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Poverty Reduction Strategy and Youth Employment In Senegal

by

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I. Introduction

Since the World Social Summit of Copenhagen, poverty has increasingly become a major focus of the development agenda. In Africa, skewed income distribution and poor economic performance over the years, together with such other aspects as high population growth, inadequate health and education facilities, environment degradation and unfavorable international economic order, have contributed to making poverty reduction an essential instrument for achieving sustainable development.

No doubt, there has been substantial improvement in the economic performance of Senegal in recent years. But it was by far insufficient to substantially reduce poverty. Actually, relatively high population growth of about 2.7 per cent per annum on the average, insufficient economy growth and the related low saving and investment rates are such that the demand for employment and social services, which are essential determinants of poverty, cannot be met. The international focus on poverty reduction in developing countries can be seen through three major steps that need to be highlighted. First, in the strategy adopted in March 1996 by the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD), on the role of development cooperation in “shaping the 21st century”, an important goal is to reduce by at least one half by 2015 the proportion of people living in extreme poverty in developing countries. This goal was in line with the 1995 Copenhagen Declaration and Program of Action for poverty eradication in the world. The DAC strategy was further translated by several Developed countries into national initiatives.

Another step is the realization, by the Bretton Woods institutions, of the need to simultaneously address the issues of growth and poverty reduction in the framework of their assistance. Accordingly, the concept of Poverty reduction Strategy Paper (PRSP) was agreed upon. Thus, for countries that are eligible to the Highly Indebted Poor Countries (HIPC) initiative, resources made available under the PRSP process will be used, together with domestic and other resources, for poverty reduction.

Finally, the Millennium Declaration of the United Nations General Assembly has also, among others critical issues, endorsed the objective of halving poverty in developing countries by the year 2015. In addition, the Millennium Assembly has underscored the need “to develop and implement strategies that give young people everywhere a real chance to find decent and productive work”.

No doubt promoting youth employment could have a potential impact on poverty reduction in developing countries in general and in Senegal in particular. The present report is therefore intended to assess the extent to which the PRSP process could contribute to achieving this objective. In chapter I, a review is made of the economic and social situation in Senegal, including the impact of major economic indicators on employment and poverty. In the second chapter, the Poverty Reduction Plan (PLP) and the Action Plan for Employment (PAE) are briefly reviewed and a critical analysis made of their design and implementation with respect to promoting employment, particularly among the youth. The third and last chapter relates to the PRSP process itself, particularly its areas of focus and its implementation and financing

modalities. In conclusion an assessment is made of the potential for promoting youth employment through the PRSP and the required policy instruments.

II. Economic And Social Situation

(a) The Senegalese economy

As in several other African countries, there was a renewed growth of the Senegalese economy which was sustained throughout the second half of the 1990s. After the “lost decade” of the 1980s and the continuing poor economic performance in the early 1990s, Gross Domestic Product (GDP) grew by 5.2 per cent, 5.1 per cent, 5.0 per cent, 5.7 per cent, and 5.1 per cent, in 1995, 1996, 1997, 1998 and 1999 respectively. However, because of the poor performance in the early 1990s, the average annual growth of per capita GDP was only 0.6 per cent in the 1990s, which was far from offsetting its continued decline during the 1980s by –1.7 per cent. In other words, the per capita income in 1999 was much below the 1980 level.

The recent good economic performance of the Senegalese economy is mainly the result of the tertiary sector, particularly telecommunications and tourism. As it can be seen in Table 1, the share of the tertiary sector in GDP has been consistently growing since 1996 to reach over 52 per cent in 1999. According to the most recent national data, the sector recorded annual growth rates of 5.1 per cent in 1995, 5.7 per cent in 1996, 8.7 per cent in 1997, 7.3 per cent in 1997, 8.5 per cent in 1998 and 4.3 per cent in 1999, with the sub-sectors of transport and telecommunications, and of tourism as leading sub-sectors. It should be noted that, in spite of both its share in GDP and its remarkable growth performance, the tertiary sector did not contribute to the diversification of the economy implying weak linkages with the primary and secondary sectors.

The secondary sector, predominantly chemical, groundnuts processing and oil refinery industries, is the second largest of the economy representing about 20 per cent of GDP. It has been growing by 11.7 per cent, 5.3 per cent, 5.9 per cent, 8.4 per cent and 7.2 per cent in 1995, 1996, 1997, 1998 and 1999 respectively. Like the tertiary sector, this sector has also little linkages especially with the primary sector.

About 70 per cent of the Senegalese population live in the rural areas. Nevertheless, the primary sector as a whole (agriculture, fishing, livestock and forest) accounted for only about 17 per cent of GDP in 1998.

Actually, the primary sector has recorded negative growth rates in 1997 and 1998 (-2.5 per cent and -3.2 per cent respectively), implying a substantial reduction of the rural income. What is even more disturbing is the fact that the agriculture sub-sector represented only about 8 per cent of GDP in 1999 as compared to about 11 per cent in 1996. In 1999, the primary sector contributed to only 21.6 per cent to the 1999 overall growth performance which is half the contribution of the tertiary sector (43.1 per cent).

On the expenditure side a major characteristic is the weak interaction between capital accumulation and exports, resulting in the inability of the economy to achieve the required

structural changes for sustained economic growth. In other words, as may be seen in Table 2, both saving and investment rates have remained low, and public investment in the export sectors was inadequate for boosting production and, in turn, generating higher income and investments. Although public investment has steadily increased from 58.2 billion CFA in 1995 to 143.3 billion CFA in 1999, it has consistently been lower than private sector investment, in its present structure, which has only marginal potential from bringing structural changes.

Specifically, the contributions of investment and exports to the overall growth in 1998 were 19.6 per cent and 17.6 per cent respectively, as compared to 38.3 per cent for consumption and 27.8 per cent for imports. In other words, the growth performance did not result from increased capital accumulation, nor from substantial increase in export which are the main determinants in employment generation and poverty reduction. Indeed, as it will be briefly reviewed in the next section, increasing poverty and rising unemployment, particularly among the youth, have been the other main characteristics of the Senegalese economy, in addition to the overall growth of GDP in recent years.

(b) The dual process of increasing poverty and rising unemployment

(i) Deteriorating overall social conditions

As indicated earlier, the relatively good economic performance was not reflected on such critical areas as education, health, adequate housing, access to basic facilities (clean water, electricity, sanitation), and more generally on the standard of living of the population in both urban and rural areas. A recent income distribution survey conducted by the Senegalese Research Center in Applied Economics (CREA) revealed that 40 per cent of the poorest households are receiving only 17 per cent of national income as compared to 44 per cent for 10 per cent richest households. Moreover, about 78 per cent of the poorest households live in rural areas.

A major sign of deteriorating social conditions is reflected in the recommendation of the United Nations Committee for Development Policy for the inclusion of Senegal in the list of Least Developed Countries, as a result of its 2000 review. During its previous review in 1997, Senegal was not included mainly because the Senegalese economy was relatively diversified with manufacturing and non-governmental services accounting for 47.4 per cent of GDP in 1997.

The replacement of the Economic Diversification Index (EDI) by the Economic Vulnerability Index (EVI) during the 2000 review of the list of LDCs by CDP, revealed that the Senegalese economy had an index of 40.9 which is about 14 per cent above the threshold level of 36. Major determinants of such relatively high economic vulnerability are the indicators of instability in agriculture production and concentration of export of goods. With respect to the instability in agriculture production, it was found that Senegal ranked 124th among the 128 countries surveyed by CDP. As for the exports of goods concentration, Senegal had an indicator of only 0.286 as compared to those of such other countries in West Africa as Ghana (0.380), Togo (0.393), Mali (0.790) and Nigeria (0.897).

(ii) The scope of poverty

As indicated above, Senegal fully meets the other two criteria for qualifying as LDC. The average GDP per capita for the period 1996-98 was US\$ 545 which is 39 per cent lower than the threshold level of US\$ 900 that was set up by CDP. Similarly, human capital development, measured by the Augmented Physical Quality of Life Index (APQLI) was estimated at 40 by CDP which is about 32 per cent lower than the threshold level of 59 set by CDP. Table 3 provides an overview of selected social indicators (literacy, education, health, sanitation, and gender inequality) as contained in the UNDP 2001 Human Development Report in which Senegal ranks 145th out of 162 countries with a Human Development Index of only 0.423. The Table points to relatively low adult literacy rate (36.4 per cent in 1999), small shares of GDP for public spending on education and health (3.7 per cent and 2.6 per cent respectively for the period 1995-97), relatively small number of physician (8 for 1000 inhabitants in 1999), and a net primary school enrollment rate of only 60 per cent. It also shows that women, who constitute the majority of the population, especially in the rural areas, represent the most disadvantaged group.

A recent diagnosis of poverty carried out by DPS (Direction de la Prévision et de la Statistique) clearly shows that, paradoxically, the post-1994 economic upturn led to increase income inequalities between urban and rural areas and between the poorest and richest segments of the population. Such disparities were translated into an increase in the number of poor. The 1996 survey of households' consumption in Dakar (ESAM) revealed that 50.7 per cent of the population were living with less than 2 dollars a day, as compared to 46 per cent in 1991. Dakar being the least poor region of Senegal, such a high percentage would mean that poverty in the country as a whole has reached an unacceptable level. Preliminary studies carried out in the PRSP process show that the proportion of poor has now reached 65.3 per cent.

The 1996 survey also led to the identification of the main determinants of poverty. First, the economic performance which, though remarkable as compared to that of 1980s and early 1990s, is still inadequate to meet the cumulated social demand, especially in such critical areas as education, health, housing, sanitation and nutrition. Moreover, income inequalities are such that the per-capita income of the poor, especially in the rural areas has been declining consistently.

Secondly, as indicated earlier, the type of economic growth that was achieved since 1995, was mainly attributed to sub-sectors that generate only few gainful employment opportunities (groundnut oil processing industries, cement plants, fish processing industries, chemical industries, telecommunications, and tourism). The contribution of the agriculture sector to GDP growth has been marginal. In addition, the agriculture sector has a narrow production base with the predominance of groundnuts as a main export commodity. Thus, the growth performance had little or no effect on rural income.

Thirdly, the structure of the industrial sector is also not adequate for promoting export and capital accumulation. The main industries have no export penetration potential. Because of the weak inter-sectoral linkages, particularly between agriculture and industry, the industrial sector has not the capacity of bringing about the necessary structural changes which, together with a re-dynamized agriculture sector, would qualitatively improve of economic growth.

Fourthly, the low capital accumulation of the economy did not result in the development of the necessary infrastructures (transport, telecommunications, water resources, energy, etc.) that would support the productive sectors and improve the living standard of the population. In addition, public policies have not benefited the poor especially with respect to the social sectors as well as access to finance and credits.

Finally, another major determinant of poverty in Senegal has been the increasing unemployment. As indicated earlier, the sectors that are the main engines of growth have little potential of employment generation. As a result and with the number of civil servants capped at around 66000 since 1995, the informal sector has been the main source of gainful employment.

(iii) Employment and unemployment

There is no information on employment in the rural sector in Senegal. However, information on employment in administration and in financial and insurance sectors is readily available. For other segments of the modern economy, employment is estimated on the basis of accounting documents that are required by law from the entities concerned in the sectors of industry, construction, commerce and services. These documents are used by the DSP to estimate the corresponding number of employees.

Table 4 provides an overview of employment in administration and in the above sectors in the modern economy. Although the data is incomplete, it could be noted that the bulk of employees is in administration. However, the size of the has been declining over the years as a result of tight fiscal policies (from 66708 in 1996 to 65803 in 1999). Industry is the second greatest employer of the modern sector, followed by the services sector, especially transports telecommunications and tourism.

For the informal sector, a number of studies were conducted since 1975; the latest being a survey carried out in the urban area of the Dakar region, with an estimated 665135 employees. About 61 per cent of them were working in productive activities (mainly, baking, sewing, woodwork, and food processing), 19.5 per cent in commerce (mainly fruits and vegetables, fish, and clothing), and about 12 per cent in services (mainly mechanics, hairdressing, radio and television repairs, and dyeing). Although the survey covers only the Dakar region, it is fairly representative of the national picture, taking into account that the informal sector represents more than 80 per cent of total employment in the secondary and tertiary sectors.

Another important source of information in devising an employment-led growth strategy is the 1999 general census of job-seeking population covering all 10 regions of Senegal (RGDE). Although the number of job seekers was only 157063 (Table 3), the RGDE achieved a major objective in providing profiles of job seekers on the basis of such important aspects as sex, age, knowledge and qualification, and regional distribution.

In this regard, it is worth mentioning the following characteristics of unemployment in Senegal:

- There are more men (64 per cent) than women (36 per cent) who are seeking employment;
- The youth (age 15-35) represents 56 per cent of total job-seekers;
- The majority of job-seekers (53 per cent) has no education, while 74 per cent and 87 per cent of those who entered school have not gone beyond the primary school and 4th grade of the secondary school, respectively;
- 57 per cent of job seekers have no diploma and only 1.6 per cent have a university degree;
- The Dakar region has the highest percentage of job seekers (21 per cent) followed by the region of Saint Louis (15 per cent), Fatick and Kolda (10 per cent each), Thies, Louga and Ziguinchor (9 per cent each), Diourbel and Kaolack (7 per cent each), and Tambacounda (4 per cent);
- The proportion of youth (age 15-35) among job-seekers is particularly high in the most urbanized regions of Dakar (74 per cent), Thies (60 per cent), and is above 50 per cent in the region of Tambacounda, Fatick, Kaolack and Louga.

The above picture of job seekers is in sharp contrast with the supply of employment opportunities. As indicated earlier, employment in the public sector is subject to tight budgetary policies. The data related to employment opportunities offered by the modern economy, as recorded in the relevant offices in the regions, is scarce and non reliable. For example, the number of such offers was only about 23000 in 1998.

III. Poverty Reduction And Employment Promotion Plans: An Overview

Given the economic performance of the 1980s and early 1990s, as well as the rising unemployment, particularly among the youth, the government, often with the support of its development partners, has devised plans and programs to specifically address these two major socio-economic phenomena. Thus, along with the 9th Orientation Plan for Economic and Social Development (1996-2001), a poverty reduction program (Programme de Lutte contre la Pauvreté – PLP) and an employment action plan (Plan d’Action pour l’Emploi – PAE) were formulated in 1997 and 1998 respectively. It would therefore be useful to briefly review their implementation, including their impact on promoting youth employment. Such a review is particularly important in view of the fact that both poverty reduction and employment creation are at the core of the PRSP.

(a) The Poverty Reduction Program (PLP)

The Ninth Orientation Plan for Economic and Social Development of Senegal (1996-2001) has two main objectives namely the achievement of a sustainable human development and the improvement of the competitiveness of the economy. It was based on sectoral plans in agriculture, transport and communications, education, health, and aimed at achieving an average annual growth rate of GDP of 9 per cent . In addition, there was provision for formulating complementary programs to ensure that economic growth benefits most the poorest segments of the population. It is in such a context that the poverty Reduction Program was prepared.

(i) Main orientations of the PLP

The PLP has four main orientations which are closely interrelated. First, greater emphasis was put on the role of the private sector. In addition to improving the overall environment for the expansion of the private sector, through, among others, appropriate macro-economic policies, the government will also use the PLP in promoting and supporting private initiatives.

Secondly, the PLP should contribute to facilitating access of private initiatives to credit. In other words, the existing financial sector should also include other schemes that would mobilize savings more effectively and on a wider range, and provide resources to small and medium-scale entrepreneurs in both rural and urban areas.

Thirdly, the PLP also aimed at decentralizing economic activities. In this regard, it was essential to gradually reduce the importance of the Dakar region in terms of both population and number of enterprises (about 24 per cent and 90 per cent respectively in 1996). In addition to central government resources that would result from the 1996 Decentralization Act, the PLP would also channel resources made available by bilateral and multilateral partners to local communities, and in priority to the most disadvantaged segments of the population, especially women and the youth.

Finally, the PLP was designed to contribute to reducing pressure on the natural environment through activities aimed at minimizing the consequences of industrial and human pollution, combating desertification and preserving the biodiversity. Resources were to be channeled through the program to community-based organizations with a view to addressing these specific environmental issues.

(ii) Main objectives and content of the PLP

Based on the above orientations, the objectives of the PLP were to promote small-scale income generating activities to provide essential social services and to build local capacities. Furthermore, an attempt was made to translate these objectives into strategies that are consistent with those outlined in the 9th Orientation Plan of Senegal. Overall, it should be noted that the ultimate objective of the PLP was to allocate at least 80 per cent of the resources that would be mobilized to at least 30 per cent of the poor. Consequently, the Program was focused on the 17 poorest administrative departments, out of a total of 30.

The small-scale income generating activities of the PLP aimed at :

- promoting individual or collective micro-projects;
- encouraging income generating community-based activities;
- supporting labor intensive activities.

In rural areas, micro-projects consisted of both farm and non-farm activities, while the informal sector was the main focus in urban areas, especially in terms of training and access to finance and technology. In both rural and urban areas, the target groups were associations of women and the youth, taking into account existing programs and projects for these groups.

With respect to the provision of basic social services, the areas of focus were the promotion of education and adult literacy, reducing infant malnutrition, increasing primary health care coverage, and increasing access to water and to such other basic services as electricity, sanitation and information. To that end, emphasis was put on rehabilitating and expanding basic infrastructures and related equipment, and providing the required qualified personnel.

(iii) Implementation modalities

In order to ensure its sustainability, the PLP also has a capacity building component, particularly in the areas of information and communication, literacy campaigns and training. In addition, a comprehensive institutional framework was set up at national, regional and local levels, and with respect to technical, administrative and legislative matters.

Finally, in term of resources, the operational cost of the PLP was estimated at 50,820 millions CFA Francs, with 45.6 per cent, 36.6 per cent and 17.8 per cent for the promotion of productive activities, provision of basic social services, and for activities specifically targeted to women, respectively. It is also to be noted that about 82 per cent of resources were to be mobilized from external development partners.

(iv) A tentative assessment of the implementation of the PLP

Two reviews and appraisals of the PLP were carried out in 1999 and 2000. The 1999 review focused mainly on the setting up of the institutions referred to above, and on the mobilization of resources. As for the 2000 report, it was essentially a self-evaluation of the performance of the PLP.

The relatively large number of institutions at national, regional and local levels and the need to harmonize them with the existing ones has, to some extent, impeded the implementation of the PLP. On the other hand, resources mobilized have not always been devoted to the core components of the PLP namely promoting income generating activities and increasing access to basic social services. Emphasis was often put on such other aspects as improving governance, building partnership within and outside the countries, building capacities particularly at local and community level, and collecting data and information for monitoring poverty level and facilitating the implementation of activities.

For example, the 2000 report focused on the mechanisms for taking into account poverty reduction in national development policy on the one hand, and on increasing economic and social well being of the poor through capacity building, on the other. As such, the program is still at the stage of identifying specific productive and other activities that would generate income for the poor. Consequently, it is premature at this stage, to make a definite assessment of the potential of the PLP for creating employment in general and youth employment in particular. In this regard, its impact has so far been minimal.

(b) The Employment Action Plan (PAE)

The PAE was formulated around five programmatic directions namely (i) coordination of multisectoral activities of employment promotion, (ii) support to micro and small enterprises, (iii) employment promotion in rural areas and in the urban informal sector, (iv) employment promotion for special target groups, and (v) capacity building for managing and coordination employment promotion activities including institutional support, and financing. However, these directions were not reflected in the following 5 programs that constituted the PAE : (i) economic and financial policies of employment, (ii) employment promotion in the modern sector, (iii) employment promotion at local level (iv) employment promotion for specific groups and (v) strengthening capacities of the government for managing employment.

Not only these 5 programs are different from the programmatic directions indicated above, but they have been entrusted to different lead ministries. Specifically, the Ministry of Economy, Finance and Planning has a lead role for the economic and financial policies of employment, the Ministry of Energy, Mining and Industry for employment promotion in the modern sector, the Ministry of Agriculture for employment promotion at local level, the Ministry of Social Affairs and National Solidarity for employment promotion for specific groups and the Ministry of labor and employment for government capacity building in managing employment. Obviously, such institutional set up was not conducive to an effective implementation of the PAE, in view of the dilution of responsibilities and the possibility of changes in the nature and competence of Ministries.

(i) The PAE and youth employment

Youth employment was specifically entrusted to the Ministry of Youth and Sports (MYS) under the leadership of the Ministry of Social Affairs and National Solidarity. However, the employment component of the MYS has been minimal over the years, until recently, as it will be discussed later.

Actually, the PAE was formulated after specific ad-hoc programs were formulated with a view to addressing the pressing issue of increasing unemployment among the youth, including those holding university degrees and diplomas. As briefly reviewed below, these programs dated as far back as 1983.

Employment promotion for university graduates and those holding intermediate level diplomas have been the focus of policy makers in the 1980s. The programs that were designed include the enterprise internships programs, the promotion of small and medium-scale enterprises managed by university graduates, and the provision by university graduates of managerial support to small-scale enterprises.

These programs were generally entrusted to public institutions such as the Société Nationale de Garantie et d'Assistance (SONAGA) for the promotion of young small-scale entrepreneurs, and the Société Nationale d'Etudes et de Promotion Industrielle (SONEPI) for the provision of managerial support by university graduates to SMEs and SMIs. They have proved

not to be most cost effective. For example, only 1748 young entrepreneurs were promoted by SONAGA in the period 1983-1986, at a cost of about 3 billion CFA francs.

On the other hand, programs targeted to the youth without qualification, especially public works programs of those executed by the Agence pour l'Execution de Travaux d'Interêt Public contre le sous-emploi (AGETIP), and those promoted in rural areas by the Groupe Opérationnel Permanent d'Etude et de Concertation (GOPEC), have been quite effective. For example, during the period 1989-1996, AGETIP has created 350 000 short term jobs annually and 6000 permanent jobs at a cost of about 38.2 billion CFA francs. Similarly, 42 000 temporary jobs were created by GOPEC between 1980 and 1990 at a cost of only about 1.237 billion CFA francs. Overall, the experiences of AGETIP and GOPEC have proved that Labor Intensive employment generation programs are most appropriate, in view of the high percentage of unskilled job-seeking youth.

(ii) Recent initiatives of employment promotion for the youth

As indicated earlier, greater emphasis is being put on the youth in the government structure. As a result, a National Fund for Youth Promotion (NFYP) was set up with substantial public resources of 7 billion CFA francs for the period 2001-2003. Funding is provided to potential young entrepreneurs through local credit institutions.

Two main characteristics of the NFYP need to be highlighted. Firstly, projects that were approved as of October 2001 are mainly in the commerce and services sector which is not labor intensive. Secondly, the 17 poorest departments identified in the PLP are not those where a large number of projects have been selected. For example, as of October 2001, the number of projects approved for the Department of Diourbel is more than twice the combined total for 5 of the 17 poorest departments (Bambey, Kébémér, Linguère, Louga and Sedhiou). Although still at the initial stage, the salient feature of the NFYP is that it is neither labor intensive, nor directed to addressing effectively the issue of poverty reduction.

(iii) An overall assessment of the PAF and other targeted employment promotion programs

From the above brief review, it can be said that the PAE was formulated with no backward linkage with past employment promotion efforts, particularly among the youth. Such linkages would have made the PAE more focused on sectors, areas and activities that have great employment creation potentials such as labor-intensive public works, agriculture and food production and micro and small-scale enterprises. In addition, the major post PAE initiative namely the NFYP having no formal institutional link with other employment promotion structures, its orientation would need to be reviewed so as to address simultaneously the twin objective of poverty reduction and promotion of youth employment.

Another major characteristic of past and current employment promotion efforts is the lack of integration in a sound growth oriented macro-economic framework. Specifically the lack of linkage between investment policy on the one hand, and poverty reduction and employment promotion strategies, on the other, was a major obstacle in achieving tangible results in both

fronts. Actually, as part of the activities under the ILO's Job for Africa initiative, a study was carried out on the impact of investment policies on employment and poverty in Senegal with relevant recommendations with respect to public policies especially in the rural area which is the dominant sector of the economy. On the basis of the study, a revised Employment Action Plan is being prepared which will also take into account poverty reduction requirements. The PRSP process, which is the subject of the next chapter, seems therefore timely as it could take into account lessons learned from past initiatives including these ongoing efforts at the ILO.

IV. The Senegalese Poverty Reduction Strategy Paper

The preparatory process of the Senegalese PRSP was launched in June 2001. At the outset, it involved most relevant segments of the population namely political and administrative entities, elected officials at national and local levels, the Civil Society (NGOs, Professional Organizations, academics and the media), development support structures (Saving and Credit institutions), development partners including international financial institutions. Such wide participation was maintained throughout the preparatory process.

(a) The areas of focus of the PRSP

The first step of the PRSP process was to define more precisely the main characteristics of poverty in Senegal, the most affected segments of the population, as well as its geographic feature. To that end, previous studies were complemented by additional analyses on standards of poverty; indicators of poverty in urban and rural areas; gender and poverty; good governance and poverty; and on growth, income distribution and poverty.

In addition to updating data and information already available, these studies have led to identifying the areas that would constitute the framework of the PRSP. These are: (i) accelerating growth and income generation, (ii) building and strengthening capacities, and (iii) improving the standard of living of the vulnerable groups. Due attention was also given to implementation modalities.

(i) Accelerating economic growth and income generation

A major consideration of the Senegalese PRSP is that poverty has primarily an economic dimension characterized by low income and consumption by a large segment of the population. Hence, accelerating economic growth and increasing and diversifying income earning opportunities is essential in tackling other dimensions. Indeed, it was estimated that even with the present pattern of income distribution, an additional 1 per cent in the growth of GDP results in a decrease of 0.9 per cent in the poverty levels.

Another consideration is that economic growth that brings about increased income to the poor would need to be broad based both in terms of sectors and operations. Therefore, attention should primarily be given to economic sectors and activities that have both great growth and income earning potentials.

In reviewing various sub-sectors, the guiding principles would be :

- to achieve high growth rates of GDP which have a significant impact on national poverty level;
- to ensure that sub-sectors that are the engine of growth, have positive and durable impact on income levels in the rural areas;
- to bring about a type of growth that generates employment through investment and export.

Agriculture. With respect to agriculture, poverty reduction should aim primarily at achieving food security, increasing agriculture production and establishing synergetic inter-sectoral links especially with the industry and service sectors. Strategies that are required to achieve these objectives include such aspects as promoting support institutions at the level of producers, and better environment management.

Livestock. As for agriculture, a major objective in the livestock sub-sector is to contribute effectively to food security and food production with due regard to environmental considerations. To achieve these objectives, due account will be taken of the specific potentialities of the major ecological zones, and the types of investment required in each of them, bearing in mind that 30 per cent of households are involved in this sub-sector.

Fishing. Fishing is a major contributor to exports with about 185 billion CFA annually. It is also the main activity of about 600 000 people or 17 per cent of the population, mostly poor. Besides high-sea fishery concessions granted to foreign countries, mainly members of the European Union, small-scale fishing constitutes the main activity of the sub-sector and the main source of supply to the domestic and export markets. Moreover, in addition to fishermen, this activity also involves traditional processing units and has therefore great employment generation potential especially for women and the youth.

Priority objectives that have been identified as contributing to the poverty reduction efforts include the need to fully supply the domestic demand, to provide training to the professional of the sub-sector, to make available appropriate financial mechanisms, and to ensure proper management and replenishment of fish resources. The overall strategy in the achievement of these objectives would be to promote the attractiveness of the sub-sector in terms of economic and fiscal incentives, access to equipment and to finance, infrastructures development, reduction of post-catch losses, and international cooperation.

Cottage Industry. From the latest survey of cottage industries carried out in 1992, there were about 78 000 enterprises and 158 000 employees in the sub-sector which accounted for 12 per cent of GDP. In spite of several efforts in the past, lack of organization, insufficient skill, difficult access to finance and to domestic and external markets, have remained the main obstacles of the sub-sector. Removing these constraints would therefore be the main objective of poverty reduction. The main components of the corresponding strategies include the promotion of professional associations (chamber des métiers), the setting up of training schemes using eventually existing vocational schools, the promotion of decentralized financial systems, quality control to facilitate the penetration of national and international markets.

Industry. With respect to industry (mainly vegetable oil and phosphoric acid production), its relative dynamism in recent years was the result of low levels of the prices of primary commodities (groundnuts and phosphate). But these comparative advantages are subject to unforeseen changes. There is therefore need to diversify the production structure through the promotion of small and medium scale industries. Thus, the priority objectives, in the context of poverty reduction, would be to adopt a flexible industrial policy that would concentrate on high value added products, to boost overall technological skill in the enterprises, to orient public investment towards increasing productivity, to promote linkages between agriculture and industry and to strengthen sub-regional cooperation.

For these priority objectives to be achieved, there is need to continuously assess the growth and employment generation potentials of various industries, to build and strengthen human and institutional capacities, to ensure appropriate and adequate financing to industrial enterprises. Partnership, including joint ventures, within the country and in the sub-region, as well as inside and outside the African continent, should be greatly encouraged.

Energy. In the field of energy, as already mentioned, rural electrification is of paramount importance especially in support of the primary sector (agriculture, livestock and fishing) and for the promotion of small and medium scale industries. Also, improved management of forestry resources would ensure both adequate domestic supply and environmental protection.

Mining. In the area of mining, the poverty reduction strategy will aim at encouraging small-scale activities or the setting up of SMIs especially for gold mining, pottery works, and production of building materials. To that end, adequate technical and financial support should be provided.

Commerce. The sub-sector of commerce has been particularly dynamic in recent years, representing the bulk of the informal sector. It would therefore greatly contribute to poverty reduction if linkages were established with the rest of the economy. This would require a wider geographical coverage of the activities of the sub-sector, enhanced quality control to protect consumers, and greater trade of domestic products.

Tourism. While tourism is the second largest export sub-sector, after fishing, its contribution to employment has been minimal. A major objective, under the poverty reduction strategy would therefore be to involve a greater number of nationals in the activities of sub-sector. This would include greater linkages of the sub-sector with such other activities as transport, cottage industry, and wild life.

New Information and Communications technology. There are also great growth and employment generation potentials in the development of activities based on New Information and Communications Technologies (NICTs). With 342 engineers and 467 technicians in NICTs per million inhabitants in 1998, and 7.2 computers for 1000 inhabitants, Senegal could become a significant export of NICTs related services, especially in the sub-region. This would require greater involvement of the private sector through appropriate incentives.

Support measures. Accelerating growth and income generation would require not only the setting up of objectives and strategies in various sub-sectors as reviewed above, but also actions that would facilitate their achievement. Prominent among them are policies aimed at promoting investment, export, and labor intensive activities. Investment promotion should primarily aim at mobilizing domestic saving, and attracting foreign private capital. To that end, there is need to improve the regulatory framework, including more attractive investment codes, and also to enhance the existing institutional set up: industrial estate (SODIDA), industrial promotion center (SONEPI), industrial free zone (ZFID).

Similarly, accelerating economic growth and increasing income generation opportunities would need to be supported by export promotion policies. Such policies, including export financing, should primarily be directed to sub-sectors that would act as engines of growth, such as the agriculture and fishing sub-sectors as well as small and medium scale agro-industries. Also, the existing institutional set up (mainly the Trade Point and CICES) should be enhanced.

In view of their combined synergetic effects of investment and exports, the recently established agency APIX, could play an important role in promoting pro-poor economic growth and employment opportunities. But the agency should not be uniquely outward oriented as it seems to be presently.

A third important support measure which cuts across sub-sectors that are sources of growth and employment opportunities is labor intensive approach to public investment in infrastructure. In this regard, as reviewed earlier, the AGETIP and GOPEC approaches have proved to be successful in generating employment in both rural and urban areas, especially for the unskilled youth. However, these approaches need to be better coordinated with the sectoral policies in the framework of the implementation of PRSP, so as to contribute simultaneously to broad based growth and employment generation.

Fourthly, as for labor intensive infrastructure activities, the promotion of small and medium scale enterprises also cuts across sub-sectors and the institutional set up should be such that it supports the objective of accelerating growth and increasing employment and income earning opportunities. In this respect, the recently created agency for the development of small and medium scale enterprises (ADPME) could play an important role.

Fifthly, in addition to being a source of accelerated growth and increased employment opportunities, NICTs have also a potential accelerating effect on other sub-sectors. Policies in this respect should therefore be geared towards improving the productivity of these sub-sectors through access to equipment and training.

Finally, fiscal and employment promotion policies should be reviewed to provide more incentives to enterprises that would be operating in the sub-sectors that have growth potentials. These policies should also be designed to encourage self-employment in these sub-sectors, and disseminate information on employment opportunities.

(ii) Capacity building and strengthening

The second area of focus of the Senegalese PRSP is the building and strengthening of human and social capacity (mainly education, health and access to potable water), as well as natural capacities (agricultural, forest and water resources, and the environment). It should be noted however, that actions plans in these areas fully take into account existing programs in making them more oriented towards poverty reduction.

Education. In the field of education and training, the PRSP aims at deepening the ongoing PDEF (Programme Decennal de l'Education et de la Formation : 2001-2010) by focusing on 4 specific aspects namely giving special attention to small children; promoting girl education; providing qualifying education to the youth, and greater involvement of the private sector. For these 4 aspects, detailed qualitative and quantitative targets are provided for several elements. For example, it is intended to build 5000 centers for small children and to train 15000 instructors. Also incentives will be provided to girls who score high marks in sciences, mathematics and technology, while programs will be redesigned to match the labor market and encouragement given to private schools in rural areas.

Health. A similar approach is followed in the health sector where an ongoing program (Programme National de Développement Sanitaire – PNDS) is being implemented for the period 1998-2007. It is intended, in the context of the PRSP, to increase access of the poor to health services through additional health centers at department and community levels. To that end, specific quantified targets have been set.

Access to water. Quantitative targets have also been set with respect to access of the poor to water as a contribution to poverty reduction of the ongoing water sector program initiated in 1996. These targets relate to additional bore holes and wells as well as numbers of people that will have access to drinking water through these facilities.

Environment. With respect to natural capital, the PRSP takes into account both the National Action Plan for Environment (PNAE) and the specific Action Plan against desertification. These Plans are expected to improving access to alternative sources of energy, as well as the living environment (waste disposal systems, draining off sullage, etc.). The PRSP related quantitative targets cover such aspects as number of additional households that will have access to electricity in rural areas, percentage of rural families who will use butane gas and gas ring, etc.

Good governance. Good governance was also identified as an important aspect of capacity building in the context of poverty reduction. Specially, emphasis is put on such aspects as combating corruption and promoting the rule of law in public administration. Providing appropriate incentives to civil servants could greatly contribute to achieving these objectives.

(iii) Improving the standard of living of vulnerable groups

Besides the continuous increase of poverty as brought out in the studies carried out as part of the PRSP preparatory process, about 80 per cent of the poor are in the rural areas, and 50

per cent of urban poor are in the city of Dakar. Also, women and youth, including children, account for about 70 per cent of vulnerable groups, which also include the handicapped and the elderly. Thus, actions plans of the PRSP towards these groups are designed to directly address their respective specific needs. In this regard, children at risk and the youth in general are being given special attention.

The actions plans for the vulnerable groups also include the need to improve the living environment in both urban and rural areas. This includes such important aspects as access to water, sanitation, adequate public transports and other infrastructures, environment protection, etc.

(a) Implementation modalities

Three aspects have been clearly spelt out with respect to the implementation modalities of the PRSP, namely its link with economic planning and programming process, its budgetary implications, and its institutional set up. It was clearly indicated that the PRSP is not a substitute neither to the planning process at national and regional levels, nor to ongoing sectoral programs. Instead, the PRSP should integrate the poverty reduction dimension in the ongoing processes. Also, the PRSP should not create additional budgetary process. Instead, resources mobilized for the PRSP should be integrated in the existing budgetary process. For example, resources derived from the HIPC initiative should normally be directed to investments in social programs. As for the institutional set up of PRSP, it includes 4 levels, namely (i) a high level council on poverty reduction to be chaired by the Head of State to which participate the Heads of all parties concerned (ministries, civil society organizations, private sector organizations, local representations of international organizations, local representations of bilateral partners), (ii) monitoring organs at national and regional levels, (iii) coordination organs at level of programs and projects. Not only such institutional set up seems cumbersome in terms of both the large number of members in each organ, but it may overlap with existing institutions while the PRSP is meant to be integrated in existing plans and programs as indicated above.

(b) Financial requirements

Taking into account (i) the National Orientation Plan and the related 3-year Public Investment Program (PTIP), (ii) the ongoing sectoral programs particularly in the sub-sectors of education (PDEF), health (PNDS), environment (PNAE), and (iii) the poverty reduction dimension that was brought in each of them, a detailed financing plan with specific investment programs was prepared for the period 2003-2005. Table 6 provides an overview of the plan based on the sub-sectors and areas that were reviewed in the preceding section.

(i) Salient features of the financing plan

The table is a clear reflection of priority objectives laid down in the PRSP. First, accelerating growth and increasing employment opportunities accounts for about 45.5 per cent of the total estimated cost, including the support measures required to facilitate the achievement of this objective. Furthermore, agriculture development including the required support infrastructures represents about 71 per cent of the investment directly aimed at accelerating

growth and income generation. Secondly, about 44.5 per cent of the resources to be mobilized for the implementation of the PRSP, are intended for building capacities particularly for strengthening natural capacities (natural resources and environment), and for health and education. Thirdly, about 10 per cent of the resources are earmarked for assistance to vulnerable groups. The total amount of the priority action plan is about 609 billion CFA francs.

(ii) A preliminary assessment of the plan

Although the plan is consistent with the priority objectives of the PRSP, some of its orientation may need to be further clarified. First, in the area of capacity building, resources allocated to natural resources and environment are greater than the combined resources for health and education which constitute the foundation of human capital. Such imbalance may be attributable to the importance of already existing program on environment.

But a major characteristic of the financial plan is its over reliance on external resources. For example, out of about 242.1 billion CFA francs already mobilized under the three year Public Investment Program, only about 62.8 billion CFA francs, or 25.9 per cent, is provided through the government budget. This percentage is much lower (13.8 per cent) with respect to the financing of the gap (i.e. resources not included in the PTIP).

In other words, the financial vulnerability of the Plan needs to be addressed, especially for the sub-sectors that have been identified as engine of growth. In this regard, the ratios for the agriculture sub-sector (including support infrastructures) are also relatively low (about 26.7 per cent and 27.5 per cent for resources included in the PTIP, and for the additional resources of the financing plan, respectively). It should be noted that debt-relief resources under the HIPC are primarily intended to social sectors that are neither major sources of growth nor labor intensive. Indeed, the objective of reducing the vulnerability of the financing plan could be realized given the relatively ambitious growth target of 6 per cent, 7.5 per cent and 9 per cent in 2003, 2004 and 2005 respectively. Agriculture would play a major role in achieving such performance.

V. Conclusion : Overall Assessment Of The Prsp

From the above review, it can be said that PRSP process in Senegal has four main characteristics. First, it has taken into account the lessons learned from previous efforts in poverty reduction and employment promotion. While the PLP was focusing primarily on promoting micro income earning projects, the PRSP takes a broader view by focusing simultaneously on accelerating economic growth while building capacities and protecting the vulnerable groups. Also, the PRSP approach with respect to employment was to bring in the investment dimension, which was missing in both the PAE and the ad-hoc youth employment initiatives.

Secondly, while giving due attention to the social sectors through building and strengthening capacities in addition to providing essential services, the Senegalese PRSP is equally focusing on accelerating economic growth through the identification of lead sub-sectors and activities. In this regard, given the fact that the majority of the poor live in the rural sector, agriculture has been identified as the lead sub-sector because of its potential contribution to accelerating economic growth and providing employment to the majority of the population.

Thirdly, in view of the above strategic orientation, the PRSP could have a major impact in promoting youth employment. Not only the unskilled rural youth would benefit from a modernized and expanded agriculture sub-sector, but a well designed incentives package could also lead to reverse the rural-urban migration trend, especially for the urban youth. In this regard, the recently established National Fund for Youth Promotion should fully take into account the strategic orientation of the PRSP in helping youth entrepreneurs.

Finally, as stressed earlier, it is important that domestic efforts be primarily directed towards achieving the first objective of the PRSP, namely accelerating economic growth and increasing income earning opportunities. This will require substantial public resources as well as the involvement of the domestic private sector. These efforts and their impacts on poverty reduction and employment generation, would be complemented by those of development partners that are focused on basic social sectors, especially education, health, access to water and sanitation.

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Table 1

**Gross Domestic Product (GDP) : Sectoral composition and Growth
(constant 1987 prices)**

	Structure (percentage)				Growth (percentage)				
	1996	1997	1998	1999	1995	1996	1997	1998	1999
Primary Sector	19,90	18,50	16,93	17,23	2,20	6,10	-2,50	-3,20	6,30
agriculture	10,78	9,18	7,99	8,44	0,50	10,60	-10,60	-8,00	8,50
livestock	1,69	1,80	1,64	1,62	4,70	0,60	5,40	3,30	4,80
fishing	6,84	6,87	6,71	6,58	3,10	4,80	11,80	-3,40	4,10
forestry	0,68	0,66	0,60	0,58	1,00	0,50	2,00	-3,80	4,10
Secondary Sector	19,62	19,78	20,29	20,38	11,70	5,30	5,90	8,40	7,20
mining	0,27	0,28	0,25	0,28	38,70	-1,40	9,80	-2,80	39,50
oilseeds processing	0,52	0,39	0,47	0,52	18,10	-5,10	-20,90	28,40	7,10
energy	1,90	1,92	1,92	1,91	2,40	8,80	6,50	5,50	0,50
constitution	3,68	4,02	4,29	4,41	-3,10	9,60	14,90	12,70	15,70
chemicals and other	13,27	13,17	13,36	13,26	17,20	4,20	4,30	7,20	4,80
Tertiary Sector	49,27	51,00	52,33	52,27	5,10	5,7	7,30	7,50	4,60
transport and com.	10,93	11,65	11,85	11,86	3,7	6	12	7,5	6,6
commerce	21,13	21,60	22,02	21,77	6	8,7	8,7	7,4	7,8
tourism and other	17,21	17,75	18,47	18,64	4,80	2,1	8,30	10,00	3,10
administration and other	11,12	10,72	10,44	10,12	0,8	0,8	1,2	3	3,2
GDP	100	100	100	100	5,20	5,10	5,00	5,70	5,10

Source: Situation économique et sociale du Sénégal – Edition 1999

Direction de la Prévision et de la Statistique – Novembre 2000 – Dakar, Sénégal

Table 2
Expenditures of gross Domestic Prospect at market prices (1987 constant prices)

Billion of CFA francs

	1994	1995	1996	1997	1998	1999
Total consumption	1328,3	1405,9	1472,3	1509,1	1568,2	1635,6
government	202,1	207,7	209,2	220,2	231,5	253,8
private	1126,2	1198,2	1263,1	1288,9	1336,8	1381,8
Gross capital formation	199,6	207,3	236,4	246,4	292,1	352,1
households	30,5	31,2	31,8	34,3	35,3	36,3
public	44,9	58,2	86,2	93,8	112,8	143,3
private	124,2	117,9	118,4	118,3	144,0	172,5
Investment rate per cent	13,3	12,7	13,4	13,8	15,9	17,9
Saving rate per cent	8,9	14,0	16,4	15,4	15,4	16,7
Exports	416,3	429,6	405,4	518,6	573,0	618,6
Imports	390,0	463,0	482,3	503,6	606,8	618,4

Source: Situation économique "et sociale de Sénégal – Edition 1999
 Direction de la Prévision et de la Statistique – Dakar, Sénégal – Novembre 2000

Table 3

Selected social indicators

Adult literacy rate 1999	36,40 per cent
Female adults literacy rate (age 15-24)	26,70 per cent
Youth literacy rate (age 15-24) 1999	49,80 per cent
Female youth literacy rate (age 15-24) 1999	40,70 per cent
Net primary enrollment rate 1995-97	60 per cent
Net female enrollment rate 1995-97	55 per cent
Public expenditure education 1995-97	3,70 per cent
Public expenditure on health 1995-97	2,60 per cent
Number of physicians per 1000 inhabitants 1990-99	8 per cent
Population with access to essential drugs 1999	66 per cent
Female (age>15) economic activity rate - 1999	61,30 per cent

Source: World Human Development Report- 2001
 UNDP- New York

Table 4Employment in administration and the modern sector

	1995	1996	1997
Administration	66 162	66 708	66 446
Formal sector	70 282	68 803	64 382
Industry	40 083	42 579	34 925
Construction	3 789	5 016	7 087
Commerce	4 718	8 653	6 850
Services	21 692	12 555	15 520

Source: Situation économique et sociale du Sénégal – Edition 1999
 Direction de la Prévision et de la statistique – Dakar, Sénégal – Novembre 2000

Table 5Regional distribution of job seekers

Region	Male	Female	Total
Dakar	20 948	11 786	32 734
Diourbel	5 764	5 270	11 034
Fatick	10 877	5 587	16 464
Kaolack	7 338	3 091	10 429
Kolda	9 747	6 171	15 918
Louga	7 228	6 432	13 660
Saint Louis	15 260	8 734	23 994
Tambacounda	5 327	962	6 289
Thies	9 314	5 175	14 489
Ziguinchor	8 159	3 893	12 052
Total	99 962	57 101	157 063

Source: Situation économique et sociale du Sénégal – Edition 1999
 Direction de la Prévision et de la statistique – Dakar, Sénégal –
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Table 6**Financing of the Priority Actions Plan (Millions of CFA francs)**

	Estimated amount	Amount mobilized under the PTIP			Financing gap	Financing of the gap	
		total	government	financial requirements		government	additional financial requirements
<u>A/ ACCELARATING GROWTH AND INCOME GENERATION</u>							
<u>1. Sub-sectors</u>							
Agriculture	102,825	75,177	28,889	46,288	27,648	11,400	16,248
support infrastructure	88,177	36,591	943	35,648	51,586	10,449	41,137
Livestock	2,550	375	300	75	2,175	150	2,025
Fishing	18,500	10,923	0	10,923	7,577	0	7,577
Cottage industry	667	0	0	0	667	140	527
Industry	10,500	10,500	0	10,500	0	0	0
Energy	37,500	10,548	9,020	1,528	26,952	7,600	19,352
Mining	5,250	1,500	1,500	0	3,750	0	3,750
Tertiary	3,360	0	0	0	3,360	0	3,360
Sub-total	269,329	145,614	40,652	104,962	123,715	29,739	93,976
<u>2. Support measures</u>							
Investment and export	100	0	0	0	100	0	100
Support to SMEs	6,900	300	300	0	6,600	200	6,400
Employment promotion	1,050	0	0	0	1,050	600	450
Sub-total	8,050	300	300	0	7,750	800	6,950
<u>B/ CAPACITY BUILDING</u>							
Education	49,147	27,800	12,000	15,800	21,347	1,150	20,197
Health	60,942	16,085	3,450	12,635	44,857	5,200	39,657
Water	37,215	12,884	3,394	9,490	24,331	4,254	20,077
Natural resources and environment	110,280	23,777	864	22,913	86,503	2,062	84,441
Sanitation	13,260	3,186	637	2,549	10,074	783	9,291
Sub-total	270,844	83,732	20,345	63,387	187,112	13,449	173,663
<u>C/ VULNERABLE GROUPS</u>							
Children	41,250	8,400	600	7,800	32,850	3,850	29,000
Women	6,136	900	900	0	5,236	0	5,236
handicapped	2,022	0	0	0	2,022	1,480	542
Elderly	600	0	0	0	600	0	600
Housing and settlements	10,807	3,207	0	3,207	7,600	1,500	6,100
Sub-total	60,815	12,507	1,500	11,007	48,308	6,830	41,478
TOTAL	609,038	242,153	62,797	179,356	366,885	50,818	316,067

Source: Document de stratégie de réduction de la pauvreté – Version provisoire – Décembre 2001 – DPS – Dakar, Sénégal