

Voices of a Just Energy Transition in Senegal



What you need to know

For communities in host territories and municipalities,
and for mayors and other local elected officials



Natural Resource
Governance Institute



This symbol marks the passages that are mainly relevant to residents and organisations in host municipalities.



This symbol marks the passages that are mainly relevant to mayors and other local elected officials.

Who is this booklet for?

This booklet aims to make information on the energy transition and the Just Energy Transition Partnership (JETP) in Senegal easier to understand and more accessible for communities in host territories and municipalities, as well as for mayors and other local elected officials.

Voices from the territories: lessons from the field, 4 municipalities, 4 stories.

Méouane solar park (Tivaouane department): 29 MW, 64 hectares, more than 92,000 panels.

Taïba Ndiaye wind farm (Thiès region): 158 MW, one of the largest in West Africa.

Sendou coal-fired power plant (Bargny): 125 MW, in service since 2018. Dakar region.

Malicounda solar power plant (Mbour department): 22 MW.



JETPs around the world

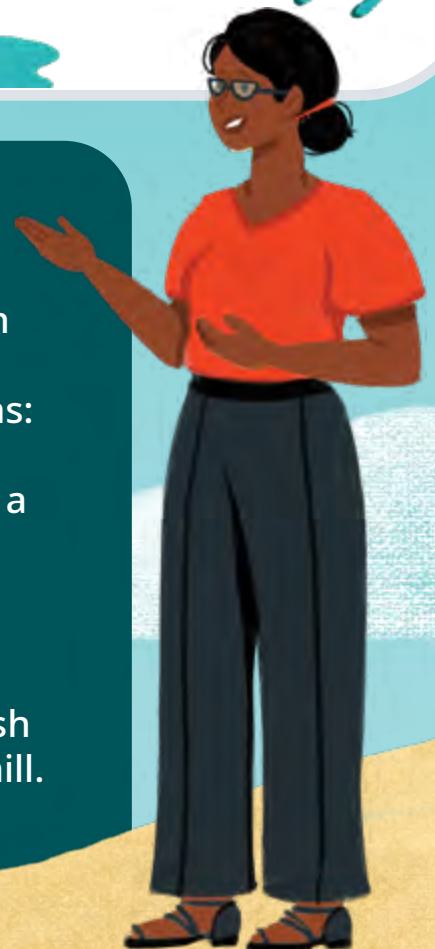


What is energy?

Energy is what makes things work in daily life:

- When you cook with charcoal or gas: that is energy.
- When a light bulb comes on, when a phone charges: that is energy.
- When a motorbike or a car rapide minibus runs: that is energy.

Without energy, nothing works: no school in the evening, no keeping fish cool, no water pumping, no millet mill.



Energy transition and the JETP in Senegal



In short,
before/after

BEFORE:
firewood, charcoal,
diesel, oil, gas — smoke,
noise, expensive,
polluting.

AFTER:
solar, wind, hydropower —
clean, free at the source,
cheaper in the long run.

30%
renewable
energy

70%
fossil fuels

Target:
40% by
2030 with
the JETP

4 million Senegalese people have no electricity, mostly in rural areas. Senegal must electrify 6,471 localities by 2029 to close the gap (ANER, 2026).





2023

3 to 5 years
Initial period



**Initial
funding**

€2.5 billion
(about 1,635
billion FCFA)
new and
additional



Focus

6 sectors
Focus: Energy,
Transport,
Business and
Industry,
Agriculture
and Buildings



Senegal, a marginal contributor to global emissions, has made notable progress on several fronts of its energy transition. In this context, the Government of Senegal's goal is for the JETP to provide additional support to advance or speed up delivery of its priorities for access to sustainable energy, in a way that is fair to the people of Senegal.



Based on

A long-term low
greenhouse gas
emission development
strategy (COP28)
A JETP Investment Plan
(May 2025)



**Our shared
future**

**This is where
you come in**



What's different

A partnership with a low
CO2-emitting country
that stresses the need to
support universal access
to electricity at a
competitive price, job
creation and
affordability



Why now?

In June 2023, Senegal entered into a Just Energy Transition Partnership (JETP), an international partnership that is to mobilise €2.5 billion (about 1,635 billion FCFA) over 3 to 5 years, with the support of five partners: France, Germany, the European Union, the United Kingdom and Canada.

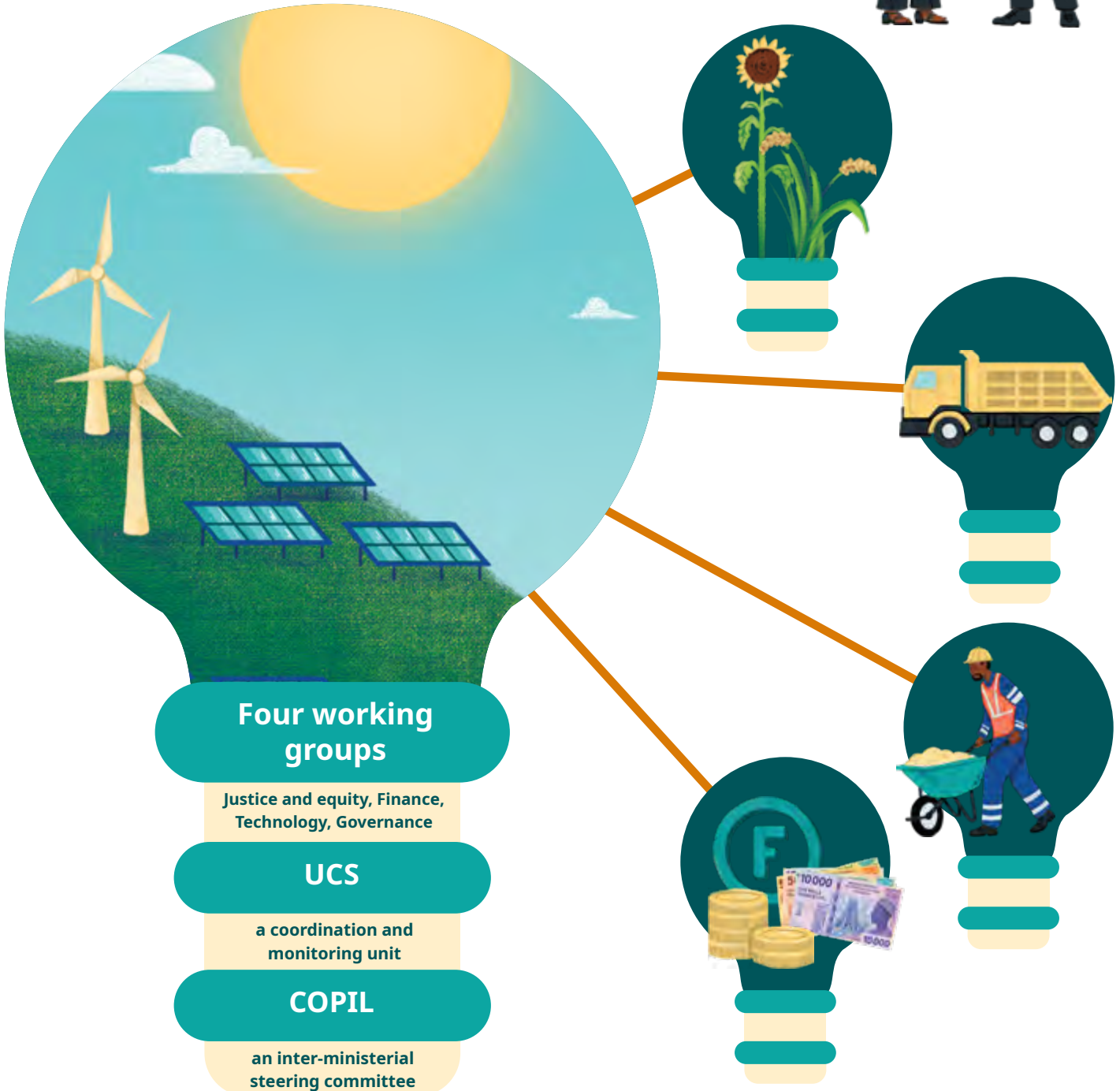


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Who decides what in the JETP process?



Attaching the COPIL to a single ministry (the one responsible for energy) remains a challenge. The energy transition is not only about energy: it also affects agriculture (when land becomes solar parks), transport, jobs, the environment and public finances.





JETP actors: who does what?



Senegalese government

- Ministry of Energy and Petroleum (MEP): leads the JETP for the State. Chairs the COPIL, coordinates the plan, signs the agreements.
- SENELEC (Senegal's national electricity company): runs the national grid. It buys electricity from power plants and connects municipalities.
- ASER (Senegalese Rural Electrification Agency): responsible for bringing electricity to unconnected rural areas, through mini-grids or individual solar systems.
- EITI Senegal: the Extractive Industries Transparency Initiative publishes the sector's contracts and financial flows. The JETP plan is published on itie.senegal.sn.



International funders

- The five JETP partners (Germany, France, European Union, United Kingdom, Canada) mobilise funding through specialised financial institutions such as KfW or GIZ (Germany), AFD, the French Development Agency (France), BII, British International Investment (United Kingdom), etc. These institutions negotiate loan terms directly with the Senegalese government.
- **The African Development Bank (AfDB) and the World Bank are also important actors.**



Civil society and communities

- PACTEJ: Platform of Civil Society Actors for a Just Energy Transition.
- SynDev: PACTEJ member, free legal expertise for municipalities negotiating with operators. SynDev supported the municipality of Malicounda.
- WIM Senegal (Women in Mining): PACTEJ member, works specifically on women's rights in areas affected by extractive and energy projects.
- CRADESC: coordinates PACTEJ.
- ENDA Energie, LEGS Africa, AJE, CAJUST, PCQVP, CNTS, AJITREPE, etc.: PACTEJ members, each with its own specialisation.
- NRGi (Natural Resource Governance Institute): produces the independent research this guide is based on. It also created PACTEJ together with ACF, OXFAM, Natural Justice, the Heinrich Böll Foundation (HBS) and Africa Climate Insights.



The JETP financing model



What the plan does not say: worrying gaps

The plan

The investment plan is the central document for implementing the JETP. It describes how the €2.5 billion (about 1,635 billion FCFA) will be used. NRGi published an in-depth analysis of this plan in January 2026.

- 1 The 8,523 localities to be electrified are not named in the document. It says they must be electrified, but not which ones. Neither local elected officials, nor residents, nor civil society or community-based organisations can check whether their village is on the list, or prepare to host a project.
- 2 Local authorities, municipalities, municipal councils and mayors are not mentioned once in the investment plan. This is very worrying, because they are the ones who must host its projects and will govern the areas where projects are built.
- 3 The plan does not set out the costs to the Senegalese State beyond funders' commitments. Nor does it specify the guarantees given to investors, or what is planned for communities in terms of local jobs or community benefits.

€9.5bn

Total
financing
needs

34

Projects
approved in
the plan

11

Projects that
have secured
funding

40%

Renewables
target 2030

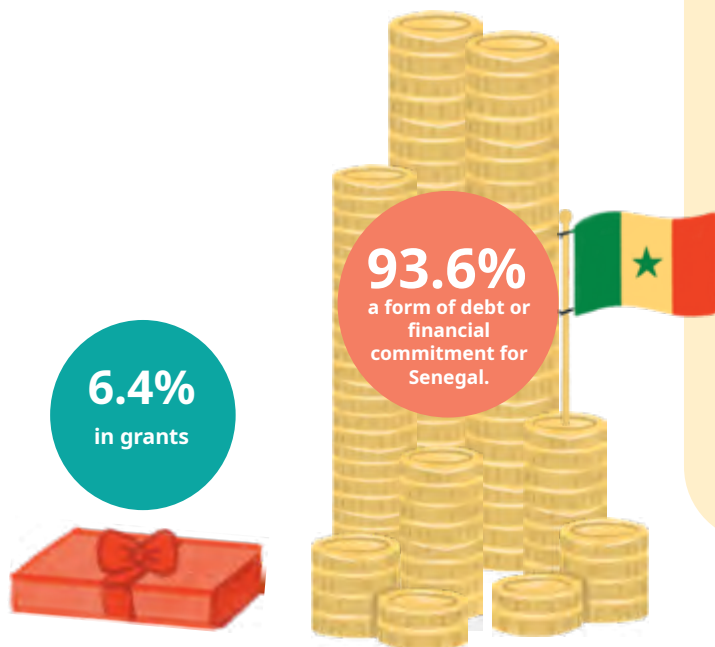
8,523

Localities to
electrify



Understand these
risks and be ready to
call for a fairer
financing model





An energy project can bring benefits to people, but it can also be costly for the State if it is poorly prepared or if risks are poorly shared. Transparent contracts, fair risk-sharing and good cost control are therefore essential.



This financing structure raises concerns about the risks it could pose to public finances and to the sustainability of Senegal's debt in relation to the energy transition.

8 strategic pillars of the plan

- Renewable energy development
- Grid modernisation
- Rural access, clean cooking
- Sustainable mobility
- Green industries and services
- Energy for agriculture
- Equity and justice (PACTEJ)
- "Made in Senegal"

Structural weaknesses

- Only 11 of 34 projects funded — just 32%
- 93.6% debt / 6.4% grants structure
- Local authorities mentioned 0 times among the 8,523 targeted localities
- No community monitoring mechanism planned
- Plan almost unknown in host municipalities

Three financial risks to know

- 1 Paying for electricity that is not used.** In some contracts, SENELEC may have to pay for electricity produced by a power plant even if the grid cannot use it at the time it is produced. This can create extra costs for the power system. Senegal must therefore ensure that contracts protect public finances and clearly share risks among the different parties.
- 2 Unbalanced risk-sharing between investors and the State.** To finance an energy project, investors can use their own money but also borrow. When borrowing makes up a very large share of the financing, more of the risk can fall on the State and, indirectly, on citizens — especially if the project runs into difficulties or costs more than expected. It is therefore important that risks and benefits are shared fairly between investors, the State and citizens.
- 3 An electricity price that does not cover costs.** If the price paid for electricity is lower than what it really costs to produce, someone has to pay the difference: the State, SENELEC, or eventually consumers. This risk can be especially high for some solar projects with batteries, which cost more to run. Electricity prices and public support must therefore be able to fund projects over time without putting public finances under strain.



BARGNY: the example not to follow



The project was developed without genuine consultation of local people. The funder's own official report (FMO, 2016) acknowledges that until construction began in 2013, the project "was unknown to most local groups". The plant was built on a site that was meant to host 1,433 plots for families displaced by coastal erosion. The 500-metre minimum distance between industrial facilities and homes required by the Environmental Code was not respected.

The impacts on women are serious and documented. The women of Bargny have processed fish (smoking, drying) for generations. Since the plant was installed, black, oily dust settles on their products and makes them unsellable. "Since the plant arrived, our products are covered in black dust. It destroys our okra crops. Our harvests turn black. Our children go to school under the chimney," say the women fish processors.

In 2019, the AfDB's independent recourse mechanism concluded that the project did not comply with environmental and social standards. A 30 billion FCFA dispute pits a foreign company against the project.



Pollution
affects crops



Sendou coal-fired power plant, 125 MW, in service since 2018. Dakar region.

Key takeaways

- project carried out without free, prior and informed consultation
- legal violations
- litigation
- community division
- lasting pollution

Everything not to do.

Built on plots intended for housing

Local people left out

Built too close to homes

Health affected

Pollution affects fish drying

MÉOUANE: solar without equity



92,000 panels connected to the SENELEC grid



Infrastructure funded

Inaugurated in 2017 by President Macky Sall as a flagship energy transition project. 92,000 photovoltaic panels, connected to the SENELEC grid. At the inauguration, 300 jobs had been created during construction and infrastructure had been funded (school fences, a maternity unit, classrooms, a farming plot).

But the most important commitment, transferring 4% of the capital to local people (1% to the departmental council, 3% to the municipality), was never honoured. Not a single share was transferred. The financial contributions (70 to 71 million FCFA) were paid for years directly to Dakar, not to the municipality. Only in 2021, after a long mobilisation and the intervention of a legal expert, did the municipality recover its funds. The previous years are lost.

Of the 89 villages near the park, around twenty are still not connected to electricity. The paradox: the solar park produces energy, but neither the surrounding villages nor local producers benefit from it.



300 jobs at the inauguration



Santhiou Mékhé solar park,
29 MW, operated by
Senenergy since 2017, on 64
hectares. Tivaouane
department.

Key takeaway
political promises made at an
inauguration are worthless
unless they are in a written,
enforceable contract.

Financial contributions
paid to Dakar



22% of villages still not
connected



No shares
transferred



A legal expert stepped in to
recover the funds



TAÏBA NDIAYE: wind power, gains and weaknesses



Pollution destroys crops



The wind farm has brought recognised benefits: around 900 jobs during construction, a middle school built in Thiallé (200 million FCFA), computer equipment for the high school, student scholarships (10.8 million FCFA/year), five community millet mills for women, boreholes for market gardening. The 2024 contribution to the Local Monitoring and Liaison Committee reached 278 million FCFA (1% of the wind farm's turnover).

But problems persist. Land compensation was calculated using outdated rates (105 FCFA/m², sometimes 65,000 FCFA for a bare plot). The compensation process was seen as humiliating: "They called us to Tivaouane and the payment was made in public, with no discretion," says one resident. There are very few permanent jobs (fewer than ten). The agreements signed with the operators are seen as "empty of substance" by the mayor himself: the promised €1.2 million foundation never materialised.

On the environmental side, marked by cumulative impacts (pollution from ICS) and risks, wind power is seen as less polluting. But the neighbouring thermal plant and the ICS coal plant produce black smoke that destroys crops: "A harvest that was worth 600,000 FCFA now barely fetches 30,000 FCFA."



Borehole



158 MW wind farm (46 turbines over 34 km), 115 MW Tobene Power thermal plant, 20 MW ICS coal plant. Thiès region.

Key takeaway
real gains in social investment, but paltry land compensation and vague agreements that limit the benefits for the municipality.



900 jobs during construction



Wind farm benefits



Middle school built



5 community millet mills



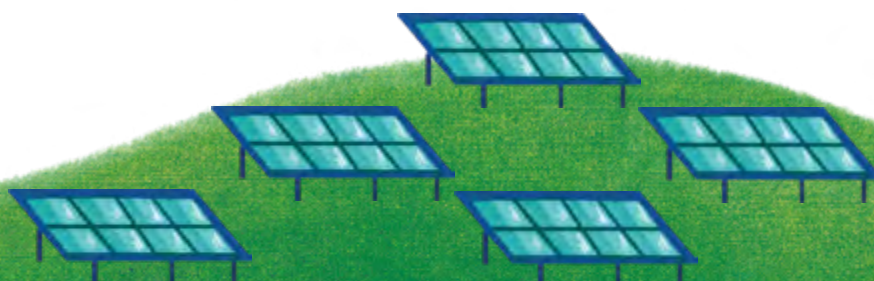
Paltry land compensation



Empty of substance



MALICOUNDA: the model that inspires



Malicounda hosts two power plants, but secured far better terms than the other municipalities. The key: the mayor's leadership, legal support from SynDev and ENDA Énergie, and a rigorous negotiating method — refusing to sign without conditions.

For the 22 MW solar plant, the municipality obtained a NOTARISED CONTRACT, the only one of its kind among the four municipalities studied. The contract provides for: 5% of the project company's capital for the municipality; the mayor as Chair of the Board of Directors (oversight of management); quotas of 80% of unskilled jobs and 50% of skilled jobs reserved for local people; connection of the municipality's unelectrified villages; monthly monitoring committees and an employment committee. A prior damage assessment was carried out based on the national compensation scale of three million FCFA (3,000,000 FCFA) per hectare. As a result, 300,000,000 FCFA in compensation was paid to landowners, and a fee of the same amount (300,000,000 FCFA) was paid to the local authority for land occupation — money that helped electrify other villages. The municipality used this fee to fund the electrification of 8 of its 22 villages, through a tender run in partnership with SENELEC.

To ensure these commitments are honoured, two mechanisms were put in place, including a commitments monitoring committee that meets regularly (monthly or every two months). The 120 MW thermal plant generates about 200 million FCFA a year for the municipality. Social investments have been made: an ultrasound scanner (25 million FCFA), 550 solar streetlights under way, and commitments for a multi-purpose stadium.

Not everything is perfect: women and young people remain under-represented in the jobs created, and the thermal plant causes noise and environmental impacts. But the overall result is much better than elsewhere, and it comes down to the negotiating method.



120 MW thermal plant (SENELEC, 2023) + 22 MW solar plant (public-private partnership, 2016). Mbour department.

Key takeaway
a much better result is possible. The difference lies in the will and the method of local leadership.



Compensation for landowners

Electrification of other villages

Legal support

80% of unskilled jobs and 50% of skilled jobs for local residents

Notarised contract

Gender in the JETP



Why are women the first to suffer and the last to benefit?

- In Bargny: women fish processors are losing their livelihoods because coal dust makes their products unsellable. No economic assessment of their income was done before the project, leaving them no basis to claim compensation.
- In Malicounda: the thermal plant has degraded farmland cultivated by women. No alternative employment was offered to them.
- In Méouane: the takeover of 64 hectares has reduced women's access to nearby farmland.
- In Taïba Ndiaye: smoke from the thermal plant is affecting mango orchards worked by women.

Provide specific compensation mechanisms for women's lost income.



Requirements for a just transition for women

Assess women's economic activities BEFORE any project

- Include gender markers in policies and strategy documents.
- Hold separate consultations with women (suitable times, female facilitator).
- Include in contracts a quota of at least 30% of jobs for women.

Make the JETP process more inclusive

WIM Senegal can support your municipality in this process. This is not a matter of goodwill: it is a condition of justice. A transition that deepens gender inequality is not just.

Include women in ALL monitoring and local governance committees.

Support local authorities to build their capacity to protect their people's rights and ensure they benefit from major projects.





A national platform that brings forces together

Active members a municipality can call on:

- PACTEJ coordination: CRADESC and LEGS Africa.
- SynDev (Synergie Développement) — legal expertise and on-the-ground support. SynDev supported Malicounda.
- WIM Senegal (Women in Mining) — women's rights in affected areas.
- CAJUST.
- AJE (Youth Association for the Environment) — young people and environmental issues.
- ENDA Lead — sustainable energy and local development.

A platform created for collective action

PACTEJ (Platform of Civil Society Actors for a Just Energy Transition) was created at the very start of the JETP process, even before the Investment Plan was finalised. The aim was clear: to organise civil society early enough for it to take part in decisions and help shape the energy transition, rather than stepping in once decisions had already been made.

Civil society and PACTEJ



PACTEJ's ambition: to make the energy transition a more transparent, participatory and inclusive process, in which communities and territories can make their voices heard and defend their interests.

The JETP is a complex process, but communities and local elected officials are not alone.

Six types of (free) support PACTEJ and its members can offer you:

- 1 Information and capacity building.
- 2 Helping you understand contracts and projects.
- 3 Documenting problems and raising the alarm.
- 4 Connecting you with other municipalities.
- 5 Making your voice heard.
- 6 Tracking commitments and results.

What PACTEJ has already achieved

- Co-lead of the Justice and Equity Working Group.
- Representation on the JETP COFIL.
- Wider sharing of information on the JETP.
- An international webinar in September 2024.
- Information gathered.
- Stronger local dialogues.



Act and succeed



Avoid signing in a hurry

Step 1

Get organised collectively
before negotiating



Step 2

Get support from a specialist
or legal expert



Step 3

Negotiate precise, measurable
commitments



Step 4

Demand a notarised contract



Step 5





Your rights as a host community

Receive fair, written compensation

- 1 Assessed at the real, current value of what you lose, not on administrative rates from 1990.
- 2 Negotiated with you, not decided unilaterally.
- 3 Set down in writing, in a signed document, BEFORE work begins.



Warning: one-off donations (a road, a well, medical equipment) do NOT replace legal compensation. If an operator offers you gifts instead of written compensation, that is a warning sign.

Be informed before the project

Before an operator starts building, it has a legal obligation to inform you.

So you have the right to know: what the project will build and where, which land will be used, what the impacts will be (dust, noise, effects on water), what compensation is planned, and on what timeline.

Take a real part in decisions

A public consultation is not a meeting where you are told what is going to happen. It is a process in which your views, concerns and proposals are gathered, recorded and taken into account in decisions.

Know what is in the contracts that bind your municipality

Any contract signed between an operator and your municipality binds you as a resident. You have the right to know what it contains.

Use complaint mechanisms

If your rights are violated (biased impact study, inadequate compensation, unaddressed nuisances), you can turn to several mechanisms:

- At national level:
the Directorate of Environmental Regulation and Control (DIREC) for environmental issues, and an opening for advocacy or complaints.
- At funder level:
the AfDB's independent recourse mechanism (e.g. the Bargny coal plant), the FMO complaints mechanism, etc.



Your levers for action as a mayor or elected official



Information

To do: get informed. Download the JETP investment plan from itie.senegal.sn.

You can also ask NRGi for a tailored preparatory meeting on your municipality's situation. This service is free.

Collective preparation

Bring together your municipal council and hold a community assembly to agree your positions.

Golden rule:
nothing
without a
notarised
contract

Legal support

6 questions to ask any operator BEFORE signing

- 1 How many PERMANENT jobs will be created for residents of my municipality? What share for women? For young people?
- 2 What compensation mechanism is planned if the project affects our land or income? Exact amounts, set deadlines.
- 3 Will the municipality hold a stake in the project company? What percentage? On what legal basis?
- 4 Will the municipality be represented in the project's governance (board of directors or equivalent)?
- 5 When will the full contract be made public on itie.senegal.sn and posted at the town hall?
- 6 How will women be included in jobs, training, decision-making bodies and compensation?



Never agree to sign without written, precise answers with figures to these six questions.

Other levers to use

- Join or create an inter-municipal network with other host municipalities in your region. Together, you carry far more weight.
- Support reform of the COPIL through your mayors' association, to include local elected officials with voting rights. Advocacy coordinated by PACTEJ and NRGi.
- Use the EITI as a transparency lever: ask for local contracts and impact studies to be published on itie.senegal.sn.
- Set up an inclusive local monitoring committee once the project starts, with at least 30% women, access to progress reports and the right to raise the alarm.





Frequently asked questions and resources

For residents and communities



- ? How can I find out if an energy or JETP project is planned in my municipality?**
 - !** Consult the JETP investment plan on itie.senegal.sn (public and free). Look for the name of your municipality or locality. If you cannot find it, contact the Energy Transition Directorate of the Ministry of Energy and Petroleum, PACTEJ, NRGi or other partners who can help you.
- ? A project is starting without us being consulted. What should we do?**
 - !** Understand before you sign, and give no verbal agreement. Document what is happening: photos, dates, testimonies.
- ? The operator is making verbal promises and offering gifts. What should we do?**
 - !** Don't let projects divide you. Hold an inclusive community meeting to agree a collective position before responding. Selective gifts are a common strategy to weaken resistance. Bargny residents experienced this: "They give us roads, but it's to buy our silence." Demand a written contract, not gifts.
- ? Women in our municipality are not being consulted. How can we change that?**
 - !** Contact organisations such as WIM Senegal. Formally request that consultations include separate sessions for women, at times that suit their schedules. Insist that the consultation minutes reflect their voices.

For mayors and elected officials



- ? An operator approaches us with a JETP project. How should I prepare?**
 - !** Sign nothing at the first meeting. Ask for the full file (technical project, impact study, draft contract). Give yourself at least two weeks to consult your community and have the contract reviewed by experts or a civil society organisation.
- ? Can we refuse a JETP project in our municipality?**
 - !** Technically, yes, you can refuse to sign an agreement. But an outright refusal with no counter-proposal risks being bypassed at national level.
- ? How can we access free legal support?**
 - !** Contact PACTEJ, which can put you in touch. Specify the type of project planned, the stage of negotiation and the documents you have.



How to promote a just transition?



A non-exhaustive list of policies and tools

Recognition of rights

- Compensation policies.
- Reskilling and education.
- Decommissioning and divestment requirements.
- Consultation protocols.
- Gender impact assessments (mining and renewable energy).

Fair distribution of benefits

- Communities and citizens as shareholders in renewable energy projects.
- Benefit-sharing agreements.
- Local content policies.
- Education programmes.
- Energy access policies.

Community voice and influence

- Transparency of energy transition data.
- Policies for citizen and community participation in energy transition planning and policymaking.
- Protection of civic space and public debate.
- Multi-stakeholder groups and dialogues.
- Safeguards for consultations.

International justice

- Energy transition finance, including Just Energy Transition Partnerships (JETPs).
- International standards for transition minerals.
- A responsible and fair phase-out of fossil fuels.
- International cooperation.





Notes

Access to electricity

Emissions reduction

Jobs and income

Education

Inclusion

Participation

Voice

Human rights

What does a just energy transition mean to you?



Quiz



- 1 True or false: the JETP is free and Senegal will not have to repay any loans?
- 2 True or false: only men should be involved in JETP discussions and contract negotiations?
- 3 Renewable energy is free at the source (e.g. sun, water or wind).
- 4 The hen appears in 6 places. Can you find all 6?
- 5 Which page talks about borehole water?
- 6 Which of the following sectors will also be affected by the JETP?
 - a) Agriculture and environment
 - b) Transport
 - c) Jobs and public finances
 - d) all of the above

Answers are on the inside back cover

Key questions that remain unanswered

Which municipalities exactly will benefit from electrification projects?

How are the municipalities and territories that will benefit from projects selected?

How will people be informed and consulted before a project is installed?

What partnership model between the operator and the municipality?

How will affected people be compensated when a project needs their land?

What protection and recourse mechanisms will be in place in case of nuisances or negative impacts on communities?



Acknowledgements

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Contacts and resources

All NRG Senegal publications:
resourcegovernance.org/fr/regions/afrique/senegal

JETP investment plan:
itie.senegal.sn (free download)

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Energy Transition Directorate, Ministry of
Energy and Petroleum

Reference publications (NRGI)

- Making Senegal's JETP investment plan a workable and fair framework. Authors: Papa Daouda Diene, Aaron Sayne, Aly Sagne, Aida Diop, January 2026.
- Voices from the Territories: experiences and challenges of the energy transition in Senegal. Abdoulaye Ba, Aida Diop, Ndeye Fatou SY, Safiétou Fall, Gnagna Diène.
- Between global challenges and governance demands: the JETP as a lever for an ambitious energy transition in Senegal. Aida Diop, Abdoulaye Ba, Papa Daouda Diene, Elimane Haby Kane, June 2025.
- JETP: lessons, challenges, opportunities and the role of Senegalese civil society. Authors: Aida Diop, Nafi Quarshie, Dr Fatima Diallo, December 2024.



Quiz answers (page 24):
1) False. Only a tiny share of the funding is a grant (6.4%); Senegal will have to repay all the rest.
2) False.
3) True.
4) Front cover, inside front cover, pages 1, 2, 24 and back cover.
5) Page 12.
6) (d) all of the above.

