

ACTION RESEARCH PROJECT:

ACTION RESEARCH PROJECT “PROMOTING INCLUSIVE LAND GOVERNANCE THROUGH THE IMPROVEMENT OF WOMEN’S LAND RIGHTS IN SENEGAL”

Comparative summary of the key findings from the baseline study



October 2019

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SIGLES ET ABBREVIATIONS

3PRD	Project for the Promotion of Rice Partnership in the Senegal River Delta
AFD	French Development Agency
AGTER	Association for the Improvement of the Governance of the Earth, Water and Natural Resources
AJS	Association of Senegalese Jurists
ATGE	Large-scale Land Acquisition
CM	Municipal Council
CNCR	National Framework for Rural Consultation
CRDI	International Development Research Centre
COSPE	Cooperation for the Development of emerging countries
DV	Voluntary guidelines
GOANA	Great agricultural offensive for food and abundance
GERME	Manage your Business Better
GPF	Women's Advancement Group
IEC	Information, education and communication
IPAR	Initiative Prospective Agricole et Rurale
MB	Beneficiary Household
MNB	Non-Beneficiary Household
SAED	National Land Use and Development Corporation
SNEEG	National Strategy for Gender Equality and Equity
UE	European Union
UFP	Union of Women Farmers
USAID	United States Agency for International Development
VAD	Home Visit
VBG	Gender Based Violence

Preamble

The LSLA phenomenon is spreading throughout Senegal, depriving communities of their land rights, the main source of livelihood. IPAR, in partnership with CNCR and aGter, received financial support from IDRC to implement this participatory and collaborative action research project.

The main contribution of the baseline study is to produce evidence-based and disaggregated knowledge to guide policy and influence behaviors and practices at all scales in favor of women's land rights.

How so?

By evaluating initiatives implemented and analyzing the overall context of three municipalities located in three (03) agro-ecological zones: Peanut Basin, Niayes and Senegal River Valley, in order to:

1. Identify and capitalize on good practices and analyze their scale up and replicability conditions,
2. Propose corrective measures to the gaps;
3. Better understand the constraints and specific opportunities for change by taking stock of each municipality:
 - Faced with the phenomenon of LSLA.
 - Availability of land in households, distribution among members according to gender and perceptions on the constraints of access and security.
 - Representativeness and effectiveness of women's participation in land governance.
4. Test alternative solutions from these co-produced proven data with women and their communities



Background and Rationale

Since the early 2000s, Senegal, like most countries in the South, has been facing a particularly strong demand for land, both on rainfed and irrigated land, located on both national and State property.

According to the National Property Law (NPL) of 1964, which remains the only legal land framework despite all the work carried out within the framework of the NCLR, which has not been followed up since 2017, there are three land properties, with categories for each, in Senegal: the State Property, the private property for individuals and the national property.

According to this division, 95% of the land in the country belongs to the national property and can not be sold, leased or given to foreigners. However, for these lands of the national property, the local authorities in charge of the allocation are competent only in the terroir area. That is a situation that does not necessarily contribute to securing the rural communities’ land rights insofar as the State carries out large scale land transactions without informing or involving the local populations or competent services. In addition, there is the increasingly important development of a land market in which people out of opportunism, necessity or simply fear of being dispossessed, sell or even sell off their land.

This rush to the richest and most fertile lands in the South, including Senegal, took on unprecedented proportions from 2008 onwards, following the global financial and economic crisis that pushed investors back into agriculture.

In Senegal, the LSLA phenomenon has gained momentum with the government’s implementation of a new policy orientation that has materialized with programs such as the Return to Agriculture (REVA) in 2006 and the Great Offensive for Food and Abundance (GOANA), 2008, one of the objectives of which was also to combat illegal migration to Europe. This policy orientation, which favors the agricultural sector as the main lever for development, continues with the Senegal Emerging Plan (IPAR, 2010; Enda Pronat, 2010; CICODEV Africa, 2011), which explicitly focuses on the synergy between agro-industries and family farms as the main lever for rural development (Bourgoin & alii, 2019).

The Senegal River Valley, especially the Delta, is one of the most coveted areas of the country. This situation stems largely from the policy of the State of Senegal which, through massive investments, encourages the development of agribusiness and promotes intensive agriculture for self-sufficiency in rice, exports of products and wealth creation for farmers to improve their living conditions and the development of these territories.

The Niayes zone, because of its geographical position, its very high agro-physical potential favorable to the development of the horticulture and its mining resources, is also particularly sought after.

The Groundnut Basin, which for a long time was the area par excellence for cash crop but family farming, is also affected by this high demand for land for various activities depending on the sub-area, while it is already facing high salinization, particularly in its southern part.

The southern and natural region of Casamance is also affected by this phenomenon.

Thus, this development of land transactions and massive land allocation affects all agro-ecological areas of the country, with, of course, disparities. Thus, with the phenomenon of large scale land acquisition (LSLA), it is all the agroecological zones of the country that are confronted with the development of the land market and the phenomenon with disparities, of course.

According to statistics, of the 45.8% arable land, land transactions account for at least 3%, although it should be noted that more than 50% of the offers have a surface area not exceeding 5000 ha, ((Land Matrix, 2018).

This situation aggravates the already growing insecurity of land tenure in which the populations, especially the rural ones, were already experiencing, and which is linked to several factors among which, increasing urbanization, rapid population growth, soil degradation as a result of environmental and climate changes. This continuing and significant decline in arable land has further changed the conditions for access, use and securing of land, particularly for rural communities and the most vulnerable among them.

Women are particularly affected by this land insecurity, they represent 70% of the active rural population and hold less than 13% of agricultural land (NSGEE 1, 2015). Despite the enshrinement of gender equality for access to property in the 2001 Constitution, the National Property Law 17 June 1964), which makes no distinction between the sexes for access to land, and the 2010 Act for parity between men and women in elective and semi-elective positions and their decision-making bodies, women enjoy few land rights and are virtually excluded from land governance.

In addition to discriminatory practices against women, ignorance of their rights and lack of knowledge of legislation, this situation is also and above all due to the customary management of land and local governance bodies, a consequence of gendered social norms and social representations around this issue.

Based on this observation and on its experience in this field, the Agricultural and Rural Forward Studies Initiative (IPAR), in partnership with CNCR and AgTER, received technical and financial support from the International Development Research Centre (IDRC) of Canada to implement an action research project.

Through the action-research approach IPAR and its partners undertake to evaluate initiatives already implemented in different agro-ecological areas in Senegal in order to document their impacts, capitalize, scale up and replicate good practices for the improvement of women's land rights and their effective and transformative participation in decision-making bodies.

IPAR, 2011, *Les Acquisitions de Terres Grande Echelle au Sénégal. Un phénomène nouveau. Rapport de recherche. Mai, 46p.*
Enda Pronat, 2010, *Foncier et accaparement des terres.* Source : http://www.endapronat.org/nos_actions/foncier-accaparement-des-terres/#_ftnref2

CICODEV Afrique, « *Accaparement des Terres en Afrique de l'Ouest : Exporter ou Nourrir les populations. Impact sur les consommateurs ruraux. Etude réalisé avec l'appui du Groupe des Verts au parlement européen*

BOURGOIN, J., VALLETTE, E., GUILLOUET, S., DIOP, D., DIA, D., 2019 « *Improving Transparency and Reliability of Tenure Information for Improved Land Governance in Senegal* ». Land, MDPI.

Land Matrix, 2018, *Acquisition des Terres à Grande Echelle. Profil du Sénégal.* Source : <https://landmatrix.org/stay-informed/profil-pays-le-s%C3%A9n%C3%A9gal/>

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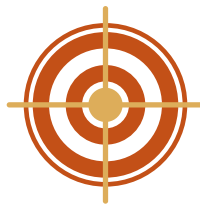
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Project goals



Overall objective

Contribute to improving women’s access to and control over land and their participation in decision-making processes for responsible and sustainable land governance, in the LSLA context.



Specific objectives

- **S01** : Establish the conditions for the improvement of women’s access to and control over land their and participation in decision-making in the LSLA context;
- **S02** : Develop tools and strategies, including capacity-building , to strengthen women’s land rights;
- **S03** : Formulate practical and strategic recommendations for effective implementation of inclusive land governance policies and strategies.

Geographic areas and target initiatives

Three (03) municipalities, located in three (03) agro-ecological zones and four (04) Specific initiatives :

1. Municipality of Toubacouta: Southern Groundnut Basin

The «Land law and Equal Opportunities» project, implemented by a consortium composed of the CNCR, the AJS and the COSPE, in the regions of Thiès, Ziguinchor and Fatick.

Purpose: Analyze the induced effects and solutions ownership by women.

2. Municipality of Darou Khoudoss: Niayes Middle West

“Use of Voluntary Guidelines to support communities in securing land”, by ENDA PRONAT.

Purpose: Better guide the project approach to achieve the projected outcomes.

Main targets: landowners and not women specifically

3. Municipality of Ross Béthio: Delta, Senegal River Valley

- Effectiveness of the quota in Diawar, Mboudoum and in the 3PRD project (SAED)
- Collective access through the GOANA program (SAED)

Purpose: Analyze the strengths and weaknesses of quota and collective access as well as the conditions for quota legislation in hydro-agricultural developments.





© credit photo IPAR/Investigator training session by project team



APPROACH METHODOLOGY

Combination of quantitative and qualitative methods, combined with a comparative perspective between municipalities and a gender approach.

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A participatory and collaborative action research approach consisting of three (03) components: i) Baseline study; ii) Training/capacity building/social mobilization/advocacy and support for women; iii) Valuation and capitalization.

For this component, several steps led to the key outcomes presented in this document:

1. Strategic multi-stakeholder alliances, based on a learning and transformative process, in which women, their communities and different stakeholders in land governance are actors and not mere project beneficiaries:

- **In the intervention zones:** Three (03) Local Committees, one per municipality, supported by women’s organizations and local authorities, made up of women leaders, elected officials, state technical services agents, customary leaders, youth and men;
- **At the national level:** A Steering Committee, composed of parliamentarians, a representative of the Ministry of Women, Family, Gender and Child Protection, civil society organizations involved in land tenure, the association of locally elected women’s representatives, research institutions, national women’s organizations and resource persons as members.

This facilitation and steering mechanism, which links the national level base, aims to promote the anchoring of the project and the production of local alternative solutions to inform political decisions.

2. Integration of women and their allies at all stages of the methodological, y compris dans process, including data collection for the review of initiatives and analysis of constraints and opportunities for change in each municipality;

3. Combination of quantitative and qualitative methods, superimposed on a comparative perspective between municipalities and an intersectional gender approach for data collection and analysis: on the one hand, to analyze the solutions proposed by each initiative and assess their impacts and, on the other hand, to better understand the specific constraints and levers to be applied for an alternative and sustainable solution;

4. Based on the new knowledge produced, sustainable alternatives, in the form of tools and strategies, will be developed and implemented in a participatory way with women, their communities, local communities for better ownership and the sustainability of the results and scaling to the national level by the COPIL, under the auspices of IPAR and the CNCR.



Méthodology (Targets)



Methodology Collection Tools

Quantitative: questionnaires

- Household;
- Individuals;
- Beneficiaries (common for Toubacouta and Darou Khoudoss and specific for Ross Béthio).

Qualitative

- Individual interview guides;
- Focus group guides;
- Life stories Guides.

Sampling Methodology

Quantitative: two-degree random draw.

First-degree village and second-degree households draw on the basis of the established sample size.

Qualitative: reasoned choice and saturation threshold.

Methodology (Assessment)

45 villages
total

- **30** beneficiary villages / districts;
- **11** non-beneficiary villages / districts.

Toubacouta : **16** villages

- **11** beneficiary villages
- **5** non-beneficiary villages

Darou Khoudoss : **17** villages

- **10** beneficiary villages
- **7** non-beneficiary villages

Ross Béthio : **12** districts / villages

- **7** districts in the municipality of Ross Béthio, in addition to the two villages of Diawar and MBoundoum Barrage
- **3** Non-beneficiary districts / villages

Qualitative



76

household interviews
total



44

Beneficiaries Households



32

Non-Beneficiaries
Households



122

Interviews with:
beneficiary individuals



11

Paralegals-instructors
Land Literacy Facilitators
(5)



25

Resource persons
institutional stakeholders
including 5 SAED agents



15

Life Stories



9

Focus Group



33

Elected:(10 women
and 23 Men)

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Quantitative



473

Agricultural Households
(194 BH and 294NBH)



933

producers
(611 men and 322 Women)



189

beneficiaries

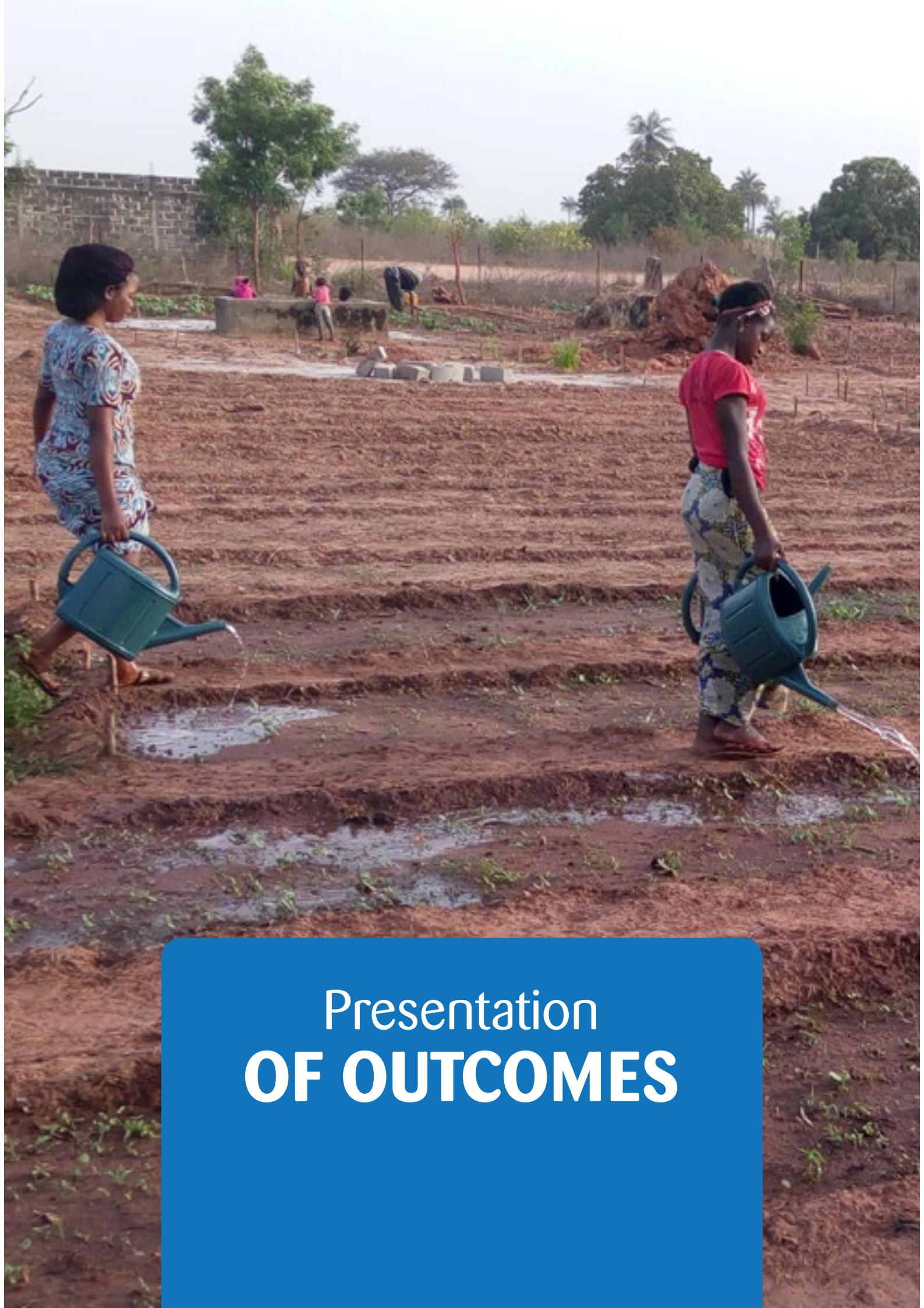


1 561

Plots of farming of land

	TOUBACOUTA			DAROU KHOUDOSS			ROSS BETHIO		
Headcount	MC Men	MC Women	Total MC	MC Men	MC Women	Total CM	MC Men	MC Women	Total MC
Farmers' Households	134	21	155	153	16	169	133	16	149
Producers									
Men producers	315	42	357	275	30	305	259	19	278
Men producers	175	10	185	216	13	229	190	7	197
Women producers	140	32	172	59	17	76	69	12	81





Presentation
OF OUTCOMES

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Solutions proposed by the initiatives: Induced effects / changes and ownership by women

Beneficiary profiles



- Average age **50 years** in Toubacouta; **49 years** Darou Khoudoss; **48 years** in Ross Béthio



- Beneficiary men, only in Darou Khoudoss, with an average age of **56 years**

Marital status of beneficiaries

	DAROU KHOUDOSS		TOUBACOUTA	ROSS BETHIO
	Men	Women	Women	Women
Single	0,0%	0,0%	1,5%	0,0%
Married Monogamous	56,2%	30,2%	42,4%	31,8%
Married polygamous	43,8%	57,1%	34,8%	59,1%
Divorced	0,0%	0,0%	3,0%	2,3%
Widowed	0,0%	12,7%	18,2%	6,8%

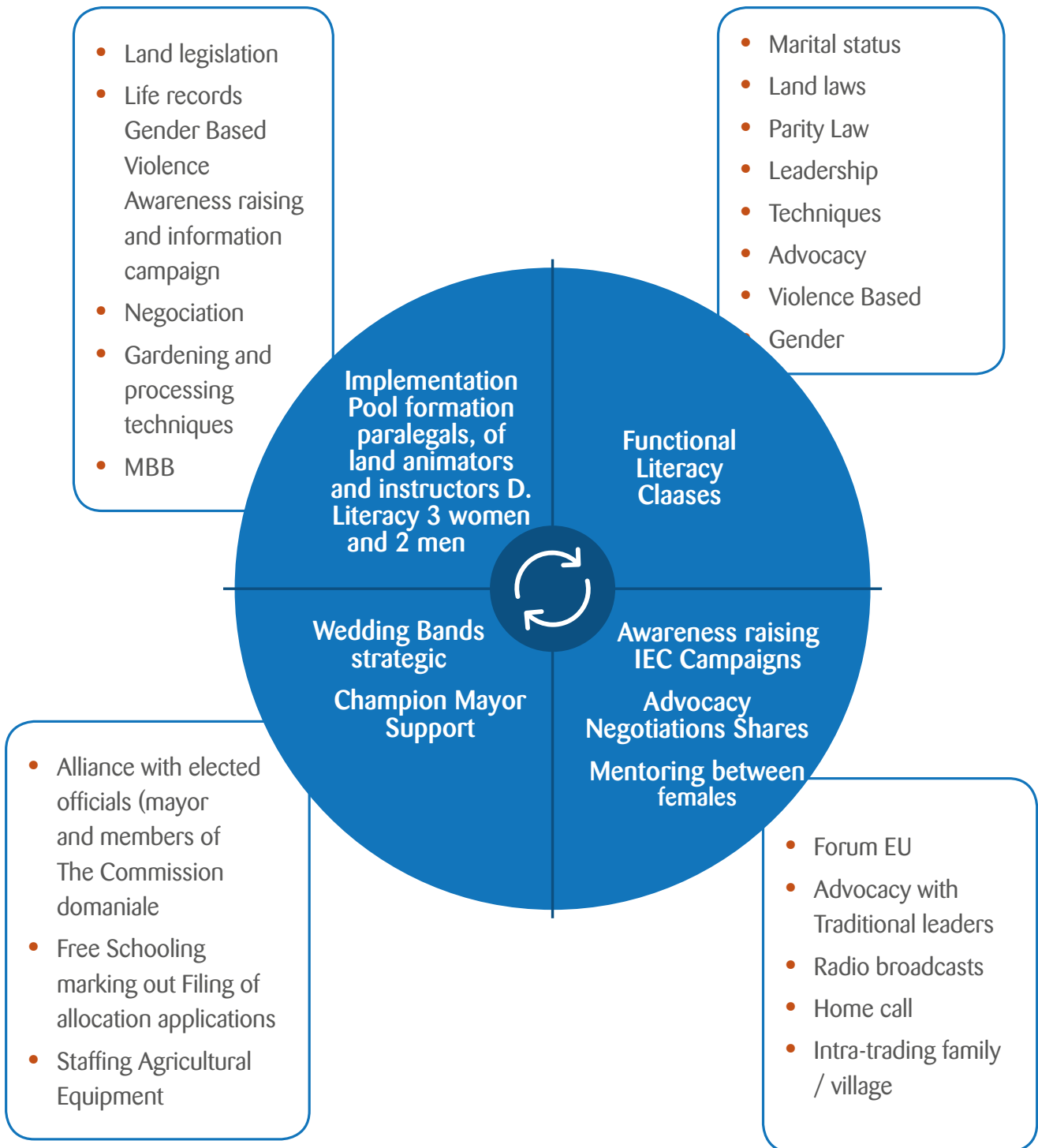
Beneficiary Women: mostly married:

Mainly in a polygamous household in Ross Béthio and Darou Khoudoss, respectively **59.1%** and **57.1%** ; more in a monogamous union in Toubacouta to **42.4%** and **34.8%** in a polygamous household.

Majority first wives of the head of household, or heads of households themselves.

Beneficiary men: mostly monogamous (**56.2%**) vs (**43.8%**) polygamous

Intervention Strategies and Activities in Toubacouta



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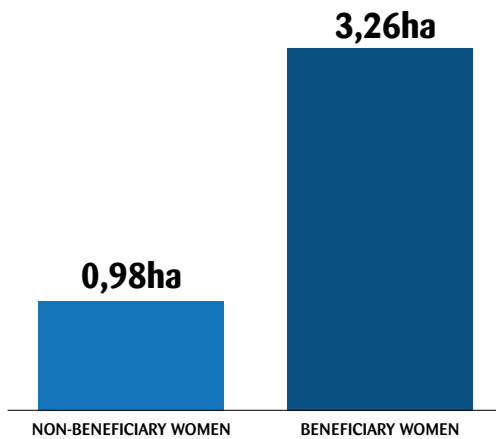
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Effects / changes induced by the project: Land Rights and Equal Opportunities in Toubacouta

Improved access to and control over land by women

- Intra-family negotiations for access and individual control
- Participatory Village Negotiations for Collective Access

Chart 1: Difference in area owned by women beneficiaries and non-beneficiaries of the project



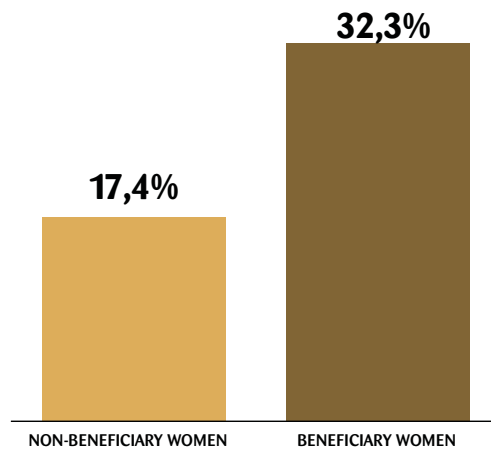
227 Deliberations

- 63 women (individual access);
- 3 EIG (collective access)

Plots for residential and agricultural use

NB: 43 male beneficiaries, close to women leaders.

Chart 2 : The share held by women beneficiaries and non-beneficiaries in the land capital of their household



Percentage of women who obtained property documents as a result of the project compared to men



28%

vs



5%

of women in the sample men, claim to possess legal papers on their parcels and thanks to the initiative

Effects induced changes / Assessment of lands obtained and valuation level Toubacouta

Area and quality

- Good quality of land,
- Insufficient areas:

Individual Access

Residential use: from **400 m²**

Agricultural use: between **1** and **29 ha**

But with an average of 1.5 ha.

Accessibility and valuation level

Collective access

Enter **1** and **3.5 ha** , for **3** GIE counting (GPFs whose number of women members varies between **20** and **60**).

Distance from collective fields, up to 2km to Soukouta, Missirah and Nemabah.

Land fully exploited, according to **85%** beneficiaries.

However, some plots are not exploited because of the difficulties of access to water and the lack of means.

357 producteurs interrogés



© credit photo IPAR/Women of Toubacouta with legal papers

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Effects induced changes:

Sustainability of achievements and appropriation of solutions by women in Toubacouta

Better structuring with the creation of “And liguey Niombato” federation which polarizes GPF from 40 villages; Market access; Diversification of opportunities for collaboration and sustainability of achievements



- Organization in federation, with a headquarter granted by the mayor and built by Solidagro;
- New opportunities with Solidagro (Lutheran Church in partnership with CNCR); Nebeday; USAID Kawalor, Wula Nafa)

Improvement of the living conditions of households, health and the education of children; Thanks to trainings, with the support of ANCAR, women cultivate during both seasons, unlike men



- Creation of “Solidarity Calabash” for social and economic purposes;
- Income generation and contribution to household income building;
- Combination of market gardening activities and fish processing;
- Rice production for food;
- Production and processing of cashew products.

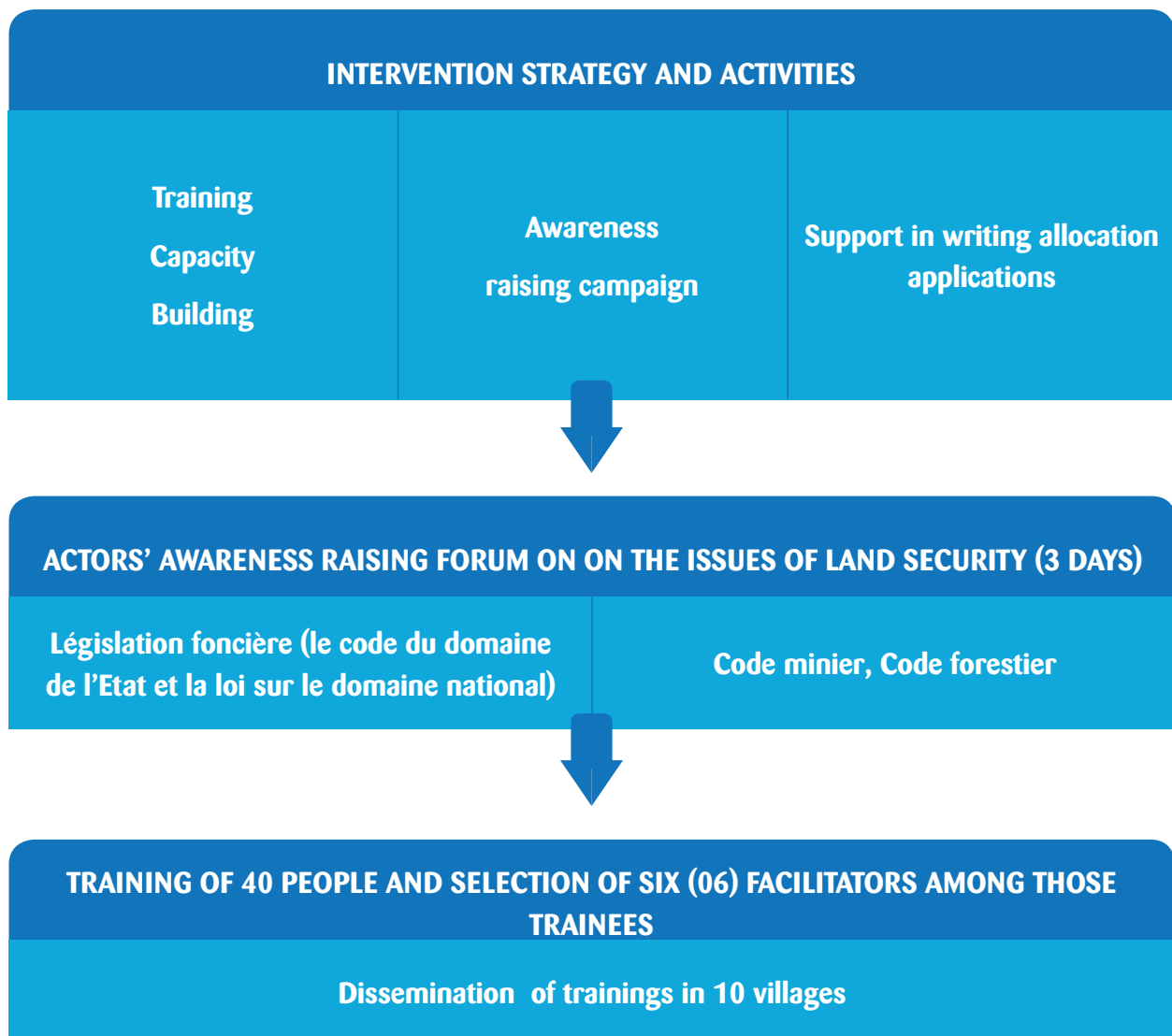
Appropriation of solutions



- Continuation of training and sensitization, with the support of Solidagro;
- Advice-support to men and women looking for more security.

Solutions proposed by the initiatives:

Intervention Strategies and Proposed Activities Darou Khoudoss



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Effects / changes induced:

Darou Khoudoss land security level



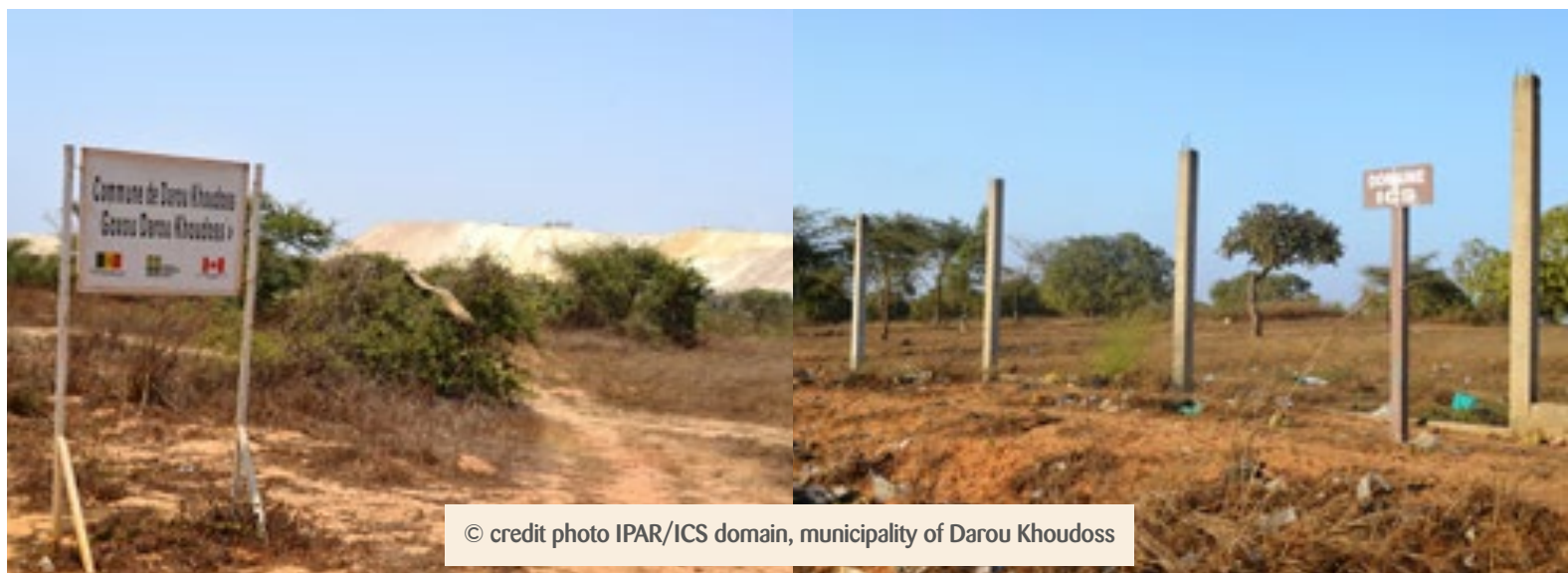
**10 villages, 100 applications filed by customary owners.
Including 17% by women.**

No deliberation

Reasons

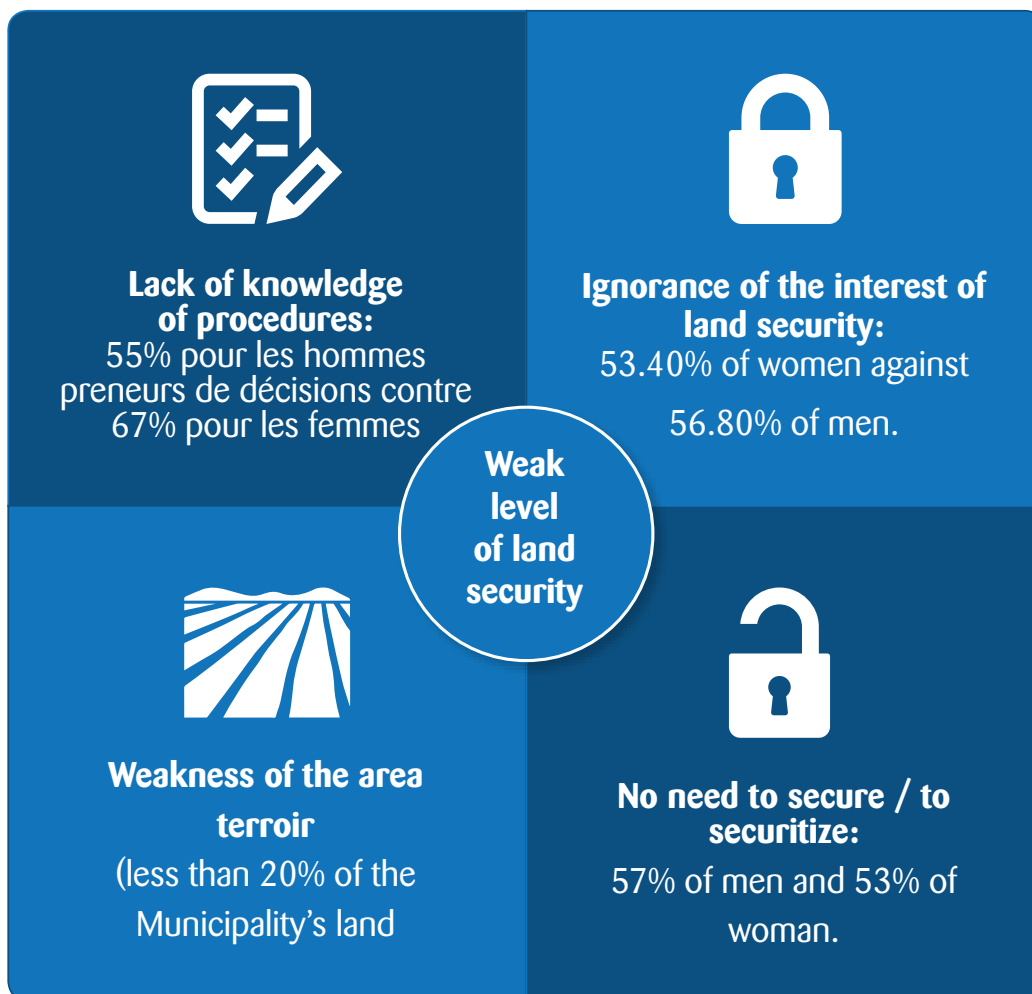
- Records misplaced by an elected official;
- Nature of the cases:
 - 26 complete files, including 2 women’s;
 - 19 incomplete files including 5 women’s;
 - 55 requests for a surveyor’s services, including 9 by women and 1 by a GPF).
- Awareness raising process and lack of project follow-up;

Cost of securing and not respecting the project’s commitment to take charge of it;



Effects / changes induced: Darou Khoudoss land security level

Other causes revealed by the results:



Out of **305 landowners** interviewed (total sample of the municipality, beneficiaries and non beneficiaries): **9.5% of men** against **0% of women** declare that they are in possession of legal documents (farmland and housing).

The comments of this head of the family testify to the extent to which cost is a barrier to the security: To have papers on farmland, you need 70,000F CFA.

Per hectare without counting surveyor's fees that amount to 25.000 F CFA. So to secure a plot, the cost can be as much as 200,000 F CFA , up to 700,000 CFA even, depending on the surface area. While we do not have the means to buy the inputs, to access the water for example (man head of household, 52 years old, Keur Maguette Gueye, Darou Khoudoss, February 2019).

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Improved knowledge of women’s land rights and security procedures:

Toubacouta and Darou Khoudoss



TRAINING

Toubacouta:

Good mastery of negotiation procedures and techniques by female paralegals.

Darou Khoudoss:

Good mastery by Male facilitators.
Passable mastery for female facilitators



AWARENESS RAISING

Toubacouta:

Average mastery for some, weak for the majority.
But awareness on land rights.

Darou Khoudoss:

Low knowledge of the procedures
Low mastery of Land sectors and stakes

A rather practical mastery

Proximity to a person who knows the procedures and can help can be more decisive, respondents say.

Ross Bethio:

Effectiveness, strengths and weaknesses of the quota and collective access

Quota at Mboudoum Barage, 1996:

- **656,66 ha** of the Boundoum basin developed.
- **59 ha**, so that is to say 8.98% allocated to 325 women from GIE Bokkou Jeff from this village, thanks to the advocacy of a local woman who, with the complicity of a town councilor, invited herself to a meeting between the community, SAED and the German donor, KWF
- It is on this occasion that 7 other villages, including Diawar, located around this basin have benefited from a quota

1

Before this quota, women only had access to land within households with the plots redistributed to the various members by SAED. But these plots were often exploited by husbands. In the event of divorce or widowhood, the women lose them.

Quota à Diawar (1996) :

- **656,66 ha** of the developed basin by SAED, with the support of a German donor, KFW
- **40ha** allocated to 7 groups of women from Diawar, a quota of 6.09% for 400 women in 1996.
- It should be noted that for Diawar and Mboudoum barrage it is thanks to the advocacy of a woman and at the request of the donor that a quota has been allocated to them. But the 10% requested by the was was not respected.

2

40 ha, only land mostly for women

But **20 ha** left to men for lack of operating resources.

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The 3PRD Project:

- **2500 ha of raw land**, with **2125,78ha** left after development.
- **155** beneficiaries, on the basis of a national call for tender, including **21%** of women.
- **103** family farms among the beneficiaries, with an area varying between **5** and **10ha**.

3

Conditions of access to the parcels:

- **15,000 FCFA** for registration
- **600,000** to **700,000 FCFA** deposit
- For the final award, **3 million FCFA 500** for **10 ha**, **13 million FCFA**, for **25 ha**.

- Exclusion of the most vulnerable by the cost and allocation modalities..
- No distinction of sex in the access modalities.

The only criterion is the operating capacity.

GOANA Program (2008):

- **280 ha** specifically rehabilitated for the UFP (**1021 women, 69 GPF, 12 GIE**).
- Each group that applied obtained **10ha**. It should be noted that it was the women of the PFU who themselves negotiated these lands with the village chiefs and landowners. In a win-win negotiation system, landowners agreed to give land to women provided that SAED also rehabilitated the plots they keep.

4

11 ha only to UFP before GOANA;

- **86,4%** of the sample's beneficiaries declare that they only access to land through GOANA

To sum up , for women in our sample: **(86.4%) thanks to GOANA, (13.6%) by quota and (9.1%) thanks to the plots redistributed to households.**

For the Delta, in general, out of the 388 (GIE / GFP / OCB) beneficiaries of irrigated perimeters, 111 are GPF for the Dagana department.

However, in spite of the improvement of the access to land of some women of the UFP and beneficiaries of the quota in Diawar and Mboudoum Barrage, **the proportion of land managed by women and GPF does not exceed 1%.**



Effects / changes induced:

Appraisal and valuation level of land acquired at Ross Béthio

GOANA Program

- **Very small surface area (1021 women for 280 ha).**
- **8 ha dedicated to market gardening and 224 ha to rice growing.**
- **More than 40 ha unused because of salinization.**
- **Establishing a rotation system in 2 campaigns but that hides many disparities and inequalities between women leaders and the mass :**
 - A non-systematic rotation.
 - **4 women** at most per GPF who operate **by campaign** (10ha per GPF),
 - A deposit of **FCFA 6,000** is required for a plot of 0.60ha.

Not only have more than half of the women in UFP never had access to this land since 2009, but more importantly, men are increasingly taking over plots in this women's perimeter.

They are often close to leaders or take back land that their beneficiaries can no longer afford because of the lack of drainage.

This male presence is criticized by some women in the Union, such as Santiaba 1 where since 2009 only five women from the neighborhood have had access to GOANA lands.

- Distance of land, **15 km from the houses** ;
- High cost of operation (collective access, but individual exploitation);
- Water cost and access issues, situation of women's land in relation to the water point.

Due to salinization and depression, GOANA lands are shrinking more and more every year. More than 40ha is no longer used.

Mboudom Quota

- **325 women** sdivided into groups and the 59 ha into several sub-plots.
- For example:2ha for 17 women, or 1.5ha, for 16 women.

Thanks to the rotation system, all members who are active in production have access to this land, unless the subgroup does not repay its debts at the bank level. In this case, the land is given to others until the debt is repaid, according to one of the women leaders of the EIG.

Quota at Diawar (1996)

- Of the remaining 20 ha, after giving the other 20 ha to men, women farmed only 17 ha during the 2018 season, compared to more than 500 women today, a loss of land caused by salinization.

The goal of 3PRD

Promote agricultural entrepreneurship without excluding farms. All Senegalese, and not only Walo Walo, who meet the conditions, are eligible for these new-generation developments.

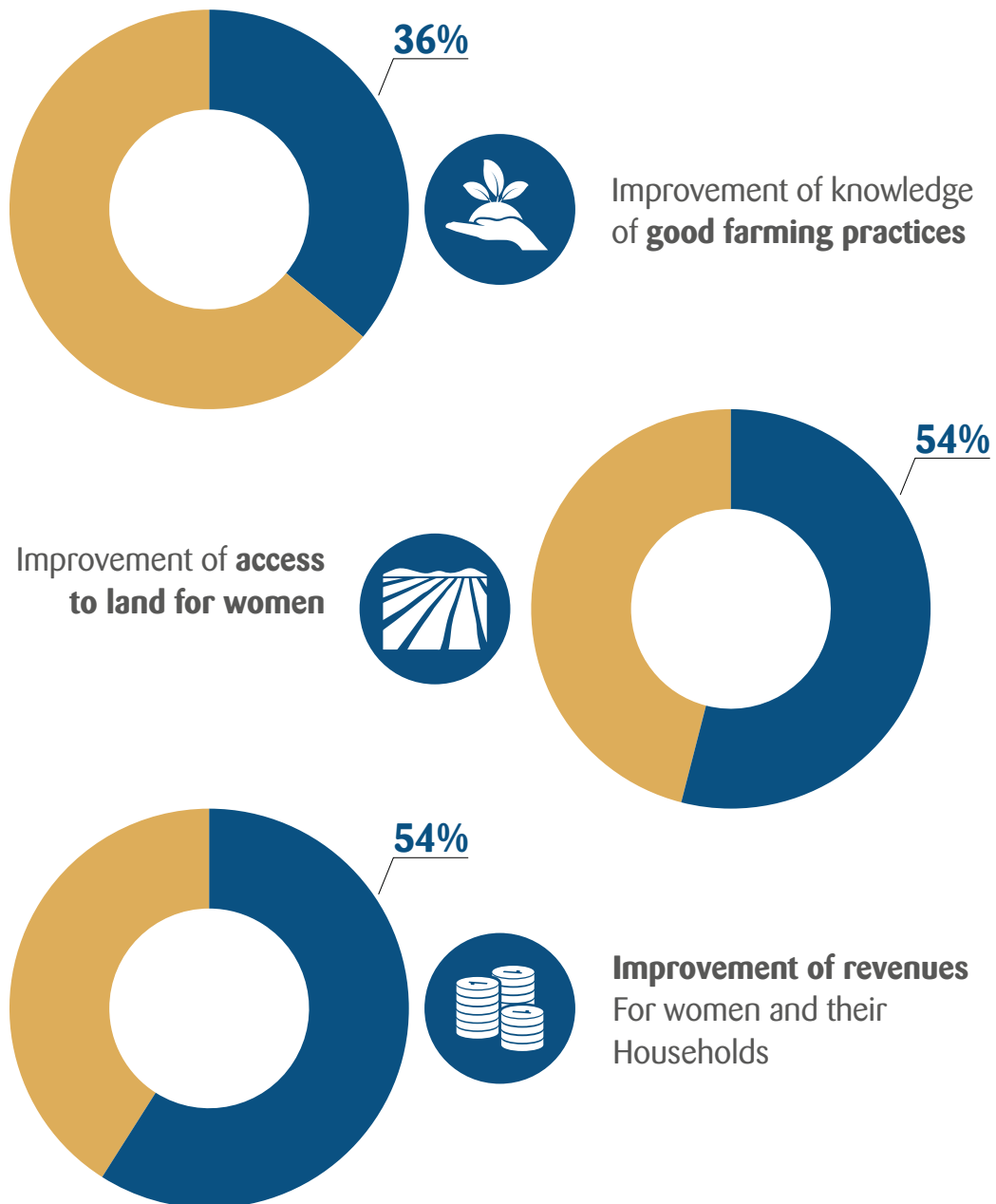
The opening of the project to all Senegalese, the cost of the contribution and the one-month deadline for the deposit of the guarantee contribute to the exclusion of local people, particularly the most vulnerable, namely women and young people.

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GOANA Program:

Chart 3 : Effects induced according to interviewed farmers



Good practices and gaps for the project “Land Rights and Equal Opportunities” in Toubacouta



Best practice

- Horizontal leadership with local resources
- Intra-family and participatory negotiations;
- Functional literacy
- Strategic alliances with elected officials
- The mayor “champion”
- Free of charge demarcation fees;
- Supervision provided by the project coordination;
- More transparent governance of organizations
- Mentoring system initiated by the women themselves and facilitating continuity after the abandonment of some facilitators;
- The definition of clear choice criteria of the members of the pool since the beginning with a minimum level of require required, the junior high school certificate (BFEM).



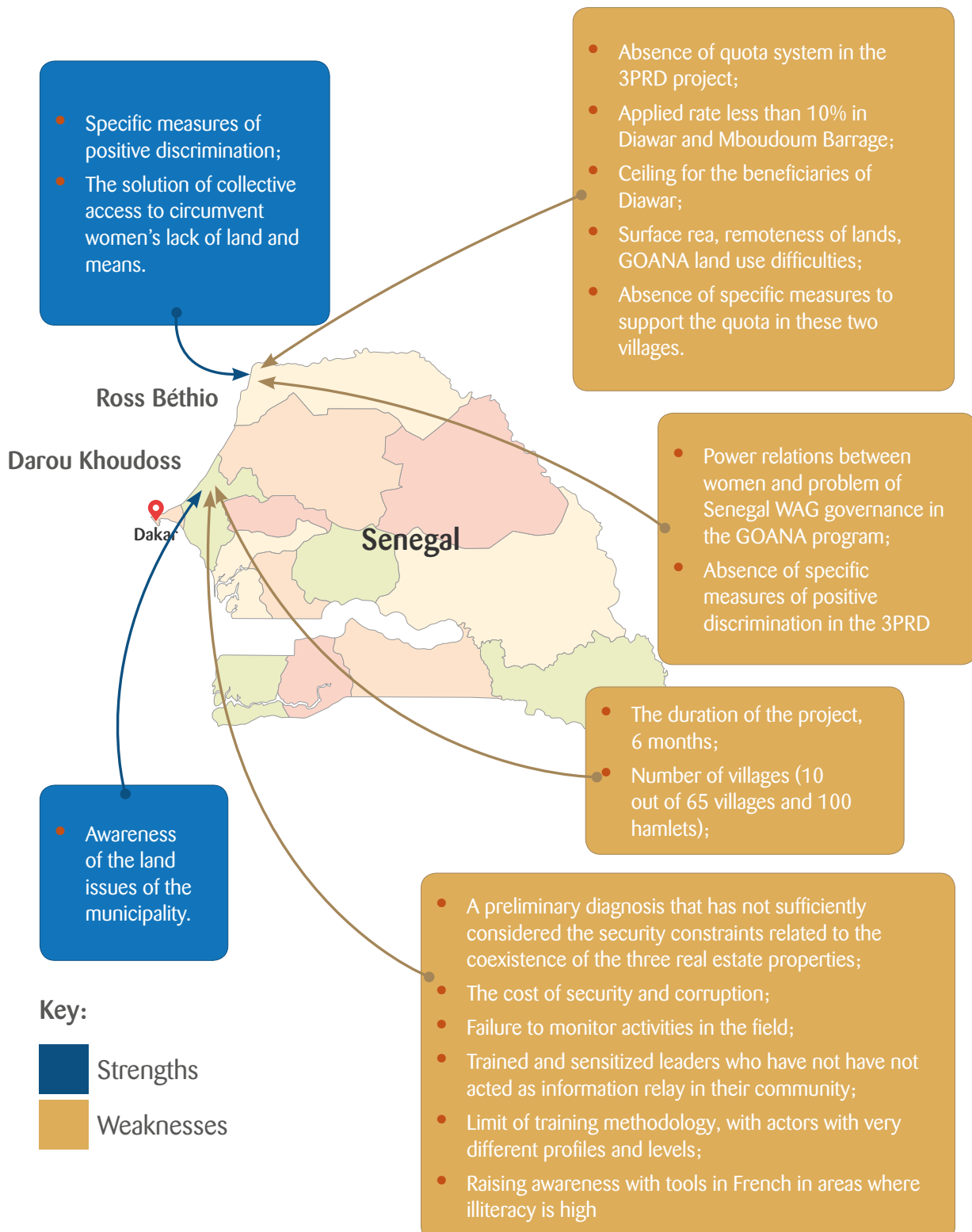
Gaps

- Number of villages covered by the project: 11 out of 52 in total; Surface area of land granted;
- The reluctance of some customary chiefs, some of whom even threatened women;
- The reluctance of some husbands leading to the abandonment of a paralegal and the threats experienced by other women involved in the outreach activities of the project;
- Low means of valuation.

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Strengths and weaknesses of the initiatives in Ross Béthio and Darou Khoudoss



Constraints and opportunities for women's access to and control over land and participation in land governance: Overall context analysis

4 main points analyzed:

- Situation of the three municipalities facing the phenomenon of large-scale land acquisition;
- Women's Participation in Governance
- Opportunities for women's access to and control over land: analysis of households' land capital, its distribution and decision-making power around land;
- Perceptions on specific constraints regarding women's access to and control over land in each municipality.



© credit photo IPAR/Interview with the Mayor of the municipality of Darou Khoudoss

Three municipalities experiencing the LSLA phenomenon, but in a differentiated way

Darou Khoudoss:

LSLA coupled with land issues

- Mining and solar energy companies;
- Coexistence of different land properties, with less than 20% of the land
- located in the terroirs area;
- Land market: domestic and foreign investors in horticulture.

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Ross Béthio:**The agribusiness test and the effects of full communalization**

Public policies for modernization and intensification for self-sufficiency in rice cultivation;

- Major agricultural projects and programs;
- Land markets
- Development of agribusiness which requires more important surface areas.

Effects of new administrative divisions with Act 3 of Decentralization.

Toubacouta:**LSLA, an emerging phenomenon**

- Presence of foreign investors (Belgian and French) and national companies, attracted by the tourism potential;
- National investors, mainly politicians and businessmen attracted by agricultural and leisure potential.

Ross Béthio

- The exhaustion of the property base as a major constraint, however, inter-communality is proposed as one of the solutions that can allow populations, including women, to access land in municipalities like Diama.
- In addition, Ross Béthio Municipality could count on the reversion of part of the 26,000 ha granted by the State to Senhuile in the Ndiaël nature reserve, which has been downgraded, for a “public utility” project and which does not even use 10% of the total.
- Indeed, following the Dodel case, a draft decree of general scope, revising the conditions for land allocation and limiting the number of hectares is currently being formulated.
- This company could and should, according to the people, restore the community part of the land. This would allow the women of Ross Béthio to benefit from a quota, which is not the case today.

Darou Khoudoss

- Drastic reduction of the base, accentuated by the non-rehabilitation of the lands already used by the mining companies.

Toubacouta

- Reduction, but land availability, absence of agribusiness and mass tourism.

Women and land governance:

Women's representativeness in municipal boards and commissions

Darou Khoudoss:

- 30 women and 30 men
- 5 commissions (called women's commissions) led by a woman including finances.



Not a single woman in the land commission (12 members)

Toubacouta:

- 23 women and 23 men
- women are in women's commissions too.



But **only 1 woman**
In the Land commission

Ross Béthio:

- 23 men and 23 women
- Women are in women's commissions too, but also in housing and urbanism.



No woman in the land commission in lethargy, lack of land.



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Women and land governance: Women’s representativeness in municipal councils and commissions

In the three municipalities, women occupy positions that confine them to gender (reproductive) roles and that are not subject to power issues, even if there is one in the housing and urban planning commission in Ross Béthio and another in the land commission in Toubacouta but whose presence has little impact.

**For men:**

Family constraints (**48%**) at Toubacouta;

Lack of interest in land issues in Darou Khoudoss (**42%**);

Lack of skills and women’s leadership deficit in Toubacouta (**37%** and **40%**); Darou Khoudoss (**34%** and **38%**); Ross Béthio (**41%** and **45%**).

**For women:**

Discriminatory practices of policies: (**62%** Darou Khoudoss; (**55%**) in Toubacouta and Ross Béthio;

Family constraints (**46%**) in Toubacouta;

Sensitivity of the issue (**37%** Darou Khoudoss;

Leadership deficit of the majority of women (**55%**) in Ross Béthio.

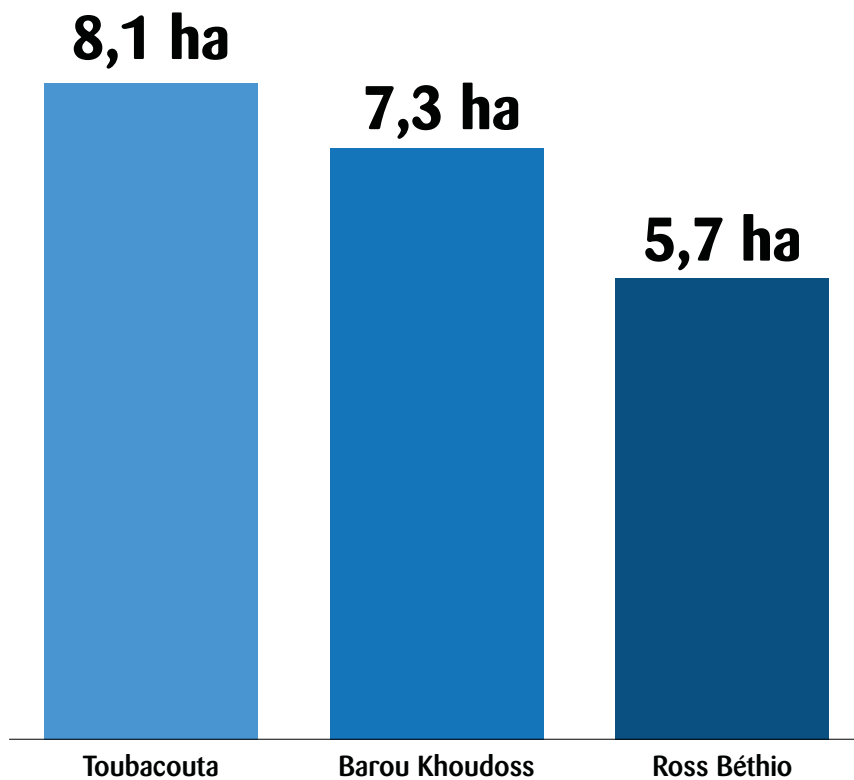


© credit photo IPAR/Interview with the chairman of the public commission of the municipality of Toubacouta, in the presence of the only woman member of the commissi

Households' land capital per municipality: Average surface area, classification and distribution among members

The household, the main source of women's access to land, hence the importance of analyzing the land capital, its distribution and power relations in the management of this resource.

Chart 4 : Average land capital per household and per municipality.



Disparities are noted when considering the median values:

- 6.3 ha in Toubacouta,
- 5 ha in Darou Khoudoss and,
- only 2 ha in Ross Béthio.

In Ross Béthio, land capital is more dependent on the farming capacities of household members.

In Toubacouta and Darou Khoudoss, customary rights still prevail, which could explain these larger surface areas.

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Land capital according to the type of chef Household Type

Graph 5: Distribution of the sample according to the gender of the head of the household

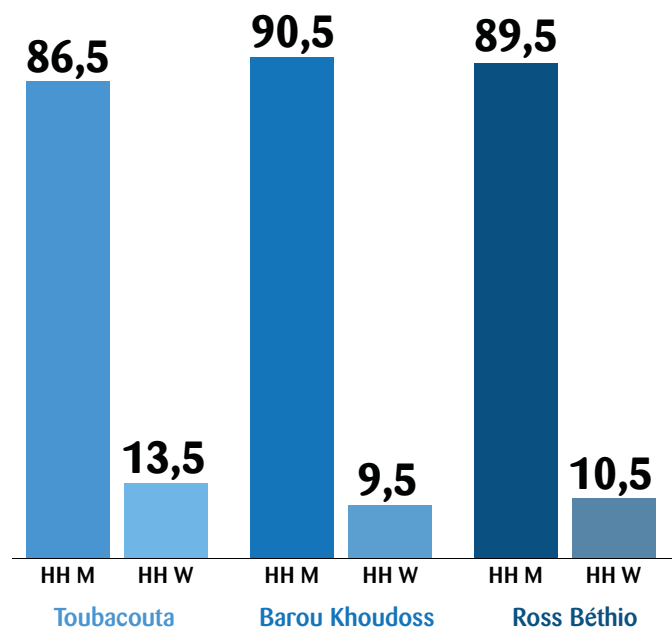
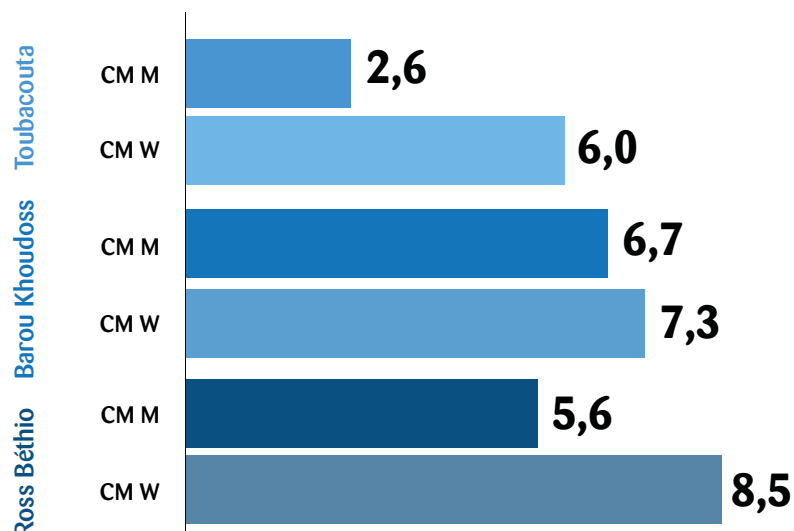


Chart 6: Land capital (in ha) according to head of household gender and by



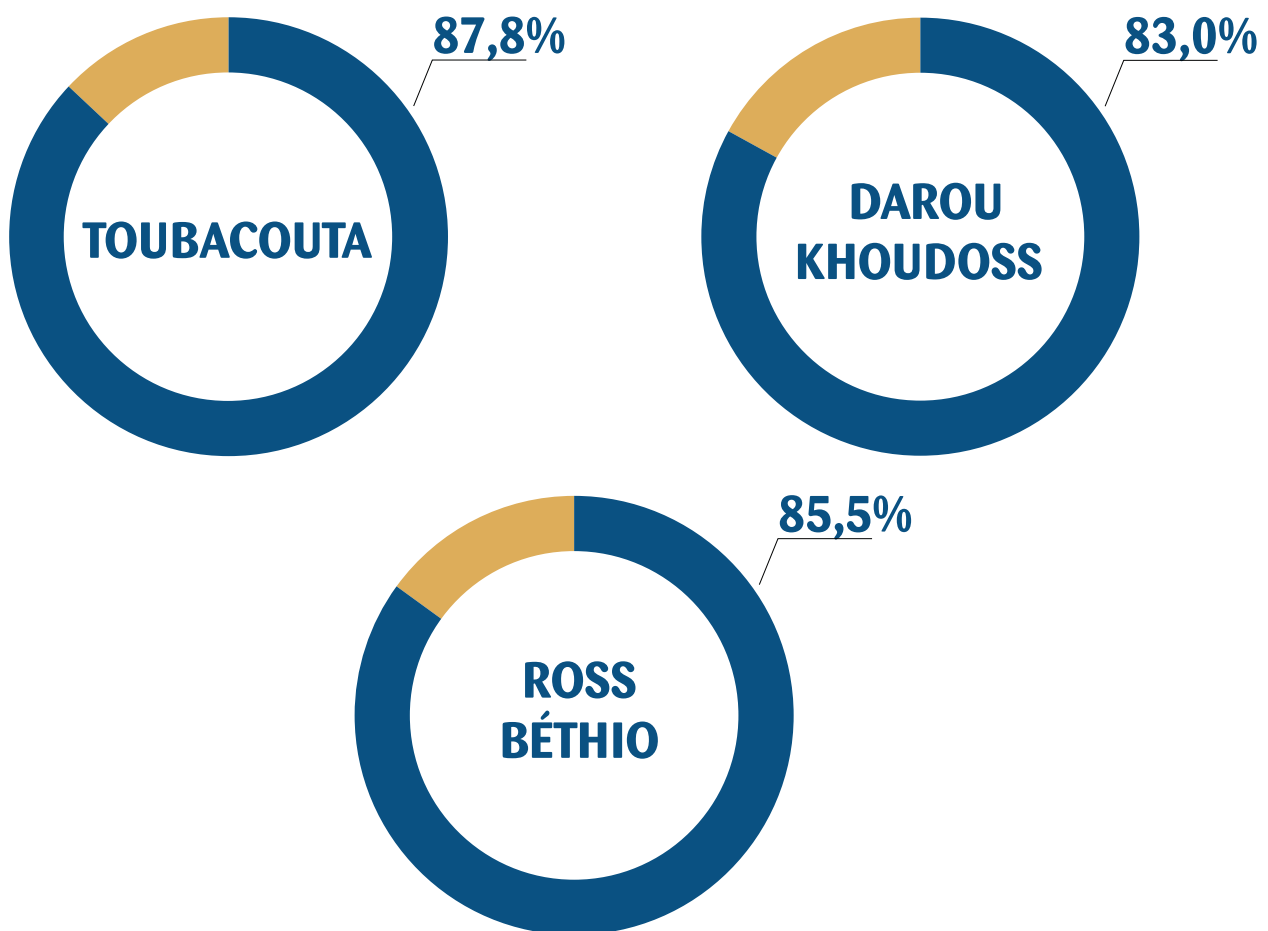
Ross Béthio : Ross Bethio: the difference in land capital between the two types of households is more important than in the other 2 municipalities.

One of the explanations for this is the composition of female-headed households with, on average, fewer members, given that developed plots are redistributed to members over 16 years of age.

Households land capital per by municipality: Average area, classification and distribution among members

Almost all the land capital is sown at more than 80% in the 3 municipalities

Graph 7: Share of land capital by municipality



The proportion of households using all their land:

69% in Toubacouta,

69% to Ross Béthio,

63% in Darou Khoudoss.

The number of farm workers on average per household, as one of the explanations:

Toubacouta: **6** people

Ross Béthio: **6** people

Darou Khoudoss: **5** people

Lack of resources as the main reason for not farming the remaining land, or, to a lesser extent, the practice of fallowing

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Distribution of land capital within households:

Who owns land?

Toubacouta:

Men: 5.5 ha
Women: 1.7 ha

Monopoly of the lowlands by women (33% versus 2% for men), transmitted from mother to daughter or mother-in-law from mother-in-law to daughter-in-law.

Darou Khoudoss:

Men: 4.5 ha
Women: 1.9 ha

- Women's access by inheritance, a specificity of Darou Khoudoss, but applied differently according to the sub-area.
- Quasi absence of collective access.

Ross Béthio :

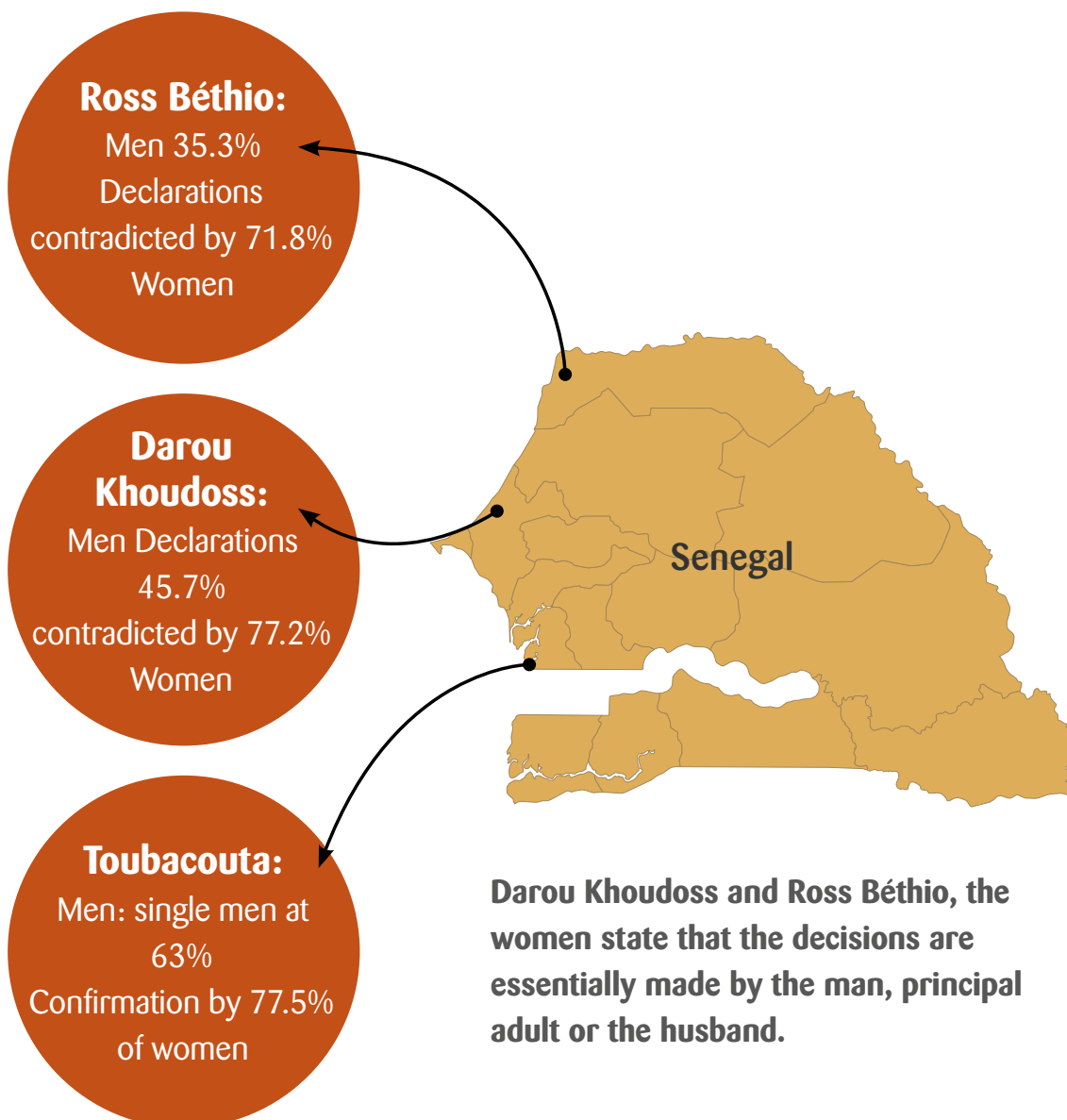
Men: 3.2 ha
Women: 2.7 ha

- Low land capital for both men and women.
- Slight difference between men and women in Ross Béthio in terms of access to developed land.

- Confirmation of gender inequality, despite the impacts of the projects, particularly in Toubacouta
- With the principle of seniority, access to the land obeys more patrilineage
- It should be noted that households in the town of Ross Béthio have on average the lowest land capital. But, although the rate of women working in agriculture is low (36.0%), against (58.7%) in Toubacouta and (49.9%) in Darou Khoudoss, this is where not only the difference in area between men and women is the lowest, but also women have on average a larger surface area, compared to those of the other two municipalities.
- It is also at Ross Béthio where men hold the lowest land capital, compared to the other two municipalities.

Gender-based decision-making authority on the distribution and management of land capital

Who is the decision maker in households?



NB: Possibility of women's involvement in decision-making in the 3 municipalities.

But an involvement that can go from simple information to consultation, according to several factors, among which:

- The land acquisition modality.
- Participation in building household income.

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Gender-based decision-making authority on the distribution and management of land capital

What level of involvement of women in decisions made by men?

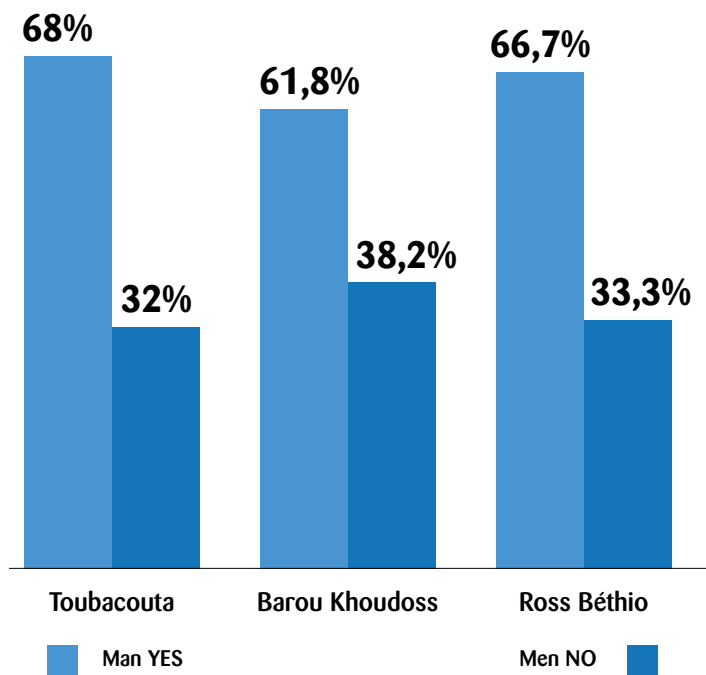


Chart 8: Perceptions of men about women's participation in decisions on household land management

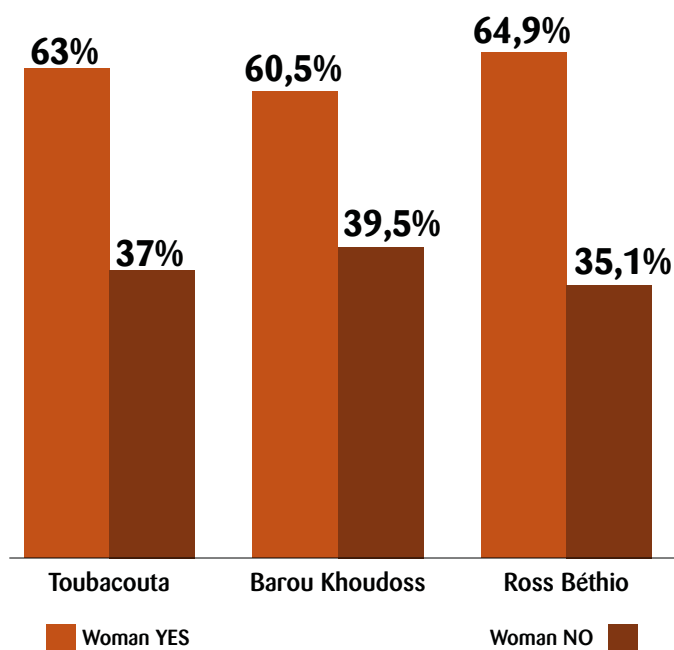


Chart 9: Perceptions of women on their level of participation in decisions on the management of household land

Men and women acknowledge the involvement of women in decisions made by men. But an implication that can go from a simple information to the consultation, according to several factors.

Perceptions of constraints related to women's access to and control over land

Toubacouta

- Socio-cultural norms as main constraint (70% of women and 60% of men).
- The municipality is more rural. Despite the emerging LSLA phenomenon, there is a land reserve in the municipality.
- The predominance of family farming, less greedy in land.

Ross Béthio

- The depletion of the property tax base as the main constraint.

Darou Khoudoss

- Customary practices and low household land capital as main causes.



Synthesis of favourable / unfavourable factors for women's access to and control over land PER community

TOUBACOUTA



Factors in favour

- A "champion" mayor;
- Land availability, despite significant reduction of the land base; still spared by agribusiness and primacy of family farming still traditional, using smaller areas;
- Strong involvement of women in agriculture, 59% of them active in crop production;
- Good structuring and dynamism of women's organizations with a more transparent and inclusive governance;
- Awareness of women's land rights;
- Paralegals with a good knowledge of trading procedures and techniques;
- Presence of literacy instructors to provide training;
- The oil stain effect of the initiative.



Factors against

- Socio-cultural weights;
- Reluctance of some spouses and customary leaders;
- Weak skills of elected women;
- Lack of resources to value the land;
- Difficulties of access to water;
- Female leadership deficit;
- Growing risks of the LSLA phenomenon.

DAROU KHOUDOSS**Factors in favour**

- Presence of experienced women leaders
- Strong involvement of women in agriculture, with 50% of them active in crop production;
- Presence of female producer leaders in market gardening;
- Awareness of women's land rights and local land issues;
- The application of inheritance for women;
- The acceptance of the idea and the beginning of decommissioning a few hectares given to the communities for the construction of basic social services;
- Land tenure facilitators with a good knowledge of the procedures and issues of the coexistence of different properties.

**Factors against**

- Socio-cultural weights;
- Weakness of the area of the terroir zone (less than 20%); LSLA phenomenon;
- Self-exclusion of elected women from land governance because of social representations;
- Corruption significantly increasing security costs;
- No rehabilitation of lands already used by industri;
- Lack of resources to farm land, cost of production and lack of access to water;
- Growing disinterest of women in agriculture;
- "Local development brokers" and "recipients" of initiatives.

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ROSS BÉTHIO**Factors in favour**

- Proven female leadership capable of advocating for the legislation of a quota in hydro-agricultural development;
- Opportunities for women’s empowerment in rice farming and market gardening;
- An ongoing reorganization of SAED for gender institutionalization through and commitments made in its 12th Mission Statement (2018-2020) to support women;
- The creation of a Gender and Women Entrepreneurship Division within SAED.

**Factors against**

- Depletion of the property tax base;
- Non-effectiveness of the quota;
- Weak support measures for women;
- Governance problem and organizational capacities of women’s groups;
- The cost of exploitation;
- Difficulties in marketing vegetable products and post-harvest losses.

Conclusion

The three municipalities are all confronted with the phenomenon of LSLA but with a different level. For Darou Khoudoss and Ross Béthio this phenomenon is well established, for Toubacouta, on the other hand, it is incipient but the pressure is increasing more and more.

Thus, despite the similarities, each municipality has specific characteristics regarding the level of access and control over land by women and their participation in land governance. In addition, the solutions tested had different impacts, some having had more impacts than others, while others are no longer objectives but a reality on the ground.

In Toubacouta and Ross Béthio, the initiatives have improved women's access and control over land, with disparities between municipalities. Although this access and control hides not only disparities between women in some cases, but also deficiencies in the land surface area, quality, as well as in the capacity to use land.

With regard to women's political participation, all three municipalities have respected parity, but only at the level of the municipal council and not in the boards and commissions of these bodies. Thus, while participation in terms of numbers is more or less achieved, its effectiveness remains a major challenge because women are excluded from land governance or have little impact on the decisions taken in these bodies.

Darou Khoudoss

Although Darou Khoudoss is the only municipality where inheritance is applied for women according to the precepts of Islam, it is also the area where land, both for men than women, are less secure. They also have more specific characteristics in terms of women's access to and control over land, depending on the sub-area and parts of the municipality. There are areas where some women, especially leaders, have land and are very active in horticultural production, others where they have land but do not farm it, such as in the Khondio area, a mainly Fulani village, where each married woman receives a plot of land as a dowry to replace the traditionally offered cattle heads. Others live in areas where "dior" soil predominates and where both men and women only cultivate during the rainy season. This land requires more water for off-season farming. This limits women's access despite the availability of land. Areas around Diogo are asphyxiated by the GCO plant.

The remaining small land reserve is located near Konkh Yoye, but this does not facilitate women's access.

But in this municipality, the narrowness of the terroirs area and the fact that most of the agricultural land is located in the industrial zone or the restoration zone constitute one of the major issues and challenges for security.

It should also be noted that Darou Khoudoss is one of the few municipalities where collective access is not developed because it is less profitable than farm laboring, paid per day and which allows women to buy products that are then sold on the market, for example.

Ross Béthio

This municipality is confronted with appropriation by national and international private investors but also by certain local populations who very early on understood the interest of these lands and who, from the beginning, obtained hundreds of hectares, whereas most of them do not have the resource to farm all these land. As in most parts of the country, the responsibility of local authorities is often involved in the land insecurity of the population. Three situations are noted in this area: people who have obtained deliberations on land that does not exist or is already occupied; people without land or required documents; people with documents and land that they cannot fully use.

This is the area where women’s leadership in access to land is most developed. Moreover, each time WAG benefit from land grants, they have negotiated them themselves. It should be noted, however, that this proven leadership, backed by a handful of women is a smokescreen. Because the majority of women are “carried” by these few leaders. This raises a real problem of leadership renewal in the area. It should also be noted that the land rehabilitated and allocated to women is often salinized and requires a drainage system that is not always applied by SAED.

Toubacouta

The municipality is the least affected by the LSLA phenomenon, although it is emerging and increasingly threatening the populations, particularly due to the increasing development of a land market. However, it is in this municipality that socio-cultural traditions and burdens are most significant, the reluctance of husbands, but also of traditional chiefs, to engage women in activities to fight for their land rights and political participation constitutes a significant challenge.

But of all the initiatives evaluated, it was the one implemented in this municipality that had more results thanks, among other things, to the proposals, the support of the mayor and the role of women in agricultural production.

Recommendations

Common recommendations:

Local councils:

- Negotiate with customary landowners to redistribute land. In the three municipalities, the fact that some women hold areas that they cannot all use and that they rent or even sell, was particularly highlighted by the respondents.
- Strengthen women's leadership to claim their rights;
- Train and increase the awareness of elected representatives, especially women, to enforce the law on parity, to promote their access to land commissions and to make their participation transformative;
- Increase awareness of the harm in land sales, although some producers believe that this is the only way to get resources to buy inputs or avoid expropriation.
- Offer a counterpart to men to encourage them to give land to their wives, sisters and daughters.

Specific recommendations:

Ross Béthio

IPAR, CNCR, other organizations and PTF:

- Strengthen women's leadership to advocacy for quota legislations with national actors;
- Strengthen women's organizational and entrepreneurial capacities;
- Support women in other segments of the rice and horticultural value chain in which they are involved;
- Train / sensitize parliamentarians and local elected officials for quota legislations in hydro-agricultural development.

At the National Assembly:

Formalize the quota in the arrangements through a law setting a minimum rate and put safeguards so that this threshold does not become a ceiling.

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Local Communities:

- Work for inter-communality to enable women to gain access to land in other municipalities of the same district;
- Redistribute the land not used by Sen-huile, once the decree is issued and after its reversion, with a quota for women and men.

At SAED:

- Formulate a gender strategy that is based on a clear policy for the effectiveness of the quota;
- Develop partnerships with women’s support structures for support in income-generating activities and market access;
- Encourage the transition to agroecology;
- Put an adequate drainage system for the land to stop salinization.

Toubacouta**To local communities and policy makers at the national level:**

- Set up an annual quota system for free / reduction of demarcation fees for women and priority in processing of women’s applications for land allocation.

To IPAR, CNCR, other organizations and PTF

- Develop and implement a gender-sensitive land governance charter;
- Build women’s capacity to improve their knowledge of security procedures;
- Sensitize traditional chiefs and promote men’s engagement with women to control the lands they already use;
- Build the capacity of elected women to improve their knowledge of the law and their advocacy skills;
- Scaling up the project strategy “Land Rights and Equal Opportunities”, including participatory negotiations, mentoring and functional literacy classes;
- Analyze the conditions of applicability and acceptability of a joint title, with regard to the socio-cultural and religious specificities of our country;
- Strengthen awareness, especially through outreach and peer learning.

Darou Khoudoss

To local communities and national decision makers:

- Rehabilitate the lands used by industries and their reversion to local communities;
- Require the application of CSR, the rights of populations displaced by industries, and compensation arrangements that are not favorable to them;
- Work for inter-communality to enable women to gain access to land in other municipalities of the same district;
- Set up a free annual quota system / reduction of demarcation fees for women and priority processing of women's application for land allocation.

To IPAR, CNCR, other organizations and PTF

- Develop and implement a gender-sensitive land governance charter;
- Build women's capacity to improve their knowledge of security procedures;
- Deconstruct social representations and fear of mystical practices around land, especially by elected women;
- Advocate for a decommissioning of part of the restoration area;
- Discussions initiated during the working meetings between the team of this project and the local committee extended to the technical services of the State, in particular the ANCAR and the waters and forestry department, made it possible to reflect on the solutions of partial and punctual decommissioning, the introduction of exploitation contracts, among others. These discussions contributed to the decommissioning decision of a few ha.



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