

SWEDD

AUTONOMISATION
DES FEMMES ET
DIVIDENDE
DEMOGRAPHIQUE
AU SAHEL

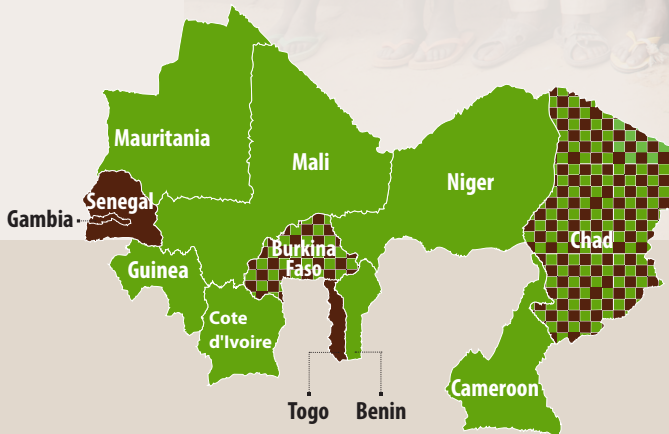
SAHEL WOMEN'S
EMPOWERMENT
AND
DEMOGRAPHIC
DIVIDEND



SWEDD SERIES: BEST PRACTICE GUIDE

EXPERIENCES WITH BUDGETING SENSITIVE TO THE DEMOGRAPHIC DIVIDEND (BSDD)

The research informing this Guide was led by the Regional Consortium for Research in Generational Economy (CREG) and focuses on the SWEDD project. The information will guide the implementation of SWEDD+



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The project covers countries in West and Central Africa

■ SWEDD (2015–2024) ■ SWEDD+ (2024–2028) ■ SWEDD & SWEDD+

Budgeting Sensitive to the Demographic Dividend (BSDD) is of vital importance in assessing the structure of the budget and the direction of public spending. Officially launched in November 2021 as part of Component 3 of the SWEDD project, it was designed gradually and consensually with the full involvement of experts from the various SWEDD project member countries, in particular the National Demographic Dividend Observatories (DDO) and the ministries of the different sectors (health, education and budget). The process was harmonised and validated at regional level.





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This Guide describes on the process of developing a national budget analysis that informs policy-makers, as well as technical partners, on the attention to be focused on the budget and the elements needed to reap a demographic dividend. It also includes lessons learned, good practices, challenges and difficulties encountered in implementing BSDD. This information will be useful for future phases of BSDD, and for new SWEDD project countries and other stakeholders wishing to undertake such an analysis.

Sample: Experts from 4 SWEDD countries: Burkina Faso, Mali, Chad and Niger.

Main data source: Conversations with 7 to 8 key informants per country, with 2 facilitators per country, 8 in total, and 1 supervisor per country, 4 in total.

Methodology for data collection: qualitative, using a conversation guide developed by CREG.

Period: December 2022 - January 2023

See annexes for more details on methodology and sampling

IMPLEMENTATION OF BUDGETING SENSITIVE TO THE DEMOGRAPHIC DIVIDEND (BSDD)

The BSDD implementation process involves four interdependent and closely linked stages:

(i) Calibration of the DD monitoring index: this stage incorporates the development of the country's demographic dividend profile and the DDMI (*Demographic Dividend Monitoring Index*).¹ The DDMI is a composite indicator that covers the key economic and social areas of a nation's life and tracks efforts to capture the demographic dividend. This stage produces the country's baseline benchmark.

(ii) Budget transformation: a key stage involving transforming the budget from the classic form to a functional form corresponding to the components of the DDMI (education, health, institutions, security, energy, Building and Public Works, economic affairs, social networks, and professional networks). The budget transformation is spread over a period of at least 10 years.

(iii) Retropolation and calibration: involves estimation of the DD monitoring index for the years prior to the reference period of stage (i). The aim is to produce a long series that matches the period covered by the budget transformation.

(iv) Budget consolidation and analysis: estimates the sensitivity of DDMI functions following a change in the corresponding budget lines, and facilitates simulation of the achievement targets for the capture of a demographic dividend.



The analysis of phase 1 relating to the implementation of the process is as follows: (A) awareness of BSDD among those interviewed; (B) achievements in the implementation of BSDD to be consolidated; and (C) analysis of the difficulties encountered.

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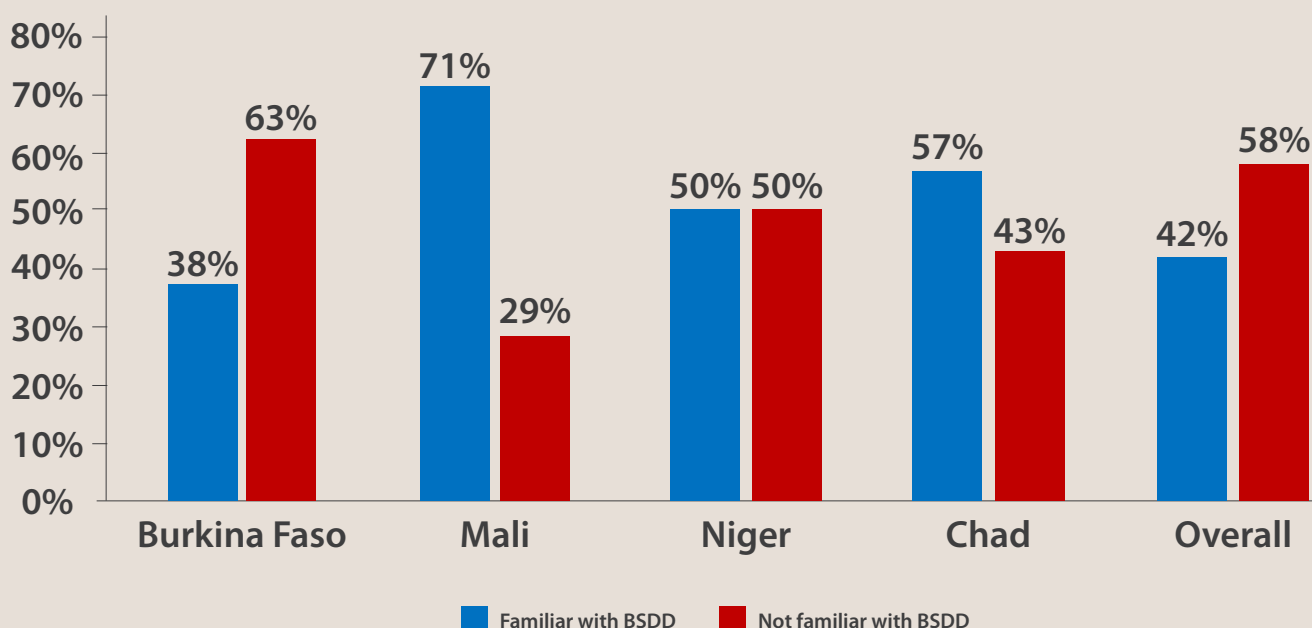
¹ <https://ordd.creg-center.org/methodologie-ddmi/>.

A. Awareness of BSDD among interviewees

Not all actors are familiar with BSDD. In fact, in a sample of 36 resource persons (of all nationalities), more than half, or 58 per cent, were not familiar with BSDD². Most had “heard about it for the first time” during the interview. For example, one of those interviewed in Burkina Faso said: “I know about gender budgeting, but I don’t know anything about the demographic dividend. I have heard about it but I am not very familiar with it.” Another interviewee in Niger stated that: “I’m the SWEDD contact point in this department, but I’ve never heard of this process ...”.

Forty-two percent of those interviewed are familiar with BSDD and have a good understanding of it. This proportion varies from country to country, from 38% in Burkina Faso to 71% in Mali. The greater awareness in Mali is attributable to the fact that this country began BSDD earlier and completed the process by 2021. This is not the case for the other countries, most of which were at the beginning of the process at the time of the interviews. The resource persons familiar with BSDD have a clear idea of what it is and gave a more or less accurate definition. For example, according to an expert from Burkina Faso, “BSDD aims to identify spending in the various sectors linked to demographic dividend issues. It transforms the traditional budget into a functional budget and links it to the DDMI. It provides an overview of the budget in terms of the DD, gender and human capital. In the long term, it will make it possible to obtain a budget that will have a direct impact on capturing the demographic dividend”.

Graph: Interviewees’ knowledge of BSDD



Sources: Interview data, CREG 2023.

² This lack of understanding can be explained by the fact that most of the countries surveyed were at the beginning of the BSDD process. Only Mali has fully implemented BSDD.

B. Achievements to consolidate in the implementation of BSDD

Country experiences demonstrate that there are many achievements in the implementation of the BSDD process to be consolidated. These include:

- **The establishment of a pool of experts:** As part of the implementation of BSDD, workshops are being organised to train national experts in the methodology, encouraging them to implement the various stages of the process. As a result of the workshops a group of experts skilled in analysing the demographic dividend and other related issues (such as gender) has been established. In addition to the trained experts, there are also a well-trained national teams comprising those engaged in the statistical and planning system, and the integration of NTA³ teams in the international NTA network, thus benefiting from the support of the other experts in this network.
- **The preparation of numerous documents on DD by the DDOs:** These achievements include the production of national reports and policy briefs for decision-makers. These include country profile reports, thematic reports and policy briefs on DD.
- **Synergy between sectors, national statistical institutes, religious leaders and civil society:** Given the cross-cutting nature of BSDD, which requires the collaboration of several sectors, institutions and actors, the pooling of efforts has proved beneficial to the implementation of the process. As one respondent from Chad pointed out: *“The budget transformation process must be extended to include managers from other ministries involved in budget preparation”*. The training workshops provided an opportunity to share experiences, network and, above all, advocate closer cooperation and partnership between various entities.
- **The commitment of the Ministry of Finance, in particular the Budget Directorate:** One of the key stages in BSDD is budget transformation. The results of budget transformation can be used to analyse the structure of the budget. The countries unanimously acknowledged the involvement and commitment of the Budget Directorates-General, which spared no effort to provide the data requested for these budget transformation exercises. In Mali, for example, the budget transformation stage is effectively managed, and the experts engaged claim to have mastered the transformation exercise thanks to being able to leverage the experience of the Ministry of Finance staff.



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³ NTA: National Transfer Accounts.



- ▶ **Increase in the budget allocated to human capital:** In Mali, for example, BSDD made it possible to increase the share of the budget allocated to human capital by 2 per cent compared to the initial allocation for 2021. This is a very important outcome of the implementation of BSDD in this country.

C. Analysis of difficulties encountered

Several aspects of the BSDD process have encountered difficulties:

- ▶ **Constraints relating to the availability of certain data:** Data availability is a bottleneck in the implementation of the various stages of BSDD. This is a problem common to all stages of BSDD. This situation is largely attributable to the limitations of national statistical systems and the irregularity of surveys. In addition to these limitations, the statistical and IT structure of the DDO is not sufficiently developed to resolve the problem of the unavailability of data and delays in providing requested data.
- ▶ **Knowledge transfer and country ownership the BSDD:** Although many training courses have been held, countries are still finding it challenging to come to grips with the BSDD tool, especially its technical aspects. A respondent from Burkina Faso said: *“The technical aspects are not fully understood by all those involved, and those at the highest levels are not informed of the process. Technical experts have mastered the process, but the leadership is certainly not aware of the concept”*. In addition, the frequent use of a third party to implement the process is not conducive to knowledge transfer and often makes the work cumbersome and slow, as it depends on the availability of the third party.
- ▶ **Political and institutional instability, and related staff turnover, which can hamper the BSDD process and result in a loss of knowledge gained:** Due to staff turnover, those who have been trained to develop the budget profile across national-level structures may be assigned to other sectors, and replaced by new, untrained staff.
- ▶ **Lack of a guide for a functional classification consistent with aspects of the DD:** Inherent in the budget transformation stage, the problem of harmonising budget nomenclature is becoming a pressing issue that needs to be addressed. The lack of a guide makes challenging to compare countries, because of the different methodologies used. Consensus needs to be established between actors and an in-depth knowledge of the budget structure is required. In addition to the challenge of harmonisation, those primarily responsible for the budget also need to be more involved in the process.
- ▶ **Challenge related to the choice of the time period for BSDD:** Conducting BSDD at the end of the year results in a lack of essential human resources as government entities focus on closing their annual activities in accordance with their respective mandates.

Challenges to country ownership of the BSDD process

Despite the enthusiasm of countries to promote this agenda, a number of challenges have hampered ownership of BSDD. For example:

- This document was researched and developed at a time when only Mali had completed the BSDD analysis process. The other three countries in the sample were in the early stages.
- In Mali, the subsequent political-institutional crisis caused major institutional upheavals and blockages, especially with the departure of public authorities who had been involved in the process.
- No BSDD communication and advocacy plan was drafted. In the initial phase, BSDD was based on the pilot case of Mali. Communication took place after the Policy Briefs had been drafted.
- BSDD requires expertise in statistical tools and advanced modelling, which country teams seem to find challenging.
- DDO teams experience a high turnover rate - almost every 3 years - which is not conducive to the establishment of a community of practice and highlights the need to train a significant number of people.

As a result of all this, most respondents to this BSDD process documentation were unaware of BSDD and its potential role in decision-making. To remedy this situation, the following actions need to be taken into account:

- The creation of a stable modelling team at DDO level.
- Improving communication to better explain and popularise BSDD: This requires the development of a communication strategy before, during and after the process, involving political decision-makers, civil society, parliamentarians and key ministries. In addition, a Policy Brief can be published at the end of the process to communicate the overall results and good practices. More generally, given the multiplicity of stages required to implement the BSDD roadmap, it is imperative to communicate interim results to inform policy even as final results are awaited.

Key lessons for the implementation of BSDD



LESSON 1: Involve sectoral department managers more closely at all stages with a view to greater ownership of the BSDD tool and advocacy.

The involvement of sectoral staff, especially budget managers, from the outset of the process was of great importance for the success of the budget transformation and consolidation and budget analysis in the implementation of BSDD. The expansion of the technical team to include other executives from the departments of Budget and Planning, and from universities, led to fruitful discussions and consensus on certain budget headings.



LESSON 2: Invest in communication and advocacy around BSDD.

Effective communication on the process and, above all, on the stages reached is essential for facilitating widespread dissemination of BSDD-related knowledge and techniques. For such communication to be successful, advocacy is needed for more robust communications, throughout the various stages of BSDD, around the productions and achievements of the DDO. It could also be useful to organise regular socio-economic and perception surveys, as well as time-budget surveys, to support BSDD-based analyses.



LESSON 3: Leverage and pool the knowledge of all stakeholders to facilitate implementation.

Capitalising on the experience of most of the managers involved in the process has helped to ensure that several stages in the implementation of BSDD have been successfully completed, specifically the calibration of the DD monitoring index, the budget transformation and calibration process. Pooling knowledge between national experts and those of the Regional Consortium for Research in Generational Economy (CREG) is another success factor in all stages.



LESSON 4: Establish a closer partnership between the DDO, the Directorate-General for the Budget and sectoral decision-makers to raise awareness of the BSDD approach.

Interaction between the various organisations involved (DDO, Directorate General of the Plan, Directorate General for Budget, Ministry of Health, Ministry of Education, National Statistical Institutes, Researchers and Universities, CREG, etc.) during the processes of budget transformation and BSDD retropolation and calibration demonstrates the need for synergy of action to capture the demographic dividend.



LESSON 5: Build the capacity of national, sectoral and local policyholders to use BSDD as a tool for making strategic choices.

A guide to a consensual functional classification for budget transformation would be beneficial. Integrating BSDD into training curriculums for financial decisionmakers and planners can ensure sustainability, while improving skills transfer will contribute to countries' autonomy in producing evidence, communicating effectively and integrating DD into development policies.

COMMUNICATION AND ADVOCACY

Communication and advocacy are an integral part of BSDD. They are at the heart of the process and influence its results. Effective communication improves process implementation, reduces the risk of non-adherence and increases its impact. However, as mentioned above, the SWEDD project has not yet drawn up a BSDD communication and advocacy plan. This gap presents a number of challenges for the dissemination and implementation of the BSDD process, in particular:



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- ▶ **Failure to fully follow the process of estimating the BSDD due to a lack of awareness of the advantages of BSDD:** Despite its favourable reception among certain decision-makers, the concept of the demographic dividend remains rather vague for the majority of the population, as well as for certain resource persons.
- ▶ **Socio-cultural norms strongly rooted in the community:** Certain prevailing socio-cultural norms act as barriers to effective communication on DD and related topics, thus hindering the implementation of the BSDD process and its expected impact. Illiteracy and ignorance contribute to a poor understanding of DD, which is often wrongly perceived as a population reduction policy.

Key lessons for BSDD communication and advocacy



LESSON 6: It is important to develop a communication and advocacy plan to promote understanding and appreciation of the BSDD concept, as well as its usefulness in national planning to maximise the benefits of the demographic dividend.

- ▶ High-level advocacy at a meeting of Heads of State and Government for the promotion of BSDD.
- ▶ Present the report on BSDD at a session of standing committees of the Ministry of the Economy, Finance and platforms bringing together the entire governmental hierarchy.
- ▶ Create synergies with other actors (particularly in the fields of gender, human rights and the environment), and with institutions (such as the United Nations Development programme (UNDP) and NGOs) to demonstrate the multisectoral nature of BSDD.
- ▶ Produce communication materials such as Policy Briefs and banners highlighting the major results of BSDD.
- ▶ Leverage partnerships with religious and traditional leaders, associations, young people and adolescents.
- ▶ Ensure that decision-makers are available during the advocacy process through lobbying activities, so that they take ownership of the process.

BSDD IN PARLIAMENTARY SESSIONS

The ultimate aim of BSDD is to steer the budget towards DD target areas (health, education, etc.). Given that the National Assembly is in essence the body that controls government action, parliamentary committees have a key role to play in implementing the results of BSDD to stimulate change to capitalise on, and capture the benefits of, the DD.

DDO participation in budgeting is therefore of key importance. As noted by one of the Mali respondents *“The DDO participated in the work of the annual budget conference through analysis and moderation of a panel on budgeting sensitive to the demographic dividend. This participation has contributed to (i) a better understanding of the structure of the budget according to development priorities; and (ii) identifying priority areas for investment to have a greater impact on the demographic dividend monitoring index in Mali”*.

Parliamentarians are aware of the importance and usefulness of the BSDD tool insofar as it will enable them, during budget discussions, to direct the allocation of resources and therefore the action of the State towards the achievement of specific policies (such as the empowerment of women), in connection with the capture of the demographic dividend. For parliamentarians, lack of communication on BSDD is delaying its uptake by a country’s elected representatives.

Key lessons for BSDD in parliamentary sessions



LESSON 7: Ensure greater ownership of BSDD by parliamentarians.

In addition to the above communication and advocacy plan, experience, especially in Mali, has revealed lessons for greater ownership of BSDD by parliamentarians, specifically:

- Organise training workshops within the committees and strengthen advocacy with the Finance Committee, the Gender Committee, etc.
- Encourage inter-parliamentary exchanges to share experiences with the other SWEDD Project member countries.

SUMMARY OF KEY LESSONS

Phase 1: Implementation of budgeting sensitive to the demographic dividend (BSDD)	1	Involve sectoral department managers more closely at all stages with a view to greater ownership of the BSDD tool and advocacy.
	2	Invest in a BSDD communication and advocacy strategy.
	3	Leverage and pool the knowledge of all stakeholders to facilitate implementation.
	4	Establish a closer partnership between the DDO, the Directorate-General for the Budget and sectoral decision-makers to raise awareness of the BSDD approach.
	5	Build the capacity of national, sectoral and local policyholders to use BSDD as a tool for making strategic choices.
Phase 2: Communication and advocacy	6	It is important to develop a communication and advocacy plan to improve understanding and appreciation of the BSDD concept, as well as its usefulness in national planning to maximise the benefits of the demographic dividend.
Phase 3: BSDD in parliamentary sessions	7	Ensure greater ownership of BSDD by parliamentarians.

Annex 1: Methodology used

As part of the study on good practice in the BSDD process, the methodology described below was implemented, enabling the above-mentioned objectives to be achieved.

The method

This documentation of good practice is based on a qualitative analysis. CREG organised individual interviews based on an interview guide that summarised the subject of BSDD, the instructions and the questions to be addressed with the participants. This study used open questions formulated so as to avoid influencing participants' answers. In some cases, the interviewer is also asked to rephrase the participants' answers in order to clarify their ideas.

The interview guide developed and used led to discussions on the following points:

- 1 participants' understanding of BSDD;
- 2 the gains of current BSDD implementation;
- 3 the challenges of current BSDD implementation;
- 4 recommendations or suggestions on the implementation of BSDD;
- 5 good practices and lessons learned in implementing BSDD;
- 6 communication and/or advocacy concerning BSDD;
- 7 inclusion of BSDD in parliamentary sessions.

The individual interviews, conducted by the interviewers, were transcribed verbatim, faithfully reflecting what the participants said. The information collected was used and analysed following a qualitative approach, which identified the significant elements of the verbatim transcriptions, grouping them according to their similarities and establishing any links between them, in order to construct a new description of the study issue.

The sample

Individual interviews were conducted with a sample of 7 to 8 people per country. The interviewees were selected based on their significant or potential role in the BSDD process. With this in mind, our sample is made up of resource persons from key central organisations involved, or likely to be involved, in various stages of the BSDD process. Four of the SWEDD countries (Burkina Faso, Mali, Niger and Chad) chose to participate in the documentation of budgeting sensitive to the demographic dividend processes.

ANNEX 2: Key informants interviewed

Key informants	Country
1 DDO representative 1 representative of each of the Directorates-General for Gender (DGG), Budget (DGB), Access to Formal Education (DGAEF), Economy and Planning (DGEP) 1 representative of the Health and Family Department (DSF) 1 SWEDD contact point in the sectoral ministries 1 representative of the Members of Parliament	Burkina Faso
1 DDO representative 1 representative from each of the Planning, Budget and Population Departments 2 SWEDD contact points in the sectoral ministries 1 Member of Parliament on the Committee on Women, Child Protection, young people and Employment	Mali
1 representative of the Directorate-General for the Budget 1 representative from each of the Ministries of Planning, Education and Health 2 SWEDD contact points in the sectoral ministries 1 representative of the National Population Office 2 parliamentary representatives	Niger
1 representative of each of the Ministries of National Education and Civic Promotion, Gender and National Solidarity, Finance, Budget and Public Accounts, Public Health and Prevention 1 representative of the Department of Economic Affairs 1 DDO representative 1 representative of the National Transition Council (CNT)	Chad

This Guide is one of a series that retrospectively documents the process of implementing the interventions of the SWEDD project, and documents good practices, challenges and lessons learned. The “Sahel Women’s Empowerment and Demographic Dividend” (SWEDD) project was launched in November 2015 with financial support from the World Bank, and technical support from the United Nations Population Fund (UNFPA) and the West African Health Organisation (WAHO). SWEDD aims to accelerate the demographic transition, trigger the demographic dividend and reduce gender inequalities in the Sahel. The motivation for this series is the fact that SWEDD has become a strategic framework for political decision-makers, opinion leaders (traditional and religious chiefs, and other community leaders), and the community to work together on issues considered sensitive in the region. This is why it was considered important to share the processes through which the project was developed. This includes descriptions of experiences, lessons learned and recommendations. This evidence could be used to enrich the programmes for SWEDD+ and other initiatives on gender equality and the empowerment of adolescent girls and young women.

For more information on the documentation of the processes involved in this intervention and on the SWEDD project, visit the SWEDD project’s virtual resource platform: <https://sweddknowledge.org/>.