



# HARMONISING AND MANAGING INTER-SECTORALITY: THE ELABORATION OF 'ENVIRONMENT AND SUSTAINABLE DEVELOPMENT SECTORAL STRATEGIES' (SEDDS) IN SENEGAL

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**ACTION AREA:** Cross-cutting

**FOCUS AREA:** Engaging

**COUNTRY:** Senegal

## SECTORS

**INVOLVED:** Cross-sectoral

**TIMEFRAME:** 2017-2022

**CASE SUMMARY:** The idea of developing 'Environment and Sustainable Development Sectoral Strategies' (SEDDs, in its French acronym) in Senegal was born from the observation that climate change, sustainable development and the environment were at best weakly considered in sectoral policies. Therefore, the West African Economic and Monetary Union conducted a study in 2011 to help existing consultation policy frameworks mainstream these topics in sectoral policies.

In Senegal, the Ministry of Environment and Sustainable Development (MEDD, in its French acronym), through its 'Study, Planning and Monitoring Unit', and the Netherlands Cooperation Fund also conducted an evaluation study of the frameworks for cooperation, which highlighted the operational difficulties in mainstreaming these topics.

Through its integrated vision, the SEDDs represent a tool for defining the orientations and priorities for mainstreaming environment, sustainable development and climate change in a given sector, and thus manage inter-sectorality. In Senegal, the SEDDs aim to develop a sectoral version of the national orientation in these three areas. One of the major objectives is to establish an inventory of the current situation in terms of the integration of 'environment' and 'climate change' aspects in sectoral policies, with a view to produce high-quality strategic documents developed in a participatory manner. Another major goal of the SEDDs is to contribute to the establishment of effective planning tools for sustainable environmental management in sectoral ministries.

The SEDD preparation process is planned to be supported by the Grand Duchy of Luxembourg under the Bilateral Cooperation Program, notably the Indicative Cooperation Program (PIC, in its acronym in French), for the period 2018-2022. The SEDDs constitute a good practice as they are innovative and replicable in nature, driven by the stakeholders themselves, and spurring inter-sectoral cooperation and learning.





**BACKGROUND:** Like most developing countries, Senegal is a low greenhouse gas emitting country, but at the same time constantly confronted with the adverse effects of climate change. With a coastline of about 700 km, Senegal is affected by sea-level rise, leading to coastal erosion, saline intrusion into agricultural land, salinisation of water resources and destruction of infrastructure. Agriculture, livestock farming, fisheries, tourism and health are particularly affected, hampering efforts to combat poverty (Ministère de l'Environnement et de la Protection de la Nature and CSE, 2010).

Despite significant progress made in recent years in the areas of climate change and (sectoral and developmental) planning, the legal, institutional and operational frameworks for systematic mainstreaming and better management of climate change considerations need to be strengthened for greater effectiveness. Since 1999, Senegal has developed several strategies in compliance with its commitment made under the United Nations Framework Convention on Climate Change (UNFCCC) objectives by integrating the climate change dimension into its economic and social development policy. The country developed its National Adaptation Programme of Action (NAPA) in 2006, which proposes adaptation measures based on a programmatic approach and defines the role of policy makers (see MEDD, 2006). Prior to COP 21 in Paris, Senegal defined its Intended National Determined Contribution (INDC), which lays out the intended contribution of all sectors to reduce greenhouse gas emissions. Senegal details a portfolio of measures to reduce greenhouse gas emissions by 21% by 2030, conditional upon international finance estimated at USD 5 billion (République de Sénégal, 2015). Since 2017, the country has been committed to the development and implementation of its National Determined Contribution (NDC). This strategy is currently the overarching instrument that frames Senegal's climate action.

In addition to the reference documents relating to the UNFCCC (reports of the national strategy for the implementation of the convention, the national strategy for sustainable development, the national communications, the National Adaptation Programmes of Action, the Technology Needs Assessment (TNA), the Intended Nationally Determined Contribution, etc.), strategic documents for economic and social development were prepared by Senegal. The main development strategy document is the country's Plan for an Emerging Senegal which includes all priorities in terms of socio-economic and environmental development. Indeed, this plan constitutes the strategy launched in 2012 to boost economic growth, effectively taking sustainable development into account. It is in this context that a National Sustainable Development Strategy (MEDD, 2015a) was developed, which constitutes a reference framework for government action and a unifying document that reflects the country's commitment to the fundamental principles of sustainable development. At the sectoral level, sector development policy letters which determine the development priorities of the different sectors have also been developed (for example, see MEDD, 2015b).

As part of the implementation of the Indicative Cooperation Program (PIC III and IV) between Senegal and the Grand-Duchy of Luxembourg, the MEDD, through the Directorate of Planning and Environmental Monitoring (DPVE, in its French acronym), has launched the SEDD development process. The implementation of this process is the result of the global analysis of sectoral policies related to climate and sustainable development. The analysis has shown that climate change is not very present and, even if it is mentioned, no specific practical guidance is generally provided to address it. The analysis, which is an inventory of the projects and programmes of the sectors involved (environment, health and vocational training), allowed to initiate a number of institutional reforms.

In this context, the idea of elaborating the SEDDs was born to for a better mainstreaming of climate change in government policies. The SEDDs, in line with national priorities, are part of a joint effort between different sectoral ministries and the MEDD to create the political and technical conditions necessary for a concerted and coherent management of issues related to the environment, climate change and the principles of sustainable development.

**ACTIVITIES:** ————— The implementation of the SEDDs is being realised in two successive phases: The launch phase of the process runs from 2017 to 2019, and the implementation phase of the SEDD runs from 2019 to 2022. As part of developing and planning for the implementation of the SEDDs, the following activities have been conducted:

- **CAPACITY BUILDING OF ENVIRONMENTAL EXPERTS:** As part of the process of developing the SEDDs, Senegal's environmental experts (including those from the Luxembourg Cooperation (Lux Dev) and DPVE) have received training to build capacity for the integration of climate change into sectoral policies. This training was organised in Ouagadougou by the Consortium for Economic and Social Research (CRES). CRES is a research organisation established in Dakar and created by a group of teacher-researchers with the mission of contributing to strengthen research and analysis capacities in economic and social sciences as well as to assist in decision-making on economic and social issues.
- **DEFINING THE ToR:** Partnering up with the Senegal-Luxembourg Bilateral Cooperation Program (PIC), the MEDD organised a workshop to validate the Terms of Reference (ToR). The goal was to define the framework and standard ToR for the elaboration of the SEDDs, taking into account the specificities of each sector. The draft ToR were prepared by the DPVE and submitted for improvement to key stakeholders (mostly actors from the different ministries involved – health, education and vocational training, water and sanitation, among others) during the workshop.
- **ESTABLISHING A ROADMAP AND ACTION PLAN FOR SEDD:** A planning workshop was organised by the MEDD, during which the validated ToRs were translated into a roadmap and action plan. The action plan and roadmap reflect the operational part of the SEDDs as well as the implementation modalities. The action plan allows to achieve operational objectives through priority axes. It will be reviewed and validated by an inter-sectoral committee to monitor implementation. For each action envisaged, a budget is also provided for.
- **INSTITUTIONALISATION OF MINISTERIAL FOCAL POINTS:** 'Environment and Sustainable Development' focal points have been appointed within the ministries. The focal points coordinate with each other through pilot committees that are meeting regularly.
- **REVIEW AND ADOPTION OF THE FINAL STRATEGIC DOCUMENT:** Regular meetings were held between stakeholders and allowed for the review and adoption of the final document of the standard ToR for the elaboration of the SEDDs. This final document presents the action plan, the roadmap and the format of the different strategies. Each sector concerned will use this document as a basis for developing its own SEDD. At this time, two sectors (health and vocational training) also covered by the Luxembourg Indicative Cooperation Programme adopted this document and will implement their SEDD. Lead sectors will be responsible for the implementation of SEDD strategies and the integration of measures identified in the action plan. They will be assisted by the donor LUX DEV and the implementing partner MEDD to this end.



## INSTITUTIONS

### INVOLVED:

#### • **GOVERNMENT AGENCIES:**

- Ministry of Environment and Sustainable Development (MEDD)
- Other Directorates of the Ministry:
  - i) Directorate of Environment and Classified Establishments (DEEC, in its French acronym)
  - ii) Directorate of Green Financing and Partnerships (DFVP, in its French acronym)
- Center for Environmental Education and Training (CEFE, in its French acronym)
- Ministry of Health and Social Action (MSAS, in its French acronym)
- Ministry of Professional Training of Handicrafts and Apprenticeships (MFPAA, in its French acronym)

- **IMPLEMENTATION PARTNER:** Directorate of Planning and Environmental Watch (DPVE, in its French acronym)

- **OTHER INSTITUTIONS:** Luxembourg Cooperation Agency (Lux Dev) / CRES

### COOPERATION WITH:

The process is in a pilot phase and later aims to open up to additional actors, including umbrella organisations, private companies, etc.

### FINANCE:

The Luxembourg Cooperation Agency (Lux Dev) provides FCFA (African financial community currency) 10 to 15 million or USD 17,459 to 25,189 for the organisation of workshops and events, based on the conversion rate of USD 1 = FCFA 584,14.

Costs related to implementation amount to 1.5 and 2% of the budget of each sector for the strategy. The resources required to implement the action plans are calculated on the basis of the average annual budget allocated to the sector by the government of Senegal. The SEDD budget corresponds to 1.5 to 2% of this average annual budget calculated on the basis of budgetary allocations of several years.

### IMPACT OF ACTIVITIES:

The projected impacts with regards to the SEDDs are the following:

- **GREATER SENSITIVITY OF POLICIES AND STRATEGIES TO ENVIRONMENTAL AND CLIMATE ISSUES:** The different sectoral strategies effectively take into account the environmental and climate related objectives, indicators, etc.
- **GREATER ATTENTION TO THE PROCESS BY ACTORS AND OFFICIALS IN OTHER SECTORS:** This will lead to the emergence of more resilient sectors that are better prepared to respond to the real missions of public services (health, training, etc.).
- **ENHANCED INTER-SECTORAL DIALOGUE:** The process of formulating and implementing the SEDDs between the MEDD and other ministries in Senegal has led to enhanced communication between the sectors.
- **ENHANCED SUSTAINABILITY IN THE USE OF INFRASTRUCTURE AND NATURAL RESOURCES FOR THE PRODUCTION OF GOODS AND SERVICES:** Equipment, grey and green infrastructure and processes will take climate change into account and be selected according to their adaptive potential.

## WHY IS IT

- GOOD PRACTICE:** ————
- **INNOVATION:** Previously, more generic approaches were used when considering climate change in sectoral strategies. Earlier frameworks approaches had shown limitations when it comes to mainstreaming climate change. In addition, the priority was to follow the prescriptions of international agreements, which are preconditions to financing. The strategy developed for the SEDD is inherently driven by the sector itself and integrates the principles of development as well as environmental and climate issues. Thus, it is an innovative process, driven by stakeholders themselves.
  - **REPLICABILITY:** The whole process is documented, the approach is standardised through the establishment of the ToR, and the planning resources used are financially viable. These factors will substantially ease the replication of the SEDD development for other sectors in the future.
  - **INTER-SECTORAL COOPERATION:** By incorporating climate change, environmental and sustainable development considerations into the different sectors and the enhanced coordination across the latter in that regard, the SEDDs represent an instrument that spurs communication and greater understanding for these issues among all stakeholders involved.

- SUCCESS FACTORS:** ————
- **STAKEHOLDER PARTICIPATION:** The development of SEDDS is based on a proactive approach taken by key stakeholders on the national level. No law has been prescribed in this sense. The idea comes from a real awareness of the importance of environmental issues, but also the perception that taking into account the climate and the environment can present opportunities and not necessarily constraints for Senegal.
  - **LEADERSHIP AND POLITICAL COMMITMENT:** The key element without which the strategy would not have been achieved is the commitment and ownership of the ministries. Particularly notable in that regard is the Ministry of Health as the key player. Indeed, the Ministry of Health's vision is consistent with that of the sector strategies and takes into account resilience to climate change, which contributes to significantly improving the health system's response capacity. Also, the DPVE plays a unifying role in the stakeholder inclusion process and contributes to the visibility of the project. The fact that the project was hosted by DPVE at the Ministry of Environment facilitated the necessary interactions.



**OVERCOMING BARRIERS / CHALLENGES:** —————

**WHAT WERE THE MAIN BARRIERS / CHALLENGES TO DELIVERY?**

**SOCIO-CULTURAL:**

Institutions are averse to change due to their fear of losing status. Therefore they tend to stay within their comfort zones.

**INSTITUTIONAL:**

Developing the SEDD process has not been prescribed by environmental codes or conventions.

**HOW WERE THESE BARRIERS / CHALLENGES OVERCOME?**

The established focal points identified and addressed these resistances with diplomatic skills, tact and through dialogue. At the same time, the development of a concept note provided an opportunity to gather views and have an inclusive approach from beginning to end. Officials have been duly appointed.

Prescribed measures don't work sometimes. It is therefore necessary to build a case showing that what is not mandated by law is still important and worthwhile achieving. Thus, the documents were validated, the process was documented, and the advocacy developed. As soon as the process is completed, there will be a thematic group composed of the main partner organisations for each sector. The idea will be to ask partners to advocate for the development of the sector strategy document. For example, if the agriculture sector is the driving force behind the strategy, the DPVE will support it in the process. Similarly, sectors were encouraged to work with their own partners and the MEDD to develop and enhance synergies.

**LESSONS LEARNED:** —————

- **INVOLVE THE KEY ACTORS FROM THE BEGINNING:** The process would have gained in time and maturity if a multi-stakeholder committee (composed of the MEDD, other directorates and partners) had been set up to support the project and to address any deficiencies from the beginning.
- **EMPHASISE THE OPPORTUNITIES ARISING FROM SECTORAL STRATEGIES:** Stakeholders are more committed and enthusiastic when it comes to seizing opportunities (such as access to finance, access to better performing processes & equipment, etc.) than when it comes exclusively to managing constraints.
- **SELECT THE RIGHT VARIABLES FOR IN-DEPTH IMPLEMENTATION OF STRATEGIES:** Technical support, the involvement of high-level decision-makers and dialogue are necessary to implement certain policies and approach changes in depth.

**HOW TO REPLICATE THIS PRACTICE:** —————

- **ASSESS EXISTING APPROACHES FOR THE SUCCESSFUL INTEGRATION OF ENVIRONMENTAL ISSUES INTO SECTORAL POLICIES:** It is crucial to first take stock of national strengths and weaknesses and then to build on these strengths. One of Senegal's strengths is the strong political commitment to sustainable development, exemplified for example by the decision to hold an annual national conference on sustainable development to better define political and strategic orientations.

- **ESTABLISH A TECHNICAL DIALOGUE DIRECTLY WITH THE MAIN STAKEHOLDERS INVOLVED / AFFECTED:** It is important to give priority to a sectoral approach where actors to be involved are selected based on sectoral priorities. This allows for more effectiveness and efficiency in the implementation. However, the lead sector can collaborate with other related sectors/actors, particularly in the implementation phase.
- **ADOPT A PHASED APPROACH:** Start with formulating strategies for one or two sectors and then evolve gradually. Convince stakeholders of the desirability of a sectoral strategy by justifying the existence of a real added value.

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#### FURTHER KEY

##### RESOURCES:

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