



**SENEGAL**

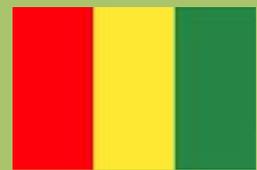
**PEER REVIEW OF THE SENEGALESE NATIONAL  
STATISTICAL SYSTEM**

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**WITH THE TECHNICAL SUPPORT OF:**

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## LIST OF ACRONYMS AND ABBREVIATIONS

BCEAO	Central Bank of West African States
ECOWAS	Economic Community of West African States
NCS	National Council for Statistics
CPCCI/SCIC	Statistics Coordination and International Cooperation
CTPS/TCSP	Technical Committee for Statistical Programmes
AUC	African Union Commission
DAPS/DSAP	Directorate for Statistical Analysis and Projection
DG	Director General
DPES/ESPD	Economic and Social Policy Document
DPRE/DPER	Directorate for Planning and Educational Reform
ENSAE/NSSEA	National School of Statistics and Economic Analysis
EPP/PR	Peer Review
FCFA/CFA F	Monetary Unit of French-speaking African countries
HDI	Human Development Index
NIS	National Institute of Statistics
APRM	African Peer Review Mechanism
MDG	Millennium Development Goals
GDP	Gross Domestic Product
UNDP	United Nations Development Programme
HIPC	Highly Indebted Poor Countries
TFP	Technical and Financial Partner
GPHALC/RGPHAE	General Population, Housing , Agriculture and Livestock Census
NAC	National Agricultural Census
SMP	Statistics Master Plan
NSSD	National Strategy for Statistics Development
NHIS	National Health Information Service
ASS	African Statistical System
NSS	National Statistical System
ICT	Information and Communication Technologies
AU	African Union
UEMOA/WAEMU	West African Economic and Monetary Union
USAID	United States Agency for International Development
HIV/AIDS	Human Immune Deficiency Virus/Acquired Immune Deficiency Syndrome

## SUMMARY

In the bid to improve the governance and operation of National Statistical Systems (NSS) of its Member States, the African Union Commission committed to continue the Peer Review (PR) of NSS initiated by PARIS21 in 2007, pursuant to the recommendations of the Fifth Meeting of the Committee of Directors General of National Institutes of Statistics (NIS) in Africa held in Yaoundé, Cameroon, in December 2010.

Eight countries have so far participated in this exercise in the course of which the performances of the statistical systems of the States concerned were reviewed by other States. It is noteworthy that the reviews were conducted based on the United Nations fundamental principles of public statistics and the African Charter on Statistics, as well as the quality checklist of National Strategies for Development of Statistics (NSDS). Future reviews will help provide the assurance that all players of the African statistical system (ASS) have implemented the principles set forth in the Charter.

The Senegalese NSS was reviewed by peers from Guinea and Côte d'Ivoire from 24 to 28 October 2011. The African Union Commission served as the secretariat, backed by AFRISTAT and PARIS21. The Republic of Senegal is a West African country, with a population estimated at 12.9 million inhabitants in 2011, and an area of 196,712 km<sup>2</sup>. Its NSS is composed of (i) National Council for Statistics, (ii) National Agency for Statistics and Demography (NASD) and (iii) other public structures of the NSS. The NSS is endowed with an institutional framework updated on regular basis, which defines the system's missions, organization and operation. The NASD is highly decentralized across all the regions of the country. This agency has a Coordination Unit responsible for the programming, harmonization and coordination of statistical activities and international cooperation, and maintains effective relation with both the sectoral services and users.

The country has made remarkable progress in the sphere of statistics. The texts governing statistics offer a framework that allows for improved operation of the national statistical system and are in consonance with the African Charter on Statistics even though there is still room for effort to ensure effective application of the texts in question. The existence of a Statistics Master Plan (SMP) developed in a participative manner is proof of effective strategic management of statistics development, which is anchored on (i) building institutional mechanism, (ii) improved quality of statistical products, (iii) dissemination and promotion of statistics use and (iv) capacities building for an effective statistical system. The SMP is, to a large extent, funded by the Senegalese Government. To ensure its effective implementation, the Technical Committee for Statistical Programmes closely monitors its execution and appraisal. The NADS has rationalized the household censuses and surveys (*RGPH/RNA/RNE, EDS/MICS*, etc). It has conducted many surveys and regularly disseminated its publications in various fields of statistics. All statistical data were disseminated through the Agency's web site and updated on regular basis. The sectoral services publish statistical bulletins on regular basis. All these publications are compliant with the data special dissemination standards to which Senegal is in the process of acceding. The creation of a school of statistics to meet human resource capacity enhancement needs represents an asset for the Senegalese NSS.

Though effort has been invested, the Senegalese NSS is faced with real and major difficulties. Noteworthy is the very modest mobilization of resources for implementation of the SMP not only on the part of the State but also on that of the technical and financial partners (TFP).

Apart from the financial challenges, the SMP has come up against poor dissemination to the sections. Also to be highlighted are the difficulties in convening the National Council for Statistics and in organizing TFP round table for funding the SMP. The challenges to be addressed include inadequate human and financial capacities of the Unit, unconvincing involvement of the sectors in the coordination process, the delay in implementing the entire national policy for NSS advocacy, the non-operationalization of the executive secretariat of the National Council for Statistics, etc.

Overall, Senegal has a well-organized NSS endowed with an SMP. A more effective coordination of the system and increased mobilization of resources would pave the way for vastly improved quality and production capacities of the country's NSS.

## **1. BRIEF PRESENTATION OF SENEGAL**

1. Situated on the West Coast of Africa, Senegal has a population estimated at 12.9 million inhabitants in 2011, 50.6% of which are women. The country covers an area of 196,712 km<sup>2</sup> accounting for an average density of 65.3 inhabitants per km<sup>2</sup>. The population is unevenly distributed across the territory, with over a half thereof concentrated in Dakar region. The other population hub is the centre of the country (the groundnut basin) which hosts over 35% of the population. The country's eastern region is less populated.

2. Senegal is bound in the West by the Atlantic Ocean, Guinea and Guinea-Bissau in the South, Mauritania in the North and East, and Mali in the East. The Gambia forms a near enclave in Senegal, penetrating into the interior of Senegalese territory by over 300 kms. Cape Verde islands are situated 560 kms off the Senegalese coast. The country owes its name to the river which borders it in the East and North, taking its source in the Fouta Djallon highlands in Guinea.

3. Senegal became eligible for the Heavily Indebted Poor Countries (HIPC) Initiative in June 2000, and reached the point of completion in 2004 under the Enhanced HIPC Initiative. The country's external public debt declined sharply from 54.5% in 2003 to 36.2% in 2008. With debt cancellation, the total outstanding public debt stood at 26.6% of GDP in 2009 as against 24% in 2008. The set objective is to keep the debt sustainable and viable in the long-term.

4. The country's GDP was estimated at 6,367 billion CFA F in 2010, accounting for 509,096 CFA F per capita GDP and growth rate of 4.1%. The agricultural sector employs about 70% of the Senegalese population and its share of the GDP stands at less than 20%. The country has set itself on the path of an "accelerated growth strategy" with the aim to uplift itself to the rank of emerging country, a strategy built largely on modernization of agriculture and the development of the agro-food industry, the tertiary sector, the textile and clothing sector, the sea produce sector, etc.

5. Poverty is still widespread despite the significant decline observed in the period 2002-2005. Poverty prevalence dropped from 57.1% to 50.8% during this period. The proportion of households living below the poverty line fell from 48.5% in 2002 to 42.6% in 2005. The Human Development Index stood at 0.459 in 2011 according to UNDP Report.

6. Senegal is integrated into the major structures of the international community. It is also member of several sub-regional and continental organizations, notably the West African Economic and Monetary Union (UEMOA), the Economic Community of West African States (ECOWAS), the Community of Sahel-Saharan States and the African Union. Similarly, it is member of the Economic and Statistical Observatory of Sub-Saharan Africa (AFRISTAT), a supra-national body comprising some twenty countries, the goal of which is to contribute to upgrading statistical capacities.

## **2. CONTEXT AND PEER REVIEW APPROACH/METHODOLOGY**

### **2.1. Context and Objective**

7. Peer review of national statistical systems is inspired by the African Peer Review Mechanism (APRM) initiated by the Heads of State and Government of the African Union. The APRM is a self-assessment system by which African countries engage in mutual appraisal based on the political and economic governance laws and standards of Member States of the African Union agreed by all and enshrined in the Abuja Declaration of 2003. The primary objective of APRM is to encourage the adoption of policies, standards and practices that lead to political stability, robust economic growth, sustainable development and enhanced regional and continental economic integration through experience sharing and consolidation of best practices with success stories, including identification of deficiencies and evaluation of the capacity building needs of the participating countries.

8. So far, the following eight countries have participated in this exercise: Malawi, Tanzania, Ghana, Mozambique, Burkina Faso, Niger, Benin and Congo. In the course of the reviews, the performances of the national statistical systems of these States were assessed by other States. It is worth noting that the reviews were not a very detailed technical evaluation of the principles set forth in the African Charter on Statistics and the quality of the official statistical data produced by these countries.

9. When the Charter comes in force, all Member States will be bound to comply with its principles and apply them. In this perspective, the Commission embarked on a basic study on implementation of the Charter's principles by the countries. The outcomes of this study will help improve the guide and the indicators for measuring countries' compliance with the principles of the Charter. A mechanism for monitoring the review recommendations will be put in place to obtain the assurance that the suggestions made during the PR are effectively implemented by the countries reviewed. These documents and the peer review recommendations monitoring mechanism will be discussed at a meeting of the Directors General of National Institutes of Statistics in December 2011. In the same vein as the PR of national statistical systems in Europe as part of implementation of the European statistical good practices code, these documents are expected to facilitate the conduct of the next peer reviews to assess the compliance of African national statistical systems with the Charter.

10. The next reviews are vital as they would help ascertain whether all the players of the African statistical system (ASS) have effectively implemented the Charter. This will facilitate enhanced responsibility for all ASS members and users' confidence in the data produced by these members.

11. Pursuant to one of the recommendations of the 5th Meeting of DGs of NIS held in Yaoundé, Cameroon, in December 2010, the African Union Commission will forge ahead with the conduct of the next reviews with the aim to extend the exercise to all African countries within the next five years. To this end, the Commission will serve as the administrative secretariat, provide the logistics and coordinate the conduct of the peer review.

12. The peer review of Senegal conducted by peers from Côte d'Ivoire and Guinea from 24 to 28 October 2011 was the first to implement that recommendation. The organizational and technical mechanism put in place was the same as the preceding reviews. The exercise was structured on United Nations Fundamental Principles of Official Statistics, the African Charter on Statistics and on the quality check-list of the National Strategies for Development of Statistics (NSDS). The African Union Commission and AFRISTAT served as secretariat with the support of PARIS21.

## **2.2. Methodology**

13. As indicated earlier, the PR methodology is anchored on the United Nations Fundamental Principles of Official Statistics, the African Charter on Statistics and on the quality check-list of the National Strategies for Development of Statistics (NSDS). It consists in ascertaining to extent which extant policies and practices in Senegal's statistical system are compliant with the good practices codes prescribed in these documents.

14. The review thus focussed on the legislative and regulatory framework, the mechanism for statistics production, data collection, analysis, dissemination and storage, as well as users' satisfaction. Meetings were organized with public statistics producer services and users including the technical and financial partners (TFP) in accordance with the work programme hereto annexed. At the end of the meetings, an aide-mémoire summarizing the strengths and weaknesses of the Senegalese statistical system and the recommendations to improve the NSS were elaborated.

15. The outcomes of the work of the reviewers were presented to all the national statistical system players and to the technical and financial partners to enlist their views and suggestions. The outcomes were also presented to members of the Surveillance Council. At the end of the mission, the review team leader handed the aide-mémoire to the Surveillance Council. For the purpose of future exercises, the countries reviewed will be expected to indicate, as of necessity, the calendar for implementation of the recommendations put forward by the reviewers.

## **3. PRESENTATION OF THE SENEGALESE NATIONAL STATISTICAL SYSTEM**

### **3.1. Institutional Framework**

16. The legal basis and regulatory framework of the Senegalese statistical system are provided by law 2004-21 of July 2004 titled organization of the activities of the services and structures in charge of development, production and dissemination of public statistics. This law defines the missions, organization and operation of the Senegalese statistical system. A draft law modifying and complementing the July 2004 law was passed by the National Assembly on 27 October 2011. This new law paves the way to fill in certain gaps and spells

out a number of provisions aimed at improving the functioning of the national statistical system. It defines the mission of the National Council for Statistics, sets forth the central role of NADS in the national statistical system and institutionalizes strategic programming for results-oriented national statistics management. In its Article 3, the new law invites all the services and structures of the national statistical system to comply with the principles prescribed by the African Charter on Statistics in their mission of developing, producing and disseminating statistical data.

17. The primordial mission of the NSS as defined in the statistics law is to furnish public administrations, regional and international institutions, enterprises, non-governmental organizations, the media, researchers and the public with reliable and updated statistical information covering all spheres of the nation's life, particularly the economic, social, demographic, cultural and environmental spheres.

### **3.2. Cartography of the National Statistical System (NSS)**

18. The Senegalese national statistical system comprises three key institutional components, namely: (i) national council for statistics; (ii) national agency for statistics and demography; and (iii) other public structures of the national statistical system.

#### **3.2.1 National Council for Statistics**

19. This structure has the mission to propose to Government, general statistics policy guidelines for the nation, the priorities in matters of statistical information gathering, processing and dissemination and the tools for coordination of the national statistical system activities. It oversees the coordination of the national statistical system development, production and dissemination activities and compliance with the fundamental principles of public statistics, and organizes consultation between information producers and users. It approves the multi-annual statistics programme, which spells out the statistical activities envisaged and the resources required to implement the said activities. The structure's functions, composition and *modus operandi* are defined by decree.

#### **3.2.2 National Agency for Statistics and Demography**

20. This body is endowed with corporate personality and management autonomy. It is the principal organ of the national statistical system. In addition to activities in the realm of statistics development, production and dissemination falling within its area of competence, the Agency centralizes and disseminates synopses of the statistical data produced by the entire national statistical system. The other bodies and services producers of public statistics are supposed to transmit to this structure the statistical data they produce as soon as these are available. It is in charge of the technical coordination of the national statistical system under the supervision of the National Council for Statistics. The Agency has, within its structure, a school for the training of officials, both middle level and senior officials. The Agency's functions as well as its organizational and operational rules are defined by decree.

### **3.2.3 Other Public Structures of the Senegalese National Statistical System**

21. These comprise the entirety of the services tasked with statistics development, production and dissemination activities attached to ministerial departments, public bodies and parastatals, as well as national statisticians training institutions. The establishment and functions as well as the organizational and operational rules of these services of the national statistical system are defined by decree.

22. As regards the texts regulating the Senegalese statistical system, it may be said that Principle No. 1 on Professional independence and Principle No. 3 on the Mandate for data and collection and resources, as well as the principles of the Charter, are observed.

## **4. STATISTICS COORDINATION AND STRATEGIC MANAGEMENT OF STATISTICS DEVELOPMENT**

### **4.1. Institutional Framework for Statistics Coordination**

23. In the new law on statistics, the National Council for Statistics (NCS) is responsible for the coordination of all the activities of the national statistical system. To accord greater consideration to the statistics policy defined by the State of Senegal, the Council is presided by the Head of Government. The representative of the Office of the President is the vice-Chair of the Council.

24. The NCS is composed of representatives of the Office of the President of the Republic, the National Assembly, Ministries, labour organizations as well as public and private users. The Minister of State in the Ministry of Economy and Finance serves as the secretariat of the NCS.

25. A unit exists in the Agency for programming, harmonization and coordination of statistical activities and international cooperation.

### **4.2. Operation of Statistics Coordination**

26. Coordination of NSS is carried out through the Technical Committee for Statistical Programmes (TCSP) chaired by the Director General of NASD. The TCSP is tasked, *inter alia*, with the preparation of dossiers for submission to the National Council for Statistics for consideration; the monitoring of implementation of NCS decisions; coordination of the development of the multi-annual statistical activity programme and the corresponding annual work programmes; coordination of preparation of annual reports on execution of annual statistical activities, national level elaboration and approval of standards, concepts, definitions, nomenclatures, etc; and coordination of nation-wide statistical survey and census programmes conducted by the NSS services and structures. The TCSP is organized in theme-based sub-committees to be defined at the end of its first meeting.

27. The mission noted that the Technical Committee for Statistical Programmes (TCSP) met on regular basis and that two presidential Councils have statistics on their agenda. There is also very good relation between the Agency and the sectoral services as well as with the users.

**28.** However, coordination weaknesses exist within the NSS. In fact, a number of difficulties have been observed in the holding of sessions of the National Council for Statistics since its establishment, given that it held its first meeting only in March 2011 whereas it was supposed to hold two meetings in a year. During the first half of 2011, a meeting of the permanent technical secretariat enlarged to include the Chairs of the sub-committees was held to prepare the first statutory meetings of the sub-committees. This activity which is highly important in the animation and coordination of the NSS should help improve the system's performance. However, only eleven out of the twenty-eight sub-committees had their first meeting, and only one could hold its second meeting. The poor coordination capacity also manifested in: (i) the difficulty in organizing the TFPs round table to fund the Statistics Master Plan; (ii) inadequacies in the operation of the framework for consultation between TFPs and NADS; (iii) poor coordination of TFP interventions; and (iv) inadequacy of NSS/TFP meetings.

**29.** The inadequate operationalization of statistical coordination may be explained *inter alia* by: (i) poor human and financial capacities of the programming, harmonization, statistical coordination and international cooperation units (PHSIC) within the NADS; (ii) weaknesses in the mechanism for programming and evaluation of statistical activities at national level; (iii) inadequacy of the initiatives for ownership of the conceptual tools and methodologies by sectoral statistical services; (iv) the timid implementation of a quality initiative in the entire NSS; (iv) poor mainstreaming of the sections in the coordination process, reflected in different treatment and demotivation of the staff of sectoral statistical services (two-speed statistical systems); the delay in the implementation of the overall national strategy for advocacy in favour of NSS conducted by the Agency; and (vii) the non-operationalization of the executive secretariat of the Statistics Council.

**30.** On the whole, it may be said that remarkable progress has been achieved with the incorporation of coordination in the texts regulating statistics in Senegal in conformity with the Charter, but there is still room for sustained effort to effectively implement the said texts.

#### **4.3. Strategic Management of Statistics Development**

**31.** The NSS is endowed with a Statistics Master Plan (SMP) 2008-2013 adopted in 2007. The SMP was developed in participative manner taking into account all the needs of NSS players. It is a consensual framework which allows for reforms to be effected within the NSS, a framework on which this structure relies for the production of quality statistical information for proper response to the needs of the users. The vision of the Senegalese statistical system is to be stable and be better coordinated, thus enabling it to adequately cover the needs of users. The strategy retained to achieve this vision is anchored on the following four pillars: Pillar 1: Building institutional mechanism; Pillar 2: Improved quality of statistical products; Pillar 3: Dissemination and promotion of statistics use; and Pillar 4: Capacities building for an operational statistical system.

**32.** Pillar 1 responds to the need to put in place an NSS that is complete, stable and coherent in its organization. Indeed, the first factor of quality in any statistical system resides in the performance of its institutional mechanism. On this score, it is needful to recognize that Senegal has recorded tremendous progress with the entry into force of the activities law voted in 2004. However, the institutional reform of the NSS needs to be pursued and deepened;

reason for which the mainstreaming of institutional issues has been incorporated in the agenda of the Statistics Master Plan (SMP).

**33.** The second Pillar reflects the will of the Senegalese authorities to make improved quality of its statistical products a top priority. Two objectives are being sought in this regard: (i) have statistics produced in accordance with established standards and within set timeframes; (ii) have statistics that are as disaggregated as possible, taking on board gender and decentralization in particular.

**34.** The third Pillar which relates to improvement of statistics dissemination and promotion of statistics use, research and analysis is structured on six operational objectives: (i) orientate production towards better satisfaction of demand; (ii) improve dissemination; (iii) facilitate users' access to statistics; (iv) develop communication policy; (v) promote the culture of statistics; encourage research and comprehensive analysis by users.

**35.** The fourth and last Pillar comprises four operational objectives: (i) have in place an effective policy for NSS human resource management; (ii) have in place an effective policy for material resource and infrastructure management; (iii) systematize the use of the new information and communication technologies; and (iv) have in place a sound policy for financial resource management.

**36.** Implementation of the Statistics Master Plan (SMP) reposes on an institutional mechanism at two levels : the first level is the National Council for Statistics (NCS) presided by the Prime Minister ; and the second, the Technical Committee for Statistical Programmes (*CTPS*) presided by the Director General of NADS.

**37.** Monitoring and evaluation of the SMP are undertaken by the TCSP. The monitoring and evaluation mechanism reposes on the following actions: monitoring the strategy implementation process; evaluation of its impact through intermediary and outcome indicators; monitoring and evaluation of financial execution; and establishment of an information system. It is envisaged to, each year, compile a progress report for submission to the NCS after validation by the TCSP which brings together all NSS players.

**38.** The State will provide adequate budgetary allocation to the NSS for implementation of the SMP. The resources generated by the NSS and those mobilized from the partners will help fill the SMP funding gap. To this end, effective and coordinated involvement of the development partners, and active collaboration with statistical information users are vital for implementation of the SMP.

**39.** With the issues enunciated above to ensure sound and efficient implementation of the SMP (2008-2013), the mission was able to note the existence of real difficulties. The Master Plan is very little known at the sectoral and decentralized level. It has not been sufficiently popularized. The absence of a comprehensive national policy for NSS advocacy conducted by the Agency was contributory to the poor mobilization of funding for implementation of the Statistics Master Plan (SMP).

40. The State invested huge effort by providing the Senegalese NSS with substantial financial and stable resources in accordance with Principle 3 of the African Charter<sup>1</sup> on Statistics.

41. This is however inadequate in view of the magnitude of the resources required for implementation of the Master Plan (evaluated at 52 billion 290 million CFA F). The mission also noted the inadequacy of qualified human resources at the sectoral and decentralized levels; that the framework for consultation between the TFPs and the NADS and between the Agency and the users is hardly functional; the poor coordination of TFP interventions; and real difficulties in organizing the round table of TFPs to fund the Master Plan.

42. The Master Plan has to be reviewed, updated and tied to the period covered by the Economic and Social Policy Document (DPES/ESPD) and the Strategy for Accelerated Growth to facilitate mobilization of funding. It is also needful to boost the capacities of the players involved in the development of the SMP in terms of strategic planning and results-oriented management.

## 5. Resources of the National Statistical System

### 5.1 Financial Resources

43. Implementation of the Statistics Master Plan kicked off in 2008. As indicated earlier, some of the activities set forth in the action plan have started being implemented with national resources and financial support from the development partners. The programme-budget systems have been established and the NADS budget is prepared in participative manner. It was noted that the State accords substantial financial support to NADS and to the sectoral statistical services for statistics production.

44. The information available in the course of the review showed that the NADS 2011 activity programme is incorporated into the framework of the SMP implementation based on the four pillars mentioned earlier.

45. An overview of the resources received by the NADS and available indicates that the resources for 2011 saw 12% increase in relation to those of 2010. Credit carry-over also saw a huge rise in relation to 2010 as a result of the non-consumption of the resources set aside for GPHALC/RGPHAE activities, given the fact that the relevant tenders were yet to be concluded<sup>2</sup>.

46. The 2011 resources came from State allocations for the funding of the General Population, Housing, Agricultural and Livestock Census (GPHALC/RGPHAE) activities (2 billion CFA F), statistics programmes (500 million), operation (2.1 billion) and construction of new headquarters (2 billion). State allocations in 2011 thus amounted to 6.65 billion. These

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<sup>1</sup> **Resource Adequacy:** As far as possible, the resources available to Statistics authorities shall be adequate and stable to enable them to meet statistics needs at national, regional and continental levels. Governments of States Parties shall have the primary responsibility to provide such resources.

<sup>2</sup> Source : NADS Budget 2011

resources were augmented by the carry-over of the 2010 credit, particularly that of GPHALC/RGPHAE which is in the process of implementation for the sum of 7.43 billion. The Agency also receives partner support in the tune of 2.1 billion CFA F for the conduct of various activities (Table 1).

**Table 1: Summary of Resources in 2011 in 000 CFA F**

<b>No.</b>	<b>Resources</b>	<b>2011</b>	<b>2010</b>	<b>Annual Variation</b>	<b>V %</b>
1	Allocation RGPH	2 000 000	6 000 000	- 4 000 000	-67%
2	Allocation Programme Statistics	500 000	400 000	100 000	25%
3	Allocation SMP	-	300 000	-300 000	-100%
4	Allocation Operation	2 157 940	2 630 480	- 472 540	-18%
5	Allocation Construction	2 000 000	1 000 000	1 000 000	100%
	<b>Total Credit</b>	<b>6 657 940</b>	<b>10 330 480</b>	<b>- 3 672 540</b>	<b>-36%</b>
	Credit carry-over	7 433 967	2 099 961	5 334 006	254%
	<b>Total State Resources</b>	<b>14 091 907</b>	<b>12 430 441</b>	<b>1 661 466</b>	<b>13%</b>
	Support-sundry donors	2 115 531	2 023 375	92 156	5%
	<b>Total Resources</b>	<b>16 207 438</b>	<b>14 453 816</b>	<b>1 753 622</b>	<b>12%</b>

47. Some of the shortcomings noted during the review had to do with low capacity for absorption of the credit allocated due, *inter alia*, to the inadequacy of specialized human resources in the General Administration and Human Resource Directorate (contracting activity, etc.) and the bureaucratic red tape in financial resource management.

## 5.2 Human Resources

48. The human resources in the Senegalese statistical system are generally well trained. However, the deficit of statisticians has become an obstacle to the development of the NSS. This situation is attributable to the low turnout of statisticians' training schools.

49. The establishment of the National School of Statistics and Economic Analysis (ENSAE/NSSEA) of which the first set of Statisticians, Engineers, Economists and Senior Statistics Technicians graduated in July 2011 represents a response to the high demand for qualified human resources in the area of statistics and economics.

**50.** Upon the advent of NADS with more interesting remunerations and benefits for the Agency's officials, a two-speed NSS emerged. The officials of sectoral statistical services are not as motivated as those of NADS. The recent (2011) staff establishment of the Agency was 233 distributed among the various services both in the central administration and in the regions. Within the NADS, an incentive social policy is the vogue (air ticket for pilgrimage to Mecca or to Rome, organization of holiday camps for the children of staff, transport allowance, etc.).

**51.** The wage bill for 2011 was evaluated at 2,623 billion CFA F, the same amount as in 2010. This budget covers salaries and related costs, allocations for staff advancement, performance awards as an incentive for attainment of the objectives set for the staff and recruitment of specialists to endow the NADS with qualified personnel. Family allowance for the Agency staff is paid to directly to those concerned. The amount is estimated at 7.26 million.

**52.** The weaknesses recorded during the review include the absence of a coherent national policy for statistics human resource management integrating all members of the national statistical system especially the sectoral structures, the inadequacy of qualified human resources at sectoral and decentralized levels, and the inadequacy of permanent teachers and researchers at the National School of Statistics and Economic Analysis (ENSAE/NSSEA). The executives of NSS are quite conscious of this state of affairs and measures are envisaged to improve human resource management as indicated in the Statistics Master Plan applied in the various annual work programmes of NADS.

### **5.3 Material Resources**

**53.** One of the operational objectives of the Master Plan is to have in place an effective policy for management of material resources and infrastructure. This objective involves, *inter alia*, the construction of NADS headquarters, work of which is in progress and providing it with equipment. This measure is a response to the tightness of the premises currently housing the Agency.

**54.** The Agency has a relatively large and innovated fleet of automobiles, endowed with the vehicles it received through State and partner financial support, towards the general population, housing and livestock census in particular.

**55.** Under the policy for management of material resources and infrastructure, there was a programme in the 2011 financial year, structured around the following points:

- maintenance of infrastructure: this activity forms part of the refurbishing and upkeep of the premises occupied by the Agency;
- providing NSS structures with the office information equipment required for its proper functioning (procurement of back-up software for 250 users);
- establishing a programme for rational management and maintenance of equipment (computers, softwares, optical drive, king-size scanners, hand-held computer with software for capturing field survey data, means of transport, etc.).

## **6. STATISTICS PRODUCTION**

### **6.1 General Context of Production**

**56.** There has been in recent years a diversification of the demand for statistical data, with the implementation of the poverty reduction strategy papers and the attainment of the Millennium Development Goals (MDGs). Whereas a substantial part of the data needed for calculating and updating growth and development indicators are collected in the context of household surveys conducted by NADS, a large number of statistics, especially in the social sphere (agriculture, education, health, etc.) fall under the purview of the sections. At this level, significant progress has been made in the elaboration and publication of statistical yearbooks (education, health, etc.).

**57.** Although there has been significant progress, the dearth of human resources has impacted on the Agency's production. Overall, however, the production of the Senegalese statistical system has been generally satisfactory given the fact that it is compliant with certain fundamental objectives of the African Charter on Statistics, particularly respect for the fundamental principles of production, storage, management, analysis, dissemination and use of statistical information. As a matter of fact, the National Agency for Development of Statistics produced on regular basis data that are updated and disseminated even though we noted some inadequacies in the production of social data and sectoral data as well as the lack of population impact studies.

### **6.2. NADS Statistics Production**

#### **6.2.1 Decentralized Production: Regional Statistical and Demography Services**

**58.** The regional statistical and demography services are the products of the decentralization of the National Agency for Development of Statistics at regional level. These services work directly with the governor of the region and are members of the regional committee for monitoring statistical programmes from amongst programmes such as HIV/AIDS, consumption, local development projects, etc.

**59.** These services publish on regular basis reports on the economic and social situation of the region and each of the regional services is under the obligation to publish a statistical research study of its choice taking into account the realities of its region. A boost to the human and financial resource capacities would enable this service to further improve its statistics production capacities.

#### **6.2.2 Centralized Production**

**60.** Thanks to the legislative and regulatory framework as regularly revised, the National Agency for Development of Statistics is the chief producer of the Senegalese statistical system. The Agency has deployed effort to rationalize household surveys (RGPH/RNA/RNE, EDS/MICS, etc.). It has prepared and published national accounts, foreign trade statistics, consumer price indices and other condensed statistics. Similarly, its economic data publications are done on regular basis and the range of such publications is quite diversified and in keeping with the Special Data Dissemination Standards. The publications are

independent vis-à-vis public authorities and any influence. They are not subject to partiality and are transparent. This production process is thus in keeping with the principles of scientific independence, impartiality, transparency and data confidentiality as stipulated in the African Charter on Statistics<sup>3</sup> in *its Principle 1*.

61. On the other hand, NADS has set its eyes on the use of the information and communication technologies by deploying hand-held computers thanks to capacity building through South-South cooperation.

### **6.3 Statistics Production of Other Structures of the National Statistical System**

#### **6.3.1 Central Bank of West African States (BCEAO)**

62. Though subject to the authority of the Governor of the Central Bank of West African States (BCEAO) headquartered in Dakar, the BCEAO national directorate is an integral part of the national statistical system. It is tasked to produce monetary and balance of payments statistics as shown by the publications on balance of payment and monetary statistics. It has a research and statistical service, which undertakes, on regular basis, works in the area of prices and economic situation for the needs of monetary policy. The BCEAO national directorate, like its counterparts in other BCEAO Member States, is well- endowed with human, material and financial resources for proper discharge of its mission.

#### **6.3.2 Directorate of Agriculture (DA)**

63. This directorate has in its structure three (3) divisions engaged in statistics production. It receives technical support from NADS and financial support from USAID for data gathering and analysis. National agricultural surveys have seen considerable progress since 2002, covering even the cultivation of gum producing plants. The horticulture directorate organizes market gardening surveys.

64. Despite the lack of trained staff, a calendar is developed and publications are carried out each year. More effective coordination of NADS and timely provision of the budget will allow for improvement in their statistics production.

#### **6.3.3 National Health Information Service**

65. The national health information service (NHIS) was created in 2004 in response to the need for health statistics. Located in the Ministry of Health, this service is faced with the problem of institutional anchorage in view of the tendency to move it to the Ministry in charge of planning.

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<sup>3</sup> Principle 1 of the African Charter on Statistics (Professional independence): **Scientific independence:** Statistics authorities must be able to carry out their activities according to the principle of scientific independence, particularly vis-à-vis the political authorities or any interest group; this means that the methods, concepts and nomenclatures used in statistical operation shall be selected only by the Statistics authorities without any interference whatsoever and in accordance with the rules of ethics and good practice.

66. A weakness in the production of statistical data was noted, and this was due primarily to the lack of trained human resources (out of 12,000 officials, there was only one health statistician). Actually, statistics production is carried out at grassroots level, whereas the health centres do not have the human resources required to collect routine data.

67. To remedy this situation and put in place reliable indicators, it is needful to create an operational mechanism to make it easy to collect, process and store information as well as develop a culture of statistics. Special emphasis should be placed on the training of health statistics officials specialized in public health.

### 6.3.4 Directorate for Planning and Educational Reform (DPER)

68. Located in the Ministry of pre-school, elementary, secondary and language education, the Directorate for Planning and Educational Reform (DPER) is in charge of coordination of the ten-year educational and training programme, its objective being to produce statistical yearbooks and annual indicators reports. This is carried out through an existing information system, which collects, exploits, organizes and disseminates data, constantly updated, on all aspects of the school system. Data collection in the academies and schools is exhaustive.

69. In the realm of governance, there was remarkable progress in the funding of the activities of this directorate with the inclusion of operational resources in the budget.

70. The few weaknesses reported relate to the statistician deficit in this directorate. The only statistician in place works in collaboration with other officials whose work he supervises. At the decentralized level, the absence of statistical ethics is deplorable given the fact that officials at this level are not well trained and motivated and, besides, are very mobile. This calls for recruitment and training of qualified staff to ensure profile/post symmetry.

## 7. Statistical Data Publication, Dissemination and Conservation

71. The NADS has devised a data storage policy that is in line with Principles 4 and 5 of the African Charter on Statistics<sup>4</sup>, especially the dissemination and protection of individual data, sources of information and the respondents. Moreover, in the bid to comply with the Special Data Dissemination Standards, NADS has implemented Principles 4 and 5 of the African Charter on Statistics.

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<sup>4</sup> Principles 4 and 5 (dissemination and protection of individual data, sources of information and respondents).

**Accessibility:** African statistics shall not be made inaccessible in any way whatsoever. This concomitant right of access for all users without restriction shall be guaranteed by domestic law. Micro-data may be made available to users on condition that the pertinent laws and procedures are respected and confidentiality is maintained.

**Confidentiality:** National Statistics authorities, African statisticians and all those operating in the field of statistics in Africa shall absolutely guarantee the protection of the private life and business secrets of data providers (households, companies, public institutions and other

respondents), the confidentiality of the information so provided and the use of such information for strictly statistical purposes.

72. The Agency has invested considerable effort using dissemination tools, thus facilitating data accessibility and quality as well as establishment of an annual publication calendar. As a matter of fact, apart from the NADS documentation centre, this Agency is engaged in the distribution, on regular basis, of bulletins and publications to ministries and partners, thus placing the data at their disposal. The NADS also does its publications with electronic tools especially CDs, uses its intranet site for data sharing amongst the regional offices (decentralization in 14 regions) and an internet web site updated on regular basis thanks to support from some TFPs. Thus, over twenty surveys, 8 monthly publications, 4 quarterly publications as well as annual and regional publications are undertaken on regular basis.

73. As regards data or document storage, even though the Agency has storage toolkit software for micro-data and *NADA* for online storage, it will have to refurbish spaces for the physical archiving of documents.

## 8. Users' Views

74. With public and private users, civil society users and the technical and financial partners, there is clearly an effective capacity to meet the needs of users of macro-economic statistics published on regular basis and available on NADS web site, which conforms with Principle 4 of the African Charter on Statistics. The users had good knowledge of their information needs and appreciated their participation in the development of the Statistics Master Plan.

75. The users have however highlighted a number of points that need to be improved, notably the following:

- NADS should strengthen, produce regularly and update social statistics especially the statistics on poverty, employment and tourism;
- The Directorate of Agriculture should publish these statistical data on regular basis on NADS web site;
- The users would have liked NADS to conduct studies on the impact of the projects on human development;
- Lastly, the users would like to see available on the web site of the Agency, disaggregated sectoral and quality data, updated on regular basis.

76. The last two points bring to mind Principle 2 of the African Charter on Statistics (**quality: relevance**) which stipulates that “African statistics shall meet the needs of users”.

## **9. RECOMMENDATIONS**

### **9.1 Government Commitment**

- Encourage the Government to maintain its political commitment to statistics development;
- Encourage the Government to deploy greater effort to endow the national statistical system with the capacities required to implement the Statistics Master Plan.

### **9.2. Institutional Framework**

- Take the necessary steps to ensure ratification of the African Charter on Statistics;
- Ensure the adoption of the revised statistics law in the National Assembly and in the Senate;
- Implement the recommendations of the NSS cartography study and the centralized management of human resources.

### **9.3. Statistical Coordination**

- Bolster the human and financial capacities of the unit tasked with statistical coordination within the NADS;
- Operationalize the NSC executive secretariat;
- Take measures to ensure coherence of the annual statistical programmes with the Statistics Master Plan (SMP);
- Submit for Government approval the annual national statistical programme adopted by the NCS and embark on its wide dissemination;
- Develop and update on regular basis, a compendium of statistical concepts and definitions in keeping with international recommendations and embark on its popularization;
- Periodically establish a report on the state of the national statistical system and embark on its popularization in forms to be determined (national forum on statistics, for example).

### **9.4. Statistics Master Plan (2008-2013)**

- Embark on the review of the Statistics Master Plan (SMP), then update by aligning it with the period covered by the Economic and Social Policy

Document (ESPD) and the Accelerated Growth Strategy to facilitate mobilization of financing;

- Enhance the strategic planning and results-oriented management capacities of the players involved in the development of the SMP;

#### **9.5. Resource Mobilization for Financing Large-Scale Statistical Operations**

- Pursue Government effort to boost the human, financial and material resources allocated to the national statistical system;
- Study the feasibility of establishing a statistics development fund in keeping with the recommendations set forth in the African Charter on Statistics
- Brainstorm modalities to institutionalize large-scale statistical operations (censuses and extensive national surveys) through legislative or regulatory texts, to facilitate their programming and funding.

#### **9.6. Quality Approach and Use of the New Technologies**

- Introduce and progressively systematize the quality approach in all public statistical services;
- Pursue the implementation of the new technologies for collection and processing of survey and census data.

#### **9.7. Improvement of Statistical Data Coverage**

- Pursue and develop initiatives geared to improving knowledge in the social sector (health, education, employment, informal sector, poverty, HIV/AIDS, etc.) and in the emerging statistical domains especially the environment, governance, tourism, infrastructure, digital economy, etc.

#### **9.8. Data Disaggregation, Value addition and Gender Mainstreaming**

- More effectively take on board the needs of decentralization and the gender issue during design of statistical surveys;
- Promote comprehensive analysis of available statistical data to facilitate their use in decision-making (impact studies...).

#### **9.9. Improvement of NADS Operation**

- Finalize the establishment of performance contract with the State;
- Improve the working relation between NADS and the sectoral and decentralized services;

- Improve the budget and finances management mechanisms;
- Boost the human resource and management capacities of the Fisheries Development and Management Division (*DAGRH*)

#### **9.10. Value Addition to Administrative Data**

- Encourage the collection and processing of the routine data produced in public and private administrations.

#### **9.11. Statistical Data Dissemination, Storage and Security**

- Encourage electronic and on-line Internet dissemination especially in the Statistics Services Sector (SSS) and the decentralized services;
- Continue with paper dissemination while diversifying the publication formats, using all available means and channels of communication (national languages, the media, traditional communicators, etc.) depending on the major recipient categories;
- Generalize the elaboration of publication calendars for up-to-date statistics publication and as far as possible ensure that such calendars are respected;
- Encourage the development of external communication policies for public statistical services to improve their visibility and to effectively showcase their products (in particular, creation of a communication service within the NADS);
- Continue with the policy of statistical data storage, security and dissemination based on the use of the ICTs;
- Validate the national dissemination policy.

#### **9.12. Promotion of the Statistics Culture**

- Develop and implement a training programme for users so as to promote a better expression of their needs, greater use of available statistics and the development of statistics culture in the country.

#### **9.13. Monitoring the Implementation of Peer Review Recommendations**

- Establish a mechanism for monitoring the implementation of peer review recommendations.

**Annex I**  
**LIST OF THE INSTITUTIONS OR SERVICES VISITED**

1	NADS
2	Direction des Statistiques Economiques et de la Comptabilité Nationale <i>(Economic Statistics and National Accounting Directorate)</i>
3	Direction des Statistiques Démographiques et Sociales (DSDS) <i>(Demographic and Social Statistics Directorate)</i>
4	Direction du Management de l'Information Statistique (DMIS) <i>(Statistical Information Management Directorate)</i>
5	Direction de l'Administration générale et des ressources humaines <b>(DAGR)</b> <i>(General Administration and Human Resource Directorate)</i>
6	<b>Les sectorielles (The sections)</b>
7	Service National de l'Information Sanitaire <i>(National Health Information Service)</i>
8	Direction de l'agriculture <i>(Directorate of Agriculture)</i>
9	Direction de la planification et de la Réforme de l'Education <i>(Planning and Educational Reform Directorate)</i>
10	Direction regionale de la Statistique <i>(Regional Directorate for Statistics)</i>
12	Banque Mondiale (World Bank)
13	UNDP
14	FNUAP (UNFPA)
15	Union Européenne (European Union)
16	BCEAO
17	Ecole Nationale de la Statistique et de l'Analyse Economique (ENSAE - Sénégal) <i>(National School of Statistics and Economic Analysis)</i>
18	Représentation de la BAD (AfDB mission)
19	Societe Civile (the Civil Society)

**Annex II**  
**LIST OF PARTICIPANTS**

<b>NAME IN FULL</b>	<b>INSTITUTION</b>
<b>YEO DOSSINA</b>	Head, Statistics Division, African Union Commission
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<b>KOUASSI Jean de Dieu Koffi</b>	Chef du Département des Ressources Humaines, des Affaires Juridiques et Sociales
<b>BA Ibrahima</b>	DG NIS COTE D'IVOIRE
<b>Oumar DIALLO</b>	DG NIS GUINEA
<b>Ibrahima Sory SANGARE</b>	Coordinator, DSRP GUINEA