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# Gender Assessment USAID/Senegal



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# GENDER ASSESSMENT

## USAID/Senegal



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The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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We also appreciate the time that other USAID staff members and implementing partners took to speak with us and to answer our many questions about the way that they handle gender issues in their programs. We hope the report provides useful guidance for the development of the mission's new strategy and future programs.

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The gender assessment field work was conducted by Deborah Rubin, Director, Cultural Practice, LLC, with Oumoul Khayri Niang-Mbodj (*Réseau Africain pour le Développement Intégré/ Centre de recherches pour le développement international*). The team also notes the helpful assistance of Sylvia Cabus, formerly of DevTech Systems, Inc., during the initial phase of work in Dakar.

-Deborah Rubin

## ACRONYMS

ADS	Automated Directive System
APROFES	<i>Association pour la Promotion de la Femme Sénégalaise</i>
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CESTI	<i>Centre d'Etudes des Sciences et Techniques de l'Information</i>
CRDI	<i>Centre de recherches pour le développement international</i>
DGT	Programme gouvernance, démocratie, transparence
EDB	Basic Education Program/Education du Base
ENDA	Environmental Development Action in the Third World
FGC	Female Genital Cutting
GBV	Gender-based Violence
GESTES	<i>Groupe d'Etudes et de Recherches Genre et Sociétés</i>
GOANA	Great Agricultural Offensive for Food and Abundance
GOS	Government of Senegal
LGBT	Lesbian, Gay, Bisexual, and Transgender
IQC	Indefinite Quantity Contract
LAREG	Laboratoire de Recherche sur la Gouvernance
MARP	Most At Risk Population
MEPNBRLA	<i>Ministère De L'Environnement, De La Protection De La Nature, Des Bassins De Réétention Et Des Lacs Artificiels</i>
MSM	Men having Sex with Men
PAEM	<i>Projet D'Appui a L'Enseignement Moyen</i>
PCE	<i>Projet Croissance Economique</i>
PEPAM	<i>Programme d'eau potable et d'assainissement du Millenaire</i>
PMI	President's Malaria Initiative
RADI	<i>Réseau Africain pour le Développement Intégré</i>
RFA	Request for Application
RFP	Request for Proposal
SERA	<i>Suivi, Evaluation, Recherche and Apprentissage</i>
SIGI	Social Institutions and Gender Index
SNEEG	<i>Stratégie Nationale d'Equité et d'Egalité de Genre</i>
SO	Strategic Objective <sup>1</sup>
SOW	Scope of Work
SODEFITEX	<i>Société de développement et des fibres textiles</i>
SOSATE	<i>Société de Travaux et Services et D'Assistance aux Entreprises</i>
STTA&T	Short-Term Technical Assistance and Training
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
WHEPSA	Women's Health Education and Prevention Strategies Alliances
WID	Women in Development

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<sup>1</sup> The Mission continues use of the term "Strategic Objective."

## **EXECUTIVE SUMMARY**

The USAID/Senegal mission has made concerted efforts over the past few years to identify gender issues and to address gender inequalities in its programming. It has numerous projects that target women or men in order to overcome identified disparities, and which conduct the work through inclusive, community-based efforts to ensure that both men and women are made aware of the activities and to encourage their mutual participation. Yet Senegal exhibits many areas of gender disparities. According to the Global Gender Gap Index, Senegal ranks in 102<sup>nd</sup> place out of 134 countries.<sup>2</sup> The mission is committed to improving the status of women and reducing gender inequalities in the design of its upcoming five year strategy.

As part of the new strategy preparation, USAID/Senegal requested assistance with a gender assessment. This study was conducted from March 20 to April 11, 2010. It was supported jointly by the Women in Development Indefinite Quantity Contract (WID IQC) Task Order 1 Short-Term Technical Assistance and Training (STTA&T) and the USAID/Senegal mission. In addition to conducting a literature review, the team made site visits in the cities and towns of Dakar, Thiès, Kaolack, and Tambacounda and villages near each of them. These offered examples of key gender issues in Senegal, including gender disparities in access to education, unequal allocation of land and other productive resources, and gender-based violence (such as domestic violence, female genital cutting [FGC], and rape), as well as examples of USAID/Senegal's programming to address these problems.

### **Entry Points for USAID Future Programming**

#### **Democracy and Governance**

- Update the 2004 study on the magnitude of trafficking in persons in Senegal.
- Develop a new activity to research the conditions of domestic workers in Dakar and to design an intervention to assist them in understanding their rights and improving their access to services.
- Work with men to change attitudes about women's participation in government, particularly in the current program on water management.
- Develop a mentoring program to support activities to link women who are moving into positions in local government with women who have already occupied positions in regional or national government.
- Provide support to the Donor's Gender Theme Group to improve attention to gender in the next iteration of the Poverty Reduction Strategy Paper.
- Build on the momentum of the recently passed bill on gender parity in elections to provide capacity building training to women for them to become candidates for election and new programs to support women's knowledge of the electoral process.

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<sup>2</sup> <http://www.weforum.org/pdf/gendergap/rankings2009.pdf>

## **Economic Growth**

- Conduct gendered value chain analyses, with attention to actual farm budgets and the costing of women's labor.
- Improve women's access to farm inputs (e.g., improved seeds, fertilizer, irrigation).
- Build women's technical capacity and literacy.
- Establish savings and credit programs.
- Work with Rural Councils to find suitable land holdings for cultivation by women and women or mixed groups.
- Supply farm equipment.
- Create horizontal and vertical linkages.
- Identify new opportunities for women's entry into agricultural value chains outside of their historically common crop choices.
- Support rural women's entry into processing, bulking, sorting, and transport opportunities.

## **Education**

- Maintain support for middle school construction (as was done under the PAEM activity).
- Conduct a targeted assessment of gender issues related to the operations of school management committees that would help identify avenues for improving mothers' participation and to accelerate change in attitudes towards the benefits of girls' education.
- Investigate possibilities of assistance for or linking to other donor programs that are investing in girls' dormitories at secondary schools to help parents meet financial and safety concerns for daughter to complete successfully secondary school.
- Develop university scholarship or mentorship programs in subjects where girls have been under-represented (e.g., agriculture, science, and engineering).
- Develop methods to improve communication about life choices between parents and children.
- Address discrimination and/or fraud in school admittance procedures that interfere with affirmative action efforts.
- Revise curricular materials to include sex education at an earlier age and to provide training in negotiation over sexual relations.
- Create support groups for teachers (both men and women) in rural areas.
- Develop a system of incentives for women teachers.
- Assist women teachers with negotiation skills and leadership training.

## **Health and HIV/AIDS**

- Build on pilots done by implementing partners to integrate gender and gender training into activities in community health and expand to other sites.
- Develop different communication messages or use different communication channels for men and women (and adolescents, boys and girls).
- Use both men and women to convey information about health practices.
- Target men to improve their experiences at clinics by offering appropriate incentives.

- Request partners develop explicit gender policies for gender integration in project implementation activities.
- Revisit FGC prevention strategies to widen awareness for all ages from children to grandparents among both men and women using differently targeted messages for each cohort.

### **Mission Operations and Structure**

- Make key gender-based constraints explicit in RFAs/RFPs so that responders address these in their proposals and implementation plans (key constraints are listed in each of the sectoral sections in the report).
- Work with partners to revise and improve attention to gender in annual workplans.
- Encourage activities that work with men and boys to change attitudes and behaviors that support greater gender equality.
- Provide support and/or incentives and additional training to team members who participate on the Gender Task Force.
- Look into ways to support the Gender Advisor and Gender Task Force with additional staff (interns, DLIs, Fellows, and/or consultants) and virtual assistance.
- Develop programs to address emerging issues of climate change, migration (and unemployment), and trafficking in persons.

## I. INTRODUCTION

The USAID/Senegal Gender Assessment was conducted from March 20 to April 11, 2010. It was supported jointly by the Women in Development Indefinite Quantity Contract (WID IQC) Task Order 1 Short-Term Technical Assistance and Training and the USAID/Senegal mission (see Annex A, Scope of Work). Implemented through DevTech Systems, Inc., the assessment was led by Deborah Rubin, Director, Cultural Practice LLC. She was joined by Oumoul Khayri Niang-Mbodj, the Senegal local consultant, currently associated with the *Centre d'Etudes des Sciences et Techniques de l'Information* (CESTI) and the *Réseau Africain pour le Développement Intégré* (RADI) and Sylvia Cabus, former Gender Analyst for DevTech Systems, Inc.

The USAID/Senegal mission has made concerted efforts over the past few years to identify gender issues and to address gender inequalities in its programming. It has numerous projects that target women or men in order to overcome identified disparities, and which conduct the work through inclusive, community-based efforts to ensure that both men and women are made aware of the activities and to encourage their mutual participation. Some activities in health and education appear to be successful. For example, recent activities have included working with communities to change attitudes and practices around Female Genital Cutting (FGC) and girls' education at the middle school level. The mission has also developed innovative cross-sectoral programs to address, for example, both education and health objectives, as in the Women's Health, Education, and Prevention Strategies Alliance (WHEPSA) program. Activities to reduce school-related gender-based violence have not only targeted girls with life skills training, but have helped teachers to reduce levels of violence. It is less clear if activities in the agricultural sector are achieving gender equity goals, although recently they have begun to assess current conditions and to consider opportunities to integrate more women into areas along the agricultural value chain where they have historically been under-represented.

Institutionally, USAID/Senegal also has made strides in improving attention to gender within the mission. It formed a Gender Task Force both to prepare for the gender assessment and to continue to refine and implement any action plan emerging from the assessment. The Gender Task Force and the Gender Advisor also will play a role in incorporating and implementing the recommendations that come out of this assessment in Senegal's next country strategy.

In health and education, the mission has for many years successfully targeted populations of disadvantaged women and girls, but now seeks to ensure that men's and boys' needs are also met. USAID/Senegal also has identified several potential points of future challenges for Senegal, including "a growing youth demographic with limited employment prospects, increasing urbanization, limited access to basic social services, and limited investment in the domestic private sector so critical to job creation".<sup>3</sup> Possible avenues for addressing these topics within the context of current sectoral programming areas are mentioned in the report.

The mission still faces challenges in finding the time and resources to design and implement programs to overcome critical gender disparities in the country. Improving gender integration

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<sup>3</sup> SOW, Annex A.

strategies will be particularly important in the new activities to be funded under USAID's recently announced United States Government "Feed the Future" initiative and in new democracy and governance programs. By building on the findings in this assessment and conducting more targeting gender studies in key areas, the mission will not only support women and girls and "Most At Risk Populations" (MARPs) with targeted activities, but may also begin to address institutional disparities where women and men have been historically disadvantaged and create opportunities for more equitable involvement in the market and in political arenas, from community to national levels.

It is recommended that the mission take the following general steps in operations and structure (discussed in detail below):

1. Make key gender-based constraints explicit in Requests for Application (RFAs)/Requests for Proposal (RFPs) so that responders address these issues in their proposals and implementation plans (key constraints are listed in each of the sectoral sections in the report);
2. Work with partners to revise and improve attention to gender in annual workplans;
3. Encourage activities that work with men and boys to change attitudes and behaviors that support greater gender equality;
4. Provide support and/or incentives, and additional training to team members who participate on the Gender Task Force; and
5. Look into ways to support the Gender Advisor and Gender Task Force.

The following list identifies the objectives outlined in the Scope of Work (SOW) and links them to the associated findings in this report:

- Provide sex-disaggregated data for basic social and economic indicators for the country in general and for USAID/Senegal sectors in particular (Section Two).
- Provide a framework for comparing the USAID/Senegal intervention regions to other regions in terms of gender equality (Section Two).
- Analyze the data in conjunction with a good understanding of the cultural and socio-economic frameworks in Senegal and identify the main cultural and socio-economic obstacles to gender equality (Section Three).
- Recommend gender sensitive indicators for each SO to guide and monitor the contribution of USAID/Senegal program to address Senegal's overarching gender issues (Section Three).
- Assess USAID/Senegal's present strategic results framework, program activities and staff capacity to identify gender issues, and determine possible entry-points for the incorporation of new approaches to reaching targeted results (Sections Three and Four).

A summary of the training exercise also is included in this report. The final section of the report briefly suggests emerging areas for consideration in the new strategy.

## Methodology

The team initiated the gender assessment with a review of scholarly and development literature on gender relations in Senegal. Many resources are available on gender issues in many sectors in Senegal<sup>4</sup> which reflect the vibrant research and advocacy efforts around gender inequalities. The team also reviewed USAID/Senegal project and strategy documents and recent guidance on gender integration from USAID, including revisions to the Agency's policy documents, the Automated Directives System (ADS).

Upon arrival in Senegal, the team met with USAID staff and implementing partners based in Dakar before traveling to meet with other partners in and around Thiès, Kaolack, and Tambacounda.<sup>5</sup> The interviews and focus groups were conducted using a set of key questions about the informants' understanding of gender, their processes for identifying and addressing gender issues in their programs, their successes and challenges, and their ideas on emerging issues related to gender.

The team spent the first week of the assignment together in Dakar, after which Cabus returned to the US and Rubin and Niang-Mbodj traveled to several sites around Senegal including in and around Thiès, Kaolack, and Tambacounda interviewing staff members of USAID implementing partners and project beneficiaries.

With the assistance of mission staff and partners, however, a schedule was developed that covered a significant portion of the spectrum of USAID programs in Health, Economic Growth, Education, and Democracy and Governance through site visits in the cities and towns of Dakar, Thiès, Kaolack, and Tambacounda and villages near each of them. These sites, which are visited less typically than the coast and central regions, offer examples of key gender issues in Senegal, including gender disparities in access to education, unequal allocation of land and other productive resources, and gender-based violence (such as domestic violence, female genital cutting (FGC), and rape). At the same time, these sites are home to USAID programs successfully addressing these challenges in interesting ways.

Although the team met with staff and partners from all the mission's sectoral focus areas, time and travel logistics limited the team's geographic coverage. On the advice of the mission, we did not visit either the Casamance Region because of the instability there; nor did we visit the northern part of the country which includes the Senegal River Valley. These limitations have been addressed as much as possible with extensive review of the literature and meetings, or phone interviews with staff working in these areas.

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<sup>4</sup> Please refer to Annex F.

<sup>5</sup> Please refer to Annex B.

## Senegal : Gender-Related Data Fact Sheet

Indicator	Data	Comments
Population of Senegal <sup>1,2</sup>	12-12.5 million	
Sex ratio <sup>2</sup>	1.0	
Human Development Index <sup>9</sup>	166 <sup>th</sup> of 182 countries	
Gender-Related Development Index <sup>9</sup>	108 <sup>th</sup> of 155 countries	
Global Gender Gap Rank <sup>3</sup>	102 <sup>nd</sup> of 134 countries	
Social Institutions and Gender Index (SIGI) <sup>4</sup>	52 <sup>nd</sup> of 102 countries	
Literacy rate <sup>7</sup>	45% (2009)	Up from 39% in 2002.
Literacy rates (m/f, 15+ years of age) <sup>5</sup>	52%/33%	
Literacy ratio (f/m) <sup>2</sup>	0.57	
Employment rates (m/f)	80%/65%	
% of women in workforce <sup>8</sup>	68%	7.6% have formal wage jobs. <sup>10</sup>
Income ratio (f/m) <sup>2</sup>	.53	
Women in Parliament (in %) <sup>2</sup>	19.2%	
Life expectancy at birth <sup>9</sup>	55.4	
Life expectancy ratio (f/m)	1.04	
Total Fertility Rate <sup>1</sup>	5.0	
Infant-child mortality <sup>12</sup>	85	Per 1,000 births
Maternal Mortality <sup>7</sup>	401	Per 100,000 live births
Girls aged 20-24 who were married by age 18 <sup>1</sup>	39%	
Rank in % of girls marrying before age 18 <sup>11</sup>	27	68 countries surveyed
HIV/AIDS prevalence (total) <sup>1</sup>	1.0	
Females/Males <sup>7</sup>	0.9/0.4	
Men having sex with men <sup>6</sup>	22-38%	
Commercial sex workers	19.5%	

Sources: For the full citations, please see Annex F and footnotes in the assessment text.

<sup>1</sup> <http://www.popcouncil.org/countries/senegal.asp>;

<sup>2</sup> [http://www.wikigender.org/index.php/Gender\\_Equality\\_in\\_Senegal](http://www.wikigender.org/index.php/Gender_Equality_in_Senegal); Wikigender is a pilot project for the OECD Global Project on Measuring the Progress of Societies.

<sup>3</sup> <http://www.weforum.org/pdf/gendergap/rankings2009.pdf>; This ranking measures the relative position of women to men in terms of outcomes in four areas: economic participation and opportunity, educational attainment, political empowerment, and health and survival.

<sup>4</sup> <http://genderindex.org>; This ranking is based on measures of gender inequality in five areas: the family code, physical integrity, son preference, civil liberties, and ownership rights

<sup>5</sup> World Bank GenderSTATS (2008)

<sup>6</sup> Geibel et al. (2010)

<sup>7</sup> <http://www.africaneconomicoutlook.org/en/countries/west-africa/senegal/>; African Economic Outlook

<sup>8</sup> <http://wbl.worldbank.org/ExploreEconomies/Senegal>; Women, Business and the Law (World Bank)

<sup>9</sup> [http://hdrstats.undp.org/en/countries/country\\_fact\\_sheets/cty\\_fs\\_SEN.html](http://hdrstats.undp.org/en/countries/country_fact_sheets/cty_fs_SEN.html); Development Report/UNDP

<sup>10</sup> [http://www.childtrafficking.com/Docs/moens\\_2004\\_study\\_practice\\_trafficking\\_senegal\\_4.pdf](http://www.childtrafficking.com/Docs/moens_2004_study_practice_trafficking_senegal_4.pdf)

<sup>11</sup> [http://pdf.usaid.gov/pdf\\_docs/PNADR814.pdf](http://pdf.usaid.gov/pdf_docs/PNADR814.pdf)

<sup>12</sup> USAID/Senegal 2008-9 Malaria Study

## II. GENDER INEQUALITIES IN SENEGAL

### A. Overview

Senegal exhibits many areas of gender disparities. According to the Global Gender Gap Index, Senegal ranks 102<sup>nd</sup> out of 134 countries.<sup>6</sup> Neighboring countries hold positions at 75 (The Gambia, up from 95 in 2007), 119 (Mauritania), and Mali (127). The index measures the relative position of women to men in terms of outcomes in four areas: economic participation and opportunity, educational attainment, political empowerment, and health and survival. A second index, the Social Institutions and Gender Index (SIGI), ranks Senegal 52<sup>nd</sup> out of 102 countries in its composite index, a more positive ranking than its neighbors of Gambia (69) Mauritania (61), Guinea (68), or Mali (99). The ranking is based on measures of gender inequality in five areas: the family code, physical integrity, son preference, civil liberties, and ownership rights.<sup>7</sup> It is evident from the information presented above that although Senegal remains a poor country with significant gender inequalities, but it is both economically and socially better off than many of its neighbors in the region, since only the Gambia scores higher on one of the measures.

Senegal provides a positive environment for donor programming on gender equality because it has a relatively gender equitable legal infrastructure and history of both political support for women by its national leaders and an active community of women's and human rights in civil society. It is also a challenging environment because gender inequalities persist, maintained by cultural and religious beliefs and practices that limit girls' and women's opportunities to participate in the nation's economic and political life, and which can also rigidly structure boys' and men's life choices.

Some encouraging trends are evident. The age of first marriages is increasing in urban areas, and the near parity of girls in primary school holds promise that age of first marriage in rural areas will also decrease as girls' education increases. Data show that in Senegal 20% of women with a primary school education married before 18, compared to 36% without a primary school education.<sup>8</sup> Levels of Female Genital Cutting (FGC) are decreasing in most of the affected regions of the country. There is attention to gender at multiple levels of activity in the country. There is a Donor Coordination Group on Gender comprised of a forum of donors and international agencies such as international NGOs that develops plans and strategies and disseminates information among donors and partners. UNIFEM plays a coordinating role for this group. USAID is a member; it is represented there by the Gender Advisor.

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<sup>6</sup> <http://www.weforum.org/pdf/gendergap/rankings2009.pdf>

<sup>7</sup> <http://genderindex.org> (OECD)

<sup>8</sup> [http://pdf.usaid.gov/pdf\\_docs/PNADR814.pdf](http://pdf.usaid.gov/pdf_docs/PNADR814.pdf)

At the national level, the 2001 Senegalese constitution upholds the principle of equality for all citizens, regardless of sex. It promotes secularism and affirms equality between men and women, stating "...[The] Constitution prohibits the creation of political parties based on religious, ethnic, or gender affiliation."<sup>9</sup> The Government of Senegal (GOS) has ratified numerous international agreements related to gender equality and human rights, including the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW). The National Ministry of Gender developed the National Strategic Plan on Gender, known as *la Stratégie Nationale d'Équité et d'Égalité de Genre* (SNEEG 2005). The GOS also uses a system of Gender Focal Points located in each Ministry who are supposed to review gender integration in ministry programs. The President is publicly supportive of women's issues and has made a film, "Wade, *Avocat du Genre*" ([President] Wade, Advocate for Gender), which was shown at a gala in April 2010. The event also celebrated the awarding of the biennial *Femmes Africa Solidarite* or African Gender Prize to the President of Mozambique, Armando Emilio Guebuza, for his efforts to support gender integration and women's participation in the country. Women have been ministers, including, in 2002, the Prime Minister, and some women have been elected to Parliament, although most women Parliamentarians have been appointed by the President. Women are less visible in the district-level administrative structures such as the Rural Councils, and this is another challenge, in light of the continued move towards decentralization.<sup>10</sup> There are, however, a wide range of NGOs who work on gender issues in different sectors and who are active in local communities.<sup>11</sup> In general, the implementing partners' approaches focus on targeting women, or in some cases on groups of particularly vulnerable or needy boys or men. Few of the partners have a more relational view of gender or an understanding of how to work on inequitable institutional structures or policies to create a more gender-equitable enabling environment.

Despite the encouraging legislative and policy environment, women and men in Senegal face very different sets of opportunities in most spheres of life. This is due, in part, because although the international laws (when ratified) are supposed to take precedence over the national ones, in practice customary law is still strong and widely implemented particularly in rural areas. Cultural beliefs typically support the dominance of men in social life, and women are first and foremost expected to be good wives and mothers.<sup>12</sup> Thus, women do not yet have equal rights with men and many, especially in rural areas, are struggling under the burden of significantly greater domestic responsibilities, lack of access to productive assets, and both educational and health disparities that constrain their ability to maximize their social and economic potential.

It is widely noted that implementation of the various international and national laws on gender equality and women's rights is weak and that the government lacks an adequate plan to enact its policies. With few exceptions, donors have not provided funding to support the positions of the Gender Focal Points or the budget of the Ministry of Family, Female Entrepreneurship, and Microcredit, which are charged with responsibilities for integrating gender issues into government policy and programs. The responsibilities of the Gender Focal Points are not always well-defined, and in several cases, the people in those positions are not all well-

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<sup>9</sup> Sow 2003: 74.

<sup>10</sup> Blackden 2006: 11.

<sup>11</sup> Annex C.

<sup>12</sup> Blackden et al. 2006: 2.

qualified. The leadership in the Ministry itself has undergone many changes, as has its portfolio, leading to a lack of continuity in staff and vision.<sup>13</sup>

Other gaps between legislation and practice are common in agriculture, particularly in access to and control over productive resources such as land and credit, which are discussed below. By law, women may join agricultural cooperatives but, in practice, they tend to be less well represented in mixed-sex associations currently being facilitated by donor interventions. They are active in women-only groups, and USAID is working with a number of such groups in its economic growth programs. In health, national laws allow girls to marry at age 16 and boys at 18; but girls are frequently married earlier. One study estimated that 29% of girls between the ages of 15 and 19 were already married, divorced, or widowed;<sup>14</sup> rates are estimated to be significantly higher in rural areas (55%) than in urban areas (23%).<sup>15</sup> Such gaps between policy and practice continue to constrain women from achieving their full potential in society.

There are a number of laws in Senegal which affect men's and women's opportunities to participate in agriculture and economic growth. Inheritance laws, for example, do not treat men and women equally. Senegalese customary law among most ethnic groups does not allow women to inherit property directly; a man must act as an intermediary.<sup>16</sup> An individual is allowed to choose whether to follow Islamic or French law in inheritance, and under the more popularly chosen Islamic law, women inherit only a portion of what men do. The current Senegalese Family Code, though intended to be a mechanism to protect women, also has limited women's integration into businesses. It gives a husband sole power to decide where a family resides, to act as parent of children, and to practice polygamy (if decided at the time of his first marriage). Women only exercise parental authority if "the father renders himself unworthy to exercise that power or if he assigns it voluntarily."<sup>17</sup> Since women do not receive the same tax allowances as men do, even when they are the sole breadwinner unless a husband relinquishes his status as head of household, the tax law effectively requires women to pay higher taxes than men on a similar income. This is considered a breach of the CEDAW provisions.<sup>18</sup>



The land laws in Senegal allow for both men and women to own land equally, but socio-cultural patterns of lineage and political authority combine to make it more difficult for women to obtain and control agricultural land for commercial endeavors. There are two relevant laws: the law on national domain, passed in 1964 and still active and another law entitled "*la loi d'Orientation*

<sup>13</sup> <http://www.guide2womenleaders.com/Senegal.htm> .

<sup>14</sup> SIGI.

<sup>15</sup> UN 2008.

<sup>16</sup> Equality Now 1997.

<sup>17</sup> Ibid.

<sup>18</sup> Elson 2006: 78.

*Agro-Sylvie Pastorale*” passed in 2004. The laws confer similar rights to land to men and women, noting in the latter law, “*Ce statut est conféré de façon identique aux hommes, aux femmes et aux jeunes en âge de travailler qui exercent les métiers de l’agriculture.*” Fatou Diop Sall at the University of Gaston Berger has found that women across Senegal typically have smaller plots of land, which are less fertile or less conveniently situated than the plots on which men cultivate. Women also have less knowledge of their legal rights.<sup>19</sup>

Gender-based violence is a significant problem in Senegal. Although a law was passed in 1999 that criminalizes Female Genital Cutting (FGC), and there are some indications that the practice is declining as a result of public information campaigns and NGO advocacy, it is still common in some regions of the country including the ones the team visited. The regions required to pay both alimony and child support, but they are still allowed to determine where the children live.<sup>20</sup> The South and Southeast, which have higher rates of FGC, are also reporting increased rates of forced marriage, 32% of which are with girls under the age of 16.<sup>21</sup>

In Senegal, 94% of the population is Muslim. There is a large body of literature and ongoing active debate over the rights of women under Islamic law, which itself is not a monolithic body but a set of changing principles influenced by history, culture, and economic development. Islamic law influences Senegal’s secular law in three areas that intersect with economic opportunities, including women’s status, marriage, and inheritance. Under both Islamic and Senegalese law, men are allowed to practice polygyny (marriage of a man to more than one wife, up to 4 wives in the case of Senegal) if the husband and first wife agreed to that prior to the marriage. Men are permitted to unilaterally divorce their wives under a Muslim tradition of “*talaq*” and have stronger rights to children after a divorce. Women, in contrast, must take their claims for divorce to court. Under Senegalese law, husbands are required to pay both alimony and child support, but they are still allowed to determine where the children live.<sup>22</sup> There are indications of differences in the practice and consequences of divorce in urban and rural Senegal, with divorce being more common in urban areas, but no recent comparative data was identified during this study.

## **Gender and Access to Land**

Men and women are nearly equal contributors to the Senegalese economy, but in different sectors. They are represented as participating equally in the sector that combines agriculture, forestry, and in livestock. However, women are responsible for more labor on agricultural plots (although men are also significantly involved) and men are more heavily engaged in raising large livestock. These are nationally aggregated figures, and the specific allocation of men’s and women’s agricultural responsibilities varies in different regions of the country.<sup>23</sup> Generally, there is a lack of accurate sex-disaggregated data on both men’s and women’s contributions to the economy, and difficulties in calculating non-monetized production.<sup>24</sup> Women across the country

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<sup>19</sup> [http://www.gestes-ugb.org/index.php?option=com\\_content&view=article&id=30%3Aindividual-land-control-linked-to-womens-empowerment&catid=14%3Aevenement&Itemid=7&lang=fr](http://www.gestes-ugb.org/index.php?option=com_content&view=article&id=30%3Aindividual-land-control-linked-to-womens-empowerment&catid=14%3Aevenement&Itemid=7&lang=fr)

<sup>20</sup> Juta Law 2004.

<sup>21</sup> Niang et al. 2008: 48.

<sup>22</sup> *Supra*, see note 19.

<sup>23</sup> Blackden et al. 2006:29.

<sup>24</sup> Gueye 2008:3.

are heavily involved in post-harvest processing and small-scale marketing of agricultural produce. For example, the “*transformation*” of grains is typically considered women’s domain.

In a country that depends on agriculture, access to land is a critical component in rural livelihoods. Historically, family lands were managed by the men as the elders in a patrilineage, through a complex system of overlapping use rights and women and youths rarely had direct access to land. Today, following the passage of a 1996 law on decentralization, the land in Senegal is managed by local governments of municipalities and rural communities.<sup>25</sup> Due to the complexity of the relationships between the different layers of government and the continued customary practices surrounding land distribution, it is difficult to know how much land is in the hands of women. A 2007 study reported that women own about 13% of all agricultural lands,<sup>26</sup> but that figure seems high in relationship to interviewees’ comments during the assessment. Although the formal laws entitle women to inherit land, they are generally unable to benefit significantly from this legislation because of their marginalization by customary practices. Women also have lower incomes and have greater difficulty in accessing credit than do men, limiting their options for land purchase. Widows can either marry their husband’s brother to maintain custody of their land, a process known as levirate or return to their natal family where they are given land by their fathers or brothers.<sup>27</sup> Men can also exert control over women’s access to land by controlling her expenditures.<sup>28</sup>

In rural areas, local allocation systems that previously allowed women access to, if not ownership of land, for farming in many regions limited the use of such land for marketed production. During the last thirty years, there has been a growing individualization of land holdings that, depending on circumstances, are alternatively marginalizing women who cannot afford to purchase land OR offering those with resources more options for gaining land. According to Faye:

Local people’s ideas about land are changing too, as demographic pressure leads to land saturation. Land is no longer regarded as an inalienable asset, but is treated like any other commodity that can be traded for money. With the collusion of elected local officials and tacit consent of the State, ‘illegal’ land sales and rentals are on the increase nearly everywhere, especially in peri-urban zones and areas of irrigated farming. The rules for transferring land to rights holders have resulted in the widespread fragmentation of farms in rural areas, and certain regions of Senegal, particularly the peanut basin, are seeing increasing numbers of completely unviable micro-agricultural enterprises.<sup>29</sup>

## **Gender and Education**

Senegal has reached near parity in primary school education, with girls comprising 49% of enrollment, but the rate drops off greatly in secondary school, where the ratio of girls to boys enrollment is 80%, and even further in tertiary education (54%). Especially in rural areas, social

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<sup>25</sup> J. Faye 2008.

<sup>26</sup> Gueye 2008: 4.

<sup>27</sup> FAO 2005.

<sup>28</sup> Matsumoto-Izadifar 2008.

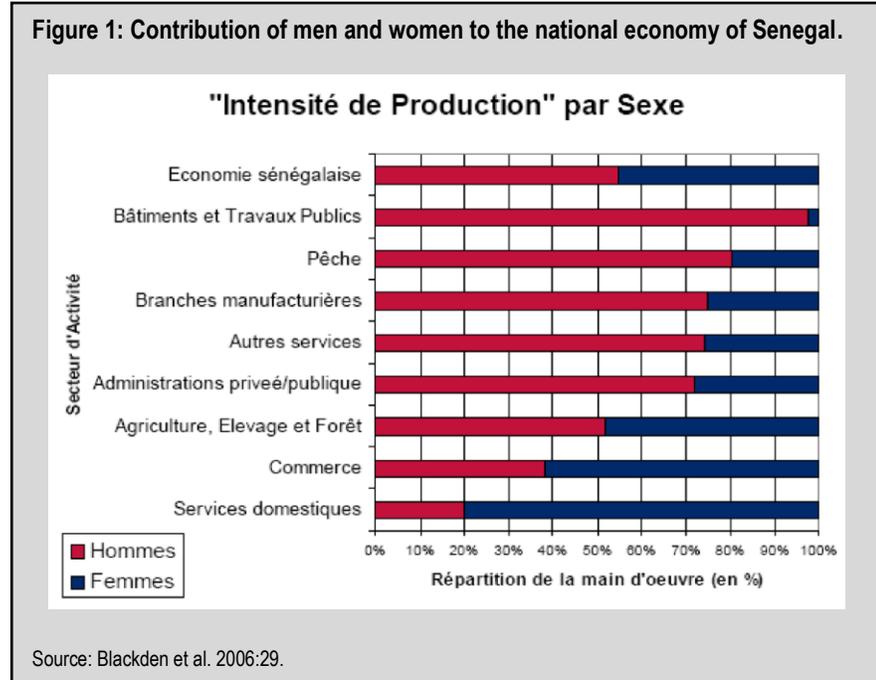
<sup>29</sup> J. Faye 2008: 15.

pressures rise for girls to assist with household labor or to marry as they reach their teens. Having few schools close to home discourages parents from keeping their daughters in school if they have few funds or social connections to board them at schools in towns. Literacy rates for women over 15 are 33%, compared to 52% for men.<sup>30</sup>

It is a tradition among Muslim communities in Senegal to send young boys to Koranic schools to study the Koran. As most of these schools operate in urban areas, young boys commonly known as *talibes* end up being made to beg on the streets instead of learning the Koran. The population of these young boys may be around 100,000. This is a gender issue, as it feeds into cultural expectations for men to be familiar with the verses of the Koran and to be educated in a Koranic school as a mark of their masculine identity and of reaching manhood. Efforts to improve the situation of the *talibe* are often met with resistance because they can be interpreted as anti-Islam. It is important to look into ways to address the issues behind parents' decisions (such as poverty and gender ideology) for sending the boys away from the rural areas.

In some situations, the conditions of the *talibes* who are younger than 18 years of age can be considered under the definition of trafficking in persons.<sup>31</sup> Programs such as conditional cash transfers or other social safety net interventions have been successful in other countries with Islamic populations in improving both boys and girls attendance in schools.<sup>32</sup>

Figure 1: Contribution of men and women to the national economy of Senegal.



## Gender and Employment

Gender disparities in education are reflected in the sex-segmentation of Senegal's labor force. About 65% of women are employed, compared to 80% of men.<sup>33</sup> Among the employed women, most work in agriculture, with only 10% employed outside the sector. Women hold jobs that require little education, e.g., domestic work and agricultural labor. Women are said to make up 70% of the rural workforces, but accurate levels are hard to determine.<sup>34</sup> Women also have higher

<sup>30</sup>World Bank 2008: <http://go.worldbank.org/D45R2QQAM0>.

<sup>31</sup>Moens et al. 2004:8.

<sup>32</sup>Ahmed et. al 2007.

<sup>33</sup>(World Bank 2008).

<sup>34</sup>Gueye 2008; Maruru and Population Council 2009.

unemployment rates than men.<sup>35</sup> UNDP estimates that employed women typically earn less than half of men's wages.

## **Gender and Health**

On their way to adulthood, young women and young men in Senegal follow different paths that expose them to different health risks. Girls, especially but not only in rural areas, are expected to marry at a relatively young age and to have children quickly after marriage (in some communities, in fact, they have historically been expected to have children prior to marriage to demonstrate their fertility). Approximately 9% of births are born to women between the ages of 15 and 19 (an adolescent fertility rate of about 101 per 1,000). Senegal's rate of maternal mortality is 401 per 100,000 live births (USAID).

According to the 2005 Demographic and Health Survey (DHS), over a quarter (28%) of Senegalese women experience some form of Female Genital Cutting (FGC), although it is practiced unevenly across different regions in the country. It is nearly universal (94%) in the Kolda Region in the Southeast, with similarly high percentages in the neighboring area of Tambacounda (86%). In the northern coastal region of St. Louis, however, the percentage is much lower, at 44%. The Central and Northwest Regions show little evidence of the practice. Muslims and rural populations, on average, show higher prevalence of FGC than those who are either Christian, more educated, or living in urban areas.<sup>36</sup> The 1999 law that criminalized FGC has in some cases had the unintentional impact of making people afraid to bring children in for medical care when the procedures create health complications and of encouraging people to travel to neighboring countries to receive the service.



## **Gender and HIV/AIDS**

For many years, Senegal maintained one of the lowest adult prevalence rates for HIV/AIDS in Africa (under 1%), although rates in certain populations, such as among commercial sex workers and among Men having sex with Men (MSM), have been higher (19.5%<sup>37</sup> and 22-38% respectively),<sup>38</sup> and there is a new focus on workers in the mining sector in the south and southwest as an at-risk population. In the past few years, there is rising concern that the

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<sup>35</sup> (Gueye 2008: 2).

<sup>36</sup> GTZ 2006.

<sup>37</sup> USAID/Senegal program office, 2010, personal communication.

<sup>38</sup> Geibel et al. 2010.

constellation of practices and commitment by the government that earlier halted the spread of the infection are weakening. There is a need to identify new measures to work with targeted populations such as the youth, miners, and the MSM populations to stem the spread of new infections.

### **Measuring gender equality outcomes in USAID intervention and non-intervention areas**

To measure accurately the impact of USAID programs on reducing gender disparities requires establishing baseline measures. Such surveys of sex-disaggregated data, which can be expensive, are rarely conducted. Indications of success could be obtained through a less expensive combination of qualitative interviews and use of other sources of regularly collected measurements. The chosen measures would also need to reflect change over the relatively short time period of a typical project. It is also important to use measurements where possible that would capture the change in men's and women's relative positions rather than simply a change in only women's status.

To compare information between intervention and non-intervention areas, a set of measures of four dimensions of women's empowerment could be developed that would include measures such as the ones listed below, using a combination of already existing data from national and local surveys and a requirement for new USAID projects to carry out rapid assessments at the start and completion of their activities:

1. Economic assets:

- Ownership of productive assets or increase in income of men and of women, and the change in levels between them.
- Control over household income by women.

2. Health:

- District level measures from DHS or national surveys on maternal mortality and/or neonatal infant mortality.<sup>39</sup>
- Clinic/hospital level or police incidence reports of domestic violence.

3. Education:

- District level measures of girls and boys middle school completion.

4. Personal autonomy:

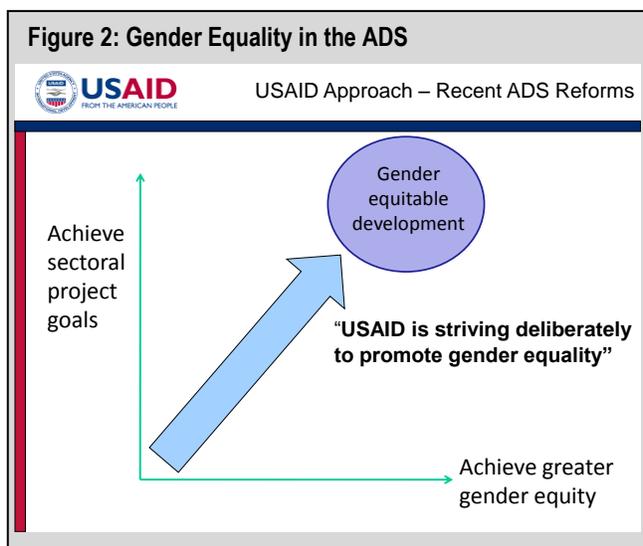
- Qualitative reporting from women and men on their ability to make decisions within the household, e.g., over mobility, children's education, or access to medical care for themselves or their children.
- Rates of early marriage for girls (below age 18).

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<sup>39</sup> Primary data collection would be expensive, the results from previous DHS surveys could be used and supplemented with qualitative and site-specific surveys undertaken by implementing partners in association with other activities.

### III. GENDER INTEGRATION IN USAID/SENEGAL PROGRAMS AND OPERATIONS

In November 2009, the changes to USAID’s policies and procedures related to gender were formally approved and published. Among the key shifts from earlier versions is the policy that USAID now “**is striving deliberately to promote gender equality**, in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural and political development; enjoy socially valued resources and rewards; and realize their human rights.”<sup>40</sup> This explicit attention to the promotion of gender equality makes clear that USAID programming is expected to achieve the mutually supportive goals of greater equity and sectoral project goals (Figure 2).



The revised sections of the ADS on gender specify how gender integration should occur in country implementation planning as well as throughout the project. The guidance on gender integration in USAID provides specific recommendations on the mandatory gender analyses that are required as part of project design, as well as, the steps that can be taken to improve attention to gender in the formulation and evaluation of RFAs and RFPs. Project monitoring and evaluation systems are also mentioned.

#### A. SO11 Economic Growth

The agriculture sector in Senegal draws on the labor of approximately 75% of the population and is an important contributor to the national economy, yet the nation continues a long history as a major food importing country. In 2008, it was thought to have imported up 70% of its cereals and most of its dairy products and vegetable oil. To increase Senegal’s ability to produce its own food, the President launched the “Grand Agricultural Offensive for Food Security” with a French acronym of GOANA in May 2008. It has an aim of achieving self-sufficiency in Senegal’s food production by 2015. The program supplied improved seeds and fertilizer to rural smallholders.<sup>41</sup> A combination of the distribution program and good rains helped to improve production during 2008-9, but the program is not a sustainable solution for agricultural development. Longer-term development needs to address the lack of appropriate cold chain, storage, and processing capacity for Senegal’s growing horticultural production that is now being exported to Europe,

<sup>40</sup> USAID Automated Directive System (ADS), <http://www.usaid.gov/policy/ads/200/201.pdf>. ADS 201.3.9.3.

<sup>41</sup> Ndiaye, M. Senegal Agriculture Situation Update 2009 (USDA/FAS), <http://www.fas.usda.gov/gainfiles/200901/146327136.pdf>.

and the economic and physical infrastructure to support credit facilities and a mechanism to move microenterprises into small enterprises, and small ones into medium enterprises.

Currently, women have few incentives to increase agricultural productivity. A critical constraint facing women is access to land over which they hold the rights to make choices about what and how much to farm. Access to credit, particularly for rental or purchase of farm equipment, was repeatedly mentioned in interviews as a critical constraint. In many parts of the country, women do have access to marginal land and may access to equipment such as the animal-drawn plows used for land preparation only after the men in their households have completed work on their own fields. Under these conditions, where control is partial and access uncertain, it is impossible to employ improved the cultivation techniques needed to boost yields.



One of the crops that the USAID value chain project, *Projet Croissance Economique (PCE)*, has chosen to focus on is hibiscus. Project staff identified this crop as a crop with good commercial potential and one which women have historically farmed in Senegal. Discussions with the hibiscus growers who are members of the *Federation des Producteurs de Bissap* in the village of Niahène revealed that their production costs for seed, land preparation, labor for weeding, materials, and transport do not provide adequate compensation for their time and labor. They have to hire labor and rent additional land often including farm equipment. They only have access to their spouses' equipment after the spouse has completed using the tools on their household fields. The project could support these women by addressing their credit and equipment constraints by establishing their own linked microcredit and savings program, link women's groups to existing credit programs, or developing a "hire for purchase" program for farm equipment that could circulate among groups.

To decrease the existing gender disparities in agriculture in Senegal, USAID programming can ensure that it develops a more accurate understanding of gender-based constraints relevant to the specific agricultural value chains now being developing. At this time, gender has not been a key criterion in the choice of value chain,<sup>42</sup> except to the extent that certain crops, such as hibiscus which have been historically under women's control, have been included as one of several options. As noted above, however, the economic projections for hibiscus production and marketing as laid out in project documents do not necessarily reflect the real-world environment in which women operate. Farm-level economic analyses of these and other so-called "women's crops" is needed to determine whether it is economically feasible to encourage women to pursue expanded production in them or to take up other activities at different points in the value chains of other crops or even non-agricultural options. In addition, more creative approaches are needed to assist women to overcome constraints to land and credit so that they can expand their income earning potential and improve agricultural productivity in Senegal. Wula Nafaa, another USAID

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<sup>42</sup> Billings 2009

program, has at times initiated discussions with rural councils to encourage them to allocate land to women's groups. It is important, however, that women not be limited to working only through women's groups or only at a small scale. Avenues for supporting individual women's opportunities should also be identified, including microfinance, literacy and numeracy programs, and business development training.<sup>43</sup>

Projects also need to review the criteria they set for project participation to ensure that women and men are both able to take advantage of opportunities. A conservation farming activity, e.g., requires that participants have one hectare of land available and be able to collect 700 kilos of animal manure to use as compost. Although women are members of the producer groups involved, on their own they typically do not have access to these resources. By definition, they are nearly excluded from participation. According to the new ADS provisions referenced above, the project has a responsibility to adjust participant criteria or to identify feasible accommodation so that the activity does not result in decreasing women's economic opportunities relative to men. It cannot be assumed that increases in household income from men's involvement in the conservation agriculture program will result in benefits for women in the same households.<sup>44</sup>

Given the often low returns to agricultural opportunities open to women, it may be more profitable to identify and support opportunities for them to become involved either in new crops or to build horizontal and vertical linkages that provide entry points for women and women's groups in processing, packaging, and distribution of cereals, fruits, vegetables, and natural products. Improving market linkages and market information systems is also very important so that women can avoid dependence on only one supplier or buyer. A Senegalese researcher, Fatou Diop Sall, at the University of Gaston Berger, recently pointed out in her talk at the UN's 54<sup>th</sup> conference on the Status of Women that while women's cooperatives can be helpful for women who have no access to individual plots, it is important that this modality of forming women's groups not limit women to only small-scale production.<sup>45</sup>

Qualitative assessment of the impact of training activities is also desirable. For example, the final report for the first phase of the Wula Nafaa project<sup>46</sup> notes that 31,000 people were trained of which 42% were women, but it gives no information in the report about the results of the training for the participants. Were these trainings for women on topics new to them or in arenas where they have been historically under-represented? Have the trainings resulted in greater involvement of women in economically productive activities? If the project has this follow-up information, it would be worth some analysis. The report also offers a brief account of a management training program, but here the percentage of women participating was only 5% (6 of 114). It is likely that women were under-represented among the management committees – but that suggests that trainings to improve their chances of appointment or election were also needed.

The Projet Croissance Economique took a positive step in hiring a consultant to prepare a report on gender issues in agricultural value chains in Senegal,<sup>47</sup> and the report provides a good

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<sup>43</sup> Rubin 2010: 9.

<sup>44</sup> Quisumbing 2003.

<sup>45</sup> "Senegal: Individual Land Control Linked to Women's Empowerment." 11 March 2010. <http://allafrica.com/stories/printable/201003220091.html>

<sup>46</sup> USAID 2008:27.

<sup>47</sup> Ba 20.

overview of the laws and practices of women in the agricultural sector as well as a discussion of the constraints they face in accessing land, labor, and credit. The short term assignment needs to be supplemented with in-depth analysis of the opportunities for increasing women's participation not only as producers but as actors at different points along the value chain, and to be further detailed regarding specific chains, not only those where women have historically been involved in. Guidance for such research has recently been published by USAID and might offer suggestions for building on the foundation laid in the Ba report.<sup>48</sup>

Key gender-based constraints facing women in the agriculture and economic growth sector are:

- Limited access to and control over land because of discriminatory inheritance and land allocation practices;
- Social beliefs about women's primary roles as mothers and wives;
- Limited access to credit and/or cash the constraints purchase of agricultural inputs;
- Limited literacy and numeracy skills among rural women; and,
- Limited opportunities for business development training or access to agricultural extension.

Among possible entry points for USAID programming is to use formation and operation of producer groups to:

- Conduct gendered value chain analyses, with attention to actual farm budgets and the costing of women's labor;
- Improve women's access to farm inputs (e.g., improved seeds, fertilizer, irrigation);
- Build women's technical capacity and literacy;
- Establish savings and credit programs;
- Work with Rural Councils to find suitable land holdings for cultivation by women and women or mixed groups;
- Supply farm equipment;
- Create horizontal and vertical linkages;
- Identify new opportunities for women's entry into agricultural value chains outside of their historically common crop choices; and
- Support rural women's entry into processing, bulking, sorting, and transport opportunities.

Outside of the rural producers, there is also an opportunity for a cross-sectoral program joining agriculture and education to encourage more young women to get an education in the agricultural and agribusiness sciences. The two largest USAID/Senegal agricultural programs both mentioned their difficulties in finding qualified women scientists or technical experts and the problem of finding incentives to keep them in jobs requiring extensive field work and travel away from home.

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<sup>48</sup> [http://www.usaid.gov/our\\_work/cross-cutting\\_programs/wid/pubs/GATE\\_Gender\\_Ag\\_Value\\_Chain\\_Handbook\\_11-09.pdf](http://www.usaid.gov/our_work/cross-cutting_programs/wid/pubs/GATE_Gender_Ag_Value_Chain_Handbook_11-09.pdf)

Possible indicators at the project level include:

- Absolute increase in women's assets (land ownership, farm equipment, income)
- Increase in women's relative share of marketed production
- Improvement in children's nutritional status (longer-term)
- # of women using improved seeds and fertilizer
- # of women in producer associations participating in savings and credit groups or having bank accounts
- # of communities allocating land to women's groups

## **B. SO12 Health**

USAID/Senegal is supporting a range of projects in the health sector that specifically target girls and women as beneficiaries as well as HIV/AIDS programs that target certain populations of men as beneficiaries. At the same time, projects that target one sex or another are also improving their efforts to achieve their objectives by working with both women and men (or boys and girls) through explicit attention to gender relations. Both men and women may face gender-based vulnerabilities in obtaining health care that can be the result of cultural beliefs as well as institutional discrimination related to the organization and incentives within the health system. Men's morbidity and mortality rates reflect definitions of masculinity that encourage them to travel for work to support their families, taking jobs with high risk of accidents and disease, such as mining, fishing, and transport. Women face gendered health risks from childbirth, especially when as a result of early marriage and pregnancy. Maternal mortality is high, at 401 per 100,000 live births. Even so, in Senegal, the average life expectancy was 59 (2010), with women's life expectancies (61) slightly higher than men's (57).

### **Health Programming**

#### **Maternal, Neonatal, and Child Health/Family Planning/Malaria Project**

As part of the Maternal, Neonatal, and Child Health/Family Planning/Malaria Project, IntraHealth has integrated attention to gender into several components of its work.<sup>49</sup> The overall project works on several interrelated health issues including reproductive health and family planning, strengthening health services, strengthening the health system, behavior change communication, and malaria prevention. The project director had received an initial training on gender issues from the gender advisor at IntraHealth in North Carolina and they conducted a review of gender with the Ministries of Health and of Family. With that assistance, the project developed a gender integration strategy and a set of tools that are now being tested in four districts: Kolda, Ziguinchor, Sedhiou and Thionck Essyl. The experiences in Kolda will be evaluated in May 2011. In partnership with the Ministry of Health and its office at the district level, the project works with health providers in these districts. The gender integration effort involves three components: i) review and implementation of institutional policies that promote gender equality in the workplace and in patient treatment; ii) work with service providers to improve their understanding of the relationship between gender and working with patients; and

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<sup>49</sup> [http://www.snni-senegal.org/wordpress/?page\\_id=48](http://www.snni-senegal.org/wordpress/?page_id=48)

iii) work with the managers of service providers on the same topic. The tools include a self-assessment on being gender sensitive in daily practices for health service providers as well as assistance in conducting community dialogues to help practitioners become more aware of gender issues in their dealings with communities and with patients. They look at how to integrate gender at the district level (policy and operations), how to integrate gender at the health center level, and how to conduct focus group sessions on gender aspects of health services. The goal of the activity– in the words of one of the staff members– is “to make gender an easy thing to do.”

Among the findings of the focus group sessions among the staff was that staff still needed additional assistance in recognizing cases of gender-based violence (GBV) and that coordination among different health services is still lacking. Confidentiality remains a difficult problem because different rooms are used for a single service. As a result, everyone knows for what the other patients are being treated. Steps have been taken to provide trainings to staff to identify GBV cases. In addition, providers now treat multiple types of problems in a single room.

The project has recognized that their gender integration policy also needs to be integrated into their approach to their project activities. They also have found that both the Ministries of Health and Family need to be supported in strengthening their own gender policies and practices. Finally, they recognize that gender issues change over the course of the life cycle, and that practitioners need to be aware of this in their interactions in the communities and with patients.

The project would like to have additional funding to revise their materials based on the results of the evaluation and to expand the program into the other districts in which they are working. They would also like to start working with the doctors on these topics so that they can be sensitized to the importance of gender and can themselves help build the tools into the supervision system. The gender assessment team believes that this activity under IntraHealth represents a best practice in working on gender integration and that the expansion of the program and analysis of the evaluation results should be supported during the last year and a half of the project (in 2011). The team recommends that the process of tool development and testing be written up; it is not mentioned in the annual report from 2007-8.

## **Community Health Program**

The Community Health Program works with local communities in Senegal to treat a range of common but serious diseases, including malaria and tuberculosis, and also provides assistance for maternal and child health issues and family planning. The partners in this program are organized in a consortium of NGOs, the Ministry of Health, local government, and communities. From discussion with Child Fund staff and a visit to one of the communities served by the project in Mbour, the assessment team was told that there was no formal gender policy for the project. Women, however, are the majority of the project clients, and in the course of working with them the practitioners address gender-based health problems including FGC and GBV. The project staff recognizes the need to involve men and women in their efforts to treat and, over the longer term, to prevent many of the women’s health problems. The group was quite explicit about the importance of dealing with unequal power relations between men and women as part of their job in providing health care. For example, they acknowledged that it is helpful to have both men and women practitioners, since men like to talk with men and women with women. They were also sensitive to the problem of creating new problems between men and women by

questioning existing practices, such as those surrounding FGC or the need for women to get financial support from men for their health care.

The project team, however, admitted that they had had little formal training or skills to bring to these sensitive issues and that instead they were learning from experience. They expressed a desire to have more formal exposure to these topics so that they could be less reactive and more proactive in dealing with gender issues in their programming. The group also explained that age as well as gender was a critical aspect of changing health behaviors: it is not only men who are resistant to change and who hold power over women, but also grandmothers and mothers-in-law who influence women's health choices.

A “best practice” that the staff group identified was using targeted groups such as “circles of pregnant women” among which they would explore ideas about how to change the attitudes and behavior of their husbands. The gender assessment team was able to visit one community group with the project staff and was quite impressed at the openness with which the men and women spoke together about problems of pre-marital sexual intercourse and pregnancy and of the difficulty of getting men to take them to the hospital when they are pregnant, especially for antenatal visits. Women have created a revolving credit fund among themselves that is used to finance trips to the hospital by ambulance if needed during pregnancy and delivery. The community members spoke very appreciatively of the positive differences they now see in their lives since they know more about their health care options. Women can talk with the daughters where previously they could not.



### **Female Genital Cutting (FGC)**

USAID/Senegal is also funding activities to reduce the incidence of FGC, both at the national policy level with Abt Associates as well as at the local level with IntraHealth. Under a law passed in 1999, the practice of FGC was criminalized. This has had the unfortunate consequence of encouraging those who remained committed to the practice to do so outside the country; it also resulted in reducing the levels of those reporting or addressing medical conditions resulting from the practice.

At the national level, the campaign against FGC is coordinated under the Ministry of Family with the cooperation of the Ministries of Health, Justice, Youth, and Education. The Ministry of Family has developed an action plan that structures activities in 6 regions of the country with the goal of eradication by 2015. The plan also includes revising the health curriculum in secondary schools to raise awareness and to change beliefs about the problems associated with FGC.

Abt Associates does not have any particular gender policy that it implements with respect to its work on FGC. It assumes that because women are the ones getting the procedure that it is clearly a gender issue. While true, there are other gender issues surrounding the continued practice of FGC that involve attitudes of men and older women, such as grandmothers, towards the practice, especially on the question of marriage eligibility of girls who do not get excised.

IntraHealth's work on FGC involves raising awareness about the potential negative consequences for women in four regions in Senegal. It also works with medical personnel to deal with those consequences and to build this knowledge into the health curriculum. In Kolda, they have developed techniques, such as role playing, to engage men's participation in the decision about whether or not a girl will be taken for excision. They also coordinate with the NGO Tostan in some of their community level activities on FGC.

## **Gender-Based Violence**

Gender-based violence (GBV) remains a serious problem in Senegal. According to the 2005 DHS,<sup>50</sup> 65% of adult women believe that men have a right to beat them, ranging from 57% in urban areas to 73% in rural areas. Among wealthier and more educated women, the percentage that believes this is reduced, but still hovers around 50%. There are few programs supporting women who have been abused, and there are some serious institutional and social constraints surrounding medical and police producers. For example, the law apparently requires that to file a claim of rape, a woman must have a medical certificate from a doctor to present to the police so that an inquiry can be initiated. That certificate has a fee of 10,000 CFA. In some cases, an NGO might pick up the cost for a woman, but an advocacy effort is needed to address these costs and this requirement.

USAID has an opportunity to provide greater support to GBV activities by making them a more prominent part of the community health program or by supporting women's groups such as Afrofes, one of the consortium members, to develop a hotline or shelter. Another possibility would be to initiate a cross-sectoral GBV program out of the program office that could include some health services, counseling services, and a legal rights education activity. A new training manual on dealing with violence among "most-at-risk populations" including MSM and transgender populations has recently been published by USAID that could be a useful reference document for planning in this area.<sup>51</sup>

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<sup>50</sup> <http://www.measuredhs.com/pubs/pdf/FR177/03Chapitre03.pdf>

<sup>51</sup> G. Egremy, M. Betron, and A. Eckmann, "Identifying violence against most-at-risk populations: A focus on MSM and transgenders" Washington, DC: Futures Group, Health Policy Initiative, Task Order 1. [http://www.phishare.org/files/9130\\_Identifying\\_Violence\\_Against\\_Most\\_At\\_Risk\\_Populations.pdf](http://www.phishare.org/files/9130_Identifying_Violence_Against_Most_At_Risk_Populations.pdf)

## HIV/AIDS Programming

Although Senegal continues to have a low HIV prevalence rate of less than 1% nationally, there are differences in the rates among certain groups and between women and men. The 2005 DHS surveys found that on the basis of biological tests an estimated national HIV prevalence of 0.7%. Within that number, women were found to have a rate over twice that of men (0.9% to .4%), due in part to the high prevalence rate among commercial sex workers in Senegal (approximately 19.5%). Analysis of data from the IMPACT project after 2004 revealed that women are more likely than men to seek information and counseling regarding their HIV status. The report states, “This is true for all age groups and highlights the need for targeted service promotion among men, young and old.”

Because of the epidemiology of the disease, USAID focuses on the high-risk populations of commercial sex workers, MSMs, and mine workers and their partners. Gender as an explicit term has not been a conscious part of the programming until recently because of the targeted focus. As the disease changes shape there are emerging concerns about potential, future increases within the general population, and issues surrounding gendered patterns of communication and power related to the disease.

The FHI staff participated in a one-week training session on gender about two years ago with all of their partners. The initiative had been to understand how to address gender as a cross-cutting issue in USAID programming. Today they are coming to a better understanding of the complex ways in which gender relations and dynamics of power shape, e.g., the position of caretakers, the economic strategies (and sometimes correspondingly risky behaviors) of widows and divorcees, as well as the needs of the female partners of MSM who are married. Increasingly, the face of the disease in Senegal is that of a woman. According to Dieng, the key reasons for the relatively larger number of women becoming infected with the disease lie in unequal power relations between men and women, as well as physiological, sociological, and economic reasons.<sup>52</sup>

## Reaching MSMs

Homosexuality and same-sex relationships have long been known in Senegal. The Wolof term of *gor-digen* (“man-woman”) has been used as a label in Senegal since at least the 1930s to describe those who engage in homosexual sex and/or do not follow typical patterns of masculinity in their dress or behavior. Certain professions were historically occupied by these men, particularly in careers related to rituals and beauty, such as entertainers at weddings, hairdressers, and as assistants to elite Senegalese women, although the extent to which these practitioners identified themselves as homosexual is not clear.<sup>53</sup> Today, the population of MSMs includes those who might label themselves in this way, but it is also a more complicated category of people who do not self-identify as homosexuals and who may be commercial sex workers and/or also engage in heterosexual behavior. Recent repressive and discriminatory actions against openly gay men in Senegal have also created greater fear among MSMs and heightened their concerns about visiting doctors for diagnosis and treatment. An FHI project works with the Ministry of Health to reduce this type of distrust between patients and providers. The project

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<sup>52</sup> Dieng (2010).

<sup>53</sup> IGLHRC 2010: 10.

supports peer-facilitators to work in health clinics and to assist MSM who come for diagnosis and/or treatment<sup>54</sup>

Key gender-based constraints in the health and HIV/AIDS sector include:

- Social beliefs about appropriate ideas of masculinity that encourage men to participate in risky health behaviors (e.g., not following procedures for safe sex; reckless driving; fighting; abuse of drugs.)
- Social beliefs about appropriate masculine behavior that discourage men from health-seeking behaviors.
- Gender inequalities experienced by women including fear of violence limit their ability to negotiate for safe sex or for medical care and the expenses associated with it.
- Gender roles and their expectations for women to carry out more household chores limiting their time and ability to care for themselves or seek medical care.
- Preferences for men or women to obtain or trust medical information only from a provider of the same sex (or sexual orientation).

Among possible entry points for USAID programming is to:

- Develop different communication messages or use different communication channels for men and women (and adolescents, boys and girls).
- Use both men and women to convey information about health practices.
- Target men to improve their experiences at clinics by offering appropriate incentives.
- Request partners develop explicit gender policies for gender integration in project implementation activities.
- Revisit FGC prevention strategies to widen awareness for all ages from children to grandparents among both men and women using differently targeted messages to different cohorts.

Possible indicators at the project level include:

- # of projects and/or clinics with gender policies
- # of staff in projects and clinics who have received gender training
- Increase in men's use of clinic facilities
- Reduction in incidence of FGC in selected communities
- Increase in girls' age at marriage or first birth
- # of men participating in group discussions on FGC/early marriage

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<sup>54</sup> "Connecting an At-Risk Population with Services in Senegal" <http://www.fhi.org>.

## C. SO13 EDUCATION

A May 2010 conference marking the tenth anniversary of the UN's program on girls' education and gender equality was convened in Dakar, Senegal. The benefits of increasing girls' access to education are numerous and proven, including: the likelihood of increased family incomes, reductions in early age of marriage, fertility rates, and infant and maternal mortality rates, as well as improvements in intergenerational nutrition and health. Overall, education increases women's life choices.

The conference concluded with the approval of the "Dakar Declaration on Accelerating Girls' Education and Gender Equality" calling for funding and activities to address the continued problems of "poor quality of education, extreme poverty, structural inequality and violence against girls [that] continue to jeopardize the achievement of the education- and gender-related Education for All and Millennium Development Goals by 2015."<sup>55</sup>

USAID/Senegal programming in education is already tackling these problems of access, quality, and violence in schools. The key education activities supported by the mission, including *Projet D'Appui a L'Enseignement Moyen (PAEM)*, which will end mid-2010, and *Education de Base (EDB)* are

building middle schools to provide more opportunities for both boys and girls to continue their studies beyond primary school. PAEM has made improving education opportunities for girls its focus, and has achieved an increase in girls' enrollment rates for girls from 29.4% in 2003 to 41.4% in 2009. Building more schools in rural communities eases the hesitations that parents have about sending their children (and particularly their daughters) away from home to pursue their education. When children continue attending school after the primary level, the families must find and pay for accommodations in the towns or urban areas where the schools are located. This puts both a financial and a social burden on parents which is exacerbated if several children in the family are to attend school. In rural areas, the dependence of the family on children's labor (from both boys and girls) limits families' willingness to send them away to school. The school building program is clearly a successful one and worthy of being continued.

### **Urban/Rural: A Key Variable to Education Access in Senegal**

"First, the advantages enjoyed by urban families in Senegal remain considerable: Even the poorest fifth of urban children are more likely than rural children to have attended school, to have completed four years or more of primary education, and to be currently enrolled. Second, gender gaps in schooling are pervasive and are only modestly influenced by standards of living. In both urban and rural areas of Senegal, girls suffer from marked disadvantages relative to boys in all three measures of schooling. In wealthier urban households, girls' disadvantages are smaller, but not completely eliminated. Furthermore, no systematic reduction in female disadvantage is apparent in rural Senegal, even in the uppermost stratum of households. To judge from these findings, in Senegal income growth alone is unlikely to close the schooling gap between urban and rural areas or between boys and girls."

(Montgomery and Hewett 2005: 1)

<sup>55</sup> [http://www.ungei.org/index\\_2527.html](http://www.ungei.org/index_2527.html)

Many of the schools, however, lack equipment and supplies; this compromises the quality of education and places students in competition with each other over materials. In co-ed schools, girls typically face greater difficulties in maintaining access to needed materials. Girls' attendance is constrained by a lack of sanitary facilities and water, and they may miss school during monthly menstruation. Additional support to supply educational materials to both boys and girls is recommended.

Under PAEM, school management committees work with parents to provide gender-sensitive training to communicate the importance of allowing girls time to do their schoolwork, not only at school but also when at home. In some locations, the community also helps to pay the costs of the guard who works at the school and helps to maintain a safe environment for students and teachers.

Under EDB, USAID recently initiated a girls' scholarship that is co-funded by a foundation of the Senegal state phone company, SONATEL, in a public-private partnership. The selection process will take place through local NGOs, who will also administer the scholarships and manage a mentorship program. Scholarships help to overcome the barriers to education created by poverty. The new component is for five years and is expected to disburse 2,200 scholarships.

In addition to the efforts under EDB, the US Embassy supports scholarships to both boys and girls under the Ambassador's Girls' Scholarship Program. In addition to scholarships, the new component also organizes the mothers of scholarship girls into clubs and provides start-up materials/funds for income-generating activities.

EDB will also targeted vulnerable children including both boys and girls. Special attention will be given to *talibes*, boys who are sent to *marabouts* at Koranic schools from rural areas by their parents. The parents hope that their boys will be provided with an education and will be taught the Koran – an important quality of an educated man, but the students are often sent out to beg for food and money that is given to their instructors and they receive only a minimal education. Other activities under EDB include infrastructure improvements and efforts to improve teachers' skills with curriculum development in French language and math.

Under a cross-sectoral grant, USAID also supports the Women's Health and Education Prevention Strategies Alliance (WHEPSA) in Kaolack. The program reaches both girls who are in school as well as those who have never been to or who have left school. It supports supplementary after school assistance and provides needed school supplies to girls attending school. It also provides literacy and numeracy classes to out of school girls. The project also works with teachers to help them help struggling girl students. Another component of the grant works with school boards and school officials.<sup>56</sup>

The reasons that girls continue to leave school are complex and not all are equally relevant across all parts of the country. For example, an evaluation of the Tostan community-based programs that include efforts to reduce early marriage (and FGC) points out that these behaviors are difficult to change, even with dedicated and continuous attention because of the overall poverty and lack of economic opportunities that would reward students who stay in school

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<sup>56</sup> Vaughn 2009.

longer. Parents and communities who have turned away from FGC continue to see pregnancies among unmarried girls as problematic. The report states that “the absence of [girls’] circumcision is now viewed as less of an obstacle to marriage, but more of an obstacle to avoiding pregnancy out of wedlock. This is a real problem for parents, and solutions must be sought.”<sup>57</sup> The education programs and their links to the community school governance committees can raise these issues and identify locally-relevant solutions to this constellation of issues, especially if they are able to work with a range of age cohorts among both men and boys and girls and women.

In interviews with the assessment team, several groups of parents and teachers expressed a desire for more support especially for girls who have left school and, including those who have married early. Suggestions included developing community schools or other non-formal education programs. Another thought was to establish in the Senegalese education system something equivalent to the US “General Education Diploma” or GED which can substitute for school completion or to popularize the current option of the “*candidat libre*.”

Key gender-based constraints in the education sector include:

- Social beliefs about appropriate life choices for girls that encourage early marriage and childbearing and discourage continued education for girls;
- Social beliefs about appropriate life choices for boys that encourage parents to send them to *marabouts* who then deploy the boys to beg on the streets;
- Social beliefs about the appropriateness of child labor (boys and girls) to assist at home;
- Lack of adequate infrastructure (running water and latrines) that discourage girls from attending school when they are menstruating;
- Educational policies that discriminate against pregnant girls attending school;
- Social beliefs as well as poor infrastructure that inhibits many women teachers from taking positions in rural schools.

Among possible entry points for USAID programming to improve girls’ and other vulnerable children’s school attendance is to:

- Maintain support for middle school construction;
- Conduct a targeted assessment of gender issues related to the operations of school management committees that would help identify avenues for improving mothers’ participation and to accelerate change in attitudes towards the benefits of girls’ education;
- Investigate possibilities of assistance for or linking to other donor programs that are investing in girls’ dormitories at secondary schools to help parents meet financial and safety concerns for daughter who successfully complete secondary school;
- Develop university scholarship or mentorship programs in subjects where girls have been under-represented (e.g., agriculture, science, and engineering);

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<sup>57</sup> Diop et al. 2008

- Develop methods to improve communication about life choices between parents and children;
- Address discrimination and/or fraud in school admittance procedures that interfere with affirmative action efforts;
- Revise curricular materials to include sex education at an earlier age and to provide training in negotiation over sexual relations.

Among possible entry points for USAID programming to improve retention and employment of women as school teachers in rural areas and the quality of their instruction are to:

- Supporting the revision of curricular materials;
- Creating support groups for teachers (both men and women) in rural areas;
- Developing system of incentives for women teachers; and,
- Assisting women teachers with negotiation skills and leadership training.

Possible indicators at the project level include:

- Absolute # of girls graduating from middle school
- Relative # of girls to boys graduating from middle school
- # of girls becoming literate and numerate (from out of school programs)
- # of women teachers retained in rural schools
- Reduction in girls' days absent from school
- Improvement in exam scores (girls relative to boys)

## **D. SO14 Peace Building, Democracy, and Governance**

### **Peace building**

Peace building activities directly target both the national reconciliation process as well as the communities engaged in or affected by the conflict in the southern Casamance regions of Senegal in Ziguinchor, Sedhiou, and Kolda. Although potentially a fertile agricultural region with high development possibilities, these regions are now among the poorest in Senegal because of more than two decades of fighting. Agriculture, trade, and other economic activities have all been seriously affected by the conflict in the region. According to some reports, the conflict between the rebels belonging to the *Mouvement des Forces Démocratiques de la Casamance (MFDC)* and the government of Senegal in the Casamance has claimed the lives of up to 6,000 civilians and caused 60,000 people to become refugees. Landmines and fighting are constraints to agricultural production and poverty is increasing (IGLHRC 2010: 9). Many stakeholders desire an end to the conflict, and USAID's support is intended to build up the institutions that can successfully engage in a transparent peace process.

World Education, a key USAID implementing partner in the Casamance, has worked in the region for many years. It had a training program to work with young people, women, and minorities to promote their participation in the peace process. The Peace Education program (through 2009) aimed to teach peaceful means of cooperation, conflict resolution, and reconciliation to local primary school students and teachers while peace activities were organized

in the larger community. The activity brought together community-based peace committees to implement a range of peace-related activities.

Among the activities now underway in the Casamance is a communication activity implemented by World Education, employing a network of community radios to establish and maintain a dialogue among the parties in conflict. The programs seek to address social and cultural aspects of the peace-building process. The broadcast of programs takes women's daily schedules into account; topics also address issues that are of interest to women. Even in areas where women have typically lower status than men, the programs promote women's participation in the peace process. In addition, World Education has encouraged women's participation in the management of the community radio efforts; nearly half (49%) of the board members of the community radios are women.

Although the World Education program has tried to address the participation of women in its current and previous programs, it does not appear that there has been a specific gender assessment of conflict and peace-building issues in the Casamance. In any future programming, the team recommends that such a gender assessment be included in the RFA or RFP, and that the responders identify ways to ensure that attention to gender is integrated through the proposed activity. For example, suggestions can be based on materials developed over the last few years for training security forces.<sup>58</sup>

## **Democracy and Governance**

Women's active and knowledgeable participation is an important part of building a vibrant civil society. As stated by one branch of the UN:

At INSTRAW, we believe that integrating a gender perspective into governance and the current decentralization processes are fundamental for obtaining equitable and inclusive human sustainable development. At the same time, it is necessary to have a greater and transformative presence of women in decision-making positions and a strong women's and feminist movement that favors the recognition of women's rights, their empowerment and the exercise of their full citizenship.<sup>59</sup>

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<sup>58</sup> See <http://www.un-instraw.org/en/gps/gps-homepage/gender-peace-and-security-6.html>.

<sup>59</sup> <http://www.un-instraw.org/en/ggpp/general/gender-governance-and-womens-political-participation-7.html>

In Senegal, women are relatively active in the NGO sector, but are still under-represented in the political process, although, as shown in Table 1, there has been slow but steady progress over time.

By 2010, the numbers remained at 23% in the National Assembly, about 10% in government, about 13% in the Regional Councils, 20% in municipal councils and 27% in rural communities. A law to ensure that women are represented in electoral candidate lists was recently passed.

**Table 1: Women in the National Assembly of Senegal from 1957-2001**

Legislature	Number of Seats	Number of seats held by Women
Legislature 1957-63	80	0
Legislature 1963-68	80	1
Legislature 1968-73	80	2
Legislature 1973-78	80	4
Legislature 1978-83	80	8
Legislature 1983-88	100	13
Legislature 1988-93	120	18
Legislature 1993-98	120	14
Legislature 1998-2001	140	21
Legislature 2001-06	120	23

Source: Kasse 2003: 2

The low levels of representation, however, means that women's needs and women's rights are not always addressed by local, regional, or national government officials. Efforts to change this are moving forward. On May 14, 2010, Senegalese lawmakers approved a bill requiring parity between men and women for lists of candidates for public office. The new law requires that men and women participate equally in the nomination for all elections, from the regional municipal ones through to the Senate and National Assembly. The resolution still has to be signed by the President before it becomes law.

Mme. Fatou Sarr of the *Laboratoire Genre à l'Institut Fondamental d'Afrique Noire* (UFAN) at Université Cheikh Anta Diop de Dakar (UCAD) recently stated that what is important is less the sex of the representative than that person's capacity to ensure that gender is addressed at every level of the political process:

*Dans la perspective du genre, c'est moins le sexe de la personne à cette station qui nous intéresse que la capacité de la personne chargée de conduire la politique gouvernementale d'intégrer la question du genre à tous les niveaux du processus.*<sup>60</sup>

In its Democracy and Governance programming, USAID has been supporting the Senegalese arm of Transparency International, known in Senegal as the *Forum Civil*. This branch of the global NGO was organized in 1993 and has been engaged in many efforts to cut corruption and to improve the processes of good governance in the country. Among its current staff are several people who have worked on gender topics, including conducting applied research on the links between poverty and gender inequalities as well as analyses of gender in political organization and action. It has not developed a single approach to gender in its work, but has addressed the

<sup>60</sup> [http://www.gestes-ugb.org/index.php?option=com\\_content&view=article&id=28%3Aamadame-fatou-sarr&catid=12%3Aalinvitee-du-mois&Itemid=10&lang=fr](http://www.gestes-ugb.org/index.php?option=com_content&view=article&id=28%3Aamadame-fatou-sarr&catid=12%3Aalinvitee-du-mois&Itemid=10&lang=fr)

issue from the perspective of women's citizenship and women's voting rights. As a growing presence in the electorate, women's life experiences should be acknowledged and addresses in the political process. The Forum Civil also looks at gender as a cross-cutting issue and takes into account how it is affected by other social categories, such as ethnicity, age, and situations including disability.

The group conducts applied research and develops advocacy positions based on their research findings. In the past they have worked on governance in health and education and more recently other public sector service systems such as water. They have also tackled more direct efforts to improve local governance, including working with women on capacity building and gender budgeting. Currently, USAID is funding the NGO to work with the Environmental Development Action in the Third World (ENDA) to look at women in water management reform and to improve women's participation in water management bodies. The three-year multidisciplinary project involves conducting an initial national overview followed by more detailed research with stakeholder interviews and a final report. An advocacy program will be developed on the basis of the research findings. Discussion of their interim findings reveals that women as well as children (both boys and girls) are very important in provisioning homes with water, but that women are not well-integrated into the water management committees. Tasks within the activity include supporting women's income-generating activities and increasing women's access to land for cultivation, as well as working to improve women's leadership skills. They will be working in a total of 25 communities.

One of the researchers acknowledged the group's difficulties in reaching rural women, corroborating the findings of a 2007 USAID-funded report by MSI on the NGO. It was suggested that they needed to overcome the general belief that gender issues means only women, and to do so by organizing a series of public meetings to discuss gender issues and to identify key problems and possible solutions. Forum Civil has been working with women's associations, but has found that urban women are not always concerned with the issues of rural women.



In some situations, the interests of urban and rural women are superficially at odds with each other, e.g., in the dependence of urban, educated women on domestic help who come to the city from rural areas. There are few laws which regulate the working conditions of domestic workers, and those that do exist are not harmonized across different pieces of legislation; nor are they enforced. The situation of these possibly 25,000 domestic workers in Dakar is that they are also young, sometimes subject to physical and sexual abuse, and not aware of their rights. Forum Civil members said more research was needed on this population. Rural-urban migration is a topic mentioned for consideration as an “emerging issue” for the new strategy.

Key gender-based constraints in the area of democracy and governance include:

- Social attitudes that inhibit women's participation in local government once elected.
- Inequitable access to resources and social networks that constrain women's ability to join or be appointed to community decision-making bodies or to run for elections.
- Marginalization of or discrimination against women in accessing, controlling and profiting from local resources for development.
- Limited education and/or higher illiteracy among women results in lesser knowledge of laws and practices of decentralization.

Some possible entry points for USAID programming in democracy and governance are to:

- Develop a new activity to research the conditions of domestic workers in Dakar and to design an intervention to assist them in understanding their rights and improving their access to services.
- Work with men to change attitudes about women's participation in government, particularly in the current program on water management.
- Develop a mentoring program to support activities to link women who are moving into positions in local government with women who have already occupied positions in regional or national government.
- Provide support to the Donor's Gender Theme Group to improve attention to gender in the next iteration of the Poverty Reduction Strategy Paper.
- Build on the momentum of the recently passed bill on gender parity in elections to provide capacity building training to women to become candidates for election and new programs to support women's knowledge of the electoral process.

Among possible indicators for USAID programming:

- # of women winning local, municipal, and national elections;
- # of women participating in water management committees;
- Tracking a reduction in time spent collecting water and the use of that time for other activities (a measure of the effectiveness of women's participation in the water management committees);
- # of women voting in upcoming elections.

#### IV. DRAFT GENDER ACTION PLAN AND RECOMMENDATIONS

The SOW also requested a draft of a possible gender action plan for the mission that would draw on the results of the assessment to lay out steps for improving the integration of gender into Mission policies, procedures, and program activities. The following table summarizes the findings of the assessment presented in the previous section and suggests actions the mission might initiate among its own staff and in its relationships with implementing partners and other donors. These are suggested starting points, to be built upon by mission staff.

Area to Address	Recommended Action	Why?	Who is Responsible?	Resources Required
<b>Mission Management and Operations</b>	Establish Mission Order (or similar document/s) on Gender.	Clarify roles and responsibilities for gender integration in design of new programming, for reporting procedures, etc.	Gender Advisor and Gender Task Force	<ul style="list-style-type: none"> <li>• LOE of staff</li> </ul>
	Review and revise SOW of Gender Advisor.	Current workload does not offer adequate time for gender integration responsibilities and other program office functions.	HR/Program Office	<ul style="list-style-type: none"> <li>• LOE of staff</li> </ul>
	Identify support to Gender Advisor and Gender Task Force: e.g., virtual access or new hire with USAID/W or mission funds from gender experts (local, regional, or US as appropriate), assignment of DLI or AAAS/other fellow, hiring of intern (choice will depend on the scope of work).	Current workload does not offer adequate time for gender integration responsibilities and other program office functions.	HR/Program Office	<ul style="list-style-type: none"> <li>• LOE of current staff</li> <li>• New funding resources</li> </ul>
	Improve mission data base of gender-related materials.	Help staff members identify key gender issues and to find information to improve their integration of gender in programming.	Gender Advisor and Gender Task Force	<ul style="list-style-type: none"> <li>• LOE of staff, of IT and communications</li> <li>• Possible purchase of materials (e.g., books, videos)</li> </ul>

Area to Address	Recommended Action	Why?	Who is Responsible?	Resources Required
<b>SO11 Economic Growth</b>	<ul style="list-style-type: none"> <li>• Building women’s technical capacity and literacy.</li> <li>• Establish savings and credit programs.</li> <li>• Work with Rural Councils to find suitable land holdings for cultivation.</li> <li>• Supply farm equipment.</li> <li>• Create horizontal and vertical linkages.</li> <li>• Include gender as a criteria in choice of value chains on which project works.</li> <li>• Conduct gender-sensitive value chain analyses and identify new opportunities for women’s entry into agricultural value chains outside of their historically common crop choices.</li> <li>• Support rural women’s entry into processing, bulking, sorting, and transport opportunities.</li> <li>• Encourage projects to hire longer-term or full time gender advisor/analyst or to have additional training specifically on gender and agriculture issues.</li> </ul>	<p>Improving women’s incentives to improve agricultural productivity by helping them to access key productive assets (land, input, and knowledge) will help to increase household incomes and food security.</p>	<p>Ag/EG CTOs and Program Office Backstop</p> <p>Gender Advisor</p> <p>Project staff</p>	<ul style="list-style-type: none"> <li>• Staff LOE</li> <li>• Funds for local consultant and/or training</li> </ul>

Area to Address	Recommended Action	Why?	Who is Responsible?	Resources Required
<b>SO12 Health</b>	<ul style="list-style-type: none"> <li>• Expand IntraHealth’s gender integration program into the other districts in which they are working and to doctors as well as nurses and other health providers.</li> <li>• Provide support to Intrahealth to revise their gender integration tools.</li> <li>• Work with the ChildFund Consortium in the community health program to develop a formal gender policy and to integrate gender more explicitly into their work by revising annual workplan.</li> </ul>	<ul style="list-style-type: none"> <li>• Build on initial positive results in current programs in four districts</li> <li>• Take advantage of proposed evaluation of program in May 2010</li> <li>• Gain a better analysis of gender relations as a result of more gender training or explicit attention to gender integration may provide additional insights into reducing men’s resistance to supporting women’s access to health services during pregnancy and delivery.</li> </ul>	<p>IntraHealth staff</p> <p>Project CTO</p> <p>Childfund staff members</p>	<ul style="list-style-type: none"> <li>• Existing project funds and possible supplemental funding</li> <li>• LOE</li> </ul>

Area to Address	Recommended Action	Why?	Who is Responsible?	Resources Required
<b>SO13 Education</b>	<ul style="list-style-type: none"> <li>• Maintain or expand middle school construction program.</li> <li>• Reinitiate support to schools to purchase school supplies.</li> <li>• Conduct a targeted assessment of gender issues related to the operations of school management committees that would help identify avenues for improving mothers' participation and to accelerate change in attitudes towards the benefits of girls' education.</li> <li>• Investigate possibilities of assistance for or linking to other donor programs that are investing in girls' dormitories at secondary schools to help parents meet financial and safety concerns for daughter who successfully complete secondary school.</li> <li>• Develop university scholarship or mentorship programs in subjects where girls have been under-represented (e.g., agriculture, science, and engineering).</li> <li>• Developing methods to improve communication about life choices between parents and children;</li> <li>• Addressing discrimination and/or fraud in school admittance procedures that interfere with affirmative action efforts.</li> <li>• Revise curricular materials to include sex education at an earlier age and to provide training in negotiation over sexual relations.</li> </ul>	<ul style="list-style-type: none"> <li>• Providing more rural middle schools has had a very positive impact on girls' school retention and is not being supported by other donors.</li> <li>• Supplementation of construction with sanitary infrastructure (water and latrines) as well as school supplies had added impact for girls' attendance.</li> <li>• Dormitory or other housing options can increase attendance at the secondary school level. In conjunction with scholarships, parents' financials constraints will be reduced.</li> </ul>	<p>CTO</p> <p>Procurement staff (if new solicitations or awards would be involved)</p> <p>Gender Advisor</p> <p>Implementing partners</p>	<p>New funding will be needed for new activities</p>

Area to Address	Recommended Action	Why?	Who is Responsible?	Resources Required
<b>SO14 Peace Building, Democracy and Governance</b>	<ul style="list-style-type: none"> <li>• Develop a new activity to research the conditions of domestic workers in Dakar and to design an intervention to assist them in understanding their rights and improving their access to services.</li> <li>• Work with men to change attitudes about women’s participation in government, particularly in the current program on water management.</li> <li>• Develop a mentoring program to support activities to link women who are moving into positions in local government with women who have already occupied positions in regional or national government.</li> <li>• Provide support to the Donor’s Gender Theme Group to improve attention to gender in the next iteration of the Poverty Reduction Strategy Paper.</li> <li>• Build on the momentum of the recently passed bill on gender parity in elections to provide capacity building training to women to become candidates for election and new programs to support women’s knowledge of the electoral process.</li> </ul>	<p>Cross-sectoral work with health on the study of domestic servants and design of new activities for that population will result in improving access of young women to health care, reduce pregnancies and STIs/HIV/AIDS transmission</p> <p>Opportune perfect moment to build on GOS efforts to promote women’s involvement in the political system</p>	<p>D&amp;G CTO</p> <p>Gender Advisor</p> <p>Implementing Partners</p> <p>Procurement (for new activities)</p>	<p>Will need supplementary funds for new activities</p> <p>LOE</p>

## Illustrative Process for Developing New Activities

The following chart offers a guide to possible entry points to integrate gender concerns into new programming areas. USAID/Senegal already follows many of these procedures, e.g., sharing concept notes among teams and the Gender Advisor. The sequence listed here allows for early and repeated review, and recommends involvement of local groups to help technical staff understand the relevance of gender-based constraints to achieving their desired results. More suggestions can be found in the ADS and in guidance documents available from the WID office.

General Process	Entry Points for Greater Attention to Gender
<ol style="list-style-type: none"> <li>1. Ensure that sector assessments conducted prior to development of new strategy/country implementation plan include review of gender-based constraints and opportunities.</li> <li>2. Technical team develops a draft concept note that includes identification of key gender-based constraints related to the proposed goals of the activity.</li> <li>3. Technical team meets to discuss concept note.</li> <li>4. Circulate draft and present to other teams in the mission, including the mission director.</li> <li>5. Conduct special studies as appropriate.</li> <li>6. Conduct stakeholder analysis and consultations, including field visits; Groundtruth the appropriateness of the activities in consultation with stakeholder groups.</li> <li>7. Technical team develops the RFP/RFAs.</li> <li>8. Technical Evaluation committee reviews proposals.</li> </ol>	<ol style="list-style-type: none"> <li>1. Identify questions on gender to be addressed by sector assessment and require gender expertise by one or more assessment team members.</li> <li>2. Review documentation for key gender-based constraints on the proposed topic (including but not limited to completed assessment above); Consult with Gender Task Force representative for ideas and resources; and require that each implementing partner have a gender policy to guide its own operations.</li> <li>3. Include Mission Gender Advisor.</li> <li>4. Are there gaps in understanding? Sometimes additional funds for desktop or field studies have been provided by USAID/W pillar bureaus through centrally funded mechanisms.</li> <li>5. Include discussions with women's groups, NGOs working on gender issues in the assistance area, communities (men and women, religious leaders, teachers, producers and business owners as appropriate); Meet with Government ministry/office representatives and other donors' gender advisors.</li> <li>6. Specify the gender-based constraints to be addressed; Ask for gender expertise in staffing and past performance; Include evaluation criteria on gender and give points to them; Suggest illustrative gender indicators.</li> <li>7. Include mission Gender Advisor or Task Force representatives (or other experts if needed).</li> </ol>

## V. TRAINING ACTIVITY

The Gender Assessment team offered training for mission staff and implementing partners on April 8 and 9, 2010. A total of nineteen people attended over the two days (8 men and 11 women). Nine were USAID staff and ten represented mission partners. The agenda for the first session on the afternoon of April 8 included an introduction on key gender concepts and a presentation on USAID policies on gender and a framework for analyzing gender relations. The second session on Friday morning presented a case study and applied the gender framework to it to illustrate how to analyze gendered information and to use the information to identify gender-based constraints. The central part of the exercise is to help participants link the design of project interventions to overcoming the identified gender-based constraints. The first sessions were attended by the entire group; a smaller group attended the second presentation on the case study (see Annex G, separate file, for copies of the training materials).

Comments collected in a simple evaluation process at the end of the training were generally favorable. All but one participant stated that they liked the use of the gender dimensions framework and its application to the case study. One person commented on the professionalism of the trainers. Several people commented that they particularly liked the small group work. The box below reports out on what people felt they had gained from the training.

### **“What I Learned From the Training”**

- What gender really means and what it implies
- Gender case study helps to understand gender analysis and I learned more on gender concept that will help to better forecast our project effort on gender/women help
- How to analyze the gender issue at the project design and during the course of the project
- USAID policies on gender
- That gender equity and equality [are] to be factored into activities
- Better understanding of USAID gender related challenges and ideas to address these challenges
- A gender analytical framework.
- The training was very informative. The case study really helped me to understand the concept.
- Gender concept, how to integrate gender in project, and how to do a better analysis of gender based issues.

The most common complaint was that the training was too short to cover all the desired material. Several people would have liked to have the materials sent to them in advance. One person was displeased with the use of the case study and another felt that the trainers did not coordinate well.

## VI. EMERGING ISSUES

In the course of the gender assessment, a number of respondents made suggestions for topics with gender issues that should be considered in the context of the next mission strategy, including Climate Change, Migration, and Trafficking.

### Climate change

Climate change and climate variability are already changing the agricultural practices and opportunities of rural smallholders in Senegal.<sup>61</sup> It may soon change the crop mix appropriate for cultivation. New crops will likely shift farm and household labor patterns of allocation, possibly reduce household investments in agriculture, and/or result in an even greater level of migration to urban areas within and outside of Senegal. While men and women may both seek non-farm opportunities, socio-cultural and historical patterns suggest that men will first seek off-farm employment. All of these shifts have gendered consequences that call for greater involvement of women in the study of agricultural sciences and agri-business.

Other issues frequently associated with climate change include the impact on women's work and their access to energy sources. Recommendations for programs to lessen the impact on women include establishing reforestation projects and supporting research into alternative energy sources.<sup>62</sup>

### Migration to Europe and Other African Countries<sup>63</sup>

Migration and the remittances sent home are an important component of the Senegalese economy; half of remittances are destined for people in rural areas. The rate of emigration from Senegal in recent years is estimated to be a level of 4.4% of its population. The majority of these people travel to other countries in Africa (55.7%); Europe, particularly France, is another important destination. Shaw<sup>64</sup> reports that certain regions of the country are sending disproportionate numbers of migrants, with most coming from the regions of Saint-Louis and Matam in the Senegal river valley [and] the cities of Dakar and Touba. In addition, although there are questions about the reliability of the data, it seems the number of women who are migrating is rising rapidly, suggesting that at least a part of the increase is reflection of an increase in the number of women being trafficked.<sup>65</sup>

Remittances sent back to Senegal are estimated to be US\$ 925 million annually, averaging about US\$ 75 per person, higher than the Sub-Saharan African average of US\$ 26.<sup>66</sup> UN-INSTRAW has recently been studying gender issues related to migration. It points out that women are

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<sup>61</sup> Gueye 2008.

<sup>62</sup> Gueye 2008.

<sup>63</sup> <http://www.un-instraw.org/en/instraw-publications/final-reports/executive-summary-migration-remittances-and--the-case-of-senegal/download.html>.

<sup>64</sup> Shaw 2007: 11.

<sup>65</sup> Shaw 2007:8.

<sup>66</sup> [http://hdrstats.undp.org/en/countries/country\\_fact\\_sheets/cty\\_fs\\_SEN.html](http://hdrstats.undp.org/en/countries/country_fact_sheets/cty_fs_SEN.html).

typically the ones in the family who manage remittances sent from migrants, regardless of whether the sender is a man or a woman. In Senegal, figures from 2004 data show that 18.8 percent of those receiving remittances are women.<sup>67</sup>

Senegal is also the host for migrants from other countries, estimated at approaching a quarter of a million people (220,200), or two percent of the total population (2005 data). The majority (80%) are from other African countries.<sup>68</sup> Much of this labor is seasonal, to work on commercial agricultural farms and, increasingly, to work in the mines in Senegal's southeast regions.<sup>69</sup>

Migration is although thought to play a role in the spread of HIV/AIDS,<sup>70</sup> both in the case of immigrants and returned migrants who enter the country with active cases of infection.

### Trafficking in Persons

As noted above, migration and trafficking are linked; potential migrants can be searching for work opportunities and end up being trafficked because of their vulnerability to fraud and deception. A fairly comprehensive assessment of trafficking in persons in Senegal was completed in 2004.<sup>71</sup> but these data needs to be updated. At that time, there were no systematic efforts in place to identify and/or track the extent of trafficking of women and children, although Senegal is a signatory to a range of conventions which relate to control

The Government of Senegal operates the Ginndi Center, a shelter for destitute children, including trafficking victims. It is funded through the Family Ministry, with support from international donors. Although it established a computer-based database of child trafficking survivors, it is not clear if that continues to function. The center can house up to 60 children. There is also a hotline available. The Government has also been cooperating with other countries in the region, and has worked with police and other officials to provide anti-trafficking educational workshops.

US Department of State,  
Trafficking in Persons Report 2009

of trafficking. The Government of Senegal is making efforts to provide assistance to survivors of trafficking, according to the 2009 TIP report. Women and children were subject to trafficking for the purposes of prostitution, domestic labor, and begging, both within Senegal as well as from Senegal to other countries, primarily in Africa and Europe.<sup>72</sup>

Women and children are particularly susceptible to trafficking because of their lower levels of literacy and education. Women are sometimes forced to sign contracts without understanding the contents and become subject to abuse by their employer.

<sup>67</sup> <http://www.un-instraw.org/en/md/gender-and-remittances-in-numbers/remittances-reception-by-women-in-numbers-2.html>.

<sup>68</sup> Shaw 2007.

<sup>69</sup> W. Shaw, "Migration in Africa: A Review of the Economic Literature on International Migration in 10 Countries." Washington, D.C.: World Bank, 2007, page 7.

<sup>70</sup> Shaw 2007:48.

<sup>71</sup> Moens et al.

<sup>72</sup> <http://www.state.gov/g/tip/rls/tiprpt/2009/123139.htm>.

Prostitution, domestic labor, and forced begging can be considered forms of trafficking, according to the definition used by the US State Department. In Senegal, the legal status of prostitution complicates efforts to reinforce laws against trafficking. According to Moens et al.:<sup>73</sup>

“The prostitution policy in Senegal balances between the abolitionist and the regulatory approaches. The act of prostitution is not illegal. The organization and exploitation of prostitution, however, is penalized. In order to work legally, prostitutes must be at least 21 years old and be registered with the state, and they are obliged to have regular medical examinations.”

The situation of domestic labor is also a complex one. It overlaps with long-standing acceptance in Senegal of placing children with relatives or other families who can provide a better living situation for them, in expectation of assistance with domestic help at home. The magnitude of children now working as domestic labor outside of their natal families is unknown. A 1993 study estimated that one-third of them were between the ages of 6 and 18.<sup>74</sup> These children, frequently girls, are often kept out of school and forced to work for long hours in abusive circumstances. Adult women are also subject to similar conditions and are a significant proportion of the Senegalese women trafficked overseas.<sup>75</sup> In light of the uncertainty surrounding the magnitude of trafficking in Senegal, it is recommended that the 2004 study be updated.

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<sup>73</sup> Moens et al. (2004:6):

<sup>74</sup> Moens et al. 2004: 7.

<sup>75</sup> Moens et al. 2004: 30.

## **ANNEX A: ORIGINAL SCOPE OF WORK**

### **Background on Senegal**

Senegal is a key strategic partner for the United States Government (USG) in Africa. A relatively stable and democratic country with a Muslim majority population, Senegal is seen as an island of stability in a West Africa region full of conflict. However, Senegal increasingly faces internal threats to its stability which are exacerbated by problems in the region. Among these threats are a growing youth demographic with limited employment prospects, increasing urbanization, limited access to basic social services, and limited investment in the domestic private sector so critical to job creation. These internal pressures, coupled with increasing erosion of good governance and transparency, move concerns over maintaining stability to the forefront.

Spurring equitable economic growth and strengthening Senegal's governance capacities at all levels are key to maintaining the positive, stabilizing role it plays in the region, in Africa, and in the Muslim community. Like many of its neighboring countries, Senegal is experiencing a rapid population growth characterized by a large youth bulge and steady rural to urban migration. Forty-seven percent of the population now lives in urban areas. Senegal is in a precarious position as the economy is not able to generate sufficient job opportunities for the growing number of urban youth. This represents a danger to the country's future stability.

As in many African countries, men and women in Senegal abide by cultural, stereotypical and religious norms which impede further opportunities for equity in all areas of development including education, health, governance and economic growth. For example, in education, while girls comprise 49% of primary school enrollment, by secondary school, the gross enrollment ratio drops to 18%. In the area of literacy, while 51% of men can read, only 18% of women are literate. In the area of employment, the employment to population ratio suggests 50% of females are employed and only 10% are employed in the non-agricultural sector. Health statistics show that there are 401 maternal deaths per 100,000 live births. While Senegal has a low HIV/AIDS rate (approximately 0.7% of the population), women make up 63% of those with AIDS, according to a high estimate.<sup>76</sup>

The bleak socio-economic situation will decrease Senegal's ability to reach the Millennium Development Goal on gender equity, particularly in terms of fertility rates, maternal mortality, malnutrition, equal access to education and income for women. USAID/Senegal attempts to address these inequities through targeted activities within each of its SOs, but more work needs to be done.

This year, USAID/Senegal received an additional \$23 million to address issues related to food security and it is projected the Mission will continue to receive money towards this objective over the next several years. In this capacity, effectively addressing gender issues related to agriculture will be critical in the success of this food security effort, as well as in the overall success of USAID/Senegal's economic growth efforts. According to an article in Bloomberg News, the International Food Policy Research Institute reported that "expanding aid and

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<sup>76</sup> All statistics taken from the United Nations Statistics Division reports, at <http://data.un.org>

education for women is essential to reducing hunger in the world's most impoverished regions." The institute's Global Hunger Index this year shows that the lowest-scoring nations "tend to have the greatest gender inequality." In African countries, for instance, women are "responsible for up to 80 percent of...food production," so "gender equality equals food security," the institute says. Director Joachim von Braun pointed out that "improvements in women's equality can affect hunger levels in as little as five years, as girls gain educational opportunities and economic development creates new jobs for females."

Several studies exist regarding the status of gender in relation to development activities and within the government sector. Some of these studies point to the well-known critical gender constraints including:

- Gender specific roles that men and women play in society;
- Unequal distribution of tasks assigned to women and men;
- Unequal division of labor in the home;
- Limited access for women to economic means including technical training and technology;
- Limited access to higher education for women;
- Feminization of poverty;
- Conflicts of interest between professional, social and family obligations;
- Weak understanding of gender issues at the economic level and insufficient competence or understanding of gender approaches as a development tool.

In terms of other organizations engaged in addressing gender inequalities at community and institutional levels, Senegal has a vibrant civil society, including women's groups, as well as a Ministry of Women, Family and Social Development, created in 2005 but it has proven largely ineffective in spearheading gender-specific programs within Senegal and functions mainly as a figurehead for the government.

### **Objectives of the Gender assessment**

The gender assessment has two main objectives:

To collect and organize data to accurately reflect the current gender relations in Senegal's rural and urban context, including cultural and socio-economic obstacles to gender equality;  
To collect and analyze the data on gender in relation to USAID/Senegal's programs in 5 focus sectors to improve activity programming and design and performance tracking.

Specifically, the assessment will:

- gather gender disaggregated data for basic social and economic indicators for the country in general and for USAID/Senegal sectors in particular. The purpose is to provide gender contextual information by sectors for rural and urban zones; and show gaps;

- analyze the data in conjunction with a good understanding of the cultural and socio-economic frameworks in Senegal and identify the main cultural and socio-economic obstacles to gender equality;
- recommend gender sensitive indicators for each SO to guide and monitor the contribution of USAID/Senegal program to address Senegal’s overarching gender issues (for example, FGC, early marriage, violence against women, etc);
- provide a framework for comparing the USAID/Senegal intervention regions to other regions in terms of gender equality; and
- assess USAID/Senegal’s present strategic results framework, program activities and staff capacity to identify gender issues, and determine possible entry-points for the incorporation of new approaches to reaching targeted results.

### **USAID/Senegal Strategic Assistance Objectives:**

USAID/Senegal’s strategy is comprised of four strategic objectives:

- SO11 Economic Growth
- SO12 Health
- SO13 Education
- SO14 Peace Building
- New Democracy and Governance SO which will focus on addressing transparency and accountability, elections/political processes (to be established in 2010). Currently good governance is a cross-cutting theme throughout the Mission programs.

## **REQUIRED TASKS**

### **Design of the Gender assessment**

The contractor shall design a gender assessment based on census and other relevant sources of data that will provide accurate information on gender issues at community and sector levels. The main emphasis will be on sectors/areas covered by USAID/Senegal. The contractor will take note of existing assessments so as not to duplicate previous efforts from other donor organizations or governmental bodies. The approach used in the design shall reflect a pertinent cross-section of Senegalese society and include data on age, urban and rural distribution and socio-cultural factors (religion, marital status, household head, etc.). The idea is to build a gender profile using groups of people including women, men and youth from rural and peri-urban areas of targeted regions where USAID programming exists. The contractor shall design the gender assessment to make available data which will shed light on the following issues:

- Socio-cultural and institutional barriers to gender equality, including attitudes
- Existing gender mainstreaming approaches including current work plans of USAID implementing partners to determine their efficacy

- Capacity of public institutions (i.e. Ministry of Women and Family) and USAID/Senegal's NGO partners to address gender issues (including their use of gender analysis tools to track their results).

## **Methodology**

The assessment will use both document research and interviews with individuals and groups. Prior to departure for Senegal, the contractor is expected to review documents to be forwarded to them by the Mission and USAID/Washington Women in Development (WID) office, as well as any others with which they are familiar. These will include Mission policy and planning documents; background information available on gender issues in Senegal and other in-country data; gender assessment reports and action plans from other partners and/or countries, which can be used as models by the team.

The recently released revisions to the ADS specifically require that any gender analysis includes the following two questions:

1. How will the different roles and status of women and men affect the work to be undertaken?
2. How will the anticipated results of the work affect women and men differently?

These questions need to be specifically taken into consideration when developing a gender action plan for all of the SOs.

In Senegal, the team members will meet with the Mission Director, Technical Office Directors, the Program Office and Regional Office Directors to elicit feedback that will assist them in the design of the deliverables. Additionally, team members will identify and meet with institutions and local experts on gender (e.g., NGOs, academics, research institutions, government ministries) as well as international organizations/institutions which have important gender programs in Senegal, to collect data and ask for their advice on the Mission's role in promoting gender-relevant programs and policies.

The contractor shall also conduct field work, including direct observation and interviews with individuals and key informants and focus group with community leaders, and representatives of women, men and youth groups. After the debriefing and training is completed, any international staff will depart Senegal and complete the draft and final reports from their home base.

## **Deliverables**

The contractor shall produce:

1. an implementation plan, including a methodology, a list of sources to be used and individuals/groups to be interviewed (which can later be updated) and a calendar to conduct the gender assessment;

2. a report providing a summary table of all data disaggregated by rural/urban and technical sector variables and an analysis of the data which identifies cultural and socio-economic obstacles to gender equality in Senegal. NOTE: the report shall be submitted in the following manner:

Submission of Table of Contents for approval by USAID before writing commences;

- a. -Draft report for USAID approval;
  - b. -Final report for USAID approval
3. a gender action plan<sup>77</sup> that lays out the steps for mainstreaming gender in Mission policies and activities as a cross cutting theme, and that complies with Agency Directives; NOTE: the action plan shall be submitted in the following manner:
  4. -Submission of Table of Contents for approval by USAID before writing commences;
    - a. -Draft action plan for USAID approval;
    - b. -Final action plan for USAID approval
  5. a training<sup>78</sup> for Mission staff and key implementing partners on gender mainstreaming in the Mission portfolio; NOTE: training includes:
    - Submission of training objectives and outline for USAID approval;
    - Full training manual including trainer's manual, trainee's guidebook, list of exercises (if applicable), handouts, list of reading materials, etc.
    - a debriefing to the Mission on key findings and conclusions.

All deliverables shall be submitted in English and French.

### **Estimated Level of Effort**

The contractor shall provide a Team Leader as well as a local Gender Expert. The Team Leader will lead a three-person team in conducting a gender analysis and a gender assessment. The team will consist of the Team Leader, the local Gender Expert, and the Mission's Gender Specialist. During three weeks in Senegal, the consultant(s) will draw on his/her previous experience and knowledge of cross-sector gender assessment as well as from his/her understanding of USAID regulations and policies (such as the ADS) to produce draft documents (table of contents, list of findings with recommendations). The Team Leader is responsible for the final production of the documents and the presentation with recommendations.

The Gender Specialist in the Program Office will compile materials for the assessment and assist the team, as needed, to set up appointments with partners and other stakeholders. The Gender Specialist and the local consultant will participate as team members for three weeks. The local consultant will draw on his/her technical and Senegal specific knowledge to contribute to the analysis and assessment.

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<sup>77</sup> See annexes for orientations

<sup>78</sup> See annexes for proposed topics

## **Performance Period**

The overall performance period will start on or about February/March, 2010. The assessment will be conducted in Senegal for approximately three weeks. Based on a six day work week, the basic schedule for the assessment is:

Week 1: Interviews with staff (SO Teams/COTRs/AOTRs), implementing partners & stakeholders; Senegalese government and civil society and site visits.

Week 2: Continued interviews and site visits;

Week 3: Follow up with SO Teams / partners; produce preliminary outline with findings and recommendations; present debrief of assessment and recommendations to staff. Give staff training.

The consultant will submit the draft report within 15 working days and a final version within 3 working days after receipt of Mission comments.

## **Assessment Team Qualifications**

The Assessment Team will be made up of three to four members with complementary skills in gender assessment and the technical areas (designated by the program components). The Assessment Team Leader will have strengths in agriculture and either education or health. At least one of the consultants shall have a minimum fluency of French S-4/R-4. The Team Leader is expected to have previous experience in conducting a cross-sector gender analysis. The other team members will include one local gender consultant with strengths in agriculture and the Mission Gender Specialist.

**ANNEX B: SCHEDULE OF MEETINGS IN SENEGAL (IN CHRONOLOGICAL ORDER), MARCH 20 TO APRIL 10, 2010**

**Monday, March 22, 2010, USAID/SENEGAL**

- **Kevin Mullally, Mission Director**
- **Program Office and Gender Assessment Task Force**  
Christophe Tocco, Program Office Director  
Abdrahmane Diallo, Deputy Program Office Director  
Sarah Maxwell Banashek, Education Officer  
Ramatoulaye Dioume, HIV/TB Advisor  
Izetta Simmons, Deputy Health Office Director  
Sue Telingator, Development Outreach and communications Advisor  
Brandy Witthoft, Program Officer  
Sounka Ndiaye, Monitoring and Evaluation Specialist
- **General Development Office (GDO)/Education Team**  
Pape Momar Sow, Education Team Leader  
Mouhamed Gueye, Education Specialist  
Sacha Fraitvfe, Education Specialist  
Sarah Maxwell Banashek, Education Officer
- **Peacebuilding/Democracy and Governance Team**  
Nicole Tresch, Team Leader  
Kathryn Lane, Democracy and Governance Specialist, DGO/Casamance Region activities

**Tuesday, March 23, 2010, USAID/Senegal**

- **Health Team**  
Izetta Simmons, Deputy Director, Health Office  
Ramatoulaye Dioume, HIV/TB Advisor  
Joshua Karnes, Health Officer
- **Economic Growth Team**  
Moustapha Mamadou B. Ly, Trade and Investment Specialist  
Michael Smith, Economist  
Aaron Bruwnell, Natural resources management  
Selam Kebrom, Program officer

## **Program Office**

Sounka Ndiaye, Monitoring and Evaluation Specialist  
Sue Tellingator, Communications and Outreach Specialist

## **Wednesday, March 24, 2010, Dakar**

- **RTI/Programme D'Eau Potable et D'Assainissement du Millenaire (PEPAM)**  
Richard Cartier, Program Director  
Abdoulaye Barro, Deputy Director
- **Forum Civil (Senegal chapter of Transparency International)**  
Mouhamadou Mbodj, Coordinator General  
Ndèye Awa Ndao, Program Officer  
Moundiaïe Cisse, Program Coordinator, Démocratie gouvernance et transparence (DGT)  
Moribadjan Keita, Monitoring and Evaluation Specialist (DGT)  
Fatoumata Hane, Director, Laboratoire de Recherche sur la Gouvernance (LAREG)
- **Tostan**  
Cody N. Donahue, Monitoring, Evaluation, Research and Internship Coordinator (SERA)

## **Thursday, March 25, 2010, USAID**

- **Office of Acquisition and Assisance**  
Philip Tresch, Regional Contracting/Agreement Officer  
Bernadette Daluz, Senior Acquisition and Assistance Officer
- **Abt Associates**  
Malick Niang, Chief of Party, Health Care Financing and Policy Program  
Oumar Ndiaye, Consultant, Program d'Appui au Plan National d'Action pour l'Abandon de l'Excision
- **Wula Nafaa II (Programme Agriculture Gestion des Ressources Naturelles)**  
Jeffrey J. Povolny, Project Director
- **USAID/Senegal**  
Aminata Badiane, Agriculture Resources Management Specialist and Mission Environment Officer

## **Friday, March 26, 2010**

- **IRG/ Projet Croissance Economique (PCE)**  
Salimata Ba, Consultant on Gender and Agriculture  
Jim Billings, Director
- **Family Health International**  
Barbara Sow, Project Director
- **UNIFEM**  
Adjiratou Fatou Ndaye, Program Specialist
- **Caritas and Catholic Relief Services, Flood Reduction Activity**  
El Hadji Malick Konte, Mayor, Commune d'Arrondissement Pikine Est  
Abdoulaye Ndiaye, President commission  
Mamadou Ba, SN GA, Pikine Est  
Doudou Mouhamed Faye, Deputy Mayor

## **Monday, March 29, 2010**

- **Community Health/PMI Project, ChildFund/Senegal, Thiès**  
Mamadou Diagne, National Health Director and Chief of Party  
Marième Fall, Advisor  
Ndeye Wade Diop, Malaria Advisor  
Ibrahima Toure, IEC Advisor  
Mamadou Souleymane Sy, Monitoring and Evaluation Advisor  
Adji Mahe Faye, Mbour Program Coordinator  
Maimouna Sow, Reproductive Health Assistant in charge of Post Abortion Care, PSC/PMI
- **Community Health/PMI Project, ChildFund/Senegal, Mbour**  
Ndjoug Ndiaye, Program Officer, ChildFund/Zone de Mbour  
Rokhaya Faye, Facilitator  
Mohamed Tandian, Program Officer  
Village members (21 people, 12 men and 9 women)
- **IRG/Programme Croissance Economique, Kaolack**  
Aminata Samb, Value Chain Specialist for Millet and Sorghum  
Serigne Modou Mbaye, Value Chain Specialist for Maize  
Malick Ndiaye, Value Chain Specialist for Livestock
- **IRG/Wula Nafaa II, Kaolack**  
Patrice Beaujault, Regional Director

## **Tuesday, March 30, 2010**

- **IRG/Wula Nafaa II, Kaolack**  
Patrice Beaujault, Regional Director  
Tamba Diallo, Assistant Facilitator Coordinator  
Derreck Ekanem, Responsable du fonds d'appui agricole  
Laurent Gomis, Agricultural Production Specialist
- **Ndour Ndour Village**  
Tamba Diallo, Assistant /Coordonnateur /Facilitateurs, USAID/ Wula Nafaa  
Members of the village and project participants (11)
- **Latmingue Village**  
Tamba Diallo, Assistant /Coordonnateur /Facilitateurs, USAID/ Wula Nafaa  
Members of the village and project participants (19)
- **IntraHealth International**  
Mamadou Sow, Regional Advisor, SMNI/PF/PALU
- **Association pour la Promotion de la Femme Sénégalaise (APROFES)**  
Binta Sarr Ly, Presidente

## **Wednesday, March 31, 2010, Tambacounda**

- **Academy for Educational Development (AED)/EDB and PAEM**  
Rokhaya Thioune, Responsable Nationale de la Mobilisation Communautaire  
Ousmane Ndour, Responsable régional Mobilisation Communautaire  
Aminata Djigo, Regional Coordinator, Tambacounda  
Maimouna Toure Sarr, Principale de collège à la retraite consultante

## **Thursday, April 1, 2010, Tambacounda**

- **Wula Nafaa II**  
Abdou Sene, Deputy Chief of Party  
Bineta Coly, Marketing and Credit Specialist
- **Projet Croissance Economique**  
Seydou Kane, Value Chain Specialist, Maize
- **Village of Koussanar, College de Proximite (PAEM project school)**  
Abdoulaye Diop, Chef de village  
Tiguída Danfa, Présidente APE  
Mané Ndiaye, Marraine,  
Amadou Thiam, Principal CEM Koussanar  
Diallo, Professeur SVT Chargé des évaluations et Concours

Baga Ndiaye, English teacher  
Saliou Sene  
Fatoumata Sow, Mentor des boursières  
Fasse Dia, Elève en 5e boursière  
Marième Dia, Elève en 5e boursière

- **Union of Maize Producers**  
Amadou Diallo, Président Union des producteurs de Mais de Koussanar  
Saloum Ba, Secrétaire  
Six group members
- **Federation Yakaar Niani Wule**  
El Hadji Djibril Seck, Facilitateur USAID/WULA NAFA  
Mamadou Camara, President, Federation Yakaar Niani Wule  
Ngouye Camara, Controleur interne, Federation Yakaar Niani Wule  
Aissatou Diallo, Vice president, Federation Yakaar Niani Wule  
Four group members
- **Gadafaro Women's group processing local fruits (baobab)**  
Kadiatou Ndao, Presidente GPF Gadafaro  
15 women members
- **Sambougu Village, Group of Maize producers**  
Boulele Diallo Diakite, Président Groupement mais  
NDèye Rama NDiaye, Secrétaire du GIE Baraka, GIE Baraka  
Group members (7)

#### **Friday, April 2, 2010**

- **Beurre de Karite (Family-owned grain milling and sales enterprise)**  
Raby Cisse, Director, Beurre de Karite, and the Regional President of the Women's Producers' Union (Présidente de l'Union Communale des Groupements de Promotion Féminine (GPF) de Tambacounda)
- **SODEFITEX/BAMTARRE**  
Ardo Seck, Chief of Vegetable Production
- **AED/PAEM and EDB**  
Aminata Djigo, Regional Coordinator, Tambacounda  
Mamadou Guene, Trainer (CPI)  
Kadidiatou Ly, Professor of English  
Salimata Coly, Professor of History and Geography  
Djaynaba Deme, Eleve

### **Saturday, April 3, 2010**

- **Women Hibiscus Growers from several producer associations**  
(21 group members and officers)

### **Tuesday, April 6, 2010**

- **World Education**  
Abdou Sarr (Phone interview)

### **Wednesday, April 7, 2010**

- **USAID**  
Abrarahmane Diallo, Deputy Program Officer
- **Projet Croissance Economique**  
Mamadou Dabo, Value chain specialist
- **IntraHealth**  
Hawa Talla, Team Leader, Health Services Partnership and Communication

### **Thursday, April 8, 2010**

- Debrief with USAID/Senegal Mission staff
- Gender Integration Training with USAID Staff and Implementing Partners

### **Friday, April 9, 2010**

- Gender Integration Training with USAID Staff and Implementing Partners
- **DevTech Systems, Inc.**  
Veronique Praz, (Former) Country Representative/Senegal, Blanket Purchase Agreement

### **Saturday, April 10, 2010, Dakar, Agricultural Fair**

- Dieynaba Sidiké, CR Presidente Dirtel Tambacounda

**ANNEX C LIST OF SENEGALESE GENDER EXPERTS AND ORGANIZATIONS  
WORKING ON GENDER-RELATED ISSUES**

Name and Address	Description
<p><b>And Ligeey</b> Dakar, Senegal</p>	<p>Registered since 2002, And Ligeey (“Let’s Work Together” in Wolof) offers support to men who have sex with men (MSM) and runs public awareness campaigns on HIV/AIDS.</p>
<p><b>Centre Genre de la CEDEAO</b></p>	<p>Ami Dibba, Directrice Exécutive</p>
<p><b>Committee to Combat Violence Against Women (CLVF)</b></p>	
<p><b>Ginndi Center</b></p>	<p>A shelter providing assistance to women and girls. It also offers a hotline.</p>
<p><b>Forum des Educatrices Africaines (FAWE)</b></p>	<p>Based at Université Cheikh Anta Diop FAWE Executive Committee member Dr. Fatou Sarr. <a href="http://www.fawe.org">www.fawe.org</a></p>
<p><b>Intégration de modules genre dans l’enseignement universitaire et la recherché: E.g., CESTI, Département de Sociologie/Faculté de Lettres, Institut Santé Développement/programme Eco-santé, recherches Institut des Sciences de l’Environnement and Groupe d’Etude et de Recherches Genre et Société (GESTES) at Université Gaston Berger de Saint-Louis)</b></p>	
<p><b>Laboratoire Genre à l’Institut Fondamental d’Afrique Noire/Universite Cheikh Anta Diop de Dakar (appuyé par le CRDI)</b></p>	
<p><b>Ministère de la Famille, de la Sécurité Alimentaire, de l’Entrepreneuriat Féminin</b></p>	<p>Contact: Aminata Diouf Ndiaye <a href="mailto:aminatadioufndiaye@yahoo.fr">aminatadioufndiaye@yahoo.fr</a></p>
<p><b>Observatoire des Droits de la Femme</b></p>	

Name and Address	Description
<b>Direction de l'Equité et de l'Egalité de Genre</b>	Contact: Absa Wade <a href="mailto:wadabsa@yahoo.fr">wadabsa@yahoo.fr</a> Tel: 33 8423312
<b>RADI</b> <b>Réseau Africain pour le Développement Intégré</b> B.P. 12085 Colobane Dakar, SENEGAL Tel : (221) 825 75 33 or 824 33 37 Fax : (221) 825 75 36 Email : <a href="mailto:radi@sentoo.sn">radi@sentoo.sn</a>	Founded in 1985, RADI is an NGO working on issues related to poverty reduction and development in Senegal and more broadly in West Africa, with special attention to the integration of gender and the defense of women's rights. It conducts research and works in the following areas: women's rights, human rights, decentralization, community health, food security, and political participation and transparency.  Executive Director: Mariame Coulibaly

<b>Donor Thematic Group on Gender Representatives</b>	
1. BIT	1. Mariéme Kamara
2. United Nations Development Program (UNDP or PNUD)	2. Marama Léye Lo (mareme.leye.lo@undp.org) Tel: 33-8399050
3. Food and Agriculture Organization (FAO)	3. Marie Bâ (marie.ba@fao.org) Tel: 33 8891666
4. PAM	4. Abibatou Dia (abibatou.dia@wfp.org) Tel: 33 8496530
5. ACDI	5. Evelyne Sylva and Rachel Bruneau (evelyne_sylva@bacdi-senegal.org) Tel: 33 8497745
6. World Health Organization/OMS	6. Mme Isseu Touré (diopsi@sn.afro.who.int) Tel: 33 8695930
7. USAID	7. Abdramane Diallo (abdiallo@usaid.gov) Tel: 33 8696100
8. SURF-WCA	8. Coumba Mar Gadio and Gnylane Thiam (coumba.mar.gadio@undp.org) Tel: 33 8690625
9. UNFPA	9. Lima Anden and Alia Nankoe (limahandem@hotmail.com) Tel: 33 8890369
10. UNICEF	10. Christine Muhigana (cmuhigana@unicef.org) Tel: 33 8890300
11. World Food Programme (WFP)	11. Séne Achta (ahmedachta.sene@wfp.org) Tel: 33 8496530
12. GTZ	12. Kerstin Meyer (kerstin.meyer@gtz.de) Tel: 33 8220501
13. CRDI	13. Ramata Thioune (rthioune@idrc.org.sn) Tel: 33 8640000
14. UNESCO	14. Rokhaya Diawara and Ndéye Fall and Fatim Chris (r.diawara@unesco.org)

<p>15. UNIFEM</p>	<p>15. Adjaratou Fatou Ndiaye (<a href="mailto:adjaratou.fatou.ndiaye@unifem.org">adjaratou.fatou.ndiaye@unifem.org</a>) Tel: 33 8699943</p>
<p>16. UNION EUROPEENNE</p>	<p>16. UNION EUROPEENNE (<a href="mailto:delegation-senegal@cec.eu.int">delegation-senegal@cec.eu.int</a>)</p>
<p>17. AMBASSADE DES PAYS BAS</p>	<p>17. AMBASSADE DES PAYS BAS (<a href="mailto:dak@minbuza.nl">dak@minbuza.nl</a>)</p>
<p>18. UNAIDS</p>	<p>18. Berthilde Gahongayire (<a href="mailto:gahongayireb@unaid.org">gahongayireb@unaid.org</a>) Tel: 33 8690652</p>

## ANNEX D: LIST OF GENDER INTEGRATION TRAINING PARTICIPANTS

April 8 and/or 9, 2010

Name	Organization	Email
Sala BA	Education de Base	<a href="mailto:sba@aed.org">sba@aed.org</a>
Aminata Niane BADIANE	USAID	<a href="mailto:abadiane@usaid.gov">abadiane@usaid.gov</a>
Kemo BADJI	DPV/Senegal	<a href="mailto:kemo2fr@yahoo.fr">kemo2fr@yahoo.fr</a>
Abdoulaye BARRO	PEPAM	<a href="mailto:abarro@usaidpepam.rti.org">abarro@usaidpepam.rti.org</a>
Richard CARTIER	PEPAM	<a href="mailto:rcartier@rti.org">rcartier@rti.org</a>
Abdrahmane DIALLO	USAID/PRN	<a href="mailto:abdiallo@usaid.gov">abdiallo@usaid.gov</a>
Amath DIOP	Wula Nafaa	<a href="mailto:amath_diop@yahoo.fr">amath_diop@yahoo.fr</a>
Ramatoulaye DIOUME	USAID	<a href="mailto:rdioume@usaid.gov">rdioume@usaid.gov</a>
Derreck EKANEM	Wula Nafaa	<a href="mailto:deckanem@yahoo.com">deckanem@yahoo.com</a>
Joshua KARNES	USAID	<a href="mailto:jkarnes@usaid.gov">jkarnes@usaid.gov</a>
Salamata LY	USAID	<a href="mailto:sly@usaid.gov">sly@usaid.gov</a>
Seynabou MBENGUE	ADEMAS	<a href="mailto:smbengue@ademas.sn">smbengue@ademas.sn</a>
Sounka NDIAYE	USAID	<a href="mailto:sondiaye@usaid.gov">sondiaye@usaid.gov</a>
Maounou SOW	Program Santé Communautaire	<a href="mailto:maounousy@yahoo.com">maounousy@yahoo.com</a>
Khady Fall TALL	AFAD	<a href="mailto:afaosenegal@orange.sn">afaosenegal@orange.sn</a>
Hawa TALLA	IntraHealth	<a href="mailto:htall@intrahealth.org">htall@intrahealth.org</a>
Susan TELINGATOR	USAID	<a href="mailto:stelingator@usaid.gov">stelingator@usaid.gov</a>
Ndeye Aminata WILANE	USAID	<a href="mailto:nawilane@usaid.gov">nawilane@usaid.gov</a>
Brandy WITTHOFT	USAID	<a href="mailto:bwitthoft@usaid.gov">bwitthoft@usaid.gov</a>

Men: 8

Women: 11

USAID: 9

Partners: 10

## **ANNEX E: NIANG-MBODJ REPORT**

### **MISSION USAID GENDER ASSESSMENT**

#### **CONTRIBUTION AU RAPPORT**

#### **OUMOUL KHAYRI NIANG MBODJ**

##### **Introduction**

Le présent document est une contribution au rapport de mission Gender Assessment menée dans le cadre du Programme de l'USAID en mars-avril 2010.

La démarche de la mission Gender assessment a porté sur des entretiens institutionnels au niveau de l'USAID et de ses partenaires dans les différents domaines, des entretiens de groupe avec les bénéficiaires des programmes sur le terrain.

Les thématiques et secteurs d'intervention étudiés ont été : (i) la Croissance économique, (ii) la santé, (iii) l'éducation (La gouvernance a été également quelque peu abordée).

Le travail de terrain a été complété par une formation sur le genre, des acteurs les programmes et thématiques.

#### **1- APERÇU DU CONTEXTE DES THÉMATIQUES ET SECTEURS ÉTUDIÉS**

Le Sénégal se situe à l'extrême ouest du continent africain dans la zone soudano-sahélienne, sur une superficie de 196.722 km<sup>2</sup>. Avec un relief généralement plat, il dispose d'une façade maritime de près de 700 km<sup>2</sup> entièrement ouverte sur l'océan atlantique.

Sa politique de développement économique et sociale repose sur le DSRP, cadre de référence visant une croissance soutenue et la réduction de la pauvreté dans la perspective d'atteindre les Objectifs du Millénaire pour le Développement (ODM).

##### **Croissance économique**

La situation de pauvreté s'est améliorée avec une baisse de la proportion d'individus et de ménages vivant en dessous du seuil de pauvreté (respectivement de 57,1% en 2001 à 50,8% en 2005 et de 48,5 % en 2002 à 42,6% en 2005). Cependant, l'analyse des résultats de la mise en œuvre du DSRP pour l'année 2008, montre que sur le plan macroéconomique, le Sénégal a connu un ralentissement du rythme de la croissance économique et des lenteurs dans la mise en œuvre de la SCA (Stratégie de croissance accélérée). Le taux de croissance du PIB réel estimé à

2,5% en 2008 est en forte baisse par rapport au taux de 4,7% en 2007 (MEF, 2010<sup>79</sup>). Le taux de sous-emploi s'est aggravé entre 2006 et 2008, allant de 20,90% à 18,20%.

Ces données ne renseignent pas sur les effets et impacts différenciés du contexte sur les hommes et les femmes ; ces statistiques économiques sont plutôt globales. On peut cependant observer une baisse dans le nombre de bénéficiaires des mécanismes de promotion économique des femmes (Fonds National de Promotion de l'Entrepreneuriat Féminin/FNPEF, Projet Crédit Femmes/PCF et Projet d'Appui à l'entrepreneuriat féminin). Entre 2007 et 2008, le nombre de bénéficiaires (femmes) est passé de 18 944 à 4967 avec un volume de financements en régression de 67% (passant de 1,05 milliards de FCFA à 0,63 milliards de FCFA).

Les contraintes identifiées sont l'absence d'attribution des ressources prévues en 2008 pour les différents fonds, l'absence d'un système d'information sur les femmes notamment dans des domaines comme l'économie, le fait que la SNEEG n'est pas encore opérationnelle (du fait de retard noté dans la mise à disposition des fonds alloués par les bailleurs).

## Secteur Santé

Le Plan National de Développement Sanitaire/PNDS-II (2009-2018) vise à promouvoir l'accès aux services socio-sanitaires pour les populations pauvres. Le diagnostic du secteur (MEF, 2009)<sup>80</sup> montre que le rythme d'évolution de la plupart des indicateurs est conforme aux objectifs fixés. Toutefois, le Sénégal connaît une dégradation de la situation pour une bonne prise en charge des maladies diagnostiquées. Les contraintes sont d'ordre institutionnel (retards dans les constructions et réhabilitation des infrastructures de santé, non-fonctionnalité de certaines structures sanitaires de référence, difficulté de maintien d'un personnel qualifié dans les zones difficiles, etc...).

L'anémie (présente chez 84% des enfants de moins de 5 ans et chez 61% des femmes), la carence en vitamine (A) pose toujours des problèmes de santé publique, constituant la cause sous-jacente de 30% de la mortalité infanto-juvénile. Le paludisme est la première cause de morbidité au Sénégal et compte pour 42,6% des causes de maladies, ... Il affecte particulièrement les femmes enceintes (quatre fois plus exposées à des complications du paludisme que les femmes non enceintes).

La mortalité des enfants de moins de 5 ans, est encore élevée, le taux a certes connu une baisse importante passant de 157 pour mille en 1992 à 121 pour mille en 2005 (EDS-IV), mais le Sénégal est loin d'atteindre l'objectif de réduction (à l'horizon 2015) de deux tiers, du taux de mortalité infanto-juvénile, en référence au taux des années 90).

La mortalité maternelle (EDS IV) qui a baissé avec un taux de 401 décès maternels pour cent mille naissances vivantes pour la période 1998-2005 (contre 510 pour cent mille naissances vivantes dans la période 1986-1992), reste alarmante.

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<sup>79</sup> Ministère de l'Économie et des finances - Direction de la Prévision et des Études Économiques Contexte économique et financier - situation des OMD en 2008 et Orientations stratégiques pour 2015 - Novembre 2009

<sup>80</sup> Ministère de l'Économie et des finances Suivi des objectifs du millénaire pour le Développement (OMD) - état d'avancement - Version finale - CSPLP/MEF - octobre 2009

La prévalence du Sida au Sénégal (EDS-IV) est de 0,7% tous sexes confondus. Le taux est plus élevé pour les femmes (0,9%) que pour les hommes (0,4%) et il est noté « une tendance à la féminisation du VIH/SIDA »<sup>81</sup>

## **Secteur Education**

Le taux brut de scolarisation (TBS) au niveau national est passé à 90,1% en 2008, contre 87,6% en 2007. Pour les filles, il est à 92,4% en 2008 (contre 88,5% en 2007) et pour les garçons il est de 88% en 2008 (contre 86,8% en 2007). Le taux d'achèvement pour le cycle primaire, établi à 58,4% en 2008, avec une parité effectif entre filles et garçons. Par contre, il est faible pour le cycle secondaire.

## **Prise en compte du genre**

La problématique du genre se pose au Sénégal à la fois comme enjeu de développement et paradigme de démocratie dont la prise en compte est rendue incontournable par la mobilisation de la société civile et par les engagements du Sénégal aux cotés des instances internationales et de l'Union Africaine.

Elle est matérialisée dans un contexte marqué par des avancées dans les droits des femmes et une volonté politique soutenue de la part des autorités et des Partenaires au Développement.

La Constitution adoptée en janvier 2001, dispose en son article 7 alinéas 4 et 5, que « *tous les êtres humains sont égaux. Les Hommes et les Femmes sont égaux en droit, il n'y a au Sénégal ni sujet, ni privilège de lieu de naissance, de personne ou de famille* ». Les articles 15, 22 et 25 assurent respectivement l'accès à la terre, à l'éducation, l'emploi, le salaire et l'imposition.

D'autres textes touchent le statut personnel de la femme (Code de la Famille), Santé de la Reproduction, emplois et sécurité sociale (droit femmes à prendre en charge médicale de son mari et de ses enfants (depuis 2006), traitement fiscal (Loi en 2008).

Le Sénégal a ratifié les Conventions internationales relatives aux droits spécifiques de la femme :

- la Convention sur l'Elimination de toutes les Formes de Discrimination à l'Egard des Femmes adoptée par l'ONU (depuis 1985) ainsi que son protocole facultatif;
- le Protocole à la Charte Africaine des Droits de l'Homme et des Peuples relatif aux Droits de la Femme en Afrique (*protocole CADHP* - Maputo Juillet 2003). Ce Protocole a repris pour l'essentiel les dispositions contenues dans la CEDEF.
- Vote de la loi (en 2005) relative à la lutte contre la traite des personnes et pratiques assimilées et à la protection des victimes. Cette seule loi permet aux associations d'ester en justice. Elle contribue de façon positive à la protection des femmes et des filles.

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<sup>81</sup> Idem

Au niveau de l'accès à la décision (cf : Ministère de la Famille<sup>82</sup>), les statistiques montrent la présence des femmes dans les instances clés :

- Assemblée nationale : 37 femmes sur 150 (24%), 1 Vice Présidente sur 7, 1 Secrétaire Elue sur 5, 1 femme questeur sur 2 ;
- Sénat : 40 femmes sur 100 (40%), 1 femme questeur sur 2, 1 femme Vice Présidente sur 4 (dont une progression de 1,3% pour la dernière législature ;
- Conseil Economique et Social : 43 femmes sur 120 (27%), 1 Vice Présidente, 2 femmes Secrétaire Elues sur 2 3 femmes Rapporteurs sur 3, Présidente de commission 5 femmes sur 14,
- Collectivités locales : 10 femmes maires de communes sur 150
- Corps diplomatique : 6 femmes ambassadeurs, 3 femmes consules
- Commandement territorial : gouverneur adjoint 2 sur 14, 1 femme préfet sur 42;
- 3 femmes chefs de village sur 14000 en 2007.

La parité entre hommes et femmes dont la loi est en cours d'adoption, est encore loin d'être effective dans les comportements et pratiques.

L'inscription de la promotion de l'équité et de l'égalité de genre dans les politiques nationales est néanmoins une avancée significative et une porte d'entrée pour impulser des changements. Ainsi, la Stratégie de développement pour la croissance et la réduction de la pauvreté vise entre autres à « réduire les inégalités et éradiquer toutes les formes d'exclusion au sein de la Nation, notamment par l'instauration de l'égalité des sexes dans tous les domaines ».

De façon spécifique, le Sénégal a mis en place une Stratégie Nationale pour l'Egalité et l'Equité de Genre (SNEEG) visant l'institutionnalisation du genre dans tous les secteurs. La SNEEG vise le double objectif de :

- l'instauration d'un environnement institutionnel, socioculturel, juridique, et économique favorable à l'égalité de genre au Sénégal
- L'intégration effective du genre dans les interventions de développement dans tous les secteurs d'activités et dans les budgets de fonctionnement et d'investissement respectifs.

Elle poursuit quatre axes majeurs :

- Valorisation équitable de la position sociale de la femme au sein du ménage et dans la société
- Promotion équitable des femmes et des hommes au sein de l'économie du ménage et dans l'économie de marché
- Promotion de l'exercice équitable des droits et devoirs des femmes et des hommes et renforcement de l'accès et de la position des femmes au niveau des sphères de décision
- Promotion équitable des femmes et des hommes au sein de l'économie du ménage et dans l'économie de marché.

L'appropriation de la SNEEG qui est une étape fondamentale appuyée financièrement par l'ACDI et techniquement par le réseau Genre des Partenaires Techniques et Financiers (PTF) est en cours et implique la participation de la Société civile. Le Ministère de la Famille, de la

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<sup>82</sup> Ministère de la Famille, de la Sécurité Alimentaire, de l'Entrepreneuriat Féminin - Evaluation de la mise en œuvre du programme d'action de Beijing + 15- Rapport national - Huitième (8eme) Conférence régionale sur les femmes - octobre 2009 Gambie/Banjul

Sécurité Alimentaire, de l'Entrepreneuriat féminin, de la Micro-finance et de la Petite Enfance s'est doté (par décret 2008 – 1045 – 15 septembre 2008) de la Direction de l'Equité et de l'Egalité de Genre (DEEG) et de l'Observatoire National des Droits de la Femme (ONDF). Il comprend en outre différents mécanismes d'appui technique et financier (Fonds National de Promotion de l'Entrepreneuriat Féminin (FNPEF), Projet Crédit Femmes (PCF), Projet d'Appui à l'entrepreneuriat féminin) et de formation (CENAF et CEDAF/Centres National (et départementaux) d'Assistance et de formation pour la femme.

La SNEEG est pour l'heure financée par le Gouvernement (84 919 191 FCFA), le PNUD (912 576CFA en 2009 et 9 375 000FCFA en 2008), l'UNIFEM (11 500 000 en 2008), ACIDI (9 500 000 mis à la disposition du Réseau Genre du CONGAD pour la promotion de la SNEEG en direction de la Société Civile), le FNUAP (6 000 000FCFA et 52 925 000FCFA en 2008)<sup>83</sup>. La mise en œuvre de la SNEEG évolue lentement en dépit des enjeux notamment en termes d'existence d'une responsabilité institutionnelle pour l'intégration du genre qui auparavant faisait l'objet de conflit le leadership.

## **2- CONTRAINTES IDENTIFIÉES PAR LA MISSION ET RECOMMANDATIONS**

### **Dans le secteur de l' Education**

#### **Contraintes**

Malgré les grandes avancées en termes d'accès et de maintien des élèves, les obstacles majeurs persistent. Il s'agit surtout des suivants :

- L'accessibilité géographique particulièrement pour les collèges
- Les implications sociales liées au déplacement des élèves en dehors de leur habitat familial, pour accéder à un collège ou atteindre la seconde (les familles et non pas l'Etat trouvent des arrangements sociaux souvent difficile s'il s'agit de plusieurs enfants à confier à des parents proches des collèges)
- Le sous équipement dans les collèges (tables bancs, sanitaires, déséquilibre dans le rapport nombre de classes physiques/nombre de classes pédagogiques) favorisant la promiscuité
- La sous scolarisation notoire de beaucoup d'enfants et particulièrement, des enfants de certaines minorités ethniques (Bédi, Bassaris), des enfants handicapés, des orphelins, etc.
- La persistance des facteurs socio-culturels (mariages et grossesses précoces, travail domestique des filles et agricole des garçons,...)
- Les difficultés de communication entre parents et enfants et inter générationnelles
- Les ruptures entre les filles/femmes qui réussissent et leur milieu d'origine
- Au niveau des approches malgré les succès considérables, force est de souligner certaines contraintes:
  - le manque d'équilibre dans la prise en charge des facteurs qui affectent l'éducation des filles et ceux qui affectent l'éducation des garçons

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<sup>83</sup> Direction de l'Equité et de l'Egalité de Genre (DEEG) – Rapport d'Exécution du Plan de Mise en Œuvre de la SNEEG (PMO-SNEEG) 2009 – Revue annuelle - Ministère de la Famille, de la Sécurité Alimentaire, de l'Entrepreneuriat féminin, de la Micro-finance et de la Petite Enfance-Sénégal – Février 2010

- Dans un cas, une matérialisation inappropriée du principe de discrimination positive consistant à baisser les notes de passage pour donner plus de chances aux filles
- Le bénévolat des acteurs communautaires n'est pas pérennisable

## **Recommandations**

- Valoriser le rôle du PAEM/USAID dans l'éducation au Sénégal afin de favoriser un partage d'expérience avec d'autres acteurs et envisager l'intégration des démarches et bonnes pratiques dans la Politique nationale d'éducation
- Affiner l'approche d'institutionnalisation du genre dans l'éducation à travers:
  - le renforcement des acquis liés à l'action positive et à l'articulation entre scolarisation et éducation à la vie pratique,
  - la prise en compte des questions clés qui affectent les garçons et les filles
- L'appui à l'équité de genre dans le second cycle de l'enseignement,
- Assurer la formation sur les instruments clés de l'intégration du genre (renforcement des capacités des femmes, discrimination positive, etc.),
- Entretenir une communication sur les questions de genre dans l'éducation (vulgarisation des outils d'intégration du genre, dynamique de partage de l'expérience impliquant les anciennes boursières et les autres acteurs impliqués, travailler avec les médias sur des messages clés ciblant différents acteurs).

## **Dans le Secteur de la Santé**

### **Contraintes**

Le poids de facteurs socio-culturels sur la santé des populations et particulièrement des femmes qui subissent différentes formes de violences et manquent d'informations ;

La reconnaissance du genre est encore théorique et principielle, Il n'existe pas de politique d'intégration volontaire du genre dans les procédures et mécanismes d'intervention et dans la communication intra et inter institutionnelle et aussi communautaire.

Une insuffisante valorisation des bonnes pratiques appliquées sur le terrain en matière d'intégration du genre.

Les expériences qui ciblent les questions socio-culturelles n'ont pas toujours recours au concept et aux outils de genre pour pousser au changement des relations de pouvoir qui affectent les questions de santé sur le terrain.

## **Recommandations**

### **Mise en place d'un environnement favorable à l'intégration du genre dans les programmes de santé à travers :**

- La valorisation des atouts institutionnels tels que l'ancrage des programmes appuyés par la mission au niveau des institutions publiques et impliquant la société civile en instaurant une communication sur les questions de genre et des mécanismes de création de procédures et d'outils partagés.
- L'intégration du genre dans la gestion des programmes (procédures, grilles de conduite et de lecture des actions, indicateurs de suivi-évaluation, système de rapportage, etc...)
- L'établissement d'une jonction avec le Programme de Mise en œuvre de la SNEEG (PMO-SNEEG).
- L'introduction d'ateliers de formation partagés impliquant les différents paliers de l'intervention des programmes (y compris communautaire), avec des outils adaptés afin de produire l'expertise à tous les niveaux et en favorisant la communication (entre ces acteurs) orientée sur les changements de comportements et sur les droits des personnes en matière de santé.
- Etablir des instruments d'information et de plaidoyer à partir des riches expériences sur le terrain qui ont permis de ressortir que les questions de santé constituent un terrain complexe où certes les valeurs et pratiques traditionnelles ont un poids réels mais où les défis de changements peuvent être rapidement assimilés par les acteurs communautaires dont l'engagement est un gage de succès.
- Appuyer l'implication des organisations de la société civile.

### **Dans le cadre de la Croissance Economique**

#### **Contraintes**

La faible prise en compte de la position des femmes dans les entités familiales et communautaires par les programmes au moment de leur conception et dans la planification de leur mise en œuvre. Les facteurs de blocage de la productivité des femmes ne sont pas résolus et constituent de réelles entraves pour l'atteinte des résultats planifiés.

L'aggravation dans certains cas des difficultés des femmes qui tentent avec les programmes d'entrer dans le monde d'un entrepreneuriat de développement, mais se heurtent aux problèmes liés à leur manque structurel d'autonomie dans l'accès à la terre et au matériel, aux intrants, à l'information productive, etc. Le contexte de non développement des zones rurales où le manque d'infrastructures de base pèse sur les actions.

#### **Recommandations**

Activer le potentiel d'intégration du genre qui existe en développant une expertise au niveau des structures d'appui à la production, des groupements et organisations de femmes productrices

dont l'engagement permet régulièrement des avancées visibles et bénéfiques à la croissance économique. Dans ce cadre, assurer une bonne connaissance des contextes d'intervention par les intervenants, le développement des capacités institutionnelles à impulser dans l'esprit de l'équilibre genre, des négociations entre les hommes et les femmes sur des questions qui entravent les possibilités des femmes (vs hommes) à contribuer et tirer profit de l'économie. Il est crucial que les interventions améliorent la situation des parties prenantes, il convient d'appuyer les femmes dans les segments à partir desquels elles arriveront à des bénéfices immédiats. La disponibilité de l'expertise genre devra aider à des actions plus entrepreneuriales et positives pour remplacer les actions qui tendent à maintenir les femmes dans les cadres qui les oppriment.

Appuyer l'encadrement des femmes afin de leur permettre d'entretenir des dynamiques de travail décent tout en sauvegardant leurs droits. Dans ce cadre, permettre leur accès à des programmes de formation et de financement importants appuyés par des mécanismes d'équipements productifs.

Impliquer la société civile locale dans la communication en faveur d'une économie qui renforce l'autonomie des femmes au profit du développement local.

## **Conclusion**

L'étude de programmes développées dans le cadre de la mission de l'USAID au Sénégal montre un potentiel certain pour une institutionnalisation du genre. Les procédures de l'USAID orientent ses partenaires à l'intégration du genre sans être réellement directives.

Le défi est d'arriver à promouvoir des démarches pour la création de pôles et de leadership reconnus pour l'intégration du genre dans les secteurs et de façon globale, à travers des procédures et des outils applicables sur le terrain, un mécanisme de suivi-évaluation avec des indicateurs clés.

La SNEEG devrait mieux être mis à profit dans ce cadre par souci d'harmonisation avec la politique nationale et en interaction avec le Réseau Genre des Partenaires Techniques et Financiers.

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Annex G: Training Slides, English and French

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**Gender Analysis Training  
USAID/Senegal**

**April 8-9, 2010 – Dakar, Senegal**

Facilitators:  
Deborah Rubin, Cultural Practice, LLC  
Oumoul Khayri Niang Mbodi, Projet Effectivite des Droits economiques des femmes Cas  
de l'eau a usage agricole au Senegal, en Mauritanie, au Niger RADI/CRDI

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**SESSION ONE**

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**WELCOME AND  
INTRODUCTIONS**

**Abdrahmane Diallo**  
Deputy Program Officer

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**Gender Assessments**

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- Map current activities
- Interview wide range of stakeholders
- Identify examples of good practices
- Suggest changes in project activities, language of indicators, and program management
- Suggest ways to collect or analyze sex-disaggregated data to improve the measurement of results that overcome disparities between women and men
- Helps you answer the two questions posed by the ADS:
  - How will the different roles and status of women and men affect the work to be undertaken?
  - How will the anticipated results of the work affect women and men differently?

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**Three areas of focus**

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- Current program implementation: how to make good programs better
- Review USAID mission operations related to gender integration
- Identify emerging areas for consideration in next strategy



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### WORKSHOP OBJECTIVES

To enable workshop participants to:

- understand key gender concepts
- become familiar with USAID ADS requirements on gender (Nov. 2009)
- understand the process of gender analysis
- learn to apply gender analysis to address gender constraints in development activities

Note: English presentation accompanied by French documentation and translation

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### WORKSHOP AGENDA

<p>Thursday afternoon (2 – 5 PM)</p> <ul style="list-style-type: none"> <li>• Welcome</li> <li>• Introduction of key gender concepts</li> <li>• Review of USAID requirements</li> <li>• Summary of assessment findings</li> <li>• Introduction to gender analysis</li> </ul>	<p>Friday morning (9 – 1 PM)</p> <ul style="list-style-type: none"> <li>• Apply gender analysis framework case study</li> <li>• Examine current programs           <ul style="list-style-type: none"> <li>-Identify gender-based constraints (GBC)</li> <li>-Design actions to reduce those GBCs</li> <li>-Develop indicators to measure progress</li> </ul> </li> </ul>
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6

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### VOTE WITH YOUR FEET

“The greatest gender inequalities in Senegal are at the household level.”

“Les plus importantes inegalités de genre au Senegal se situent au niveau domestique.”

If you agree with the statement, move to your left



If you disagree with the statement, move to your right

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### WHAT DOES GENDER MEAN TO YOU?



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**SEX OR GENDER?**

**Sex:**

- Biologically defined and genetically acquired differences between males and females
- Defines "males" and "females" independently of each other and is the same around the world

**Gender:**

- Socially defined and culturally learned attributes associated with men or women
- Defines "men" and "women" with reference to the socio-cultural relationships between them and varies from place to place and over time



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**SESSION TWO**

**GENDER POLICIES AT USAID**

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**New Emphasis in US Government**

Statements by President Obama and Secretary of State Hillary Clinton

New positions and interest related to gender on Global Women's Issues and Gender-Based Violence

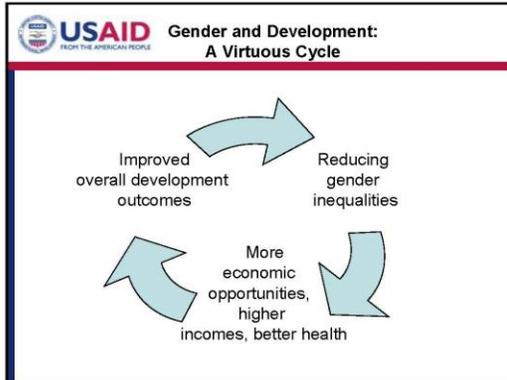
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**RATIONALE**

**Why is integrating gender into USAID's programs important?**



- Gender norms, relations and inequities affect development outcomes
- Addressing gender improves program outcomes and enhances sustainability



**USAID** FROM THE AMERICAN PEOPLE **ADS Reforms**

**Mandatory**

Gender issues are central to the achievement of strategic plans and Assistance Objectives (AO), and the United States Agency for International Development (USAID or Agency) **is striving deliberately to promote gender equality**, in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural and political development; enjoy socially valued resources and rewards; and realize their human rights.

ADS 201.3.9.3

**USAID** FROM THE AMERICAN PEOPLE **GENDER INTEGRATION IN USAID PROGRAMMING**

**ADS Questions**

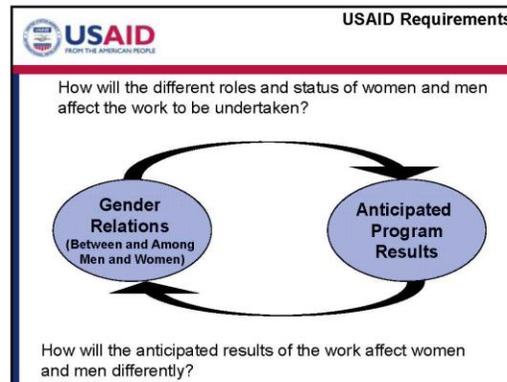
- How will the different roles and status of women and men affect the work to be undertaken?
- How will the anticipated results of the work affect women and men differently?

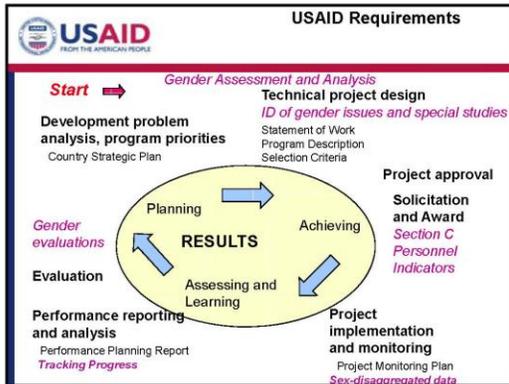
Identify gender relations at the start of the project through gender analysis and establish an appropriate baseline

↓ (monitor changes)

Describe gender relations at the end of the project (results) and start of the next project (new baseline)

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**USAID** **Definition: Gender Equity**

Process of being fair to women and men, including using measures to compensate for social disadvantages that prevent men and women from operating on level playing fields.

**USAID** **Definition**

**Gender Equality**

- Equal enjoyment by women and men of socially valued goods, opportunities, resources, and rewards.
- Outcomes that result from gender equity strategies and processes.

**USAID** **Equal vs. Same vs. Fair**

NY Mets new Citi Stadium:

- 374 restroom facilities for women
- 351 for men

**How does this relate to equity and equality?**

 **GENDER EQUALITY – THE GOAL**

- **Gender Equality refers to the ability of men and women to have equal opportunities and life chances**
  - It does NOT mean that a single model of equality is good for all societies
  - It does NOT mean that resources or benefits must be split evenly between men and women
- **Gender Equality is a US government endorsed goal of development and development cooperation efforts. It is Goal 3 of the Millennium Development Goals: "Promote gender equality and empower women."**
- **Gender Equality is stipulated in the ADS – "USAID is striving deliberately to promote gender equality"**

 **EXAMPLES OF GENDER EQUITY STRATEGIES**

- Increasing women's skills, resources, and capacity for decision-making and leadership roles in public and private spheres
- Mitigating time demands on women and girls for domestic work with community efforts to improve infrastructure and provide resources
- Increasing quality of and access to formal, non-formal, or alternative approaches to education
- Supporting positive male norms and the engagement of men as partners and in families
- Increasing women's access to income and productive resources
- Increasing women's and men's involvement in underrepresented areas

 **DEFINITION**

**Women's Empowerment**



Improves the status of women to enhance their decision-making capacity and participation at all levels.

 **DEFINITION**

**Constructive Men's Engagement**

- Promotes men's involvement in family and community.
- Engages boys and men to achieve gender equality.

<http://www.menengage.org> and <http://www.lqvwq.org>



 **GENDER RELATIONS**



Are a type of social relations between men and women which are constructed and reinforced by social institutions

- Often **perceived** as "natural" and related to sex and reproduction, but are conceptually distinct
- They are socially determined, culturally based, and historically specific
- Sanctioned and reinforced by cultural, political, and economic institutions, including the household, legal and governance structures, markets, and religion
- Gender relations are mediated by other identities (ethnicity, class, age)
- Relations may be unequal
- Change over time

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 **THE ELEVATOR METAPHOR**



**Existing gender inequalities restrict access to upper floors of the development skyscraper**

- Discriminatory legislation
- Lack of access to productive resources: land, labor, capital, and education
- Socio-cultural attitudes about gender roles and expectations
- Gender-based violence

**Gender-sensitive interventions**

- remove obstacles
- create equitable opportunities for both women and men, and
- let both men and women reach the top floor

 **SESSION THREE**

**A FRAMEWORK FOR GENDER ANALYSIS**

 **SESSION GOALS**

- Increase knowledge of gender analysis
- Improve understanding of usefulness of gender analysis for program implementation
- Become familiar with a framework for analyzing gender

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**USAID** FROM THE AMERICAN PEOPLE **GENDER ANALYSIS**

Gender analysis is a tool. It is a set of methods that both:

- describes existing gender relations in a particular environment, ranging from within households or firms to a larger scale of community, ethnic group, or nation, and
- organizes and interprets, in a systematic way, information about gender relations to make clear the importance of gender differences for achieving development objectives.

Gender analysis involves collecting and analyzing sex-disaggregated data and other qualitative and quantitative information including access to and control over assets (tangible and intangible), as well as on beliefs, practices, and laws.

**USAID** FROM THE AMERICAN PEOPLE **OUTCOMES OF GENDER ANALYSIS**

- Gender and/or poverty assessment or profiles
- Identification of needs for men and women
- Identification of gender-based constraints
- Baseline data
- Workplans, Project Monitoring Plans, operating manuals, indicators
- Monitoring & Evaluation (M&E)
- Case studies, best practices, and lessons learned

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**USAID** FROM THE AMERICAN PEOPLE **THE GENDER DIMENSIONS FRAMEWORK**

**ACCESS TO (AND CONTROL OVER) ASSETS**  
**BELIEFS AND PERSPECTIVES**  
**PRACTICES AND PARTICIPATION**  
**LAWS, POLICIES, AND INSTITUTIONS**

**POWER AND INFLUENCE**

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**USAID** FROM THE AMERICAN PEOPLE **ACCESS TO (AND CONTROL OVER) ASSETS**

Men and women typically have different levels of access to factors of production – land, labor, human and financial capital -- leading to economic inefficiencies in production, processing, and marketing, leading to unequal participation in value chains

**In Senegal**

- **Access to Land**  
Women's access to land is typically mediated by their relationships with husbands and other male relatives.
- **Access to Finance**  
Women owned enterprises receive less than 10 percent of all formal finance.
- **Access to Services**  
The 1995/96 census found that men received three time more extension visits than did women.



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 **ILLUSTRATIVE QUESTIONS**

**ACCESS TO AND CONTROL OVER ASSETS**

- Who can own land?
- Who can have a bank account?
- What does a man do/need to obtain a loan? What does a woman do/need to obtain a loan? If there is any difference, why is that?
- Do men and women have the same access to agricultural services? If not, why not?
- Do men and women have equal opportunities to attend training courses? If not, why not?
- Do men and women hold different kinds of jobs in the formal economy? In the informal economy?

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 **BELIEFS AND PERCEPTIONS**

- Beliefs shape the options open to men and women in the economy and their life choices
- Men and women are typically socialized to learn about different topics, e.g., cars vs. clothes.
- People have beliefs about “appropriate” roles for boys and girls and men and women.
- Men and women have different perceptions about behavior and the meanings assigned to that behavior.



 **BELIEFS AND PERCEPTIONS**

**Illustrative Questions**

- At what age should a person marry?
- How long should boys and girls stay in school?
- Are there jobs that men should avoid? Are there jobs that women should avoid?
- Who is familiar with traditional medicines?
- Do women make good leaders?
- Are women more creditworthy than men?
- Who knows best about animal behavior on farms?
- Who responsible for fixing farm machinery?

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 **PRACTICES AND PARTICIPATION**



- Gender roles and responsibilities structure people’s behaviors and activities, in time and space
- Men and women typically have responsibility for different tasks on the farm and seek different jobs in the workplace.
- Men and women have different daily schedules.
- They may be restricted from entering or leaving different locations at some times of the day.
- Women and men may behave differently at meetings, in elections, in training courses.

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 **PRACTICES AND PARTICIPATION**

- **Space**  
Women-owned enterprises are more likely to be operated from home than firms owned by men.
- **Household Division of Labor**  
Women typically do significantly more of the household's unpaid labor than men (e.g. caring for children, cleaning, and cooking).
- **Sector Sex Segmentation**  
Women-owned microenterprises are common in Senegal's smallholder food processing men are concentrated in produce and passenger transport, and manufacturing.
- **Participation Rates**  
In remote communities, the long distance required for collecting firewood and water combined with domestic responsibilities, can place disproportional limits on women's ability to participate in and engage community/group meetings and elections compared to men.

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 **ILLUSTRATIVE QUESTIONS PRACTICES AND PARTICIPATION**

- Who does what? When do they do it?
- Are there jobs on the farm that are usually done only by men? By women?
- Who identifies illness in children? Who is responsible for taking them for treatment? Who pays for it?
- Are there processing or marketing tasks that are usually done only by men? By women?
- Who participates in community associations? When are these meetings held?
- How do men and women travel to and from their homes?



 **LAWS, POLICIES, AND INSTITUTIONS**

- **Customary law and the formal legal code and judicial system often treat women and men differently**
  - In Senegal, women are guaranteed rights under the constitution (e.g., to land) that are not honored by custom
- **Gender often affects rights to:**
  - Rights of ownership and inheritance
  - Rights to reproductive choice
  - Rights to representation
  - Due process
- **Men and women may be treated differently under the law**
  - In Senegal, men and women have different rights to divorce and to inheritance

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 **LAWS, POLICIES, AND INSTITUTIONS: Illustrative Questions**

- Who legally has the right to own what type of assets, before and after marriage?
- Who has the right to inherit different types of assets?
- How do legal rights interact with customary rights concerning ownership and inheritance?
- Who keeps family property after a divorce?
- Do men and women have equal rights to employment under the law? To social services? To citizenship? To divorce?

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REPRESENTATIONS OF POWER

Levels of power

- Visible power
- Hidden power
- Invisible power

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SESSION FOUR

**APPLYING GENDER ANALYSIS TO A CASE STUDY EXAMPLE**

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WORKSHEET ONE: CASE STUDY

1. Work in groups of four or five people. Reread the case study.
2. Drawing ONLY on the information presented in the case study, write down the information provided about men and women for each dimension in the second column.
3. Brainstorm about what additional information you might want to know and make notes of that in third column.
4. Add notes about where you might be able to get the missing information.

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SESSION FIVE

**IDENTIFYING GENDER-BASED CONSTRAINTS AND OPPORTUNITIES**

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**SESSION GOALS:**

- Identify gender-based constraints and opportunities for the case study
- Learn to formulate gender-based constraint statements
- Consider the impact of these constraints on program activities

40

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**GENDER-BASED CONSTRAINTS**

are restrictions on men's or women's access to resources or opportunities that are based on their gender roles or responsibilities. The term encompasses both the measurable inequalities that are revealed by sex-disaggregated data collection and gender analysis as well as the processes that contribute to a specific condition of gender inequality

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 **USAID** Gender-based constraint statements  
FROM THE AMERICAN PEOPLE

- Identify conditions of gender disparity
- Identify the factors that cause conditions of gender disparity
- Formulate a cause and effect hypothesis: the gender-based constraint statement (GbC statement)
- Hypothesize the consequences of the gender-based constraint

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**USAID** FROM THE AMERICAN PEOPLE **GENDER-BASED OPPORTUNITIES**

... are avenues for change that can improve women's or men's access to productive resources or opportunities for advancement

An example: Women's knowledge of livestock gives them the background to provide health care to animals.

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**USAID** FROM THE AMERICAN PEOPLE **Instructions for Worksheet Two**

1. Working in the same groups, use the information from the case study and from Worksheet One to identify gender-based constraints and/or opportunities that might influence the program's ability to achieve its results (Column 2).
2. Complete columns 3, 4, and 5, answering the questions at the top of each column.

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**USAID** FROM THE AMERICAN PEOPLE **SESSION SIX**

**IDENTIFYING ACTIONS TO ADDRESS GENDER CONSTRAINTS**

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**Continuum of Approaches for Gender Integration**

Gender Exploitative	Gender Accommodating	Gender Transformative
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←————→

 **EXPLOITATIVE**

Gender integration approaches that use, exploit or exacerbate gender inequalities and stereotypes in pursuit of project objectives

Reinforcing inequalities between men and women by perpetuating stereotypical images or ideas about roles

Examples:  
 In Albania, an agricultural program invited only the "head of the household" to training sessions, even though many household level farming enterprises were managed by women (in 2008). Women remained unable to learn new production and marketing techniques.

 **ACCOMMODATING**

Accommodating approaches adapt to gender differences in pursuit program objectives

- They do not challenge inequitable gender norms, but leave inequalities in place
- They might even make it easier for women to fulfill the duties ascribed to them by their gender roles
- They may provide women with benefits more quickly than with approaches that seek to change gender relations

Example: In Peru, a World Bank project 'Making Rural Roads Work For the Poor' consulted both men and women about their transportation needs, and concluded that in addition to improving paved roads, they needed also to improve foot and bike paths. Women stated the paths cut the time it took to reach the market.

 **TRANSFORMATIVE**

- Approaches that seek to **transform relations between women and men to promote equity and gender equality, and attempt to reduce inequality in pursuit of project objectives. For example,**
  - Supporting community dialogue to shift the balance of power or the distribution of resources
  - Building men's or women's critical awareness of gender norms or human rights through workshops

 **Activity Directions**

- Break into groups.
- Read scenarios.
- Discuss in groups where each scenario falls on the Continuum. Identify the intention of the project, but categorize it by what actually happened. (10 minutes)
- Decide where the scenario you have should be placed on the continuum.



## SESSION SEVEN

### APPLYING GENDER ANALYSIS TO CURRENT PROGRAMMING



## GENDER ANALYSIS OF YOUR OWN PROGRAMS

1. Organize yourselves by sectoral or project teams of 4 to 5 people each
2. Choose an activity within your program in which there is a known gender disparity of access, knowledge, participation, or institutional inequality
3. Complete Worksheets One and Two drawing on your knowledge of project documents and your own experiences



## SESSION EIGHT

### PRINCIPLES FOR DEVELOPING PROGRAM-LEVEL GENDER INDICATORS



## DEVELOPING APPROPRIATE AND GENDER-SENSITIVE INDICATORS

- **Establish a realistic baseline**
  - Do you need different starting points for men and women?
- **Check your assumptions**
  - For example, does an increase in household income benefit all household members equally?
  - Instead of "increase farmers' income by 25%" consider "increase income under women's control by 25%"
- **Clarify areas where more information is needed**
- **Determine how more information can be obtained**
  - Have you interviewed both women and men?

 **DEVELOPING APPROPRIATE AND GENDER-SENSITIVE INDICATORS**

**Carry out a project “gender audit” to determine current levels and areas of knowledge about men’s and women’s participation in project activities**

E.g. in agricultural value chain projects, do you know about men’s and women’s by region, by crop or by section of the value chain.

in a reproductive health project, do you know about how men and women negotiate the use of contraceptives? Payment for transport and supplies? Making decisions about when and how many children a couple will have?

 **DEVELOPING APPROPRIATE AND GENDER-SENSITIVE INDICATORS**

- Avoid counting bodies only
- Aim to measure changes in levels of inequality
  - E.g., instead of a measure of “25 women joined the association” use “women have increased in proportion of the association membership from 25% to 50%; for the first time, women hold 3 leadership positions in the association”

 **THANK YOU  
MERCİ BEAUCOUP**





**Formation à l'Analyse de Genre USAID/Senegal**

Avril  
**8-9, 2010 – Dakar, Senegal**

Facilitatrices:  
Deborah Rubin, Cultural Practice, LLC  
Oumoul Khayri Niang Mbodj, Projet RAD-CRDI : Droits Economiques des Femmes au Sahel



**SESSION UNE**

**MOT DE BIENVENUE ET INTRODUCTION**

Abdrahmane Diallo  
Deputy Program Officer



**Prospective Genre**

- Cartographie des activités en cours
- Interview de diverses catégories de parties prenantes
- Identification d'exemples de bonnes pratiques
- Proposition des changements dans les activités des projets, l'expression des indicateurs et la gestion du programme
- Proposer des mécanismes de collecte et d'analyse de données désagrégées selon le sexe pour améliorer l'appréciation/mesure des résultats qui surmontent les disparités entre les femmes et les hommes
  - **Répondre aux deux questions posées par ADS:**

1. *Comment les différents rôles et statuts des femmes et des hommes vont-ils affecter le projet qui sera entrepris?*
2. *Comment les résultats escomptés du projet, vont-ils affecter différemment les femmes et les hommes?*



**Trois niveaux de concentration**

- **Mise en oeuvre du programme en cours : Comment améliorer les bons Programmes?**
- **Revue des actions liées à l'intégration du genre menées par la Mission de l'USAID**
- **Identifier les questions émergentes en vue de leur prise en considération dans la stratégie ultérieure.**

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### OBJECTIFS DU PROGRAMME

Permettre aux participants à l'atelier, de :

- Comprendre les concepts clé de genre
- Se familiariser avec les conditionnalités de l'USAID liées au genre (Nov. 2009)
- Comprendre la méthode d'analyse genre
- Apprendre à appliquer l'analyse genre dans l'étude des contraintes qui affectent les activités de développement

*Note: La présente version française est une traduction de la présentation en Anglais*

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### PROGRAMME DE L'ATELIER

<p>Jeudi après-midi (14h00 – 17h00)</p> <ul style="list-style-type: none"> <li>• Mot de bienvenue</li> <li>• Introduction des concepts clés</li> <li>• Revue des critères/genre de l'USAID</li> <li>• Résumé des résultats du Diagnostic genre</li> <li>• Introduction à l'analyse genre</li> </ul>	<p>Vendredi matin (9h00 – 13h00)</p> <ul style="list-style-type: none"> <li>• Appliquer le cadre d'analyse de genre à l'étude de cas</li> <li>• Examiner des programmes en cours           <ul style="list-style-type: none"> <li>-Identifier les contraintes basées sur le genre (CBGs)</li> <li>-Proposer des actions de réduction de ces CBGs</li> <li>-Construire des indicateurs de mesure des progrès</li> </ul> </li> </ul>
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### VOTEZ EN VOUS DEPLAÇANT

"Les plus importantes inégalités de genre au Sénégal se situent au niveau domestique."

Si vous êtes d'accord avec cette assertion, allez à gauche



Si vous désapprouvez cette assertion, allez à droite

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### Que signifie le genre selon vous?



 **SEXES OU GENRE?**

**Sexe**

- Différence entre l'homme et la femme, au plan biologique, génétique et anatomique.
- Définit "males" et "femelles" partout dans le monde, en dehors de leur volonté (déterminisme biologique et génétique).

**Genre**

- Attributions conférées aux hommes et aux femmes, socialement définies et culturellement apprises
- Définit "hommes" et "femmes" en référence à leurs relations sociales déterminées par leurs cultures
- Varie à travers l'espace et le temps



 **SESSION DEUX**

**GENRE ET POLITIQUE  
A L'USAID**

 **Nouvelle insistance au niveau du gouvernement des Etats-Unis**



Déclarations du Président Obama et de la Secrétaire d'Etat Hillary Clinton

Nouvelles positions et regain d'intérêt pour :

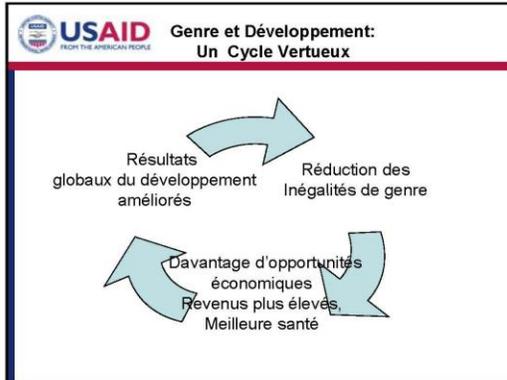
- le genre dans les politiques internationales adressées aux femmes,
- les violences basées sur le Genre

 **BIEN-FONDE**

**Pourquoi l'intégration du genre dans le programme de l'USAID est-elle importante?**



- Normes, relations and disparités de genre affectent les produits du développement
- Addresser le genre améliore les résultats des programmes et accroît la durabilité



**USAID** FROM THE AMERICAN PEOPLE **Réformes de ADS**

**Mandat**

Les questions de genre sont centrales pour la réalisation des Objectifs de l'Assistance (OA) et des plans stratégiques. L'Agence des Etats Unis pour le Développement *international* (USAID or Agency) **est délibérément déterminée à promouvoir l'égalité de genre par** laquelle hommes et femmes ont la même opportunité de bénéficier et de contribuer au développement économique, social, culturel et politique; jouir socialement des ressources valorisées et des bénéfices et réaliser leurs droits humains.

ADS 201.3.9.3

**USAID** FROM THE AMERICAN PEOPLE **INTEGRATION DU GENRE DANS LE PROGRAMME DE L'USAID**

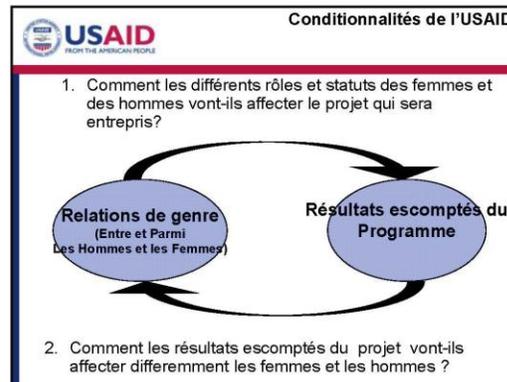
**Questions de ADS**

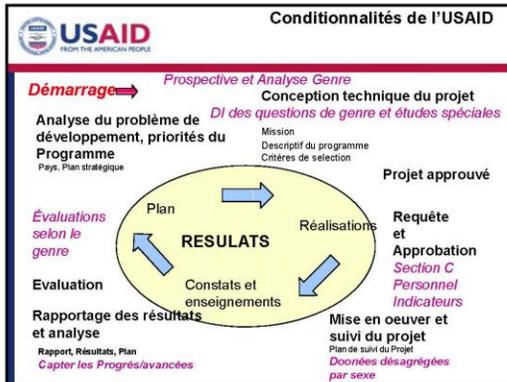
1. Comment les différents rôles et statuts des femmes et des hommes vont-ils affecter le projet qui sera entrepris?
 

Identifier les relations de genre au début du projet à partir d'une analyse genre et établir une ligne directrice appropriée ↓ (suivre les changements)
--
2. Comment les résultats escomptés du projet vont-ils affecter différemment les femmes et les hommes ?
 

Décrire les relations de genre à la fin du projet (résultats) et au démarrage du projet qui suit (nouvelle ligne directrice)
--

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### Définition: Equité de genre




Le processus pour devenir juste envers les femmes et les hommes. Afin de garantir la justice ou l'équité, des mesures doivent être disponibles pour compenser les désavantages historiques et sociaux qui empêchent les femmes et les hommes d'opérer à égalité sur un terrain égal.

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### Définition: Egalité de genre



Jouissance égale pour les hommes et les femmes des biens, opportunités, ressources et bénéfices socialement valorisés.

Résultats engendrés par les stratégies et processus pour promouvoir l'équité de genre.

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### Egal vs. même vs. Fair

NY Mets new Citi Stadium:

- 374 sanitaires pour femmes
- 351 pour hommes



**Comment cela est-il lié à l'équité et à l'égalité?**

**USAID** FROM THE AMERICAN PEOPLE **EGALITE DE GENRE – L'OBJECTIF**

- **Egalité de Genre fait référence aux capacités égales des hommes et des femmes face aux opportunités et chances dans la vie**
  - Cela ne signifie pas l'existence d'un modèle unique d'égalité valable pour toutes les sociétés
  - Cela ne signifie pas aussi que les ressources ou bénéfices doivent être partagées de manière égale entre hommes et femmes
- **Egalité de Genre est un objectif de développement et le développement d'efforts de coopération appuyé par le Gouvernement américain. C'est l'Objectif 3 du Millénaire pour le Développement : "Promouvoir l'égalité de Genre et l'autonomisation des femmes."**
- **Egalité de Genre est stipulée dans l'ADS – "USAID est déterminée à promouvoir l'Egalité de genre"**

**USAID** FROM THE AMERICAN PEOPLE **EXEMPLES DE STRATEGIES POUR L'EQUITE DE GENRE**

- **Accroissement des compétences, ressources, capacités de décision, du rôle de leadership des femmes dans les sphères publiques et privées**
- **Mitigation du temps consacré par les femmes et les filles aux travaux domestiques à travers les efforts des communautés à développer des infrastructures et pourvoir des ressources.**
- **Accroissement de la qualité de l'accès à l'éducation formelle, non-formelle, ou aux approches alternatives d'éducation**
- **Appui aux normes masculines positives et à l'engagement des hommes en tant que partenaires et dans les familles**
- **Accroissement de l'accès des femmes aux revenus et aux ressources productives**
- **Accroissement de la participation des hommes et des femmes des régions sous représentées**

**USAID** FROM THE AMERICAN PEOPLE **DEFINITION**

**Développement du Pouvoir des Femmes**



Améliorer le statut des femmes afin de rehausser their capacité de décision et de participation à tous les niveaux.

**USAID** FROM THE AMERICAN PEOPLE **DEFINITION**

**Engagement constructif des hommes**

- **Promouvoir la participation des hommes dans les familles et dans la communauté.**
- **Engager les garçons et les hommes à réaliser l'égalité de genre.**

• <http://www.menengage.org> et <http://www.iqwg.org>



 **RELATIONS DE GENRE**

**Ce sont les formes de relations sociales entre hommes et femmes relations between men and women which are constructed and reinforced by social institutions?**

- Often **perceived** as "natural" and related to sex and reproduction, but are conceptually distinct
- They are socially determined, culturally based, and historically specific
- Sanctioned and reinforced by cultural, political, and economic institutions, including the household, legal and governance structures, markets, and religion
- Gender relations are mediated by other identities (ethnicity, class, age)
- Relations may be unequal
- Change over time

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 **La métaphore de l'ascenseur**



Les inégalités de genre peuvent maintenir les femmes (et parfois les hommes) aux niveaux inférieurs du gratte-ciel du développement.

- Législation discriminatoire,
- Manque d'accès aux ressources productives (terre, travail, capital et éducation),
- Attitudes socio-culturelles vis à vis des rôles et attentes
- Violences basées sur le Genre.

Des interventions sensibles au genre :

- Éliminer des contraintes fondées sur le genre.
- Créer des opportunités équitables à la fois pour les femmes et les hommes afin qu'ils aient les mêmes chances de réussir

 **SESSION TROIS**

**CADRE D'ANALYSE GENRE**

 **OBJECTIFS DE LA SESSION**

- Accroître la connaissance de l'analyse de genre
- Améliorer la compréhension de l'utilité de l'analyse genre pour la mise en oeuvre du Programme
- Familiariser les participant-es au Cadre d'analyse Genre

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ANALYSE GENRE

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L'analyse de Genre est un outil, C'est un ensemble de méthodes qui à la fois :

- décrit les relations de genre dans l'environnement particulier des communautés, groupe ethnique ou nation, aux plans culturel, socio-économique et institutionnel et aux niveaux micro, méso et macro sociétal.
- organise and interprète, selon une démarche holistique, les informations sur les relations de genre afin de montrer l'importance des différences de genre dans la réalisation des objectifs de développement.

L'analyse de genre nécessite la collecte et l'analyse de données désagrégées par sexe, ainsi que d'autres informations qualitative et quantitative incluant l'accès (à) et le contrôle sur les patrimoines (physique et intangible) aussi bien concernant les croyances, les pratiques, que les lois.

RESULTATS DE L'ANALYSE GENRE

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- Prospective et/ou Profils Genre et pauvreté
- Identification des besoins des hommes et des femmes
- Identification des contraintes basées sur le genre
- Données de base pour l'intervention
- Plans de travail, Plans de suivi de projet
- Manuels de procédures, indicateurs
- Suivi & Evaluation (S&E)
- Etude de cas, meilleures pratiques et enseignements/leçons apprises.

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LES DIMENSIONS DU CADRE D'ANALYSE GENRE

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**POWER**

**ACCÈS AUX (ET CONTRÔLE SUR) PATRIMOINES, CROYANCES ET PERCEPTIONS**

**PRATIQUES ET PARTICIPATION**

**DROITS, POLITIQUES ET INSTITUTIONS**

**POWER**

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ACCÈS AUX (ET CONTRÔLE SUR) PATRIMOINES

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Hommes et Femmes ont habituellement différents niveaux d'accès aux facteurs de production – terre, travail, capital humain et financier – de performances économiques supérieures dans les processus de production, de marketing, une participation inégale aux chaînes de valeur

**Au Sénégal**

- **Accès à la terre**  
L'accès des femmes à la terre est habituellement tributaire du pouvoir du mari et/ou d'autres hommes collatéraux.
- **Accès aux Finances**  
Les femmes propriétaires d'entreprises reçoivent moins de 10% des financements du secteur formel.
- **Accès aux Services**  
Le Recensement National 998/99 a montré que les hommes reçoivent trois fois plus de temps de passage que les femmes n'en recevaient.



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 **QUESTIONS INDICATIVES**

**ACCES AUX ET CONTROLE SUR LES PATRIMOINES**

- Qui détient la terre?
- Qui peut disposer d'un compte bancaire?
- De quoi un homme a besoin pour obtenir un prêt? De quoi une femme a besoin pour obtenir un prêt? S'il existe quelque différence, pourquoi en est-il ainsi?
- Les hommes et les femmes ont-ils le même accès aux services agricoles? Si non pourquoi?
- Les hommes et les femmes ont-ils d'égaux opportunités pour suivre des formations? Si non pourquoi?
- Les hommes et les femmes obtiennent-ils différentes sortes de travail dans l'économie formelle? Dans l'économie informelle?

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 **CROYANCES ET PERCEPTIONS**

- Les croyances influencent les options potentielles des hommes et des femmes dans l'économie et dans la direction de leur vie
- Hommes et femmes sont habituellement socialisés pour apprendre différents sujets, voitures, vêtements.
- Les gens ont des croyances sur les rôles appropriés pour les garçons et les filles, pour les hommes et les femmes
- Les hommes et les femmes ont des perceptions différentes sur les comportements et les significations attribuées à ces comportements



 **CROYANCES ET PERCEPTIONS**

**Questions indicatives**

- A quel age une personne devrait-elle se marier?
- Combien de temps les garçons et les filles devraient-ils rester à l'école?
- Y a t-il des types de travail que les hommes devraient éviter? Y a t-il des types de travail que les femmes devraient éviter?
- Qui est habitué à la médecine traditionnelle?
- Est-ce que les femmes font de bons leaders?
- Les femmes sont-elles plus solvables que les hommes?
- Qui connaît le mieux les comportements des animaux de trait?
- Qui est responsable de l'utilisation de l'équipement agricole?

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 **PRATIQUES ET PARTICIPATION**



- Les rôles et responsabilités de genre structurent les comportements et activités des gens dans le temps et dans l'espace
- Hommes et femmes ont généralement des responsabilités pour différents travaux sur les champs et cherchent des emplois différents dans l'espace de travail.
- Hommes et femmes ont différents calendriers journaliers.
- Ils peuvent être différemment limités dans leur fréquentation (entrée et sortie) d'endroits à certains moments de la journée
- Femmes et hommes peuvent se comporter différemment dans les réunions, les élections, les cours de formation...

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 **PRATIQUES ET PARTICIPATION**

- **Espace**  
Il est plus probable que les entreprises dont les femmes sont propriétaires, opèrent à partir des domiciles que les entreprises possédées par les hommes.
- **Division sociale du travail**  
Les femmes effectuent habituellement davantage de travail domestique non rétribué que les hommes (gestin des enfants, ménage, cuisine, etc.)
- **Segmentation des Secteurs selon le Sexe**  
Les femmes propriétaires de microentreprises au Sénégal sont communément dans la micro-transformation alimentaire alors que les hommes sont concentrés dans la production, le mareyage et l'industrialisation.
- **Taux de Participation**  
Au niveau des communautés éloignées, les longues distances à parcourir pour la collecte de bois de chauffe et le puisage, ajoutés aux responsabilités domestiques, peuvent entraîner des limites disproportionnées dans la capacité des femmes à participer et à s'engager dans les rencontres de groupe et dans des élections, comparativement aux hommes.

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 **QUESTIONS INDICATIVES PRATIQUES ET PARTICIPATION**

- Qui fait quoi? Quand le font-ils?
- Les opérations sur leurs champs sont-elles habituellement effectuées uniquement par les hommes? Par les femmes?
- Qui détecte que les enfants sont malades?
- Qui décide de les amener en vue d'un traitement?
- Qui paie pour cela?
- Les activités de transformation ou de marketing sont-ils habituellement faites par les hommes? Par les femmes?
- Qui participe aux rencontres/manifestations communautaires? A quels moments se tiennent ces rencontres?
- Par quel moyen les hommes et les femmes se déplacent-ils pour y participer?



 **LOIS, POLITIQUES ET INSTITUTIONS**

- Les Coutumes, lois, le code légal et le système juridique traite souvent les femmes et les hommes différemment :
  - Au Sénégal, les droits des femmes garantis par la Constitution (e.g., à la terre) ne sont pas respectés par la Coutume.
- Le genre affecte souvent les droits à :
  - la propriété et l'héritage
  - aux choix en matière de reproduction
  - à la représentation
  - à une procédure équitable
- Hommes et femmes peuvent être traités différemment par la loi
  - Au Sénégal, les hommes et les femmes ont des droits différents au divorce et à l'héritage.

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 **LOIS, POLITIQUES ET INSTITUTIONS : Questions indicatives**

- Qui a légalement le droit de propriété sur quel type de biens avant et après le mariage?
- Qui a le droit d'hériter différents types de biens?
- Comment les droits légaux interagissent avec les droits coutumiers concernant la propriété et l'héritage?
- Qui garde la propriété familiale après le divorce?
- Les hommes et les femmes ont-ils des droits égaux en matière d'emploi selon la loi? Aux services sociaux? A la citoyenneté? Au divorce?

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**USAID** FROM THE AMERICAN PEOPLE **LE POUVOIR : UNE DIMENSION TRANSVERSALE**

- Le Pouvoir est la capacité d'avoir le contrôle sur les ressources matérielles, humaines, intellectuelles et financières
- Il provient d'une variété de facteurs comprenant entre autres les ressources économiques, le statut, la prédominance physique et les croyances.
- Le Pouvoir est à la fois personnel et politique.
- Les normes et relations de genre déterminent le degré de contrôle, d'influence et d'autorité personnelle sur les ressources et la décision.
- Le Pouvoir affecte les capacités de l'individu :
  - à s'engager dans des actions collectives ou en association avec d'autres, à participer à des affaires au sein du ménage, de la communauté, de la municipalité et de la nation,
  - à utiliser ses ressources économiques personnelles et à choisir son emploi.

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**USAID** FROM THE AMERICAN PEOPLE **POUVOIR : Questions indicatives**

- Quelles sont les conséquences pour les hommes et pour les femmes qui :
  - Abandonne un mariage?
  - Refuse de se marier?
  - Exerce un métier que la plupart des hommes ou des femmes ne veulent pas faire?
  - Poursuit les études ou quitte l'école plus tôt que la norme?
- Les femmes et les hommes ont-ils des droits égaux sur leurs corps?
- Les femmes et les hommes sont-ils traités à égalité par les autorités telles que la police, les banques et les organisations religieuses?

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**USAID** FROM THE AMERICAN PEOPLE **EXERCICE SUR LE POUVOIR**

1. Prendre une pièce de papier colorée
2. Dessiner une ligne en dessous du milieu
3. Sur une face dessiner l'image d'une situation où vous vous êtes senti fort/ayant du pouvoir
4. Sur l'autre face, dessiner l'image d'une situation où vous avez senti un manque de pouvoir

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 **REPRESENTATIONS DU POUVOIR**

Niveaux de pouvoir

- Pouvoir visible
- Pouvoir caché
- Pouvoir invisible

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 **SESSION QUATRE**

**APPLIQUER L'ANALYSE DE  
GENRE A L'ETUDE DE CAS  
EXEMPLE**

 **CADRE UNE : ETUDE DE CAS**

1. Travail de groupe de quatre ou cinq personnes. Relire l'étude de cas.
2. Tirer **SEULEMENT** les informations de l'étude de cas présentée, noter en dessous l'information fournie à propos des hommes et des femmes pour chaque dimension dans la seconde colonne.
3. Brainstorming sur "quelles informations additionnelles sont nécessaires pour remplir la troisième colonne?".
4. Ajouter des notes sur : où devez être capable d'obtenir les informations manquantes.

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 **SESSION CINQ**

**IDENTIFIER LES  
CONTRAINTE ET  
OPPORTUNITES  
BASEES DUR LE GENRE**

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**OBJECTIFS DE LA SESSION:**

- Identifier les contraintes et opportunités basées sur l'étude de cas
- Apprendre à formuler des déclarations sur les contraintes basées sur le genre
- Considérer l'impact de ces contraintes sur le programme d'activités

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**CONTRAINTES BASEES SUR LE GENRE**

Ce sont des facteurs qui interdisent aux hommes et aux femmes l'accès aux ressources et aux opportunités, sur la base de leurs rôles et de leurs responsabilités de genre.

Ce terme englobe à la fois les inégalités mesurables traduites par les données collectées et désagrégées par sexe et l'analyse de genre également sur le processus qui contribue aux conditions spécifiques de l'inégalité de genre.

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Diagnostic des contraintes basées sur le genre

- Identifier les conditions des disparités de genre
- Identifier les facteurs qui causent les conditions de disparités de genre
- Formuler une cause et une hypothèse d'effet : la déclaration de contrainte basée sur le genre (déclaration de CbG)
- Formuler en Hypothèse les conséquences et la contrainte basée sur le genre

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**USAID** FROM THE AMERICAN PEOPLE OPPORTUNITES BASEES SUR LE GENRE

... Ce sont des voies pour le changement qui peuvent permettre l'accès aux hommes et aux femmes aux ressources productives ou opportunités d'avancement.

Un exemple: Les femmes tirent de leurs connaissances du bétail, un background pour prodiguer des soins de santé aux animaux.

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**USAID** FROM THE AMERICAN PEOPLE Instructions pour la feuille de travail deux

1. Groupes de travail (les mêmes): utiliser les informations de l'étude de cas et de la feuille de travail 1 pour identifier les contraintes basées sur le genre et/ou les opportunités qui peuvent influencer la capacité du programme à atteindre ses résultats (Colonne 2).
2. Compléter les colonnes 3, 4, et 5, réponses aux questions en haut de chaque colonne.

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**USAID** FROM THE AMERICAN PEOPLE **SESSION SIX**

**IDENTIFIER DES ACTIONS CONTRE LES CONTRAINTES DE GENRE**

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**Continuum des Approches pour l'Intégration du genre**

Exploitante	Accommodante	Transformatrice
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← →

 **EXPLOITANTE**

**Approches d'intégration du genre qui utilise, exploite ou exacerbe les inégalités et stéréotypes dans la poursuite des objectifs du projet**

**Renforce les inégalités entre hommes et femmes en perpétuant les images et idées stéréotypées sur les rôles**

**Exemples:**  
**En Albanie, un programme d'agriculture invitait uniquement le chef de ménage aux sessions de formation, malgré le fait qu'au niveau des ménages les entreprises agricoles étaient dirigées par des femmes (en 2008). Les femmes n'avaient pas des lors la possibilité d'apprendre de nouvelles techniques de production et de marketing.**

 **ACCOMMODANTE**

**Les approches accommodantes adaptent les différences de genre dans le poursuite des objectifs du programme**

- Elles ne combattent pas les normes de genre inéquitables et laissent les inégalités telles qu'elles sont
- Elles peuvent aussi rendre cela plus aisé pour les femmes dans l'accomplissement des devoirs conférés à leurs rôles de genre
- Elles peuvent fournir aux femmes plus rapidement des avantages (visibles) que ne peuvent le faire les approches qui cherchent à changer les relations de genre.

**Exemple:** Au Pérou, un projet de la Banque Mondiale "Construire des routes de production pour les pauvres", a consulté les hommes et les femmes sur leurs besoins de transport et a conclu en plus, pour intensifier les effets des routes, l'aménagement de voies pour les piétons et les vélos. Le temps d'accès au marché par les femmes a diminué.

 **TRANSFORMATRICE**

- Ce sont les Approches qui cherchent à transformer les relations (de pouvoir) entre les hommes et les femmes pour promouvoir l'équité et l'égalité de genre et tentent de réduire les inégalités à travers les objectifs du projet.
- Par exemple:
  - Appuyer le dialogue communautaire pour pousser à l'équilibre dans le pouvoir et la distribution des ressources
  - A travers la formation, renforcer les capacités des hommes et des femmes à développer une conscience critique des normes de genre ou des droits humains.

 **Indications**

- Brise glace au sein des groupes.
- Lire les scénarios.
- Discuter (en groupe) sur la place de chaque scénario dans le Continuum. Identifier l'intention (la visée) du projet, tout en la catégorisant selon ce qui se passe actuellement (10 minutes).
- Décider de la position du scénario que vous avez, dans le continuum.



**SESSION SEPT**

**APPLIQUER L'ANALYSE  
GENRE A LA  
PROGRAMMATION EN  
COURS**



**L'ANALYSE DE GENRE A VOS PROPRES  
PROGRAMMES**

1. Organisez-vous par secteur ou en équipe de projet, dans des groupes de 4 à 5 personnes
2. Choisir une activité de votre programme au niveau duquel, existent des disparités de genre liées à l'accès, aux connaissances, à la participation ou une inégalité institutionnelle
3. Compléter les feuilles de travail 1 et 2 en partant de votre connaissance des documents du projet et de vos propres expériences



**SESSION HUIT**

**PRINCIPES POUR LE  
DEVELOPPEMENT  
D'INDICATEURS DE GENRE AU  
NIVEAU DU PROGRAMME**



**DEVELOPPEMENT D'INDICATEURS SENSIBLES AU GENRE ET A PROPRIES**

- Etablir un guide de travail réaliste
  - Avez-vous besoin de différents points d'entrée pour les hommes et les femmes?
- Vérifier vos hypothèses de travail
  - Par exemple, les différents membres du ménage profitent-ils à égalité (ou non) d'une augmentation des revenus du ménage?
  - Au lieu de "accroître de 25% les revenus des paysans" "increase farmers", considerer "accroître le contrôle des revenus par les femmes, de 25%".
- Clarifier les domaines où il est nécessaire de disposer davantage d'informations.
- Déterminer comment obtenir plus d'informations?
  - Avez-vous interviewer les hommes et les femmes?

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FROM THE AMERICAN PEOPLE

**Effectuer un audit genre du projet pour définir les niveaux et domaines actuels de connaissance sur la participation des hommes et des femmes aux activités du projet.**

Par rapport aux chaînes de valeur agricoles du projet que connaissez-vous à propos des hommes et des femmes selon les régions, les productions, ou par branche de chaîne de valeur?

Dans le projet de Santé de la Reproduction, que savez-vous des négociations entre hommes et femmes pour l'utilisation de contraceptifs? Le paiement pour le transport et les services? La Prise de décision sur la taille de la progéniture : quand, comment et combien d'enfants un couple va avoir?

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- Eviter le comptage physique exclusif
- Viser la mesure des changement dans les niveaux d'inégalité
  - E.g., au lieu de l'indicateur "25 femmes ont rejoint l'association" voir "les femmes ont accru le nombre de membres de leur association de 25% à 50%; pour la première fois, les femmes occupent 3 postes de responsabilité dans l'association".

