



Integrated Country Strategy

SENEGAL

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1. Chief of Mission Priorities

The U.S. Mission in Senegal has aligned its efforts to advance the goals of making the United States and Senegal safer and more prosperous. We base our strategy on the fundamental U.S. interest in seeing Senegal continue to succeed as a secure, stable democracy in a volatile region and a partner that is increasingly able to “export” security and shared values to its neighbors. With more than 20 U.S. government agencies and departments attached to the Mission, many of which support U.S. engagement in other West African countries as well as Senegal, we will also work to strengthen our management platform to ensure Mission Senegal’s continued viability as a regional support platform.

We **make Senegal and the United States safer** by helping Senegal respond to transnational threats and protect its borders, by supporting peaceful development in the southern Casamance region, and by improving Senegal’s capacity to contribute to multilateral peacekeeping missions. We **make Senegal and the United States more prosperous** by promoting two-way trade and investment, helping Senegal improve its business climate, and implementing development programs that foster inclusive and sustainable economic growth. We **strengthen democracy** with efforts to increase the Senegalese government’s effectiveness and accountability to its citizens and to strengthen the justice sector and reinforce the rule of law. Finally, we **improve human capital** to unlock Senegal’s potential by improving healthcare and education opportunities for all Senegalese people. The goals of our Integrated Country Strategy (2022-2026) are mutually reinforcing. Security is the necessary precondition for all of our other engagement, and the success of our work to improve the economy, governance, and human capital will further reduce the risk of insecurity and instability. These goals are consistent with the Interim National Security Guidance (INSSG, March 2021), the State-USAID Joint Regional Strategy (JRS) for Africa, USAID Development Cooperation Strategies, U.S. policy on addressing the climate crisis, and U.S. government guidance on diversity and inclusion.

Senegal is an unwavering partner of the United States in promoting peace and security in West Africa and beyond. Its military and law enforcement institutions are among the most capable in Africa. The bilateral Defense Cooperation Agreement signed in 2016 provides a framework for

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robust military cooperation and access for U.S. forces to facilities and administrative procedures that allow us to respond quickly to regional threats. We will redouble our efforts over the coming three years to strengthen Senegal's capacity to counter violent extremism and enhance its border security. We will continue our long-running support for Senegal's efforts to end the internal conflict and improve development in the Casamance region. We will also maintain our strong support of Senegal's multinational peacekeeping efforts, continuing to assist Senegal to develop internal capabilities to train and equip its sizable peacekeeping forces.

Senegal's economic growth exceeded six percent for the five years prior to the COVID-19 pandemic in 2020, and it will need to continue this level of growth in the wake of the pandemic to create sufficient economic opportunities for its young population (median age of 19).

President Macky Sall's *Plan Senegal Emergent* (PSE) development blueprint to turn Senegal into an emerging economy by 2035 relies heavily on private sector development to fuel Senegal's economic transformation, which provides opportunities for U.S. private sector-led deals that benefit both Senegal and the United States. To facilitate such deals and improve two-way investment and trade, we will continue to work with Senegal to improve its business climate. We will leverage U.S. programs like Prosper Africa and the African Growth and Opportunity Act (AGOA), as well as U.S. development finance institutions, to support mutually beneficial deals. Millennium Challenge Corporation's (MCC) \$550 million Senegal Power Compact, focused on power sector reform, transmission network modernization, and rural access to electricity, will address the high electricity costs and poor distribution that constrain Senegal's economic growth.

In a region suffering from democratic backsliding and coups, Senegal sits apart as a democratic model with a history of peaceful transitions of power, free and fair elections, and accountable civilian government since its independence in 1960. Mission Senegal, through USAID, State/INL, DOJ, and other agencies, will continue to promote the Senegalese government's effectiveness and accountability, ensuring its people remain confident in its democratic institutions. Our development entities will improve human capital in the country by collaborative execution of USAID's Country Development Cooperation Strategy (CDCS), investing in the improved health and education of the Senegalese people. Our Peace Corps

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program, following a two-year pause due to the pandemic, will resume its agricultural, agroforestry, health, and community economic development programming across the country.

To implement this ICS fully, the Mission will prioritize ensuring we have adequate resources to meet our goals and develop a resilient post-COVID community. As Dakar continues to be the preferred base for U.S. government activities across the region, and as our economic, development, and security engagements expand, our management platform and staff have become increasingly stretched. Our Management section serves as a resource for smaller embassies in the region, which rely on its experienced local staff and USDH for direct and indirect support. In addition to pursuing efficiencies and continuous process improvements at all levels of the ICASS platform, the Mission will seek additional Department resources to ensure adequate staffing to meet our goals. At the same time, we will conscientiously promote and safeguard the core Department values of diversity, equity, inclusion, and accessibility.

To ensure continued success in recruiting the best U.S. and local hires, we will also prioritize efforts to address lingering issues that negatively affect the quality of life of our Mission team, such as the generally poor quality of the housing pool and limitations on services caused by our antiquated and geographically distant warehouse facility.

2. Mission Strategic Framework

Mission Goal 1: Make the United States and Senegal Safer

- **Mission Objective 1.1:** Increased capacity to respond to transnational threats and maintain domestic security.
- **Mission Objective 1.2:** Increased capacity to promote regional stability and participate in peacekeeping operations.
- **Mission Objective 1.3:** Security improved for U.S. citizens.

Mission Goal 2: Make the United States and Senegal More Prosperous

- **Mission Objective 2.1:** Increased inclusive and sustainable economic growth (CDCS DO 1).
- **Mission Objective 2.2:** Business climate improved.
- **Mission Objective 2.3:** Strengthened bilateral economic and commercial ties.

Mission Goal 3: Strengthen Democracy

- **Mission Objective 3.1:** Increased Government of Senegal effectiveness and accountability (CDCS DO 3).
- **Mission Objective 3.2:** Strengthened independence of the justice sector and reinforced rule of law protect against democratic backsliding.

Mission Goal 4: Improve Human Capital

- **Mission Objective 4.1:** Improved health systems and greater access to and demand for quality health care (CDCS DO 2 / IR 1)
- **Mission Objective 4.2:** Improved basic and higher education systems and greater access to and demand for quality education (CDCS DO 2 / IR 2).

Management Objective 1: Improved operational platform enables more effective support for Embassy Dakar's policy.

Management Objective 2: Compensation, benefits, and recruitment of personnel modernized and optimized.

Management Objective 3: Resilient and thriving post-COVID community developed.

3. Mission Goals and Objectives

Mission Goal 1: Make the United States and Senegal Safer

Description: Senegal is in a volatile region, surrounded by countries that suffer from political instability and violent extremism. U.S. efforts under this goal serve to ensure Senegal's continued safety, security, and stability. A stable Senegal, in turn, helps to ensure protection of U.S. citizens and interests. Safety and security are necessary preconditions for all of the USG's other programs and engagement in Senegal. The Mission will help prevent the spread of violent extremist ideologies, increase the capacity of Senegalese security-service personnel to prevent and respond to threats, help secure Senegal's borders, including the maritime domain and improved aviation security, encourage Senegal to play an even greater stabilizing role in the sub-region, ensure the safety of U.S. citizens in Senegal and the United States, help stabilize the country's restive Casamance region, and ensure the Senegalese public has a greater understanding and appreciation for USG efforts to bolster security in Senegal.

Objective 1.1: Increased capacity to respond to transnational threats and maintain domestic security

- **Justification:** Senegal's military and civilian security services are among the most effective in West Africa. Sustaining and improving this capability are critical to maintaining security across the region. Senegal's borders are long and porous, and its neighboring countries' security institutions are generally fragile. Additionally, Senegal's maritime borders are difficult to monitor and police. Transnational threats such as terrorism, drug trafficking, and organized crime contribute to Senegal's vulnerability. Building Senegal's capacity to prevent and respond to transnational threats improves the country's capacity to achieve its development goals, promotes good governance, and enhances regional stability. The U.S.-Senegal Defense Cooperation Agreement also provides a unique opportunity to strengthen the bilateral relationship while ensuring access to facilities that will support USG operations in the region.

Attacks in the region and threats from Islamic State in Iraq and the Levant (ISIL) and al-Qa'ida-affiliated Jamaat Nusrat al-Islam wal Muslimin (JNIM), demonstrate the reach of regional terrorism threats in Senegal. Furthermore, JNIM has publicly threatened attacks in Senegal. Senegalese youth have traveled to Libya to join ISIL and to Nigeria to train with Boko Haram, raising concerns they could return to launch attacks in the country as part of the overall threat. Weak border security, particularly in rural areas, allows for cross-border smuggling and movement of undocumented individuals with minimal scrutiny and can be exploited by known or suspected terrorists in neighboring countries. Domestic radicalization remains an additional risk, with disenfranchised youth or communities in contact with persons proselytizing extremist ideologies in person or through social media.

Addressing transnational threats posed by cybercrime and poor cybersecurity through technical assistance will enhance our effectiveness in achieving a response to transnational threats and crime.

- **Linkages:** Efforts under this objective will advance key goals under interim National Security Strategy pillar 1 (Protect the Security of the American People); the FY 2022-2026 Department of State/USAID Joint Strategic Plan (JSP) Goal 1 (Renew U.S. Leadership and mobilize coalitions to address the global challenges that have the greatest impact on Americans' security and well-being); and the FY 2022-2026 Joint Regional Strategy for Africa Goal 1 (Advance peace and security in Sub-Saharan Africa through U.S. leadership and revitalized alliances and partnerships to address challenges in security, stability, and democracy, including through long-term efforts to address immediate causes of violence and build resiliency).
- **Risks:** Since its independence in 1960, Senegal has served as a bastion of stability in the region even as its neighbors experienced political unrest, a rise in extremism, and terrorist attacks. The risks of failing to accomplish this mission objective are too great and include terrorist attacks that could destabilize Senegal, reduce economic prosperity, and lead to a growth of radical ideology within its borders. Failure to achieve these objectives could result in Senegal becoming a source of income for threats to the United

States from outside the region such as South American drug cartels and Hizballah. At worst, violent extremist organizations (VEO) could use Senegal as a platform to attack the U.S. homeland and U.S. interests in the region.

To mitigate these risks of failure, Embassy Dakar remains strategically focused and places a priority on coordinating security efforts as a team. Embassy Dakar has a Law Enforcement Working Group (LEWG) and Counterterrorism Working Group (CTWG) to review mission risks and identify opportunities for success and works through its JSAC to deconflict internal donors and to focus on collaboration of efforts. Foreign assistance concepts are reviewed by the respective LEWG and CTWG members to ensure they are strategically aligned and implemented with the greatest levels of cross-sectional impact. Finally, consistent reporting to the Front Office and sponsoring bureaus and agencies allows for adjustments and improvements as each program progresses to ensure it meets the mission's priorities.

Objective 1.2: Increased capacity to promote regional stability and participate in peacekeeping operations

- **Justification:** Senegal is a leading contributor to multilateral peacekeeping missions, providing military units and foreign formed police units (FPUs) to UN, AU, and ECOWAS missions. The Global Peace Operations Initiative and the African Peacekeeping Rapid Response Program contribute to increasing the speed and effectiveness with which Senegal can respond to crises throughout Africa. By helping Senegal build its capacity to train for and deploy to peacekeeping operations, the United States helps advance peace and security in Africa and beyond.

The United States currently plays a significant role in pre-deployment training of military units and FPUs bound for UN missions. In our continuing engagement, the Mission will help Senegal develop its internal capacity to generate, train, and sustain peace support forces independently.

- **Linkages:** Efforts under this objective will advance key goals under interim National Security Strategy pillar 1 (Protect the Security of the American People); the FY 2022-2026 Department of State/USAID Joint Strategic Plan (JSP) Goal 1 (Renew U.S. Leadership and mobilize coalitions to address the global challenges that have the greatest impact on Americans' security and well-being); and the FY 2022-2026 Joint Regional Strategy for Africa Goal 1 (Advance peace and security in Sub-Saharan Africa through U.S. leadership and revitalized alliances and partnerships to address challenges in security, stability, and democracy, including through long-term efforts to address immediate causes of violence and build resiliency). Post will also incorporate principles from E.O. 13985 *Advancing Racial Equity and Support for Underserved Communities* in our engagements with Senegalese security providers.
- **Risks:** A decrease in Senegalese capacity to promote regional stability and to participate in regional peacekeeping operations could contribute to further instability in neighboring countries, including Mali and The Gambia, if Senegal cannot regularly contribute properly trained and equipped troop contingents to operations, including the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) and the ECOWAS military intervention in the Gambia (ECOMIG). Further, Senegalese defense and security forces could experience an interruption to their ongoing increase in size, professionalism, capability, and capacity as a result of any loss of operational experience, equipment, and financing that regional peacekeeping operations provide.

To mitigate these risks of failure, Embassy Dakar continues to prioritize both Title 22 and Title 10 security assistance programs aimed at sustaining and improving Senegal's ability to generate troop contingents to regional peacekeeping operations. Activities will include direct engagement through GPOI and APRRP as well as rotational U.S. Military forces, including the Security Force Assistance Brigade and Joint Combined Exercises and Training.

Objective 1.3: Security improved for U.S. citizens

- **Justification:** Providing consular services to U.S. citizens is an essential function of U.S. Missions worldwide. As the Mission works to advance peace and security in the region, it is vital to maintain focus on the safety of U.S. citizens in Senegal. Ensuring their access to consular services, especially in emergency situations, is the key element of this objective. Furthermore, as outlined in the most recent JSP, providing safety and security messages to U.S. citizens allows them to make informed decisions about their own activities. The Mission's outreach to Senegalese public-safety agencies and first responders on issues related to American citizens also complements our broader efforts to build capacity and professionalism in the security sector.

U.S. relationships, activities, and agreements ensuring access to and through Senegal directly increase the safety of the United States by allowing U.S. Department of Defense forces to posture for humanitarian response, evacuation support or onward movement in support of operations globally.

The Consular Section leads the effort for this objective, with support from the Political Section, Regional Security Officer, the Office of Security Cooperation, and the Executive Office. PAS ensures that the Senegalese public is effectively informed about these initiatives and activities.

- **Linkages:** Efforts under this objective will advance key goals under interim National Security Strategy pillar 1 (Protect the Security of the American People); the FY 2022-2026 Department of State/USAID Joint Strategic Plan (JSP) Goal 1 (Renew U.S. Leadership and mobilize coalitions to address the global challenges that have the greatest impact on Americans' security and well-being); and the FY 2022-2026 Joint Regional Strategy for Africa Goal 1 (Advance peace and security in Sub-Saharan Africa through U.S. leadership and revitalized alliances and partnerships to address challenges in security, stability, and democracy, including through long-term efforts to address immediate causes of violence and build resiliency).

- **Risks:** Inability to reach U.S. citizens in a crisis could complicate evacuation efforts and humanitarian assistance. Additionally, failure to document those eligible for U.S. citizenship in a timely manner could sow confusion and further inhibit our ability to conduct an orderly evacuation. The inability of the U.S. government to mobilize humanitarian response and evacuation support would potentially leave thousands of U.S. citizens vulnerable to local conditions following a crisis.

To mitigate these risks of failure, Embassy Dakar works to conduct outreach to U.S. citizens, test routine and emergency communications methods, conduct training in emergency response, and ensure evacuation and crisis response plans are up to date.

Mission Goal 2: Make the United States and Senegal More Prosperous

Description: Activities under this Goal will support making the U.S. and Senegal more prosperous by strengthening economic and commercial ties with a focus on private sector-led trade and investment deals; promoting sustainable, inclusive economic growth; mitigating the climate crisis and enhancing resilience; accelerating economic development by making Senegal a more attractive place to do business; and strengthening the trade and investment relationship between the U.S. and Senegal in order to expand economic opportunity in both countries.

Objective 2.1: Increased Inclusive and Sustainable Economic Growth (CDCS DO 1)

- **Justification:** Post's activities under this objective will make the U.S. and Senegal more prosperous through support for agricultural productivity; expanding markets; creating high-quality jobs; increasing resilience and food security for local populations; developing resilient infrastructure; and promoting entrepreneurship. Activities will prioritize the inclusion of women and youth. Activities are aligned with the GOS priorities as outlined in the Accelerated Growth Strategy, Country Investment Plan for Agriculture, the *Plan Sénégal Emergent*, and the *Plan d'Actions Prioritaires 2 Ajusté et Accélééré Pour La Relance de L'Economie* (PAP 2A).

- **Linkages:** Post’s efforts under this Mission objective will advance key goals under the interim National Security Strategy Pillar 2 (“Expand Economic Prosperity and Opportunity”); FY 2022-2026 Department of State/USAID Joint Strategic Plan Goal 2 (“Promote Global Prosperity and Shape an International Environment in which the U.S. Can Thrive”); the FY 2022 - 2026 Department of State/USAID Joint Regional Strategy for Africa Goal 2 (“Increase Mutually Beneficial Economic Growth, Trade, and Investment”); and Executive Order 14008 Tackling the Climate Crisis at Home and Abroad. This Mission Objective is linked to the USAID Country Development Cooperation Strategy (CDCS) Development Objective 1 (Increased Inclusive and Sustainable Economic Growth). Post will also incorporate principles from E.O. 13985 *Advancing Racial Equity and Support for Underserved Communities* to increase opportunities for traditionally underserved communities.

Activities for this objective are additionally aligned with U.S. Presidential initiatives such as Prosper Africa, Power Africa, the President’s Emergency Plan for Adaptation and Resilience (PREPARE); directives from Congress on Global Food Security and Nutrition (Feed the Future), Food for Progress, the McGovern-Dole Food for Education, biodiversity, water, sanitation, and hygiene.

- **Risks:** If the USG cannot support inclusive and sustainable economic development, Senegal’s ability to withstand economic and environmental threats will weaken. Senegal is situated within a precarious Sudano-Sahelian geographic position and is highly susceptible to environmental impacts and shocks such as droughts, floods, irregular rainfall patterns, and pests. If economic gains are not made in a sustainable manner, Senegal will become more sensitive to these intensifying shocks, and risk losing any momentum gained. The high rates of poverty, malnutrition, population growth, and disparities also make inclusive growth a priority for economic stability. To mitigate such risks, we will implement activities to bolster inclusive and sustainable economic growth. USG agencies will target specific communities and government systems to boost incomes, improve natural resource management, and improve the resilience, nutrition and food and water security. To ensure activities can remain

relevant, USG agencies will provide and share analysis regarding changes to the domestic, regional, and global economy, shifts in health, social, and environmental indicators (pandemics, climate, natural disasters, etc), or other important external variables. Once shared, we will develop specific contingency as needed and incorporate them in future updates to this ICS.

Objective 2.2: Improved business climate

- **Justification:** Making Senegal a more attractive place to do business will enable the private sector to contribute to accelerated economic development and promote mutual prosperity. As the business climate improves, Senegal will offer more commercial opportunities to the U.S. private sector, which will support wealth and job creation in the United States as well.

Mission efforts serving this objective will take into account the objectives of U.S. government development finance institutions such as the DFC and EXIM Bank, and MCC's goals as set out in a second Compact with Senegal. Mission activities are aligned with Senegal's Accelerated Growth Strategy, the *Plan Sénégal Emergent*, and PAP 2A.

- **Linkages:** Post's efforts under this Mission objective will advance key goals under the interim National Security Strategy Pillar 2 ("Expand Economic Prosperity and Opportunity"); FY 2022-2026 Department of State/USAID Joint Strategic Plan Goal 2 ("Promote Global Prosperity and Shape an International Environment in which the U.S. Can Thrive"); and the FY 2022 - 2026 Department of State/USAID Joint Regional Strategy for Africa Goal 2 ("Increase Mutually Beneficial Economic Growth, Trade, and Investment"); and Executive Order 14008 (Tackling the Climate Crisis at Home and Abroad).

Activities for this objective are additionally aligned with U.S. Presidential initiatives such as Prosper Africa, Power Africa, the President's Emergency Plan for Adaptation and Resilience (PREPARE); directives from Congress on Global Food Security and Nutrition (Feed the Future), Food for Progress, the McGovern-Dole Food for Education, biodiversity, water, sanitation, and hygiene.

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- **Risks:** Failing to support construction of critical infrastructure and support U.S. firms' participation in such projects risks further enlarging the window of opportunity for our competitors to increase markets share, as well as makes Senegal more susceptible to malicious debt financing and the construction of non-resilient infrastructure that will perpetuate a cycle of debt and cause mass disruptions in logistics, leading to immeasurable negative impact on the economy and business climate. Furthermore, missing the opportunity to support resilient infrastructure will be counterproductive to USG objectives to combat the climate crisis.

Moreover, lack of U.S. involvement in critical infrastructure projects may result in Senegal missing a window of opportunity to achieve its objective to become an entry point and cargo hub for West Africa for international business. Thus, firms will turn their attention to other destinations in the region to realize business ventures and manage operations in West Africa.

Embassy Dakar must continue strong advocacy on behalf of U.S. companies for their participation in critical infrastructure through robust advocacy that will level the playing field, check corruption, and inculcate the "American Model," which will facilitate a navigable path for new U.S. commercial activity. The associated risks of not executing robust advocacy will inevitably result in an unlevel playing field for American companies bidding on tenders that will, in the medium term, crowd out American technology, products, and services from this market.

Objective 2.3: Strengthened bilateral economic and commercial ties

- **Justification:** Strengthening bilateral economic and commercial ties in pursuit of joint prosperity aligns with the goals of President Sall's *Plan Sénégal Emergent* (PSE) for transforming Senegal into an emerging economy by 2035. A focus in the second phase of the PSE on enabling the private sector presents important opportunities for U.S. firms. Facilitating private-sector growth, and increasing opportunities for bilateral trade and investment, will depend upon continued improvements to the business climate.

- **Linkages:** Post's efforts under this Mission objective will advance key goals under the interim National Security Strategy Pillar 2 ("Expand Economic Prosperity and Opportunity"); FY 2022-2026 Department of State/USAID Joint Strategic Plan Goal 2 ("Promote Global Prosperity and Shape an International Environment in which the U.S. Can Thrive"); and the FY 2022-2026 Department of State/USAID Joint Regional Strategy for Africa Goal 2 ("Increase Mutually Beneficial Economic Growth, Trade, and Investment").
- **Risks:** Under this Mission objective, Post seeks to strengthen bilateral economic and commercial ties, which is a key component of our bilateral relationship. Risks associated with not advancing economic and commercial ties are numerous, including conceding market share to our global competitors. Furthermore, failing to strengthen economic ties may continue the trend of high unemployment and underemployment, particularly among Senegalese youth. Such consequences may inevitably feed into migration, brain drain, or increased vulnerability to crime and religious extremism.

Post must actively increase Senegalese participation in the African Growth and Opportunity Act (AGOA). Failing to assist Senegalese businesses and entrepreneurs will continue to promote an already existing narrative that the United States' lacks sincere intention to increase two-way trade. Furthermore, not increasing AGOA participation would serve as counterproductive to USG support for improved value chains and intra-African trade objectives. Lack of increased two-way trade might also push Senegalese firms to turn further to China as it is perceived as more responsive to African demands for fairer trade and opens its market for African goods.

To mitigate such risks, appropriate agencies within the mission will engage in Deal Team discussions, share information on commercial opportunities for the U.S. private sector, expand contacts in tender-issuing agencies, and stay abreast of potential business opportunities. Post will find a mechanism to assist potential exporters to take advantage of AGOA.

Mission Goal 3: Strengthen Democracy

Description: Efforts under this Mission Goal fall in line with the interim U.S. National Security Strategy (NSS) and will encourage reform, promote effective governance, seek to improve decentralization and the rule of law, and support the continued development of institutions and civil society organizations accountable and responsive to citizens in order to support socio-economic development. This Goal will complement Goal One by working with sub-national and community authorities in the South and Southeast to reinforce measures so the Government of Senegal (GOS) can respond to the economic and social needs of its citizens.

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

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

While the media is considered to be free, media outlets often have a strong bias toward a particular political view, with little independent coverage of major events. The most recent Public Expenditure and Financial Accountability assessment highlights strengths, such as the

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publication of fiscal information, but also points to persistent challenges, including fiscal transparency, and a lack of predictability and control in budget execution. In addition, Senegal has strong legal and policy frameworks, yet its weak implementation and limited accountability mechanisms mean that the country is behind on realizing key reforms. Examples include decentralization, where despite a legal framework, the transfer of resources to regional and local levels is insufficient, and local officials often lack the skills to effectively manage the funds that they do receive. Similarly, in forestry, fisheries, and the mining, oil, and gas sectors, policies are in place, but implementation has been slow and civil society lacks the capacity to constructively engage with the government and provide proper oversight. Strengthening this oversight function will be essential over the upcoming years, as revenues from recent oil and gas discoveries begin to flow.

Objective 3.1: Increased Government of Senegal effectiveness and accountability (CDCS DO 3).

- **Justification:** This objective aims to support the GOS so it is more effective and accountable, and to strengthen civil society so the Senegalese people can more effectively articulate their needs and advocate for themselves. A political system founded on democratic institutions requires that citizens effectively participate in governance. Activities under this objective will be critical to ensure continued stability and to preserve democratic consolidation in Senegal. More broadly, activities will enhance good governance through increased citizen participation in managing public resources at national and local levels, reinforce electoral integrity and transparency, and support the GOS's capacity to respond to the citizens' needs to prevent corruption and abuse. The USG will support Senegal's decentralization efforts through engagement with political stakeholders and will build capacity for local officials. There will be a particular focus on youth and women to reinforce their influence in the decision-making process to mitigate the risk of unemployed youth becoming further disillusioned.

Activities under this objective also serve to protect human rights by increasing the capacity of Senegalese institutions to counter discrimination and combat trafficking in persons, with a focus on women and children. When appropriate, activities will

promote diversity and inclusion of isolated groups, including LGBTIQ+ communities who increasingly face hostile and oppressive conditions. PAS ensures that the Senegalese public is effectively informed about these initiatives and activities.

- **Linkages:** Efforts under this objective will advance key goals under interim National Security Strategy pillar 3 (“Realize and Defend the Democratic Values at the Heart of the American Way of Life”); the FY 2022-2026 Department of State/USAID Joint Strategic Plan (JSP) Goal 3 (“Strengthen democratic institutions, uphold universal values, and promote human dignity”); the FY 2022-2026 Joint Regional Strategy for Africa Goal 3 (“Strengthen democracy, uphold universal values, and promote human dignity to build strong, accountable, and democratic institutions, sustained by a deep commitment to human rights and to generate greater peace and prosperity”); and E.O. 13985 *Advancing Racial Equity and Support for Underserved Communities*. This objective is linked to the USAID Country Development Cooperation Strategy (CDCS) Development Objective 3 (Increased Government of Senegal Effectiveness and Accountability).
- **Risks:** If the USG cannot strengthen and consolidate democracy in Senegal, there is an increased risk and likelihood for further backsliding. The intense and spontaneous protests and violence that led to the destruction of property, 14 deaths, and the arrests of hundreds of youth in March 2021 were uncharacteristic of Senegal’s image as a beacon of stability. The protestors, sparked by the arrest of Ousmane Sonko, took to the streets in the thousands to express their frustration towards President Macky Sall and his administration's inability to respond to their needs. Increased private sector investment, revenue generated in the informal economy, and economic gains in the extractive industry and tourism sector will not be achieved if youth, women, and the general population do not have faith and confidence in their government to address youth unemployment, improve the quality of health, and fight corruption. USG investment in the governance sector will bolster socio-economic stability within Senegal, which is also fundamental to Senegal’s credibility as a regional peacekeeping

force, and a successful democratic model in a region that is increasingly unstable and susceptible to violent extremism and influence from China and Russia.

Objective 3.2: Strengthened independence of the justice sector and reinforced rule of law to protect against democratic backsliding.

- **Justification:** This objective supports the strategic goal of advancing democratic values. A significant measure of Senegal’s success is how well the government meets its citizens’ expectations of transparent governance by leaders who can be held to account through the rule of law. Combating corruption and strengthening the foundations of the rule of law in Senegal are important for the bilateral relationship and for Senegal’s leadership role in the region. When the justice system and law enforcement agencies work effectively, the prospects for economic development also improve. Additionally, using U.S. resources to build capacity and professionalism in law-enforcement agencies and the courts gives the United States a stronger partner to rely on when we request assistance to protect our own citizens and national security. The U.S. government will support these efforts through technical assistance and capacity building. Efforts reinforce the positive collaboration between law enforcement, civil society, and civilian authorities. PAS ensures that the Senegalese public is effectively informed about these initiatives and activities.
- **Linkages:** Efforts under this objective will advance key goals under interim National Security Strategy pillar 3 (“Realize and Defend the Democratic Values at the Heart of the American Way of Life”); the FY 2022-2026 Department of State/USAID Joint Strategic Plan (JSP) Goal 3 (“Strengthen democratic institutions, uphold universal values, and promote human dignity”); the FY 2022-2026 Joint Regional Strategy for Africa Goal 3 (“Strengthen democracy, uphold universal values, and promote human dignity to build strong, accountable, and democratic institutions, sustained by a deep commitment to human rights and to generate greater peace and prosperity”); and E.O. 13985 *Advancing Racial Equity and Support for Underserved Communities*.

- **Risks:** Maintaining a predictable, transparent, and consistent judicial system is key to the U.S.'s strategic and national interests. Given Senegal's positive economic trajectory, the legal system must remain independent, fair, and reflective of the entire population. Should the USG fail to implement activities under this objective successfully, then gains in other sectors such as private sector investment, health, education, and military cooperation may have a reduced impact due to a lack of confidence in the rule of law and a flawed system to address legal grievances.

Mission Goal 4: Improve Human Capital

Description: Senegal currently ranks 121st out of 157 countries on the World Bank's Human Capital Index (2018), slightly above the sub-Saharan average. Under this Goal, the USG aims to better equip Senegal to plan, finance, and implement solutions to its development challenges in the health and education sectors by improving the aggregated health, skills, and knowledge of Senegal's human capital. Strengthening GOS systems, improving access and quality, and increasing the participation of communities in the delivery of services are all necessary to achieve improvements in Senegal's human capital. Increasing Senegal's human capital will lead to greater economic competitiveness and productivity, more meaningful participation in democratic processes, and an increase in Senegal's self-reliance. By promoting health and education, U.S. assistance under this Goal fights poverty, drives inclusive economic growth, opens markets for U.S. investments, counters the root causes of violent extremism, and accelerates Senegal's progress toward its development goals.

Objective 4.1: Improved health systems and greater access to and demand for quality health care (CDCS DO 2 / IR 1)

- **Justification:** Post's programs under this objective focus on improving the health of Senegal's population, strengthening the Senegalese health system, and protecting against the spread of pandemic diseases. Activities specifically aim to increase access to quality health services; encourage the commitment of individuals and communities in

the management of their own health and health systems; strengthen the management and performance of the health system; to prevent, detect and effectively respond to infectious disease threats; and improve nutrition, with a particular focus on women and children. USG investments will help the GOS take on an increasingly larger role in providing sustainable, quality health services at the national, regional, and district levels. All of Post's efforts are aligned with the Ministry of Health's National Health and Social Development Plan (*PNDSS*) and the *Plan Sénégal Emergent*. In addition, Post (through USAID) is an active participant in the Global Fund's Country Coordinating Mechanism (CCM) in Senegal, providing technical expertise to the CCM team to improve grant implementation and to help with governance and oversight. Note that this objective also includes a specific sub-objective to capture support for the implementation of the Global Health Security Agenda (GHS) to improve Senegal's ability to prevent, detect and respond to infectious disease outbreaks, including COVID-19. PAS ensures that the Senegalese public is effectively informed about these initiatives and activities.

- **Linkages:** Post's efforts under this Mission Objective will advance key goals under the FY 2022-2026 Department of State / USAID Joint Strategic Plan Goal 1 ("Renew U.S. Leadership and mobilize coalitions to address the global challenges that have the greatest impact on Americans' security and well-being"), and more specifically, Strategic Objective 2.1 ("Leadership in Strengthening Global Health Security"); the FY 2022-2026 Department of State / USAID Joint Regional Strategy for Africa Goal 4 ("Build Africa's resilience to meet post-pandemic challenges and promote inclusive development"); the U.S. interim National Security Strategy (NSS) priorities of promoting health security, and partnering with countries so they can improve the provision of quality basic services to their citizens; and E.O. 13985 *Advancing Racial Equity and Support for Underserved Communities*. This Mission Objective is linked to the USAID Country Development Cooperation Strategy (CDCS) Development Objective 2 (Improved Human Capital).
- **Risks:** A failure to improve the population health in Senegal has economic, development, and security consequences. If we do not bolster health security in

Senegal, the current pandemic will be prolonged in the country and region with global consequences, including the development of new variants of COVID-19. Additionally, other diseases of pandemic potential could gain a foothold in Senegal. A deterioration in health services and health system performance may result in an increased fertility rate which would increase the country's youth bulge. A large youth population can further exacerbate youth unemployment and security risks. Lastly, gains that we have made to improve maternal and child health and control malaria and HIV could be reversed, reducing the productivity and overall well-being of the population.

To mitigate these risks, Embassy Dakar will focus on improving global health security. Under the Global VAX initiative, we strive to greatly increase COVID vaccinations to halt the spread of COVID and variants. We will also focus on prevention, detection, and response to other diseases of pandemic potential. To mitigate risks associated with a growing youth bulge, Embassy Dakar will prioritize family planning services, as well as strengthen the overall health system's resilience in our priority health areas.

Objective 4.2: Improved basic and higher education systems and greater access to and demand for quality education (CDCS DO 2 / IR 2)

- **Justification:** Post's activities under this objective focus on improving basic reading skills, increasing access to quality education, and helping develop the next generation of Senegal's leaders, particularly young women. As a result, young people learn the skills they need to lead productive lives, gain employment, and positively contribute to society. With respect to basic education activities, Post's work is aimed at improving reading skills in early primary grades, increasing equitable access to education in the regions of Southern Senegal, and strengthening the performance of the system for improved delivery of basic education services. In addition, Post programs invest in youth to ensure Senegal's cadre of emerging leaders have the skills necessary to participate in an increasingly globalized economy.

Post activities empower the alumni of USG exchange programs, such as the Young African Leaders Initiative (YALI) and the International Visitor Leadership Program (IVLP), through targeted grants and use of our network of American Spaces to train others in their communities and to develop their businesses. Activities in this area include increasing the scope of English language instruction, opportunities for higher education in Senegal and in the United States, and using USG exchange programs to help cultivate the next generation of Senegal's leaders, researchers and contributors to the economy. All of Post's efforts are aligned with GOS priorities as outlined in the *Plan Sénégal Emergent* and PAP 2A. PAS ensures that the Senegalese public is effectively informed about these initiatives and activities.

- **Linkages:** Post's efforts under this Mission objective will advance key goals under the FY 2022-2026 Department of State / USAID Joint Strategic Plan Goal 3 ("Strengthen democratic institutions, uphold universal values, and promote human dignity"), and more specifically, Strategic Objective 3.5 ("Improve Inclusive Essential Services"); the FY 2022-2026 Department of State / USAID Joint Regional Strategy for Africa Goal 4 ("Build Africa's resilience to meet post-pandemic challenges and promote inclusive development"); U.S. interim National Security Strategy (NSS) priorities of ensuring high-quality and equitable education and opportunities for children and youth; and E.O. 13985 *Advancing Racial Equity and Support for Underserved Communities*. This Mission Objective is linked to the USAID Country Development Cooperation Strategy (CDCS) Development Objective 2 (Improved Human Capital) Intermediate Result 2.2 (Improved Lifelong Learning).
- **Risks:** Education is essential for the country's economic growth and stability. Should the USG fail to improve the quality and access to education to children, this generation will not have the skills to meet the employment needs of the future. This will further exacerbate unemployment and stall economic growth. If the USG fails to provide opportunities in higher education and youth, many potential leaders will miss out on opportunities that could be catalytic to their futures.

4. Management Objectives

Management Objective 1: Improved operational platform enables more effective support for Embassy Dakar’s policy goals

- **Justification:** The Mission’s ability to meet its policy objectives depends on a robust and sustainable operational platform serving the interagency. Thus, ensuring appropriate facilities, technologies, resources, and staffing are essential to achieving Dakar’s diplomatic, programmatic, and foreign assistance objectives. Efforts under this management objective will focus on using data-driven analysis to establish world-class customer service, maintain and improve our facilities and infrastructure, promote cutting-edge technologies, and implement greening efforts while seeking at every turn to maximize taxpayer dollars through cost savings and cost avoidance. This requires pursuing efficiencies and continuous process improvements at all levels of the ICASS platform. Such efforts will ensure the policy and foreign assistance teams at Embassy Dakar – as well as regional posts who receive support from our ICASS service providers – receive the management support they need in order to achieve policy goals.
- **Linkages:**
 - JSP 2022-2026 Goal 4: Revitalize the diplomatic and development workforce and infrastructure. Strategic Objective 4.1 Workforce. Strategic Objective 4.2 Modernize IT and leverage data. Strategic Objective 4.3: Personnel, Information, and Infrastructure
 - JRS 2022 - 2026 for the Bureau of Africa Affairs and the Bureau for Africa Management Objective 1: Revitalize the diplomatic and development workforce and infrastructure in a diverse, equitable, inclusive, and accessible manner
 - E.O. 14008 Tackling the Climate Crisis at Home and Abroad
E.O. 14057 Catalyzing America’s Clean Energy Industries and Jobs through Federal Sustainability Executive Order.

- **Risks:** Failure to develop a strong platform in support of mission priorities of the Embassy's 22 agencies could slow progress or lead to waste, fraud, and abuse. In addition, management alone has the unique responsibility to incorporate climate crisis initiatives into its operations and must do so in order to support the President's initiatives.

Management Objective 2: Compensation, benefits, and recruitment of personnel modernized and optimized

- **Justification:** The Department's policy to base the compensation plan on "prevailing practice" means the Embassy is challenged to remain competitive as an employer. Senegal's blend of poverty, a large informal sector, and concentrated ownership of larger businesses combine to distort the utility of normal labor cost calculations. The Mission will continue to gather data and report on factors that demonstrate the impact that the Department's compensation methodology has on LE staff. In addition, the Mission will take steps to improve the benefits package for areas that are under its control.
- **Linkages:**
 - JSP 2022-2026 Goal 4: Revitalize the diplomatic and development workforce and infrastructure. Strategic Objective 4.1 Workforce. Strategic Objective 4.3: Personnel, Information, and Infrastructure
 - JRS 2022 – 2026 Management Objective 1: Revitalize the diplomatic and development workforce and infrastructure in a diverse, equitable, inclusive, and accessible manner.
 - E.O. 13985 Racial Equity and Support for Underserved Communities
 - E.O. 13988 Preventing and Combating Discrimination on the Basis of Gender Identity or Sexual Orientation
 - E.O. 14020 National Strategy on Gender Equity and Equality
 - PM-4: Presidential Memorandum Advancing the Human Rights of LBGTQI+ Persons Around the World

Approved: April 11, 2022

- **Risks:** Without a competitive benefits package for local staff, the Embassy risks suffering the results of attrition, low-morale, and poor performance, all of which will have a deleterious impact on the Embassy's ability to achieve its policy objectives.

Management Objective 3: Resilient and thriving post-COVID community developed

- **Justification:** The creation of a resilient community reduces the risks of extended staffing gaps in the event of a drawdown in personnel as well as enhances recruitment opportunities for both USDH and LE staff. A resilient workforce and family community is better able to remain flexible in the event of an emergency or ordered departure; flexible team members often utilize curtailing or breaking of assignments as a last resort. Post will promote emergency preparedness training, personal preparedness measures, and will provide ample social, volunteer, and educational opportunities to build a confident, resilient, and satisfied community committed to the achievement of U.S. policy goals.
- **Linkages:**
 - JSP 2022-2026 Goal 4: Revitalize the diplomatic and development workforce and infrastructure. Strategic Objective 4.1 Workforce. Strategic Objective 4.3: Personnel, Information, and Infrastructure
 - JRS 2022 – 2026 Management Objective 1: Revitalize the diplomatic and development workforce and infrastructure in a diverse, equitable, inclusive, and accessible manner
 - E.O. 13985 Racial Equity and Support for Underserved Communities
 - E.O. 13988 Preventing and Combating Discrimination on the Basis of Gender Identity or Sexual Orientation
 - E.O. 14020 National Strategy on Gender Equity and Equality
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- **Risks:** Dakar has historically been able to recruit USDHs to the post due in large part to its reputation as a strong cohesive community. Due to COVID, many aspects of that community have been lost as group activities have been eliminated during the pandemic. In order to ensure continued success in recruitment, we must rebuild our social network in the post-COVID environment. In addition, inclusion of LE staff in our community building efforts will further improve the Embassy's morale, and lead to greater productivity, collaboration, and teamwork.