



INCREASING CIVIL SOCIETY OWNERSHIP OF NATIONAL CLIMATE PLANS

LESSONS DRAWN FROM SENEGAL'S NDC EXPERIENCE



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The issue of civil society participation in the processes of developing, implementing, and monitoring national climate plans is crucial to ensuring that these ambitions are both acceptable to the populations and, beyond that, that they align with a trajectory of sustainable development beneficial to all actors in Senegalese society.

This case study aims to analyze the degree of involvement through consultations with a variety of civil society actors, as well as members of the administration and international partners active in the fight against climate change. While some believe that civil society participation has progressed significantly in recent years, the vast majority feel that the level reached is still insufficient.

Barriers to civil society's appropriation of climate issues include, among others, the lack of representativeness of grassroots organizations and vulnerable groups, as well as the unfamiliarity of civil society organizations (CSOs) and community-based organizations (CBOs) with the processes, objectives, and stakeholders of the National Climate Plan (NCP), meaning that many civil society actors are rarely aware of their contribution to its implementation even though they are involved.

The study also shows how limited human and financial resources reduce the possibility of broad participation by civil society organizations, especially outside the capital. This raises the question of a fair, adequate, and targeted allocation of climate financing to meet the ambitions of climate policies in Senegal. This report presents recommendations to overcome barriers that may explain low ownership of national climate plans by communities, in order to propose ways for populations to be key actors in an ambitious ecological transition in Senegal.

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Cover Photo: Activist Mamadou Sow during the «Beating drum towards COP27» caravan organized by Oxfam. Photo by Oxfam in Sénégal

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TABLE OF CONTENTS

SUMMARY	9
Context	9
Civil society's role	10
Effective contribution of civil society	10
Recommendations	11
1. INTRODUCTION	13
1.1. Context of the study	13
1.2. Study objectives	14
2. ADOPTED METHODOLOGY	15
2.1. Study procedure	15
2.1.1. Framing phase (august – september 2023)	15
2.1.2. Data collection phase (september – november 2023)	16
2.1.3. Analysis and reporting (november 2023 - march 2024)	16
3. STUDY RESULTS	17
3.1. Current state of the ndc process in senegal	17
3.1.1. Elaboration process of senegal's NDC (2015-2023)	18
3.1.2. Process of monitoring implementation and revision	19
3.2. Contribution and involvement of civil society	22
3.2.1. Instances mobilized to ensure the contribution of civil society	23
3.2.2. Evaluation of the level of civil society participation in NDC processes and its implementation	26
3.2.3. Factors affecting civil society participation and constraints limiting participation	34
3.3. Recommendations for enhancing the inclusivity of the process of developing, revising, monitoring, and implementing national climate plans	40
3.3.1. Recommendations to enhance the capacities of civil society organizations for climate issue ownership in senegal	41

3.3.2. Creating conditions for enhanced civil society participation in consultative processes	44
4. APPENDIX	47
4.1. List of interlocutors interviewed (individual interviews)	47
4.2. Interview guides	49
4.2.1. Questions for category 1	49
4.2.2. Questions for category 2	51
4.2.3. Questions for category 3	52
4.3. Content of the online survey	53
4.4. Documents consulted	54
5. BIBLIOGRAPHY	57

LIST OF FIGURES

Figure 1: Type of stakeholders who responded to the online survey	27
Figure 2: Number of survey respondents and interviewees, by region.....	27
Figure 3: Level of knowledge (self-assessment) of the content of the NDC and associated processes.....	28
Figure 4: Role (self-assessment) of participants in NDC development and implementation	29
Figure 5: Degree of involvement of civil society in national climate plans, according to respondents to the online survey	30
Figure 6: Recommendations to promote civil society involvement in national climate plans	31
Figure 7: Recommendations to improve the organization of civil society actors to better contribute to the NDC	32
Figure 8: Recommendations for improving the specific involvement of women and young people	33
Figure 9: Themes addressed by the interviewees during individual interviews (word cloud obtained through the Dedoose software, for qualitative data analysis).....	34

LIST OF ABBREVIATIONS

ACD	Citizen Association for Development
AFD	Agence française de développement
ANER	Agence nationale des énergies renouvelables
APVM	Association de promotion et de valorisation du moringa
AVEC	Association pour la valorisation de l'environnement et des côtes
BOS	Bureau opérationnel de suivi
CAN	<i>Climate Action Network</i>
UNFCCC	United Nations Framework Convention on Climate Change
NDC	Nationally Determined Contribution
CISONECC	<i>Civil Society Network on Climate Change</i>
CNCR	Conseil National de Représentation des Ruraux
CNTS	Confédération Nationale des Travailleurs du Sénégal
COMNACC	National Committee on Climate Change
COMRECC	Regional Climate Change Committees
CONGAD	Council of Non-Governmental Development Support Organizations
COP	Conférence of parties
COSEF	Conseil sénégalais des femmes
CPDN	Intended Nationally Determined Contribution
CRS	<i>Catholic relief services</i>
CTR	Cadre de transparence renforcé
DEEC	Direction of Environment and Classified Establishments
DREEC	Direction régionale de l'environnement et des établissements classés
DyTAEL	Dynamic for a local agroecological transition
DyTAES	Dynamic for an agroecological transition in Senegal
FA	Fonds d'adaptation
FAFS	Fédération des associations féminines du Sénégal
GEF	Global Environment Facility
GCF	Green Climate Fund
GES	Gaz à effet de serre
GIZC	Gestion intégrée des zones côtières
GNDR	<i>Global Network of Civil Society Organisations for Disaster Reduction</i>
ICAT	<i>Initiative for climate action transparency</i>
JETP	Partenariat pour une transition énergétique juste
JVE	Jeunes volontaires pour l'environnement
MEDD	Ministry of Environment and Sustainable Development
MRV	Mesure, rapportage et vérification
NRGI	Natural Resources Governance Institute

GCO	Grassroots Community Organization
NGO	Non-Governmental Organization
CSO	Civil Society Organization
NAP	National Adaptation Plan
PNUD	Programme des Nations Unies pour le développement
PRCM	Partenariat régional pour la conservation marine
PSD	Plan Sénégal émergent
RESSAC	Réseau Sénégalais des Acteurs du Climat
SADEV	Solidarité – action – développement
SAED	Société nationale d'aménagement et d'exploitation des terres du Delta du fleuve Sénégal et des vallées du fleuve Sénégal et de la Falémé
SNEEG	Stratégie nationale pour l'équité et l'égalité de genre
TNC	<i>The Nature Conservancy</i>
UGP	Unité de gestion de projet
UICN	Union internationale pour la conservation de la nature
UNITAR	Institut des Nations Unies pour la formation et la recherche
WACA	<i>West Africa Coastal Area Management Programme</i>
WRI	<i>World Resources Institute</i>

SUMMARY

CONTEXT

Senegal, like many countries, is impacted by climate change, experiencing rising temperatures, reduced rainfall, sea level rise, etc. In response, Senegal established its Nationally Determined Contribution (NDC) in 2020, outlining its contributions to the Paris Climate Agreement in terms of mitigation and adaptation to climate change.

The involvement of civil society in the development and monitoring of national climate plans is crucial to ensure these ambitions are acceptable to the population and contribute to sustainable development beneficial to all Senegalese society stakeholders. Indeed, the NDC envisages significant transformations of existing systems at the territorial level, which can lead to disruptions if they are not well prepared. It is also the role of civil society to be able to mobilize, particularly through advocacy, to participate in a form of oversight of state action in climate policy.

The present study commissioned by Oxfam to Altai Consulting aims to assess the level of appropriation and embedding of the NDC and the resulting national climate plans within Senegalese civil society, in order to identify avenues that could improve this local anchoring both in the implementation and monitoring of the current NDC, as well as in its upcoming revision process.



Photo credit: Oxfam

CIVIL SOCIETY'S ROLE

In Senegal, civil society representation in the NDC process and broader climate policy monitoring is institutionalized through the National Committee on Climate Change (COMNACC), which includes representatives from professional organizations, local and international NGOs, local elected officials, and academics. The decree no. 2011-1689 of 3 October 2011 organizing the COMNACC provides for the representation of 16 civil society organizations, and its rotating presidency is currently held by ENDA Energie, one of the main civil society organizations in Senegal active on issues related to climate change.

Regional Climate Change Committees (COMRECC) play a key role in the territorial implementation of national climate plans. Organizations like the Council of Non-Governmental Development Support Organizations (CONGAD) and the National Council for Rural Cooperation and Consultation (CNCR) have participated in consultative processes, aiming to reach community levels through COMRECC or independently, aiming to address at the community level. These structures have been mobilized to conduct training sessions and hold consultations, notably targeting grassroots community organizations as part of vulnerability assessments carried out at the local level within the framework of the development of sectoral national adaptation plans (NAPs).

EFFECTIVE CONTRIBUTION OF CIVIL SOCIETY

The actual role of civil society organizations in the development of Senegal's current NDC, their level of consultation in the process, or their participation in the implementation of the NDC and its associated plans, remains unclear.

The interviews conducted by Altai Consulting and the contributions gathered through an online survey aimed to contribute to clarifying this dimension. The vast majority of the 50 respondents to the online survey belong to civil society including professional organizations, local associations, youth and women's rights advocacy groups, grassroots community organizations, etc. and the respondents come from 12 of Senegal's 14 regions.

The collected data highlights that the role and level of consultation of civil society organizations in the current NDC development process vary but are generally limited, resulting in often low understanding of the approach by civil society. The study highlights limited knowledge of the NDC, both regarding its development/revision process and its content, as well as the political/legislative/institutional instruments associated with it. Few actors have been significantly involved throughout the process. However, respondents seem to have been more integrated, in various ways, into the implementation of the NDC, mainly during awareness-raising activities or in regional working groups. Ultimately, while some believe that civil society participation has progressed significantly in recent years, the vast majority consider the current level to be insufficient.

The barriers to the appropriation of the issues raised refer to various challenges such as the lack of general knowledge about the effects of climate change as mentioned, but also to the ignorance of the processes, objectives, and stakeholders of the NDC, implying that many civil society actors are rarely aware of contributing to its implementation even if they are doing so. The lack of knowledge and information on monitoring indicators and results obtained also

limits the appropriation of issues by communities. Finally, certain social groups such as women and youth are inadequately involved in the process and should be the subject of targeted consultations.

The study also highlights a very limited, or even non-existent, involvement of grassroots community organizations. Coordination and action platforms are practically focused on a limited number of «flagship» organizations invited to workshops, which are mostly organized in French and reflect a centralization of discussions and decisions in Dakar. Grassroots organizations also suffer from a lack of resources, their degree of structuring often preventing them from accessing funding from donors including funding from the Global Environment Facility (GEF) or the Green Climate Fund (GCF). This lack of structuring is also a limiting factor in their consultation and sometimes reveals organizations that are not very active and still too poorly organized among themselves, adding to the impression of confusion and proliferation of initiatives.

RECOMMENDATIONS

This study offers recommendations to improve the inclusiveness of civil society in the development, monitoring, and implementation processes of Senegal's NDC. They are addressed to both i) representatives of civil society, especially umbrella organizations or large national NGOs that often have extensive networks, skills, and substantial means of action; ii) all stakeholders in climate governance in Senegal who would collectively benefit from greater inclusion of civil society in these processes. They are structured around two main axes and are detailed in section 3.3:

- **Strengthening the capacity of civil society to take ownership of climate issues in Senegal**
 - o Enhancing information and training on climate issues by strengthening the resources of umbrella organizations and organizations operating in the territories to disseminate local experiences of climate change and solutions.
 - o Improving the reporting of initiatives by Senegalese civil society through dynamic mapping to support the accounting of adaptation (especially) and mitigation actions by the Senegalese government to fulfill the objectives set out in its NDC and to highlight the contributions of local actors and civil society organizations.
 - o Facilitating access to climate financing for umbrella organizations or medium-sized NGOs/CSOs operating in Senegal by helping them comply with the requirements of donors mobilized on the topic.
 - o Creating dedicated consultation mechanisms for civil society, or capitalizing on existing spaces, to develop collective advocacy strategies, exchange and produce knowledge, and foster innovation to address climate challenges.
 - o Promoting the participation of Senegalese civil society in international forums such as COPs, ensuring its representativeness (territories, vulnerable groups such as women, youth, and persons with disabilities).

- o Strengthening connections of Senegalese CSOs with international networks involved in global climate governance.
- **Strengthening civil society participation in consultative processes**
 - o Decentralizing consultation processes to the territorial level to enhance inclusivity, while relying on a few key federating structures.
 - o Creating local forums for exchange and learning on climate change.
 - o Increasing, substantially, resources for action dedicated to the bodies responsible for consulting on climate policies, including the NDC (particularly COMNACC and COMRECC).
 - o Improving communication and transparency around the monitoring and evaluation system for the adaptation component of the NDC, to facilitate reporting by CSOs on their contribution to NDC implementation.
 - o Keep integrating climate change into school curricula and literacy programs to raise awareness among future citizens.

1. INTRODUCTION

1.1. CONTEXT OF THE STUDY

Senegal, like many countries, is affected by climate change. Its Nationally Determined Contribution (NDC) of 2020ⁱ notably identifies alarming trends such as a global temperature increase (between 1.17 and 1.41 degrees by 2035 according to the reference scenario), decreased rainfall (estimated at 89 mm on average by 2035 outside the northern zone), and sea level rise (1 meter by 2100, resulting in the disappearance of 55 to 86 km² of beaches and the flooding of 6000 km² of low-lying areas, equivalent to the disappearance of all current mangroves). Senegal is also subject to risks of extreme climate events such as floods, coastal area submersion, water resource scarcity, extreme heatwaves, etcⁱⁱ. After several years of implementation and an initial assessment conducted in 2023 during the first global review of the Paris Agreement implementation, the Senegalese NDC must now be updated in 2024 and integrated into the revised NDCs to be submitted to the UNFCCC in February 2025.

The question of the participation of the entire Senegalese society particularly civil society, which will be significantly impacted by the implementation of Senegal's climate commitments – in the development and monitoring of national climate plans, is crucial to ensure that these ambitions are acceptable to the population and, beyond, that they contribute to a sustainable development trajectory beneficial to all stakeholders of Senegalese society.

Senegal has been chosen as a case study as part of a multi-country study led by Oxfam focusing on 11 NDCs from countries of the «Global South.» The comprehensive briefing note resulting from this study integrates its analyses.



Photo credit: Oxfam

Indeed, Oxfam has been operating in Senegal since 1981 in various sectors (water access, agricultural production, artisanal fishing, education, etc.), mainly by supporting local civil society organizations (CSOs) or grassroots community organizations (GCOs).

1.2. STUDY OBJECTIVES

The present study initiated by Oxfam in Senegal and entrusted to Altai Consulting aims to assess the level of ownership and integration of national climate plans within Senegalese civil society, in order to identify avenues for improving this local integration both in the implementation of the current NDC and in its revision process. The term «civil society» here includes, in line with the Terms of Reference developed by Oxfam, NGOs and NGO platforms, community organizations, indigenous peoples, sectoral organizations, independent rights holders, movements, youth organizations, and women's rights defenders – which have received particular attention during the present study.

Through this report, Altai Consulting sought to i) achieve a **detailed understanding of the level of participation and inclusion of civil society** in the development and monitoring of Senegal's climate plans; ii) **identify constraints** that may have limited civil society participation, or conversely, factors that have facilitated this participation; and iii) **formulate recommendations aimed at better integrating** civil society into the implementation of the current Senegal NDC by its next update, as well as in the elaboration of its revised version

The audience for this study includes civil society including Oxfam partners, the Government of Senegal (particularly in the revision and implementation of its NDC), experts participating in these development processes, and donors invested in climate change issues in Senegal, as well as all stakeholders aiming to improve the inclusivity of NDCs and climate governance.

This study is part of multiple processes. Firstly, it is anchored in the broader framework of research work on the same theme conducted by Oxfam in about ten countries, aiming to enhance civil society inclusion during the second review of NDCs, scheduled for 2024, before the deadline for submission of revised NDCs to the UNFCCC in February 2025 and confirmed during COP28 in Dubai (December 2023). Secondly, it is part of the development of **Oxfam's strategy for climate justice** in Senegal. In this regard, Oxfam commissioned three studies conducted almost simultaneously: a study aiming to capture **the perception of climate change** by communities in six eco-regions of Senegal; a study on access to **multilateral climate financing** in Senegal; and the present study.

2. ADOPTED METHODOLOGY

2.1. STUDY PROCEDURE

The study was conducted between August and November 2023. It revolved around three main phases: framing, data collection, analysis/reporting.

2.1.1. Framing Phase (August – September 2023)

Following meetings between the Oxfam team and Altai, and after an initial documentary review, a methodological guidance note was developed by Altai and validated by Oxfam. In parallel, a kickoff workshop was organized with two main objectives: to detail the objectives of the study commissioned by Oxfam on the role of civil society in Senegal's NDC and entrusted to Altai; and to facilitate contact between Altai and workshop participants to maximize their involvement in the study and ensure the necessary information for producing quality work.

The kickoff workshop took place on Wednesday, September 13, 2023. It was co-facilitated by Oxfam and Altai and brought together 14 external participants, including ministerial representatives (MEDD/DEEC, Ministry of Livestock and Animal Productions – MEPA) and other institutions (COMNACC, BOS, ANER, National Assembly/REPES, etc.), as well as civil society (Enda, CNTS, CNCR, JVE, COSEF, etc.).

The workshop served to contextualize the present study (Oxfam's development of its climate strategy and international agenda in connection with COP28) and to gather remarks and suggestions from participants for its smooth execution. Significant time was allocated to exchanging ideas with participants, who emphasized the need to focus interviews on collecting recommendations for better civil society inclusion in climate processes in Senegal.

Kickoff workshop for the study on September 13, 2023, in Dakar



2.1.2. Data Collection Phase (September – November 2023)

Altai conducted an **in-depth documentary review**. In addition to strategic documents provided by Oxfam, this review included literature from research institutions, NGOs, and other relevant sources documenting the processes of NDC development / revision / monitoring in Africa and Senegal. Altai sought to broaden the scope to better understand existing elements and processes in Senegal and elsewhere, particularly in terms of best practices for inclusion, to define benchmarks for analysis. The list of consulted documents is available in Annex 4.4.

As part of this study, Altai sought to employ **mixed methods of data collection**. Following the kickoff workshop, Altai contacted relevant stakeholders identified jointly with Oxfam, within several categories of actors: government authorities, international partners, civil society organizations, private sector, etc. In total, Altai conducted **in-depth individual interviews** with 26 actors (the list is available in Annex 4.1) between mid-September and mid-November 2023.

In parallel, to broaden consultations, an **online survey**¹ was disseminated to a large audience, including CSOs, GCOs, local associations, professional organizations, etc. In total, 50 spontaneous contributions were received through this mechanism and analyzed by Altai. The online survey template is available in Annex 4.3.

TARGETING OF INTERVIEWEES

For in-depth individual interviews, Altai sought to target a variety of actors within the limit of the planned 25 interviews. Thus, in addition to actors (governmental, civil society, international partners, etc.) based in Dakar, some of whom participated in the kickoff workshop, Altai primarily targeted civil society organizations. The targeting aimed to interview actors from different regions of Senegal and from various sectors while considering the availability constraints of the actors.

For the dissemination of the online survey, Altai was able to use a database listing over 500 organizations from civil society in the 14 regions of Senegal, provided by Oxfam. **Without aiming for statistical representativeness or comprehensiveness** (given the resources allocated to this study did not allow for it), the Altai team sought to **ensure broad dissemination of the survey by targeting all listed organizations with provided and valid email addresses**, operating at both national, regional, and departmental levels.

2.1.3. Analysis and Reporting (November 2023 - March 2024)

The data collected through individual interviews and the online survey were analyzed by Altai and triangulated with available documents.

The analysis resulted in the production of this report, which was subject to comments from Oxfam, as well as peer review.

¹ The link to the survey, administered via Google Forms, is available here : https://docs.google.com/forms/d/e/1FAIpQLSdpUSPr5dghrGmVld9JB4RV4SI3y3oFsM8qr201KKN2kPbA/viewform?usp=sf_link

3. STUDY RESULTS

Based on the collected data, this report aims to provide a response or insight into the various research questions raised by the TORs, organizing them into several main parts: first, an **overview of the NDC process in Senegal**, including elements on its development as well as monitoring of its implementation and revision (section 3.1); then **an analysis of the level of involvement of civil society in this process** both in terms of mechanisms and instances mobilized to ensure its participation, and in terms of factors favoring / limiting this participation (section 3.2) and finally, a set of **recommendations for better inclusion of civil society** in these processes, allowing for a concerted implementation and revision of Senegal's NDC (section 3.3).

3.1. CURRENT STATE OF THE NDC PROCESS IN SENEGAL

The NDC presents Senegal's contribution to the goals of the Paris Agreement. Furthermore, it is a planning document outlining ambitions to combat climate change and adapt to its effects, which Senegal has had for several years. To study the anchoring and appropriation of the NDC within Senegalese civil society, it is necessary to distinguish between:

- **The processes of elaboration, monitoring of implementation, and revision of the NDC** involving the study of mechanisms put in place at the Senegal level, both at the central level and at territorial levels to allow civil society participation.
- **The direct implementation of NDC actions** which involves studying the role of civil society and the degree to which its efforts are considered in implementing the ambitions set by Senegal's NDC.



Photo credit: Oxfam

This report focuses more on the former of these two aspects. Indeed, the scope of this study does not allow for a comprehensive analysis of civil society contributions to implementing the objectives stated in the NDC, nor a mapping of these interventions in Senegal (which could be the subject of a separate study). This report only offers a synthesis of the trends mentioned by the interviewees and identified in the literature review.

3.1.1. Elaboration Process of Senegal's NDC (2015-2023)

2015: Elaboration of Senegal's CPDN

Senegal developed its intended nationally determined contribution (CPDN) to address and adapt to climate change and define a trajectory for reducing its greenhouse gas (GHG) emissions. The CPDN aims to implement activities based on both national resources (unconditional contribution) and with the support of the international community (conditional contribution).

CPDNs were mainly conceived and worked on at the political and diplomatic levels, as documents clarifying countries' willingness to commit to climate action in the COP21 process and anticipating more technical work leading to the elaboration of NDCs. In Senegal, civil society was involved through the National Committee on Climate Change (COMNACC) (see below) based on the CPDN document already developed. Some «leading» organizations already involved in climate issues at the time, such as Enda Energie, were notably mobilized.

2020: SUBMISSION OF SENEGAL'S NDC

Since 2016, Senegal embarked on the elaboration of its NDC, which aimed to update the data used in the elaboration of the CPDN. The revision also included clarifications regarding the Measurement, Reporting, and Verification (MRV) mechanism, capacity building needs, technology transfer, and the integration of emissions from the oil and gas industry, the production of which was scheduled to begin in 2022 and was not integrated into the original CPDN².

The current NDC was adopted by the country in 2020. Aligned with the prospective vision «Plan Sénégal Emergent» (PSE), the NDC identified priority sectors for both climate change mitigation (transport, waste, energy, industry, forestry, and agriculture) and adaptation to the effects of climate change (coastal areas, agriculture, fisheries, livestock, water resources, health, biodiversity, and disaster risk management). The 2020 NDC sets medium-term ambitions for 2025 and 2030 and quantifies the financial efforts needed to implement its objectives. The implementation of Senegal's NDC is estimated to cost \$13 billion USD, with \$8.7 billion USD dedicated to mitigation and \$4.3 billion USD to adaptation. It will therefore require significant financial, human, and technological resources from Senegal, as well as from the international community.

**SINCE 2016,
SENEGAL
EMBARKED ON THE
ELABORATION OF
ITS NDC, WHICH
AIMED TO UPDATE
THE DATA USED IN
THE ELABORATION
OF THE CPDN.**

² This notably refers to the Gas-to-Power strategy, or the conversion of gas into electricity, which has become a key element of the national strategy with the dual objective of providing universal access to electricity and enhancing Senegal's economic competitiveness.

STAKEHOLDERS RESPONSIBLE FOR THE ELABORATION PROCESS

Senegal's NDC (2020) was developed by a team of consultants under the supervision of the DEEC, in collaboration with the National Committee on Climate Change (COMNACC).

The elaboration process of the 2020 NDC was more inclusive of civil society actors than the elaboration process of the 2015 CPDN. According to the interviewed actors, the process was carried out in a less «urgent» manner and benefited from a better mutual understanding (MEDD and civil society) of the added value of involving non-state actors.

3.1.2. Process of Monitoring Implementation and Revision

EVALUATION OF NDC RESULTS IN 2024

Under the supervision of the DEEC, and with the support of the COMNACC, monitoring and evaluation of the NDC should be ensured by sectoral technical services. Currently, the implementation of Senegal's NDC has not yet been subject to holistic and detailed monitoring. As part of a project supported by the Initiative for Climate Action Transparency (ICAT), several studies and diagnostics were conducted in 2021 to provide an overview of existing monitoring and evaluation systems at the strategic and sectoral levels of climate actions in Senegalⁱⁱⁱ. Among the recommendations of the study is the establishment of an Office responsible for coordinating and monitoring the national NDC housed within the DEEC, which should coordinate activities related to the Measurement, Reporting, and Verification (MRV) system under the Enhanced Transparency Framework (ETF) and NDC implementation at both the global and sectoral levels^{iv}. At the time of data collection, the system was not yet in place.

In parallel, AFD, through its AdaptAction initiative, supported by request of the DEEC, the MEDD and the relevant services in the elaboration of a national monitoring and evaluation (M&E) system for the adaptation component of the NDC. As part of this support, a co-construction workshop for this monitoring and evaluation system was organized in Senegal in November 2019, under the auspices of the DEEC and the COMNACC. While the support provided by AFD was part of a co-construction and appropriation approach of the M&E system by the authorities responsible for reporting, most actors interviewed on this subject by Altai Consulting indicate that they currently have no knowledge or visibility on the contours and functioning of this system. AFD confirmed that the aforementioned support had ended with the end of phase 1 of the AdaptAction program; however, a follow-up would already be planned as part of phase 2 of AdaptAction and should allow a revival of discussions as well as better dissemination and popularization of the tool. While it is currently not widely disseminated, it remains a very relevant initiative given an upcoming report by the State of Senegal on the progress of the objectives set out in the NDC.

In theory, the establishment of such systems should also allow for the accounting of contributions and efforts by civil society structures operating at a small scale in the sectors of the NDC concerned with adaptation or mitigation (currently and in the absence of aggregable indicators on which CSOs could report, only actions implemented as part of state programs are counted). Altai Consulting was unable to obtain practical details at this stage on how these contributions would be accounted for.

The evaluation of the implementation of the 2020 NDC is ongoing, according to some interviewed stakeholders, but Altai Consulting could not obtain more details on a possible schedule for implementation. The objective is both for Senegal i) to have the capacity to report on its 2020 commitments under the Paris Agreement and under the ETF; ii) to inform the objectives of a revised NDC by 2025.

CIVIL SOCIETY CONTRIBUTION CONSULTATION AND MONITORING SYSTEM FOR THE NDC

As part of a project implemented in partnership with the NGO German Watch, Enda Energie indicated that it had worked on establishing a consultation and monitoring framework for civil society actors' contributions to Senegal's NDC, anchored at the Fatick COMRECC with a dual objective of facilitating interaction among non-state actors involved in climate change and sustainable development and energizing the COMRECC in question.

This initiative, which could address the identified needs for better accounting of actions implemented by CSOs in line with the NDC objectives, has not yet materialized, according to Enda Energie. Reasons cited include the difficulty of mobilizing focal points within CSOs to participate in such meetings without financial compensation, as well as potential «competition» of the initiative with actions initiated under other programs, such as the National Adaptation Plan funded by the GEF (NAP-GEF), although ideally, complementarity could have been sought.

DYNAMIC PROCESSES AND TOOLS

In addition to the aforementioned frameworks, Senegal benefits, through the support of several partners, from a dynamic strengthening of climate governance and planning, through various national climate plans (NDC, NAP) and institutional structures responsible for monitoring their implementation (COMNACC, COMRECC). Some essential elements of this dynamic are presented below.

Many partners support the implementation of sectoral plans of Senegal's NDC. As an example (not exhaustive), the DIAPOL project for Support to the Implementation of the Forestry Sector NDC funded by GIZ under the International Climate Initiative (IKI) and finalized in 2023 for its first phase allowed, through an inclusive and participatory approach, to develop the diagnosis of the forestry sector and map actors and initiatives related to the NDC in this sector. **AFD, through the AdaptAction^v facility,** has also been able to finance sectoral support for adaptation through, notably, the conduct of a **participatory diagnosis of vulnerabilities of production systems and the co-development of adaptation options** with local stakeholders^{vi}. The National Company for Land Development and Exploitation of the Delta of the Senegal River and the Valleys of the Senegal River and the Falémé (SAED), as well as local authorities and local stakeholders in the Senegal River Valley, then co-built a strategy and an adaptation plan^{vii}.

THE NATIONAL COMMITTEE ON CLIMATE CHANGE (COMNACC): A CENTRAL COORDINATION FRAMEWORK BUT STILL NOT VERY OPERATIONAL.

The COMNACC, established by decree in 1994 and whose current mandate is defined by Presidential Decree No. 2011-1689 (2011), is under the authority of the Ministry of Environment and its secretariat is provided by the DEEC. It is defined as a **body for coordination, consultation, training, awareness-raising, management, and monitoring** of various activities identified in the implementation of the United Nations Framework Convention on Climate Change (UNFCCC) and its additional legal instruments.

It brings together numerous members (57 provided for in the 2011 decree), including representatives from all relevant sectoral ministries and divisions, national agencies, union representatives and the private sector, universities and research centres, and representatives of civil society. The relevant institutions must designate a focal point within the COMNACC. Its current president is from Enda Energie, one of the main civil society organizations in Senegal active on climate issues.

The COMNACC is composed of six **thematic groups** as follows: Adaptation/Vulnerability, Greenhouse Gas Emission Reduction, Technology Transfer, Climate Finance, Capacity Building, and Legal Aspects. Some of these groups are more active than others, and the representation of different members varies from one to the other. The COMNACC publishes detailed activity reports every three years, describing the activities of each working group.

A reform process of the COMNACC was initiated several years ago, notably with the support of FAO, and would be about to be completed, according to the interviewed stakeholders. A reform, aiming to increase the autonomy of the body, would include, among other things, a review of its organization, allowing the formalization of the various working groups that currently compose it, as well as the development of a procedural manual. The decree implementing the reform was still being signed at the time of this study.

The same decree of 2011 also establishes **the 14 Regional Committees on Climate Change (COMRECC)** whose secretariat is provided by the Regional Divisions of the Environment, and which play a role in territorializing climate issues by exercising the same mandate as the COMNACC but at the regional level.

Both the COMNACC and the COMRECC currently have limited operational capacities due to the absence of a budget line dedicated to them in the state budget. This significantly constrains their capacity to organize meetings and mobilize focal points (see section 3.3.2), as well as their ability to commission research or studies enabling them to provide advice to Senegalese decision-makers.

The process of developing Senegal's National Adaptation Plan (NAP) is still ongoing and has received significant support from the United Nations Development Programme (UNDP) in the development of several sectoral NAPs, a step preceding the consolidation of these into a global NAP. The Senegal NAP Support Project (NAP-GEF) was designed and implemented by the MEDD through the DEEC under the supervision of UNDP. Funded by the GEF, the project aimed to strengthen the capacities of sectoral ministries and local administrations to better assess the

implications of climate change and to adapt existing policies and budgets to integrate climate change risks and adaptation measures in the medium and long term. The project targeted four sectors (health, infrastructure, disaster risk management/floods, and agriculture) and intervened in five regions (Kaffrine, Kédougou, Matam, Saint-Louis, and Ziguinchor). It allowed the development of vulnerability studies by zone and sector and led to these four sectoral NAPs`. **Many partners supported the development of other sectoral NAPs:** fisheries (USAID), coastal zones (EU), livestock / biodiversity & tourism / water resources (UNDP funded by the Green Climate Fund - GCF), etc. The next step in the process will be to integrate other sectors concerned by adaptation issues in order to achieve a global NAP by 2025. While this sectoral approach requires significant resources (including the completion of vulnerability studies on each sector throughout the territory before finalization of each sectoral NAP), it allows, on the other hand, to strengthen the capacities of national actors and to ensure good ownership of the process.

COMNACC and COMRECC have received significant support from FAO, notably with the aim of supporting a reform process initiated several years ago. The COMNACC reform project, supported in particular by FAO through its «Food Security: An Adapted Agriculture» (SAGA) program, aimed to revitalize the body to revive and improve political dialogue on climate change in Senegal^{viii}. The project allowed i) the realization and validation of a diagnostic to identify the strengths, weaknesses, obstacles, and opportunities of COMNACC in the institutional governance of climate change; ii) support for the reform process of COMNACC through the development, modification, and validation of a reform decree project, statutes, and COMNACC procedures manual. This decree had not yet been signed at the time of writing this report. At the regional level, the project revitalized COMRECCs that had remained largely inactive since their creation, through capacity building, the revision and signing of creation orders of COMRECCs by governors, and the development of their action plans. However, this support only concerned the COMRECCs in the Matam and Louga regions.

COMNACC AND COMRECC HAVE RECEIVED SIGNIFICANT SUPPORT FROM FAO, NOTABLY WITH THE AIM OF SUPPORTING A REFORM PROCESS INITIATED SEVERAL YEARS AGO.

Finally, AdaptAction has supported the development of a strategy to integrate climate change issues into the education system in Senegal at the primary, secondary, vocational training, university, and higher education levels in partnership with the Center for Environmental Education and Training (CEFE) of the MEDD, as well as the relevant ministries and sectoral actors.

3.2. CONTRIBUTION AND INVOLVEMENT OF CIVIL SOCIETY

The NDC currently in place in Senegal is quite vague regarding its elaboration process, particularly concerning the role of civil society organizations in its development, or at least their level of consultation in the process. Indeed, while there is a reference in the current 2020 NDC document to the «adoption of a citizen oriented communication strategy» aimed at «involving all stakeholders in the implementation process» of the adaptation mechanism, there are no specifics regarding the integration of civil society in the decision making process at both the adaptation and mitigation levels. **The interviews conducted by Altai Consulting as well as the contributions collected via the online survey aimed to contribute to clarifying this dimension.**

3.2.1. Instances Mobilized to Ensure the Contribution of Civil Society

INSTITUTIONAL PROCESSES AND CIVIL SOCIETY CONTRIBUTION

The representation of civil society in the NDC process, and in monitoring the country's climate policy more generally, is institutionally provided through the COMNACC and the COMRECC. The decree no. 2011-1689 of 3 October 2011 organizing the COMNACC provides for the representation of 16 civil society organizations (see box below). The presidency of the COMNACC rotates, and the current President is from ENDA Energy, one of the main civil society organizations in Senegal which was previously the coordinator of the group on greenhouse gas emissions mitigation.

The decree organizing the COMNACC (2011) provides for the presence of a representative from each of the following institutions:

- National Council for Rural Consultation (CNCR);
- Association of Petroleum Professionals;
- Union of Chambers of Commerce, Industry and Agriculture of Senegal;
- National Union of Farmers, Breeders and Fishermen and SYNAEP-JAPANDOO;
- National Union of Industry and Trade Professionals;
- National Confederation of Employers of Senegal;
- Senegalese Women's Council (COSEF);
- National Youth Council (CNJ);
- Environmental Journalists Network;
- Union of Associations of Local Elected Officials;
- Professional Union of Industries and Mines of Senegal;
- National Confederation of Senegalese Workers (CNTS);
- National Union of Autonomous Trade Unions of Senegal;
- Confederation of Autonomous Unions (CSA);
- Senegalese NGOs working in the field of environment;
- Universities, regional university centers, and other research institutes and laboratories on climate change.

SEVERAL SIGNIFICANT ELEMENTS ARE NOTEWORTHY IN THIS DISTRIBUTION³ :

Among these civil society members, professional organizations are particularly represented with nine focal points provided for in the COMNACC members (*italicized in the box above*).

Senegalese NGOs working in the sector have only one representative.

The COMNACC integrates representation of the rural world through the CNCR or demographic groups through COSEF (representing women) or CNJ (representing youth).

³ Beyond the dynamics specific to civil society representation within the COMNACC, it is interesting to note that during the interviews conducted by Altai Consulting, it was indicated that the National Assembly (which is the third institution mentioned as a member of the COMNACC in the 2011 decree) had not yet appointed a focal point at the COMNACC level, and therefore was not represented there for the moment

The local level is represented in a transversal manner through some organizations mentioned above (CNCR) as well as through a representative of local elected officials.

Finally, a representative of universities and research institutes also sits on the COMNACC.

Not all the structures mentioned in the box above are necessarily effectively represented within the COMNACC at the moment this can depend, for example, on more or less long delays associated with the appointment of a focal point within these structures.

The COMRECCs are built on the same model as the COMNACC which they decline at the territorial level. As such, they include local authorities through decentralized structures, departmental sectoral decentralized structures, but also representatives of civil society including representatives from the private sector, NGOs, and grassroots community organizations. The COMRECCs have an important role to play given the anchoring of national climate plans in the various territories of Senegal (see box below).

The NDC has significant implications at the territorial level, as it foresees in its objectives significant transformations of existing systems, which can lead to upheavals if these are not well prepared. Indeed, Senegal's NDC foresees, for example, the regulation of coastal occupation or the deployment of Integrated Coastal Zone Management (ICZM), which will raise important land questions in a country where 52% of the population is currently settled in coastal areas (ANSD, 2022). Similarly, the objective of additional installed capacity of 100 MW in solar, 100 MW in wind, 50 MW of biomass, and 50 MW of concentrated solar energy plants by 2030, raises questions about its land footprint.

According to the stakeholders interviewed, these aspects that could have a potentially strong impact on local communities have not been subject to specific consultations. However, as emphasized by a member of civil society, **it is also the role of CSOs to inform / familiarize themselves with the content of the NDC, in order to be able to play their role in advocacy / monitoring of state action and the potential impacts of climate policies on grassroots communities.** This could be facilitated by the popularization of the document, as well as the implementation of training related to the content of the NDC (see section 3.3.1).

This also applies to other processes in which the State of Senegal is involved, such as the Partnership for a Just Energy Transition (JETP), especially in the context of the recent signing of a new partnership between Senegal, France, Germany, the United Kingdom, Canada, and the European Union¹⁹, whose ambitions should be integrated into the revised NDC in 2024.

A DYNAMIC CIVIL SOCIETY AT DIFFERENT SCALES BUT WHOSE CONTRIBUTIONS ARE NOT CENTRALIZED

Senegalese civil society is active on issues related to climate change and environmental protection more generally. Oxfam has undertaken a mapping of civil society actors active in environmental and climate change issues. Although this needs updating, it already identifies several hundred organizations active on the subjects in question (most of which have been contacted to collect their responses to the online survey). Civil society in Senegal is mainly mobilized on adaptation to climate change issues, and less on issues related to greenhouse gas emissions mitigation.

In particular, in the agricultural sector, one of the priority areas of action for adaptation to climate change in Senegal, civil society has initiated significant inclusive initiatives. In this perspective, the Dynamics for Agroecological Transition in Senegal (DyTAES), a network bringing together 74 actors including producer organizations, consumer organizations, rural women's organizations, NGOs, research institutions, CSOs, local elected officials, and businesses, is an initiative to highlight. It has allowed progress both on advocacy issues specific to the deployment of agroecology in the country, and on multi-stakeholder mobilization learning, giving an important place to civil society in consultation mechanisms in many regions of Senegal. Since 2020, its secretariat has been ensured by Enda Pronat.

These initiatives have spread to the territories through several local DyTAEL⁴ which implement the same activities at the local level since 2021⁵, and have notably carried out important work in the form of local consultation caravans, upstream of the Annual Agroecology Days organized nationally, which constitute important moments of political dialogue on the issue of agroecology in Senegal. These caravans could constitute an interesting model on which to capitalize in the future with the dual objective of gathering the perceptions / opinions / solutions of communities and implementing awareness-raising activities on climate change / restitution of the objectives of the State of Senegal in terms of climate policy.

The interviews conducted indicate that certain civil society entities at the local level are very active and indispensable in consultative processes aimed at addressing the community level. Especially in the context of local consultations organized by the PNA-FEM, the latter relied, through the COMRECCs, on structures from civil society representing grassroots communities such as the Council of Non-Governmental Organizations for Development Support (CONGAD) or the National Council for Consultation and Cooperation of Rural People (CNCR). These structures have been mobilized to conduct training and consultations, particularly for grassroots community organizations (GCOs) as part of vulnerability studies conducted in priority territories of the PNA-FEM and the elaboration of sectoral NAPs.

Thus, civil society can play a major role both in the elaboration and in the monitoring-control of commitments made in national climate policies; but also, in contributing to the implementation of these national policies through its own actions.

⁴ Active in the regions of Bignona, Fatick, Podor, Tambacounda, and Thiès. Six other DyTAELs were in the process of being established at the time of data collection.

⁵ The funding modality for these platforms (both at the national and regional levels) through a «common fund» is interesting because it involves significant awareness-raising efforts to encourage each participant to allocate a budget line to the platform within their projects.

However, to date, there is no synthesis of civil society contributions to the NDC. An interesting example is that of the Platform of CSOs for the monitoring of SDGs (POSCO-Agenda 2030/GCAP-Senegal)^x launched in 2017 in Senegal on the initiative of the Coalition of organizations in synergy for the defense of public education (COSYDEP), which aims to be a strategic framework for reflection and action to actively contribute to the implementation and monitoring of the 2030 Agenda. The platform brings together around fifty CSOs. Such an initiative replicated for monitoring Senegal's commitments in its national climate plans (NDC, NAP) could highlight the direct role of Senegalese NGOs and CSOs. It is also worth mentioning the Senegalese Climate Actors Network (RESAC), established by Oxfam and bringing together communities affected by climate change^{xi}, which has an advocacy plan for the implementation of the NDC.

This need to ensure strong involvement at various stages of processes related to national climate plans in Senegal echoes a recommendation made by the Natural Resource Governance Institute (NRGI) following the signing of the new JETP for Senegal (see previous box): «As the Senegal JETP process progresses (including around the investment plan and the associated process around the low-carbon long-term development strategy, **it is essential that there be transparency and an inclusive consultation process involving Senegalese civil society, the private sector, and all key stakeholders. A participatory and population-centered approach to discussions on energy transition and JETP has been lacking in Senegal so far, and it is concerning that the policy statement does not really refer to the role of the Senegalese population in the upcoming steps of the JETP process.** We encourage the Senegalese government to make this a priority in order to ensure successful implementation of the JETP»^{xii}.

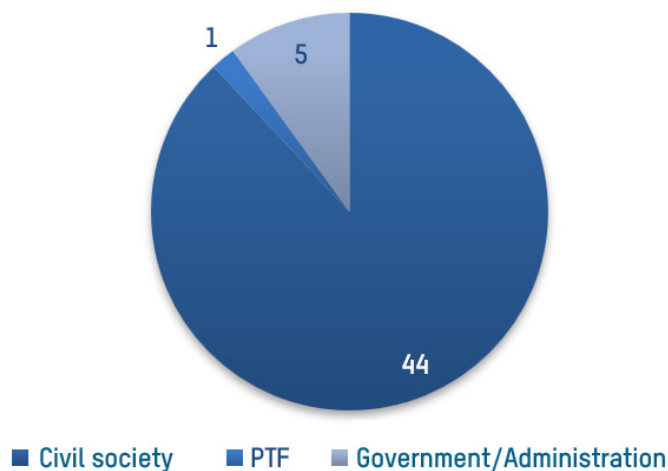
CSOs are also identified as «key actors in the energy transition» in a case study conducted by Enda Energy in 2022 on the JETP^{xiii}; in this perspective, it could be relevant to carry out an identification work of civil society actors involved in the energy transition in Senegal, who could be involved in a **framework for monitoring and follow-up of planned actions in the context of the JETP**, in a similar dynamic to that of monitoring actions planned for the implementation of the NDC.

3.2.2. Evaluation of the Level of Civil Society Participation in NDC Processes and Its Implementation

SURVEY RESPONDENTS

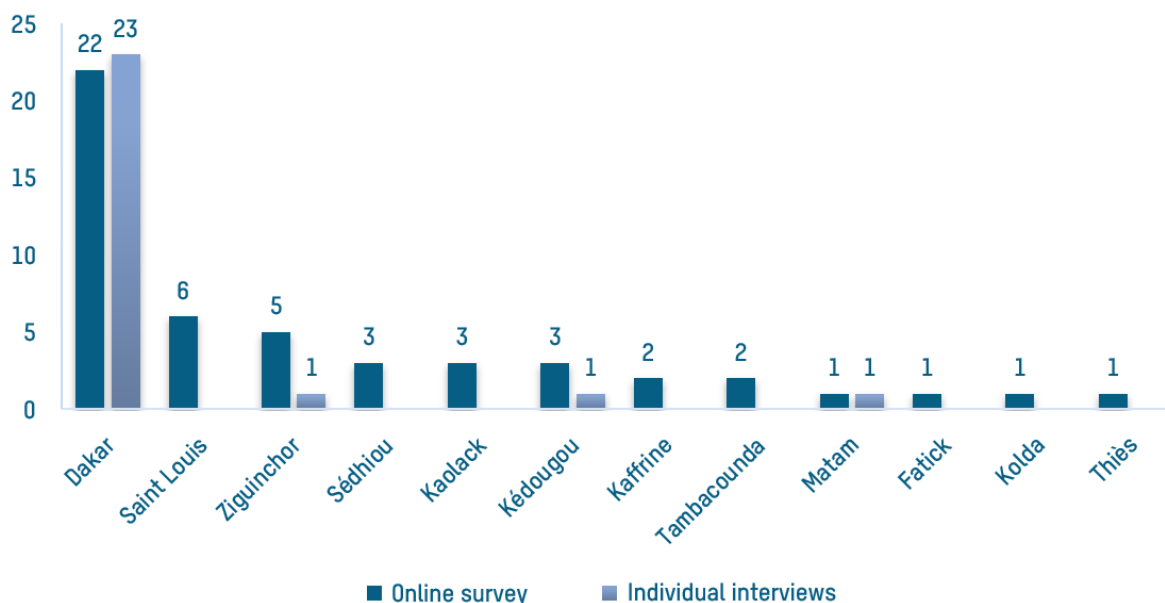
The vast majority (44) of the 50 respondents to the online survey belong to civil society. The vast majority (44) of the 50 respondents to the online survey belong to civil society including professional organizations, local associations, youth and women's rights defence organizations, grassroots community organizations, etc. (Figure 1). The remaining respondents include members of the administrations responsible for the NDC and its implementation (5) as well as a representative from technical and financial partners. The survey was mainly disseminated to civil society, with the aim of collecting varied contributions, including from various geographical areas of Senegal.

Figure 1: Type of stakeholders who responded to the online survey



12 out of the 14 regions of Senegal are represented in the online survey (Figure 2), and three in-depth interviews were conducted by Altai Consulting. While a significant number of interviewees (22) are located in Dakar, where most of the national coordination offices of CSOs operating across multiple territories are situated, as well as organizations solely based in Dakar, localities such as Saint-Louis or Ziguinchor, for example, are well represented in the online survey.

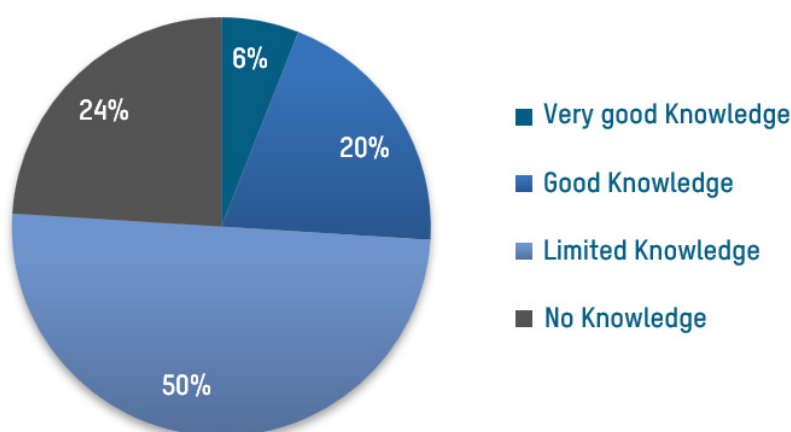
Figure 2: Number of survey respondents and interviewees, by region



KNOWLEDGE OF THE NDC

The level of knowledge of the survey respondents (self-assessed) about Senegal's NDC – both its development, revision process, and its content – and the political / legislative / institutional instruments associated with it is low. Three-quarters of the 50 respondents indicate that they have «no knowledge» (24%) or «limited knowledge» (50%) of the subject, and only 26% consider themselves to have «good» or «very good» knowledge (Figure 3). This can be explained both by limited circulation of government information on the NDC, the technicality of the subject, but also a lack of capacity among concerned actors to conceptualize and understand strategic documents such as the NDC (see section 3.2.3).

Figure 3: Level of knowledge (self-assessment) of the content of the NDC and associated processes



Such results echo consultations achieved in Guinea, mentioned in a report by ECOWAS (2022) analyzing best practices in terms of consultation within the framework of NDC priorities in West Africa, in a context of health crisis: «the level of knowledge of specific actions undertaken at the national level [is low]. Thus, only 4 out of 10 of the people who responded to the online questionnaire distributed during the updating phase had an idea of what Guinea's NDC was»^{xiv}.

ROLE IN ITS ELABORATION AND IMPLEMENTATION

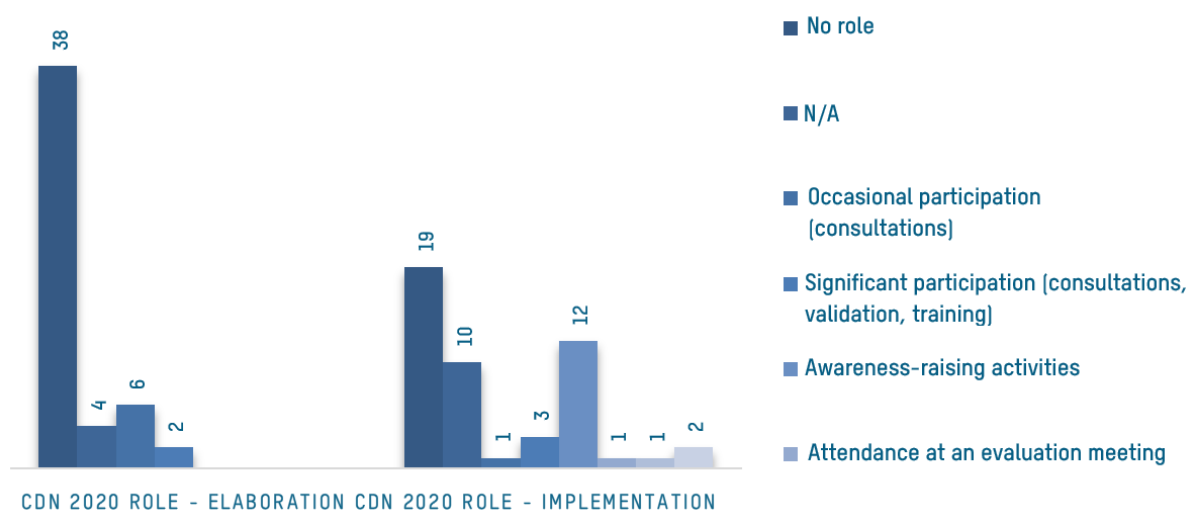
The vast majority (81%) of respondents to the online survey indicated that they played no role in the elaboration of the 2020 CDN (Figure 4) which is also to be contextualized with their limited knowledge of the document (Figure 3). Among those who indicated having played a role, a handful, mostly intervened punctually (were invited/consulted during a workshop), and two were involved more significantly, from the start of the elaboration to sectoral validation, or even through training on the MRV system (see section 3.1.2).

The roles played by respondents in the implementation of the CDN are more varied. The majority of valid responses (12) concern the implementation of awareness-raising activities related to the CDN (Figure 4). The organization Teranga Lab, for example, indicated working with frontline communities to train them in advocacy techniques aimed at prioritizing climate urgency in certain decision making bodies this work is supported by Oxfam, as part of the Climate Media

Collaborative (CMC) project. **Beyond these activities, several respondents were involved in regional working bodies related to the CDN.** A CSO based in Kédougou (SADEV), as a member of the COMRECC, worked alongside the DREEC of Kédougou and was involved in reflections on strategies for disseminating and implementing the CDN, as well as resilience and prevention with communities. This structure also indicated being sometimes designated in regional and sub-regional meetings on climate change issues. A representative of another NGO based in Ziguinchor (KARAMBA) also indicated having participated as a member of the COMRECC in a training seminar organized by the DREEC in 2021 on the content of the CDN.

It is worth noting that the number of non-relevant responses (classified under «N/A») to this question itself provides an indication of the sometimes variable/limited understanding of what is involved in the elaboration and implementation of a document such as the CDN.

Figure 4: Role (self-assessment) of participants in NDC development and implementation⁶



DEGREE OF INVOLVEMENT OF CIVIL SOCIETY IN NATIONAL CLIMATE PLANS

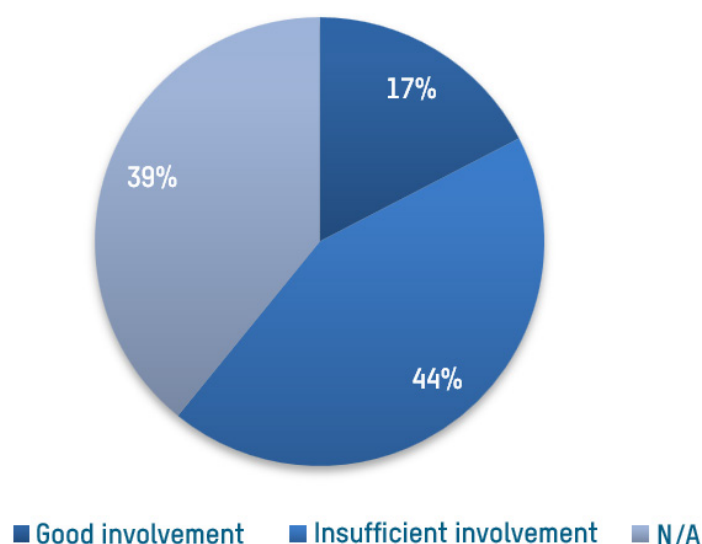
Most respondents to the online survey believe that the current involvement of civil society in the elaboration and implementation of national climate plans is insufficient (Figure 5). Only 17% of respondents consider this involvement to be good, and 39% either had no opinion on the matter or did not respond as requested (category «N/A») which again illustrates the limited ownership of these issues by certain segments of civil society. To explain this insufficient involvement, one respondent indicated that local level structures often encounter difficulties in participating in decision making processes due to a lack of knowledge about relevant interlocutors and structures with which they should collaborate more often.

However, opinions differ, and some believe that civil society participation has greatly progressed in recent years. One survey respondent detailed «*The involvement of civil society actors in the elaboration and monitoring of implementation has undergone significant evolution in recent*

⁶ Responses categorized as N/A include both blank responses and responses that are irrelevant to the question posed in the online survey.

years. More and more, CSOs participate in international climate negotiations such as COP [...] which allow actors to participate in discussions and exert pressure on decision makers for better consideration of frontline communities. Reports, position papers, and awareness campaigns produced by CSOs allow for a relevant assessment of the climate crisis in Senegal and further encourage governments to be accountable for their climate actions. Collaboration spaces between CSOs and other stakeholders such as the media have multiplied. The latter has the mission of disseminating information and popularizing advocacy narratives to inspire decision makers to be much more receptive to the needs of climate refugees and encourage them to put in place climate policies and strategies that strengthen adaptation and resilience. Access to green climate funds also encourages CSOs as beneficiaries or partners in projects related to the CDN. However, efforts are being made in this direction, but the work remains unfinished [...]» This should be put into perspective with some of the conclusions of Oxfam's study on access to climate financing (see section 3.2.3.7).

Figure 5: Degree of involvement of civil society in national climate plans, according to respondents to the online survey



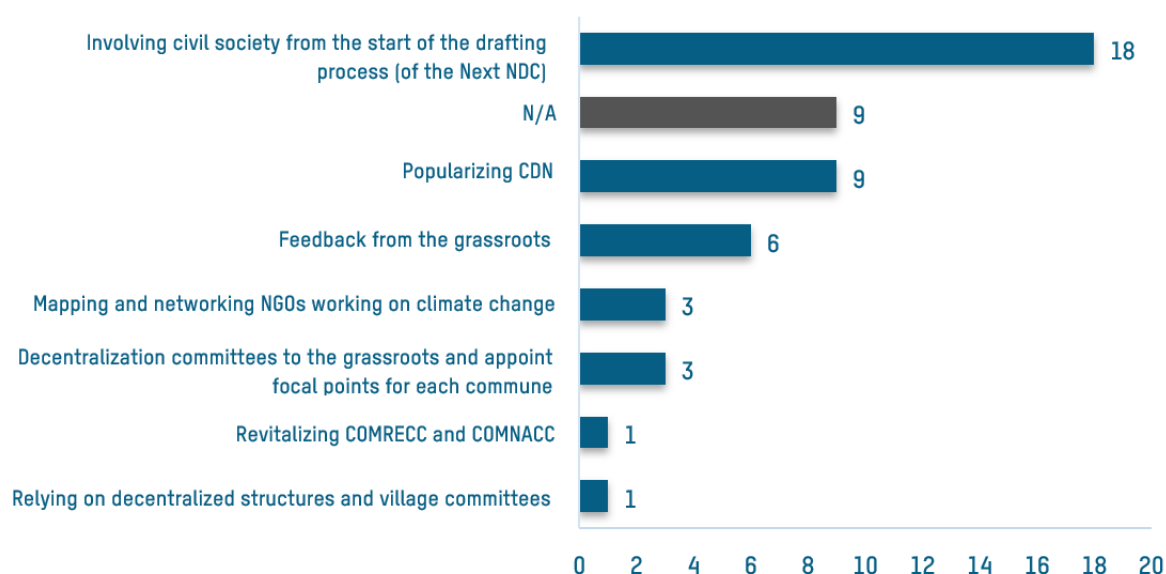
It is interesting to put these results into perspective with consultations conducted within the framework of the previously mentioned^{xv} ECOWAS report. Indeed, the perception described within the West African civil society that was surveyed regarding its involvement in the monitoring process of their country's NDCs is significantly more positive than that emerging from our survey: «Although the health situation has made broader consultation initiatives more complex, particularly for West African civil society, the latter overwhelmingly believes it has been involved, as shown by the survey conducted by the RC&D Climate & Development Network (bringing together West African CSOs), according to which 91% of its members declare being involved in the monitoring process of their countries' NDCs (nearly 30% as members of national NDC committees or as experts and 70% as observers or collaborators of their country's responsible institutions)^{xvi}.» . **One possible explanation for this difference may lie in the nature of the CSOs consulted:** those belonging to the RC&D likely represent the leading associations and

organizations involved in climate change issues at the national level, whereas our online survey targeted many smaller scale structures, further removed from national processes.

RECOMMENDATIONS FROM RESPONDENTS

The recommendations put forward by respondents to the survey with a view to improving the degree of involvement of civil society in national climate plans remain vague, again reflecting a limited understanding of the issues under study among the consulted stakeholders (Figure 6). The two main recommendations emerging from the collected data consist of involving civil society from the outset of the elaboration process of the next NDC (18 responses), without detailed proposals in this regard. The need for further popularization of the NDC – its content and associated processes – also emerged, as did the need to ensure better information flow from the grassroots (CSOs, etc.) to the ‘center’ making climate policies in Senegal. Moreover, as with previous questions, the number of blank or irrelevant responses remains high (9 responses, almost 20% of the total).

Figure 6: Recommendations to promote civil society involvement in national climate plans

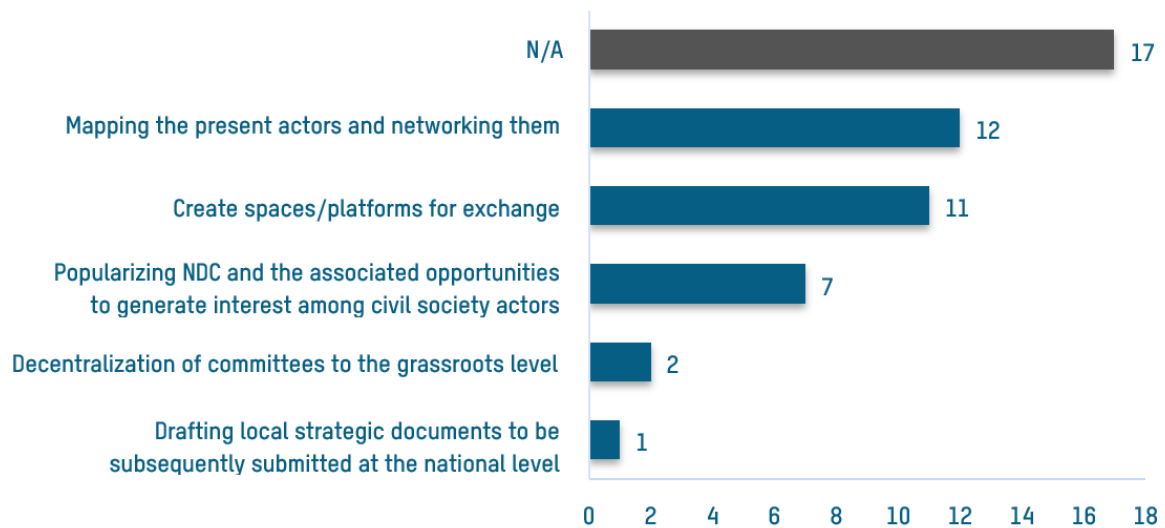


The proportion of responses categorized as «N/A» is even higher for the question concerning recommendations specifically aimed at improving the organization of civil society actors to better contribute to the NDC (17 responses, representing more than one third of the total) – see Figure 7.

However, several interesting recommendations emerge. Approximately a quarter of respondents point to the need to map the actors involved – who are numerous, with mandates/organizational modalities not always clearly defined and communicated – to network them and create synergies. In the same vein, the creation of spaces and/or platforms for exchange and coordination was recommended by 11 respondents. On this subject, it should be noted that there seem to already exist several number of such platforms, and the challenge might be more about consolidating/strengthening them to increase their meeting capacities to make them

more inclusive and operational, rather than creating new ones in an already crowded landscape. Finally, the need for popularization of the NDC is again mentioned, this time from a more specific angle, aiming to better communicate the associated action – and funding – opportunities to generate interest among civil society for its implementation. This last point echoes a recommendation made by a report from the World Resource Institute (WRI) and the UNDP, which advocates for «highlighting how improving the NDC can benefit these stakeholder groups, as well as explaining the means through which enhanced climate measures will not exacerbate current social and economic difficulties or vulnerabilities. [...] This participation can also help strengthen the sustainability of the improved NDC by helping affected populations understand how benefits and costs will be distributed»^{xvii}.

Figure 7: Recommendations to improve the organization of civil society actors to better contribute to the NDC



Among the additional recommendations formulated by respondents in the section reserved for free contributions is the revitalization/initiation of village and inter-village vigilance committees, with auxiliaries supervised by technical services (Water and Forests, Environment, Mines and Geology, Fisheries, etc.), aimed at alerting about the impacts of climate change and identifying local solutions.

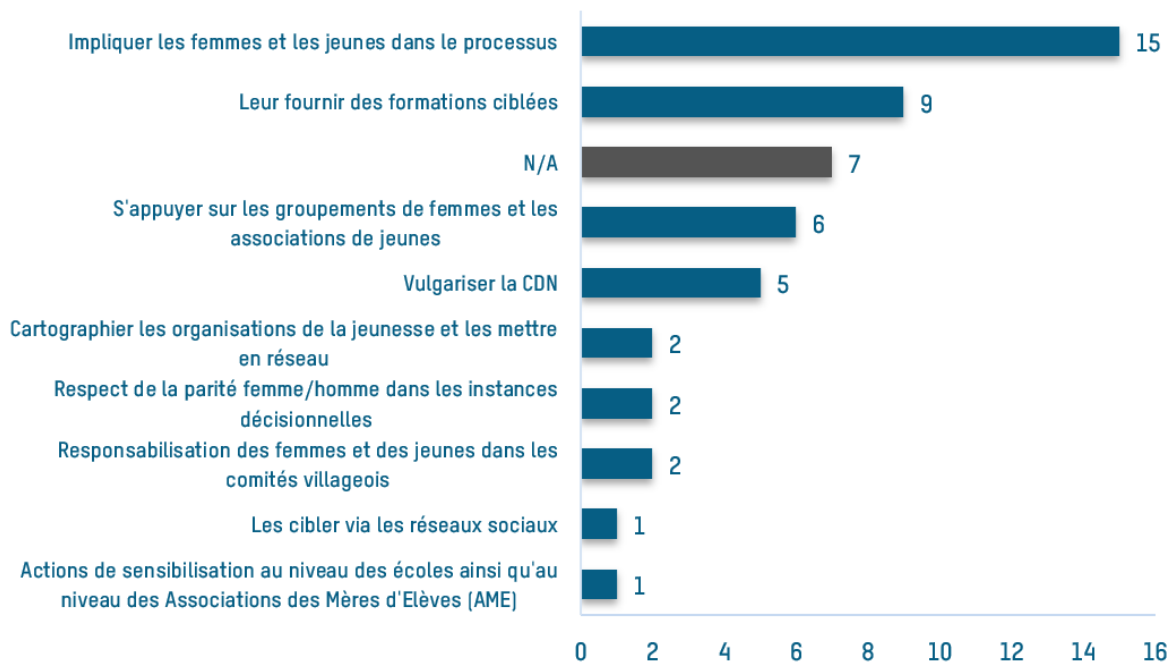
INVOLVEMENT OF YOUTH AND WOMEN

A similar phenomenon is observed regarding the question of specifically improving the involvement of women and youth in national climate plans. Most recommendations remain vague – nearly a third (15) of respondents simply state that there is indeed a need to involve them more – and the relatively high number of «N/A» responses (Figure 8)⁷ is noted.

⁷ However, this can partly be attributed to the limitations of an online survey, during which it is not possible to interact with respondents to clarify the questions asked and responses given.

The need for targeted training for these specific groups is identified by several respondents. This is also linked to the general need for popularization of the content of Senegal’s NDC. Finally, **women’s groups and youth associations are identified by six respondents as stakeholders to mobilize** and develop initiatives supported by clear work plans. Among the examples mentioned are sports and cultural associations (ASC), youth clubs, youth councils, etc.

Figure 8: Recommendations for improving the specific involvement of women and young people



The topics discussed during in-depth individual interviews largely overlap with most of the recommendations made by respondents to the survey. There is also an emphasis on the need to provide the COMNACC and COMRECC with financial resources to fully perform their roles, as well as the need to increase awareness of climate change and the objectives of the NDC, as well as feedback from the field (Figure 9).

Figure 9: Themes addressed by the interviewees during individual interviews (word cloud obtained through the Dedoose software, for qualitative data analysis)



3.2.3. Factors affecting civil society participation and constraints limiting participation

AWARENESS OF CONTRIBUTING TO THE IMPLEMENTATION OF THE NDC

Many civil society actors, including grassroots organizations, are not informed about the objectives and content of national climate plans such as the NDC or Senegal’s NAP. Consequently, they are often unaware that they are contributing to their implementation, even though they are effectively participating in relevant activities. As mentioned in the «Mapping and Analysis of High Impact Structures and Initiatives on the NDC Forestry,» «associative actors are very active in conducting activities related to the NDC forestry, even if this link is not clearly established... one could say that many actors are implementing NDC activities without knowing that they are doing so^{xix}.» This is the case for numerous actors, such as village committees and associations, for example, engaging in sustainable management activities, mangrove reforestation, tree planting, etc. As an example, a representative of an international NGO interviewed recalled that about thirty CSOs had recently benefited from the GEF Small Grants Programme (SGP), which aims to support the community level implementation of solutions to environmental problems. Funding requests are reviewed by a committee (which includes structures such as CONGAD alongside the MEDD and several DPs, including UNDP which coordinates the SGP) that selects them based on criteria of relevance to GEF priorities, consistency with national priorities, and the capacity to contribute to the implementation of the Senegalese government’s policy on the theme. However, according to him, how such initiatives that support the concrete implementation of adaptation solutions in Senegal are accounted for in the NDC remains to be clarified.

The representation of women's organizations is currently not favored in the processes of elaboration and monitoring of the implementation of the NDC. Firstly, it should be noted that the 2020 NDC makes very little reference to gender issues, which are only mentioned in the introduction to discuss the fact that Senegal has embarked on the implementation of a National Strategy for Gender Equity and Equality (SNEEG)^{xviii}. Moreover, while the COSEF is indeed a member of the COMNACC, it is less focused on climate change issues than on issues related to environmental management and natural resources. Enda Energie also indicated advocating for the inclusion of actors such as the Federation of Women's Associations of Senegal (FAFS) within the COMNACC.

The inclusion of women in such processes should take into account certain specificities of women. For example, they should consider that women's organizations are likely to be less structured or that the level of education of women in Senegal, while improving, is on average lower than that of men. Ensuring gender parity in decision-making bodies has also been identified as a key recommendation by two respondents to the online survey (Figure 8) in this regard.

This implies deploying appropriate consultation tools. The inclusion of women in such processes should also take into account the «time» available to women to participate in these consultation activities (especially considering the time allocated to domestic tasks), as well as their specific needs. Finally, processes should take into account the cultural differences in the representation of women in different regions of Senegal, which may involve, for example, a gendered division of certain tasks, making women more vulnerable to the negative effects of climate change.

Finally, the fact that the vast majority (over 80%) of respondents to our survey are men is also indicative of the current status of women in organizations identified as working on climate issues in Senegal.

UNEQUAL ACCESS TO INFORMATION / FEEDBACK

The limited dissemination of objectives, initiatives, and results of state climate actions in Senegal restricts civil society's ownership of these issues, thereby limiting its participation in national plans. Interviews conducted by Altai suggest that local populations are unaware of both the government's expectations on the topic and the content of national documents such as the NDC (even though they often contribute to achieving its objectives without knowing it). Similarly, while some actors have indicated that they were invited to feedback workshops—or received information through other channels—regarding Senegal's progress at COPs, most lament a lack of transparency in such information, the dissemination of which could allow for better understanding of the issues by communities.

An interesting approach, for example, was adopted within the framework of the NAP-GCF project, in which training sessions were conducted for around fifty community actors in five regions of the country (Saint-Louis, Matam, Kédougou, Kaffrine, Ziguinchor), with the dual objective of raising awareness about the risks posed by climate change and gathering their perceptions on the best adaptation solutions given the development of Senegal's consolidated NAP.

Knowledge of the effects of climate change and its manifestations is generally quite low at the local community level, and perception varies according to localities, groups, and sectors involved.

According to a study conducted by Oxfam in 2023 on the perception of climate change within coastal localities in Senegal – in Saint-Louis, Lompoul, Dakar (Fann), Guéréo, Bargny, Palmarin, Kafountine, Diogué, and Kabrousse – focusing on i) marine and coastal biodiversity, ii) fishing activities, and agricultural activities; iii) water resources, **The perception of climate change varies quite significantly among local populations.** For example, 45.6% of the surveyed populations believe that the nature of climate change is of natural origin, while 46% consider it to be anthropogenic. Additionally, beliefs play an important role in some localities in perception, and depending on the locality, climate change may be seen as «divine sanctions.» Finally, 49.4% of respondents associate climate change with global warming manifested by rising temperatures, and to a lesser extent, with coastal erosion, degradation of marine and coastal biodiversity, etc. Overall, the study indicates that 43.1% of respondents are not or minimally engaged in adaptation strategies, and 56.9% are «moderately» engaged.

These findings reveal, as highlighted by the study, a significant lack of information at the community level regarding climate change. While the study covered a limited number of localities, focusing on the aforementioned coastal areas, it intervened in a particularly significant context of climate change manifestations experienced by Senegal's coastlines.

These results highlight the need to support local information campaigns aimed at communities that are both directly impacted by these changes and should be at the forefront of adaptation policies, Both as beneficiaries and as direct actors of these policies.

LEVEL OF ORGANIZATIONS CONSULTED: DIFFICULTY INVOLVING GRASSROOTS ORGANIZATIONS IN AN ORDERLY AND SYSTEMATIC MANNER

The study reveals very limited, if any, involvement of grassroots organizations in the Senegalese NDC process. Such organizations, interviewed by Altai or responding to the online survey, overwhelmingly report never having been approached to participate in workshops and/or discussions related to climate change with representatives of the Senegalese government.

Currently, while civil society does appear to be represented in official consultation frameworks related to climate change (mainly within the COMNACC), this representation in practice remains very centered on a small number of «flagship» organizations, having a solid structure and significant resources, well established on the topic for several years. These organizations generally benefit from international funding and include Enda through its branches Enda Energie, which plays a major role in environmental issues in Senegal and one of its members holds the presidency of the COMNACC, and Enda Pronat, which notably serves as the secretariat of the DyTAES and works closely with the DEEC but also the Jeunes Volontaires pour l'Environnement (JVE), for example.

Most grassroots organizations interviewed lament this lack of inclusivity and would like to have more opportunities to participate in such meetings to assert their knowledge of local issues and their initiatives. Some of the actors interviewed, for instance, are engaged in very concrete activities to raise awareness about climate change in schools, implement adaptation solutions inspired by local indigenous knowledge, or coordinate plastic collection actions. Most of them believe that these activities, although on a small scale, contribute to national efforts to combat climate change and adapt to its effects, and as such, they should be more consulted by state representatives when drafting documents defining Senegal's position on climate issues. The lack of connection between such actors and decision makers/central authorities on climate issues also raises questions about accounting for grassroots initiatives in monitoring the implementation of documents like Senegal's NDC or NAP (see section 3.3.2). Finally, beyond the scarcity of invitations received by members of such grassroots organizations, the issue of resources (see section 3.2.3.7) is also an important factor, as it limits the possibility of traveling to Dakar where most workshops/discussions take place (see section 3.2.3.5).

However, some of the interlocutors interviewed by Altai, including representatives of the state involved in the development, monitoring of implementation, and/or revision of Senegal's NDC, point to several factors justifying the difficulty of adopting a truly inclusive approach for such grassroots organizations in the processes. Firstly, inviting a large number of additional interlocutors, each dealing with diverse and specific subjects (e.g., promoting and valorizing moringa in Matam; cleaning the coastlines; reforestation activities in schools, etc.) and sometimes in very targeted localities complicates the holding of coordination meetings/information sharing. Secondly, several interlocutors emphasize the weak capacities (both technical, operational, and financial) of grassroots organizations in the field of climate change, as well as their limited knowledge of associated issues, existing mechanisms, and institutional frameworks available to them (for example, a member of the National Assembly lamented the lack of knowledge within civil society of the role and possibilities of solicitation of the parliamentary committee «Environment, Sustainable Development and Ecological Transition,» which could provide them with support for advocacy with the government).

For some government interlocutors, it is difficult to find well structured grassroots organizations, which could serve as a relay for government actions at the community level and develop locally anchored solutions there. According to some, many of these organizations remain inactive, more focused on attracting funding from international donors (rather than working with the government), and still too poorly organized among themselves, further contributing to the impression of confusion and a proliferation of initiatives.

These elements suggest the potential to further strengthen intermediary, umbrella organizations, and/or existing platforms, to rely on them to play a real role as relays to communities and to unify the actions of multiple grassroots organizations (See section 3.3.2).

«PERSONALIZATION» / ROLE OF CONNECTIONS

Beyond the main «flagship» organizations occupying a strategic position in several forums and frameworks related to climate change, **The role of connections and interpersonal relationships in receiving (or not) invitations to participate in consultations/workshops for feedback has been**

emphasized by some of the interlocutors interviewed by Altai. Having experience navigating the environmental and climate sector at the national and international levels for several years, as well as connections with, notably, members of the DEEC, greatly facilitates inclusion in national processes. Conversely, this dynamic does not promote better inclusivity of these processes and contributes to concentrating information within a small group of actors.

GEOGRAPHIC LOCATION OF EVENTS (DAKAR VS. REGIONS)

The concentration of workshops and forums related to climate change in Dakar is a limiting factor for the participation of a variety of civil society actors. Most Civil Society Organizations (CSOs) interviewed highlight the difficulty of arranging travel to Dakar in a context of limited resources and sometimes very long travel times from certain regions of the country (Casamance, Eastern Senegal, etc.), preventing participation in some discussions organized by the DEEC or its partners. Moreover, while the COMNACC does indeed have decentralized offshoots with the 14 COMRECCs, for the most part, these meet only sporadically, largely due to the absence of dedicated funding for their operation (organizing meetings, etc.) in the budget of the State of Senegal.

The centralization of discussions and decision making contributes, for some, to foster within civil society a distant, or sometimes even disconnected, perception of these processes related to the NDC. Several stakeholders emphasize the importance of further decentralizing the processes of reflection, workshops, and discussions at the regional or even departmental level to strengthen the link between grassroots communities, their representatives, and regional and central authorities for better sharing of information and experiences on climate change issues. The current processes are perceived by many interlocutors as disconnected from the realities on the ground, more oriented towards the international level (in the perspective of COPs), and insufficiently taking into account feedback from the grassroots. The fact that the same interlocutors are often found at the numerous workshops organized in Dakar contributes to the impression that these workshops are ultimately of limited utility, as they do not allow for the introduction of new perspectives into the discussion.

This question ties into the issue of communicating about climate topics in French (and sometimes in English) – most official documents are in French, and some international communications must be in English as well. This also limits the participation opportunities for some interlocutors who require translation into local languages and contributes to a distant perception of these processes by certain actors based in specific regions of Senegal.

LOCAL LANGUAGES VS. FRENCH/ENGLISH

The issue of languages used to 1) conduct consultations and 2) provide feedback on climate change related information to civil society in Senegal has been raised by several interlocutors. The organization of workshops and consultations, mostly in Dakar and in French, de facto excludes a certain number of actors who do not master this working language. Moreover, since most official documents (NDC, CDN, NAP, etc.) are produced and disseminated only in French (or even in English for some documents related to international dialogues), their appropriation by grassroots organizations is not facilitated. While translating these documents into the multiple languages used in the 14 regions of Senegal may not necessarily be the best approach,

conducting information sharing and awareness raising exercises on the ground, in the local language and targeting communities, has been mentioned several times as a way to foster ownership of the issues and achieve a higher level of mobilization. This could be carried out—or at least facilitated—through certain existing forums and platforms, such as the COMRECC for example (see section 3.3.2).

MEANS AVAILABLE TO CIVIL SOCIETY

In the same perspective as the concentration of information around a handful of organizations operating at a more «macro» level than grassroots organizations (see section 3.2.3.3), **funding both national and international available to civil society remains relatively concentrated within a limited number of actors.** As a result, many grassroots associations or organizations have very limited funds to solidify their structure, finance travel, and participate in consultation and/or information sharing workshops.

Access to multilateral green funds - such as the Green Climate Fund (GCF), the Global Environment Facility (GEF), and the Adaptation Fund (AF) - remains limited for CSOs, especially small and medium-sized ones. Indeed, according to the study commissioned by Oxfam to prepare its strategy for mobilizing resources from multilateral green funds for civil society, local CSOs have gaps that limit their access to this type of resources:

- **CSOs have limited capacities in terms of human and institutional resources** especially to manage the very demanding processes of project development and/or co-financing required to obtain most of these types of funding
- **The complexity of the procedures to access multilateral green funds** requires a good understanding of the operational mechanisms of these funds and the windows open to CSOs, which is not yet acquired till date
- **Access to accreditation is complex** and while CSOs can apply for accreditation with the GCF, AF, and GEF to become Accredited Entities (AEs) themselves, they must meet the fiduciary, environmental, and social standards requirements of these funds, which requires significant investment and is often beyond the reach of medium and small organizations. Similarly, CSOs can benefit from the funds as an implementing entity (IE) by partnering with a nationally accredited entity or an international access entity to propose and implement a project funded by the GCF, AF, or GEF. However, again, this requires organizations to be sufficiently organized and capable of meeting the aforementioned standards.

Thus, to date, few CSOs have access to these funds in Senegal. For example, regarding the Green Climate Fund (GCF), currently, only Enda Energie, Enda Ecopop, Concept, the IUCN, and RAD1 are beneficiaries within the civil society in Senegal. Furthermore, Senegal received funding from the Adaptation Fund for a project on coastal erosion adaptation in 2010 – Enda Energie supported the project from its inception and during its implementation by the CSE, the DEEC, a CSO (Green Senegal), and a CBO (Dynamique Femmes^{xx}).

Indeed, the funds associated with these sources could provide substantial means of action for civil society. Indeed, among eight West African countries (Senegal, Mauritania, Mali, Burkina Faso, Niger, Ghana, Nigeria), which received a total of \$11.7 billion USD in international public climate finance between 2013 and 2019, Senegal ranks second in absolute terms (\$375 million USD/year) and first in per capita terms (\$22.5 USD/pp)^{xxi}.

Furthermore, the CSOs accredited to the GCF are also mandated to participate in the implementation of NDC policies, the Country Program and the Partnership Plan of the GEF's policies and strategies in the country. Enhancing the skills of Senegalese CSOs in accessing this type of funding could therefore also strengthen their capacity to contribute to climate governance in Senegal in general. It should be noted that as part of a project in partnership with German Watch, Enda Energie recently worked on strengthening civil society's access to the GCF, during which a manual («toolkit») was developed in 2019 aimed at civil society for enhanced engagement with the GCF^{xxii}.

This lack of resources also affects the ability of many civil society⁸ actors to participate in international dialogues such as the COP conferences. While the Senegalese government funds the participation of an official delegation, civil society members not included in this delegation must advocate to international donors to finance their participation. For example, the CNTS has been participating in COP climate conferences since 2016 as part of the International Trade Union Confederation (ITUC) delegation, rather than as a member of the official Senegalese delegation.

It should be noted that the official Senegalese delegation includes civil society organizations that have accreditation to negotiate on behalf of the State of Senegal in various COPs (this is also the case within the official delegations of other states that may not necessarily have all the technical and negotiation capacities required within their administrations). Additionally, the state may grant accreditation to CSOs without giving them the right to negotiate.

3.3. RECOMMENDATIONS FOR ENHANCING THE INCLUSIVITY OF THE PROCESS OF DEVELOPING, REVISING, MONITORING, AND IMPLEMENTING NATIONAL CLIMATE PLANS

The recommendations presented in the following section aim to identify areas of work that would improve the inclusivity of civil society d in the processes and direct implementation

⁸ Beyond other funding mechanisms such as the Small Grants Programme of the Global Environment Facility (SGP-GEF), which also finances initiatives of local organizations and grassroots strategies implemented by CSOs for small amounts (up to a maximum of 50,000 USD), for example.

of the NDC. They are addressed to both i) **representatives of civil society** especially umbrella organizations or major national/international NGOs that often have extensive networks, skills, and substantial means of action; ii) **all actors involved in climate governance** in Senegal, who would collectively benefit from greater civil society inclusion in these processes. The recommendations are presented by differentiating actions to be taken regarding i) strengthening the capacities of CSOs to improve the appropriation of climate issues within civil society; ii) improving conditions conducive to CSO participation in NDC processes.

These recommendations have been developed taking into account the responses provided in the survey and individual interviews, thereby integrating points of importance for civil society (primarily) and other stakeholders interviewed (administration, development partners, etc.). They have been directly formulated by the consultants and have not yet been validated by the various stakeholders concerned

3.3.1. Recommendations to Enhance the Capacities of Civil Society Organizations for Climate Issue Ownership in Senegal

INFORMING AND TRAINING STAKEHOLDERS OF CIVIL SOCIETY AT THE TERRITORIAL LEVEL

The dissemination of information and the provision of training at the territorial level are key dimensions to ensure enhanced participation of stakeholders of Senegalese civil society from these territories. The mechanisms could draw on the experience of DyTAES in agroecology, for example, and thus enable:

- **Informing civil society organizations about the major challenges** faced by the country in relation to climate change, and explaining how Senegal is attempting to address these challenges through its national climate plans, particularly within the framework of the NDC and the NAP (when developed);
- **Bringing up local experiences of climate change and locally developed endogenous solutions** on the ground to ensure that the link can also be made by local actors between these experiences and the implications in terms of land use policies, agricultural policies, income generating

The establishment of information channels and training programs could be ensured by umbrella organizations already operating at the territorial level. This would involve:

- **Strengthening the capacities of these umbrella organizations** on climate change and the measures taken by the Senegalese government within its NDC, drawing on local research institutes and expertise;
- **Providing these organizations with the necessary resources for the deployment of these information and training programs** by mobilizing internal resources (the state budget within the framework of COMNACC) or external resources (via multilateral mechanisms for green financing or international funding mobilized for climate change in the country);
- **Targeting solid umbrella organizations in different localities in Senegal** and working with them to develop materials in local languages; and taking into account local contexts to disseminate information to all target groups (including women and youth).

- **Also, strengthening the capacities of CSOs operating in territories** to create general local awareness of climate issues and policies and provide local level actors with the capacities to relay accurate information from their field.

This inclusive and participatory approach would ensure better knowledge of the issues by umbrella organizations and better ownership of the subject at the community level. It would raise awareness of their participation in the implementation of these policies and stimulate their motivation to engage in consultations organized by existing mechanisms (mainly COMRECC).

ESTABLISHING A DYNAMIC MAPPING OF CSO INITIATIVES INVOLVED IN THE IMPLEMENTATION OF THE NDC

The collection of information on initiatives implemented by Senegalese civil society would feed into the counting of adaptation (mostly) and mitigation actions by the Senegalese government to meet the objectives set in its NDC, and would also give visibility and value to local endogenous actions in the fight against climate change. This could contribute to stimulating local participation and anchoring the NDC at this level.

In this regard, COMNACC, with the support of COMRECC, could pilot the realization of a mapping of these interventions on the scale of the various territories of Senegal. Making such a mapping available through an online platform could, for example, allow for visualizing an «Atlas of Solutions» accessible to all.

FACILITATING ACCESS TO CLIMATE FINANCING FOR UMBRELLA ORGANIZATIONS IN THEIR INTERVENTION WITH COMMUNITY ORGANIZATIONS

Umbrella organizations or medium-sized NGOs/CSOs operating in Senegal should be supported to have the capacity to meet the requirements of financing mobilized by donors on the theme of green multilateral financing, in order to both strengthen themselves on climate change issues and NDC processes. This would also enable them to deploy their training and information activities among grassroots community organizations (GCOs).

These organizations could also support GCOs in accessing appropriate financing for the direct implementation of their actions.

This should be linked to the principles of local adaptation, developed by the Global Commission on Adaptation (GCA) and presented at the 2021 Climate Adaptation Summit. These include, notably, «giving local institutions and communities more direct access to funding and decision making power on how adaptation actions are defined, prioritized, designed, and implemented, as well as how progress is tracked, and success evaluated» (principle 1). Principle 3 also provides for «simpler access modalities» to financing, and «longer-term and more predictabl»^{xxiii}.

CREATING DEDICATED CONSULTATION INSTANCES FOR CIVIL SOCIETY

The creation of spaces dedicated to civil society or, as a priority, capitalizing on existing spaces could enable civil society to collaborate on collective advocacy strategies to influence other stakeholders on CDN trajectories or the follow-up of its implementation. This level of consultation could allow civil society to express its priorities and identify areas of work, for example, concerning sectors of the CDN with the most potential impact on grassroots communities (such as Integrated Coastal Zone Management policy or energy mix for the development of land-intensive renewable energies); or the monitoring of the implementation of priority CDN provisions for CSOs (such as coastal zone adaptation, for example). It seems important for these dedicated spaces to exist in addition to multi-stakeholder consultation spaces.

These spaces could also facilitate dedicated time for exchange and knowledge production on climate issues, for example, by piloting thematic studies on collectively identified priority issues.

PROMOTE THE PARTICIPATION OF SENEGALESE CIVIL SOCIETY IN INTERNATIONAL FORUMS

The participation of representatives of Senegalese civil society in international dialogue forums such as COPs should be strengthened. The direct participation of such organizations offers visibility to messages directly conveyed by civil society. It also allows civil society organizations to directly engage with their counterparts from other countries. These forums have a dual purpose of expression and knowledge sharing for CSOs.

Participating organizations, necessarily of limited number, could organize to convey identified collective messages decided upon in the aforementioned national civil society consultation instances and act as ambassadors for other Senegalese organizations on these occasions. **Directly participating organizations should ensure representation of Senegalese civil society** at both national and territorial levels, as well as of particularly vulnerable groups to climate

change such as women and youth. Supporting such participation should be facilitated through resources available to the Senegalese delegation as well as through dedicated budget lines, potentially funded by other partners.

PROMOTING INTERNATIONAL NETWORKS OF CIVIL SOCIETY

Senegalese civil society organizations should be able to strengthen their connections to international citizen networks such as the Climate Action Network (CAN) International^{xxiv} or the Global Network of Civil Society Organizations for Disaster Reduction (GNDR)^{xxv}, operating within the framework of global climate governance, both during COPs and beyond, in order to participate in these collective and learning rich dynamics.

3.3.2. Creating conditions for enhanced civil society participation in consultative processes

DECENTRALIZING CONSULTATION PROCESSES AT THE TERRITORIAL LEVEL

Consultation processes should be decentralized at the territorial level to allow for effective physical participation of local civil society organizations. The framework of COMRECC seems to be a suitable scale to ensure this participation provided that they have the means to fulfill their role more systematically and have their operating budgets effectively available (see section 3.3.2.3).

A decentralized approach enhances the inclusivity of processes. In a 2022 report discussing the impacts of the Covid-19 health crisis on the elaboration processes of CDN in several West African countries, ECOWAS notably mentions the example of Guinea, where «the broadest inclusivity was observed despite the health context»^{xxvi}. Indeed, beyond a launch workshop in Conakry and consultations in various ministerial departments, the document indicates that workshops were organized in the seven regions of Guinea, and an online survey was circulated to gather the opinions of civil society on the CDN and their understanding of climate changes in Guinea^{xxvii}.

However, this kind of approach **does not necessarily require involving all members of local civil society** and grassroots organizations **but rather would benefit from relying on a few key structures**, which could receive more reinforcement to play a federating/disseminating role.

CREATE LOCAL FORUMS FOR EXCHANGE AND LEARNING ON CLIMATE CHANGE

The aforementioned awareness-raising and information operations could lead to the creation of local forums for exchange, sharing, learning, and innovation among members of local civil society, grassroots communities, as well as local authorities and administration representatives.

Similar to the locally established DyTAEL forums on Agroecology, «climate forums» could be created in different localities to catalyze local learning in order to feed into national policies. Following the model of agroecology days, «climate days» could then be established at the national level, involving national authorities—via COMNACC for example—to disseminate and share learnings among all relevant stakeholders.

CONSIDERABLY INCREASING THE RESOURCES ALLOCATED TO BODIES RESPONSIBLE FOR CLIMATE POLICY CONSULTATION PROCESSES, INCLUDING THE NDC

National budgets allocated for the functioning of COMNACC and COMRECC should be effectively mobilized. Indeed, the lack of resources for COMNACC and COMRECC limits their capacity for action, including the participation of their members and the ability to organize meetings or commission certain studies.

Certain initiatives by these organizations to allocate budgetary portions from «projects» funded by donors to address these difficulties seem to provide some capacity for action but remain insufficient considering their needs. In particular, these budgets are necessary to facilitate the participation of medium and small civil society organizations whose members volunteer and therefore do so at the «expense» of their professional activities (unlike larger organizations which can more easily assign salaried staff to these instances by designating them as focal points).

It seems essential to maintain the functionality of COMRECC by implementing a resource mobilization strategy involving and engaging all partners operating in the regions' territories, as well as potentially state funding. Such options would reduce COMRECC's dependence on project interventions and contribute to making them reference frameworks for all climate interventions at the regional level.

CLARIFY THE CONTOURS AND FURTHER DISSEMINATE ELEMENTS RELATED TO THE MONITORING AND EVALUATION SYSTEM OF THE ADAPTATION COMPONENT OF THE CDN

Communication about the establishment of a monitoring and evaluation system for the adaptation component of the CDN, thanks to the support provided to the Senegalese government—via the DEEC—by the AFD within the AdaptAction initiative, remains limited, and the actors interviewed have indicated a desire for more transparency regarding this process. This could indeed help define a common basis, including aggregate indicators on which CSOs implementing activities contributing to the CDN could report, so that these activities are effectively counted. The development of this component seems essential in the perspective of an evaluation and upcoming revision of Senegal's CDN, especially since at present, only activities stemming from state programs are taken into account—and sometimes not systematically. A follow-up to the support provided by AdaptAction to DEEC in connection with this M&E system is planned within a second phase of AFD's program, according to the interviewed actors.

Lastly, with a view to making national climate plans more inclusive, such a system could in the future integrate indicators related to the participation of civil society in the direct implementation of mitigation and adaptation actions contributing to the CDN and/or the NDC.

CONTINUE TO STRENGTHEN THE INTEGRATION OF CLIMATE CHANGE INTO SCHOOL CURRICULA

Continuing interventions aimed at integrating climate change issues at different stages of the education curriculum is crucial for raising awareness among future citizens and also strengthening local skills in combating climate change. Following, for example, the model of activities carried out within AdaptAction, the education system should be strengthened at the

elementary, primary, and secondary levels, vocational training, as well as universities and higher education institutions.

In this perspective, a UN CC:Learn report⁹ (2018) notably cites the example of Ghana, where different ministries and agencies have collaborated to promote the development of climate change (and green economy) training in the country: «As part of the implementation of the Ghana National Learning Strategy on Climate Change and Green Economy, the Ministries of Environment, Science, Technology and Innovation, as well as the Environmental Protection Agency and Ghana’s education services have made significant arrangements to integrate climate change and the green economy into school curricula. The curriculum review is completed for all primary education subjects. Higher level programs are currently under review, and additional teaching materials are being developed.»^{xxviii} The report also emphasizes the importance of considering the capacities developed by business associations or CSOs in developing such training^{xxix}.

⁹ The UN CC:Learn partnership was launched in 2009 at the initiative of United Nations agencies with the aim of encouraging and promoting effective, sustainable, and results-oriented learning in the fight against climate change and related development challenges. At the national level, UN CC:Learn assists countries in addressing relevant learning priorities identified in their NDCs and NAPs by developing and implementing climate change learning strategies in collaboration with national education and training institutions. The UN CC:Learn partnership is currently active in 30 countries. UN CC:Learn is funded by the Swiss government, UN partners, and other national partners. The secretariat of UN CC:Learn is hosted by the United Nations Institute for Training and Research (UNITAR).

4. APPENDIX

4.1. LIST OF INTERLOCUTORS INTERVIEWED (INDIVIDUAL INTERVIEWS)

Category of Interlocutor	Organization	Position	Name	Date	Region
3	Regional Partnership for Marine Conservation (PRCM)	Fisheries Manager	Mamadou Kebe	9/14/2023	Dakar
3	National Council for Rural Representation (CNCR)	Focal Point	Ousseynou Ka	9/18/2023	Dakar
1	National Committee on Climate Change (COMNACC)	Focal Point for the "Development and Technology Transfer" Working Group	El Hadji Diop	9/20/2023	Dakar
3	Solidarity - Action - Development (SADEV)	Director	Pape Gorgui Gueye	9/21/2023	Kédougou
3	Association for the Preservation and Valorization of Moringa (APVM)	Director	Abdourahmane Sy	9/22/2023	Matam
3	Youth Volunteers for the Environment (JVE)	Member of the Executive Board	Mamadou Lô	9/22/2023	Dakar
3	Association for the Valorization of the Environment and Coastlines (AVEC)	Association Secretary	Nogaye Ndoeye	9/25/2023	Dakar
3	Climate Action Group	National Coordinator	Dieynaba Sarr	9/26/2023	Dakar
3	DyTAES / Enda Pronat	DyTAES Secretary	Absa Mbodj	9/29/2023	Dakar
1	DEEC / UGP PNA-FEM	Focal Point PNA FEM	Gabriel Ndiaye	10/4/2023	Dakar
1	DEEC / CC Division	Mitigation Focal Point	Fatma Niang Ndiaye	10/5/2023	Dakar
3	National Confederation of Senegalese Workers (CNTS)	Environment & Climate Change Focal Point	Babacar Sylla	10/6/2023	Dakar
2	Natural Justice	West Africa Director	Sokhna Die Ka	10/6/2023	Dakar
2	Save the Children	Technical Advisor - Climate Change	Mamadou Touré	10/11/2023	Dakar
1	COMNACC	Director of the Adaptation Working Group	Pr Boubacar Fall	10/11/2023	Dakar

3	Citizen Association for Development (ACD)	Association Member	Yancouba Diédhiou	10/12/2023	Ziguinchor
3	Council of Non-Governmental Organizations Supporting Development (CONGAD)	Stakeholder in the Environment and Development Commission	Issa Ndiaye	10/12/2023	Dakar
1	National Assembly	Member of the Environment, Sustainable Development, and Ecological Transition Committee; Member of REPES	Ayib Daffé	10/12/2023	Dakar
1	National Renewable Energy Agency (ANER)	Monitoring and Evaluation Assistant in the Study and Planning Unit	Fatou Ndiaye	10/13/2023	Dakar
3	Senegalese Council of Women (COSEF)	President	Rokhiatou Gassama	10/13/2023	Dakar
1	National Assembly	President of the Environment, Sustainable Development, and Ecological Transition Committee	Rokhaya Daba Diouf	10/17/2023	Dakar
1	National Assembly	Assistant to the President of the Environment, Sustainable Development, and Ecological Transition Committee	Mohammed Diedhiou	10/17/2023	Dakar
3	Enda Energie	Director	Emmanuel Seck	10/31/2023	Dakar
3	COMNACC / Enda Energie	COMNACC President	Libasse Ba	11/2/2023	Dakar
3	Enda Energie	Policy and Advocacy Manager	Aissatou Diouf	11/3/2023	Dakar
2	AFD	Adapt'Action for the Sahel Manager	Géraldine Tardivel	11/16/2023	Dakar

4.2. INTERVIEW GUIDES

The questionnaires were developed targeting three categories of interlocutors: representatives of administrations and political leaders (**category 1**); technical and financial partners (**category 2**); representatives of civil society (**category 3**).

Category of Interlocutors	Types of Interlocutors
Category 1	Representatives of administrations responsible for NDC and its implementation
	Representatives of consultative committees associated with NDC
	Representatives of key multilateral and bilateral donors
Category 2	Representatives of key multilateral and bilateral donors
	Representatives of international NGOs engaged in climate issues and operating in Senegal
Category 3	Local organizations and advocates for the rights of youth, women, and local communities
	Labor unions
	Private sector

The interviews were presented to various stakeholders, both in initial email contacts and at the start of the discussion, as follows:

« I work for Altai Consulting, a consulting firm working on climate change issues in Senegal, and we are currently conducting a study for Oxfam. Oxfam has been operating in Senegal since 1981 through various projects and programs, mainly implemented by national NGOs and community-based organizations. Oxfam operates in the environmental and climate sector following a Sahelian climate strategy that serves as a basis for intervention in Francophone West African countries. This strategy advocates for rights and promotes the economic and social empowerment of the most discriminated and climate affected individuals, especially women and youth. In 2023, Oxfam decided to develop a national climate justice strategy specific to Senegal. One of the ambitions of this strategy is to support civil society organizations in their contribution to the implementation of the Nationally Determined Contribution (NDC) in collaboration with various state representatives and all stakeholders involved in the process. It is within this framework that our mission is taking place, through Oxfam's launch of a study aimed at assessing the level of ownership and embedding of the NDC within Senegalese civil society. Given your role as [Representative of the administration / Active donor on climate related issues / Representative of civil society], we believe that your perspective on the matter would be very helpful to our study.»

The interviews were transcribed in writing in French

4.2.1. Questions for Category 1

Representatives of administrations responsible for the NDC and its implementation;

representatives of consultative committees associated with the NDC; and political leaders involved in the development and monitoring of the NDC.

Questions related to the development of NDCs

- Can you describe the process of developing NDCs in Senegal by presenting the key steps, the teams responsible for leading the process, and the parties consulted during the development process?
- In your opinion, what role should civil society representatives play in this process? What are the advantages and limitations of their participation?
- Who were the representatives involved? How were they chosen?
- Who were the representatives not involved? Why were they not chosen?
- How was their consultation organized / according to what arrangements (type of meeting, timing of meeting, support for participation, etc.)?
- In particular, in what language were the consultations organized?
- In particular, were consultations conducted at the territorial level, and not only in Dakar? In which regions were CSOs particularly involved? In which regions were they not involved?
- Were aspects related to NDC financing addressed during the consultations?
- Regarding indigenous populations, was a process of Free, Prior and Informed Consent (FPIC) used during the development of the NDC? Especially concerning NDC commitments that may impact their territories.
- How were civil society representatives informed of the final decisions resulting from the NDC development process?
- How is the link between the NDC and national frameworks (for example, the NAP) established? For example, how do CSOs contribute to the development of sectoral NAPs?

Questions relatives au suivi et à la mise en œuvre de la CDN

- Is there a monitoring mechanism in place for the implementation of the NDC?
- How do COMNAC and COMRECC work?
- What resources are available to these bodies to ensure their effective functioning, including civil society participation?
- What are the other bodies involved in monitoring the NDC?
- What arrangements are in place within these other bodies to ensure civil society participation in these monitoring processes?
- Which civil society organizations are particularly active and represented in the NDC monitoring bodies? How do CSOs contribute to monitoring NDCs and sectoral NAPs?
- Which organizations are missing? Why?
- In your opinion, what is the level of civil society participation in the implementation of Senegal's NDC? How could this be improved?

Questions relatives aux recommandations

- How can CSOs working on different sectors affected by climate change organize themselves to better participate in the implementation of the current NDC?
- How can CSOs from different sectors affected by climate change better organize themselves to participate in the development of the next NDC?
- In your opinion, what is the best approach for CSOs to collaborate with MEDD and COMNAC / with your ministry (or supervisory structure) / with local authorities?
- Do you have any recommendations / remarks to add?

4.2.2. Questions for Category 2

Representatives of key multilateral and bilateral donors; representatives of international NGOs invested in climate issues and operating in Senegal

Questions related to the development of NDCs

- Can you describe to your knowledge the process of developing NDCs in Senegal by presenting the key steps, the teams responsible for leading the process, and the parties consulted during the development process?
- Was your organization part of the consulted organizations? Or played a role in the organization/financing (or other) of the NDC development process?
- In your opinion, what role should civil society representatives play in this process?
- Do you know who the representatives involved were? How were they chosen?
- How was their consultation organized / according to what arrangements (type of meeting, timing of meeting, support for participation, etc.)?
- Were aspects related to NDC financing addressed during the consultations?
- To your knowledge, concerning indigenous populations, was a «FPIC» process used during the development of the NDC? Especially concerning NDC commitments that may impact their territories.
- How were civil society representatives informed of the final decisions resulting from the NDC development process?
- How is the link between the NDC and national frameworks (for example, the NAP) established?

Questions related to monitoring and implementation of the NDC

- Is there a monitoring mechanism in place for the implementation of the NDC?
- How do COMNAC and COMRECC work?
- What resources are available to these bodies to ensure their effective functioning, including civil society participation? Do you contribute to their financing / functioning?

- What are the other bodies involved in monitoring the NDC?
- What arrangements are in place within these other bodies to ensure civil society participation in these monitoring processes?
- Which civil society organizations are particularly active and represented in the NDC monitoring bodies? Which organizations are missing? Why?
- In your opinion, what is the level of civil society participation in the implementation of Senegal's NDC? How could this be improved?

Questions related to recommendations

- How can CSOs working in different sectors affected by climate change organize themselves to better participate in the implementation of the current NDC?
- How can CSOs from different sectors affected by climate change better organize themselves to participate in the development of the next NDC?
- What is the best approach for CSOs to collaborate with MEDD and COMNAC?
- How can civil society involvement and consideration of its contribution be improved in the development and monitoring process?
- What are the prospects for involvement, particularly in the context of the revision of Senegal's NDC? Of the publication of the NDC results scheduled in Dubai?
- Do you have any recommendations / remarks to add?

4.2.3. Questions for Category 3

Local organizations defending the rights of youth, women, and local communities; trade unions; and the private sector.

Questions related to the development of NDCs

- Can you describe in your opinion the process of developing NDCs in Senegal by presenting the key steps, the teams responsible for leading the process, and the parties consulted during the development process?
- In your opinion, what role should civil society representatives play in this process?
- Who were the representatives involved? And do you know how these representatives were chosen? Were you part of the associated representatives?
- If not: Why?
- If yes: How was the consultation organized / according to what arrangements (type of meeting, timing of meeting, support for participation, etc.)?
- Did the consultations meet the conditions favorable to your participation (did you have to travel? if yes, how did you travel and with what funding? was the consultation conducted

in your language)?

- What were the questions on which you were consulted – particularly were aspects related to NDC financing addressed during the consultations?
- [Regarding representatives of indigenous populations] Do the NDC commitments directly impact your territory? Was a process of Free, Prior and Informed Consent (FPIC) used during the development of the NDC?
- Were you informed of the final decisions resulting from the NDC development process? How was the information disseminated?

Questions related to monitoring and implementation of the NDC

- Do you know if a monitoring mechanism for the NDC is in place?
- Do you know what COMNAC and COMRECC are?
- Do you participate in any of these instances? Or any other consultation body related to NDC monitoring? If not, why?
- If yes, are the conditions met for you to participate effectively in the exercise? (do you have to travel? If yes, how do you travel and with what funding? do the monitoring mechanisms provide for intervention in your language?)
- In your opinion, what is the level of civil society participation in the implementation of Senegal's NDC? How could this be improved?

Questions related to recommendations

- Would you like to be more involved in the NDC development / revision or monitoring processes?
- How could your participation be facilitated?
- Are you informed of current news related to the NDC? (Revision of the NDC? publication of the NDC results scheduled in Dubai?)
- Do you have any recommendations / remarks to add?

4.3. CONTENT OF THE ONLINE SURVEY

The online survey (administered via Google Forms) was sent to almost all of the CSOs registered in the database provided by Oxfam, as well as to the targeted interviewees for individual interviews, between September and October 2023.

In total, 50 contributions were received and analyzed by Altai

To avoid confusion among organizations that were both recipients of the survey and targeted for individual interviews, Altai sent a clarification email to these organizations, first introducing the study and the request for an interview, and then proposing to relay the online survey to other members of their organization (or externally if relevant).

A few **semi-structured questions** were positioned before the space devoted to spontaneous contribution:

- Check the box corresponding to your type of organization: Category 1, 2, or 3 (see above).
- Can you introduce us to your organization and the role you occupy there?
- What is your level of knowledge of Senegal’s NDC and the political, legislative, and institutional instruments associated with it?
 - Multiple-choice response: no knowledge; limited knowledge; good knowledge; very good knowledge
- What was your role / your organization’s role in the development and monitoring of the implementation of the 2020 NDC?

Spontaneous contribution:

- In your opinion, to what extent has civil society been involved in the process of developing and monitoring the implementation of the 2020 NDC?
- If this involvement is considered insufficient: how to improve it? By what means?
- How can CSOs working in different sectors affected by climate change better organize themselves to participate in the implementation of the current NDC? and its revision?
- In particular, how to promote increased involvement of women and youth?
- Any other recommendations and/or remarks.

4.4. DOCUMENTS CONSULTED

Organization	Date	Document title
Africa NDC Hub	2021	Le parcours des CDN en Afrique et l’impératif de l’innovation en matière de financement climatique. Un rapport de la plateforme africaine pour les CDN – Africa NDC Hub – pour la COP26. Africa NDC Hub. 2021.
CDKN & Ricardo	2016	Planifier la mise en œuvre de la CDN, Guide de démarrage rapide, Manuel de référence
ECOWAS	2022	Revue de capitalisation, Histoire de CDN en Afrique de l’Ouest, Innovations et bonnes pratiques en matière de méthodes de concertation pour établir les priorités et objectifs des contributions déterminées au niveau national (CDN) dans un contexte de Covid-19
Enda Energie	2021	Note de position - Glasgow : une étape charnière pour relever les ambitions
Enda Energie	2022	COP27 : le moment de la justice climatique et des communautés vulnérables - note de position
Enda Energie (Sécou Sarr & Samba Fall)	2022	<i>Just Energy Transitions and Partnerships in Africa : a Senegal case study</i>
German Watch	2019	<i>Engaging with the Green Climate Fund – A Civil Society Toolkit</i>

ICAT	2021	Rapport général de l'étude sur la mise en place d'un système de Mesure, Notification et Vérification (MNV) de la CDN du Sénégal
Ndione Ousseynou	2023	[Draft] Projet de mobilisation de ressources de fonds verts multilatéraux au Sénégal
Oxfam	2022	Approche stratégique sur le changement climatique 2020-2030 en Afrique de l'Ouest
Oxfam	2022	Les financements climat en Afrique de l'Ouest : Évaluation de l'état des financements climat dans l'une des régions les plus vulnérables au climat dans le monde
Oxfam	2023	Termes de référence - Processus participatif de diagnostic-action sur les opportunités et les barrières d'accès aux financements climat au Sénégal
Oxfam	2023	[Draft] La perception du changement climatique au Sénégal
UNDP	2019	Améliorer les CDN : un guide pour le renforcement des plans nationaux pour le climat d'ici 2020
POSCO-Agenda 2030	2018	Contribution de la société civile au rapport national de suivi de la mise en œuvre des ODD
Republic of Senegal	2020	Contribution déterminée au niveau national (CDN) du Sénégal
Republic of Senegal	2021	Décret n° 2011-1689 du 3 octobre 2011 portant création du Comité national sur les Changements climatiques
Republic of Senegal, MAER, PNA-FEM	2021	Analyse des lacunes en matière d'intégration de la dimension changement climatique dans l'élaboration des lettres de politiques sectorielles de développement (LPSD) : agriculture, infrastructures, inondations et santé - Rapport sectoriel Agriculture
Republic of Senegal, MEDD, PNA-FEM	2021	Analyse des lacunes en matière d'intégration de la dimension changement climatique dans l'élaboration des lettres de politiques sectorielles de développement (LPSD) : agriculture, infrastructures, inondations et santé - Rapport sectoriel Infrastructures de transports terrestres
Republic of Senegal, MEDD, PNA-FEM	2023	Etude de vulnérabilité du secteur de l'agriculture face aux changements climatiques et options d'adaptation
Republic of Senegal, MEDD, PNA-FEM	2023	Etude de vulnérabilité du secteur de la santé face aux changements climatiques et options d'adaptation
Republic of Senegal, MEDD, PNA-FEM	2023	Etude de vulnérabilité du secteur des infrastructures routières face aux changements climatiques et options d'adaptation
Republic of Senegal, MEDD, PNA-FEM	2023	Etudes de vulnérabilité approfondie aux changements climatiques des secteurs de l'agriculture, de la santé, des infrastructures de transport terrestre et des inondations - région de Saint-Louis

Republic of Senegal, MEDD, PNA-FEM	2023	Etudes de vulnérabilité approfondie aux changements climatiques des secteurs de l'agriculture, de la santé, des infrastructures de transport terrestre et des inondations - région de Kaffrine
Republic of Senegal, MEDD, PNA-FEM	2023	Etudes de vulnérabilité approfondie aux changements climatiques des secteurs de l'agriculture, de la santé, des infrastructures de transport terrestre et des inondations - région de Matam
Republic of Senegal, MEDD, PNA-FEM	2023	Etudes de vulnérabilité approfondie aux changements climatiques des secteurs de l'agriculture, de la santé, des infrastructures de transport terrestre et des inondations - région de Ziguinchor
Republic of Senegal, Ministry of Health and Social Action, PNA-FEM	2021	Analyse des lacunes en matière d'intégration de la dimension changement climatique dans l'élaboration des lettres de politiques sectorielles de développement (LPSD) : agriculture, infrastructures, inondations et santé - Rapport sectoriel Santé
Republic of Senegal, Ministry of Water and Sanitation, PNA-FEM	2021	Analyse des lacunes en matière d'intégration de la dimension changement climatique dans l'élaboration des lettres de politiques sectorielles de développement (LPSD) : agriculture, infrastructures, inondations et santé - Rapport sectoriel Inondations
Republic of Senegal, UNDP, FEM	2023	Evaluation finale du Projet d'appui au Plan National d'Adaptation (PNA) du Sénégal
RESNAT-Valeur	2022	Cartographie et analyses des structures et initiatives à fort impact sur la CDN foresterie (projet DIAPOL-GIZ)
UNCC Learn	2018	Note d'Orientation pour le développement d'une stratégie nationale d'apprentissage sur les changements climatiques, Renforcement des ressources humaines et des compétences en faveur de l'accélération des Contributions déterminées au niveau national (CDN) et des plans nationaux d'adaptation (PNA)

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