparities in healthcare, education, and employment between rural and urban areas.*

ANNEX

Baseline scenario expected results, and intervention tools of the Fass Emergent Project

To harness the demographic dividend and emergence of the commune, FassE's action plan is structured around the following areas:

- *Reproductive health, especially the health of mother and child; family planning; integration of AYRH services to make them youth and adolescent-friendly);*
- *Education and vocational training;*
- *Job creation and stimulation of entrepreneurship;*
- *Empowerment of women, especially girls.*

Thus, the description of the baseline situation and predictable trends for collaboration with the ANSD and CREG), respectively.

Furthermore, the framework of the national roadmap for the demographic dividend calls for a Combined scenario, which prioritizes both the economy and demographics with appropriate target values for economic competitiveness, education, and family planning. That means empowering women, with universal access to effective contraception, overhauling the education system with an increase in the average number of schooling years and better education standards. Increasing the number of schooling years helps keep girls in school, prevents early motherhood, and reduces fertility.

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The Fass Emergent (Fass E) model is a pilot initiative to implement the demographic dividend on a local scale, namely in the Gueule Tapée-Fass-Colobane commune in Dakar, Senegal. This commune represents Dakar in miniature in terms of geography and demography. The area was once a fishing village and is now part of a densely populated African capital. The operationalization of the demographic dividend launched there by UNFPA and the city council has been the basis of an integrated economic and social development model already applied by several Asian countries. It is reflected in the priority given to the empowerment of women and girls, the education of adolescents, youth employment and better health for all, all signs of good local, regional and national governance concerned with the population's wellbeing. This book describes an innovative approach to implementing an integrated strategy for emergence at the grassroots level to inspire other communes in Senegal, elsewhere in Africa and further afield too. It defines preparation and strategy content as well as the action plan, the monitoring and evaluation mechanism and the partnership framework.



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