

**MCI SOCIAL SECTOR WORKING PAPER SERIES**

**N° 9/2010**

**GENDER NEEDS ASSESSMENT FOR LOUGA CITY, SENEGAL**

Prepared by:

Raphael Shaw and MCI

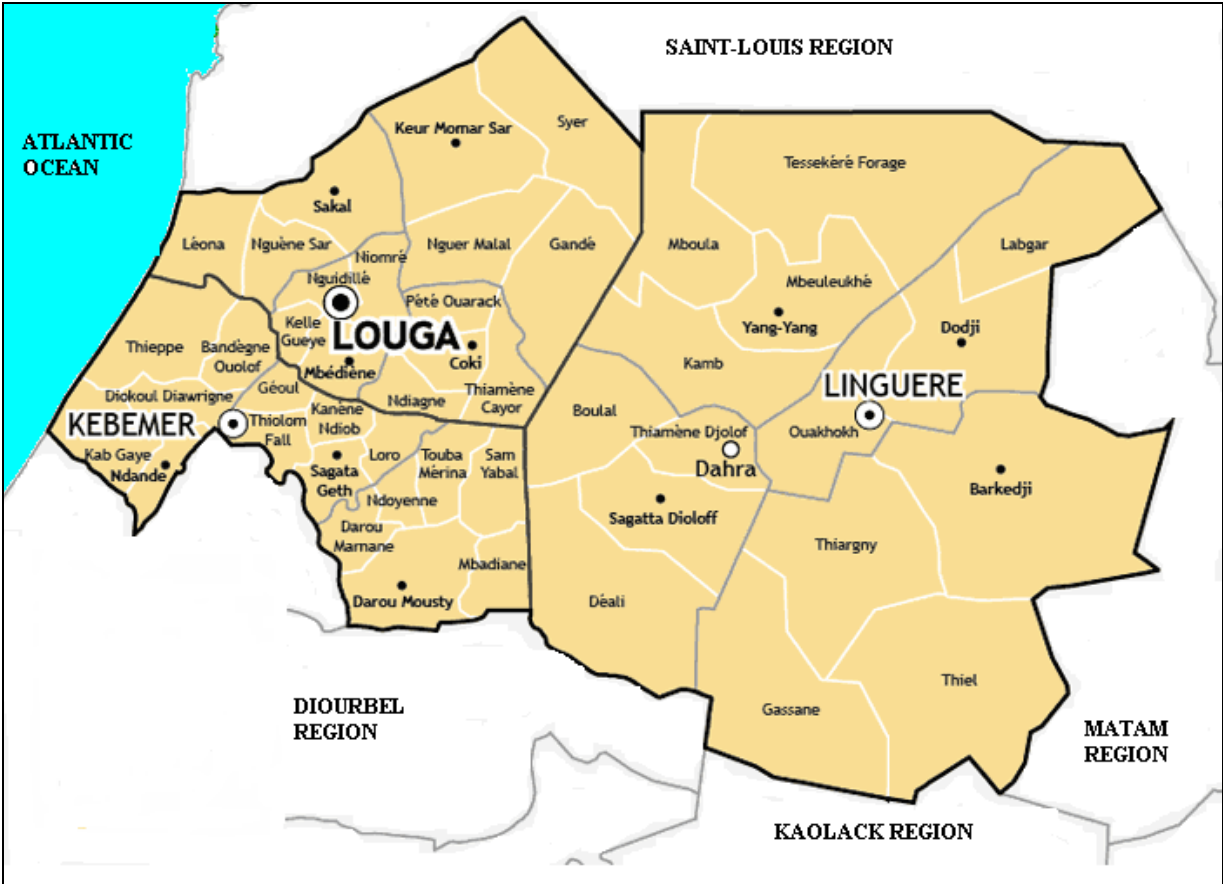
March 2010

---

432 Park Avenue South, 13th Floor, New York, NY, 10016, United States  
Phone: +1-646-884-7422/7418; Fax: +1-212-548-5720  
Website: [www.earth.columbia.edu/mci](http://www.earth.columbia.edu/mci)

NB: This needs assessment was initially researched and prepared by Raphael Shaw, with the assistance in the field of Brian Seavey. It was subsequently revised by MCI Social Sector Research Manager Dr. Mounié Maoulidi and then reviewed and edited by MCI Co-Director Dr. Susan M. Blaustein. MCI interns Michelle Reddy and Sarah Jaffe assisted with different aspects of the editing process.

Figure 1: Map of Louga Region showing Louga City



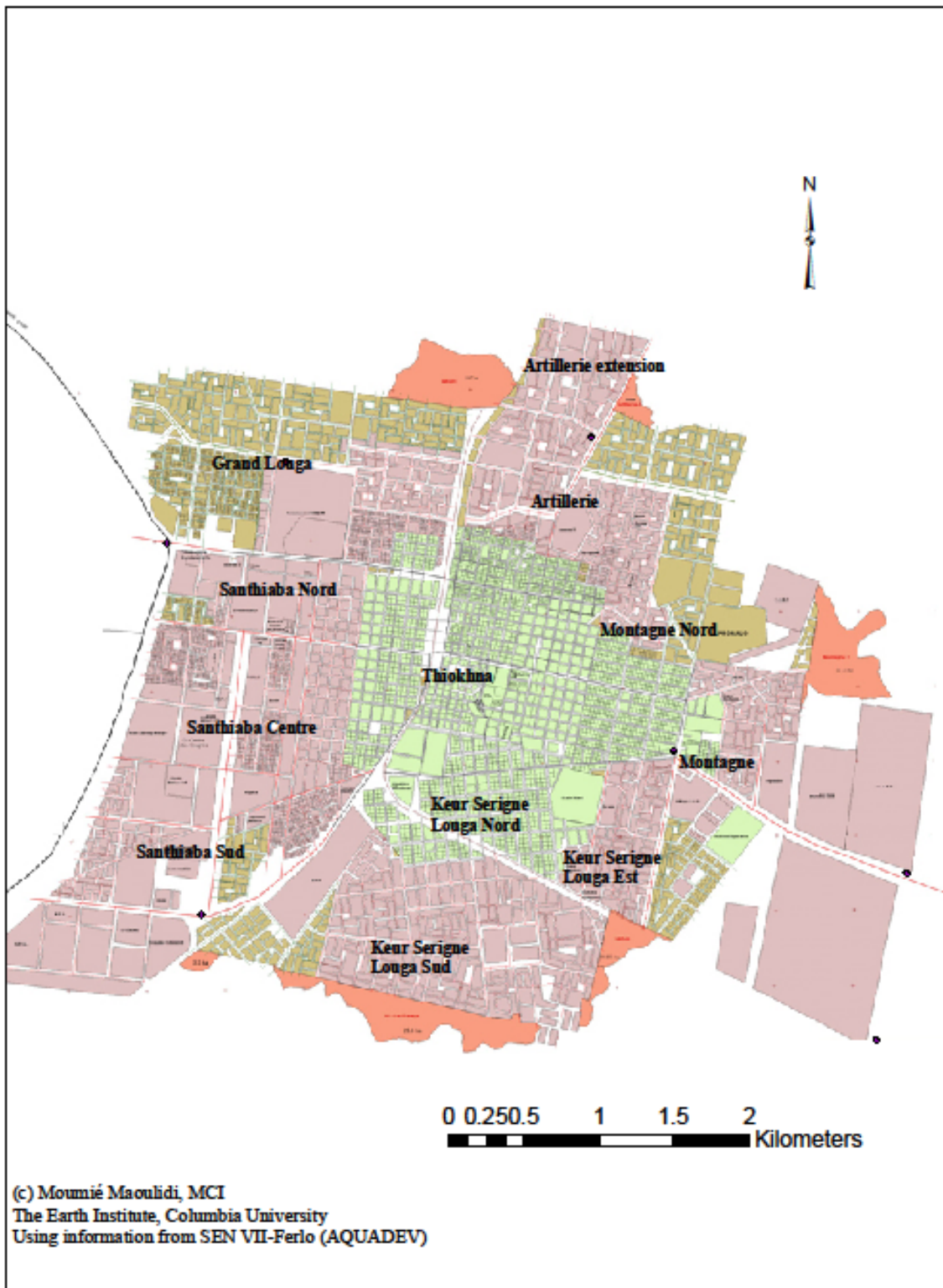
Source: ANSD (2007)

## **ACKNOWLEDGEMENTS**

I would like to formally acknowledge all the partners and contributors who supported and encouraged us throughout this mission. First, I would like to thank Dr. Susan Blaustein, Dr. Moumié Maoulidi, and Janina Franco from the Earth Institute at Columbia University, for their unwavering support and the opportunity to be a part of this great project. I would like also to acknowledge Dr. Elizabeth Bradley and Brian Seavey of the Yale School of Public Health, for their encouragement.

In Senegal, I would like to extend my gratitude to Djibril Samb, the MCI Social Sector Specialist in Louga, and to the administrative authorities of the Commune of Louga. Finally I am deeply thankful to the women of Louga and the various associations for their openness, and to the representatives of the local NGOs who, by sharing their experiences and insights, made this report possible.

Figure 2: Map of Louga Commune (Louga City)



## TABLE OF CONTENTS

ACKNOWLEDGEMENTS .....	4
TABLE OF CONTENTS.....	6
LIST OF ACRONYMS AND ABBREVIATIONS .....	7
EXECUTIVE SUMMARY .....	8
I. INTRODUCTION.....	9
II. DATA ANALYSIS .....	12
Priority Area 1: Strengthen opportunities for post-primary education for girls .....	12
Priority Area 2: Guarantee women’s sexual and reproductive health rights .....	13
Priority Area 3: Invest in infrastructure to reduce women and girls’ time burdens. ....	14
Priority Area 4: Guarantee women and girls’ property and inheritance rights.....	14
Priority Area 5: Eliminate gender inequality in employment.....	14
Priority Area 6: Increase women’s share of seats in parliament and local government .....	15
Priority Area 7: Combat violence against girls and women .....	15
III. INTERVENTIONS.....	16
Priority Area 1: Strengthen opportunities for post primary education for girls.....	16
Priority Area 2: Guarantee sexual and reproductive health and rights .....	16
Priority Area 4: Guarantee women’s and girls’ property and inheritance rights.....	17
Priority Area 5: Eliminate gender inequality in employment.....	17
Priority Area 6: Increase women’s share of seats in parliament and local government. ....	17
IV. CONCLUSIONS AND RECOMMENDATIONS .....	19
BIBLIOGRAPHY .....	20
ANNEXES .....	22
Annex 1: Profile of Senegal and Louga.....	22
Annex 2: Relevant sources in the field .....	23
Annex 3: NGOs involved in gender-related issues.....	24

## TABLES

Table 1: Ratio of girls to boys in elementary education .....	13
Table 2: Distribution of the active working population, aged 6 years and older, by gender .....	14
Table 3: Summary of Gender Needs Assessment Costing Tool Results .....	18

## FIGURES

Figure 1: Map of Louga Region showing Louga City .....	3
Figure 2: Map of Louga Commune (Louga City).....	5
Figure 3: Evolution of Louga’s Population (1970-2010) .....	10
Figure 4: MDG indicators in Louga* and Senegal** .....	12

## LIST OF ACRONYMS AND ABBREVIATIONS

ANCTP	<i>Agence Nationale de la Case des Tout-Petits</i> (National Agency for the Little Children's Home)
ANSD	<i>Agence Nationale de la Statistique et de la Démographie</i> (National Statistics and Demography Agency)
ASBEF	<i>Association Sénégalaise pour le Bien-être Familial (Planned Parenthood)</i>
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CENAF	<i>Centre National d'Assistance et de Formation pour la Femme</i> (National Women's Assistance and Training Centre)
CLVF	<i>Comité de Lutte contre le Violences faites aux Femmes</i> (Committee to Fight Violence against Women)
DHS	Demographic and Health Surveys
DPS	<i>Direction de la Planification et de la Statistique</i> (Direction of Statistics and Planning)
FAFS	<i>Fédération des Associations Féminines du Sénégal</i> (Federation of Women Associations of Senegal)
GDP	Gross Domestic Product
GPF	<i>Groupements de la promotion féminine</i> (Groups for the Advancement of Women)
IA	<i>Inspection Académique (Academy Inspection)</i>
IAGU	<i>Institut Africain De Gestion Urbaine (African Urban Management Institute)</i>
IRIN	Integrated Regional Information Networks
MCI	Millennium Cities Initiative
MDG	Millennium Development Goal
MFFSN	<i>Ministère De la Femme, de la Famille et de la Solidarité Nationale</i> (Women's Ministry)
NGO	Non-Government Organization
PAIS	<i>Programme d'Alphabétisation Intensive du Sénégal</i> (Program for Intensive Literacy Training in Senegal)
PANAF	<i>Plan National D'Action de la Femme (National Action Plan For Women)</i>
PAPA	<i>Projet d'Appui au Plan d'Action de l'Education Non-formelle</i> (Project to Support the Action Plan for Non-formal Education)
PDEF	<i>Programme Décennal de l'Education Et De La Formation</i> (Program for the Development of Education and Training)
PNDL	<i>Plan National de Développement Local</i> (National Local Development Plan)
PRDIL	<i>Plan Régional de Développement Intégré de Louga</i> (Regional Integrated Development Plan for Louga)
RGPH	<i>Recensement General de la Population et de l'Habitat</i> (Population Census)
SCOFI	<i>Scolarisation des Filles</i> (Girls to School)
UNESCO	United Nations Educational, Scientific and Cultural Organization
UN-HABITAT	United Nations Human Settlements Programme
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development

## EXECUTIVE SUMMARY

This report presents the findings of a gender needs assessment for Louga, Senegal, the smallest city participating in the Millennium Cities Initiative. With an estimated 2009 population of 86,450, the city of Louga is growing rapidly. In the early 1970s, the region of Louga experienced a persistent drought that severely affected the agro-pastoral sector, the main source of regional revenues and the heart of Louga City's economy. Today, the city's economy consists mainly of local trade activities and a small scale industrial sector.

Gender inequalities are pervasive in Louga City. Young girls' school enrollment rates decline steadily after the primary school level, illiteracy rates among women are much higher than among men and most women are self-employed, working as vendors in the local markets or as maids. The lack of formal sector employment opportunities for women is one reason why many women in Louga seem to live in perpetual poverty. Moreover, violence against women appears to be prevalent across the region, but it is difficult to estimate accurately its extent because of a longstanding culture of secrecy surrounding the problem.

Based on these findings, MCI proposes here the following interventions anchored in the recommendations of the UN Millennium Project Task Force on Education and Gender Equality:

- Awareness campaigns on reproductive and sexual rights, property/inheritance rights and gender-based violence;
- Vocational training targeting women;
- Reinforcement of existing microcredit programs;
- Engagement of all members of the society, especially religious leaders, in the implementation of proposed interventions;
- Gender sensitivity trainings for judges, bureaucrats and police officers.

The MDG-based costing model utilized by MCI indicates that with an annual per capita investment of less than \$3 between 2010 and 2015, a number of interventions that have the potential to empower its women and reduce gender inequality can be implemented in city of Louga. As cross-cutting issues affecting all areas of community and economic life, gender equality and women's empowerment have been proven to contribute toward economic development and family health. Achieving MDG3 is critical to the realization of all other Goals. MCI's findings indicate that this modest public investment can help ensure social and economic progress in this regional capital and will galvanize Louga's efforts to achieve *all* of the Millennium Development Goals.



# I. INTRODUCTION

## 1.1. Background

The Millennium Cities Initiative (MCI) is assisting 11 selected Sub-Saharan cities in their efforts to achieve the Millennium Development Goals (MDGs). Two years after the launch of the Millennium Villages Project in 2004, MCI began conducting sectoral needs assessments in the selected cities. This gender needs assessment focuses on how the city of Louga, Senegal, is positioned in reference to the third Millennium Development Goal (MDG 3), reducing gender equality and empowering women. MDG 3 is critical for the attainment of the other MDGs because empowered women contribute to the health and productivity of whole families and communities and to improved prospects for the next generation.

Louga City is the capital of the third largest geographical region in Senegal.<sup>1</sup> Located in the northwestern Senegal, the city lies inland from the sea, 200 kilometers south of Dakar and 45 kilometers from the Atlantic coast and the fishing town of Lompoul-sur-Mer. The city is spread over an area of about 3,035 hectares, divided in 12 sub-locations, or *quartiers* (IAGU, 2002). Lack of economic opportunities for women and girls, reproductive health inequities and gender-based violence are some of the factors contributing to gender inequality in the city.

## 1.2. Scope of Research

Gender equality is an essential part of development because of its vital links to such other sectors as education and health (UN Millennium Project, 2005). This needs assessment examines the status of women in Louga, proposes some interventions with the capacity to improve gender equality and empower women and estimates the costs of the proposed interventions.

## 1.3. Objectives

The objectives of the needs assessment are threefold: to study the socio-economic and political status of women in Louga City; to identify interventions that might contribute to promoting gender equality; and to estimate their costs. Guided by recommendations of the UN Millennium Project Task Force on Education and Gender Equality, this needs assessment focuses on interventions with the potential to:<sup>2</sup>

1. Strengthen opportunities for post-primary education for girls.
2. Guarantee sexual and reproductive health and rights.
3. Invest in infrastructure to reduce women and girls' time burdens.
4. Guarantee women and girls' property and inheritance rights.
5. Eliminate gender inequality in employment by decreasing women's reliance on informal employment, closing gender gaps in earnings, and reducing occupational segregation.
6. Increase women's share of seats in national parliaments and local government bodies.
7. Significantly reduce violence against girls and women.

---

<sup>1</sup> Senegal is divided into 11 regions, 34 departments and 320 rural communities. In 2007, the estimated population nationwide was 11,519,226 (ANSD, 2007).

<sup>2</sup> UN Millennium Project, 2005.

## 1.4. Limitations

In conducting the gender needs assessment, the main challenge was the lack of gender-specific data at the municipal level. Despite this challenge, it was still possible to gather sufficient data to assess the gender situation on Louga. Most of the cost data gathered were obtained from local or international non-governmental organizations (NGOs) working in Louga. The local NGOs working on gender issues were particularly helpful and provided information that contributed to a better understanding of gender issues in Louga. It is also important to note that some of the information used in this study, such as the number of police officers and number of judges, was obtained verbally from authorities, rather than in written form, which would have been preferable.

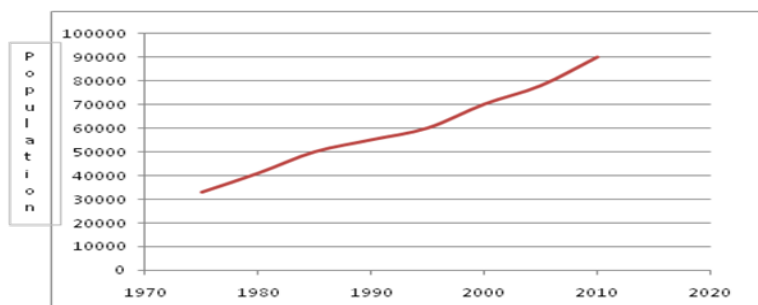
## 1.5. Methodology

The interventions proposed in this needs assessment are based on findings from field research conducted during a six-week period between May and August 2008. The research methodology included a literature review as well as informal interviews with women's associations and government authorities. Moreover, a questionnaire was used to gather data needed for the report and to complete the Excel-based costing tool.<sup>3</sup>

## 1.6. Demographics

With a projected 2009 population of 86,450 inhabitants, Louga is the smallest Millennium City. The population has grown steadily since the 1970s. For instance, between 1976 and 1988, the population grew from 33,579 inhabitants to 53,429 (ANSD, 2007). However, years of drought in the 1970s and 1980s prompted an outward migration of men from Louga to Dakar, Europe and the United States in the 1990s. In the 2002 census, 53 percent of the city's population was female, and projections based on available data from the National Statistics Agency (*Agence Nationale de la Statistique*) show that women constituted 52 percent of the city's population in 2009. Louga City's population is also relatively young. Projections based on the 1988 census indicate that more than half of the population (59 percent) is less than 21 years old.

Figure 3: Evolution of Louga's Population (1970-2010)



Source: ANSD (2007)

<sup>3</sup> The needs assessment instrument utilized in this report was developed under the United Nations Millennium Project, under the leadership of then-Secretary General Kofi Annan and Special Advisor to the Secretary General on the MDGs, Dr. Jeffrey D. Sachs. The UN Millennium Project costing models, now administered by the UN Development Programme and member states for use at the national level, are being applied for the first time at the municipal level by MCI.

Louga City is mainly populated by members of the Wolof ethnic group, who represent 71.5 percent of the population. The Aluplars ethnic group account for another 24.8 percent of the population, while Moors and other ethnic groups constitute 2.2 percent and 1.5 percent, respectively (ANSD, 2007).<sup>4</sup>

Islam is the religion of more than 99 percent of the population across the region and city of Louga. About 0.2 percent of the residents are Christian, and 0.1 percent practice other religions (Ndiaye, 2007).

### **1.7. Overview of the Gender Situation in Senegal and Louga City**

There are several national policies and laws promoting gender equality, and the government has ratified such international conventions as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). Additionally, a national legal framework was put into place in 1999 to prevent discrimination and violence against women. These policies have been translated into programs and interventions led by the Ministry of Women and Families, with the support and financial assistance of international partners. Despite all these efforts, inequalities faced by women persist, in the sectors of education, employment and participation in political and decision-making processes.

The legal and regulatory context was translated into policy by the creation of the National Action Plan for Women, or *Plan National D'Action de la Femme (PANAF)*.<sup>5</sup> An operational framework for improving the condition of women, PANAF implements activities through three main government programs:

- The Microcredit Project;
- The Gender Project;
- *Centre National d'Assistance et de Formation pour la Femme (CENAF)*.

Despite all these efforts, significant disparities persist between men and women in Senegal.

Two organizations play key roles in gender issues in Louga and Senegal: the Federation of Women's Associations of Senegal (FAFS); and SCOFI<sup>6</sup>. FAFS is a national network of 52 women's associations and has an office in Louga City. It has the capacity for social mobilization and is very much involved in efforts to keep girls in school as well as in promoting literacy programs. SCOFI is a national program of the Ministry of Education, and one of its objectives is to keep girls in school. Every year in Louga, SCOFI invests in awareness campaigns, a scholarship program and financial incentives to increase young girls' school retention rates. This is important because early marriages, pregnancies and lack of economic resources from the family are major causes of girls' dropping out of school.<sup>7</sup>

---

<sup>4</sup> Data for Louga City was unavailable. These figures are for Louga Department.

<sup>5</sup> *Plan National D'Action de la Femme* (National Action Plan for Women).

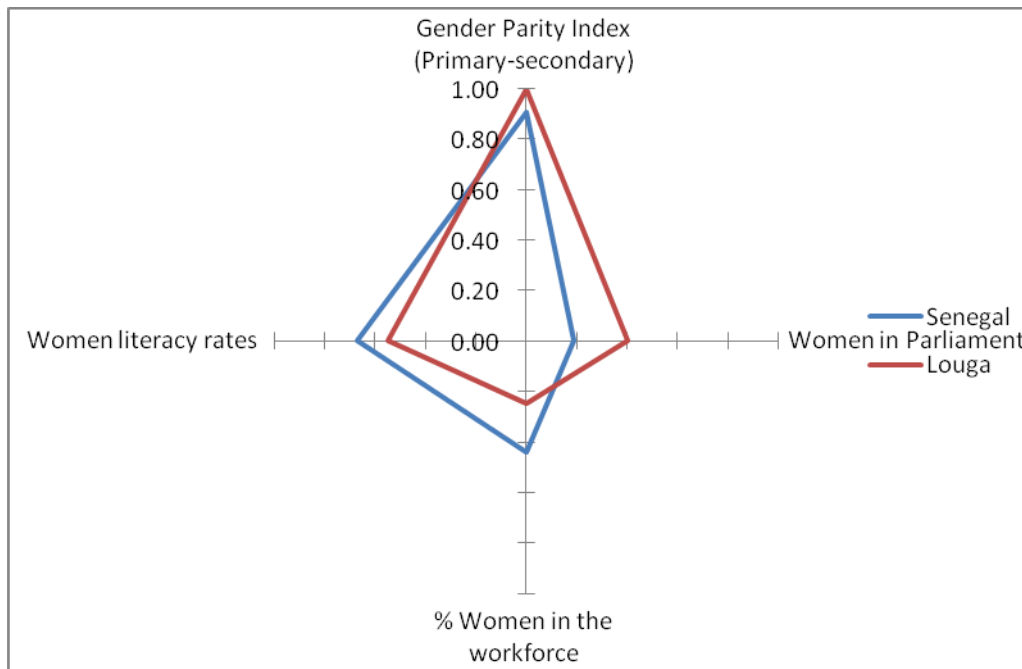
<sup>6</sup> Literally "girls to school."

<sup>7</sup> Interview with Djibril Sylla, Chief of Regional Office of community development, Louga Prefecture 06/17/2008.

Women in the city and region of Louga have low levels of education, high maternal mortality rates and little economic power. In 2006 only 24 percent of women in the urban areas of Louga region were literate, compared with 45 percent of men (ANSD, 2007).<sup>8</sup>

The following diagram presents select gender-related indicators for Louga and Senegal. It can be seen that women in Louga City have lower literacy and formal employment rates than women in the country as a whole. However, Louga City has almost achieved gender parity in primary education and has more women representatives in the parliament than the rest of the country.

**Figure 4: MDG indicators in Louga\* and Senegal\*\***



Source: \* ANSD (2007)  
 \*\* AfDB (2009)

## II. DATA ANALYSIS

### Priority Area 1: Strengthen opportunities for post-primary education for girls

The ratio of girls to boys in terms of enrollment at the primary level has increased from 80 percent in 2000 to 99 percent in 2007, as shown in Table 1 below. Hence, current rates of progress indicate that Louga City will meet the MDG target of achieving parity between girls and boys in primary education by 2015.

<sup>8</sup> Cohort measured includes girls aged 3 and above.

Table 1: Ratio of girls to boys in elementary education

Year	Boys	Girls	Ratio G/B
1999	56.9	43.1	0.76
2000	55.7	44.3	0.80
2001	56.7	43.3	0.77
2002	56.5	43.50	0.77
2003	52.8	47.2	0.89
2004	51.2	48.8	0.95
2005	51.7	48.3	0.94
2006	52.4	47.6	0.91
2007	50.4	49.6	0.99

Source : IA Louga (2008)

By the time girls reach middle school, many of them drop out. They do so for various reasons, including early marriage, lack of resources and/or parental pressures.

### **Priority Area 2: Guarantee women’s sexual and reproductive health rights**

In 2004, 55.3 percent of pregnant women in Louga district completed all prenatal consultations (ANSD, 2007). This is likely due to the efforts of NGOs providing reproductive health services, such as the *Association Senegalaise pour le Bien-être Familial (ASBEF)*.<sup>9</sup> While the regional government of Louga is in charge of health systems in the city, most of the reproductive health programs are conducted locally by NGOs such as ASBEF, which has succeeded in contributing to the reduction of maternal mortality in the city. In 2007, there were 24 deaths for 5,048 live births in Louga, corresponding to 472.1 maternal deaths per 100,000 live births.<sup>10</sup>

The HIV prevalence among pregnant females and women of reproductive age is also a concern. In 2006, it was estimated that the HIV prevalence rate was 0.8 percent (UNHABITAT, 2006). This is a decline compared to the previous rate of 1.2 percent observed in 2002. While this rate was below the national average of 1.4 percent, it should be noted that many young women in Louga are not well-informed about HIV/AIDS. According to the 2005 demographic and health survey (DHS), knowledge about HIV/AIDS was lower for women aged 15-24 years old in the region of Louga than for men in the same age group (Senegal DHS, 2005). This is troubling for a number of reasons, most critically because knowledge of transmission in HIV-positive mothers is necessary to prevent mother-to-child transmission.

Through its program called *VIH/SIDA et Gouvernance Locale de la Commune de Louga*, the city has developed an action plan to fight HIV/AIDS based on the following components: training of local stakeholders; collaborative planning; creating community dialogue; interviews and focus groups; and participatory community diagnosis (UNHABITAT, 2006).

<sup>9</sup> “Planned Parenthood,” in English.

<sup>10</sup> Data from the health center and hospital in Louga.

### **Priority Area 3: Invest in infrastructure to reduce women and girls' time burdens.**

Discussions with women in Louga revealed that many struggle to balance work with caring for their children. One way to decrease women's time burden is to build daycare facilities. However, it was not possible to obtain reliable costs for this intervention during the field research.

### **Priority Area 4: Guarantee women and girls' property and inheritance rights**

The Koran is one of the first written documents protecting women's rights. Islamic Law (Shari'a) guarantees economic, property and familial rights for women. Regarding economic and property rights, it specifically states that women "shall be legally entitled to their share" (Koran 4:7) and, "to men is allotted what they earn, and to women what they earn" (Koran, 4:32). Regarding property, UNHABITAT states, "despite assumptions to the contrary, there are potential empowering strategies for women through Islamic law which can enhance women's access to land and enforcement of their other property rights" (UNHABITAT, 2005). Given the central role of religion in Louga society, proper interpretation of the Koran's statements on women's property and inheritance rights by clerics in Louga and Senegal is of vital importance to the protection of women's rights. This report recommends engagement and interaction with religious leaders who may be able to serve as important vehicles for change and community mobilization against gender biases.

### **Priority Area 5: Eliminate gender inequality in employment**

Women in Louga City have limited access to paid employment and tend to be confined in professions that pay less than what men earn (Sow-Sidibe, 2000). According to the 2002 census, 74 percent of men were actively employed in the formal sector eight years ago, compared to only 25 percent of women (ANSD, 2006). Most women, particularly those who migrate from rural areas to the city, work in the informal sector as maids or vendors in the local markets. Table 2 clearly shows that in 2005 most women were either self-employed or worked as maids and/or home aides.

Table 2: Distribution of the active working population, aged 6 years and older, by gender

	Male	Female	Total
Employer	1.70	1.10	1.50
Independent	58.60	57.10	58.10
Salaried	8.00	8.00	8.00
Intern	0.30	0.40	0.30
Home aide	19.70	24.60	21.10
Apprentice	5.90	2.20	4.90
Others	1.70	2.30	1.90
Undetermined	4.00	4.30	4.10
Total	100	100	100

Source: ANSD (2007)

Microcredit programs are being implemented to empower women economically. The Office of Community Development runs three microcredit programs in the commune of Louga, the *Projet Credit Fonds pour les Femmes* and the *Fonds pour l'Entreprenariat Féminin*. Between 2000 and 2005, these funds provided 16 loans, totaling 80,000,000 FCFA, to 3,457 women in Louga (MFFSN, 2006).

Another group is the *Groupements pour la Promotion de la Femme* (GPFs), or “Groups for the Advancement for Women” which consists of local women’s associations. GPFs organize women and help them find funding. In Louga, there are 145 GPFs, spread around different neighborhoods, with an average number of 25 members per group. The overall GPF membership is 3,625, which corresponds roughly to the 57 percent of the female population employed as independents.

One problem that has surfaced is that some women borrow money from one organization to pay back another loan, ending up in an ongoing cycle of debt. There is a need for better coordination and communication between lending agencies to discourage such practices.

#### **Priority Area 6: Increase women’s share of seats in parliament and local government**

In the Municipal Council, 13 out of 56 members are women, and during the 2007 legislative elections in Louga, 30 women were nominated for office.<sup>11</sup> In recent decades, residents of Louga have elected several women to public office. Ms. Aminata Mbengue Ndiaye, elected in March 2009, is the current mayor of Louga. Previously, Ms. Ndiaye has served both as the Minister of Women and Family for Senegal and as the mayor of Louga. Another politically active woman in the city is Ms. Awa Ndiaye, one of the two members of Senate for the Louga region. With the other regional senator, Ms. Awa Ndiaye has trained several women in sessions organized by the Ministry of Family.

#### **Priority Area 7: Combat violence against girls and women**

Violence against women in Senegal is common. Indeed, the *Comité de Lutte Contre le Violences Faites aux Femmes* (CLVF)<sup>12</sup> estimates that 29 percent of Senegalese women have been victims of violence. In January 1999, the government of Senegal enacted a national law against domestic violence and rape. According to the Senegalese penal code, domestic violence is punishable by one to five years' imprisonment and a fine of \$70-117. However, according to the president of the Association of Women Lawyers of Senegal (SYH), the law is poorly enforced (IRIN, 2008).

According to a United Nations Development Fund for Women (UNIFEM) staff member in Senegal, there is widespread social acceptance of gender-based violence as “normal”. In a 2008 interview, the staff member made the following observation:

“In Senegal, social stratification dictates that women are subordinate to the men. The woman has to go along with the man (her husband, her son, his uncle, his parents), even if the expression of its domination is so violent. To legitimize the acts, they

---

<sup>11</sup> Election cycles cover a five-year period. The next election is scheduled to take place in 2012.

<sup>12</sup> Committee to Fight Violence Against Women.

even use religious arguments...Also violence is often accepted within families.”  
(IRIN, 2008).

During MCI’s field research in the city of Louga, it was impossible to find documented evidence of the prevalence of gender-based violence. Many women’s advocates admitted to the existence of the violence but declined to give an estimate. The culture of secrecy and feelings of shame surrounding this issue mitigated against disclosure and discussion of specific incidents or their frequency.

Louga City currently does not have a counseling center or a shelter for victims of domestic violence. This has prompted the creation of a network called *Siggil Jigéen* to combat domestic violence and increase public awareness. Many of the 17 women’s associations belong to the network, which focuses on community-based awareness and sensitization programs. Organizations such as *Comite de Lutte contre le Violences Faites aux Femmes (CLVF*, or Committee to Fight Violence against Women) offer women psychological and legal support, including assistance in the divorce process.

As stated above, given their influential status in Louga society, religious leaders in Louga also need to be more involved in discussions against gender-based violence in and around the city.

### **III. INTERVENTIONS**

#### **Priority Area 1: Strengthen opportunities for post primary education for girls**

To help keep girls in school beyond the primary level, MCI proposes a mass media (radio) campaign that will raise awareness regarding the importance and socioeconomic benefits of secondary school attendance for girls. A literacy program could be beneficial, although recent efforts along these lines have not been conclusive. In 2006, there were 19 literacy programs in the region of Louga, with nine classes in urban areas; yet the illiteracy rate for women in the city of Louga remains almost twice that of men. Additional classes targeting women are clearly needed, with careful attention paid both to the quality of instruction and the curriculum.

Since there is empirical evidence that girls perform better in school when they are in unisex environments, it will also be useful to build a girls’ library, to provide a space for young girls to bond and learn together. In addition, a girls-only environment reassures parents and will make them more willing to allow girls to remain in school and to pursue their studies seriously.

Average annual cost: 16,007,889 FCFA (\$33,280)

#### **Priority Area 2: Guarantee sexual and reproductive health and rights**

A study conducted by USAID from 1999 to 2002 in the city of Louga showed that community health awareness programs could significantly increase knowledge about reproductive health, especially among young people (Diop et al., 2004). Consequently, MCI proposes conducting awareness campaigns on issues pertaining to sexual and reproductive health.

Average annual cost: 25,032,675 FCFA (\$52,042)



**Priority Area 4: Guarantee women's and girls' property and inheritance rights**

To ensure that women's property and inheritance rights are respected, the city of Louga can convene forums and invite religious leaders to discuss the application of Islamic property laws. In addition, it will be useful to conduct a mass media awareness campaign, to strengthen local legal institutions and increase awareness and accountability regarding how they function.

Average annual cost: 11,584,645 FCFA (\$24,084)

**Priority Area 5: Eliminate gender inequality in employment**

In order to reduce gender disparities in the formal employment sector, MCI joins others in identifying a pronounced need to promote vocational training and improve women's access to credit.

Average annual cost: 19,300,024 FCFA (\$42,605)

**Priority Area 6: Increase women's share of seats in parliament and local government.**

To increase the number of women in public office, the city of Louga needs to organize trainings for political candidates and representatives of the women's association. A mass media awareness campaign will also be conducted as a means to gain public support for women's participation in public life.

Average annual cost: 9,354,412 FCFA (\$19,447)

**Priority Area 7: Combat violence against girls and women.**

To prevent and address violence against girls and women, there is a need to train judicial officials and police officers to handle gender-based violence. Outreach to the broader community must also be conducted through community-based awareness programs. There is an immediate need to provide temporary housing and shelters and to expand communication channels for victims of gender-based violence.

Average annual cost: 15,722,449 FCFA (\$32,687)

**Systemic Issues**

In addition to the above interventions, it will be useful to also implement gender sensitivity trainings for judges, bureaucrats and police officers. This intervention is different than the recommendations proposed under Priority 7, in that the trainings will not focus exclusively on gender-based violence, but will focus instead on altering the historical legacy of female disadvantage.

Average annual cost: 20,321,200 FCFA (\$ 42,247)

Table 3: Summary of Gender Needs Assessment Costing Tool Results

YEAR		2010	2011	2012	2013	2014	2015
<b>PRIORITY AREA 1: Strengthen opportunities for post-primary education for girls</b>							
TOTAL	CFA	13,902,432	14,744,615	15,586,798	16,428,981	17,271,163	18,113,346
Per capita	CFA	155	160	164	168	172	175
Per capita	USD	0.34	0.35	0.36	0.37	0.38	0.39
<b>PRIORITY AREA 2: Guarantee sexual and reproductive health and rights</b>							
TOTAL	CFA	12,764,683	17,195,110	22,015,980	27,157,101	32,615,937	38,447,245
Per capita	CFA	142	186	232	278	324	371
Per capita	USD	0.31	0.41	0.51	0.61	0.72	0.82
<b>PRIORITY AREA 4: Guarantee women's and girls' property and inheritance rights</b>							
TOTAL	CFA	9,533,984	11,560,983	12,090,553	10,943,152	12,049,566	13,329,638
Per capita	CFA	106	125	127	112	120	129
Per capita	USD	0.23	0.28	0.28	0.25	0.26	0.28
<b>PRIORITY AREA 5: Eliminate gender inequality in employment</b>							
TOTAL	CFA	7,579,453	10,857,384	15,369,603	21,817,713	31,299,632	28,876,360
Per capita	CFA	84	118	162	223	311	279
Per capita	USD	0.19	0.26	0.36	0.49	0.69	0.62
<b>PRIORITY AREA 6: Increase women's share of seats in parliaments and local governments.</b>							
TOTAL	CFA	4,062,703	13,247,921	6,343,738	7,639,216	10,281,663	14,551,234
Per capita	CFA	45	143	67	78	102	140
Per capita	USD	0.10	0.32	0.15	0.17	0.23	0.31
<b>PRIORITY AREA 7: Combat violence against girls and women.</b>							
TOTAL	CFA	26,598,991	20,515,394	13,692,855	13,291,365	13,036,091	7,200,000
Per capita	CFA	296	222	144	136	129	70
Per capita	USD	0.65	0.49	0.32	0.30	0.29	0.15
<b>SYSTEMIC ISSUES</b>							
TOTAL	CFA	11,423,609	13,522,582	16,409,530	20,411,343	26,046,558	34,113,584
Per capita		127	146	173	209	259	329
Per capita	USD	0.28	0.32	0.38	0.46	0.57	0.73
<b>TOTAL GENDER NEEDS ASSESSMENT</b>							
TOTAL	CFA	85,865,854	101,643,988	101,509,056	117,688,872	142,600,609	154,618,518
Per capita	CFA	957	1101	1068	1203	1417	1493
Per capita	US	2.11	2.43	2.36	2.66	3.13	3.29

#### **IV. CONCLUSIONS AND RECOMMENDATIONS**

The Government of Senegal has adopted the necessary laws and created a political context to support progress toward true gender equality. Through its Ministry of Women and Families, and with the help of various private and international partners, the Government has implemented the Women's National Action Plan to address the nexus of challenges faced by women. In Louga City, numerous NGOs and associations are also actively involved in gender-related issues, ranging from supporting women's entrepreneurship to developing educational programs.

Despite all these efforts, gender disparities persist, particularly with regard to formal sector employment. To reduce the employment gap between women and men, existing microcredit programs and vocational training programs need to be expanded substantially. In addition to providing microcredit, efforts should be made to ensure that women-owned businesses graduate beyond the microfinance level. Women entrepreneurs might be provided with business development support and information from NGOs and/or professional consultants.

There is also a need to improve women's literacy rate in Louga. To reduce the existing gender gap, literacy programs targeting both young and older women require investment and expansion.

It will also be important to implement awareness campaigns to sensitize the population and public officials as to the importance both of improving women's sexual and reproductive health and of a zero-tolerance policy toward gender-based violence. Judges, law enforcement administrators and police officers should participate in all such trainings, to help them prepare to handle cases involving gender-based violence.

MCI is aware that mass-media and community-based awareness-raising campaigns do not lead to immediate change and that changing attitudes and behaviors takes time. To reduce gender based violence and promote respect for women's property and inheritance rights, communities will also have to be mobilized, and the capacity of community leaders and professionals to change policies needs strengthening.

Additionally, efforts should be made at the local and regional levels to improve the collection of gender-specific desegregated data. This will promote better analysis and understanding of the socio-cultural causes of the gender disparities observed in the city.

The results of MCI's MDG-based costing model suggest that the interventions advocated above can be introduced citywide this year, and implemented each year for the next five years, for the modest annual per capita cost of less than \$3.<sup>13</sup>

Finally, to achieve and lock in real strides in reducing gender inequality and empowering women, collaboration should be fortified between and among local authorities, the communities themselves, local women's associations, local and international NGOs and international agencies, and coordination among these many stakeholders needs to improve.

---

<sup>13</sup> The exact annual per capita cost is \$2.70.

## BIBLIOGRAPHY

- African Development Bank Group (AfDB) (2009). *Statistical Yearbook 2009*, retrieved on December 2<sup>nd</sup> 2009, accessed from [http://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/African Statistical Yearbook 2009](http://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/African_Statistical_Yearbook_2009).
- Agence Nationale de la Statistique et de la Démographie [ANSD] (2006). “Résultats du Troisième Recensement Général de la Population et de l’Habitat – 2002,” (Dakar: Agence Nationale de la Statistique de la Démographie). [http://www.ansd.sn/publications\\_demographiques.html](http://www.ansd.sn/publications_demographiques.html), accessed August 6, 2008.
- Agence Nationale de la Statistique et de la Démographie [ANSD] (2007). “Situation économique et sociale de la région de Louga: Année 2006,” (Dakar: Service Régional de la Statistique et de la Démographie de Louga). [http://www.ansd.sn/publications\\_demographiques.html](http://www.ansd.sn/publications_demographiques.html), accessed August 6, 2008.
- Agence Nationale de la Statistique et de la Démographie [ANSD] (2008). “Situation économique et sociale du Sénégal: Année 2007,” (Dakar: Agence Nationale de la Statistique de la Démographie).
- Centre pour le Droit et les Politiques en Matière de Santé et de Reproduction [CRLP] (2001). *Les droits des femmes en matière de santé reproductive au Sénégal 26ème session du Comité sur les droits économiques, sociaux et culturels Rapport alternatif Sénégal* (Dakar: CRLP).
- Columbia University SIPA (2005). *Assessment of opportunities and constraints for investment in Louga, Senegal*. EPD Workshop project 2007, (New York: SIPA).
- Conseil Regional de Louga (2004). *Plan Régional de Développement Intégré*.
- Diop, N. and Bathidja, H. (2004). *Improving the Reproductive Health of Adolescents in Senegal* (Washington D.C.: USAID).
- Government of Senegal (2003). *Suivi des Objectifs du Millénaire pour le Développement* (Dakar: Government of Senegal).
- Innovations Environnement Développement [IED] (2007). *Genre et décentralisation au Sénégal* (IED Afrique).
- Inspection d’Académie de Louga [IA] (2008). *Annuaire statistique Régional*.
- Institut Africain de Gestion Urbaine [IAGU] (2002). *Profil environnemental de la ville de Louga* (Nairobi : Centre des Nations Unies pour les Etablissements Humains)

- Integrated Regional Information Networks reports [IRIN] (2008). “Senegal: Beaten in silence” [www.irinnews.org](http://www.irinnews.org).
- Ministère de la Femme, de la Famille et de la Solidarité Nationale (2006). *Halte aux violences faites aux femmes et aux filles*. [www.famille.gouv.sn](http://www.famille.gouv.sn).
- National Agency for Little Children’s Homes [ANCTP] (2007). «*La Case des tout petits*», an innovative program for early childhood development in Senegal. Les Cahiers de l’Agence Nationale de la Case des Tout-Petits N° 1 - March 2007.
- Ndiaye, P. I. (2007). *L’impact local des revenus migratoires dans le département de Louga (Senegal): approche géographique*. Université Gaston Berger de Saint-Louis, UFR des Lettres et Sciences Humaines Section de Géographie, Mémoire 2007.
- Programme Décennal de l’Education et de la formation [PDEF] (2007). *Rapport économique et financier 2006*. Ministère de l’Education.
- Sow-Sidibe, A. (2000). *Femmes sénégalaises et statistiques Statistique, Développement et Droits de l’Homme*.
- UN Millennium Project (2005). *Taking Action: Achieving Gender Equality and Empowering Women*, Report prepared by the Taskforce on Education and Gender Equality (London and Virginia: UNDP, EarthScan).
- UNESCO (2006). *Senegal: Early Childhood Care and Education (ECCE) Programmes*. (Geneva: UNESCO International Bureau of Education [IBE]).
- United Nations Statistics Division (2008). *Millennium Development Goals Indicators* <http://mdgs.un.org/unsd/mdg>.
- UNHABITAT (2006). *Managing HIV/AIDS at the Local Level in Africa* (Nairobi: UNHABITAT).
- UNHABITAT (2005), “Paper 5: Muslim Women and Property,” *Islam, Land & Property Research Series* (Nairobi: UNHABITAT).
- UN Economic Commission for Africa [UNECA] (2009). *Assessing Progress in Africa toward the Millennium Development Goals*, MDG Report 2009 (Addis-Ababa: UNECA).

## ANNEXES

### Annex 1: Profile of Senegal and Louga

Indicators	Senegal	Source	Louga	Source
Population (2007)	11,519,226	ANSD (2008)	82 375	ANSD (2007)
Population growth rate (2006/2007)	2.7%	USAID (2007)	2.8%	USAID (2007)
Life expectancy (2007)	55.8 years	ANSD (2008)		
Ethnicity			Wolof (72%), Peul (2	ANSD (2006a)
Religion	Islam (99%), Christian /Other (1%)	ANSD (2007)	%), Christian /O	ANSD (2006a)
Adult HIV/AIDS Prevalence	0.7%	ANSD (2007)	0.8%	UNHABITAT (2006)
Access to potable water	Urb: 93% Rur: 65%	ANSD (2006b)	Urb: 84% Rur: 39.7%	ANSD (2006b)
Gross Enrollment Ratio	86%	ANSD (2008)		
Girls-to-Boys Ratio in primary school	1	ANSD (2008)	0.99	ANSD (2008)
Under-five mortality rate (per 100,000 live births)	121	ANSD (2008)		
Maternal mortality rate (per 100,000 live births)*	401	ANSD (2008)	472.1	Louga Hospital

## Annex 2: Relevant sources in the field

<b>Name</b>	<b>Position</b>	<b>Organization</b>
Aminata Ndiaye Mbengue	Mayor of Louga/Forme Minister	Socialist party
Aby Gadio	Director of SCOFI , Teacher	Ministry of Education/ Lycée Modou Awa Balla
Alpha Ba	Researcher	University Gaston Berger St- Louis
Anne Marie Faye	Director	American Cultural Center library
Babacar Dao	Program Manager	AQUADEV
Badji Louis Joseph	Facilitator CRLS	Regional Council
Bouso Fall	Consultant	
Cheick Issa Sall	Chief of Cabinet	Ministry of Health
Cisse Samba Khary	Chief of electoral office	Prefecture of Louga
Coumba Arame Fall	Chief of Office of Community Development	Prefecture of Louga
Djibril Samb	MCI Social Sector Specialist	Mayor's Office
Doudou Ngom	Director of Planning	Academic Inspection
Djibril Sylla	Chief of Regional Office of community development	Regional Council
Idrissa Ba	Program Manager	The Hunger Project
Keita Famale	Architect	ANCTP
Khadija Gueye	Representative CVLF	CVLF Louga
Khary Cisse	Program Coordinator	The Hunger Project
Lamine Bob	Program Manager	Plan International
Mbaba Fall	Association leader	COSEF
Mbatcho Samb	Doctoral Fellow	UCAD Dakar
Mbaye Bathie	Judge	Tribunal of Louga
Fatou Tandine	Director	CRETF
Haidara Ndeye Khady	General Secretary	FAFS
Moctar Diop	Program Director	ASBEF
Moustapha Diop	Program Coordinator	The Hunger Project
Ndiaye Niang	Chief of Police	Louga Police
Ndeye Aminata Sy	Association leader	FASF
Njay Thiayedia	Chief of Statistics Bureau	DEPS
Sylla Aliou	Procuror	Tribunal of Louga
Thioune Madogal	Program Manager	Ministry of Education, Dakar
Touty Amar	Association leader	Mame Diarra Bousso

### **Annex 3: NGOs involved in gender-related issues**

#### **The Communal Union of Louga**

The Communal Union of Louga includes all of the 145 “*Groupements pour la Promotion de la Femme*”<sup>14</sup> (GPFs) that exist in the town of Louga. Each GPF is represented within the union by the President and Treasurer. The main objective of the municipal union of women is to bring together all women’s groups and help them find funding to promote their members’ activities. The membership of GPFs varies considerably.

Members contribute 500 CFA francs monthly. The women’s GPFs are active in many areas (selling mangos and melons, poultry, fattening, etc.) but it is the small trade that remains the dominant activity.

#### **AQUADEV**

The NGO AQUADEV resulted from the collaboration between the Belgian government, through the City of Namur, and the Commune of Louga. AQUADEV’s gender programs are mainly concentrated in such rural communities as Leona.

#### **Hunger Project**

The Hunger Project has a very dynamic office in Louga with five departments specializing in gender issues, microfinance, water and sanitation, rural agriculture and education. Although most of its programs are implemented in the region’s rural zones, the Hunger Project has conducted large-scale vocational training programs in collaboration with the Canadian development agency, CIDA.

#### **Plan International**

Plan international is a NGO specializing in programs aimed at improving child development and, secondarily, maternal health. Plan International has done a remarkable job gathering data and cost information pertaining to their various activities in the region, which include unit costs for the construction of a girl’s library, awareness campaigns and the training of healthcare personnel.

#### **CISV**

The CISV, an outcome of the collaboration of the Governments of Italy and Senegal, focuses its activities on children’s rights in rural areas, most notably on young girls and sexual mutilation. CISV also runs a microcredit program and alphabetization training in Louga’s rural communities.

#### **TENN-BI**

The TENN-BI is a popular association specializing in education and awareness programs which was established in 1990 by the young neighborhood Keur Serigne Louga South. Since its inception, the TENN-BI has undertaken actions aimed at strengthening the bonds of solidarity between the members and developing their neighborhoods. TENN-BI implemented several door-to-door programs focused on parents’ sensitization regarding the many social and economic benefits of schooling for girls. The organization also runs after-school programs for neighborhood children.

---

<sup>14</sup> Associations for the promotion of women.