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Door Opens to Increase Access to Contraception: First-Time Contributions from 64 Mayors Total \$125,000

CASE STUDY

Sixty-four mayors in nine regions across Senegal are now budgeting locally for family planning—a transformation in prioritizing access to contraceptives for women there. Mayors only recently obtained the authority to budget for family planning due to a change in national law in 2014. Advocates acted quickly and strategically to capitalize on this new authority: from 2014 to 2017, 64 mayors budgeted a total of 73.8 million West African CFA francs (XOF), about US \$125,000. Although many are seemingly small amounts, typically about \$2,000, these commitments reflect important, first-time contributions from these local leaders—and a strong indicator of growing local ownership for family planning.

The driving force behind this subnational advocacy effort is Réseau Siggil Jigéen (RSJ), a leading women's rights network of 17 member organizations. With support from the Advance Family Planning (AFP) initiative and Planned Parenthood Global's Voices for Health project, RSJ worked alongside local advocacy working groups to link the mayor's funding and policy decisions with Senegal's national Family Planning 2020 and Ouagadougou Partnership commitments.¹

RSJ selectively engaged mayors who have national influence among their peers, leading to a rippling

effect of commitments among communes where they undertook no direct advocacy.

In addition to being the first to target mayors as key influencers and decision-makers for family planning, what makes this subnational advocacy effort noteworthy is the extent to which RSJ maximized the resources of two complementary advocacy initiatives to strengthen their capacity and broaden their reach. Now, an estimated 1 in 10 Senegalese mayors are including family planning in their local budgets, a significant first step in helping reduce their constituents' unmet need for family planning, estimated at 26% nationally.²

Leveraging International Advocacy Support

AFP began advocacy efforts through RSJ in Senegal in February 2013. With technical support from Palladium West Africa (formerly Futures Group), RSJ developed and implemented an advocacy strategy aimed to increase government funding for contraceptive commodities and services; expand quality public health and community-based services to underserved districts, urban areas, and the poor; and increase access to a wide range of contraceptive methods, including contraceptive injectables.

When the government passed the decentralization reform law (Act 3) in 2014, which transferred more budgeting power and financial resources to locally-elected decision-makers, this strategy shifted its focus to mayors. In May 2014, RSJ and its advocacy partners achieved their landmark victory when the mayor of the Djidah Thiaroye Kao (DTK) commune committed one million XOF (US \$2,023) for family planning commodities for the health district of Pikine. RSJ saw the potential to use the decentralization reform as an opportunity to mobilize additional financial resources and intensified their efforts. By the end of 2014, a second mayor, from Mbao commune, made a similar commitment, totaling \$2,023.

In February 2015, PP Global launched its Voices for Health project in Senegal. Voices for Health aims to change the social, legal, and political environment for increased access to comprehensive sexual and reproductive health and rights. The project's broad goals include improved access to all forms of contraception, including emergency contraception and increased access to safe abortion and reproductive health services for marginalized groups, such as youth and unmarried women. PP Global selected RSJ to lead their subnational advocacy efforts.

With overlapping aims, AFP, PP Global, and RSJ agreed to leverage their collective resources for the greatest impact. RSJ moved forward to:

- apply AFP's proven SMART (Specific, Measurable, Achievable, Relevant, and Time-bound) advocacy tool³ across both projects,
- integrate the RAPID (Resources for the Awareness of

Population Impacts on Development) analysis tool⁴ to sharpen evidence-based arguments for family planning,

- expand their reach to new geographies within the country, and
- strengthen RSJ's advocacy network to include new advocacy partners.

As RSJ made expansion plans, they mapped areas where they were already working through AFP and strategically selected other communes for PP Global. Because AFP targeted mayors in urban, highly-populated areas, RSJ leveraged PP Global's resources to scale its work to more rural, hard-to-reach areas.

With AFP's support, RSJ also received in-depth training in the RAPID analysis tool and continued technical assistance in applying the AFP SMART approach. PP Global's Voices for Health project supports a partnership of five Senegalese organizations. As one of these, RSJ became connected to new advocacy organizations, including national networks of lawyers and journalists whose advocacy skills complemented those of the RSJ team.

Capitalizing on Success

By the end of 2015, six more mayors made additional financial commitments to family planning. In 2016, this number increased to 48—28 with support from AFP and 20 from PP Global. Eight more mayors made commitments by March 2017, bringing the total to 64, spanning nine of Senegal's 14 regions—Dagana, Dakar, Diofor, Fatick, Foundiougne, Kaffrine, Richard-Toll, Saint-Louis, and Thiès (**Table 1**).

TABLE 1: MAYORAL COMMITMENTS FOR FAMILY PLANNING, MAY 2014 – MARCH 2017

	Region	Commune	Date Commitment Signed	FCFA	USD	Supported by
1	Dakar	Djida Thiaroye Kao	May-2014	1,000,000	2,023	AFP
2	Dakar	Mbao	May-2014	1,000,000	2,023	AFP
3	Dakar	Pikine Nord	Jan-2015	10,000,000	16,921	AFP
4	Dakar	Dalifort	Aug-2015	2,000,000	3,384	AFP
5	Dakar	Golf Sud	Aug-2015	2,000,000	3,384	AFP
6	Dakar	Ndiarème Limamoulaye	Sep-2015	1,000,000	1,692	AFP
7	Dakar	Tivaouane Diacksao	Oct-2015	2,000,000	3,384	AFP
8	Dakar	Dieuppeul Derklé	Nov-2015	1,000,000	1,692	AFP
9	Thiès	Khombole	Feb-2016	1,000,000	1,688	AFP
10	Thiès	Ndiéyène Sira	Feb-2016	1,000,000	1,688	AFP

	Region	Commune	Date Commitment Signed	FCFA	USD	Supported by
11	Thiès	Ngoudiane	Feb-2016	1,000,000	1,688	AFP
12	Thiès	Pout	Feb-2016	2,000,000	3,375	AFP
13	Thiès	Thiénéba	Feb-2016	1,000,000	1,688	AFP
14	Thiès	Thies Nord	Feb-2016	2,000,000	3,375	AFP
15	Thiès	Thies Ouest	Feb-2016	1,000,000	1,688	AFP
16	Thiès	Touba Toul	Feb-2016	1,000,000	1,688	AFP
17	Thiès	Ville de Thiès	Feb-2016	5,000,000	8,438	AFP
18	Dakar	Sam Notaire	Aug-2016	2,000,000	3,375	AFP
19	Diofior	Palmarin	Sep-2016	900,000	1,519	PPGlobal
20	Dakar	Guinaw-Rail Sud	Oct-2016	1,000,000	1,688	AFP
21	Dakar	Thiaroye Gare	Oct-2016	1,000,000	1,688	AFP
22	Dakar	Thiaroye sur mer	Oct-2016	1,000,000	1,688	AFP
23	Diofior	Diofior	Nov-2016	200,000	338	PPGlobal
24	Diofior	Djilas	Nov-2016	500,000	844	PPGlobal
25	Diofior	Loul Sessene	Nov-2016	500,000	2,531	PPGlobal
26	Diofior	Fimela	Nov-2016	1,000,000	1,688	PPGlobal
27	Fatick	Mbelecadio	Nov-2016	800,000	1,991	PPGlobal
28	Fatick	Thiare	Nov-2016	500,000	1,688	PPGlobal
29	Fatick	Fatick	Nov-2016	500,000	1,688	PPGlobal
30	Fatick	Tataguine	Nov-2016	200,000	844	PPGlobal
31	Foundiougne	Mbam	Nov-2016	400,000	1,688	PPGlobal
32	Foundiougne	Foundiougne	Nov-2016	1,000,000	675	PPGlobal
33	Foundiougne	Soum	Nov-2016	400,000	1,688	PPGlobal
34	Foundiougne	Djirnda	Nov-2016	500,000	675	PPGlobal
35	Kaffrine	Kaffrine	Nov-2016	1,500,000	844	AFP
36	Kaffrine	Kathiotte	Nov-2016	1,000,000	1,350	AFP
37	Kaffrine	Keur Mbouki	Nov-2016	1,180,000	844	AFP
38	Thiès	Kayar	Nov-2016	1,000,000	844	AFP
39	Thiès	Keur Moussa	Nov-2016	1,000,000	338	AFP
40	Dakar	Diamniadio	Dec-2016	1,000,000	1,688	AFP
41	Dagana	Dagana	Dec-2016	900,000	1,519	PPGlobal
42	Dagana	Ndombo	Dec-2016	300,000	506	PPGlobal
43	Dagana	Gae	Dec-2016	500,000	844	PPGlobal
44	Dagana	Bokhol	Dec-2016	600,000	1,013	PPGlobal
45	Dakar	Rufisque Est	Dec-2016	1,000,000	1,688	AFP
46	Dakar	Sebikotane	Dec-2016	1,000,000	1,688	AFP
47	Kaffrine	Diamagadio	Dec-2016	1,000,000	1,688	AFP
48	Kaffrine	Gniby	Dec-2016	1,000,000	1,688	AFP
49	Kaffrine	Diokoul Mbelmbouck	Dec-2016	1,000,000	1,688	AFP
50	Kaffrine	Medinatou Salame II	Dec-2016	1,000,000	1,688	AFP
51	Kaffrine	Kahi	Dec-2016	1,000,000	1,688	AFP
52	Kaffrine	Boulel	Dec-2016	1,000,000	1,688	AFP
53	Saint Lous	Fass Ngom	Dec-2016	500,000	844	PPGlobal
54	Saint Lous	Gandon	Dec-2016	500,000	844	PPGlobal
55	Saint Lous	Ndiebene Gandole	Dec-2016	200,000	338	PPGlobal
56	Thiès	Diender	Dec-2016	1,100,000	1,856	AFP
57	Richard-Toll	Richard-Toll	Jan-2017	1,000,000	1,659	PPGlobal
58	Richard-Toll	Ronkh	Jan-2017	200,000	332	PPGlobal
59	Richard-Toll	Ross Béthio	Jan-2017	1,000,000	1,659	PPGlobal
60	Kaffrine	Darou Miname II	Mar-2017	1,000,000	1,659	AFP
61	Kaffrine	Malem Hodar	Mar-2017	1,000,000	1,659	AFP
62	Kaffrine	Ndiognic	Mar-2017	1,000,000	1,659	AFP
63	Kaffrine	Nganda	Mar-2017	1,000,000	1,659	AFP
64	Kaffrine	Sagna	Mar-2017	1,000,000	1,659	AFP
			TOTAL	73,880,000	125,665	



A Senegalese woman receives contraception on a free service day in Pikine Nord.

RSJ did not achieve these remarkable achievements alone, however. In each commune, RSJ works with key partners in coalitions, with leadership from the Direction for Reproductive Health and Child Survival (DSRSE) of the Ministry of Health. These coalitions typically include local civil society representatives, council directors, local chiefs, religious leaders, health workers, and the media.

Generally, the first-time investments support free family planning service days in health posts covered by each of the communes, the purchase of contraceptive commodities, and/or counseling provided by midwives or *bajenu gox* (community health workers).

As part of its efforts to ensure that the funds committed are disbursed and spent as intended, RSJ helped form local “development committees” to help track the mayor’s commitments. With support from AFP, Pikine launched its first development committee in August 2015. The committee comprises a tripartite membership of city councilors, health care providers, and key players in the local family planning community.

Committee members will monitor the effective use of funds allocated by mayors in the communes of Dalifort, Djidah Thiaroye Kao, Guinaw-Rail Sud, Mbao, Pikine Nord, and Tivavouane Diacksao.

Multiple years of SMART, strategic advocacy efforts have honed RSJ’s approach and generated a wave of popular support for family planning at the subnational level. For example, in February 2016, strategic advocacy efforts by local advocates led to a series of five new mayoral commitments in Khombole, Pout, Thiès, Thiès North, and Thiès West communes.

All five mayors announced their commitments during a two-week period between February 11th and February 23rd. A day later, RSJ organized a launch event for a special family planning departmental development committee in Thiès. They invited mayors from neighboring communes, including those who had not yet made commitments. The passionate speeches by a local midwife and the Mayor of Thiès, Mrs. Maimouna Dieng, about her recent commitment made a strong impression on the audience. She inspired the mayors of four additional communes

(Ndiayène Sira, Ngoundiane, Thiénéba, and Touba Toul), who made spontaneous commitments that same day to also fund family planning.

Next Steps

By joining forces, AFP and PP Global enabled RSJ and its partners to urge more mayors to make positive commitments to increase access to family planning for their constituents. As the projects face their third year of partnership, they are entering a new phase to ensure that the financial commitments are disbursed and allocated as intended.

In addition, The Challenge Initiative⁵ (TCI) launched its West Africa hub in Dakar, Senegal in February 2017. With TCI's mandate to expand family planning among the urban poor, even more mayors are expected to be reached with positive messages about investing in family planning.

Lessons Learned

- **Pooling advocacy resources maximizes impact when there is strong and close communication among partners:** The support provided to RSJ by both AFP and PP Global expanded the number of communes targeted, increased the impact of advocacy efforts, and helped funnel information into national advocacy work. Combining forces

helped avoid duplication of efforts and siloed information and resources.

- **Strategic analysis of commune needs and mayoral leadership enabled advocates to realize the potential of Senegal's decentralization reform act.** Having dedicated resources for strategy development and coalition engagement increased the capacity of Senegalese advocates to act immediately and effectively following enactment.

References

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- ² FP2020: Momentum at the Midpoint, 2015-2016, Washington D.C.: FP2020, 2016.
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- ⁵ <https://tciurbanhealth.org/>

Photos: page 4: Aida Ndoye, RSJ; page 5: Aida Ndoye, RSJ



A journalist interviews Amadou Diarra, Mayor of Pikine Nord, about free family planning service days funded by his local budget.

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About Advance Family Planning

Advance Family Planning (AFP) aims to increase the financial investment and political commitment needed to ensure access to quality family planning through evidence-based advocacy. An initiative of the Bill & Melinda Gates Institute for Population and Reproductive Health within the Johns Hopkins Bloomberg School of Public Health, AFP works to achieve the goals of the Family Planning 2020 initiative: to enable women and girls in some of the world's poorest countries to use contraceptive information, services, and supplies, without coercion or discrimination. AFP is supported by the Bill & Melinda Gates Foundation, the David and Lucile Packard Foundation, and the William and Flora Hewlett Foundation.

About Planned Parenthood Global

For more than 45 years, Planned Parenthood Federation of America has supported access to sexual and reproductive health care and advocated for reproductive rights around the world through our international arm, Planned Parenthood Global. In partnership with more than 100 organizations across 12 focus countries in Africa and Latin America, we advance the health and rights of young people, women, and families, with an emphasis on the most vulnerable and underserved. Last year, our partners reached 1.5 million people with sexual and reproductive health information and services. Our unique sustainability model sets us apart, as we empower partners to stand on their own. We help grassroots organizations develop solid reproductive health programs, identify other sources of funding, build their communications and advocacy skills, and develop strategic plans.

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