



# Contributions of the Non-Profit Sector to Economic Development, and Creation of Dignified and Fulfilling Jobs in Senegal

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CAPSI Director

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The findings made and opinions expressed in this report are exclusively those of the authors. They do not necessarily represent the views of CAPSI, or any other organisation linked with this project. The authors are thus solely responsible for the content and errors in this report.

**Mohamadou Sy**  
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### DISCLAIMER

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## ABSTRACT

This literature review focuses on the contributions of non-profit organisations (NPOs) to the Senegalese economy. Specifically, it focussed on the sector's contribution to creating dignified and fulfilling work for young people in Senegal. Addressing the youth employment challenge in Senegal is particularly important given that the 15 to 24-year-old age group represents 37.8 percent of the national population, and 80 percent is under 35 years old. The research methods comprise mainly literature review and semi-structured interviews.

Senegal has a dense and heterogeneous non-profit sector with approximately 11,600 associations: 5,000 community associations, 2,500 sporting and cultural associations, 2,000 religious associations, 700 professional associations, 250 trade unions, 300 educational and 150 health associations, and more than 200 political associations. Senegal has 487 registered NGOs, comprising 303 national and 184 foreign NGOs.

NPOs are classified into NGOs, associations, foundations, and social enterprises. The Senegalese ecosystem of NPOs includes five broad subgroups/categories of organisations, namely NGOs, foundations, associations, cooperatives and economic interest groups.

The economic contribution of the non-profit sector to youth employment is widely acknowledged. The difficulty lies in quantifying its economic contribution and job creation for various categories of young people. To overcome the lack of statistics that quantify the economic contribution of NPOs, it would be helpful to design methodologies or alternative approaches to measure their economic impact more effectively.

NPOs can play an essential role in addressing the problem of youth unemployment and underemployment in Senegal. This can be achieved through various initiatives such as formulating pro-poor public policies, catalysing government-initiated employment policies, advocating for better resource mobilisation, enhancing vocational and technical training, improving technology, and promoting volunteer work. However, for NPOs to truly fulfil their social missions and play the expected role in creating dignified and fulfilling jobs for young people, they must build their institutional capacity.

**Keywords:** Non-profit sector, Dignified and fulfilling work, Young people, Senegal.

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## LIST OF ACRONYMS

<b>3FPT</b>	Fonds de financement de la Formation professionnelle et technique (Vocational and Technical Training Fund)
<b>ADEPME</b>	Agence de Développement et d'Encadrement des PME (Agency for the Development and Registration of SMEs)
<b>AFD</b>	Agence Française au Développement (French Development Agency)
<b>ANPEJ</b>	Agence nationale pour la Promotion de l'Emploi des Jeunes (Youth Employment Promotion Agency)
<b>ANSD</b>	Agence Nationale de la Statistique et de la Démographie (National Agency of Statistics and Demography)
<b>APIX</b>	Agence Nationale Pour la Promotion des Grands Travaux (The Agency for the Promotion of Major Foreign Investments)
<b>ARED</b>	Associates for Research, Education and Development
<b>AROCSA</b>	Association for Research on Civil Society in Africa
<b>ASC</b>	Association sportive et culturelle (Sports and Cultural Association)
<b>BAD</b>	Banque Africaine de Développement (African Development Bank)
<b>BMN</b>	Bureau de Mise à Niveau (Business Upgrade Office)
<b>BIT</b>	International Labor Office (Bureau International du Travail)
<b>CECI</b>	Centre for International Studies and Cooperation
<b>CEDEAO</b>	Communauté Economique des Etats de l'Afrique de l'Ouest (Economic Community of West African States)
<b>CNCR</b>	Conseil national de Concertation et de Coopération des Ruraux (National Council for Rural Consultation and Cooperation)
<b>CNEE</b>	Convention nationale Etat-Employeurs (National Convention of State and Employers)
<b>CONGAD</b>	Conseil des ONG d'Appui au Développement (Council of Development Support NGOs)
<b>DER/FJ</b>	Délégation à l'Entrepreneuriat Rapide des Femmes et des Jeunes (Delegation for Rapid Entrepreneurship of Women and Youth)
<b>FAO</b>	Food and Agriculture Organisation of the United Nations
<b>GDP</b>	Gross Domestic Product
<b>GIE</b>	Economic Interest Group
<b>GIZ</b>	German Agency for International Cooperation
<b>GPF</b>	Groupe de Promotion féminine (Women's Promotion Group)
<b>ICNP</b>	International Center on Non-Profit Law
<b>ISBLM</b>	Non-profit institutions Serving Households

JICA	Japanese International Cooperation Agency
LOESS	Law relating to Social and Solidarity Economy (Loi d'orientation relative à l'économie sociale et solidaire)
NEET	Not in Education, Employment or Training
NINEA	National Identification Number for Companies and Associations
NPISHS	Non-profit institutions Serving Households
NPO	Non-profit Organisation
OBNL	Not for profit organisation (Organisations à but non lucratif)
OCB	Organisation communautaire de base (Community-based Organisation)
OHADA	Organisation pour l'Harmonisation en Afrique du Droit des Affaires (Organisation for the Harmonization of Business Law in Africa)
ONG	Organisation Non Gouvernementale (Non-governmental Organisation)
ONUDI	Organisation des Nations Unies pour le Développement Industriel (United Nations Industrial Development Organisation)
OSC	Civil Society Organisation (Organisation de la Société civile)
PFONGUE	Plateforme des ONG européennes au Sénégal (Platform of European NGOs in Senegal)
PME	Petite et moyenne Entreprise (Small and Medium Enterprise)
PPP	Public and Private Partnership
PRODAC	Program Agricole des Domaines Communautaires (Agricultural Program of Community Domains)
RJS	Réseau Siggil Jigen (Siggil Jigen Network)
RNB	Gross National Income (Revenu national brut)
PSE	Plan for an Emerging Senegal (Plan Sénégal Émergent)
SDGS	Sustainable Development Goals
SNC	Système de Comptabilité nationale (System of National Account)
TCEI	Tableau des comptes économiques intégrés (Table of Economic Accounts)
TIC	Technologie de l'Information et de la Communication (Information and Communication Technology)
TVET	Technical and Vocational Education and Training
UCAD	Université Cheikh Anta Diop (Cheikh Anta Diop University of Dakar)
UEMOA	Union Economique et Monétaire Ouest-Africaine (West African Economic and Monetary Union)
UNSDG	United Nations Sustainable Development Group
USAID	United States Agency for International Development
ZLECAF	Zone de Libre-Echange Continentale Africaine (African Continental Free Trade Area)





# 01 INTRODUCTION



Senegal is located in West Africa and benefits from a strategic location, which places the country close to European and North American markets and makes it a gateway for landlocked countries such as Mali and Burkina Faso. The country covers a land area of almost 196 712 square kilometres and shares borders with Guinea, Guinea Bissau, Mali, Mauritania, and The Gambia.

According to the National Statistics and Demography Agency (ANSD, 2024), the Senegalese population was estimated at 18 million in 2023 (49.4 per cent women), compared with 16.7 million in 2020. Of the population, 51.9 percent live in urban areas, and the median age is 19. 80 percent of the population is under 35 years of age. About 25 per cent of the population is concentrated in the capital city of Dakar. The population is growing at an annual rate of 2.5 per cent. Senegal is a multi-ethnic society with inter-religious and inter-ethnic harmony. Islam is practiced by more than 90 per cent of the population.

The Senegalese economy showed great resilience in 2021. Gross domestic product (GDP) growth reached 6.1 per cent in 2021, compared with 1.3 per cent in 2020, and stood at 4.8 per cent in 2022. Senegal's economic growth slowed in 2022 in a complex context characterised by strong inflationary pressures, rising world commodity prices, an unfavourable rainfall pattern and a global economic slowdown partly to the Russia and Ukraine war (World Bank, 2023).

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According to the Joint Review in 2022 of the General Directorate of Planning and Economic Policies (MEPC & DGPPE, 2022), the overall unemployment rate for the active population aged 15 and over was 23.6 per cent in 2021 compared to 22.3 per cent in 2020. The unemployed rate was higher in rural areas (28 per cent) compared to 19.9 per cent in urban areas. Over the same period, more females were unemployed (36.7 per cent) for women and 12.1 per cent for men. The number of salaried employees in the private business sector was estimated at 336 968 in 2021, versus 311 280 in 2020, representing an increase of 8.3 per cent. The Senegalese economy is dominated by small businesses in the informal sector. Out of 407 882 economic units, 97 per cent are informal, according to the General Census of Enterprises (ANSD, 2017). The Senegalese job market is generally characterised by a structural imbalance between supply and demand.

Large numbers of youth remain outside the mainstream of economic and social life and represent a growing constraint to inclusive growth and stability.

Youth employment is a major challenge in Senegal. Large numbers of youth remain outside the mainstream of economic and social life and represent a growing constraint to inclusive growth and stability. Many youths do not possess the appropriate skills for employment. Young entrepreneurs often face challenges of limited resources and business networks. According to the Challenge Fund for Youth Employment, there are 300 000 new entrants into the labour market every year. Of these, 30 000, that is 10 per cent are able to secure employment. (Challenge Fund for Youth Employment, 2022).

In 2014, the Government of Senegal launched the Emerging Senegal Plan (PSE) to increase the well-being and prosperity of Senegalese by 2035. The government and its financial partners funded several projects and programmes to boost the economy and create jobs for the youth. Also, the government established structures and programmes that indirectly created jobs (Diallo, Dieye, Ronconi, & Sinzogan 2023). In 2021, the government set up *The Xeyu Ndaw Gni Program* (an emergency programme for the economic integration and employment of young people) with an overall cost of CFA 450 billion over three years (2021-2023). Other national youth employment initiatives include the National Convention of State and Employers (CNEE), the Youth Employment Promotion Agency (ANPEJ), the Agricultural Programme of Community Estates (PRODAC), the Delegation for Rapid Entrepreneurship of Women and Youth (DER/FJ) and the Vocational and Technical Training Fund (3FPT).

The literature review addresses knowledge gaps regarding the economic contributions of various organisations in the non-profit sector to youth employment in Senegal. The non-profit sector is an important actor in transforming Senegalese socio-political and economic fibre. However, there is a vacuum in the literature about the non-profit

sector's contribution to national economies through direct and indirect employment, especially to the creation of dignified and fulfilling jobs for young people in general and those in the margins in particular. Little is known about the sector's scale, quality, and impact on creating dignified and fulfilling jobs.

In terms of scope, the review used a systematic and iterative approach to identify and synthesise an existing or emerging body of literature in French and English on the contribution of the non-profit sector to African economies, with a specific focus on the creation of dignified and fulfilling work for young people in Senegal. As for the methodology, the literature review relied on official publications from the government, development partners, NPOs, and scholarly work.

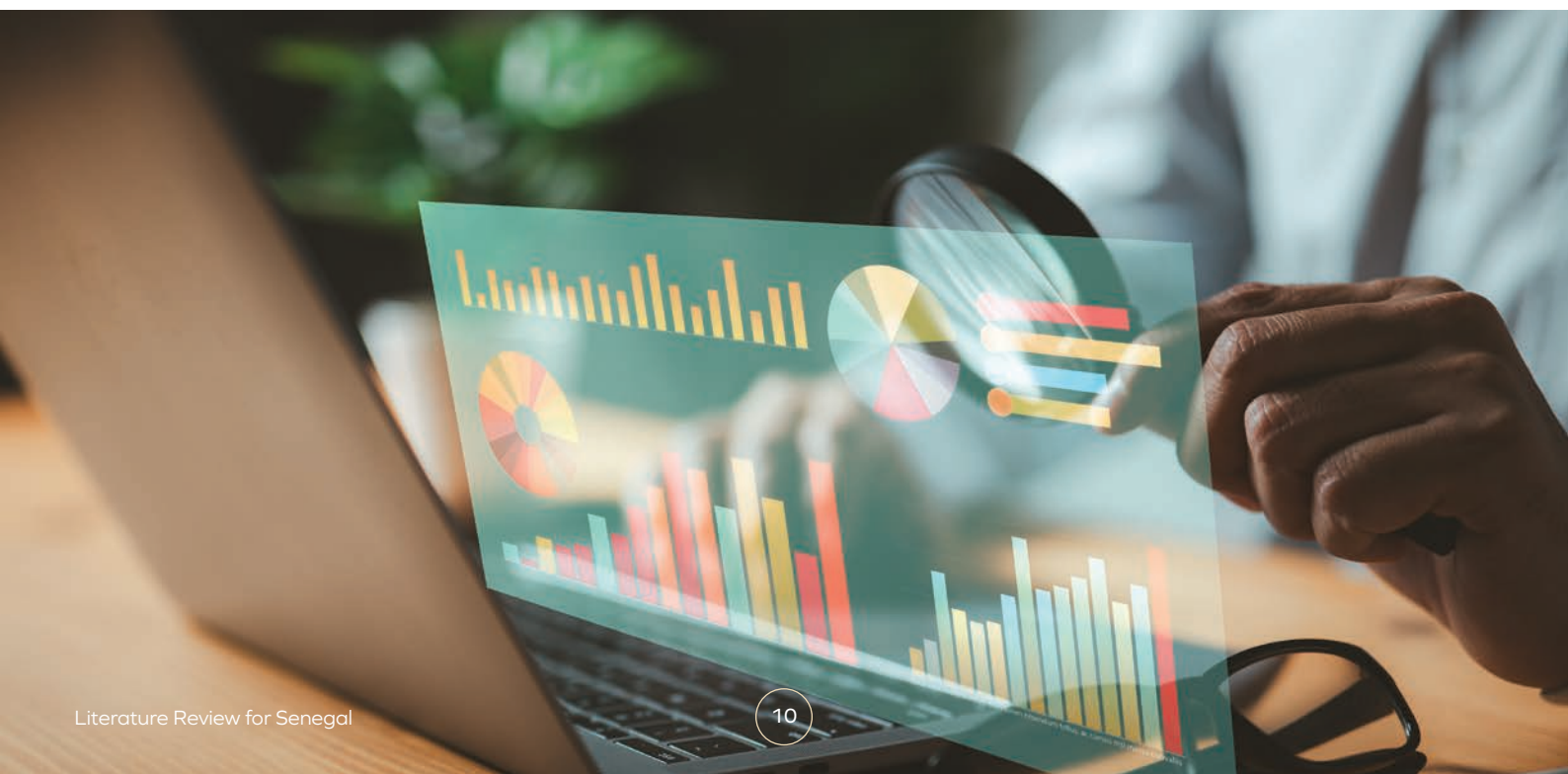
The review has three interrelated objectives. The first objective is to take stock of the non-profit sector's contribution to African economies, particularly in creating dignified and fulfilling jobs for young people in Senegal. The second objective is to analyse the gaps in quantitative data and knowledge on the non-profit sector's contribution to creating dignified and fulfilling jobs for young people in Senegal. On this basis, proposing a methodological approach and tools for conducting future research to fill existing gaps will be easier. The third and final objective of the literature review is to identify perspectives and propose avenues for a more significant and higher-quality contribution by NPOs to the creation of dignified jobs for young Senegalese. To this end, the literature review proposes an agenda for future research.

The literature review attempts to provide answers to various and interrelated research questions such as:

- i. What is the economic contribution of the non-profit sector to youth employment and the creation of dignified and fulfilling work for young people?
- ii. Within the non-profit sector in Senegal, what are the sub-sectoral contributions to dignified and fulfilling work for various categories of young people?
- iii. What are the emerging knowledge gaps within the not-for-profit sector and sub-sectors?
- iv. What are the possibilities and opportunities for increased youth employment in the not-for-profit sector?



Finally, the literature review report is structured as follows. In addition to the introduction and conclusion, the report includes an essential section called the literature review results, which attempts to answer the main research questions. The review addresses the contribution of the not-for-profit sector to creating dignified and fulfilling jobs for young people and its roles in this. Particular emphasis is placed on the types of jobs the sector offers, the nature of the sector's organisations and job opportunities for young people and marginalised groups. This section also looks at the contribution of the not-for-profit sector in supporting the formalisation of businesses in the informal sector, and the perceptions of marginalised groups about the sector's ability to create jobs and take advantage of the opportunities offered by technology. Finally, the analysis of the results focuses on the contributions of the sub-sectors to creating dignified jobs for young people, as well as the possibilities and opportunities for job creation in the NPO sector.



## 02 CONCEPTUALISING NPOS, AND DIGNIFIED AND FULFILLING JOBS





Before addressing the economic contribution of the non-profit sector to youth employment, some key concepts related to the research need unpacking, such as non-profit, and dignified employment.

## 2.1 NPOs: A stylised conceptual framework

Different names are used interchangeably to describe the non-profit sector. The notion of 'NPOs,' sometimes defined as civil society, is polysemous both in their theoretical and practical meanings. Civil society is a fuzzy concept. However, the term is useful for describing and analysing the phenomena it covers (Courtin, 2023). NPOs are heterogeneous collective organisations in their trajectories, objectives, sizes, structure and resources. They are mission driven, and their purpose is not profit-driven. NPOs provide goods and services to people regardless of race, gender, ethnicity, or religious affiliation. In some instances, they provide support or services to their members. Referring to the International Classification of NPOs (ICNPO), developed through a collaborative process involving a team of scholars working on the Johns Hopkins Comparative Non-profit Sector Project (Salamon & Anheier, 1996), Senegalese NPOs have the following features:

NPOs are heterogeneous collective organisations in their trajectories, objectives, sizes, structure and resources.

- *Not profit-seeking:* NPOs may accumulate profits in a given year, but the profits must be reinvested into the organisations' basic mission, not distributed to their owners, members, founders, or governing board.
- *Self-governing and independent:* NPOs are organised outside of government and business. They are 'non-governmental' which means that the organisation has an institutional identity separate from that of the state or any unit of government whether national or local. NPOs are equipped to control their own activities.
- *Institutionalised:* NPOs are formally constituted (legal filings, bylaws, etcetera.) and have their own institutional identity.
- *Voluntary:* NPOs involve some meaningful degree of voluntary participation as they engage volunteers in their operations and management.



There is no formal classification of NPOs in Senegal. The suggested Senegalese classification ecosystem of NPOs includes five broad subgroups/categories of organisations:

1. *Citizenship and Advocacy Organisations:* These serve as catalysts for change. In this category, activist networks and NGOs aim for social transformation by working on citizenship, political issues (governance, corruption, elections and political mandates, democracy, equality between women and men, humanitarian concerns, etcetera.) and human rights.
2. *Humanitarian and Caritative Organisations:* This group brings together all the associations and actors who distribute aid (food donations, small equipment, educational support, healthcare) with a charitable approach to improve the daily lives of vulnerable people.
3. *Service-based Organisations:* These operate at the community level and provide direct services to communities, especially in regions where governments are unable to address certain basic needs. Such organisations also provide healthcare, education, food, and WASH services to vulnerable people in urban and rural areas.
4. *Development NPOs:* They are hands-on operational organisations that actively implement development-related projects in fields such as sustainable agriculture, micro-credit, entrepreneurship, ICT, capacity building, and vocational training.
5. *Mutualist NPOs:* They work for their own members, and not for general causes. They include economic groupings (GIE) and women's promotion groups (GPF), cooperatives, and religious associations.



To some extent, NPOs contribute to the creation of dignified and fulfilling work for young people (15-35 years).



## 2.2 Dignified and Fulfilling Jobs: A stylised conceptual framework

The concept of 'dignified and fulfilling work' may vary among different categories of young people. There is no unanimous definition and no study on young people's definition of 'dignified work'. However, many young people see 'dignified work' as work they are proud of and it is rewarding. This review shares Mastercard Foundation's definition and four markers of dignified and fulfilling jobs, namely:

1. *Reliable income*: This means those who report that their income is reliable and meets their needs and those of their dependents or those who report experiencing an increase in their income compared to their existing/previous work (over a consistent period).
2. *Reputable*: This means that the work is considered reputable.
3. *Respect in the workplace*: This means that workers enjoy respect in their workplace.
4. *Sense of purpose*: This means that the job gives the worker a sense of purpose and achievement, (Mastercard, 2018).





03

## RESULTS OF THE LITERATURE REVIEW

### 3.1 Economic Contribution of the Non-Profit Sector to Youth Employment

This section focused on the economic contribution of the non-profit sector to youth employment in Senegal. It presents an overview of poverty, employment, and unemployment in the country, the definition, typology, and nature of NPOs, the sector's contribution to creating work for young people, and the role young people play in creating non-profit sector structures in Senegal.

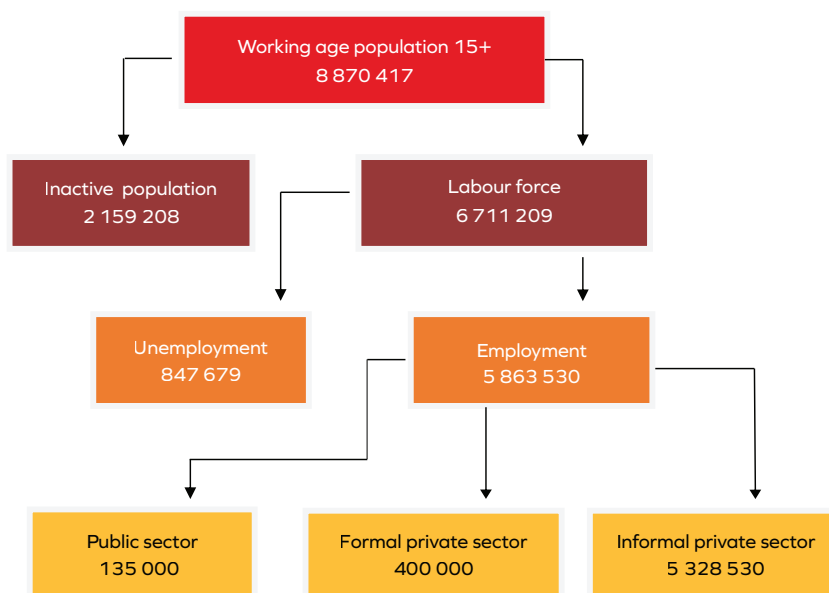
#### 3.1.1 Overview of poverty, employment, and unemployment in Senegal

The population of Senegal is predominantly young. Children aged under 15 years constitute 39.2 per cent of the total population (ANSD, 2023). According to this source, the poverty rate was 37.8 percent in 2018, totaling just over six million people (people who cannot satisfy their minimum vital needs). This rate is more pronounced in rural areas (53.6 per cent) compared to urban areas (19.8 per cent). According to the ANSD Report on living conditions published in 2021, the regions with high poverty rate are Sédhiou (65.7 per cent), Kédougou (61.9 per cent), Tambacounda (61.9 per cent), Kolda (56.6 per cent), Kaffrine (53.0 per cent) and Ziguinchor (51.1 per cent). "Poverty still affects 35.6 per cent of the population. Unemployment, especially among women (22 per cent) and young people (16 per cent), low employability linked to the mismatch between training and labour market needs and limited access to social security and low incomes remain significant challenges" (FAO, 2020, p. 3).

Youth is not a homogeneous group. Youth groups depend on locations (urban versus rural), education (skilled versus non-educated), job nature (youth working in formal enterprises versus youth working in informal enterprises), and gender (males and females). Among other subgroups, there are the young urban educated who are privileged and employed in the formal sector, the trained youth looking for jobs, the low-skilled employed youth in low-paid and informal jobs, and the informal workers known as *Baol-Baol* and *tchak-tchak* (meaning moto drivers).

The employment situation in Senegal in 2021 shows that the active population was just over 6.7 million (41.4 percent)(Mbaye, 2021). The number of workers with dignified and fulfilling jobs, namely 135 000 people in the public sector and 400 000 people in the privatesector (a total of 535 000 people), was only 8 percent of the active population, while the percentage of informal workers was 79.39 percent (5.3 million people).

**FIGURE 1: Overall employment situation in Senegal**



Source: Mbaye (2021)

Unemployment refers to the share of the labour force without work but available for and seeking employment. The unemployment rate in Senegal is forecast at 3.11 per cent in 2024 and the employment rate at 51.31 per cent (Statistica, 2024).

On the other hand, growth in Senegal, as in many other African countries, has been mainly jobless growth, as creating good jobs has failed to keep pace with the vibrant dynamics of labour supply (Mbaye et al., 2021).



04

## NPOs IN THE SENEGALESE CONTEXT





In the Senegalese context, NPOs include various organisations such as foundations, associations, NGOs, community-based organisations (CBOs), employers' organisations, social enterprises (Ministère de l'Economie Sociale et Solidaire, 2021), and volunteers' corps. The Ministry of the Interior (Republique Du Senegal, 2022), which is responsible for overseeing NGOs and associations. It hosts two databases of associations and NGOs. NPOs adopt a variety of organisational structures and are often grouped into umbrella organisations (See Table 1).

The presence of NPOs predates the country's independence in 1960. According to the International Center for Not-for-profit Law (ICNL) "the tradition of association is deeply entrenched in Senegalese culture, which is why almost all Senegalese participate in an organisation, whether it is family-based, professional, political or religious" (ICNL, 2024: 1).

According to the ICNL (2024, p. 2), "... there are in Senegal 11 600 associations: 5 000 community associations; 2 500 sporting and cultural associations; 2 000 religious associations; 700 professional associations, including 250 trade unions, 300 educational, and 150 health associations; and more than 200 political associations". According to the Directorate of Community Development of the Ministry of the Family, there are 487 registered NGOs in Senegal, comprising 303 national and 184 foreign (ICNL, 2024).

**TABLE 1: Typology and profiles of Senegal's main non-profit organisations**

Categories of NPOs	Legal regimes	Types of NPOs	Affiliated Umbrella Organisations
<b>Category 1: Non-governmental organisations</b>	<ul style="list-style-type: none"> <li>- Decree No. 2015-145 setting the terms and conditions for NGO intervention.</li> </ul>	<ul style="list-style-type: none"> <li>- National NGOs</li> <li>- International NGOs</li> </ul>	<ul style="list-style-type: none"> <li>- Council of Development Support NGOs (CONGAD)</li> <li>- European Platform of NGOs (PFONGUE)</li> </ul>
<b>Category 2: Foundations</b>	<ul style="list-style-type: none"> <li>- Law N°95-11 of April 7, 1995</li> </ul>	<ul style="list-style-type: none"> <li>- National foundations</li> <li>- International foundations</li> </ul>	<ul style="list-style-type: none"> <li>- No umbrella organisation</li> </ul>
<b>Category 3: Associations</b>	<ul style="list-style-type: none"> <li>- The Code of Civil and Commercial Obligations (COCC)</li> <li>- Decree no. 76-040 of 1976</li> <li>- Law n°14-2021 on volunteering</li> </ul>	<ul style="list-style-type: none"> <li>- Religious associations</li> <li>- Community development organisations</li> <li>- Sports and cultural associations (ASC)</li> <li>- Political parties</li> <li>- Trade-unions</li> <li>- Volunteers' organisations</li> </ul>	<ul style="list-style-type: none"> <li>- Non-State Actors Platform (PANE)</li> <li>- Senegalese Federation of Associations of Disabled People (FSAPH)</li> <li>- National Employers' Associations</li> </ul>
<b>Category 4: Social enterprises</b>	<ul style="list-style-type: none"> <li>- OHADA Uniform Act.</li> <li>- Law N°2021-28 on the social and solidarity economy</li> </ul>	<ul style="list-style-type: none"> <li>- Cooperatives</li> <li>- Economic Interest Groupings (GIE)</li> <li>- Women's Promotion Groups (GPF)</li> </ul>	<ul style="list-style-type: none"> <li>- National Council for Rural Consultation and Cooperation (CNCR)</li> <li>- National Federation of Women's Promotion Groups (FNGPF)</li> </ul>

The National Employers' Confederation of Senegal (CNES); The National Employers Council (CNP); Mouvement des Entreprises du Sénégal (MDES); Union nationale des Commerçants et Industriels du Sénégal (UNACOIS).

Source: Results of literature review



Various factors can explain the development of NPOs in Senegal. For example, Article 8 of the 2001 Senegalese constitution guarantees fundamental freedoms, and Article 12 guarantees the right to form associations, companies, and other groups freely. In addition, a new law integrates new subsectors of CSOs into the national economic system and acknowledges their contribution to building a more resilient national economy. “On June 4, 2021, the National Assembly adopted a law related to the social solidarity economy, which provides a new typology for social and environmental CSOs. The law recognises cooperative and mutual societies, responsible entrepreneurial associations, and social enterprises as actors and stakeholders in the social solidarity economy” (USAID et al, 2022: 208).

The most attractive organisations for young people are the associations, the GIE, the GPF, and the cooperatives. Associations are free to form, with no formalities other than registration with the Ministry of the Interior and the ANSD to obtain a national identification number. Associations can apply for NGO status under certain conditions. GIE and GPF can be set up quickly and are characterised by their flexibility. Social enterprises also attract many young people because of their tax advantages. Associations can be easily created with few resources, unlike foundations and NGOs that require resources and expertise not often found in young people, especially those from vulnerable groups.

## 4.1 The contribution of the non-profit sector to providing jobs for different categories of young men and women

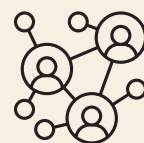
In the absence of comprehensive statistical data on NPOs at the national level, it is hard to quantify the contribution of the NPOs to providing jobs for different categories of young men and women, although ANSD runs a data base of Non-profit Institutions Serving Households (NPISHs). NPISHs comprise all private units with legal personality that produce non-market goods and services for households. NPISHs are defined as

legal or social units, created to produce goods or services, whose status does not allow them to be a source of income, profit or another form of financial gain for the units that create, control or finance them. Even if their productive activities necessarily generate surpluses or deficits, their statutes are drafted in such a way that the institutional units that control or run them are not entitled to a share of the profits or revenues they receive. This is the reason why they are often exempt from various types of tax. (ANSD, n.d, p. 2).

The NPISH sector plays an important role in Senegal’s social economy through the programmes and projects it implements to meet the population’s needs and interests. However, the country’s current statistical system encounters many difficulties in assessing this sector’s economic contribution to the Senegalese economy.

The non-profit sector in general and NGOs in particular contribute in different ways to the creation of jobs for young people through activities such as:

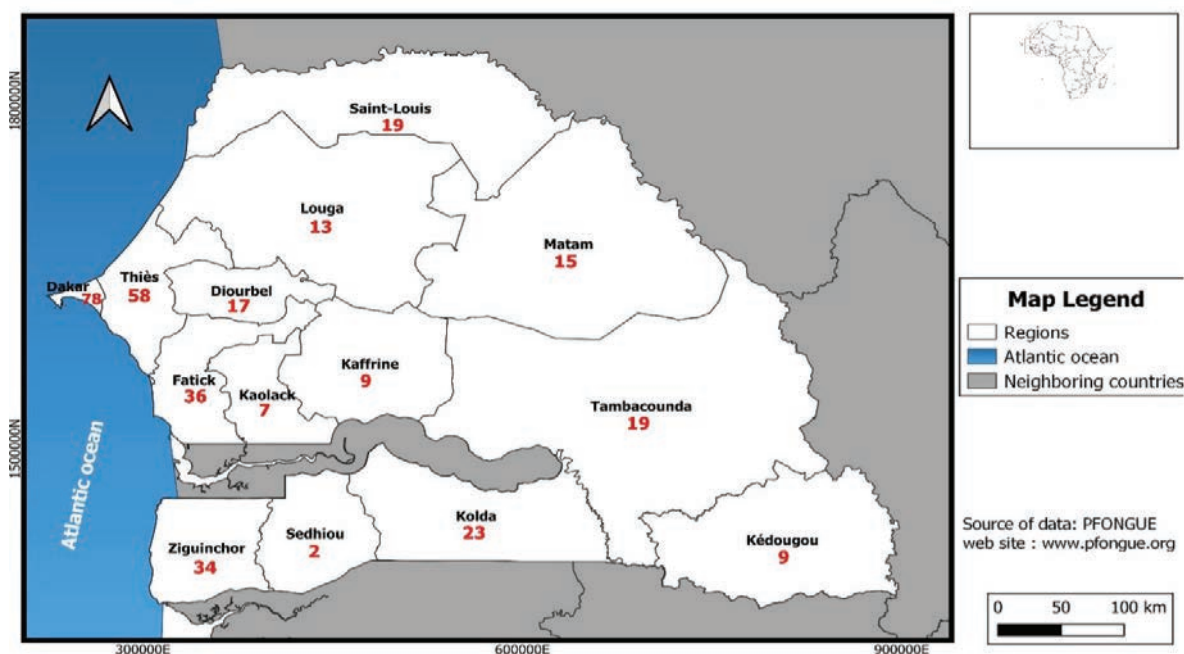
- Delivering vocational training programs on productive livelihoods and ICT;
- Training on life skills, employability and entrepreneurship, business-startups, networking, income generating activities, small business management, and financial and non-financial management;
- Organising internships, job placement services, community services, and volunteering;
- Facilitating access to funding through grants and community based micro-credit schemes and mobilising local resources for productive investment;



NGOs’ contributions can also be assessed through their involvement in governance and human rights protection, development projects, humanitarian situations and emergency relief, and access to social services. Examples of such NGOs include Médecins sans Frontières, the Red Cross, Enda Tiers Monde, and the Union pour la Solidarité et l’Entraide, among others. As for social enterprises, they exist in a variety of forms, but it was only in 2021 that the Law on the Social and Solidarity Economy (LOESS) was adopted and promulgated in Senegal (Ministère de l’Economie Sociale et Solidaire, 2021).

The only accessible database (the database of European NGOs in Senegal), known as the Platform of European NGOs in Senegal (PFONGUE, n.d.), has registered 78 organisations with 347 projects amounting to an investment of € 327.2 million. The number of projects in progress to date is 235 projects. Figure 2 indicates the regions affected by the interventions. It is important to note that one project can cut across different regions at the same time.

**FIGURE 2:** Distribution of PFONGUE member's projects by region

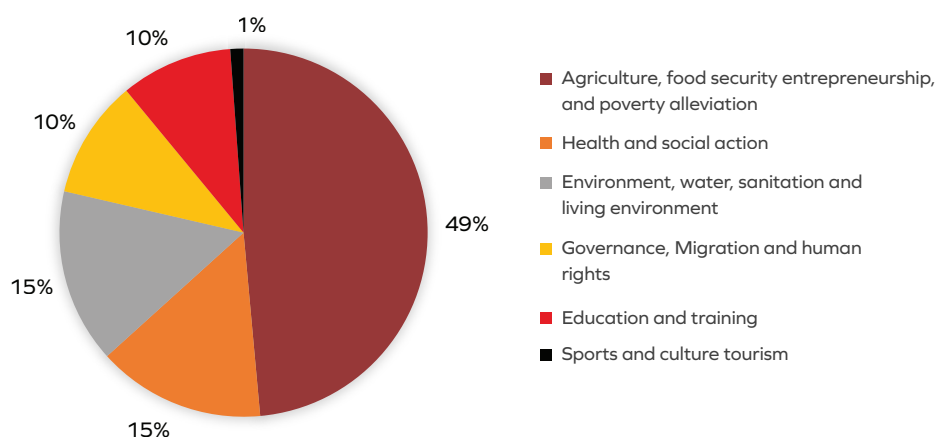


Source: Results of literature review

With the Dakar region has the highest concentration of NPOs's projects (133 projects), that is 56.6 per cent, followed by the regions of Kaolack (91 projects), Ziguinchor (64 projects), Sédhiou (44 projects). The NPOs in Dakar and other regions intervene in various sectors as agriculture, processing of local products, WASH, environment, health, education, microfinance, local economic development and advocacy.

Unlike the majority of Senegalese NPOs, 49 per cent of PFONGUE members work on labour intensive sectors such as agriculture, food, entrepreneurship, and poverty alleviation (see Figure 3) (PFONGUE, n.d.). Those sectors contribute significantly to youth employment particularly in rural areas.

**FIGURE 3:** Distribution of projects by intervention sectors

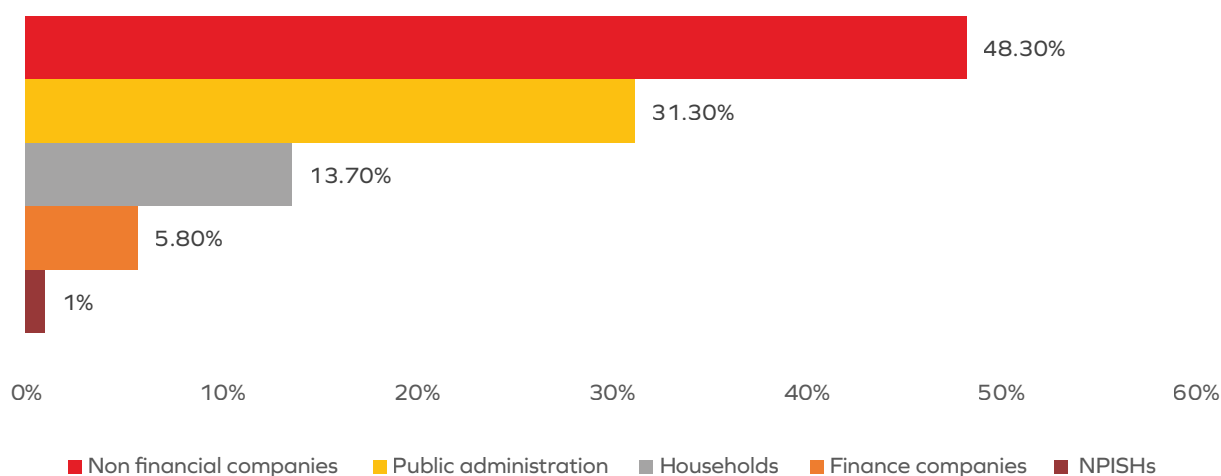


Source: PFONGUE (n.d.)

## 4.2 The size/quantity of the jobs that youth on the margins in Senegal are benefiting from in the non-profit sector

It is difficult to quantify the economic contribution of NPOs to job creation for young people. Senegal has no satellite account dedicated to the contribution of NPOs. Although official statistics are lacking, qualitative assessments show that NPOs are active in various areas of the national economy, benefiting disadvantaged social strata. In addition, quantifying the economic contribution of social enterprises is hampered by two factors: (i) the decree establishing their legal status dates back to 2021, and (ii) Senegal does not yet have a directory dedicated to social enterprises. However, ANSD (2022; 2023) reports suggest that, in 2020, 1 per cent of employee remuneration was paid by NPISHs. The benefit of NPISHs increased between 2014 and 2019, going from FCFA 29.7 billion to FCFA 35.1 billion. This wealth is mainly distributed under the form of salary remuneration (90.6 per cent), as seen in Figure 4 (ANSD, 2022).

**FIGURE 4: Share of institutional sectors in salaries paid in 2020**



Source: Adapted from ANSD (2023)

## 4.3 The nature of the non-profit sector's contribution in creating work for young people in Senegal

As noted earlier, although there is limited data on the impact of NPOs in creating work for young people in Senegal, it is widely recognised that the sector contributes to job creation, including youth employment. Diagne (2023) noted the important contribution of NGOs to implementing public policies, including youth employment policies. According to him, 132 NPOs carrying out their activities in Senegal out of approximately 650 created about 8,000 jobs in June 2023. In addition, the Senegalese civil society contributes up to FCFA 100 billion per year in funding access to social services in areas such as education, social protection, health, and WASH.

## 4.4 The ability of the non-profit sector to reach and provide opportunities to young men and women on the margins

In terms of lessons about the ability and potential of the non-profit sector to reach and provide opportunities to young women and men on the margins, this review assumes that NPOs have a wealth of experience working with grassroots populations, and in particular rural populations, and vulnerable people such as people living with disabilities. They meet needs that both the public and private sectors are unable to satisfy. Their social missions are prioritized over economic considerations (Enjolras, 1995). Unlike for-profit companies, they aim not to distribute profits but to reinvest them in pursuing their missions. Even the Senegalese government recognises the benefit of NPOs in the provision of basic services such as education, health, access to water, environmental protection, and the governance of public resources (USAID et al., 2022).



## 4.5 The role young people play in creating non-profit sector structures in Senegal

The literature review shows that young people are creating non-profit structures. Many young people are members of local associations and groupings. Apart from NGOs and foundations, whose creation requires specific technical and financial capacities, young people manage the process of creating associations. The young people belong to local organisations known as ASCs, the dominant model of youth associations organised by government-delegated federations. For example, the number of ASCs in the Dakar region is estimated at 5,600.

## 4.6 The Economic Contribution of the NPOs to Dignified and Fulfilling Work for Young People in Senegal

This section looks into the role of NPOs in creating dignified and fulfilling jobs for the youth in Senegal, as well as the current and potential role of technology and its usage by the non-profit sector in creating dignified jobs for young people.

### 4.6.1 The role of NPOs in facilitating a move from informal to formal dignified and fulfilling jobs for various categories of young people

According to the ANSD Global Report on the 2016 General Business Census, 97 percent of businesses in Senegal operate in the informal sector, and 70.9 percent of employees work in the sector (ANSD, 2017). In general, jobs in the informal sector are not dignified and fulfilling. This sector lacks access to gainful employment, employment-related protections of workers' rights, representation and advocacy, etc. Youth and women remain the most affected groups by the phenomenon. At times, it is not easy to distinguish formal and informal sectors. According to Investisseurs et Partenaires (IETP), "There are many cases of 'semi-informality' in which formal firms use undeclared subcontracting or service contracts" (IETP, 2018, p. 6), but workers of the sub-contractor enjoy no benefit of the formal sector.

Development NPOs and social enterprises play key roles in facilitating transitions from informal to formal employment. The review finds that the contribution of NPOs in facilitating the transition of businesses from the informal to the formal sector is somewhat indirect. In general, NPOs do not directly support informal businesses but contribute to improving their institutional environment. For example, Oxfam America has a social and economic justice programme that involves advocacy at the government level for fairer, more inclusive social policies (Oxfam, 2021). The NGO supports many women and young people in accessing factors of production such as land and promoting their economic empowerment. For example, some NPOs have assisted women's groups in their search for business identity (ID), known as NINEA, to take advantage of certain funding opportunities offered by the government and development partners.

The role of NPOs in facilitating transitions from informal to formal jobs is limited because most NPOs work on human rights, governance, and access to social services. It is well known that Senegalese NPOs working on youth employment have limited financial resources and expertise to facilitate the transition from informal to formal. On the other hand, formalisation is one of the missions of public organisations such as the chambers of commerce nationwide (14 chambers) and national agencies such as the Agency for the Promotion of Major Foreign Investments (APIX) and the Agency for the Development and Registration of SMEs (ADEPME). Lastly, some financial and technical partners have in place formalisation projects; for example, a project promoting formal and innovative entrepreneurship in Senegal and the Gambia (PROMEFI). The project offers training programmes, such as 'Formalize Your Business', designed to support the transition of informal economic units to the formal economy (USAID et al., 2022).

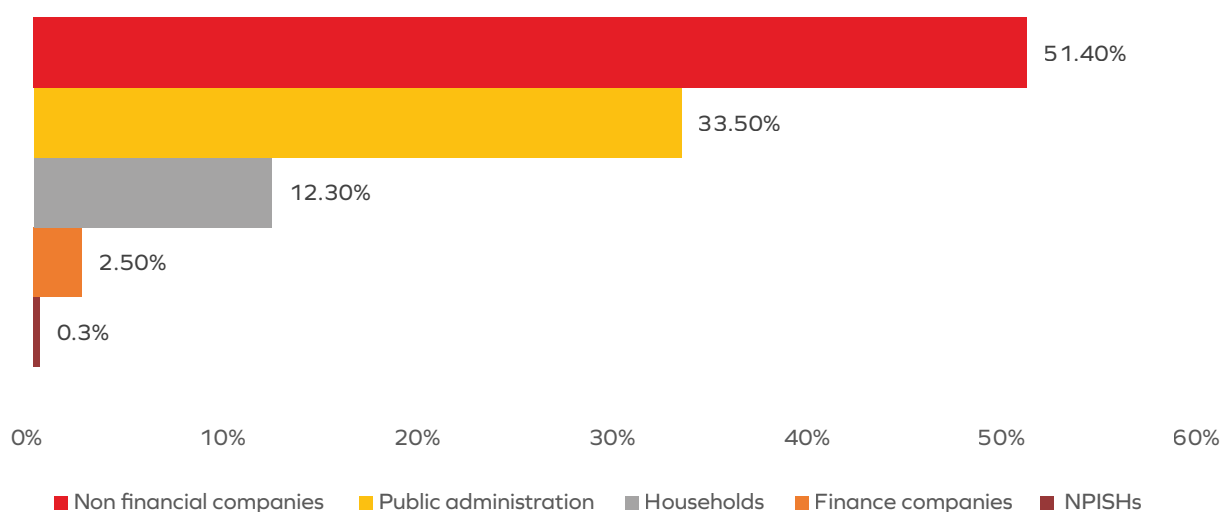
It is well known that Senegalese NPOs working on youth employment have limited financial resources and expertise to facilitate the transition from informal to formal.

### 4.6.2 The economic scale, quality, and impact of the contributions of the non-formal sector to dignified and fulfilling work for young people

Statistical data by age, gender, and social background are lacking to assess the sector's contribution to job creation for young people. This poses a challenge in identifying who is being employed, including factors like age, gender, and class.

Between 2019 and 2020, according to the ANSD (2023), the gross value added (GVA) of the national economy rose from FCFA 12,262.4 billion to FCFA 12,690.9 billion, with more than half (51.4 per cent) coming from the household sector. Non-financial companies contributed up to 33.5 per cent of the GVA. The added value of public administration, financial companies and NPISHs represented 12.3 per cent, 2.5 per cent and 0.3 per cent respectively of the wealth created (Figure 5). In other words, the economic contribution of NPISHs is still low (0.3 per cent of GVA).

**FIGURE 5:** Breakdown of total gross value added by institutional sector in 2020



Source: ANSD (2023)

### 4.6.3 The perceptions of various categories of young people about the non-profit as a contributor to dignified and fulfilling jobs

There are a few studies about the perceptions of young people, including marginalised youth, on the contribution of the non-profit sector to the creation of dignified and fulfilling jobs in Senegal. The fact that there is limited or no research on the perceptions of young people about the non-profit sector's role in job creation can be explained by two potential reasons. First, the perceptions of the youth on NPOs contribution to employment are diverse, depending on the gender, socio-economic background, and social status of respondents.

Second, communities have a good opinion of and trust in NPOs because they contribute to local development. Communities recognise that NPOs contribute to defending human rights, promoting the public interest and generating innovative ideas. They contribute to transparency in the management of public resources. For example, the Civil Forum has played a major role in ensuring that Senegalese people take advantage of their natural resources (minerals) (USAID et al., 2022). NPOs contribute to national reviews of the implementation of development policies and programmes, and in monitoring the implementation of the sustainable development goals (SDGs). Development NPOs engage in skills development, entrepreneurship initiatives, and supporting catalytic actions to increase the number of young people engaged in productive work. However, there is no systematic study that captured the perception of youths to the creation of dignified and fulfilling jobs.

#### 4.6.4 The current potential role of technology and its usage by the non-profit sector in creating dignified jobs for young people

NPOs can take advantage of the potential of technology to create jobs. Senegal has a Digital Transformation Strategy (2016 to 2025) to develop an innovative and value-creating digital industry, emphasizing youth employability (Kemp, 2024). Technology has potential roles, and the not-for-profit sector could use it to contribute to creating dignified and fulfilling jobs for young people. It can leverage technology to create dignified jobs for young people. For example, digital transformation can create opportunities for non-profits to better engage with stakeholders and deliver their services more effectively. In addition to building the capacity of young people in entrepreneurship, NPOs can use digital channels and tools to mobilise resources and create jobs. Digital finance is also a good avenue to explore because technology can enable faster and more efficient access to skills, capital, and other resources, as well as business support for young entrepreneurs. Technology can connect the youths to their first job, apprenticeships, and cooperative programmes.

Technology could play several roles such as supporting digital businesses, especially SMEs for young people, and promoting and supporting entrepreneurship through startups.

The review's analysis of the stakes, challenges, and new opportunities of the digital revolution and youth employability indicates the strategic levers that will enable Senegal to consolidate its position. By 2025, Senegal's ambition is to increase the sector's contribution to 10 per cent of GDP, ensure satisfactory coverage in all parts of the country, and optimise its potential for the benefit of the *Xëyu Ndaw Gni*<sup>1</sup> programme (MEPC, n.d.). Technology could play several roles such as supporting digital businesses, especially SMEs for young people, and promoting and supporting entrepreneurship through startups, which are effective ways of addressing the issue of youth employment.

In addition, the potential of digital technology in education and culture is enormous. Indeed, the promotion of digital culture, with its integration into education and training systems, will enable young people to acquire the skills required for new jobs and opportunities, which is vital. Well-trained young people in digital technology can support the digitisation of content in the creative cultural industries sector (music, TV, films, cinema, radio, etc.), with real employment potential to reduce youth unemployment. Also, digital technology can contribute to the development of cybersecurity programmes and the adaptation of some professions in the fields of advertising, journalism, e-commerce, and economic intelligence.

The dynamics of digital transformation threaten some traditional jobs. It is therefore imperative for the youth in Senegal to acquire the qualifications required to adapt and be a major player in the digital age. The government and NPOs will have to support initiatives to adapt and acquire digital skills, which will lead to them securing dignified and fulfilling jobs.



<sup>1</sup> The Xeyu Ndaw Gni Program (in Wolof, The Youth Employment Program) is an important governmental emergency program for the economic integration and employment of young people. The overall cost is 450 billion over a three-year period (2021-2024) (Ministère de l'économie du plan et de la coopération, n.d.).

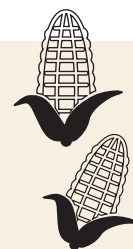
### 4.6.5 Sub-Sectoral Contributions of the Non-profit Sector to Dignified and Fulfilling Work

Depending on the services they provide to communities and their own members, the profits generated and how these are distributed, the review has segmented NPOs into three categories, which are discussed below. It is considered in Senegal, that each category has a different impact on the creation of jobs and opportunities for marginalised groups.

1. *Producer organisations, GIEs, and cooperatives in family farming:* The primary subsector for youth employment comprises producer organisations, GIEs and cooperatives in family farming, which employ many young people in rural areas. This is a sub-sector where self-employment of young people in agriculture, livestock, and fishing, and increasingly in the processing of local products, is a reality. Women's groups are very active in this sub-sector, creating added value, income, and jobs. For example, the National Council for Consultation and Cooperation of Rural People (CNCR) is quite illustrative. The CNCR is a grouping of 28 active members of national unions and federations of autonomous farmers' organisations in the agricultural, horticultural, fishing and forestry sectors. The access to the subsector is quite easy for the majority of vulnerable groups. It is relatively cheap to put in place a GIE, which initially were meant for vulnerable groups. In addition, the government has developed support programmes for the agricultural sector with some incentives such as access to loans and subsidised equipment. GIEs are also a good means for young people who work as service providers and businessmen in rural and urban areas (Ba, Niang & Bodian, 2021). According to a study conducted by Investors and Partners (IP, 2018), almost 60 per cent of Senegalese workers are considered self-employed; but they have no income guarantee and generally no health coverage – this means 60% of the self-employed in Senegal do not have dignified and fulfilling jobs.
2. *Social or environmental enterprises:* The second employment sub-sector is made up of social enterprises whose purpose is to meet a social, societal or environmental needs. In other words, these enterprises must produce social and/or environmental value in addition to economic value, by reconciling the principles of equity and social justice with economic development, to achieve a humanist development goal. At the local level, the social/solidarity-based economy is part of an inclusive development model that creates jobs that cannot be relocated and builds social ties by developing local services. Social enterprises are a beneficial tool for Senegalese post-COVID economy and they are more likely to support people living in poverty than for-profit organisations. Most of the core values and beliefs of social enterprises are aligned with the goals of dignified work for young people.
3. *Commercial NGOs:* Finally, the NGOs known as the flagship of the NPISH sector. By virtue of their legal status, these organisations may carry out commercial activities, but their members cannot share in the resulting profits. NGOs have the capacity to mobilise resources from donors and to intervene in remote areas. They create jobs for young people, even if these jobs are low paying and insecure. Since NGOs manage projects with limited lifespans, which they do not have the means to continue beyond the life circle of the project, the contracts offered to young people are essentially fixed-term contracts. The management of the projects is carried out by expatriates in the case of foreign NGOs, and by experienced nationals in the case of Senegalese NGOs. The large NGOs, which are generally foreign, employ young people from disadvantaged areas as facilitators and support staff for projects in various fields. These might incorporate inclusive education, apprenticeship, functional literacy, and vocational training for young people and adults, and empowerment of women through support for land ownership, citizenship development, access to decision-making bodies, acquisition of entrepreneurial skills, and economic development.

This segmentation of NPOs significantly impacts market dynamics and work opportunities for various categories of young people, especially those who are marginalised. However, many young people work in mutualist organisations. The job supply of NPOs is still low compared to the high demand from young people in the labour market who are unemployed. The NPOs set the wages they pay newly recruited young people. The latter often have limited bargaining power due to a lack of professional experience and of organisations (trade unions, for example) that could defend their interests.

NPOs contribute to addressing gender disparities in employment and fostering the inclusivity of marginalised groups. This is done by promoting women's rights and fighting structural inequalities that prevent women from achieving gender-transformative outcomes. For example, with its 16 member organisations, the *Réseau Siggil Jigéen (RSJ)* aims to promote and protect women's rights in Senegal, therefore impacting the lives of more than 12,000 Senegalese women. RSJ members are involved in various subjects including reproduction and health, research, women's rights, youth leadership, literacy, training, micro-finance, and poverty alleviation (RSJ, n.d.).





International NGOs such as Oxfam are committed to using feminist principles: “A gender-transformative approach focuses on outcomes over outputs, emphasizes the effectiveness of the program for marginalized gender groups, and improves gender equality within and across the program” (Skakun, Smyth, & Minne, 2021, p. 36). In addition, Oxfam enabled rural women to form savings groups, which contributed to improving their absorptive, resilient and adaptive capacities.

The limited presence of young people in the NGO sector can be explained by the fact that young people, including new graduates, have limited work experience. The recruitment criteria are difficult to meet.

According to many young leaders, most jobs created by foreign NGOs are of good quality leading to dignified and fulfilling work. Many young people are attracted to NGO work because they want good salaries and a rewarding career. Yet, the jobs in the NGO sector are tied to projects and the availability of funds. The jobs are somewhat unstable and generally precarious (Dumas, Diallo & Benjamin, 2023).



05

## EMERGING KNOWLEDGE GAPS



The results of the literature review do not allow objective assessment of disadvantaged young people's appreciation of the quality of the jobs created for them. Even though the jobs created by NPOs are seasonal, short-term, and low-paying, in general, they are jobs that protect the health and safety of these young people. The nature of the jobs means that these young people are unlikely to benefit from social protection, collective representation, or lifelong learning. Most of these jobs cannot therefore be classified as dignified and fulfilling.

Some analysts question the ability of civil society leaders to maintain distance from party political positions and to gain independence from the State. The neutrality and autonomy of civil society is questioned. A related critique is that NPOs reproduce bad practices such as lack of transparency and accountability and do not empower citizens but rather position themselves as brokers between funding sources and local organisations (citizens). NPOs working in Senegal have their own critics who argue that they receive large amounts of money but their impact on the lives of disadvantaged groups is questionable. For example, it has been noted that "Some scholars and ruling politicians' greatest critique of NGOs is their lack of transparency, accountability, and democracy, thus their lack of legitimacy" (Lehr-Lehnardt, 2005, p. 13).

NPOs are often criticised for exploiting children. Reported cases of child labour are not the work of reputable NPOs, but rather of some religious masters who encourage child begging in urban areas (Human Rights Watch, 2010). Some of those masters may claim to belong to NPOs as they have their own associations.

In Senegal, NPOs face challenges such as inadequate youth employment policies, poor monitoring, an unfavourable institutional environment, limited gender-sensitive policies, and inferior youth employment management systems. Addressing these issues will require a collective effort. Both youth and adult stakeholders describe the educational curricula as too theoretical, failing to incorporate much-needed and desired technical, practical, and life skills (USAID, 2011). The high youth unemployment rate and the prevalence of informal sector employment can be partly explained by the mismatch between young people's training and the needs of the market (Dumas, Diallo, & Benjamin, 2023).

Other challenges are related to the need to strengthen the quality and relevance of TVET and apprenticeship programs linked to the present and future needs of the national economy. Those needs include, among others, modernised agriculture, gas and petroleum management, manufacturing, digital, and green transition. Senegal also faces limited school-to-work transition and dual apprenticeship programmes (Délégation à l'Entrepreneuriat Rapide des Femmes et des Jeunes [DER/FJ], 2024).

NPOs cannot improve the living conditions of vulnerable groups without their full participation, commitment, and contribution. Vulnerable groups must face challenges related to capacity building and entrepreneurship development and formalise their micro and small enterprises (DER/FJ, 2024).

The review finds that if NPOs are to fulfil their social missions and play the expected role in creating dignified and fulfilling jobs for young people in Senegal, they need to address their own challenges and barriers first. "...88.31 per cent of West African NPOs have functional skills gaps within their organization" (AROCSA, 2020, p. 5) – a situation that is not much different from that in Senegal. First, the financial viability of NPOs is paramount in maintaining their ability to fulfil their mission and make a significant contribution to society, particularly in job creation for young people. Regarding financial sustainability, "Senegalese CSOs depend overwhelmingly on foreign funding" (USAID et al., 2022, p. 209). By ensuring their financial viability through diversifying their funding streams, NPOs can maintain their credibility and their current operations and consider growth and expansion initiatives. This helps NPOs to minimise the risks of infiltration and even direct control of CSOs by government. Second, to better fulfil their roles, NPOs should improve their policy formulation capacity (policies based on rigorous analysis of reliable data).



## 5.1 Possibilities and Opportunities for Increased Youth Employment

There are many possibilities and opportunities for NPOs to contribute significantly to job creation for the youth of Senegal. According to the ILO, “The time has come to unleash the potential of today’s youth to become workers, entrepreneurs, citizens, and agents of change” (ILO, 2022: 17). NPOs can make a significant contribution to providing employment opportunities for marginalised young people. For example, the Association for Research, Education, and Development (ARED) based in Senegal has played a major role in developing service providers in literacy in African languages in various West African pastoral areas (ARED, 2021). The NGO concept contributes to the capacity building of returning migrants and strengthening the economic power of marginalised groups. In partnership with the French Development Agency (AFD), the CNCR (the biggest farming umbrella organisation) has supported the creation of agricultural farms for young people in rural areas. Also, an NPO, the Kosmos Innovation Centre, in partnership with Reach for Change, is helping young Senegalese entrepreneurs to develop innovative solutions to unleash the power of youth entrepreneurship and innovation in the agricultural sector (CNCR, IPAR and ASPRODEB, 2020; Reach for Change, 2017).

In terms of pockets of opportunities, NPOs, including social enterprises, can make a significant contribution to the creation of dignified and fulfilling jobs for different categories of young people by exploiting the various opportunities available to them, which are discussed in the following sub-sections.

## 5.2 Advocate for job creation to be a priority strategic objective of government action

NPOs can catalyse government-initiated employment policies related to youth employment, especially agricultural, industrial, and ICT policies. Their influence capacity can help the government formulate policies and programmes capable of meeting the demands by youths for employment, especially ones that are dignified and fulfilling. NPOs and public authorities can take advantage of their formal dialogue frameworks or other institutions like the Economic, Social and Environmental Council (CESE), the National Office for the Fight against Fraud and Corruption (OFNAC), and the Public Procurement Regulatory Authority (ARMP) of which they are members to collaborate on strategies to be developed to promote youth employment. Also, NPOs can support the government to achieve the employment-related objectives of Agenda 2030. To this end, they can develop a range of strategies, from helping to define public policies to setting up credit programmes and providing vocational training because “the low level of qualifications and skills of young people is also a problem, and has a considerable impact on their employment opportunities (Diallo et al., 2023). These strategies are summarised in Table 2.

**TABLE 2: Strategies for meeting the employment-related targets of the SDGs and potential roles of NPOs**

Objectives	Job quality targets	Potential NPOs’ strategies
<i>Goal 1:</i> Eradicate poverty in all its forms, everywhere in the world.	<i>Target 1.1:</i> Eradicate extreme poverty (living on less than \$1.25 a day) worldwide by 2030.	Support in formulating pro-poor public policies.
<i>Goal 8:</i> Promote sustainable and inclusive economic growth, full and productive employment and dignified and fulfilling work for all.	<p><i>Target 8.1:</i> Maintain a rate of per capita economic growth appropriate to national circumstances.</p> <p><i>Target 8.2:</i> Achieve a high level of economic productivity through diversification, technological upgrading, and innovation.</p> <p><i>Target 8.3:</i> Promote development-oriented policies that foster productive activities, dignified and fulfilling job creation, and entrepreneurship.</p>	<p>Support in youth entrepreneurship development and formalising informal businesses.</p> <p>Promoting quality of vocational training services in high-value-added sectors.</p> <p>Developing lobbying, advocacy and micro-finance programs for the implementation of public policies that promote inclusive socio-economic change</p>

Source: Author compilation



Integrating better youth employment strategies in formulating all public policies may imply introducing tax policies that encourage the creation of salaried jobs, developing national internship programs in the public and parastatal sectors, and supporting start-ups. Where necessary, NPOs can contribute to revising the labour code and undertake reforms that would facilitate the creation of dignified jobs. Examples include introducing new employment contracts tailored to the local economic needs, part-time work contracts designed for students, dual training development, school-to-work transition programs, and public and private partnerships (PPPs) for skills development and youth employment.

### 5.3 Enhance youth technical and vocational education and training

TVET is one of the priorities of the Senegalese government, which is committed to finding practical solutions to the need for qualified human resources in all sectors of economic life. TVET is not yet a critical driver in transforming Senegal's education system nor a contributor towards economic growth. The percentage of basic school leavers enrolled in TVET remained unchanged between 2020 and 2021 at 10 per cent, compared with the target of 15.18 per cent set for 2021 (MEPC & DGPPE, 2022). Some development NPOs have a wealth of experience in developing apprenticeships. Due to apprenticeships, many vulnerable young men and women, especially in rural areas, who have not attended French or Koranic schools are given a 'second chance' to receive training and become self-employed.

TVET is not yet a critical driver in transforming Senegal's education system nor a contributor towards economic growth.

In partnership with the private sector and local authorities, NPOs can contribute to improving the employability of young people, with or without diplomas, in training and apprenticeship programmes, with workshops on entrepreneurship, personal development, and skills development. Incubation and transit internships, or participation in exchange visits, could also be useful to young people. Particular attention should be paid to young people who are Not in Education, Employment, or Training (NEET). This category of young people, who live in precarious situations, has little chance of taking advantage of opportunities in the job market.

The future development of Senegal's oil and gas industry offers enormous employment potential. However, this development requires good vocational training for young people in the oil and gas professions. The forthcoming exploitation of hydrocarbons, with expected real GDP growth of 8.3 per cent in 2024 and 10.2 per cent in 2025, according to the IMF (2024), and the implementation of the African Continental Free Trade Area (AfCFTA) could be a good opportunity to accelerate the structural transformation of the Senegalese economy if the right accompanying measures are taken.

### 5.4 Harness the agri-food sector to contribute to job creation for young people

The domestic demand for agriculture products is dynamic, driven by agriculture spending and household income, including migrants' remittances. In addition, agriculture development is at the heart of government priorities. The country has significant water resources. The Senegal River Valley, with over 300,000 hectares of suitable land for irrigation, is a good example of the country's agricultural potential. Investing in the agricultural sector is all the more important as "nearly 49 per cent of employed youth work in the primary sector (mainly in agriculture); however, more than 90 per cent of this employment is informal" (FAO, 2020, p. 3). This calls for transforming the agricultural value chain, including transiting from subsistence to mechanised farming and adopting technology to store agricultural commodities.

Therefore, NGOs should invest more resources in agriculture, the green economy, and mechanisation of the agricultural value chain to attract the youth to the sector. NPOs can support the massive creation of jobs for young people in agriculture, livestock farming, and related industries and services through a proactive policy combining the provision of land in perfect harmony with local authorities, agricultural extension, skills development, facilitating access to finance, and innovative entrepreneurial projects.

However, "any strategy or intervention that implies that rural young people are or can be dealt with as isolated economic or social actors must be avoided" (Sumberg et al. 2020:40). This is because young people are deeply embedded in family, communities and social networks.



The Senegalese craft sector has big employment potential. The sector brings together more than 600 000 people divided into 150 trades, and it contributes 10 per cent to the national GDP in 2023 (DER/FJ, 2024). Some GPF in rural and urban areas are particularly active in transforming and selling local products. Improving the processing capacity to turn raw agricultural goods into consumable food can contribute to creating dignified jobs.

## 5.5 Support the transition from informal to formal

As noted earlier, there are approximately 300,000 new entrants to the labour market in Senegal each year, while the supply of new jobs is estimated at only 30,000. It is, therefore, clear that there are not only enough jobs but also lack of jobs that are dignified and fulfilling for Senegalese youth. Hence, it is not surprising that almost 90 per cent of youth are employed in informal jobs, and most of those jobs can be characterised as unsatisfactory in terms of job security and income level. The COVID-19 pandemic has further compounded the vulnerability of youth and women in the informal sector.

NPOs can contribute to implementing ILO Recommendation 204 (transitioning from the informal to the formal economy) and the Integrated National Strategy for the Formalisation of the Informal Economy (SNIFEI). Its vision states that “by 2026, contribute to a better structuring of the Senegalese economy and the development of a strong and competitive private sector, thanks to the formalisation of a critical mass of informal businesses, generating dignified and fulfilling jobs for men and women” (ILO, 2022, p. 7). Development NPOs are known for their proximity to vulnerable groups and the flexibility of their intervention procedures. Their adaptability can play an important role in formalising economic units in the informal sector by providing them with the financial and non-financial services they need. To that end, development NPOs should improve their capacity and quality of service.

Formalising informal businesses is not an objective in itself but a means of guaranteeing dignified and fulfilling employment for young people and expanding market opportunities. In this regard, it contributes to increasing incomes and reducing poverty. Without formalisation, access to dignified and fulfilling work remains illusory. Formalisation alone will not address youth unemployment and lack of dignified and fulfilling jobs. Addressing these deficits requires the structural transformation of the economy of Senegal – it needs to industrialize, transition to mechanized farming, promote the green and marine economies, and promote the digital economy.

## 5.6 Provide a range of financial and non-financial services

Microfinance in general contributes to promoting financial inclusion of marginalised youth, including women. It can allow them to generate jobs and income, and improve their overall economic well-being.

Active NPOs in microfinance can take advantage of new technologies to develop digital finance and financial inclusion of vulnerable groups, including youth living with disabilities. Digital finance has large potential in Senegal as internet penetration stood at 58.1 per cent at the start of 2023 while over 20.1 million cellular mobile connections were active in the country, which is equivalent to 114.8 per cent of the total population (Kemp, 2024).

In the same vein, NPOs can address gender disparities in employment and foster inclusivity for marginalised groups in various ways: supporting women’s leadership and decision-making capability, empowering women, and increasing the productive capacity of women smallholders by facilitating access to resources such as land, expertise, and finance. NPOs can also contribute to financing individual and collective (associations, economic interest groups, cooperatives) projects, as some NPOs are active in the field of microfinance have the opportunity to train their clients in financial management and education.



## 5.7 Catalyse different technological interventions for increased employment

Greater access to information, resources, and ICT-driven services can create new growth and employment opportunities for Senegalese youth, including those in the margins. Today, and more than ever, there is greater access to a variety of knowledge, online educational resources, communication, digital finance, business start-ups, etc.

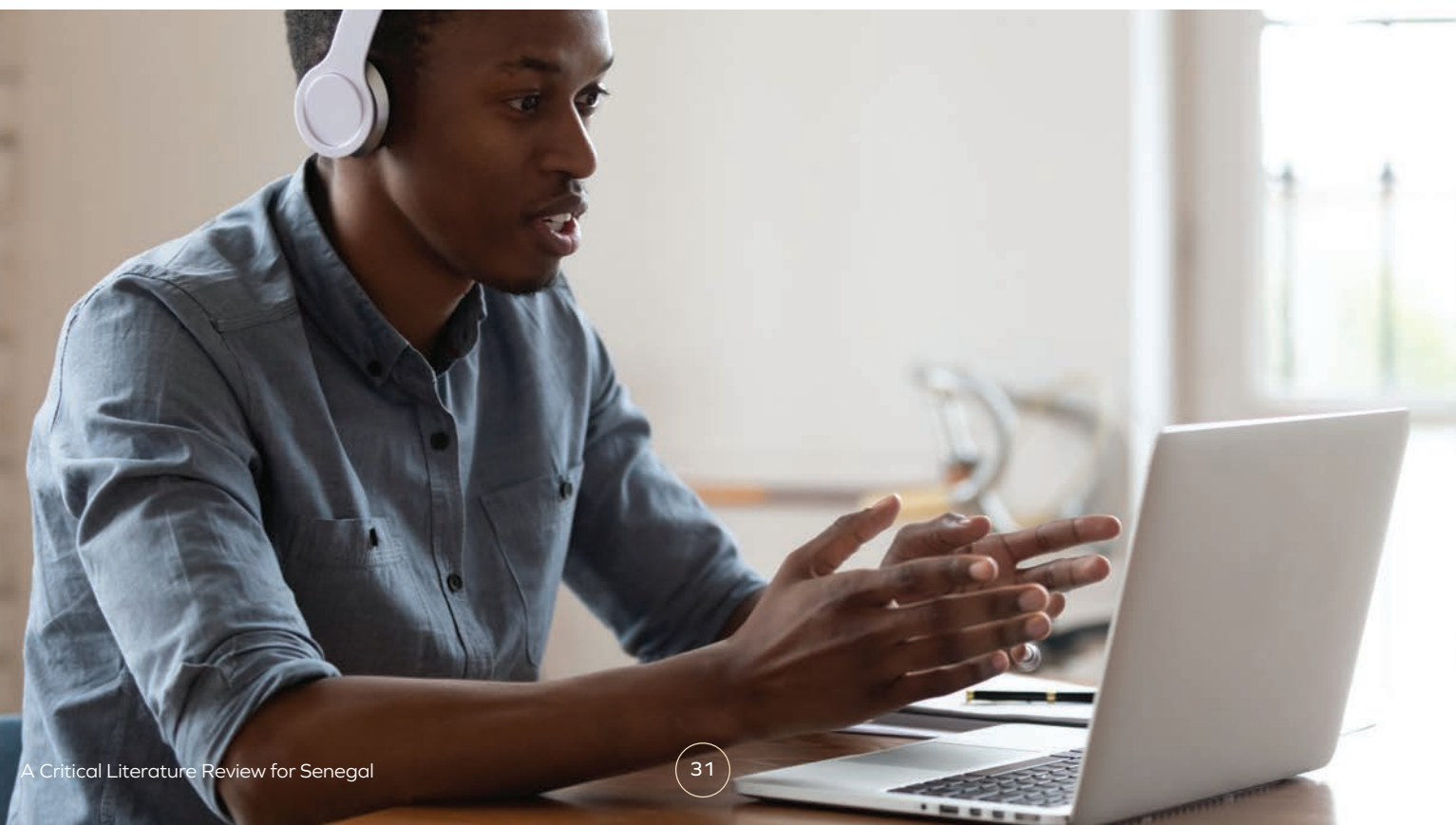
Technology will allow a non-profit to expand its reach in its products and services, thereby increasing its capacity to serve its intended population. The right technology will also significantly help non-profits increase their revenue.

NPOs can implement innovative and pioneering digital transformation initiatives in sectors that create jobs for young people. One example is the Senegal Talent Campus project, the first vocational and technical training centre dedicated to arts and culture, certified by the Senegalese government (Le Quotidien, 2021).

Leveraging technology has enabled new industries to emerge, and more people have shifted their attention toward employment in software development, data analysis, coding, etc. Digital technology adoption can influence employment dynamics by driving firms to create new jobs while at the same time cutting other jobs. According to the African Economic Research Consortium (AERC) policy brief on digital technology adoption in employment in Senegal, “the adoption by Senegalese firms increases the demand for both skilled and skilled jobs” (Dumas et al., 2023). Technological advances offer new prospects for higher productivity and economic growth.

New technologies, such as artificial intelligence, may be a real danger for existing jobs (sunset jobs) and future job-creation prospects (sunrise jobs). New technologies can make work redundant and lead to massive job destruction. “However, they are also accompanied by growing concerns about their future impact on the workforce, especially in the current context of high and rising levels of inequality and polarization in the labour market” (Saoudi, n.d., p. 5). But it offers a great opportunity for economic development and the creation of dignified and fulfilling jobs for the youth in Senegal, like elsewhere on the African continent. Therefore Senegal should embrace the digital economy and make it’s a major driver of creating dignified and fulfilling jobs for its youth. In this respect, a partnership between NPOs, government, the private sector and higher education institutions is an imperative.

Digital technology adoption can influence employment dynamics by driving firms to create new jobs while at the same time cutting other jobs.





# 06 CONCLUSION





The literature review reveals that Senegal has a dense and heterogeneous non-profit sector. The NPO is a broad concept that is understood and defined differently. NPOs include NGOs, associations, foundations, and enterprises among others. However, the statistical data available does not allow quantitative assessment of the economic contribution of NPOs, their budgets, the number of dignified and fulfilling jobs created, and their distribution by zone, age group (15 to 35 years), gender, and types of vulnerability, etcetera. There is a huge vacuum in literature about how the non-profit sector contributes to national economies through direct and indirect employment and creating and/or stimulating jobs for young people. Available data are often not adequate or appropriate for fine-grained analysis.

Although official statistics are lacking, as there is no dedicated statistical system to monitor the specific economic contribution of NPOs, qualitative assessments show that some development work in various parts of Senegal, including remote areas, benefits the underprivileged. To some extent, it contributes to job creation and access to social services, good governance, and the promotion of human rights.

Gaps identified about the guiding questions of the literature review are:

1. What is the size and scale of the jobs that various categories of youth in the margins in Senegal are benefitting from in the non-profit sector?
2. How can the economic contribution of the non-profit sector be quantified in terms of revenue, wages, and job creation per gender, group, age, and location (urban and rural areas)?
3. What are the factors that limit NPOs from improving youth employability and creating dignified and fulfilling jobs for vulnerable youth, and what can improve the situation?



NPOs can take advantage of the many opportunities available in the field of job creation for young people. Examples include the formulation of pro-poor public policies capable of creating dignified and fulfilling jobs, improved governance of national resources, vocational and technical training and apprenticeships, job creation (self-employment) in agriculture, the green economy, digital finance, volunteering and supporting public authorities in achieving the 2030 Agenda employment targets (UNSDG, 2019). Deepening and improving reforms in the business environment are critical to stimulating private sector-led growth. Likewise, access to finance for MSMEs is key to the functioning of a viable private sector and the ability of the poor including vulnerable groups to lift themselves out of poverty. Improving ICT development and agricultural productivity is crucial.

The following are some issues that requires attention for NPOs to contribute to the creation of dignified and fulfilling jobs for young people, which require further research:

1. What is the size/quantity of the jobs that various categories of youth in the margins in Senegal are benefitting from in the non-profit sector?
2. How can the economic contribution of the non-profit sector and sub-sectors be quantified in terms of revenues, job creation per gender, group, age, and location (urban and rural areas)?
3. What factors limit NPOs from creating dignified and fulfilling jobs for vulnerable youth and what can improve the situation? What is the size and scale of the jobs that various categories of youth in the margins in Senegal are benefitting from in the non-profit sector?
4. What role should NPOs play in defining, implementing, monitoring, and evaluating effective public policies to ensure dignified and fulfilling employment for young people, including vulnerable groups?
5. What roles should the not-for-profit sector play in vocational training, apprenticeship, and the development of youth employability, the formalization of the so-called informal sector, and the development of youth employment opportunities with particular emphasis on high value-added and labor-intensive sectors?





Finally, it would be helpful to design methodologies or alternative approaches to fill the identified gaps in terms of quantitative and qualitative data. This would include, for example:

1. Improving the literature review by investigating further national socio-economic databases, if available; additional quantitative and qualitative data will be gathered from government agencies, umbrella organisations, and UN agencies.
2. Conducting surveys to gather quantitative data on the non-profit sector's contribution to youth employment. A survey will be developed for youth and NPOs across the country to fill some of the evidence gaps.
3. Conducting semi-structured interviews with key stakeholders / informants including marginalised youths, leaders of youth employment organisations and umbrella organisations, government officials, and financial and technical partners working on the issue of youth employment.
4. Developing youth-centered case studies to gain a deeper understanding of specific people affected, especially youth categories, their employment experiences, and personal testimonies.



In conclusion, structural reforms should be addressed urgently to ensure that the formal sector increases its contribution to GDP and creates dignified and fulfilling jobs for the youth, including young women. Without the structural transformation of the Senegalese economy that will prioritize manufacturing, the green and ocean economy, the transformation of the agricultural value chain, industrialization, promotion of high-value-added services, and the adoption of the digital economy, NPOs' contribution to creating dignified and fulfilling jobs will be minimal. Importantly, in the absence of these, the sector's contribution to economic development in Senegal, like the rest of the African continent, will be minimal. The emphasis, therefore, is for NPOs to focus on the diversification of the Senegalese economy. Achieving this necessitates a collaborative relationship with the government, the private sector, development agencies, and the higher education sector, underscoring the need for a multi-faceted approach to this issue.

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