



UNITED NATIONS  
INDUSTRIAL DEVELOPMENT ORGANIZATION



# Policy Assessment for the Economic Empowerment of Women in Green Industry

Executive Summary: Senegal



Ministère du Développement Industriel et de  
la Petite et Moyenne Industrie



A woman with short dark hair, wearing safety glasses and a light blue lab coat, is focused on her work in a laboratory. She is using a pipette to transfer liquid into a multi-well plate. The background is softly blurred, showing laboratory equipment and a computer monitor. The overall lighting is cool and professional.

# Policy Assessment for the Economic Empowerment of Women in Green Industry

---

Executive Summary: Senegal



## What is this report about?

This Senegal country report is part of the global joint programme, “Economic Empowerment of Women in Green Industry” (EEWiG). The purpose of this report is to advise policymakers and practitioners on the establishment and implementation of a policy framework to integrate gender and green industry policies. **The aim is to affect change and empower more women to take leadership roles and participate in green industry as entrepreneurs or industry professionals.**<sup>1</sup>

The United Nations Industrial Development Organization (UNIDO) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) are working together to assess the need for gender-responsive green industry policy actions in four participating countries: Cambodia, Peru, Senegal, and South Africa.

In Senegal, the preparatory assistance project undertaken in 2017<sup>2</sup> has led to a fully-fledged project to advise the Ministry of Industry and the Ministry of Women’s Affairs, as well as private sector associations and enterprises, on the design and implementation of gender-responsive green industry policies. This national report aims to provide policymakers and practitioners with an evidence-base that will enable them to:

1. Establish and implement a policy framework to better integrate gender equality into green industry policies;
2. Formulate new, or reformulate existing, gender-responsive green industry policies and adopt them; and
3. Facilitate efforts to prioritise areas for workplan development.

## Why is it important?

The Senegalese government prioritises policies and programmes intended to promote gender equality and empowerment. These include, the Plan Sénégal Émergent, National Strategy for the Promotion of Green Jobs, National Strategy for Green Growth in Senegal, National Climate Fund, which help the nation adapt to and mitigate climate change. Green growth and the promotion of green industry is one of the strategies that falls within this overarching priority. **However, the data available on women’s economic empowerment in green industry is scarce. This study aims to provide the necessary data to fill this gap.** Policies like the Environmental and Social Commitment Plan (ESCP), National Strategy for the Promotion of Green Jobs, and Plan Sénégal Émergent (PSE) have further scope to mainstream gender. **To ensure gender mainstreaming<sup>3</sup> in policies, strategies and action plans for green industry, a solid foundation of knowledge and deeper understanding of the challenges women entrepreneurs and professionals in green industry face is required.** Hence, this project conceptualises women’s economic empowerment as requiring advancement and transformation. *Advancement* includes increased resources including income, employment, human capital (education, skills, training), financial capital (loans, savings), social capital (networks, relationships, mentors), and physical capital (land, machinery, tools, inventory). To achieve *transformation* necessitates women having the power and agency to make decisions over control and use of newly gained skills and resources. This requires transformation of underlying structural gender constructs and social norms that reinforce and perpetuate gender inequalities.<sup>4</sup>

1 UNIDO and UN Women (2019). Global Programme: Economic Empowerment of Women in Green Industry Phase 1: Policy prioritization, pp 1-21.

2 UNIDO (2019). The Economic Empowerment of Women in Green Industry: A Synthesis Report. Unpublished, pp 1-82.

3 Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a way to make women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. See UN Women’s Glossary of Terms: <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode=letter&hook=G&sortkey&sortorder&fullsearch=0&page=2>.

4 GWNEN (2019). Women for Sustainable Energy: Strategies to Foster Women’s Talent for Transformational Change, p.52. Available at: <https://www.globalwomennet.org/wp-content/uploads/2020/02/Gwnet-study.pdf> (Accessed on 14th February, 2020).

# The impact of COVID-19 on women's economic empowerment in green industry in Senegal

Across the globe, women earn less, save less, hold less secure jobs, and are more likely to be employed in the informal sector.<sup>5</sup> Women have been disproportionately affected by the COVID-19 pandemic as they tend to hold more precarious employment, especially in the informal sector, where their benefits and protection, including access to social protection, are inadequate or lacking.

COVID-19 has had a major impact on women across entire supply chains – executives in large companies; women working in the service sector, women who own or work in small and medium-sized enterprises (SMEs); women engaged in manufacturing, including the informal sector; and women migrant workers. This is accentuated by the uneven division of care and domestic responsibilities at home due to gendered social expectations, limiting women's livelihood choices even more.<sup>6</sup>

COVID-19 is exposing those vulnerabilities in social, political, and economic systems that were always present. It is forcing a shift in priorities and funding across public and private sectors, endangering the progress so far made towards gender equality and the empowerment of women and girls. Action must be taken now to stop this backsliding. Women must be the architects as well as the beneficiaries of efforts to build back stronger and better in response to these highly visible fault lines.<sup>7</sup>

Despite these challenges, the COVID-19 crisis also offers unique opportunities for enabling women's empowerment, bringing the transformative changes needed to address the longstanding climate, social and environmental issues and inequalities that have contributed to the devastation of this pandemic. Prioritising women and economic recovery along more equitable lines is not only morally right, it is also an economic imperative. Women are critical agents of post-crisis recovery and investing in gender equality has the potential to stimulate the economy and reverse losses to global wealth.<sup>8</sup> Additionally, gender mainstreaming needs to be prioritised in all sectors to help women entrepreneurs start and sustain green businesses. Green industry is new, innovative, and part of a growing market pushed by a more conscious consumer. It offers many opportunities for women.

## How were the sectors and sub-sectors selected for this report?

“Green industry” incorporates many traditional sectors that mainstream environmental and social considerations into their operations. Based on an analysis that was conducted as part of the project, the following sectors of interest were identified as particularly relevant to the Senegalese context: energy (sub-sector: mixed energy combining electricity, solar, wind and biomass energies); agribusiness (sub-sector: organic farming and transformation of agri-foods), animal husbandry and production (sub-sector: leather and animal skin), and fishing (sub-sector: fish processing).

*Table 1: Sectors and sub-sectors examined*

Sectors	Sub-sector
Energy	Mixed energy combining electricity, solar, wind, and biomass energies
Agribusiness	Organic agriculture and transformation of agri-foods
Animal husbandry and production	Leather and animal skin
Fishing	Fish processing

An analysis was performed using a points matrix that evaluated each sector and sub-sector in five main aspects: (1) gender mainstreaming and the role of women; (2) market size and potential; (3) entrepreneurial level; (4) environmental consciousness of sector players; and (5) potential synergies with UNIDO's Programmes for Country Partnership (PCP) projects. Each sub-sector was assigned points for indicators under each aspect. The sub-sectors selected were those with the highest scores (see Appendix 1 for selection matrix in the main report).

5 United Nations (2020). Policy Brief: The Impact of COVID-19 on Women.

6 Ibid.

7 UN Women (2020). From Insights to Action, Gender Equality in the Wake of COVID-19. Available at: <https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2020/gender-equality-in-the-wake-of-covid-19-en.pdf?la=en&vs=5142>.

8 CARE (2020). COVID-19 Condemns Millions of Women to Poverty When They Could be a Solution to Prosperity.

# How was the study conducted?

The research study used a mixed-methods approach combining qualitative and quantitative data collection. The research was conducted in four phases: (1) desk review and initial policy review; (2) feminist critical policy analysis (10 policies); (3) qualitative data collection through Key Informant Individual Interviews (31 KIIs) and Focus Group Discussions (2 FGDs); and (4) quantitative data collection through an online survey with women working as entrepreneurs (20 respondents). All data was collected in January to February 2020.



## Limitations of the research

1. **Lack of clarity on the “green industry”:** Since the green industry is a new concept, there is a lack of clarity about the concept and what businesses require in order to be considered within the term “green.” Hence, it was difficult to segregate the sectors and sub-sectors into “green” versus “conventional”/ “non-green” industry;
2. **Recruitment of key informants:** The recruitment of the key informants started at the end of December 2019. Due to the holidays and New Year season, it was difficult to recruit participants. For example, it was difficult to schedule interviews in January 2020 because either the key informants were still on leave or busy catching up on their work schedule. Furthermore, the KIIs were mostly conducted in the capital cities. The inclusion of women entrepreneurs and policy influencers from other cities would have provided useful; and
3. **Recruitment of focus group participants:** In Senegal, the recruitment of focus group participants was challenging. In one of the FGDs, not all of the participants turned up, and in another one only 3 participants were present, and so the FGD could not be conducted as the minimum requirement for each FGD was 5 participants.

## Strengths of the study

1. **A novel initiative:** this research is the first of its kind to investigate women’s economic empowerment in green industry, as both entrepreneurs and industry professionals;
2. **Research across the globe:** the research has produced an impressive international dataset, with qualitative and quantitative data gathered in 4 countries on 3 different continents;
3. **Robust, gender-responsive policy analyses:** the bespoke critical feminist policy analyses used in the study is novel in international development research. While there are several policies in the country on climate change and sustainable development, the extent to which these policies have been gender mainstreamed was previously unknown. This analysis creates a way forward for all the policies in this area to be revisited and strengthened in terms of their gender content and commitments;
4. **Involvement at the policy level:** government stakeholders and policymakers are involved from the inception phase in evaluating the research findings;
5. **Bottom-up approach:** the study used a bottom-up approach to elicit the perceptions and everyday challenges of green industry women entrepreneurs and professionals. The data they shared will be used as a baseline for required changes in policy by facilitating the design and revision of green industry policies around their needs and priorities; and
6. **Bridging the green industry knowledge gap:** the study revealed a persistent knowledge gap regarding existing green industry policies in the country among entrepreneurs, professionals and oftentimes policymakers themselves. By exposing this gap, this report proposes recommendations for raising awareness and exposing people to the opportunities present in green industry.

# What are the key findings?

## Key results from phases 1 and 2: policy analyses

Ten policies were evaluated based on the feminist policy analysis criteria and research questions listed in the main report. It comprised of 3 assessments:

- Assessment I: the first assessment<sup>9</sup> is an index for evaluating the inclusion of gender in green industry plans across seven criteria categories. Each quality criteria category had corresponding research questions that were used to analyse each policy. The complete list of research questions is in Table 3.1 of the full report. A summary of the categories and the issues queried in each are listed in the table below:

**Table 2:** Summary of assessment 1 quality criteria categories and corresponding questions

Quality criteria categories	Does the policy...
1. Engendering of the policy (Policy Content)	Aim for gender equality? Include sex-disaggregated data consistently? Consider gender differences in order to create more equality? Challenge gender stereotypes? Mainstream gender throughout the document?
2. Structural understanding of gender equality (Policy Content)	Consider the structural factors (beyond the individual level) that impact gender equality?
3. Intersectionality (Policy Content)	Incorporate the concept of “intersectionality”?
4. Women’s empowerment (Policy Process)	Include the word ‘empowerment’? Refer to women’s economic empowerment? Refer to women’s empowerment in terms of increasing women’s agency, resources, and/or achievements? Mention consulting women, or women’s civil society groups and associations during its development?
5. Incremental transformation (Policy Process)	Build on national previous gender-equality achievements/policies?
6. Gender-responsiveness (Policy Adapted to Project Context)	Address the specific needs and interests of women entrepreneurs/ women working in green industry? Consider ways to overcome gender norms and social traditions that impair women’s involvement in green industry? Address steps necessary to increase women’s leadership roles in green industry?
7. Regional and international contextualisation (Policy Adapted to Project Context)	Comply with international and regional conventions, policies, laws and commitments that safeguard women’s rights? <sup>10</sup>

- Assessment II: second assessment evaluates the specific targets, commitments, indicators and/or “next steps” regarding gender planning. This is to ensure accountability in terms of gender targets/plans. The assessment used a scoring guide from 0-4, where 0= no mention of gender in the conclusion; 1= irrelevant/tokenistic conclusion; 2= has some reference to sex but no gender conclusions;<sup>11</sup> 3= has some gender conclusions but basic or unhelpful; and 4= highly relevant gender-responsive conclusion.
- Assessment III: the policies were assessed in terms of their level of implementation to date (as of April 2020).

9 The criteria and research questions for the first exercise are adapted from: Druzca, K and Rodriguez, C.M (2018). Feminist Policy Analysis: Implications for the Agricultural Sector in Ethiopia. CIMMYT, Addis Ababa, Ethiopia.

10 Criteria 7.1: The list of international and regional conventions will include the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), Sustainable Development Goal number 5, Protocol on Violence against Women, Beijing +25, and the Maputo Protocol, African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (not applicable to Peru/Cambodia).

11 “Sex” includes reference to “women” or “men”. “Gender” refers to the relations, social norms, and power dynamics between “women” and “men”.

**Table 3: Summary table of assessment I<sup>12</sup>**

	Engendering of the policy <sup>13</sup>	Structural understanding of gender equality	Intersectionality	Women's empowerment	Incremental transformation	Gender responsive industrial policies <sup>14</sup>	Regional/ international context	Total score
National Strategy for the Promotion of Green Jobs (2019) <sup>15</sup>	2/5	0/1	0/1	2/4	1/1	0.5/3	0.5/1	6/16
National Strategy for Green Growth in Senegal (2016-2020) <sup>16</sup>	0.5/5	0/1	0/1	0/4	0.5/1	0/3	0/1	1/16
LAW N° 2010-21 of December 20, 2010 (2010) <sup>17</sup>	0/5	0/1	0/1	0/4	0/1	0/3	0/1	0/16
National Strategy for Sustainable Development (2015) <sup>18</sup>	1.5/5	0/1	0/1	0/4	0.5/1	0/3	0.5/1	2.5/16
Environment and Natural Resources Sector Policy (2009-2015) <sup>19</sup>	1/5	0/1	0/1	0/4	0/1	1/3	1/1	3/16
National Climate Fund (2015) <sup>20</sup>	1/5	0/1	0/1	1/4	0/1	0.5/3	0/1	2.5/16
The Senegal National Adaptation Plan [to climate change] (2006) <sup>21</sup>	0/5	0.5/1	0/1	0/4	0/1	0/3	0/1	0.5/16
Environmental and Social Commitment Plan (ESCP) (2019) <sup>22</sup>	4/5	1/1	1/1	2/4	0/1	0.5/3	0/1	8.5/16
Plan Sénégal Émergent (PSE) (2019-2024) <sup>23</sup>	2/5	0.5/1	0/1	3/4	0/1	0/3	0/1	5.5/16
Ministry of Industry Development Sector Policy Letter (2018-2023) <sup>24</sup>	0/5	0/1	0/1	0/4	0/1	0/3	0/1	0/16

## Assessment I (Table 3)

### ENGENDERING OF THE POLICY

All the policies reviewed have room to enhance measures to address gender equality and gender stereotypes. Moves to improve the collection of sex-disaggregated data and gender statistics would also be beneficial. The Environmental and Social Commitment Plan (ESCP) is one example of a policy which has taken steps to adopt a gender mainstreaming approach throughout. The other policies have either limited (e.g. Plan Sénégal Émergent (PSE), National Strategy for the Promotion of Green Jobs, the National Strategy for Sustainable Development, the Environment and Natural Resources Sector Policy, the National Climate Fund, and the National Strategy for Green Growth in Senegal) or no mention of “gender” or “women” (e.g. LAW N° 2010-21 of December 20, 2010, The Senegal National Adaptation Plan and the Ministry of Industry Development Sector Policy Letter).

12 These policies were selected by the Project’s Country Coordinator and National Focal Points using selection criteria listed in section 3.3 of the main report. Using these criteria, the Project Country Coordinator and National Focal Points narrowed their selection to 10 policies based on consultation with national stakeholders.

13 “Engendering” refers to the incorporation of gender issues and concerns into a policy’s content. Whether a policy aims for gender equality, includes sex-disaggregated data consistently, consider gender differences in order to create more equality, challenge gender stereotypes and mainstreaming gender are included as criteria in this category.

14 “Gender responsive” refers to outcomes that reflect an understanding of gender roles and inequalities and which make an effort to encourage equal participation and equal and fair distribution of benefits. Whether a policy addresses the specific needs and interests of women and men, consider ways to overcome gender norms and social traditions that impair women’s involvement in green industry, and address steps to increase women’s leadership in green industry.

15 Republic of Senegal, Ministry of the Environment and Sustainable Development (2019). National Strategy for the Promotion of Green Jobs 2019. Dakar, Senegal. Available online: [https://www.un-page.org/files/public/rapport\\_snpev\\_version\\_final.pdf](https://www.un-page.org/files/public/rapport_snpev_version_final.pdf).

16 Partnership for Action on Green Economy (PAGE) (2015). National Strategy for Green Growth in Senegal (2016-2020). Dakar, Senegal. Available online: [https://www.un-page.org/files/public/lindustrie\\_verte\\_au\\_senegal\\_2015\\_page.pdf](https://www.un-page.org/files/public/lindustrie_verte_au_senegal_2015_page.pdf).

17 Republic of Senegal (2010). LAW N° 2010-21 of December 20, 2010 (2010). Dakar, Senegal. Available online: <http://www.droit-afrique.com/upload/doc/senegal/Senegal-Loi-2010-21-orientation-energies-renouvelables.pdf>.

18 Ministry of the Environment and Sustainable Development (2015). National Strategy for Sustainable Development (2015). Dakar, Senegal. Available online: [https://chm.cbd.int/api/v2013/documents/1B1ECE54-E678-582A-3206-64226B5FF510/attachments/SNDD%202015\\_Fersion%20Finale.pdf](https://chm.cbd.int/api/v2013/documents/1B1ECE54-E678-582A-3206-64226B5FF510/attachments/SNDD%202015_Fersion%20Finale.pdf).

19 Environment and Natural Resources Sector Policy (2009-2015). Dakar, Senegal.

20 Republic of Senegal, Ministry of the Environment and Sustainable Development (2015). National Climate Fund (2015). Dakar, Senegal.

21 Republic of Senegal, Ministry of the Environment and Nature Protection (2006). The National Action Plan for Senegal’s Adaptation [to Climate Change] (2006). Dakar, Senegal. Available online: [https://www.preventionweb.net/files/8570\\_sen01f.pdf](https://www.preventionweb.net/files/8570_sen01f.pdf).

22 Government of the Republic of Senegal, Ministry of the Environment and Sustainable Development. Environmental and Social Commitment Plan (ESCP) (2019). Available online: <http://www.environnement.gouv.sn/sites/default/files/documenttheque/Environmental%20and%20Social%20Commitment%20%20Plan%20%28ESCP%29-converti.pdf>.

23 Ministry of Economy, Republic of Senegal. (2018). Plan Sénégal Émergent (PSE). (2019-2024). Dakar, Senegal. Available online: <https://www.sentresor.org/publication/plan-senegal-emergent-plan-dactions-prioritaires-2019-2023/>.

24 Ministry of Industry and Mines, Republic of Senegal (2016). Ministry of Industry Development Sector Policy Letter (2018-2023). Dakar, Senegal.

## STRUCTURAL UNDERSTANDING OF GENDER EQUALITY

Policies that consider structural gender equality beyond an individual level include: the Environmental and Social Commitment Plan (ESCP), Plan Sénégal Émergent (PSE) and The Senegal National Adaptation Plan. None of the ten policies reviewed include reference to historical, legal, and/or socio-cultural factors that influence gender equality.

## INTERSECTIONALITY

Limited consideration is given to the intersection of gender with other factors such as disability, race, youth, rurality or other groups experiencing multiple forms of discrimination. One exception is the Environmental and Social Commitment Plan (ESCP) which briefly covers the unique impacts of women in rural areas. The ESCP also provides sex-disaggregated data; documents literacy and unemployment rates among rural women; states the importance of strengthening gender mainstreaming in policies; references women living with disabilities and highlights the protection of women's rights.

## WOMEN'S EMPOWERMENT

Limited consideration is given to the integration of women's empowerment. Notable exceptions are the Plan Sénégal Émergent (PSE), Environmental and Social Commitment Plan (ESCP), the National Climate Fund, and the National Strategy for the Promotion of Green Jobs. No policies mention engaging women or women's civil society groups and associations meaningfully during their development. Although stakeholders were clearly consulted; it is not clarified in the policy document whether women's groups or advocates were included.

## INCREMENTAL TRANSFORMATION

A limited number of policies exist that build on previous national gender-equality achievements and policies. However, notable examples of efforts to apply this approach include the National Strategy for the Promotion of Green Jobs and the National Strategy for Sustainable Development. The National Strategy for the Promotion of Green Jobs aims to continue the work of the project for the Promotion of Green Jobs (PPEV) which ended in 2015 and had created 1,500 green jobs for women and youth.

## GENDER RESPONSIVENESS

Gender-responsive planning was largely missing from the green industry policies reviewed. The Environment and Natural Resources Sector Policy, the National Strategy for the Promotion of Green Jobs, the National Climate Fund, and the Environmental and Social Commitment Plan (ESCP) could all accommodate enhanced levels of gender-responsive planning. The Environment and Natural Resources Sector Policy mentions a quota of women in leadership positions in the Ministry of Environment and Sustainable Development (MEDD). The year 2015 is listed as a target date for achieving the policy goal, with a specific target being an increase per year in the number of women working in executive positions. While this point acknowledges that positive action is required to ensure more women are in leadership roles, there is no measurable target to achieve, whereas other goals listed have concrete targets. The National Climate Fund states it will strengthen, "women's leadership and their entrepreneurial capacities for inclusive growth." Policies do not address the steps necessary to increase women's leadership roles in green industry.

## REGIONAL AND INTERNATIONAL CONTEXTUALISATION

Regional and international contextualisation is present in programmes such as the Environment and Natural Resources Sector Policy, the National Strategy for Sustainable Development, and the National Strategy for the Promotion of Green Jobs. Senegal is working towards achieving the SDGs, especially around social equality. This has been used as a catalyst for the creation of the National Strategy for Sustainable Development, but this is the only reference to international goals and frameworks from a gender perspective.

## Assessment II (Table 4)

Nine of the ten policies reviewed do not integrate gender into their conclusions in terms of specific targets, commitments, indicators and/or "next steps" regarding gender planning. The only exception is the Plan Sénégal Émergent (PSE).

## Assessment III (Table 4)

Overall, the policies have solid implementation plans but there is limited documentation of the status of implementation. As a result, the extent to which the policies have been implemented is unclear. There are three policies that came into effect in 2019, so it is too early to analyse results. At present, the National Strategy for the Promotion of Green Jobs is the only policy that has evidence of implementation.

**Table 4: Summary table of assessment II and III**

Name	Assessment II score	Assessment III score
National Strategy for the Promotion of Green Jobs (2019)	0	1
National Strategy for Green Growth in Senegal (2016-2020)	0	n/a
LAW n° 2010-21 of December 20, 2010 (2010)	0	n/a
National Strategy for Sustainable Development (2015)	0	n/a
Environment and Natural Resources Sector Policy (2009-2015)	0	n/a
National Climate Fund (2015)	0	n/a
The Senegal National Adaptation Plan [to climate change] (2006)	0	n/a
Environmental and Social Commitment Plan (ESCP) (2019)	0	n/a
Plan Sénégal Émergent (PSE) (2019-2024)	1	0.5
Ministry of Industry Development Sector Policy Letter (2018-2023)	0	n/a

Assessment II Keys: 0= No mention of gender in the conclusion that is to say that the targets/commitments/indicators and/or “next steps” do not have a gender-lens/perspective; 1= Irrelevant/tokenistic conclusion; 2= Has some sex but no gender conclusions; 3= Has some gender conclusions but basic or unhelpful; 4= Highly relevant gender-responsive conclusion.

Assessment III Keys: 1=The policy is fully implemented; 0.5= The policy is partially implemented; 0= The policy is not implemented.

Regarding the existing green industry policies that were reviewed in-depth, specific recommendations are given for each in terms of improving their inclusion of gender equality considerations and gender-responsive implementation.

**Table 5: Recommendations for improving gender integration in policies assessed**

Existing Policy	Recommendations for improvement
National Strategy for the Promotion of Green Jobs (2019)	<i>In content:</i> there are many strategies listed to help women’s participation in green jobs; however, there is no mention of the policy aiming to specifically achieve gender equality in the industry. <b>Conclusions: focus more on intersectionality and gender norms to achieve a more gender-responsive policy towards the achievement of gender equality.</b> <i>In implementation:</i> more sex- disaggregated data and gender statistics should be collected on women’s roles and results.
National Strategy for Green Growth in Senegal (2016-2020)	<i>In content:</i> this policy does not mainstream a gender perspective and should follow steps 1-3 of the proposed framework (see Figure 8.1 in full report). <b>Conclusions:</b> this policy needs to <b>include women’s meaningful participation and women’s economic empowerment in its strategy</b> by using data to understand their situation and what needs to change to provide equal opportunities for women in the context of climate change. <i>In implementation:</i> revise the strategy by following international standards for gender equality/mainstreaming.
LAW n° 2010-21 of December 20, 2010 (2010)	<i>In content:</i> this policy does not mainstream a gender perspective and should follow steps 1-3 of the proposed framework (see Figure 8.1 in full report). <b>Conclusions:</b> this policy needs to <b>mainstream a gender perspective into its strategy</b> by using data to understand their situation and what needs to change to provide equal opportunities for women in the context of a changing climate. <i>In implementation:</i> revise the strategy by following international standards for gender equality/mainstreaming.
National Strategy for Sustainable Development (2015)	<i>In content:</i> the policy has a basic awareness of gender equality but more needs to be done to redress gender inequalities. <b>Conclusions: work with women’s associations and gender experts to implement a better strategy.</b> <i>In implementation:</i> revise the strategy by following international standards for gender equality/mainstreaming.
Environment and Natural Resources Sector Policy (2009-2015)	<i>In content:</i> gender is included, but there is further scope to mainstream strategically. <b>Conclusions: work with women’s associations and gender experts to implement a better strategy.</b> <i>In implementation:</i> regularly collect more sex-disaggregated data and gender statistics data and monitor and evaluate regularly.
National Climate Fund (2015)	<i>In content:</i> there should be more consideration given to women’s role in climate change, such as women leaders or entrepreneurs. <b>Conclusions:</b> reasonable attempt at gender inclusivity but needs to go more in-depth to tackle gender norms. Use Assessment II criteria to strengthen policies in terms of actual commitments to gender equality. <i>In implementation:</i> <b>collect sex-disaggregated data and gender statistics to evaluate results before updating.</b>
The Senegal National Adaptation Plan [to climate change] (2006)	<i>In content:</i> the policy mentions the need to reassess the risks in case the plan’s implementation results in unexpected risks including gender-based violence (GBV), sexual harassment, rape and unwanted pregnancies, but does not mainstream a gender perspective. The policy should mainstream gender and address structural gender inequalities and intersectionality issues. <b>Conclusions:</b> use Assessment II criteria to strengthen policies in terms of actual commitments to gender equality. <i>In implementation:</i> need to start talking to the relevant stakeholders to have the key players involved in problem-solving to ensure the intended impact is achieved.
Environmental and Social Commitment Plan (ESCP) (2019)	<i>In content:</i> while this policy has a clear gender equality agenda that is much better than the other documents under review, there is still room for improvement. <b>Conclusions: focus more on increasing women’s leadership and include an intersectional approach to tackling inequalities and discriminations.</b> <i>In implementation:</i> involve women in the creation of an updated version.

Existing Policy	Recommendations for improvement
Plan Sénégal Émergent (PSE) (2019-2024)	<i>In content:</i> the policy mentions some ideas for achieving gender equality but needs to have a more consistent integration of gender issues throughout the whole policy. <i>Conclusions:</i> use Assessment II criteria to strengthen policies in terms of actual commitments to gender equality. <i>In implementation:</i> revise the strategy by following international standards for gender equality/mainstreaming.
Ministry of Industry Development Sector Policy Letter (2018-2023)	<i>In content:</i> this policy should mainstream gender and follow steps 1-3 of the proposed framework (see Figure 8.1 in full report). <i>Conclusions:</i> use Assessment II criteria to strengthen policies in terms of actual commitments to gender equality. <i>In implementation:</i> <b>it needs to be fully reassessed with more gender parity of the staff of the Ministry.</b>

**Key takeaway (policy analysis):** although the Senegalese government prioritises policies and programmes that help the nation adapt to and mitigate climate change, amongst the policies reviewed, there is currently a lack of focus on gender equality and women’s empowerment in green industry.

## Key Results Phases 3 and 4: Qualitative and Quantitative Data

### *Women entrepreneurs in green industry*

In Senegal, there is currently a lack of policies focused on women’s empowerment as entrepreneurs and professionals in green industry. For example:

- **Ineffective implementation of policies:** most government programmes are “gender neutral.” If government programmes are not intentionally gender-responsive; the challenges and specific issues women face (e.g. time and length of trainings, locations, etc.) will not be addressed. This may also worsen existing gender inequalities;
- **Access to markets, information and knowledge:** women’s lack of access to business networks, market information and opportunities for developing business skills were highlighted;
- **Gender-based discrimination:** women find it difficult to start a business due to social and gender norms and stereotypes that shape gendered roles and responsibilities. Women tend to have less access to networking and engagement in activities that require them to be out of the house. Women often struggle to provide collateral for loans, due to not owning land or property and this makes it difficult to access credit;
- **Unpaid care and domestic work:** the unequal division of care and domestic responsibilities in the home add a disproportionate burden on women. This limits their employment options, as well as their ability to participate fully in the labour market. The lack of childcare support and services makes it particularly difficult for women to achieve a work-life balance. Furthermore, women reported finding it difficult to attend day long meetings due to unpaid care and domestic responsibilities;
- **Workplace discrimination:** women are underrepresented in corporate ownership and senior management positions. Sexual harassment coupled with discrimination due to age or marital status are common. Additionally, women reported facing intimidation and difficulties entering discussions with officials in the customs office and tax administration. Discriminatory practices in recruitment, retention, re-entry and promotion as well as motherhood-based discrimination and the motherhood pay gap<sup>25</sup> are other forms of workplace discrimination.

There is a need to address direct and indirect discrimination through gender-responsive green industry policies.

### *Gendered division of labour in green industry among professionals*

One finding of the study was the gendered division of labour. For example, men in a mat production facility were producing the mats with machines and carried the mats while women were responsible for the more labour-intensive work of finishing the mats by hand. Gender inequalities were found when assessing the wages and associated labour conditions. Women were paid by piece while men were paid per hour. Men had also been offered fixed contracts after six months of service while many women had to wait two years or more before receiving a fixed contract, making the jobs of women more precarious and unstable, consistent with studies about women in labour markets around the world. Furthermore, women’s participation and engagement varies by sector and sub-sector. For instance, in agriculture, women are disproportionately represented in the sub-sector of transformation, while men are disproportionately represented in production and commercialisation (depending on the crop and the profitability of the crop).

<sup>25</sup> See for example, ILO’s work on motherhood gaps: [https://www.ilo.org/global/publications/working-papers/WCMS\\_348041/lang--en/index.htm](https://www.ilo.org/global/publications/working-papers/WCMS_348041/lang--en/index.htm).

## Barriers faced by women entrepreneurs/professionals in green industry

The primary data collected revealed pervasive barriers to women’s economic empowerment as entrepreneurs and professionals in green industry, including the following:

- High costs associated with business startup;
- Unavailability or lack of access to technology;
- Lack of information and resources on how to start a business;
- There is no clear-cut definition of “green industry” (what makes a business green and what does not) in Senegal. The sectors/ sub-sectors identified for the study have great potential for becoming green, but they are not “green” yet;
- Due to lower production costs, products produced by “conventional industries” are often less expensive than those produced by green industry, putting green industry products at a disadvantage;
- Lack of incentives for businesses operating in green industry; and
- Statistics about women’s participation in green industry are practically non-existent. Without a baseline and without clarity about the current situation, it is difficult to establish goals and courses of action to promote women’s participation in green industry.

See Table 6 for the summary table of reported barriers to women’s economic empowerment in green industry.

**Table 6:** Summary table of reported barriers to women’s economic empowerment in green industry

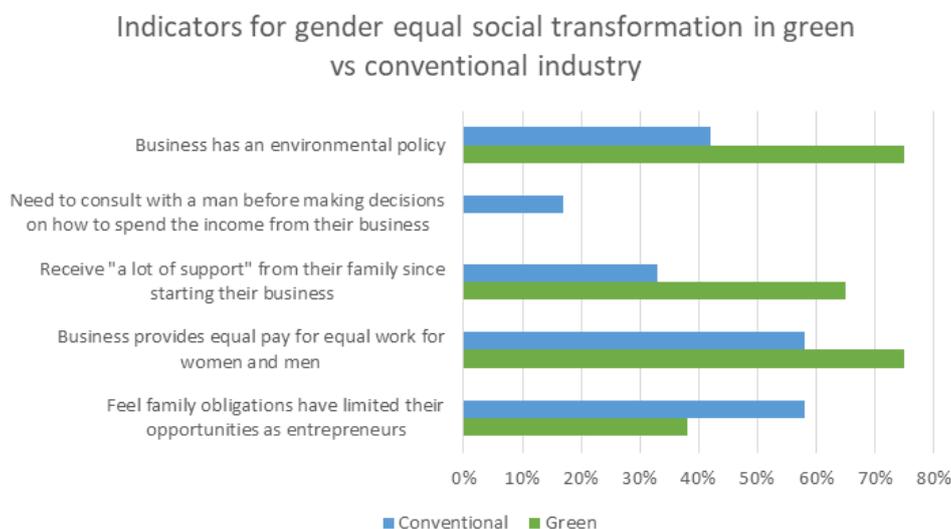
Barriers to advancement
Lack of awareness about policies and programmes designed to benefit women and/or encourage participation in green industry: 88% unaware of any policies or programmes encouraging women to start businesses in green industry
Lack of access to technology necessary to start green businesses or upscale existing businesses
Women entrepreneurs reported having difficulty in finding and hiring skilled workers: 38% reported it would be difficult or very difficult to find women workers with relevant skills
Women entrepreneurs reported lacking social networks of influence that their male counterparts have, making them easily outbid by “experienced” green players
Women’s lack access to mentoring which impacts networks for investment funding and job opportunities: 75% of green entrepreneurs do not have access to customised assistance via mentorship networks
Women lack access to necessary capital, collateral and credit resources: 63% of entrepreneurs surveyed think that men have more opportunities to obtain credit for their businesses than women
Women lack access to markets to sell their products: 63% of entrepreneurs reported lack of access to markets to sell their products as being a key barrier; 50% of female green entrepreneurs reported it would be difficult to identify new markets compared to men
Women face other value chain challenges and “hidden costs” of doing business: paying kickbacks <sup>26</sup> (50%), obtaining necessary technical training (38%), accessing basic supplies for business to operate (38%), dealing with law enforcement officials (25%), obtaining a license to run business (13%) and sexual harassment (13%) were also listed by green entrepreneurs
Barriers to transformation
Harmful social norms that discourage women from starting their own business: 63% of respondents reported that growing up, they did not feel girls were encouraged to pursue their own businesses
Unpaid care and domestic work: 63% of entrepreneurs surveyed worry often or always about work-life balance
Intersectional inequalities: race, rurality, poverty and gender, for example, intersect to create different and multi-faceted compounded discrimination and inequalities
Discriminatory hiring practices: prevalence of “boys clubs” and gatekeepers
Barriers to businesses from becoming “greener”: affordability (88%), technology not available (50%) as main barriers to businesses becoming “greener”
Lack of clarity on “green industry” definition: lack of statistics and lack of clarity about what “green industry” entails

**Key takeaway (barriers):** women’s barriers to economic empowerment in green industry are multi-faceted and based on race, rurality, and level of poverty. Barriers to economic advancement included: lack of awareness about policies and programmes designed to benefit women and/or encourage participation in green industry; lack of access to technology necessary to start green businesses or upscale existing businesses; difficulties in finding and hiring skilled workers; lack of access to necessary capital, collateral and credit resources; and lack of markets to sell their products. Barriers to social transformation that constrain women’s economic empowerment in green industry included: discriminatory norms and hiring practices, sexual harassment, and caretaking responsibilities.

<sup>26</sup> “Kickbacks” defined in the survey as a percentage of income given to a person in a position of power or influence as payment for having made the income.

## Opportunities for women entrepreneurs and professionals in green industry

Despite the constraints, the key informants reported that things are changing, and the situation for women entrepreneurs is comparatively better today than what it was previously (10 years ago). For example, 76% of entrepreneurs reported being “really or somewhat excited” that their business will grow. Other indicators that green industry has high potential for social transformation towards gender equality are:



The respondents ranked increased access to education as the most important priority; followed by changing inequitable laws; increasing access to financial resources; investing in women’s development schemes and positive action.

**Table 7:** Green entrepreneur’s prioritised government strategies for increasing women’s leadership and participation as entrepreneurs in green industry

Prioritised Strategy	Ranking
Increase access to education	1
Change inequitable laws	2
Increase access to finance	3
Invest in women’s development schemes	4
Positive action	5

## Reported opportunities for women entrepreneurs

There are mechanisms to finance women’s activities in place, such as the National Fund to Promote Female Entrepreneurship, the National Credit Fund for Women and the DER. While none of these mechanisms particularly apply to green industry entrepreneurs, several institutions identified offer services applicable to women in green industry:

- L’Agence du Développement et Encadrement des Petites et Moyennes Entreprises (ADEPME). ADEPME is the Agency for the Development and Coaching of Small and Medium Enterprises, an operational unit of the Ministry of Commerce. It accompanies small and medium-sized enterprises eligible to apply for government loans;
- The Food Technology Institute (ITA) has a wide range of activities: applied research for developing technological methods in the transformation and conservation of local agricultural, meat and fish products; support and advice in technological development; training of technicians in the alimentary sector; and dissemination of knowledge regarding research activities;<sup>27</sup>
- The “Programme d’Urgence des Domaines Communautaires” (PUDC), is a project from PNUD that distributes fodder that women can use in their kitchen-garden perimeters for the production of food (for commercial purposes or for home-consumption). The projects aim to increase access to: infrastructure and socio-economic equipment (rural road, hydraulics, energy and agricultural production and transformation equipment) and increase access to financial services. Moreover it aims to strengthen institutions, professional groups and local actors with skills in rural entrepreneurship, leadership, technical skills and community management. The programme targets women and youth in vulnerable villages in specific regions<sup>28</sup> in the country;<sup>29</sup> and
- The national biogas programme offers biogas solutions to address the energy needs of women.

<sup>27</sup> <http://www.ita.sn/presentation>.

<sup>28</sup> Louga – St louis – Matam – Fatick – Diourbel – Kaolack – Kaffrine – Tambacounda – Thies.

<sup>29</sup> UNDP (n.d.). Programme d’Urgence de Développement Communautaire (PUDC). Available at: [https://www.sn.undp.org/content/senegal/fr/home/operations/projects/poverty\\_reduction/programme-d-urgence-de-developpement-communautaire.html](https://www.sn.undp.org/content/senegal/fr/home/operations/projects/poverty_reduction/programme-d-urgence-de-developpement-communautaire.html) (Accessed on 3rd March, 2020).

Key takeaway (opportunities): projects such as the Programme d'Urgence des Domaines Communautaires, the national biogas programme, the green fund and similar programmes could act as catalysts towards change. The EEWiGI could potentially collaborate with these projects and programmes. A capacity building initiative to specifically support seed grants for women and women led startups would be a strong entry point to enhance gender-responsive practices green industry policy.

## Recommendations for closing the gender gap in green industry

General recommendations for proposing new gender-responsive green industry policies are listed below; followed by more specific recommendations for the government, civil society, universities and the private sector.

**Table 8:** General recommendations for proposing new gender-responsive green industry policies

Recommendations for proposing new gender-responsive green industry policies
<b>Contents/topics to be covered in policy</b>
- Include specific gender targets and indicators and collect sex-disaggregated data and gender statistics for monitoring and evaluation;
- Eliminate gendered language (e.g. Chairman to Chair);
- Generate S.M.A.R.T. indicators (specific, measurable, achievable, relevant and timely) using robust sex-disaggregated data;
<b>Process</b>
- Integrate women's agency and meaningful, equal participation and decision-making at home, in the economy and in government;
- Address the needs of women through an intersectional perspective that considers the multiple, intersecting forms of discrimination based on gender, rurality, race, migration status, poverty and others;
- Support education and awareness (e.g. knowledge and skills transfer, mentorship programmes, partnerships and networking platforms);
- Create and ensure access to financial products, services and information including through gender-responsive budgeting and gender-responsive procurement from women in green industry;
- Ensure the engagement of women at every stage of the planning and policy process, including consultation, monitoring and evaluation;
- Conduct gender impact assessments and ensure consultation and dialogue with local women's groups and organised civil society;
- Diversifying women's access to financial resources and start-up capital;
- Promote women's equal access to education and vocational studies to provide technical knowledge and skills in green industry;
- Identify strategies to root out institutionalised sexism/discrimination, especially in the private sector.

## Specific recommendations for government, and policymakers, civil society, universities and private sector

### Formulating gender-responsive green industrial policies

- Policies should be **aligned with Article 11 of CEDAW**, particularly as it relates to the quality of opportunities offered to women and men in the workplace;<sup>30</sup>
- Policymakers should focus on the **effective implementation of existing "green" legislation** by taking into account gender inequality and the lack of opportunities for women's participation in green industry due to gender inequalities;
- **Positive role models** of Senegalese women thriving and contributing to society in non-traditional roles should be promoted; in particular, women who have explored professional and economic opportunities;
- **The "gender cells"** (government gender focal points) should be strengthened with financial and human resources and allowed to exercise their mandate to enforce the implementation of gender-sensitive strategies and action plans; and
- The **banking sector** should be addressed. Reforms to lower interest rates; adjusted packages of loans (adjusted to recognise seasonal income fluctuations and economic risk); special insurance to cover fluctuations in raw material prices and paid sick leave are measures that would encourage women entrepreneurs in green industry;
- **Investment in green industry** to make it more competitive in comparison to conventional industry. Steps should be taken to make involvement and investment in green industry even more attractive. This could be promoted through fiscal policy, subventions, busi-

<sup>30</sup> Full CEDAW document available from the UN Human Rights Office of the High Commissioner: <https://www.ohchr.org/en/professionalinterest/pages/cedaw.aspx>.

ness incubators for women, gender-sensitive access to certification and capacity building;

- **Gender-responsive budgeting** to enhance awareness and understanding of gender issues in budget policies; and to foster measurable government accountability for progress towards gender equality; and
- **Gender-responsive procurement from both the public and private sector** to achieve gender equality and empower women. Notably, the UN Women definition of a “women-owned business” is: “a legal entity in any field that is more than 51-per-cent owned, managed and controlled by one or more women.”<sup>31</sup> Through classification and targeted assistance to women-owned business vendors, women entrepreneurs could be supported to compete for contracts and enter the procurement market.

### *Recommendations for civil society*

- NGOs and government must develop gender specific programmes on green industry. Groupements d’Intérêt Economique (GIE)/ Economic Interest Group should try to transition from (semi-)artisanal businesses and scale up with the aim of professionalising their business and increasing profit;
- Create physical and/or digital platforms for women entrepreneurs in the green industry to exchange, network and liaise with government representatives; and
- Provide opportunities for men to be gender champions in green industry: in particular by encouraging them to advocate for female family members in accessing resources that are essential to economic empowerment, start-up funding and businesses growth. Provide visible examples of men who challenge established gender norms.

### *Recommendations for private sector stakeholders*

- Adhere to the Women’s Empowerment Principles (WEPs)<sup>32</sup> which provide guidance to private sector actors on fostering business practices that empower women; promote gender equality; and enhance women’s empowerment in workplaces, marketplaces, and communities;
- The WEP principles include equal pay for work of equal value, gender-responsive supply chain practices and zero tolerance against sexual harassment in the workplace;
- Private actors with financial possibilities should lead the way in greening their business in gender-responsive and environmentally sustainable ways. Measures to achieve this could include a focus on the value chain of producing clean energy. For example, using solar panels, prioritising farmers who minimise the risk of chemical contamination of the environment etc.;
- Private sector stakeholders must work to create enabling environments for gender equality and women’s economic advancement. This requires dismantling the structures that institutionalise systematic discrimination against women. Moreover, mentoring and networking programmes are important tools to support women’s career advancement and high-level corporate leadership in green industry;
- Conduct exchange visits with other companies in Senegal and abroad, benchmark good practices;
- Ensure equal terms and conditions of work for men and women in terms of contracts, salaries and benefits. Address the particular needs of breastfeeding and pregnant women; and
- Invest in training and capacity building of women workers to ensure equal access to promotions, management and leadership roles.

<sup>31</sup> UN Women (n.d.). Gender-responsive Procurement. Available at: <https://www.unwomen.org/en/about-us/procurement/gender-responsive-procurement>.

<sup>32</sup> Established by UN Global Compact and UN Women, the WEPs are informed by international labour and human rights standards and grounded in the recognition that businesses have a stake in, and a responsibility for, gender equality and women’s empowerment. For more information, see <https://www.weeps.org/about>.

# Conclusion

This study has highlighted many opportunities to advance gender equality and women's economic empowerment in the emerging green industry in Senegal. Yet, **because there is no clear-cut definition of "green industry" in Senegal, it is difficult to find documentation on the topic. Moreover, publicly available sex-disaggregated data on green industry businesses is scattered. Therefore, it is difficult to present an accurate picture of the extent to which women experience marginalisation in green industry in Senegal.**

The findings of this study, indicate that women entrepreneurs and professionals face multi-faceted barriers to empowerment; including barriers to economic advancement; a lack of access to technologies, markets, capital, collateral and credit resources; barriers to social transformation such as discriminatory norms and hiring practices; sexual harassment; and caretaking responsibilities at home. Despite these challenges, interviews revealed that green industry is perceived to be more inclusive and less gender-biased than the conventional energy industry due to its focus on caring for the environment. Due to this perception, interviewees see room for growth and advancement for women in green industry. Indeed, as outlined in this report; women are emerging as leaders in a wide range of professional activities that impact health, organic food production and the sustainability of the planet.

In terms of policy, the Senegalese government has incorporated gender equality into legislation, and green industry plans to some extent. Since 2005 there has been a National Strategy for Equity and Gender Equality, the benchmark for gender mainstreaming in policy development, programmes and projects. **However, amongst the policies reviewed, there is currently a lack of focus on gender equality and women's empowerment in green industry. This is in addition to a lack of implementation of current policy provisions.** Findings from this study suggest that there needs to be more collaboration between the private and public sector; so that businesses get on board with government targets for gender equality. The Women's Empowerment Principles (WEPs) can be used as a set of guiding principles to promote gender equality and women's empowerment in workplaces, marketplaces, and communities.

The Senegalese government is working on promoting financing opportunities for companies that are transforming to become "greener". **However, there is limited evidence of government efforts to promote women's participation in this context.** The government should implement strategies to build increased transparency and accountability to overcome barriers to gender equality. Strong indicators, monitoring towards measurable targets, and cooperation with national and international data collection organizations will enable governments to be held accountable. Additionally, increasing communication and awareness of policies and gender mainstreaming in the public sector is crucial.

The "green industry" concept is new in Senegal. Integrating gender in programs and policies will help the country to achieve the global Sustainable Development Goals (SDGs) of Sustainable Industrialization (SDG 9) and Gender Equality (SDG 5). Additionally, considering the current situation of COVID-19, gender mainstreaming is critical to ensuring women entrepreneurs start and sustain green businesses.



Vienna International Centre  
Wagramerstr. 5, P.O. Box 300,  
A-1400 Vienna, Austria



+43 1 26026-0



[www.unido.org](http://www.unido.org)



[unido@unido.org](mailto:unido@unido.org)



UNITED NATIONS  
INDUSTRIAL DEVELOPMENT ORGANIZATION