

CONTENTS

	<u>Page</u>
INTRODUCTION .....	3
Principal achievements and advances .....	3
In the economic, social and political field .....	3
In the legal field .....	4
In the institutional field .....	5
General conclusions .....	11

## INTRODUCTION

The National Plan of Action for Senegalese Women (PANAF) is a medium-term strategic orientation plan for the advancement of women and for recognition of the need for women's full participation in the process of economic, cultural and social development.

The core objective of this mid-term evaluation of the Plan of Action (1997-2001) is to lay the groundwork for a sustainable improvement in the status of women by effectively and consciously involving them in all areas of public and private life, including, and above all, in decision-making processes. We also explore the outlines of a new social contract for gender, one which has the goal of equal access for women and men to services, national resources and to management of the wealth our people generate. This evaluation aims also to monitor gender equality at all levels within the Government's policies and programmes.

The evaluation reviews the five priority areas which our people, civil society, communities, collective bodies and Government view as top priorities in order to ensure sustainable development through full participation by men and by women as set out in the Plan of Action. These five top priorities subsume the 12 critical areas of concern identified by the Dakar and Beijing platforms and adapt them to Senegal's individual characteristics.

The top priorities are thus in harmony with the commitment by the international community and individual States ... to advance the goals of equality, development and peace for all women everywhere in the interest of all humanity.

The Government of Senegal has undertaken to mainstream gender concerns in all programmes from the need-assessment stage.

In this regard, a number of activities have been successfully carried out in each of the priority areas and there have been major innovations that have brought out real constructive creativity. All of this has served to strengthen the implementation of the Plan of Action and to increase its sustainability. At the same time some major constraints and shortcomings have been identified in terms of actions, budgets and institutional mechanisms; they will have to be eliminated or rectified.

### Principal achievements and advances

#### In the economic, social and political field

- The State has appropriated 750 million CFA francs from the State budget to the National Federation of Women's Advancement Groups (FNGFF) to support economic activities of women's groups and individual women.
- A budget has been put in place by the State and the international community for specific activities to take care of a number of priority

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needs for women regarding access to basic social services, education and training through the Support Project for Women's Advancement Groups (PAGPF), the Women Members' Support Union/Human Resources Development Programme (USCF/PDRH) and the Technical and Technological Support Programme for Rural Women (PATTGER).

- Establishment and funding of projects for the socio-economic advancement of women and for poverty eradication, and development of a national poverty eradication programme.

#### Studies on setting up a women's financing and economic advancement agency

- Designation of focal points with responsibility for taking into account needs specific to women in each Ministry, and commitment to gender mainstreaming.
- Strategic option to promote women's leadership within the Ministry of Family Affairs, Social Action and National Solidarity.
- Effective involvement of non-governmental organizations, federations of women's groups and rural people's unions in developing national policy.
- Construction of community child-care facilities in rural areas and on the urban fringes.
- Establishment of community schools (SCOFI) specifically oriented towards girls between the ages of 9 and 14 giving them the opportunity to sit for competitive and other examinations leading to an education certificate.
- Development of a national safe motherhood protection and promotion plan.
- Establishment of reproductive health drop-in centres for adolescent girls (ADO) Centres and promotion of responsible sexuality amongst young people.
- Establishment of a policy to combat and eradicate female genital mutilation.
- Establishment of programmes for children in difficult life situations with strong emphasis on young girls.

#### In the legal field

- Organisation of awareness-raising and training seminars in gender issues for members of the Government, directors of Ministry departments, Deputies, senior members of the judiciary, raising awareness amongst judges and police officers concerning violence against women.

- Establishment of a Women's Rights Watchdog.
- Establishment of a project to enhance the status of women, etc.
- Adoption of a law on violence against women covering genital mutilation, sexual harassment, domestic violence, assault and battery of women, rape and paedophilia.
- Translation into local languages of various basic documents (Family Code, African Charter for Popular Participation in Development and Transformation, civics: electoral process, etc.).
- Establishment of legal assistance drop-in centres for women.

#### In the institutional field

- Personal and public commitment by the President to the problems faced by women.
- Institutionalization of the Interministerial Council on Women chaired by the Prime Minister.
- Strengthening of the Ministry of Family Affairs, Social Action and National Solidarity through the establishment of new departments within the Ministry and expansion of the Ministry's powers.
- Establishment of regional mechanisms to monitor the National Plan of Action and the situation of women at the regional level.
- National coordination of poverty eradication programmes.
- Implementation by the Council of Non-Governmental Organizations for Development Support (CONGAD) of a gender and development network and an AIDS and population health network open also to other actors.

The combined effect of all these policies and mechanisms, which were developed and implemented both by the State and its organs and by non-governmental organizations, other components of civil society and by communities, has been to provide women with increased access to basic services and to reduce the female illiteracy rate by 18 percentage points, from nearly 83 per cent in 1994/1995 to 64.9 per cent in 1999. It has also increased school enrolment rate for girls from between 34 per cent and 35 per cent in 1994/1995 to 52.9 per cent, reduced infant mortality, increased women's access to formal and informal credit, and increased their presence in decision-making bodies at both community and central levels (Government, Assemblies, communities, rural people's unions and so on).

The international community has provided steadfast support for the Plan of Action, whose budget of CFAF 25 billion over five years will basically be spent before the term is up just to meet current commitments, allocations and reallocations. Indeed, the need to update the budget in the light of women's

needs, which are as practical as they are immediate, is both urgent and imperative.

Today the objectives of gender equity and equality are a major priority, second only to poverty eradication. The most telling illustration of this is the improvement in the status of women and girls even though poverty continues to make their current living conditions insecure and limit their access to the same opportunities as men. The Government, communities, non-governmental organizations and women's groups have therefore made poverty eradication their first priority amongst the 12 critical areas of concern of the Beijing Platform for Action.

The areas where concern for gender equality has been most apparent are the fight against poverty and the feminization of poverty; literacy for women; and education for girls. On the other hand, in the areas of the law and decision-making, equitable division of social leadership and access to safe motherhood, much remains to be done (parental authority, rights and protection for women at work, high maternal mortality, and lack of health coverage for children, particularly in rural areas and on the urban fringes). The pointed lessons drawn from the analysis and evaluation of the five Plan of Action priority areas corroborate this exactly (see statistics).

Since Beijing, thanks to the efforts of the Ministry of Family Affairs, Social Action and National Solidarity and the non-governmental organizations and the support of the multilateral and bilateral agencies, a gender-sensitive approach has begun to be adopted and is gradually gaining acceptance in Senegal: the Ministry of Family Affairs, Social Action and National Solidarity has had its powers strengthened and expanded; a women parliamentarians action group has been established to take needs specific to women into account; feminist groups have multiplied; and combating violence against women (repudiation, torture, murder, rape and so on) has become part of the daily struggle for democracy. The public and private media and various training institutes for communicators (at the Institut supérieur de l'information et de la communication de Rabat, Morocco (ISIC) and the Université Cheikh Anta Diop de Dakar, Senegal (CESTI)) have also helped. An extensive network of traditional communicators, both male and female, has recently joined in the efforts to get the message across and to reinforce it.

Courses on gender issues currently form part of the curricula of students and trainees at universities and similar institutions (Cheikh Anta Diop de Dakar University, Saint Louis University, ISIC and CESTI), and research institutions (African Association of Women for Research and Development (AAWRD) and the Council for Development of Economic and Social Research in Africa (CODESRIA)) have also developed and implemented modules and mechanisms covering gender issues.

Although the current thinking and trends in the international community are broadly favourable to the advancement of women, structural adjustment policies, the debt burden, the globalization of markets and the scarcity of capital for productive and social investment are seriously affecting women's living conditions; women are constantly being marginalized as a result of unrestrained

competition. These phenomena also militate against social investment benefiting women and girls.

The summary information provided in the following tables provides an overview of the various actions taken and highlights strengths and weaknesses with a view to a possible reworking of the Plan of Action's objectives and strategies.

Financial measures

Budgetary aspects of action to promote gender equality and the advancement of women

The priority which the State attaches to gender equality and the advancement of women is reflected in the scale of the resources it allocates each year to the "quaternary sector" (education, health, population, advancement of women and so on) in the general operating budget and in the consolidated investment budget.

The quaternary sector's overall share in the general operating budget has remained constant even though the actual budget has increased slightly. The share of the budget allocated to the Ministry of Health and to the Ministry of Family Affairs, Social Action and National Solidarity increased by about 5.2 per cent in 1998 and 1999.

The table below shows various social Ministries' shares of the operating budget.

Ministries	1998		1999	
	CFAP (millions)	%	CFAP (millions)	%
Health	176 994 784	7.8	20 666 400	9.25
National Education	88 145 593	32.9	92 313 024	32.0
Youth and Sports	2 872 233	1.1	3 511 520	1.2
Family	790 320	0.3	1 361 014	0.5
Culture	990 700	0.4	1 209 774	0.4
Water	599 375	0.2	556 265	0.2

Source: Finance Bill for 1999/Ministry of Economic Affairs, Finance and Planning.

Consolidated investment budget (Triennial Public Investment Programme (PTIP))

On the basis of the estimates for 1996, the investment picture is as follows:

	'96 estimates (1)	'96 estimates, corrected (2)	Impl'ted '96 (3)	Impl. (4)	Total impl. (5.3.4)	Impl. rate '96 (5/1)	Totals corrected estimates (5/2)
Urban water & sewerage	47 343	21 528	4 936	250	5 186	112	24
Culture, youth, sports	3 099	1 974	3 538	0	3 538	114	179
Housing, town planning	4 676	9 876	7 943	58	8 001	171	80
Health, nutrition	13 513	11 142	9 438	132	9 570	70	86
Education, training	17 841	19 978	20 022	0	20 022	112	100
Social development	2 883	3 103	3 275	93	3 368	117	109
Administrative facilities	6 648	6 848	5 864	360	6 244	94	91
Studies and research	285	354	516	0	4 516	4 181	146
Support and reinforcement	1 223	16 539	24 875	348	25 223	207	153
<b>Total</b>	<b>108 601</b>	<b>91 444</b>	<b>80 427</b>	<b>1 241</b>	<b>81 668</b>	<b>75</b>	<b>89</b>

NB: Estimate '96: Concerns projects in the '96/'98 PTIP.

Corrected '96 estimate: Corresponds to the Programme's readjusted estimates drawn from the record of investments, 1996.

Implementation '96: Implementation of subscribed projects only.



In 1997, the budget estimates for the quaternary section were allocated as follows:

	Estimates '97	Implemented '97	Implementation rate '97
Urban water & sewerage	47 191	12 882	27
Culture, youth, sports	2 503	702	28
Housing, town planning	8 026	3 276	41
Health, nutrition	14 639	8 771	60
Education, training	27 051	24 179	89
Social development	3 444	1 626	47
Administrative facilities	10 810	7 341	68
Studies and research	791	449	57
	10 667	19 261	181
Total	12 172	78 574	632

An analysis by sub-sector of where investments have been made gives the following results for the social development sub-sector. CFAP 1,626 million was put into social development investment projects, an implementation rate of 47 per cent as compared to 117 per cent in 1996. Of this CFAP 1,626 million, 196 million came from domestic resources, 944 million in the form of a loan and 486 million in the form of donations. The investment amounts handled in 1997 were 2.7 per cent of the total investment in the quaternary sector as a whole. The amounts invested were down 52 per cent relative to the 1996 figure. For the 1997-1999 PTIP, the quaternary sector has 40 per cent of an overall budget of CFAP 841,110 million. The 1999-2001 PTIP provides for CFAP 969,661 million in investment. For the quaternary sector, CFAP 370,339 million in investment is planned, 38.2 per cent of the total. Of this, the social development sub-sector has CFAP 25,473 million, or 7 per cent of the total for the quaternary sector.

Looking at the projects and programmes to eradicate poverty (and for the economic advancement for women) under the Plan of Action, we can say that the CFAP 25 billion for the Plan of Action will have been completely spent by 2001.

The projects and programmes include:

1. Sub-Programme IV, Economic Advancement of Women, of the Expanded Poverty Eradication Programme financed by the United Nations Development Programme at a cost of CFAF 800 million out of the US\$ 7,240,000 estimated for the programme as a whole.
2. The Poverty Eradication Project/Action for Women, financed by the African Development Fund and the Nordic Development Fund at a cost of 18.6 million units of account, or CFAF 15 billion.
3. The Social Development Fund project for women and young people, to be financed by the World Bank for an estimated overall amount of US\$ 20,000,000, of which just 70 per cent is directly available.
4. The gender and development component of the national population programme, costing US\$ 280,000.

Under the heading of additional resources, we do hope that with the saving of CFAF 95 billion which Senegal has achieved during the 1998-2000 period through the 67 per cent reduction in its indebtedness with the Paris Club, substantial financial resources should be mobilized for social projects and programmes for women.

Overall, the priority which the State attaches to the quaternary sector has remained constant. Still, the lack of a method for analysing gender-disaggregated socio-economic data within the national planning system makes it impossible to assess women's real share in the quaternary sector. The social development sub-sector covers other projects that are not necessarily within the purview of the Ministry of Family Affairs, Social Action and National Solidarity.

However, new projects and programmes for poverty eradication and women's economic advancement, including the allocation of CFAF 500 million in 1998 and 1999 to purchase equipment to improve the lot of women, have made a tangible contribution to improving women's living conditions.

Mobilizing additional financial resources and mainstreaming gender and development within the national planning system are priority tracks for intervention in order to advance the socio-economic status of women from the point of view of equality and partnership with men.

Also, we need to rethink our procedures for organizing budget and arbitration conferences by emphasizing systematization of sectoral action and investment programmes by taking a programme approach and using performance indicators to improve evaluation of each year's investment measures.

#### GENERAL CONCLUSIONS

The process of developing the National Plan of Action for Women involved intense, high-level thought, concept-building and concertation between the various protagonists in sustainable development, namely, the State, local

communities, non-governmental organizations, women's advancement groups, the private sector and various other groups in civil society. The Plan of Action offers Senegal, for the first time, a symbiosis between all the actors in public and private life and makes possible a real synergy of intellects without discrimination on grounds of gender or ethnicity or of economic, social or political precedence.

Broad possibilities and opportunities for participation and reflection have been seized by a majority of women and men who never used to do such things. It was an intense moment that laid the groundwork in many different ways for cooperation between very diverse social and other categories.

Implementation of the Plan of Action, with the support of all the actors and partners in development, has brought about significant progress in policy for the advancement of women, as defined in the five areas of top priority for the Government. This has been taken up by all the strata and organizations involved in order to expand and extend the process that has been set in motion and the mechanisms already in place or in prospect.

In order to consolidate and give structure to all the expectations we have mentioned, it is necessary to:

- Strengthen the powers of the Ministry of Family Affairs, Social Action and National Solidarity through the effectiveness of its mainstreaming activities at the Government level and through its participation in all discussions between Government delegations and various development partners.
- Seek additional resources for the Ministry specifically for the Plan of Action and the advancement of women and girls at all levels.
- Enhance the skills of the human resources involved in implementing the Plan of Action.

If these conditions are fulfilled, the result will be the complete achievement of the objectives of the Plan of Action, and of those established at the Cairo, Beijing, Vienna, Rome and Copenhagen Conferences.

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