



REPORT
THE STATUS OF WOMEN IN PUBLIC
ADMINISTRATION
Gender gaps in central and local administration



United Nations | Department of Economic and Social Affairs



UN WOMEN

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ACRONYMS AND ABBREVIATIONS

ANSD: National Agency for Statistics and Demography

ACHPR: African Charter on Human and Peoples' Rights

CASE: Harmonized Framework for Monitoring and Evaluation of Public Policies

CCEMS: Workforce and Payroll Control Unit

CEDAW: Convention on the Elimination of All Forms of Discrimination Against Women

CEPSE: Studies, Planning and Monitoring-Evaluation Unit

CPM: Public Procurement Unit

DAGE: Directorate of General Administration and Equipment

DAT: Department of Territorial Planning

DCT: Department of Territorial Communities

DEEG: Department of Equity and Gender Equality

DOJ: Department of Justice

DPDT: Department of Territorial Development Promotion

DTAI: Department of Automatic Information Processing

GBV: Gender-based Violence

GEPA: Gender Equality in Public Administration

GRB: Gender-responsive budgeting

ICPD: International Conference on Population and Development

MCTDAT: Ministry of Territorial Communities, Development and Territorial Planning

MEN: Ministry of National Education

MESRI: Ministry of Higher Education, Research and Innovation

MFB: Ministry of Finance and Budget

MFPTSP: Ministry of Public Service and Public Sector Transformation

MINT: Ministry of the Interior

MoJ: Ministry of Justice

MSAS: Ministry of Health and Social Action

NGO: Non-governmental organization

OECD: Organisation for Economic Co-operation and Development

RAC: Joint Annual Review

SDGs: Sustainable Development Goals

SNEEG: National Strategy for Equity and Gender Equality

UNDP: United Nations Development Programme

UN DESA: United Nations Department of Economic and Social Affairs

UN WOMEN: United Nations Entity for Gender Equality and the Empowerment of Women

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Summary

Based on the main findings drawn from the processing of data obtained from various interviews with public sector stakeholders, particularly the target ministries and local authorities, this report provides an overview of the condition of women in public administration by taking stock of the gender gaps in central and local public administration. It is structured around two chapters.

Chapter I examines national and international legal frameworks in depth, based on an analysis of public policies and administration practices. Thus, it provides an analytical overview of gender gaps in public administration.

Chapter II raises the question of the representativeness of leadership within the administration. To do this, it takes stock of procedural and social constraints as well as the weight of culture and stereotypes which are serious impediments to women's career advancement and to reducing the gaps between women and men in strategic positions and/or decision-making.

Thus, this part made it possible to identify challenges accompanied by recommendations. Ultimately, the report concludes that despite the efforts made and the expressed State will, the gender ratio within the public administration is an extension of the existing social inequality and inequity that disadvantages women. Even if the rules are egalitarian, they do not often take gender into account. The rules are often neutral, general and without any consideration of gender. Added to this is the weight of stereotypes, social responsibilities and the gendered division of labour which often prevent women from being competitive and sometimes from assuming the responsibilities that should be theirs in the Senegalese public administration.



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INTRODUCTION

Gender equality refers simultaneously to the recognition that “women and men have different needs and priorities” and also to the fact that these two segments of the population should enjoy “the same opportunities to fully realize their human rights and the same capacities to contribute to national, political, economic, social and cultural development and benefit from the results”¹.

Based on this observation, Senegal has constantly offered a legal-institutional framework favourable to the promotion and protection of women's rights. To guarantee equality between men and women, the Constitution reaffirmed the principle of non-discrimination, in particular, discrimination based on sex. The fundamental law grants women the right of access to land, the right to decent living conditions, access to health and well-being, the right to have their property in the same way as their husbands, as well as the right to personal management of their property. It prohibits the forced marriage of minor girls or women and any discrimination between men and women in terms of employment and salary. To give substance to these rights and freedoms and strengthen their guarantees taking into account the evolution of society and current events related to women's rights, several reforms have been carried out to integrate a gender perspective into public life with a view to ensuring equal employment opportunities. The national legal system is consolidated by Senegal's accession and ratification of regional and international instruments (CEDAW ², Maputo Protocol³, Beijing Platform for Action, SDGs⁴, etc.). Favourable regulations and legislative policies have boosted the promotion of female leadership.

The principle of non-discrimination has a constitutional basis (Article 7(4) of the Constitution). The 1997 Labor Code prohibits all forms of discrimination and makes no distinction between men and women in terms of remuneration. Article 1 requires the State to guarantee equality of opportunity and treatment to all workers, without distinction of origin, race, sex or religion. Alongside this legal and regulatory framework, there is a national framework for economic and social policies, the Emerging Senegal Plan, to which the National Strategy for Equity and Gender Equality (SNEEG II / 2016-2026) is linked. There is also a circular from the Prime Minister's Office dated 26 March 2013 requesting sectoral ministries to take into account a gender perspective in their daily interventions. This was a strong signal for the creation of Gender Units at the ministry level⁵. In addition, decree 2017-313 of 15 February 2017⁶ establishing a general secretariat in the ministries specifies the institutional anchoring of the Gender Units.

Furthermore, even though progress has been noted at the legal and institutional levels, the fact remains that women are still marginalized in certain aspects of public life (See Chapter II, section I). While it is clear and indisputable today that women and girls have the right to go and

¹ Quebec Women and Development Committee of the Quebec Association of International Cooperation Organizations – AQOCI, “The institutionalization of gender: From theoretical conceptualization to practical implementation”, May 2008, in United Nations, “Report of the Economic Council and Social Affairs of the United Nations” 1997, A/52/3, 18 September 1997.

² Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) adopted by the United Nations General Assembly on 18 December 1979.

³ Protocol to the African Charter on Human and Peoples' Rights relating to the rights of Women in Africa (ACHPR Protocol) adopted in Maputo on 11 July 2003.

⁴ Sustainable Development Goals.

⁵ Internal mechanisms intended to facilitate the management of the differentiated needs of women and men in public policies.

⁶ See Decree 2017-313 of 15 February 2017, <https://ordredesavocats.sn/decret-n2017-313-15-fevrier-2017-instituant-secretariat-general-ministeres/>

stay in school, and to have a free choice between starting a family or having a professional career, certain beliefs remain tenacious and prevent many of them from accessing certain positions, especially those in decision-making bodies at the central and local public administration levels.

Despite the aforementioned beneficial measures, the distribution by gender of active workers in main employment in public administration shows a low presence of women in this sector. Indeed, they represent only a third of workers (33.6%) in the sector⁷ yet they are the majority in fields related to health, artistic and recreational activities⁸.

Why is there a gap between men and women in public administration despite all the efforts made? It is necessary to make a thorough diagnosis of the issue, by examining the regulatory framework around the status of women in public administration, before identifying the constraints that perhaps prevent it from achieving the expected objectives in the area of gender equality at all levels.

Thus, the project “*Capacity building for the promotion of the presence and leadership of women within public institutions at the national and local levels*” came to be implemented by the United Nations Department of Economic and Social Affairs through its Division for Public Institutions and Digital Government (UN DESA/DPIDG). It aims to support the development of action plans that prioritize gender equality and promote the career progression of women into leadership positions in public administration at national and local levels. This study was carried out as part of the project.

Public administration is made up of a set of services and structures pursuing and exercising an aim of general interest with means of action involving the use of prerogatives under the common law. In Senegal, the State has opted for a policy of progressive and irreversible decentralization through the Decentralization Act III, which promotes the emergence of full-fledged municipalities. In other words, this policy aims to create a system of local governance that supports improved management of public affairs by communities organized at the grassroots level. In pursuing this mission of promoting participatory local development, local authorities are supported by the Heads of administrative districts and officials of decentralized technical services of the State, pillars of deconcentration. They are governed by the principle of free administration enshrined in Article 102 of the Constitution of Senegal which states: “*local authorities constitute the institutional framework for citizen participation in the management of public affairs*”.

This report will not analyse the status of women working in administrative bodies governed by special laws, nor the bodies of magistrates or military personnel.

This report is structured around:

- a review of public administration policies and practices relating to gender parity at national and subnational levels;
- the identification of opportunities, challenges but also constraints to the advancement of women's careers in administration to lay out a set of challenges and recommendations.

⁷ National Agency for Statistics and Demography (ANSD). Integrated regional survey on employment and the informal sector (ERI-ESI), 2017

⁸ Ousmane Faye, “Study on gender integration in the simplified social protection system”, ILO-ONUFEMME, 2021.

Beforehand, it is necessary to take stock of the methodological approach used.



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Box 1:

Briefly, public administration can, in the context of this report, be considered as all the institutions that manage public affairs on behalf of the State and local authorities. “Persons who, appointed to a permanent position, have been established in a grade in the hierarchy of the bodies of the Administration⁹” can then be considered civil servants. Such people may belong to the central public administration, falling under the general status of civil servants (Law 1961) or, on the other hand, if they are attached to the local administration, they fall under the local civil service¹⁰(Law 2011).

⁹ Article 1, Law No. 61-33 of 15 June 1961 relating to the general status of civil servants.

Updated version 2005, available at

<https://www.ilo.org/dyn/natlex/docs/ELECTRONIC/47590/111007/F765876531/SEN-47590.pdf>

¹⁰ Law No. 2011-08 relating to the general status of civil servants in local authorities.

Preliminary chapter: Methodological reminder

This involves describing the methodological approach implemented to achieve the objectives and expected results.



Section I. Data collection approach and technique

In order to achieve the objectives, the collection of data focused on both a quantitative and qualitative approach. The gender equality in public administration (GEPA) analytical review framework developed by the United Nations Development Programme (UNDP) and the OECD and the addendum provided by UN DESA, various meetings held with the project team, as well as field research and report writing, inspired the approach. The quantitative and qualitative sources of information on which this report was based contained primary data collected directly in the field and secondary data taken from the documentation.

A. Documentary review

To prepare this report, all relevant documentation was reviewed: the Constitution, laws on gender equality, anti-discrimination laws (intersectionality, equal pay, etc.), the civil service personnel law, the civil service law, other legislation relating to personnel of the civil service, the strategic action plan for reform, a set of reports and studies from the ANSD as well as international organizations, in particular the United Nations and specialized agencies. In addition, the strategic gender documents (National Strategy for Equity and Gender Equality), the code of conduct for public administration personnel, the general code of local authorities, the gender audit reports of some target ministries and all relevant documents on gender in the public service were utilised.

Concerning international human rights law, treaties, documents and reports, also reviewed were: reports to treaty bodies or any document analysing the situation of gender equality and women's rights, international and regional conventions on women's rights, notably CEDAW, reports on sustainable development goals, public documents or texts on remuneration and human resources management in practice and in theory, reports from Commissions for gender equality, evaluation and control reports (examinations by the Supreme Control and Audit Institution, ministries, etc.), and existing surveys on civil service personnel regulations and human resources policies.

The document review made it possible to better understand the texts on the legal, institutional and even political framework of the administration. Some existing data were also recorded through cross-literature review.

B. Field data collection

1. Study targets and settings

The targets are distributed mainly in the central (Ministries, Agencies and Directorates) and local public administrations (Municipalities of Thiès, Saint-Louis and Tambacounda). It should be clarified that at the level of local administration, also known as local authorities, there is a portion of the staff that is elected and another that holds the status of civil servants; only the officials under this status are considered in the present report.

Because the main theme of the study is “Gender gaps in central and local administration”, the ministries in charge of the civil service and local authorities were the main partners. The Ministry of Family, Women and Child Protection, through the Department of Equity and Gender Equality (DEEG), was also a prime target as the structure responsible for implementing the National Strategy for Equity and Gender Equality (SNEEG) and coordinating gender policy at the government level¹¹. Six (6) other ministries were also targeted and added to complete the study at the central level¹².

Table 1: Target ministries, agencies, directorates and local authorities

| Ministries/Agencies/Departments | Local authorities |
|--|--|
| <ul style="list-style-type: none">- Ministry of Public Service and Public Sector Transformation (MFPTSP)- Ministry of Territorial Communities, Territorial Planning Development (MCTDADT)- Ministry of Family, Women and Child Protection (through the DEEG)¹³- National Agency for Statistics and Demography (ANSD)- Ministry of National Education (MEN)- Ministry of Higher Education, Research and Innovation (MESRI)- Ministry of the Interior (MINT)- Ministry of Health and Social Action (MSAS)- Ministry of Finance and Budget (MFB)- Department of Justice (DOJ) | <ul style="list-style-type: none">- Thiès- Saint Louis- Tambacounda (Sinthiou Malem) |

2. Individual interviews with senior managers

The interviews were carried out with high-level administrative officials and junior officials from ministries and other target institutions, namely agencies and directorates (ANSD-DEEG as public agencies) and three local government departments (Thiès-Tambacounda-Saint-

¹¹ It should be noted that the Ministry of Telecommunications was approached but the information collected at this level does not allow coherent conclusions to be drawn rigorously. Consequently, they are not considered within the framework of this report.

¹² These are the ministries of national education, higher education, research and innovation, health and social action, interior, economy, finance and budget and justice.

¹³ Directorate of Gender Equity and Equality

Louis)¹⁴.

Regarding the interviews, eleven (11) officials, including five (5) men and six (6) women from the targeted ministries, were interviewed to complete and deepen the study in the central administration.

Briefly, the individual interviews concerned the profile of people below:

1. executives and officials of the central and local public service
2. officials of the national statistics and demography agency
3. officials of the Ministry in charge of gender
4. official of the Ministry of Local Authorities
5. (Officials from the) Ministry of National Education (MEN)
6. Ministry of Higher Education, Research and Innovation (MESRI)
7. Ministry of the Interior (MINT)
8. Ministry of Health and Social Action (MSAS)
9. Ministry of Finance and Budget (MFB)
10. Department of Justice (DOJ)
11. coordinators of the gender units of target ministries

3. Focus groups and group discussions

Focus groups were carried out with employees of different ministries and other central and local public administration services. Each focus group consisted of a minimum of three (3) women.

1. Two (2) focus groups at the central level with seven (7) employees at the DEEG level and five (5) at the Ministry of Local Authorities level
2. One (1) focus group with 7 people at the local level in Tambacounda (Sinthiou Malême)

The distribution by gender of the discussion group modality was done in agreement with the UNDP Senegal focal point and taking into account the reality on the ground¹⁵.

The individual interviews and focus groups were recorded and fully transcribed for processing. Then, the information was classified, categorized and connected for analysis, evaluation, problem identification and proposed recommendations.

Section II. Data processing and analysis

• Sampling

The size of the sample was determined by the results of the quantitative and qualitative examination; the results obtained derive from the unequal distribution of men and women in the Senegalese public administration, particularly in the concerned ministries and directorates. The sample obtained in the end is not representative of the number of public administration personnel. The targets were obtained based on the reality on the ground and the availability of officials. Gender focal points were our priority.

¹⁴ In total, there were 28 men and 25 women from different ministries.

¹⁵ There were two focus groups at the central DEEG level, where we had two (2) women and five (5) men. At the local authority level, we had five (5) participants, all women.

The discussion group conducted at the Municipality of Tambacounda (Sinthiou Malême) was composed of four (4) men and three (3) women selected according to their status and their availability by the municipal secretary.

All data was collected based on individual interviews and focus groups with civil servants. In total, sixty-four (64) people were interviewed, including thirty-three (33) men and thirty-one (31) women.

Table 2: Distribution of officials from whom data was collected

| Sex | Number of officials from whom data was collected | Percentage (%) |
|-------|--|----------------|
| Men | 33 | 52 |
| Women | 31 | 48 |
| Total | 64 | 100 |

Source: UNDP 2023 survey data. The processing of data¹⁶ revealed an unequal distribution of male and female officials in public administration.

A. Approach and process

Data exploration was essentially based on content analysis. The data thus collected was validated through iterative and participatory processes of exchange with experts during the validation workshop and the UNDP focal point.

The data collected using quantitative tools was then processed. Its analysis made it possible to establish statistics, tables and figures, while the qualitative data was the subject of content analysis. It showed the heterogeneity and the different variations of the sample collected in relation to the presence of women in different sectors of the administration, taking into account different categories. The results of the analysis showed that there is a difference in the civil service between men and women both in quantitative terms (number of civil servants) and qualitative terms (grades and functions).

The qualitative data from individual interviews and documentation was the subject of a thematic content analysis, with themes defined in particular from the priority areas of the conceptual framework: recruitment, career paths, balance between professional life and private life, and other relevant aspects of women’s career development in public administration. This technique made it possible to verify - in order to confirm or deny, or even to deepen - certain information collected through individual interviews.

B. Limitations and crucial contribution of the documentary review

This research has some limitations linked not necessarily to the methodology adopted but to its prospective nature and the situation on the ground. According to our contacts, the Senegalese administration does not have disaggregated statistics published or available in research centres. Existing data is quite fragmented and difficult to access.¹⁷ In the respective departments, staff

¹⁶ Among the respondents, there are managers and employees (see Chapter I).

¹⁷ At the local level, repeated strikes by administrative staff coincided with the field survey. As a result, the targets were difficult to access. However, the Municipality of Tambacounda has filled the gap in this area as has the Administrative Director of the Municipality of Saint Louis who is also a specialist in the field of local government. Furthermore, a few officials, executives, or gender focal points, very aware of the status of women in the administration, were available and very committed to contributing to the study. Also, administrative staff,

are often doubtful and hesitant to share their data. The figures allowing the distinction between contract workers and civil servants remain difficult to access and are sometimes non-existent, particularly within local administration.

Likewise, the document review analysed figures from a study conducted by the ANSD on a different theme, which allowed for estimating the percentage of women in public administration. Gender audit reports produced by certain ministries also enriched the information in this report.

The review of the literature combined with the analysis of data made it possible to better understand the institutional framework for the advancement of women and gender parity, and to examine the policies and practices of public administration in this area at national and subnational levels, in order to identify procedural, cultural, and behavioural limitations and gender stereotypes and to lay out a set of challenges and recommendations.



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particularly gender focal points or coordinators, are sometimes too busy with the volume of activities and administrative tasks which also fall under their areas of responsibility and which sometimes prevent them from giving time to research requests; However, the most committed always manage to find a niche to meet expectations (see the recommendations on gender cells).

Chapter I: Review of legislation, policies and practices in public administration relating to gender parity at the national and subnational levels

This chapter will allow us to return to the gender perspective of the laws, policies, and practices of the Senegalese public administration and describe the gender gaps in this sector.

Section I: Review of the legal and institutional framework for the advancement of women and gender parity

The analysis of the gender gap in the administration can be understood by briefly recalling the legal and institutional framework before returning to the actual situation that justified the field data.

A. The overall framework for promoting gender equality

The overall framework refers to the general international and national legal framework on gender equality.

1. The international framework

Senegal is a party to all relevant conventions on human rights in general and women's rights in particular, notably: **the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)** and **the Maputo Protocol**. The State is committed to taking measures to eliminate all forms of discrimination against women in the political, economic, social, cultural and civil fields.

In December 2019, Senegal presented its eighth report to **the Committee on the Elimination of Discrimination against Women**. The said report is divided into two parts, one of which concerns the implementation of the provisions of Chapters I to IV of CEDAW, and the second concerning the status, difficulties and obstacles of implementing the recommendations as well as the measures taken to give effect to the provisions of CEDAW¹⁸.

Senegal is also a party to the Action Plan of the International Conference on Population and Development (ICPD), the New Partnership for Africa's Development and its "gender" component, the Additional Protocol to the African Charter on Human and Peoples' Rights relating to the rights of women in Africa or "Protocol on the Rights of Women" (2003). It is also a party to the African Union Solemn Declaration on Gender Equality (2004), the African Union Gender Policy (2009), Agenda 2063: the Africa We Want (2015); as well as the 2030 Agenda for Sustainable Development and its Sustainable Development Goals (SDGs), in which gender equality is a specific goal (SDG5), and transversally expressed in the 16 other SDGs through 54 indicators specific to gender.

2. The national framework

Senegalese legislation generally prohibits any form of discrimination between men and women. This principle of prohibiting discrimination has a constitutional basis (article 7 al 4 of the Constitution). In addition to the fundamental law, the principle of non-discrimination is taken

¹⁸ "Eighth periodic report submitted by Senegal pursuant to article 18 of the Convention, due in 2019" before the Committee on the Elimination of Discrimination against Women.

up by several other specific texts (New Labor Code of 1997, General Tax Code, Mining Code, etc.).

To strengthen female leadership in decision-making positions, Law No. 2010-11 of 28 May 2010 establishes “absolute parity between men and women in the institutions of the Republic, elected in whole or in part¹⁹”. It should be noted that the said law only applies to elective or partially elective functions, but it has an effect in public administration, because once women occupy decision-making positions, they promote laws in favour of women and, unofficially, this law has made it possible to increasingly take gender into account at all levels. Better still, elected officials can sometimes unofficially facilitate recruitment into the public service, especially at the local level. So, when we talk about the national framework for the advancement of women, we cannot ignore the said law. Several legislative and regulatory provisions have also been adopted to penalize violence against women, in particular sexual harassment and female genital mutilation, and to increase penalties for the offense of rape.

At the institutional level, Senegal has created a Ministry of Family, Women and Child Protection²⁰, responsible for ensuring effective progress in gender equality, economic and social development and Public Management. This policy is coordinated by the Department of Equity and Equality created by decree No. 2008-1045 of 15 September 2008.

Alongside this very encouraging legal-institutional framework, several public policies are being implemented to reduce the gender gaps in all sectors. Since 2005, Senegal has been in the process of implementing the **National Strategy for Gender Equity and Equality (SNEEG)** in order to translate, in the lives of citizens, the principle of equality between women and men enshrined in the Constitution. SNEEG aims to contribute to the establishment of an egalitarian society, without discrimination, where women and men will have the same opportunities to participate in economic and social life and enjoy the benefits of development. SNEEG is currently in phase II (SNEEG 2016-2026).

The development of initiatives for the internal promotion of gender integration in sectoral policies, programs and projects is also supported in other public policies. It is in this sense that the **Prime Minister's Office circular No. 009159 of 26 March 2013** invites the various ministerial departments to ensure that gender is taken into account in their sector. Thus significant progress has been noted with the creation of gender units in ministries²¹. The number of units is 31²², bringing the proportion of ministries with gender-responsive mechanisms from 88.23% in 2022 to 91.17% in 2023, an increase of 2.94 percentage points²³.

Since 2016, a Gender Budget Document (DBG) has been regularly developed and accompanies the initial finance bill. **Gender-responsive budgeting (GRB)** is a tool allowing gender to be taken into account in the budgets of ministerial departments and public programs. It is a new accounting method aimed at making visible the impact of public policies on women, and at all

¹⁹ For more information, see https://www.ilo.org/dyn/natlex/natlex4.detail?p_lang=&p_isn=85355

²⁰ For more information, see <https://www.sec.gouv.sn/publications/lois-et-reglements/decret-ndeg-2022-1796-du-26-sept-2022-relatif-aux-attributions>

²¹ Gender Cells are coordinated by gender focal points or gender division heads. They are responsible for ensuring that gender is respected and taken into account in the public policies of their ministry. They also work on disaggregated data in conjunction with technical and financial partners.

²² Gender units (cells) exist in ministries at the national level. They work with gender focal points or gender division heads. It is with them that we collaborated as part of this study. They are responsible for ensuring respect and consideration of gender in the public policies of their ministry. They also work on disaggregated data in conjunction with technical and financial partners. In practice, however, they face many challenges.

²³ Lux Dev-Luxembourg Agency for Development Cooperation, an internal document produced by Elisabeth GUEYE, an expert on gender equality in Senegal, 2021.

stages of the budgetary process. It involves identifying gender disparities in all actions that make up the program as well as proposing and budgeting activities aimed at correcting these disparities in budgetary decisions.

To ensure effective monitoring of the implementation of public policies, the government of Senegal set up the Harmonized Framework for Monitoring and Evaluation of Public Policies (CASE) by decree No. 2015 – 679 of 26 May 2015. The latter is based on an automated technical platform that has the effect of monitoring and evaluating the results recorded in the different sectors. It is with this in mind **that a Joint Annual Review (RAC)**, whose objective is to share the annual performance of economic and social policy, is organized with the involvement of all stakeholders. The RAC highlights key progress taking into account current issues and context while taking stock of cross-cutting themes such as gender.



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B. The specific framework for promoting gender equality in public administration

The promotion of gender equality remains apparent within both the central and local civil service.

1. The principle of non-discrimination within the public service

❖ Non-discrimination within the central civil service

Law No. 61-33 of 15 June 1961 relating to the general status of civil servants, updated (2005 version) stipulates:

Box 2:

“Any distinction between the two sexes is prohibited with regard to the application of this statute subject to the special provisions to be provided for by the particular statutes²⁴”. This ban on discrimination is extended to tax matters with the establishment of the principle of equality

²⁴ Article 8, Law No. 61-33 of 15 June 1961 relating to the general status of civil servants, updated 2005 version

by the General Tax Code with law 2008 – 01 of 8 January 2008. This law eliminates joint taxation in the couple and ensures the wife's complete fiscal autonomy.

The personnel of the central civil service is governed by Law No. 61–33 of 15 June 1961, on the general status of civil servants, version updated in 2005. This law applies to “persons appointed to a permanent position or established in a grade of the hierarchy of administrative bodies except magistrates, military personnel and civil servants whose status is regulated by special laws.” Any distinction between the two sexes is prohibited in the application of this statute subject to the special provisions provided for by the particular statutes²⁵.

❖ **Non-discrimination within the local public service**

Under the terms of Article 10, paragraph 1 of the **General Code of Local Authorities**, “local authorities have staff whose status is determined by law”. It is to address such a concern that **the law on the general status of civil servants in local authorities is enacted**²⁶. At the end of Article 9 of this law, it is stated that “no distinction for the application of this law is made between the two sexes subject to the special provisions of the law”.

Box 3:

From the outset, the regulations governing the local civil service have been largely inspired by those of the central civil service, and the key principles, particularly those relating to non-discrimination between the sexes, remain unchanged.

2. Non-discrimination in policies and practices within the public service

❖ **Compensation**

Regarding remuneration, the law makes no distinction between men and women. Article 27 provides that “every civil servant is entitled, after service, to remuneration comprising: - salary; - residence allowance; - supplements for dependents. Allowances representing costs or justified by constraints or risks inherent to the employment may be added to the salary, as well as the differential allowance provided for in Article 24 and, in the event of authorized accumulation, the remuneration of the second job. (...). According to a civil servant *“women and men benefit equally from remuneration, such as bonuses and other allowances*²⁷”. The salary of civil servants is determined by reference to the value of the base index of the public salary scale. The answers obtained during the field survey were conclusive: *“there is no distinction linked to sex in remuneration within the civil service* ²⁸”.

Remuneration does not depend on gender but rather on hierarchy, responsibility and position. At the central and local civil service levels, remuneration is governed by texts which do not take gender into account. Remuneration in the public service is never determined by gender. There is pay equality.²⁹

²⁵ Ibid. (Article 8 Law No. 61-33 of 15 June 1961)

²⁶ Law No. 2011-08 of 30 March 2011

²⁷ Focus group, Sinthiou Malême Municipality, March 2023.

²⁸ Interview with a central administration executive, March 2023.

²⁹ Although interviews carried out in preparation for this study indicate that salaries are distributed fairly between men and women in the civil service, it should be noted that pay gaps between men and women can be examined in different ways. At the individual level, the basic principle is equal pay for the same positions, but at the collective level, it is important to check whether there is a gap between the average salary of female civil servants and that

❖ Recruitment

Regarding the recruitment procedure at the civil service level, it proceeds as follows: “during the entire year, the different ministries express their needs based on the deficiencies noted in their services, which are transmitted for examination, to the Workforce and Payroll Control Unit”³⁰ (CEMS). These expressed needs are gathered and examined by the arbitration committee according to the availability offered. Under this procedure, quotas are allocated to the various ministries with a particular interest in the health and education sectors as well as structuring sectors of financial management and justice. Once the Ministry of Public Service and Public Sector Transformation (MFPTSP) is notified of the quotas, the procedure for filling these positions is opened and initiated. This procedure is divided into three phases: publication of the recruitment notice; the selection procedure by the National Recruitment Commission; the publication of the results of the selection and the taking of subsequent acts. The principle of non-discrimination applies throughout the procedure.

Also, there is a recruitment procedure which is done through direct or indirect competitive exams, in which any candidate meeting the criteria can participate³¹.

The direct access competitive exam is open to all citizens, unlike the indirect or professional competitive that is open to civil servants³².

❖ Leave, permission, or absence regime

Under the terms of Article 29 of decree No. 63-0116 of the MFPTSP dated 19 February 1963 relating to the system of leave, permission and leave of absence for civil servants, “*a female staff benefits from leave with pay for childbirth and breastfeeding. At her request, supported by a medical certificate issued by a doctor or midwife, the person concerned will be placed on maternity leave, at the earliest six (6) weeks before the expected date of delivery. This leave, regardless of the date it begins, will end eight (8) weeks after childbirth. If, at the end of this eight-week period, the person concerned is not able to return to her duties, she may obtain, upon production of a medical certificate issued by a doctor, sick leave or medical rest*”.

Article 2 of the same decree provides that an active civil servant is entitled to annual leave with pay for thirty consecutive days after eleven months of completed service. The administration has complete freedom to stagger annual leave in the best interests of the service. Splitting of leave may be granted upon a reasoned request from the civil servant, though the Administration may oppose this splitting if the interests of the service so require.

“*Civil servants responsible for families will be able to benefit from priority in the choice of annual leave periods. Under no circumstances may travel time be added to the duration of leave, as determined above.*”

This provision allows women to choose opportune times to better manage certain family responsibilities. They also benefit from the possibility of extending their maternity leave under the conditions provided for by law.

of male civil servants, which could also reveal gender bias in the allocation of jobs/positions. Gender neutrality can hide gender blindness.

³⁰ <https://www.etudier.com/dissertations/Proc%C3%A9dure-De-Recrutement-Dans-La-Fonction/557740.html>, accessed 30 December 2022.

³¹ Interview with a central administration executive, March 2023.

³² Competitive exams are exams that are taken and graded by experts. Direct competitive exams are organized for non-civil servants holding a general, technical or professional diploma, and indirect competitive exams are open to civil servants who have at least three (3) years of service in their grade. Internal promotions are graded by the department head, who has discretionary power.

❖ Promotion and advancement of staff

At this level, two processes seem to emerge, internal promotion and automatic advancement.

Regarding internal promotion conditions³³, they depend on the unilateral decision of the department head.

The dimension of personal relationships between an employee and his/her superior can be decisive in terms of internal promotion, but in principle, the respondents noted, there is no difference in the promotion requirements between men and women³⁴. The promotion conditions that allow employees to access higher levels in a department or directorate are numerous and diversified. Respect for fairness and equality is required and the promotion requirements for men and women are almost identical for both national and provincial civil servants³⁵. The conditions for promotion are competence, merit and seniority.

Automatic promotions often occur in terms of deadline and level and they are carried out, under the auspices of the annual joint commission, based on the evaluation sheets of the officials who comply with requirements such as attendance, commitment, skill, etc.³⁶. At the commission level, depending on the score obtained, the official can easily access a higher rank. Diploma and experience play a fundamental role in promotions according to the category or grade³⁷.

For capacity building, there are leadership mentoring opportunities for male and female employees³⁸, notably on: the best chances of success, tailor-made support, impartial feedback and personal development, quality management, etc. The selection of training for the benefit of aspiring civil servants is done in a very logical manner by referring to the capacity-building document developed according to the needs of the officials³⁹. As certain training courses are part of the missions of certain ministries such as that of women, they are regularly organized to strengthen the capacities of the population in order to multiply good practices related to gender, the protection of women and children and the fight against gender-based violence (GBV). However, such training is often intended for non-governmental organizations (NGOs), associations, feminist leaders, local elected officials, notables, young people and other community stakeholders. They rarely cater to ministry staff. At the Ministry of Finance and Budget, the Department of Automatic Information Processing (DTAI) offers digital training to civil servants who request it⁴⁰.

³³ See the point on recruitment to distinguish between recruitment and promotion in the civil service.

³⁴ This assertion is what emerges from the document review, interviews and the validation workshop of the said report. The civil service standard does not pose a problem, but its application. The rule is general and impersonal, therefore non-discriminatory, but its implementation is problematic for the status of Senegalese women.

³⁵ Interview with a public administration executive, March 2023.

³⁶ According to a local civil service official, the evaluation is carried out according to the following process: “we refer to the evaluation sheet. It includes the official's performance, the official's skills and the official's work behaviors. The sheet allows for assessing the added value and the workload allocation of the official. The evaluation sheets are sent to the hierarchical managers, but the official has the right to review the sheet and he has a right to contest the form. They are countersigned by the officials. According to the principle of evaluation sheets, the score must be communicated to the official. And depending on the sections, the official has the right to review and appeal to contest the grades. (When we talk about requirements here, we are referring to the regulations, the legal or administrative framework. At this level, the observation is that there is no discrimination, but in practice there is discrimination and this is analyzed in the last part of the report.)

³⁷ Interview with a central administration executive, July 2023.

³⁸ See Chapter II of the report.

³⁹ If it is a police officer, a teacher, or a civil administrator, there are documents for capacity building. Each aspiring civil servant admitted to a specific position such as those from the *grandes écoles*, receives specialized training: Énarques, police officers, teachers, etc. each benefit from training tailored to their profiles.

⁴⁰ Interview with a central administration executive, March 2023.

In principle, there is no gap in the regulations or nomenclature of capacity building, but in practice, women's occupations related to maternity, caregiving and domestic work can prevent them from rigorously following capacity-building activities⁴¹.

Section II: Gender gaps in public administration (in figures)

In Senegal, the central and local public administration plays a crucial role in the management of state affairs and the implementation of public policies. However, the low involvement of women in the process of managing political affairs at the national and local levels limits the effectiveness of the policies implemented. In other words, women remain a large minority compared to men in these institutions. This is reflected even at the highest administration level.

A. Overview of the gender gaps at the central level

The analysis of gender inequalities in the workforce of national institutions is carried out in two phases and based on the figures available. Thus, for some of the Ministries, the analysis is carried out according to the roles of executive and non-executive (the Ministry of Territorial Communities, Development and Territorial Planning, the MFPTSP, the ANSD and the DEEG); another part is analysed exclusively from the angle of positions of decision-making or responsibility (Ministry of Justice, Ministry of National Education, Ministry of Higher Education, Ministry of Finance, Ministry of the Interior and the Ministry of Health).

1. Analysis according to executive/non-executive roles

State officials in the A, B, C and D hierarchies can be considered as executives in the administration, while non-executives are civil servants in the E hierarchy⁴².

a) Overall analysis according to executive/non-executive prole

Table 3: Distribution of staff by gender in target ministries, agencies and directorates⁴³

| Ministries/ Agencies and Directorates | Numbers and percentages of professional categories and genders | | | | | | | | Total number |
|---|---|----|-------|----|-----------------------|----|-------|----|-------------------------|
| | Executives | | | | Non-executives | | | | |
| | Men | % | Women | % | Men | % | Women | % | Total |
| Ministry of Territorial Communities, Development and Territorial Planning | 41 | 59 | 29 | 41 | 52 | 44 | 67 | 56 | 189 |
| Ministry of Public Service and Public Sector Transformation | 34 | 68 | 16 | 32 | 117 | 61 | 76 | 39 | 243 |
| National Agency for | 139 | 76 | 45 | 24 | 89 | 74 | 32 | 26 | 305 |

⁴¹ Interview with a central administration official, July 2023.

⁴² See law No. 61-33 of 15 June 1961 relating to the general status of civil servants.

⁴³ These are the MFPTSP, the Ministry of Local Authorities the DEEG and the ANSD.

| | | | | | | | | | |
|---|------------|----|-----------|----|------------|----|------------|----|------------|
| Statistics and Demography | | | | | | | | | |
| Directorate of Equity and Gender Equality ⁴⁴ | 4 | 40 | 6 | 60 | 7 | 54 | 6 | 46 | 23 |
| Total | 218 | | 96 | | 265 | | 181 | | 760 |

Source: UNDP 2023 survey data.

An overview of the distribution of men and women in public administration shows a disparity in ministries, agencies and directorates⁴⁵. Men are the majority: for a workforce of 760 employees, they number 485, or 64%, compared to a workforce of 277 women, or 36%. This inequality is found in professional categories. Male executives are far more numerous than female executives, respectively 69% of executives compared to women's 31%. However, for the non-executive category, 59% are men and 41% are women.

- **Gender distribution of roles in percentage terms in target ministries, agencies and directorates⁴⁶**

| Sex | Profiles in % | |
|-------|---------------|----------------|
| | Executives | Non-executives |
| Men | 69% | 59% |
| Women | 31% | 41% |
| Total | 100% | 100% |

Source: UNDP 2023 survey data.

b) Specific analysis of distribution according to executive⁴⁷/non-executive roles

- ❖ Ministry of Territorial Communities, Development and Territorial Planning

In this Ministry, the percentage of executives who are men is far greater than that of women, respectively 59% versus 41%. However, among non-executives, the percentage of women is significantly higher, at 56% compared to men's 44%. On the other hand, the differences remain small compared to the general trend. It is useful to mention that a high number of women in a ministry, department or agency does not reflect the weight of their decision-making power; they are often relegated to less strategic positions. Indeed, for functions and positions of responsibility in the said ministry, at the level of the cabinet, the general secretariat and the directorates, the disparities to women's disadvantage are clearly large. Apart from cabinet

⁴⁴ It is a department of the Ministry of Family, Women and Child Protection.

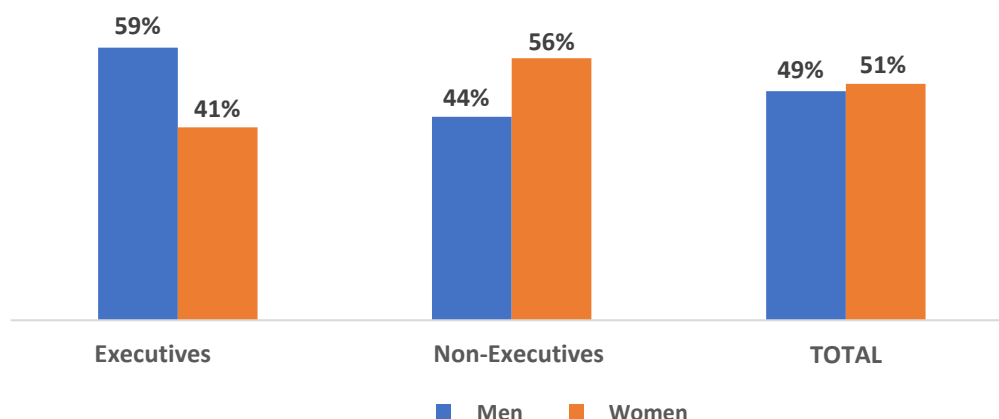
⁴⁵ This is the first phase of analysis which only concerned the Ministry of Territorial Communities, Development and Territorial Planning the MFPTSP, the Ministry of Local Authorities, the DEEG and the ANSD.

⁴⁶ The table is the aggregation of the figures in Table 3 according to the categories of manager and non-manager.

⁴⁷ In this report, those who are in the A hierarchy and exercising public functions are considered as executives.

management and departmental technical advisors, women occupy relatively less important roles as evidenced by the figure and table below⁴⁸.

Figure 1: Distribution according to category and sex of the staff of the MFPTSP



Source: UNDP 2023 survey data.

Table 4: Distribution of responsibilities at the MFPTSP for hierarchy A in 2022⁴⁹

| Level and function (MCT) | Number of civil servants hierarchy A | |
|-------------------------------|--------------------------------------|----|
| | M | F |
| Minister | 1 | - |
| Chief of Staff | - | 1 |
| General secretary | 1 | - |
| Department technical advisors | 4 | 2 |
| CPM | - | 1 |
| Mail Office | - | 2 |
| IAL | 1 | - |
| CEPSE | 1 | - |
| DCT | - | 1 |
| DAT | 3 | 3 |
| DPDT | 16 | 10 |
| DAGE | 1 | - |
| Total | 28 | 20 |

Source: UNDP 2023 survey data.

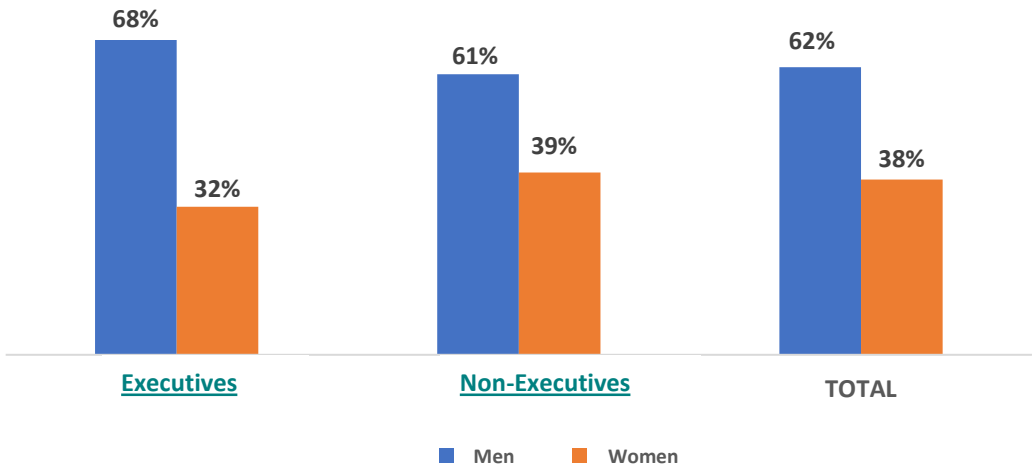
❖ Ministry of Public Service and Public Sector Transformation

⁴⁸ Management positions are positions often falling within the A hierarchy. But there are higher, more influential and more strategic positions, notably the chief of staff who is more or less the minister's second in command, and the administrative and financial director. These are very technical positions and are occupied by men in this ministry. So, beyond the executive/non-executive roles, the power of decision-making is highlighted here.

⁴⁹ Grade A civil servants in ministries have not been compared in this report.

Within the **MFPTSP**, out of a workforce of 243 people, men number 151, or 62%, compared to 92 women, or 38%. This gap is much greater in the executive category, which is 68% male and 32% female. This high rate of male representation is also found in the non-executive category which is 61% male and 39% female. Three (3) women are directors (the Director of Cabinet, the Director of Career Management and the DAGE) and three (3) others occupy strategic positions (the coordinator of the Gender and Equity Unit, the coordinator of the Procurement Unit and the Head of the Reception and Information Service).

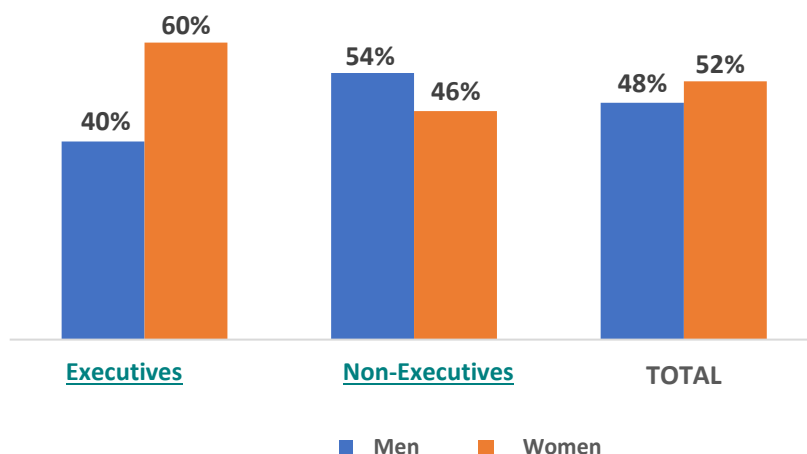
Figure 2: Distribution according to category and sex of the workforce of the MFPTSP



❖ the Directorate of Equity and Gender Equality (Ministry of Family, Women and Child Protection)

Out of a workforce of 23 officials, women number 12, or account for 52%, compared to 11 men, or 48%. From the angle of professional categorization, we note a majority presence of women executives at the DEEG level, at 60%, compared to men’s 40%. Of the 7 people who took part in the group discussion (focus group), five (5) were men and two (2) women. The two women present, although having many years of experience, occupy relatively less strategic positions. The five men’s seniority varies from less than one year to four years, and they hold more important responsibilities than the aforementioned women. From a general point of view, the disparity noted in the focus groups in favour of men contrasts with the composition of the overall workforce of DEEG staff. It is to the advantage of women by more than one person. This situation is easily explained by the objectives that led to the creation of the DEEG. The main motivation was to work towards gender equity and equality in all sectors; the SNEEG being the main tool put in place to steer the implementation of this objective at the level of the Ministry of Family, Women and Child Protection.

Figure 3: Distribution according to category and sex of DEEG officials

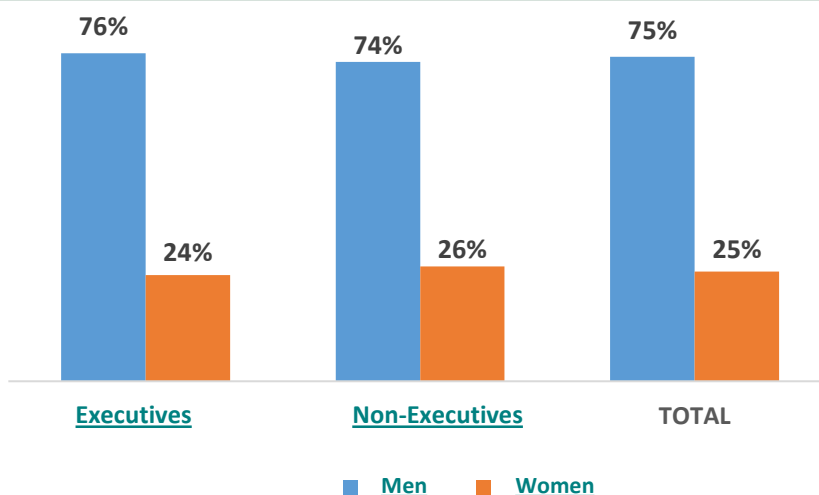


Source: UNDP 2023 survey data.

❖ The National Agency for Statistics and Demography

At the level of the National Agency for Statistics and Demography (ANSD), the situation is not very different. The Agency is made up of a staff of three hundred and five (305) individuals unequally distributed across six (6) departments, four (4) of which are headed by men compared to two (2) headed by women. In terms of staff also, men are in the majority and constitute 75% compared to women's 25%. The same difference is evident among non-executives, where men account for around 74% and women 26%. Two-thirds of the agency's staff are men.

Figure 4: Distribution according to category and sex of ANSD staff



Source: UNDP 2023 survey data.

Box 4:

In the ministries as well as at the agency level, particularly at the ANSD, men maintain their strategic influence through the directorates which are often under their supervision, but also through executive positions and even non-executive positions. The profile necessary to occupy strategic positions at the ANSD may also be one of the reasons. Statistical engineers, in

principle, come from scientific series, but we know that the traditional distribution of roles according to sex is also manifested in the academic world, where only a minority of women engage in scientific and technological disciplines. Gender-related prejudices hinder the progress of women and girls in education in general and scientific fields in particular.

2. Additional analysis of distribution according to decision-making positions

The analysis of the number of men and women in the ministries listed in the table below completes the first phase of the research which followed the approach of looking at decision-making positions and responsibilities. The data thus obtained is disaggregated by function and not by executive and non-executive status. In other words, this section examines the presence of women in the upper hierarchy.

a) Overall analysis

Table 5: Distribution of male and female staff in five ministries⁵⁰

| Ministries | Numbers and percentages in ministries | | | | Total number M/F |
|---|---------------------------------------|-----------|------------|-----------|------------------|
| | Men | % | Women | % | |
| Ministry of National Education (MEN) | 299 | 83 | 62 | 17 | 361 |
| Ministry of Higher Education, Research and Innovation (MESRI) | 150 | 62 | 92 | 38 | 242 |
| Ministry of Health and Social Action (MSAS) | 128 | 85 | 22 | 15 | 150 |
| Ministry of the Interior (MINT) | 354 | 91 | 34 | 9 | 388 |
| Ministry of Finance and Budget (MEFB) | 279 | 94 | 19 | 6 | 298 |
| Total | 1210 | 84 | 229 | 16 | 1439 |

Source: UNDP 2023 survey data

In the central administration, at the ministry level, men dominate in number. The table above shows an unequal distribution of men and women across the board. In fact, out of a total workforce of 1,439 listed officials, there are six times more men than women. Men number 1,210 professionals, or 84% of all staff, compared to only 229 women, or 16%. This unequal representation has a considerable impact on the occupation of positions of responsibility and decision-making in the different directorates and services of the ministries concerned.

b) Specific analysis

❖ Ministry of National Education

Table 6: Distribution according to responsibilities at the Ministry of National Education in 2021

| | Male/female workforce and M/F percentages | Total number |
|--|---|--------------|
| | | |

⁵⁰ The Ministry of Justice constitutes the 6th ministry. However, it does not appear in this table because the data obtained is not disaggregated by sex except, but only available as a percentage.

| Positions of responsibility and management at the Ministry of National Education | Men | % | Women | % | M/F |
|---|------------|-----------|--------------|-----------|------------|
| Ministerial office | 3 | 75 | 1 | 25 | 4 |
| Management/chief of staff | 0 | 0 | 1 | 100 | 1 |
| Technical Adviser | 4 | 80 | 1 | 20 | 5 |
| General Secretary | 0 | 0 | 1 | 100 | 1 |
| General inspection | 0 | 0 | 1 | 100 | 1 |
| General inspectors distributed among 19 disciplinary colleges | 58 | 85 | 9 | 15 | 67 |
| Central directorates (DEE and DALN) | 10 | 83 | 2 | 17 | 12 |
| Head of Division | 30 | 90 | 3 | 10 | 33 |
| Head of office | 126 | 78 | 35 | 22 | 161 |
| AI Directorate | 13 | 81 | 3 | 19 | 16 |
| IEF Directorate | 55 | 92 | 5 | 8 | 60 |
| Total | 299 | 83 | 62 | 17 | 361 |

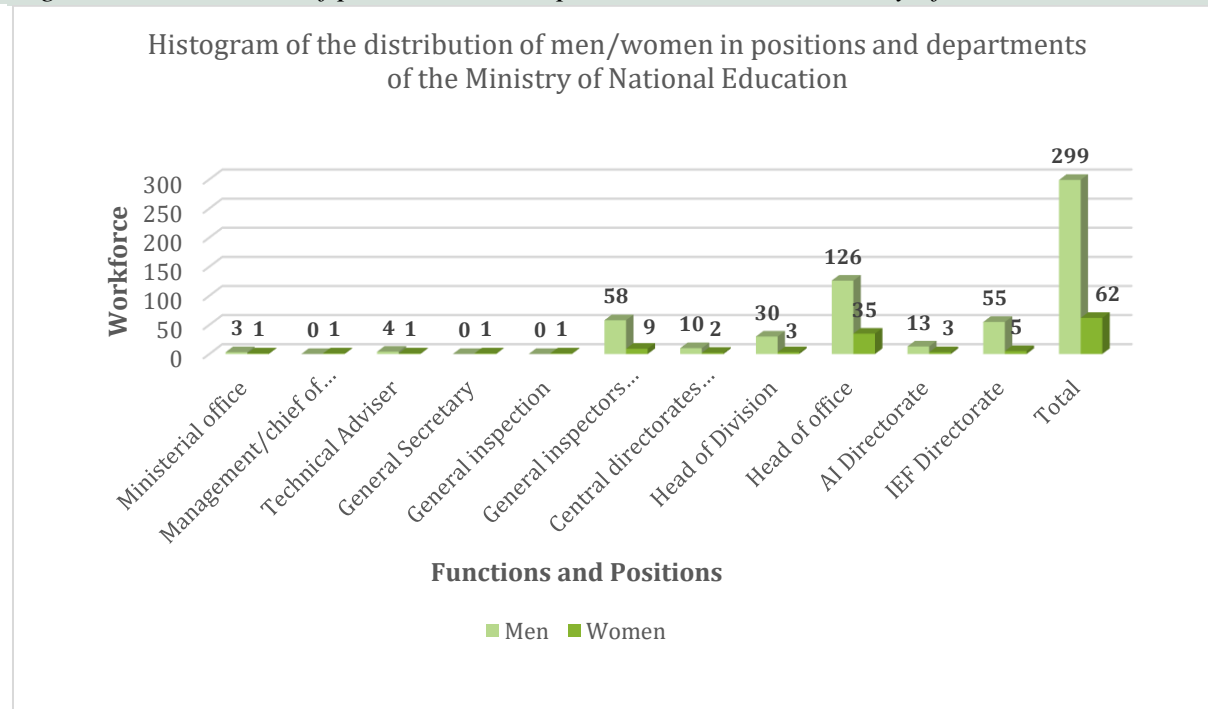
Source: UNDP 2023 survey data

At the level of the Ministry of National Education (MEN), out of a total workforce of 361 officials, women number only 62, or 17% of all staff, compared to 299 men, or 83%. At first glance, women are present in all positions of responsibility, going so far as to have rates of 100% in certain positions (of which there is only one), unlike men, who are absent in three positions of responsibility in particular: the position of chief of staff, secretary general and inspector general. However, this representation hides enormous disparities.

Men remain far more numerous in the directorates, comprising between 75% and 92% of staff (in IEF management, among general inspectors spread across 19 disciplinary colleges, etc.), unlike women, who account for 22% or less of staff (head of office). The latter remain under-represented in the highest positions of responsibility in the ministry, requiring concrete political and programmatic measures to increase their participation and progress towards gender equality in management positions. Based on this observation, a senior executive believes that: “*the analysis of existing policies regarding the selection and assignment of directors of entities can help to highlight the structural obstacles that women can face*⁵¹”.

⁵¹ Interview with a central administration executive, Dakar, July 2023.

Figure 5: Distribution of positions and responsibilities at the Ministry of National Education



❖ Ministry of Higher Education, Research and Innovation

Table 7: Breakdown of staff by gender at the Ministry of Higher Education, Research and Innovation in 2023⁵²

| Gender | Number | % |
|--------|--------|-----|
| Male | 159 | 63 |
| Female | 92 | 37 |
| Total | 251 | 100 |

Source: UNDP 2023 survey data

As in MEN, the Ministry of Higher Education, Research and Innovation (MESRI), has the same disproportionate representation of men. Indeed, in 2023, out of a workforce of 251 employees registered in the ministry, there are 159 (63%) compared to 92 women (37%). This difference is reflected in the occupation of positions and departments.

Moreover, in 2022 (MESRI/RAC/2022), in higher education, the thirteen directorates and services are almost all majority occupied by men. The parity index remains too low in decision-making bodies, disfavours women who only represent 33% of national directorates and project and program coordinators and are even absent in eight (8) directorates and services⁵³, while all are subject to workloads and working hours based on equal treatment (beyond maternity) and productivity.

⁵² In relation to the collection logic, it was not possible to obtain data disaggregated according to positions of responsibility.

⁵³ These are the functions of minister/minister attached to the minister, General Secretary, Chief of Staff, General directors, Agency Directors, Technical Advisors to the Minister, Director of General Administration and Equipment and Inspector of Administrative and Financial Affairs. The positions of heads of regional services and heads of departmental services are not occupied equally by men and women.

❖ **Ministry of Health and Social Action (MSAS)**

Table 8: Distribution according to positions and directorates at the Ministry of Health and Social Action in 2022

| Functions and positions of responsibility at MSAS | Number and % at MSAS | | | | Total workforce M/F |
|--|----------------------|-----------|-----------|-----------|---------------------|
| | Men | % | Women | % | |
| Minister / Minister attached to the Minister | 0 | 0 | 1 | 100 | 1 |
| General Secretary | 1 | 1 | 0 | 0 | 1 |
| Chief of Staff | 1 | 100 | 0 | 0 | 1 |
| General directors | 1 | 33 | 2 | 67 | 3 |
| National Directors | 12 | 80 | 3 | 20 | 15 |
| Agency Directors | 0 | 0 | 1 | 100 | 1 |
| Technical Advisors to the Minister | 2 | 100 | 0 | 0 | 2 |
| Director of General Administration and Equipment | 1 | 100 | 0 | 0 | 1 |
| Inspector of Administrative and Financial Affairs | 1 | 100 | 0 | 0 | 1 |
| Project and program coordinators | 3 | 60 | 2 | 40 | 5 |
| Heads of regional services (social action, hygiene brigades) | 26 | 96 | 1 | 4 | 27 |
| Heads of departmental services (social action, hygiene brigades) | 74 | 90 | 8 | 10 | 82 |
| Cell coordinators | 6 | 60 | 4 | 40 | 10 |
| Total | 128 | 85 | 22 | 15 | 150 |

Source: UNDP 2023 survey data

In the directorates and services of the Ministry of Health and Social Action (MSAS/RAC/2022), the senior functions are mainly occupied by men, who number 128 (85%) compared to only 22 women (15%). The low rate of women's representation in decision-making reflects the imbalance that exists in the application of gender equality rules in decision-making spheres. Thus, women then find themselves holding less relative and absolute value. At the central level of hospital and district management in the regions combined, men are predominant. The vast majority perform the role of head doctor, which according to a doctor is justified by the fact that: *“each time we put a woman as head of department, the service does not work properly. Women are absent too much and they always have motherhood, children, baptism or marriage as an excuse even though we are in a key sector. Health is a life that is at stake and when we are dealing with a woman it is very sensitive”*⁵⁴. However, today there is a trend of greater numbers of women being promoted to director.

In addition, at the level of health posts, most heads of posts are held by men. Out of a total of 1,305 structures, there were 828 men, or 62%, compared to 512 women, or 38%. Head nurses

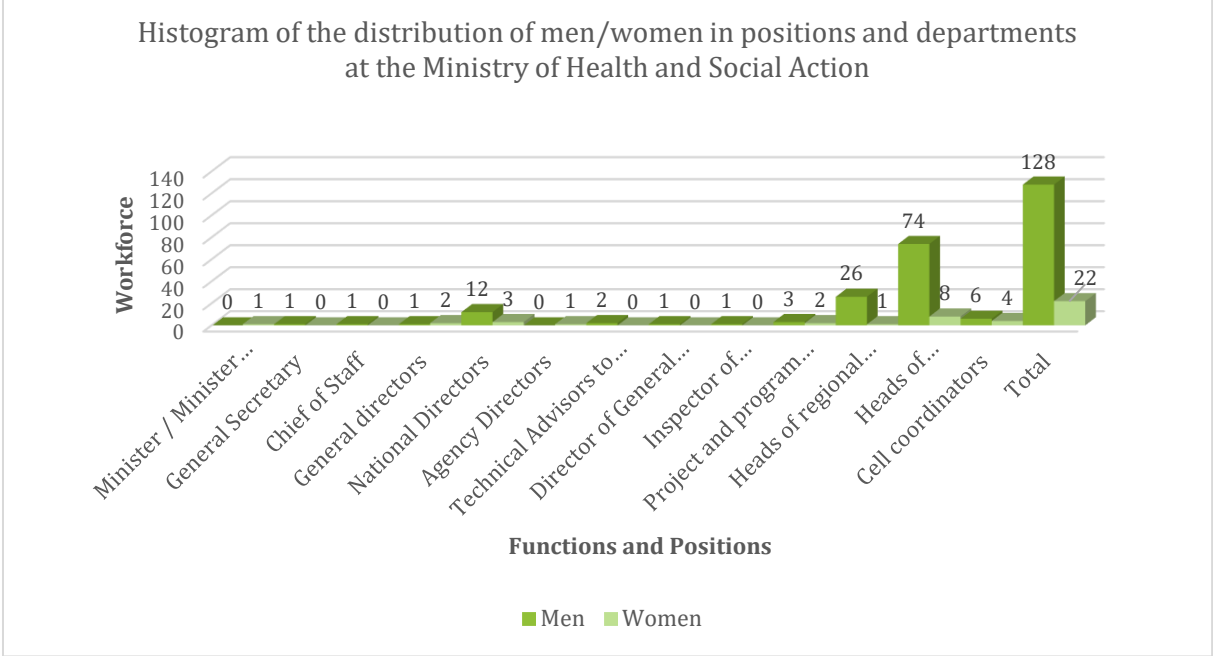
⁵⁴ Interview with a central public administration executive. Dakar, July 23, 2023. These comments are also reformulated in a similar way by other respondents working in public health establishments and even in other sectors of public administration. See also the gender audit of the Ministry of Health available at: <https://www.sante.gouv.sn/sites/default/files/Rapport%20audit%20Genre%20du%20Minist%C3%A8re%20de%20la%20Sant%C3%A9%20et%20de%20l'Action%20sociale.pdf>.

comprise 31% of posts while head midwives make up only 7%⁵⁵. According to a doctor: “the recurring problem of working women consists of the failure to reconcile their family, social and professional responsibilities. The triple role of women in the domestic sphere, the sphere of productive work and the community sphere places a greater burden of work and responsibilities on them than on men. These constraints affect the productivity of women and their promotion to positions of responsibility⁵⁶.”



Photo Credits: UN Women Senegal / Jean Baptiste Bidié Diouf 2024

Figure 6: Distribution of positions of responsibility in the Ministry of Health and Social Action



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<https://www.sante.gouv.sn/sites/default/files/Rapport%20audit%20Genre%20du%20Minist%C3%A8re%20de%20la%20Sant%C3%A9%20et%20de%20l'Action%20sociale.pdf>, 21 July 2023.

⁵⁶ Interview with a central public administration executive, doctor, Dakar, 18 July 2023.

❖ Ministry of the Interior (MINT)

Table 9: Distribution according to functions in the territorial administration in 2023

| Functions at MINT | Numbers and percentages in the territorial administration | | | | Total number M/F |
|--------------------|---|-----------|-----------|----------|---------------------|
| | Men | % | Women | % | |
| Governor | 12 | 86 | 02 | 14 | 14 |
| Deputy Governor | 20 | 71 | 08 | 29 | 28 |
| Prefect | 42 | 91 | 04 | 9 | 46 |
| Deputy prefect | 40 | 87 | 06 | 13 | 46 |
| Sub – prefect | 121 | 95 | 06 | 5 | 127 |
| Deputy sub-prefect | 119 | 94 | 08 | 6 | 127 |
| Total | 354 | 91 | 34 | 9 | 388 |

Source: UNDP 2023 survey data

At the level of the Ministry of the Interior (MINT), two levels were considered: the staff of the Ministry as such, and the territorial administration. The latter, playing a leading role in deconcentration,⁵⁷ must be taken into account. Authorities such as Governors, Prefects and sub-prefects are supreme administrative authorities who represent authority according to the region, department and district respectively⁵⁸. It was therefore useful to take them into account.

Upon analysis, the following observation appears: If at the MINT level, there are more men in decision-making bodies, they are even more numerous in the territorial administration⁵⁹. Indeed, out of a total workforce of 388 employees in 2023, 354 are men - representing 91% compared to women's 9%. Thus, there are no more than 30% of women in the various sectors of the administration at the national level. Given the sensitive nature and areas of action of the MINT, the implementation of gender policies seems problematic. This is reflected in the weak consideration of issues of equality and equity in decision-making bodies. The situation seems to be more problematic within the deconcentrated territorial administration where some even think that "gender is other people's business". In this sense, an administrator specified that: "*we are representatives of the State and our missions are summarized in: the exercise of the rights and freedoms of citizens, maintenance of public order and the security of people and goods, among* ⁶⁰*others*". Another employee argued that issues of professional equality or gender inequality are not discussed or are rarely discussed during meetings. However, if the opportunity presents itself, like an audit, decision-makers are made aware.

Despite their underrepresentation in the territorial administration, the presence of women at certain levels demonstrates their ability to assume positions of responsibility on par with men, even if they are more often in deputy roles, such as deputy governor (29%), deputy prefect

⁵⁷ It is a method of organizing a unitary state which consists of establishing administrative authorities representing the state in local constituencies.

⁵⁸ The decentralization policy is thus accompanied by a deconcentration policy. With deconcentration, the State decongests central power and is represented at the local level by Governors, Prefects and Sub-Prefects.

⁵⁹ In a very patriarchal society where women have long been confined to homes, to secondary administrative functions, notably office secretary or administrative assistant, and are faced with problems of advancement during their professional career, they rarely reach the top of the high administrative hierarchy. In addition, territorial administration is a field that is more or less difficult to access, being very competitive and selective, and sometimes, given social realities, it is difficult for women to enter. Also, the territorial administration depends directly on the Ministry of the Interior, where there are bodies traditionally reserved for men (police, governors, prefect, etc.).

⁶⁰ Interview with a central administration executive, July 2023.

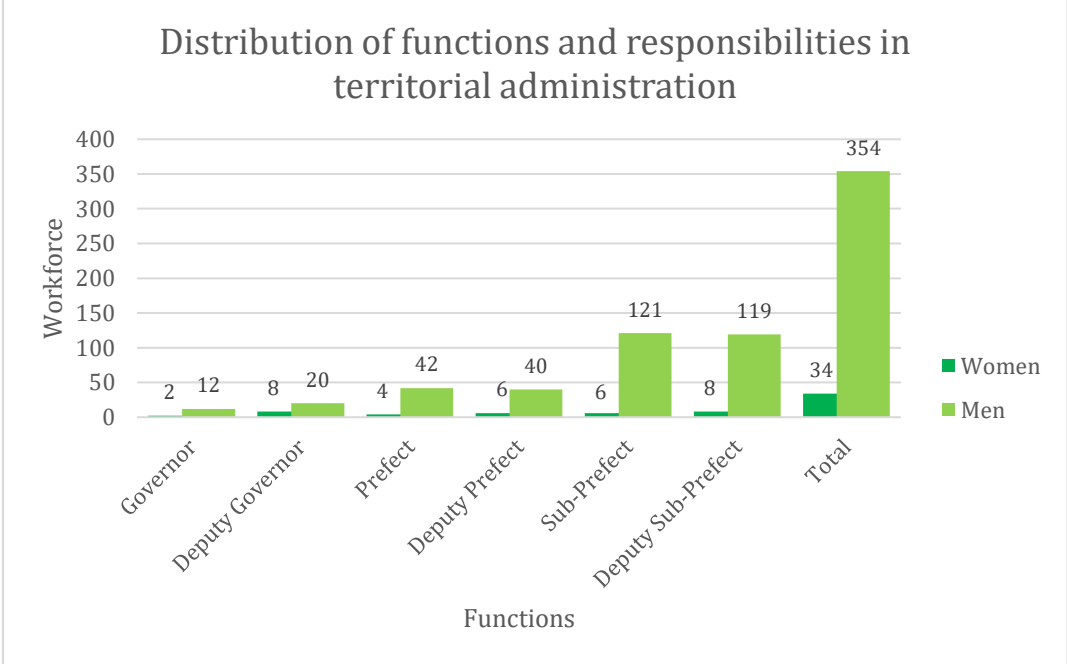
(13%), deputy sub-prefect (5%). It is important to note that there are only two (2) women occupying the position of full governor and four (4) of prefect. On the other hand, men are well represented in the national administration, they are the majority in all positions. In fact, they record an average rate of representation of 87%. This high rate can be justified by a fairly masculine administrative tradition. Local administration has always been a domain traditionally occupied by men.

The participation of women in the central administration of the MINT is certainly improving, in particular with five (5) women occupying division head positions. However, the situation reveals inequalities in representation at the level of strategic positions and in the male/female ratio.

Furthermore, the interviews carried out at this level reveal that inequalities in the field of decision-making and positions of responsibility can be linked to the initial imbalance in the education rate between boys and girls that has long disadvantaged girls, and above all to the exclusion of the latter from certain sectors, notably those linked to security, defence, intelligence, territorial administration, etc. This shows the long journey remaining to fill the gap, and the limits of the application of standards and policies undertaken to reduce gender inequalities in decision-making bodies. Even so, it is important to clarify that certain education indicators have in recent years been in favour of girls.

Today, thanks to education and inclusion policies undertaken over several decades at the political level, gender considerations tend to be accepted by society in the exercise of administrative functions, thus justifying the presence of women at all levels of administration, even if it must be recognized that it is done timidly at decision-making levels. However, the very low representation of women in the Ministry of the Interior is more visible in the diagram below.

Figure 7: Distribution of functions and responsibilities in territorial administration



❖ **Ministry of Economy Finance and Budget (MEFB)**

Table 10: Distribution according to responsibilities at the Ministry of the Economy, Finance and Budget in 2023

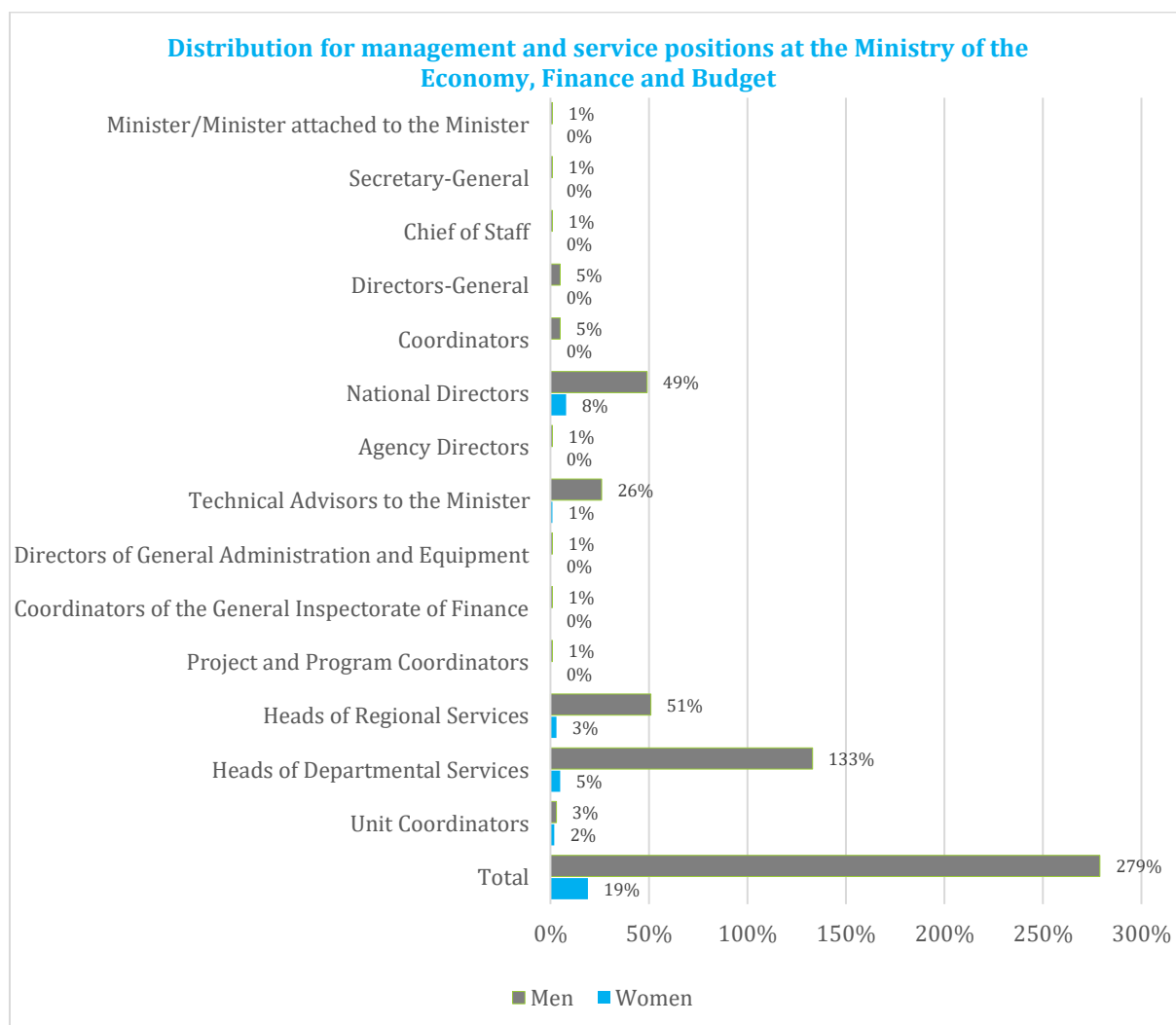
| Positions and responsibilities at the Ministry of Economy Finance and Budget (MFB) | Number and percentage of men/women at the MEFB | | | | |
|--|--|-----------|-----------|----------|------------|
| | Men | % | Women | % | Total |
| Minister/Minister attached to the Minister | 1 | 100 | 0 | 0 | 1 |
| General Secretary | 1 | 100 | 0 | 0 | 1 |
| Chief of Staff | 1 | 100 | 0 | 0 | 1 |
| General managers | 5 | 100 | 0 | 0 | 5 |
| Coordinators | 5 | 100 | 0 | 0 | 5 |
| National Directors | 49 | 86 | 8 | 14 | 57 |
| Agency Directors (AJE) | 1 | 100 | 0 | 0 | 1 |
| Technical Advisors to the Minister | 26 | 96 | 1 | 4 | 27 |
| Director of General Administration and Equipment | 1 | 100 | 0 | 0 | 1 |
| Coordinator of the general financial inspection | 1 | 100 | 0 | 0 | 1 |
| Project and program coordinators | 1 | 100 | 0 | 0 | 1 |
| Heads of Regional Services | 51 | 94 | 3 | 6 | 54 |
| Heads of departmental services | 133 | 96 | 5 | 4 | 138 |
| Cell coordinators | 3 | 60 | 2 | 40 | 5 |
| Total | 279 | 94 | 19 | 6 | 298 |

Source: UNDP 2023 survey data

At the level of the Ministry of Economy, Finance and Budget (MEFB) in 2023, out of 298 employees, there were 279 men (94%) compared to just 19 women (6%). The number of men is fifteen (15) times greater than that of women. Indeed, gender equality in management positions and services is far from being a reality in this ministry, where men dominate the management of decision-making positions. While men are present in all departments and services, women are only represented in nine, with representation rates of 15% or lower, except for cell coordinators (40%).

In addition, in the regional and departmental services such as customs, there are 18 and 83 men, representing 100% compared to (0% for) women, who are absent in 11 departments and services. Women account for only 8, or 14%, of national directors. Despite a policy of equity and gender equality in administrative institutions, its application encounters difficulties and remains a real impediment to the promotion of gender equality in an environment that strongly discriminates against women (see Figure 8).

Figure 8: Distribution of management and service positions at the Ministry of the Economy, Finance and Budget



Source: UNDP 2023 survey data.

The issue of gender equality in public administration in Senegal is encountering difficulties marked by limited advancement in the application of supportive policies. In the directorates and services of central and local administration and ministries, women are in the minority, especially at the level of positions of responsibility and decision-making.

❖ Ministry of Justice (MoJ)⁶¹

Although policies promote the integration of equity and gender equality in all state structures, their implementation suffers from real shortcomings, and even the justice sector is no exception. Concerning women’s participation in this sector, they are in the minority in the management of decision-making positions. In fact, there are 46 women magistrates in the justice system, accounting for 10.87%. Their distribution in positions is as follows: 11 women referendum

⁶¹ At the level of the MoJ, the difficulty of obtaining disaggregated data on positions and responsibilities did not allow for it to be represented in a table or in a figure. However, the data obtained in percentages makes it possible to show the proportions in the analysis.

councillors, or 27.7%, between 2020 and 2022; 21 advisors, or 9.52%; and 46 assistant auditors, or 30.43%.

At the level of construction management in the Ministry of Justice (MoJ), there are only two (2) women out of fifteen (15) men. The percentage of senior positions held by women is low, demonstrating the discrimination and injustice that women suffer in the exercise of their profession. Women’s chances of leading a significant number of departments remain minimal, especially since they do not often engage in politics, which is sometimes decisive in the granting of positions of responsibility. *“Most women do not have the time to do politics while those who do are more favoured in appointments⁶².”*



Photo Credits: UN Women Senegal / Jean Baptiste Bidié Diouf 2024

B. Overview of the gender gap in local authorities

In Senegal, with the Decentralization Act III, the designations of rural communities and municipal districts disappeared and the region, as a local authority, has been abolished, giving way to two types of local authorities: the municipality and the department.

1. Overall overview

In the two identified municipalities in Thiès and Tambacounda (Sinthiou Malême), out of a workforce of 131 employees, there are 85 men (65%) compared to 46 women (35%). As in national public administration, at the local level, the gender disparity is largely favourable to

⁶² Interview with an MoJ executive, Dakar, 23 July 2023.

men⁶³. Yet there is equality among executives, numbering 11 for both men and women, while at the level of non-executives, men are in the majority with a workforce of 74 against 35 women.

Table 11: Distribution of the workforce by gender and professional category in the local authorities of Thiès and Tambacounda (Sinthiou Malème)

| Territorial communities | Numbers and percentages of professional categories and genders | | | | | | | | Total number M/F |
|--|--|----|-----------|----|----------------|----|-----------|----|------------------|
| | Executives | | | | Non-executives | | | | |
| | Men | % | Women | % | Men | % | Women | % | Total |
| Thiès Municipality | 7 | 47 | 8 | 53 | 61 | 65 | 33 | 35 | 109 |
| Sinthiou Malème Municipality (Tambacounda) | 4 | 57 | 3 | 43 | 13 | 87 | 2 | 13 | 22 |
| Total | 11 | | 11 | | 74 | | 35 | | 131 |

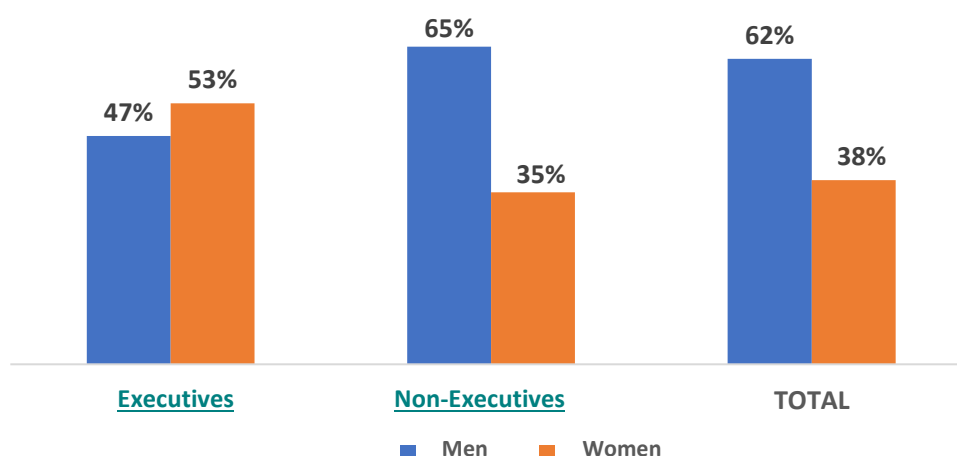
Source: UNDP 2023 survey data.

2. Specific overview

❖ Thiès

At Thiès Municipality, the disaggregated data received show a slightly high percentage of female executives, i.e. 53% compared to men's 47%. In terms of grade, only the non-executive level suffers from gender inequality in favour of men, being comprised of 65% men and 35% women. Indeed, in executive positions, women are rather well represented. This is a reason for encouragement in advancing gender equality, particularly in decision-making positions at the local level.

Figure 9: Distribution according to category and sex of the workforce of the Thiès Municipality



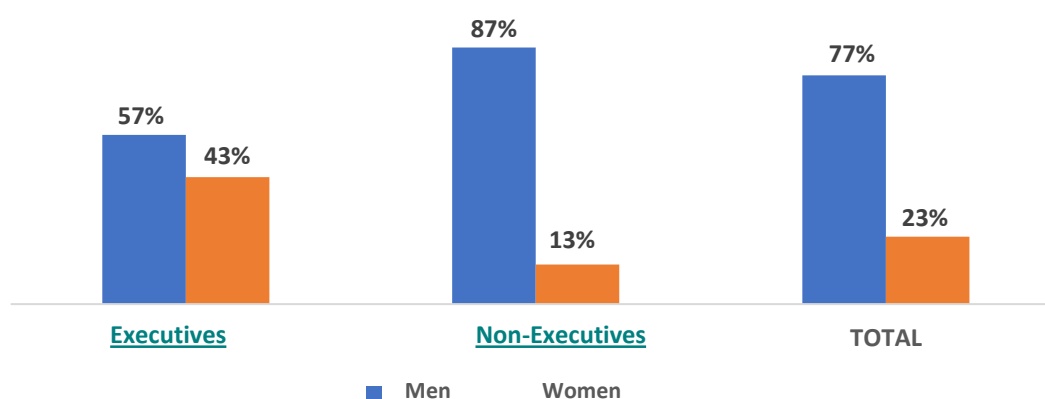
Source: UNDP 2023 survey data.

⁶³ These figures were obtained following an interview on the number of civil servants in the various municipalities. However, in reality, the problem persists at the level of the local civil service, as the distinction is neither clear nor defined in practice and many transitional problems led to staff being on strike during the survey period.

❖ Sinthiou Maleme

At the Municipality of Tambacounda (Sinthiou Malème), gender inequalities in favor of men are visible among both executive and non-executive employees, but there is a greater disparity among non-executives. Indeed, non-executive officials are 87% men compared to only 13% women, whereas executive officials are 57% men compared to 43% women. Furthermore, quite significant discrimination is noted to the detriment of women. It is on the strength of this observation that a mayor believes that: *“the discrimination suffered by women in the public service is a reflection of the inequalities found in society in general. These inequalities impact the said sector like other sectors. But the administration is the site of particular discrimination against women⁶⁴.”* The administration remains traditional and does not adapt to the realities of Senegalese women. As mothers and responsible for household chores and care, it is difficult for women to keep track of the number of hours spent in class, to be fully available, and to be absent from their locality in order to participate in competitive exams and public service. Thus, if the rules are not adapted and the conditions remain the same, women risk losing their advancement within the public service.

Figure 10: Distribution according to category and sex of the workforce of the Municipality of Tambacounda (Sinthiou Malème)



Source: UNDP 2023 survey data.

❖ Saint Louis

In Saint Louis, a distribution of the number of municipal employees obtained does not allow for in-depth interpretation⁶⁵. The absence of data disaggregated by executive and non-executive categories constitutes a limitation. However, there is unequal representation of men and women, with men comprising 82% of employees and women comprising 18%. At the top management level, there is one (1) female director and four (4) male directors. Also, all officials are decision-makers⁶⁶ (208 officials). According to a respondent, *“Decision-makers do not benefit from many advantages in the public service, they entered the administration after 35 years, they will*

⁶⁴ Interview with a local administration executive, March 2023.

⁶⁵ In Saint Louis, there are no clear and exhaustive figures on administration by grade, and the positions reported to us were communicated verbally by the Administrative Director. The latter stated that all public employees are “decision-makers”. However, it remains unclear whether they hold executive positions.

⁶⁶ Taking into account the law on the general status of civil servants dated 1961, a decision-maker is an official recruited into the public service over the age of 35 and who does not benefit from monthly benefits for their retirement pensions. They then find themselves disqualified from a decent retirement following their good and loyal service in the public service.

not have time to pay much into the National Retirement Fund (FNR) and they become executives with great difficulty⁶⁷.”

These officials are part of the gender breakdown of personnel in central and local public administration that has been recorded. However, they are not included in the professional category breakdown of local authorities (see Table 5).

Table 12: Distribution of the workforce of Saint-Louis Municipality

| Position/grade | Numbers/sexes | | Total | % |
|-----------------|---------------|----|-------|-----|
| | H | F | | |
| Decision makers | 170 | 38 | 208 | 100 |

Source: UNDP 2023 survey data.

Box 5:

The general observation is that despite a significant disparity unfavorable to women in the central and local public administration, there are no specific mechanisms for **reporting harassment related to sex and GBV**; instead, these rely on the provisions of national legal texts⁶⁸. Thus, the protection mechanism is included in the Penal Code, defined in Article 319 bis. Likewise, law 2020-05 of 10 January 2020, criminalizing rape and paedophilia, strengthens the framework.

⁶⁷ Interview with a local administration executive, July 2023.

⁶⁸ Surveys reveal that there is no specific policy for the civil service and that the law is generally applicable. The victim can file a complaint, appeal to the hierarchy or take legal action. NGOs also provide free legal assistance at this level.

Chapter II: The representation and leadership of women in public administration

The representation and leadership of women in public administration presents significant opportunities and challenges, which call for recommendations.

Section I: Barriers to leadership and the growing representation of women in public administration

The existence of disparities between men and women is not confirmed either in the focus groups or in the individual interviews. To the question of whether there are differences in the rules for promotion or access to the civil service, the answers are similar: “It is noted that at the end of each recruitment, the number of women is lower than that of men” but “To our knowledge, there is no difference in promotion requirements between men and women⁶⁹”; “I believe that public service recruitment policies/strategies affect men and women equally and are transparent⁷⁰”. “In reality, at the local level there is no discrimination between men and women. The rules of administration are general and impersonal.

Women face persistent obstacles to fully integrating into and reaching the same level as men in the central and local public service. These obstacles are procedural and even cultural. This is manifested by several factors, including the weakness of professional networks for women executives, the lack of information on certain opportunities, and so on. In addition to these points, it is important to note the difficulty of reconciling family and professional life for women, thus creating an imbalance and work overload due to household chores and social responsibilities⁷¹. In addition to these issues, the low level of training of certain women remains a reality that should be addressed, especially since this situation has a negative impact on their integration and sometimes their advancement in public administration.

Furthermore, we should note the existence of stereotypes within society that relegate women to second place for the benefit of men. Indeed, unequal perceptions and practices have an impact on the level of representation of women and the development of female leadership within public administration. By way of illustration, the study reveals that for certain civil servants, gender “is other people’s business”.

A. Procedural and social barriers

- **The virtual non-existence of a work/family-domestic life balance policy**

Policies for work-life balance are almost non-existent in public administration. According to a gender coordinator, “*we are doing our best to raise awareness among top management on gender-related issues. Women have repeatedly expressed the need to have a crèche for their children. (...)*⁷²”. But, apart from the COVID-19 period when some efforts were made to offer the possibility of teleworking, there is a virtual absence of work/family-domestic life balance measures based on gender.

⁶⁹ Focus Group central administration, January 2023.

⁷⁰ Focus group, central administration, February 2023.

⁷¹ Interview with a central administration executive.

⁷² Interview with a central administration executive, July 2023.

For the moment, there is no official policy for teleworking. In the interviews, the officials responded that during the COVID-19 period, the authorities had granted staff the possibility to telework. This meant that employees had the opportunity to work on-site two to three days a week and online the other days. However, after the pandemic, in-person work became mandatory again. It is only at the Ministry of Justice or in one of the directorates that employees are allowed to have one remote workday. However, remote work is very practical for women and beyond, as it allows the administration to rationalize many expenses, particularly related to operations. It is a recurring request from women because, to a certain extent, it allows them to reconcile their professional work with household management. Thus, faced with such challenges, a university professor maintains that: *“initiatives such as the provision of crèches, support for children (summer camps), digital opportunities through the integration of teleworking, remain crucial to supporting women in reconciling their multiple responsibilities to encourage their promotion to positions of responsibility”*⁷³. Likewise, during the report validation workshop, participants widely expressed the desire to integrate online work into public administration.

Generally speaking, it can be concluded that gender-responsive work/family-domestic life policies are very rare. However, women have working hours that are difficult to reconcile with domestic and social responsibilities. This is explained by the unpaid care work that is generally assigned to them, such as looking after older persons and helping children, with some organizations lacking internal childcare facilities.



Photo Credits: UN Women Senegal / Jean Baptiste Bidié Diouf 2024

- **Difficulties in advancement**

Social responsibilities and the gendered division of labour prevent women from advancing in their careers. To reinforce this, a school director explained that: *“advancement is made by submitting a file, the step involves administrative papers, the nationality certificate, and the children's birth certificates. In this context, men being more available, can do this more easily because it requires going to different ministerial departments (public service, national education, finance, etc.). The procedure is tedious with administrative delays. For a woman, the time devoted remains very voluminous and difficult to observe, however, men can follow it*

⁷³ Interview with a central administration executive, July 2023.

*rigorously which means that there can be a gap of four years in advancement between a man and a woman who have entered the civil service in the same year*⁷⁴.

The division of domestic responsibilities and maternity are undoubtedly factors blocking the career development of married women teachers; some are poorly informed, or even not informed, of certain opportunities in the event of maternity leave. They lack training and support and are mostly left to fend for themselves. To this end, a female teacher said, *“with time constraints, we are not aware of anything or because of marital obligations, it is easier for men to gain positions of responsibility*⁷⁵”.

According to the central level of the civil service, there are relay offices in the regions that can receive promotion files in the civil service. Unfortunately, they are very little known; throughout the data collection process, officials never mentioned them. This indicates the need to further raise awareness of public structures that could serve as alternatives.

- **Low level of education or continuing training**

According to an official, *“the low level of education of women also constitutes an obstacle in addition to cultural constraints. (...)”*⁷⁶.

Those who are already active in the workforce and have sufficient means also lack enough time and freedom to pursue further training to advance in their careers or change jobs. One of them argued *“it's the time that we lack to train, those who are in Dakar are clearly ahead of us, we are not very up to date in our knowledge, due to lack of time, motherhood is really a blockage, you have no one to leave the children with”*⁷⁷.

The group discussions reveal the situation, *“men have much more availability and material time to look for work than women, whether in businesses, societies or even in administrations. For internship submissions, we clearly see that men are above women. Women sometimes have difficulty leaving the family or the baby and looking for a job, whereas for men this is not the case, nothing prevents them from doing so”*⁷⁸.

- **The gap between ideals and political or even legal reality**

It is important to note that beyond the rules of non-discrimination and transparency, the appointment to certain strategic positions sometimes has political or personal underpinnings. This is how we must sometimes understand the difficulties of access to positions and management. Indeed, certain appointments relate to political commitments while the political participation of women remains the weak link in democratic governance in Senegal. There is always a gap between the official position, which is said to be in favor of gender equality, and the treatment given to this issue in practice. Appropriate accountability mechanisms could allow better monitoring with tangible results. Many projects and programs are implemented at the central level, and commitments are made with institutions dedicated to women's causes, yet

⁷⁴ Interview with a central administration executive, July 2023. It should also be noted that the issue of advancement is well regulated by Law No. 61-33 of 15 June 1961, concerning the general status of civil servants - updated in 2005- articles 31 to 42, with Article 33 stipulating that: “to higher-grade results in a salary increase. It is based on the seniority of the civil servant. Advancement is, in principle, confirmed by the authority with the power of appointment.”

⁷⁵ Interview with a public administration executive, July 2023.

⁷⁶ Ibid.

⁷⁷ Interview with a central public administration executive, July 2023.

⁷⁸ Focus group, central administration (February 2023).

concrete results are slow to materialize. A better application of Results-Based Management would help to achieve better gender outcomes.

By the same logic, it is useful to specify that salaries are fair; in Senegal, there is no difference in remuneration between men and women "as long as you are at the same level you benefit from the same salary".

B. The weight of culture and stereotypes

Box 5:
The gender gap for both managerial and junior positions appears to be worsening more in Dakar than in other regions. *“Men do not often have difficulty working outside their home area while women often stay in their communities, especially when they already have a family”⁷⁹.* However, it may happen that even for their advancement, employees are obliged to travel to Dakar to submit their file; the mobility of married, pregnant or even breastfeeding women can remain problematic.

In local authorities, “the positions which are most available require more physical effort and are more often of interest to men than women”. It can happen though to find women in certain operational departments such as in Saint-Louis, where the management of technical services, particularly that of public lighting, is headed by a woman. However, even if the leadership is held by a woman, it should be noted that men are the majority in those positions. Due to social prejudices contributing to their discrimination, women are most often confined to tasks that require less physical effort (secretarial work, assistance, cooking, cleaning), as evidenced by this remark: *“female staff do not often perform well in certain tasks that require physical effort. Essentially, the cleaning service is provided by men. Women are at the level of the gentlest tasks”⁸⁰.*



Photo Credits: UN Women Senegal / Jean Baptiste Bidié Diouf 2024

⁷⁹ Interview with a central administration executive, March 2023.

⁸⁰ Interview with a local administration executive, February 2023.

Section II: Opportunities, challenges and recommendations

Equality between men and women in decision-making bodies at the central and local public administration levels remains a challenge, although provisions at the national level are being adopted.

A. Existing opportunities and good practices

Access to information, submitting files, competitive exam rules, treatment of staff, everything is governed in an impersonal way by the law. Some authorities remain very understanding as one official reveals: *“and to find the balance between professional and private life the department heads are quite understanding and can be flexible without hindering the productivity of the department”*⁸¹.

Despite this situation, it should be noted that since the integration of the *gender bonus* and *women's priority positions* in the national mobility guide⁸², more than 500 women have accessed positions of responsibility: department heads, project coordinators, general inspector of education and training, Education and Training Inspectors, two female academy inspectors, and three national directors⁸³.

Today, thanks to education and inclusion policies undertaken over the past few decades at the political level, gender considerations tend to be accepted in the exercise of a given administrative function within society. This justifies the presence of women at all levels of the administrative hierarchy, although it must be acknowledged that their representation at decision-making levels is still rather timid.

Indeed, at the national level, the program to improve the quality, equity and transparency of education and training (PAQUET-EF) by 2030, which aims to reduce gender disparities in schools, has recorded convincing results⁸⁴. The State of Senegal has undertaken initiatives to correct such disparities, particularly in the provision of training, by making the promotion of certain subjects a means of motivating and keeping girls in school⁸⁵. However, despite the State's will, challenges still remain to be addressed.

B. Challenges

Despite the efforts made to improve the well-being of officials, particularly in terms of the fair treatment of men and women, the following challenges should be met:

⁸¹ Interview with a central public administration executive, March 2023.

⁸² Information received from a central government official.

⁸³ <https://www.education.sn/fr/article/224>, 26 July 2023.

⁸⁴ According to the national report on the situation of education in Senegal for 2022, access and completion rates for girls predominate. Nationally, the gross enrollment rate is 18.10% at the preschool level, though 19.60% for girls, and 83.80% at the elementary school level, though 91.10% for girls, in Declaration of Senegal at the General Debate, 56th session of the United Nations Commission on Population and Development, Theme: population, education and sustainable development, from 10 to 14 April 2023 in New York, https://www.un.org/development/desa/pd/sites/www.un.org.development.desa.pd/files/cpd56_11apr_afternoon_senegal_fr.pdf.

⁸⁵ This involves the organization of competitions in the field of science called the “Miss Maths, Miss Science” competition, launched to encourage girls’ interest in scientific fields in order to reverse the trend that is unfavorable to girls. The Ministry of National Education, through the Directorate of General Middle Secondary Education, launched the “Miss Mathematics / Miss Sciences” concept in 2011. The competitions have been held since 2015. This initiative entails healthy emulation aimed at promoting women in teaching, especially in scientific disciplines.

1. the weakness of professional networks among women;
2. low levels of training;
3. problems linked to the mobility of married women;
4. the significant family and social responsibilities of women;
5. the scarcity of work/family-domestic life balance policies;
6. administrative burdens⁸⁶;
7. insufficient capacity and skills upgrading of officials;
8. the absence of childcare facilities in public agencies;
9. the persistent weight of customs, traditions and stereotypes;
10. the lack of appropriation of gender by those who have discretionary power in appointments;
11. lack of confidence and leadership to actively participate in civil service competitive exams.

Box 6: Priority challenges

1. The weight of social and domestic responsibilities
2. The absence and scarcity of work/family-domestic life balance policies
3. The onerousness, slowness and centralization of the administration, particularly in Dakar⁸⁷
4. Lack of gender awareness by those with discretionary power
5. Lack of women's confidence and leadership to actively participate in civil service competitive exams.

While the implementation of national policies aimed at closing the gap between men and women follows strict procedures, the representation rates remain largely unfavourable to women in public administration. There needs to be greater political will, as well as high-level skills and training in central and local administration for the benefit of women. To address this and increase the integration of women in public administration at both the central and local levels, several recommendations resulting from this study can help reduce gender disparities in public administration.

⁸⁶ Men have more time to submit their applications in order to advance in their careers. The filing procedures are cumbersome and women residing outside Dakar have neither the time nor always the freedom to follow the procedures that require too much travel.

⁸⁷ Career advancement requires procedures, submitting a file in Dakar and very onerous monitoring by women, who do not have the time for it.

Table 13: Reminder of priority areas

| Recommendations | Responsible entity |
|--|---|
| 1. Train and strengthen the capacities of women civil servants through: | |
| The empowerment of gender unit coordinators and focal points through leadership and mentoring programs | -Ministry of Family, Women and Child Protection -Ministry of Public Service and Public Sector Transformation (MFPTSP) Ministry of Local Authorities |
| The provision of gender-sensitive tools for better integration of gender into procedures and initiatives | |
| The production of a capacity-building plan, training and advocacy techniques for a better understanding of gender | |
| <ul style="list-style-type: none"> ○ targeted training for women civil servants -through technical and financial partners- to support their career advancement, enabling them to succeed in direct and indirect competitive exams | |
| <ul style="list-style-type: none"> ○ training women in the public service in networking, leadership, advocacy and mentoring | |
| <ul style="list-style-type: none"> ○ capacity building of women officials of central and local administration by the Ministries of Local Authorities and the Ministry of Public Service and Public Sector Transformation | |
| <ul style="list-style-type: none"> ○ capacity building of central and local administration authorities on gender, GRB | |
| <ul style="list-style-type: none"> ○ capacity building of women civil servants on self-confidence and administrative management by the Bureau of Organization and Method and technical and financial partners | |
| <ul style="list-style-type: none"> ○ capacity building for women on the rules of public administration, conditions for advancement and career management | |
| <ul style="list-style-type: none"> ○ taking measures for the effective institutionalization of gender in local authorities and the decentralized level | |
| <ul style="list-style-type: none"> ○ the development of research programs and projects in order to have disaggregated data at all levels of public administration | |
| <ul style="list-style-type: none"> ○ advocacy to integrate gender-sensitive issues into local public service planning | |
| 2. Communication to support behaviour change in favour of women and against stereotypes and gender-based violence through: | |
| The development of a communication strategy to break with sexist prejudices and stereotypes and create healthy relationships between women and men | -Prime Minister’s Office -Ministry of Communication |

| | |
|--|--|
| The establishment of a vast awareness-raising, training and advocacy program on gender equity in the public service | -MFPTSP -Ministry of Family, Women and Child Protection |
| 3. Re-institutionalize and encourage gender policies within the public service through: | |
| The concrete implementation of commitments by the authorities and top management of the public service (with a monitoring committee) to permanently establish gender variables at all levels of public service careers, from recruitment to promotions, appointments to leadership positions, and training capacity-building plans | MFPTSP |
| The establishment of a commitments monitoring committee | -MFPTSP -Prime Minister's Office |
| The empowerment of gender cell coordinators and their awareness of the importance of becoming leaders and advocates for women's cause through support from the State and technical and financial partners | Ministry of Family, Women and Child Protection |
| The development of a capacity-building plan, training, and advocacy techniques for a better understanding of gender | Ministry of Family, Women and Child Protection |
| Provision of gender-sensitive tools for better integration of gender in procedures and initiatives | |
| 4. Support women in reconciling family and professional life through: | |
| The adoption of administrative and financial provisions allowing women workers who are pregnant or breastfeeding to be able to participate in missions | MFPTSP |
| Adopting flexible work measures and arrangements in the public service to allow for remote and hybrid work as needed | |
| Reforming human resources policies in the public service by focusing on achieving results rather than merely on physical presence in the office | |

Conclusion

From a gender perspective, the Senegalese administration is a reflection of Senegalese society. Thus, it emerges from the analysis of this report that legal equality between men and women in public administration does not necessarily equate to actual equality between men and women at all levels and especially in decision-making positions. In all cases, “the development of action plans that prioritize gender equality and promote the career progression of women towards leadership positions in public administration at national and local levels”, as well as capacity building, constitute the important elements of means to urgently achieve a more equitable administration that is concerned with further improving the situation of women at central and local levels.



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