



# Measuring Sustainable Development for Post-2015 in Senegal

## *Report Highlights*

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# Report Highlights

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In September 2015, the international community finalised a new global sustainable development agenda to succeed the Millennium Development Goals (MDGs). Like the MDGs, the post-2015 agenda – composed of Sustainable Development Goals (SDGs) – includes targets and eventually indicators to catalyse sustainable development and monitor progress within a time horizon of 2030. This agenda is universal in nature, meaning that it applies to both developing and developed countries, but provides countries with space to identify and focus on national-level priorities. In this context, high-quality, timely, reliable, publicly available and accessible data will be essential for the implementation of the new agenda and monitoring of progress, as noted in calls for a “data revolution.” Proponents of the data revolution have argued that better data will support evidence-based development policy making and efforts to strengthen transparency and accountability.

This report under the Post-2015 Data Test initiative aims to contribute to the discussions on post-2015 and the data revolution by analysing how the SDGs could be implemented and measured and providing evidence from Senegal. It focuses on how a universal agenda can be applied in a developing country by identifying key national priorities in relation to the SDGs, the current status as well as previous and ongoing efforts for selected goal areas, lessons learned from the MDGs, opportunities and challenges for SDG implementation, and the data required to monitor post-2015 progress in Senegal.

By mainstreaming the MDGs, the Senegalese government has achieved important progress with its economic policy and development strategy documents, specifically its Poverty Reduction Strategy Paper, Economic and Social Policy Paper, National Strategy for Economic and Social Development and Emerging Senegal Plan. Regarding major priorities such as poverty reduction, statistics on which are produced by Senegal’s National Agency for Statistics and Demography (ANSD), the incidence of income poverty decreased from 67.9 percent in 1994 to 46.7 percent in 2011 and the country will likely not attain the MDG target of halving poverty by the end of 2015. Notably, encouraging progress has been made in terms of enrolment rates at primary schools, gender parity between girls and boys in primary education, the proportion of parliamentary seats held by women, the infant mortality rate, the prevalence of HIV/AIDS, and access to drinking water and sanitation.

Senegal has been engaged in the post-2015 process. Under the initiative of the United Nations Development Programme, Senegal was one of 50 countries selected to conduct national consultations on the post-2015 agenda in 2013. Stakeholders shared their visions for a post-2015 agenda that included eradicating poverty in all its forms and ensuring the protection of the environment and natural resources. Civil society organisations proposed a common position under the leadership of the Confédération des Organisations Non Gouvernementales d’Appui au Développement.

Stakeholders identified that Senegal’s post-2015 priorities should include good quality education, a better health system, honest and responsible government, access to drinking water and sanitation, quality food at affordable prices, better employment opportunities, protection against crime and violence, and action on climate change. The Ministry of Environment and Sustainable Development held regional consultations in 2015 on the 17 candidate SDGs. Seven candidate SDGs were identified as high priority. In order of importance, these include SDG 6 on water and sanitation, SDG 15 on terrestrial ecosystems, SDG 1 on poverty, SDG 2 on hunger, food security and nutrition, SDG 13 on climate change, SDG 7 on energy and SDG 4 on quality education. Five others – SDG 8 on economic growth, SDG 3 on health and well-being, SDG 12 on sustainable consumption and production patterns, SDG 17 on global partnership for

## Key Findings

In Senegal, the relevance of the SDG areas examined under the Post-2015 Data Test was confirmed during consultations conducted at various levels since 2013.

The top SDGs identified as of high priority for Senegal in regional consultations include, in order of importance: SDG 6 on water and sanitation, SDG 15 on terrestrial ecosystems, SDG 1 on poverty, SDG 2 on hunger, food security and nutrition, SDG 13 on climate change, SDG 7 on energy and SDG 4 on quality education.

Data availability is relatively good in Senegal. Institutional reforms completed 10 years ago within the national statistical system led to significant improvements in statistical capacity and, in turn, the availability of data.

The most prevalent data gaps pertain to the goal areas on environment, governance, employment and global partnership for sustainable development.

The availability of data is good for the selected global indicators, with 91 percent having readily available data.

Data availability is excellent for the goal areas of poverty and education. There is poorer data availability for global indicators related to governance and environment.

sustainable development and SDG 16 on peaceful and inclusive societies – were considered as of priority (listed in order of importance). These priorities will be valuable inputs for the implementation of the post-2015 agenda in Senegal at the national and regional levels. All the key national priorities are part of the the Emerging Senegal Plan, which is the Senegal flagship economic and social policy that has a time horizon of 2035. Evidently, a good basis exists for establishing Senegal's SDG roadmap.

## Key Findings

The Senegal case study found that the SDG areas selected by the Post-2015 Data Test – poverty, education, employment and inclusive growth, energy and infrastructure, environment and disaster resilience, governance and global partnerships for sustainable development - are indeed relevant in the Senegalese context. Measuring and monitoring progress will require the availability of good quality and timely official data, including disaggregated data. The study investigated data-related issues for each SDG area, specifically the availability of data for the monitoring of the selected goals, targets and indicators, the quality of data and the political economy dimensions of the data revolution, including those related to funding.

## Measuring Progress on Post-2015

Data availability in Senegal is considered to be relatively good. Institutional reforms completed 10 years ago within the national statistical system (NSS) led to improvements in statistical capacity and data availability and quality.

Data for most indicators selected for this study are available. The data-mapping exercise demonstrated that Senegal has data available for 91 percent of the 45 global indicators examined across the seven selected goal areas. In other words, data are available for these indicators from official data sources or can be easily derived through relatively simple data manipulations.

The most prevalent data gaps pertain to the goal areas on environment, governance, employment and global partnership for sustainable development, with some differences according to whether monitoring relates to indicators proposed at the global level or selected at the national level.

Data availability is excellent for the goal areas on poverty and education because all their global indicators can be measured and monitored with existing survey and administrative data. The goal areas on environment and governance will require additional work. Few indicators are readily available and a number of indicators are unavailable or require additional calculations.

Regarding selected national indicators, roughly 64 percent of indicators having data readily available from official sources. The data situations are poor for the goal areas on employment and global partnership.

Regarding data for the goal area on employment, the unavailability of data for selected national indicators has been mainly due to the lack of a survey specifically dedicated to employment. Senegal is working on the regular production of good quality data on employment, with the ANSD launching the first National Survey on Employment in Senegal in July 2015, which can be used to derive data for key labour market indicators for monitoring post-2015 progress. Furthermore, data availability with 2010 as the baseline year is not a problem for Senegal according to the data-mapping exercise. However, low-quality data are available in some cases, which is why the use of a data quality assessment framework is necessary.

The results of the data quality assessment for indicators by goal area show that “accuracy and reliability” is the most problematic assessment criterion with the weakest scores across the proposed goal areas, followed by “timeliness and punctuality.” The weakness of these two criteria, particularly “timeliness and punctuality,” can be explained by the ANSD’s significant dependence on donor funding, since delays between the approval of funding and resource allocation have significant impacts on planned statistical activities. The ANSD also relies on domestic resources, hence national budget cuts can threaten the production of timely and reliable data. Evidently, there is room for improvement in data quality. “Coherence and comparability” and “accessibility and clarity” received better scores overall.

For the goal area on education, “accuracy and reliability” is a challenge. This is because education indicators are largely informed by data from administrative sources, with survey data being used to a much lesser extent. The administrative mechanisms for data collection are confronted by various constraints such as the weakness of available human resources in terms of quality and quantity. Another constraint compromising accuracy and reliability relates to the quality differences between data from administrative sources, namely those of the Ministry of National Education, and data from ANSD surveys.

## Key Findings

Data availability is good for national indicators, with 64 percent having readily available data. However, data availability is poor for the SDGs related to employment and global partnership.

In terms of data quality, “accuracy and reliability” and “timeliness and punctuality” are the most problematic issues.

Low data quality is impacted by national budget cuts that threaten the sustainability of funding allocated to the ANSD and the delays that can occur between the approval of donor funding and resource allocation for statistical activities.

The goal area on education has the highest data quality, followed by poverty, energy and infrastructure, and employment.

Lower data quality is associated with the candidate SDGs on governance, environment and global partnership. This is explained by the large variety of data sources required for monitoring their targets and indicators.

## Key Findings

Despite improved data availability overall, there is insufficient disaggregation of data at the local and sectoral levels.

Data are particularly incomplete in the area of civil registration, which is a major constraint for measuring post-2015 progress.

To address gaps in disaggregated sectoral data, the ANSD should play a key coordination role in streamlining ministries and centralising the management of qualified human resources.

For gaps in disaggregated local data, the ANSD should promote human, financial and technical capacity building at relevant regional offices.

Administrative and survey data are not being harnessed to their full potential due to insufficient anonymization of microdata. Anonymisation would enable better use of survey data as well as greater and more cost-effective use of administrative data to verify findings, strengthen capacities and boost incentives in ministries. The availability and quality of data would be improved.

As for the goal areas on poverty, employment, and energy and infrastructure, overall data quality is impacted by challenges in terms of “timeliness and punctuality” and “accuracy and reliability.” The majority of indicators under these three goal areas are informed by survey data, the production of which often relies on donor funding. Delays in resource allocations or a lack of financial resources for the regular conducting surveys have negative impacts on the production of timely and reliable data.

Data for the goal area on environment are of low quality. This can be explained by the variety of data sources required to inform the targets and indicators, weak collaboration among entities producing environmental data and some divergences between sources of data. Difficulties persist in gaining access to reliable environmental data that are relevant, timely, disaggregated, coherent and comparable. As for the remaining goal areas, namely global partnership and governance, inaccurate and unreliable data undermine overall data quality, which can be explained by the variety of data sources required to inform targets and indicators. There is room for improvement across all goal areas in terms of accuracy and reliability.

Prevalent data gaps pertain to the level of disaggregation. Data are disaggregated by sex, age and sub-national levels such as region and department, but they are less disaggregated at other levels. Disaggregated data are not sufficiently available despite decentralisation efforts in Senegal, including through the use of ANSD’s Regional Offices of Statistics and Demography. The main reason for this is few available resources in these regional offices, leading to difficulties in regularly producing reliable statistics for monitoring relevant indicators. For the full implementation of Decentralisation Act III – the third decentralisation policy reform package in Senegal – it is necessary to have disaggregated data for reliable planning, control and evaluation processes for policies at the local level. The human, financial and technical capacities of regional offices must be strengthened in order to collect, analyse and publish good quality disaggregated data at the local level under the supervision of the ANSD.

At the sectoral level, apart from education and health, significant data gaps exist for sectors such as culture, environment, justice, employment, governance, housing and living areas, sport and youth. Data are particularly incomplete in the area of civil registration, which is a major constraint for measuring post-2015 progress. Consequently, the availability of disaggregated data at local and sectoral levels will be valuable for the elaboration, implementation, monitoring and evaluation of inclusive evidence-based policies.

A solution to this problem could be to post in every ministry a statistician in charge of the production of quality data, in addition to ensuring the coordination of sectoral statistical operations in collaboration with the ANSD. In other words, Senegal's post-2015 data strategy should ensure that ministries have qualified human resources with in-depth knowledge of statistical tools, while the ANSD plays a key coordination role in streamlining ministries and centralising the management of human resources.

Another challenge is related to the use of administrative and survey data, which should be improved to enable better monitoring. Some survey data are not being harnessed to their full potential due to the insufficient anonymisation of microdata. Anonymisation is essential for compiling and manipulating raw data to create processed data. It is consistent with confidentiality requirements that guarantee surveyed persons cannot be easily identified once their data are publicly available. Anonymisation would enable better use of survey data as well as greater and more cost-effective use of administrative data to verify findings, strengthen capacities and boost incentives in ministries. Consequently, the availability and quality of data would be improved.

## Political Economy Dimensions

With respect to political economy dimensions, institutional reforms that were completed 10 years ago led to significant improvements in the NSS. In terms of human resources, the number of staff members at the ANSD more than doubled from 111 in 2003 at the Directorate of Forecasting and Statistics at the Ministry of Economy, Finance and Planning to 234 in 2010 at the ANSD, which replaced the directorate. Moreover, the National School for Statistics and Economic Analysis was created in 2008 and linked to the ANSD in order to provide students with good statistical skills through in-depth training. These students could be recruited by the ANSD, ministries or other entities of the NSS to satisfy statistical needs.

Notwithstanding these efforts, the analysis of political economy dimensions indicates that insufficient human and financial resources constrain the NSS. Senior statisticians are likely to resign from the NSS if they find jobs at international organisations, which tend to offer more competitive salaries with more interesting career opportunities. Ministries in particular face a lack of senior statisticians. Insufficient human resources are often intertwined with financial constraints.

While the ANSD relies heavily on the national budget and external funding, it can generate its own financial revenue through the sale of statistical outputs or supply of services. Consequently, data are not

## Key Findings

Institutional reforms completed have improved NSS capacities and provided more power and resources to the ANSD.

Despite these reforms, ensuring sufficient human and financial resources has remained a challenge.

Insufficient human resources are often intertwined with financial constraints. The ANSD relies heavily on the national budget and external funding, in addition to its own resources generated through the sale of statistical outputs or supply of services.

Consequently, data are not always open and accessible by all stakeholders as they should be being a public good.

## Key Findings

Technology has played a key role in the improvement of the availability and quality of collected and analysed data, their storage and dissemination.

The use of technology has shortened the delays between the completion of data collection and availability of preliminary results.

The use of mobile technology has improved civil registration data in some rural areas.

Though technology plays a key role in the availability of data for rural areas, the lack of reliable energy and infrastructure remains a challenge.

The existence and use of open data sources are enabled by modern technology. For instance, SIG-Stat is a visualisation tool on the ANSD website for cartographic and socioeconomic data.

The ANSD recently launched a survey on data users' satisfaction.

Initiatives should be developed to promote data literacy by strengthening citizens' capacities to use and understand data. Data literacy is key to empowering citizens to demand more transparency and accountability.

always open and accessible by various stakeholders as they should be being a public good, despite efforts to improve data accessibility through the ANSD website.

Regarding domestic resources, key informant interviews with ANSD directors revealed that of the 13.5 billion CFA francs (corresponding to about 27 million USD<sup>1</sup>) required for the last general census in 2013, 90 percent was provided by the Senegalese government through the national budget. National budget cuts will likely affect the funding available to the ANSD and other NSS entities.

With respect to external funding, the ANSD and other data producers are also reliant on donor assistance, which can be either financial or technical, to conduct their statistical activities. External funding differs from one donor to another. For instance, the United States Agency for International Development offers technical assistance to the ANSD for conducting the Demographic and Health Survey-Multiple Indicator Cluster Survey, whereas the Organisation for Economic Co-operation and Development and the French government's Cooperation and Cultural Action Service focus more on the distribution and acquisition of statistical tools. Another example demonstrating the importance of external funding is the bilateral cooperation between Senegal and Brazil, which lent 20,200 personal digital assistants to the ANSD for conducting the last census. According to a study on assistance from technical and financial partners, the amount provided for statistical activities is estimated to be 3.8 billion CFA francs (US\$7.8 million) for the 2009–11 period. The World Bank, United States Agency for International Development, United Nations Children's Foundation, World Health Organization and United Nations Population Fund are the most dynamic technical and financial partners in terms of the funding of statistical activities.

On the one hand, external funding from donors can be good in as much as it helps the ANSD to overcome its financial constraints on statistical production. On the other hand, the reliance on external funding may have implications for the relevance of collected data. External funding is often devoted to the generation of statistics that can be used by donors to monitor progress on the indicators that are most relevant to them. The reliance of the NSS on external funding sometimes compels the ANSD to focus mainly on donors' priorities to the detriment of initially planned statistical activities. According to

<sup>1</sup> This was obtained by considering the following change rate: 1 USD=500 CFA francs.

a national report on governance in Senegal, official data producers generally do not have their own budgets and the significant reliance on external financing causes delays in the conducting of some key statistical activities. Insufficient funding allocated for statistical activities is considered to be one of the principal constraints that limit the development of statistics in Senegal.

It is important to note the key role of technology in political economy dimensions. Technology has played a significant role in the improvement of the availability and quality of collected and analysed data, their storage and dissemination. Tablet computers, smartphones and personal digital assistants are increasingly considered to be key assets for the collection of survey data. The delays in publishing the preliminary results of surveys and censuses have been shortened with the use of technology, as shown by the general census of 2013 for which preliminary results were available just three months after the completion of data collection. A pilot project was conducted using mobile technology to collect data on birth registrations through collaboration between the non-governmental organisation Aide et Action International, French multinational telecommunications company Orange, Finnish mobile phone producer Nokia and Senegalese rural communities. The results demonstrate how the use of technology can play a key role in strengthening the availability of data on birth registrations and reliability of the civil registration system. Notably, the use of technology in rural areas remains a challenge, owing to the lack of reliable energy and infrastructure, which increases the probability of data losses in these areas. Combining the use of modern technology with traditional methods of data collection would increase coverage in rural areas.

Furthermore, modern technology allows the ANSD to publish statistical reports online, making them easily accessible at lower costs to stakeholders. Modern technology also enables the existence and use of open data sources, which are free of charge. In Senegal, various portals are dedicated to open data. For instance, the Geographic Statistics Information System (better known as SIG-Stat) is a free visualisation tool on the ANSD website for national cartographic and socio-economic data. With the aim of satisfying data users' statistical needs and improving communication, the ANSD launched a survey on users' satisfaction in July 2015. Initiatives should be developed to promote data literacy by strengthening citizens' capacities to use and understand data and statistics as information, since data literacy is key to empowering citizens to demand more transparency and accountability of decision makers.

## Key Recommendations

A number of key recommendations emerged from the study in order to address the challenges of monitoring progress on the post-2015 agenda in Senegal:

- Post qualified statisticians in government ministries to ensure better availability, accessibility and reliability of data produced by ministries.
- Encourage the production of disaggregated data, given the inclusive nature of the post-2015 agenda (“leave no one behind”) and key role of disaggregated data for evidence-based policy-making at various levels.
- Strengthen the human, financial and technical capacities of Regional Offices of Statistics and Demography, since the impacts on the availability of local data are expected to be positive.
- Centralise the management of human resources for the NSS at the ANSD to improve the availability, accessibility and quality of data.
- Work with the National School for Statistics and Economic Analysis to strengthen statistical training, with the support of the government and international partners.



- Promote dialogue between the ANSD and unofficial data producers to identify ways that unofficial data can be validated and used to measure progress on the post-2015 agenda.
- Limit the ANSD's dependence on external funding and encourage the mobilisation of domestic resources and innovative mechanisms for sustainable financing to monitor the post-2015 agenda.
- Support the establishment of a Statistical Development Fund, an ANSD initiative that aims to ensure greater stability and predictability of funding for data collection and statistical production and enable the ANSD to be more empowered, resourced, independent and able to address financial challenges.
- Strengthen citizens' capacities to use and understand data in order to empower them to demand more transparency and accountability of policy-makers. Better communication between data producers and users to promote demand-driven data, which can be facilitated by the use of information and communications technology, is also required.

