

Role of Time Use Data in Policymaking in **Senegal**



LIST OF ABBREVIATIONS

- AFD: French Development Agency
- ANSD: National Agency of Statistics and Demography
- CEDAW: Convention on the Elimination of all Forms of Discrimination Against Women
- CREG: Regional Consortium for Research in Generational Economics
- DCCH: Department of Decentralization and Civil Services
- DEEG: Directorate of Equity and Gender Equality
- ENETS: National Time Use Survey in Senegal
- FNPEF: National Fund for the Promotion of Women's Entrepreneurship
- ICATUS: International Classification of Activities for Time Use Statistics
- ILO: International Labour Organization
- PADEF/EJ: Support Project for the Development of Women Entrepreneurship and Youth Employment
- PSE: Senegal Emergent Plan
- SDGs: Sustainable Development Goals
- SNA: System of National Accounts
- WHO: World Health Organization

EXECUTIVE SUMMARY

Unpaid care work, mostly done by women and girls, develops human capabilities, maintains the labor force, and enables economies to function and grow. At the same time, unpaid care work is distributed unevenly, constraining the options of women and girls including participation in the labor force and schooling. Time use data, a key instrument for measuring unpaid care work, can significantly contribute to the design and analysis of policy options to address gender inequalities, redistribute this work, reduce women's workload, promote their labor force participation, and build strong economies. Data2X has commissioned a series of country case studies to examine the country's experience in collecting time use data and the role of time use data in policymaking under varied settings. Each of the four country cases—Kenya, Mongolia, Senegal, and South Korea—explores the motivation for and key features of national time use surveys, analyzes the policy influence of time use data and data uptake in policy discourses and policymaking. The case studies then identify the enabling factors as well as challenges in the use of this data at the country level. This case study examines Senegal's experience implementing a time use survey and its efforts to use that data for policymaking.

Despite a longstanding need for time use data, financial obstacles delayed the implementation of a time use survey in Senegal. One was finally conducted in 2021 with external financial support and internal advocacy from the Ministry of Women. The National Agency of Statistics and Demography (ANSD) conducted a national survey covering 3,990 households in both rural and urban areas. On average, women were found to spend 4.5 hours and men 0.6 hours per day on productive activities outside of the System of National Accounts (SNA), with women spending significantly more time than men on these activities.^{1,2} A second time use survey is planned for 2025, although funding has yet to be secured.

Validation workshops were held with representatives from civil society, academics, and other stakeholders. Results were disseminated through policy dialogues to facilitate exchanges between policymakers and other stakeholders. Policy uptake has been mixed. Government agencies and programs dedicated to women and children's welfare have utilized the survey findings to design policies while 'mainstream' ministries with economic or sectoral objectives have not.

Recurring obstacles to data uptake include traditional perceptions about gender roles among policymakers, lack of dedicated resources, and differing political priorities that limit engagement. In addition, challenges related to data collection itself affect data usefulness and uptake.

Some recommendations were identified to improve the uptake of time use data by policymakers.

- Awareness campaigns are needed targeting policymakers, community leaders, and the public to highlight the importance of recognizing and valuing unpaid domestic work.
- Workshops and training should be held to build the capacity of policymakers to understand the importance and policy value of time use data and analysis and encourage data ownership.
- Challenges of funding follow-up surveys and accessing data should be addressed.

Monitoring the impact of policies should be a major objective once repeated surveys are conducted.

1 The System of National Accounts (SNA) is the internationally agreed standard set of recommendations on how to compile measures of economic activity. The SNA describes a coherent, consistent, and integrated set of macroeconomic accounts in the context of a set of internationally agreed concepts, definitions, classifications, and accounting rules. For more information see: <https://unstats.un.org/unsd/nationalaccount/sna.asp>.

2 Enquete Nationale Sur L'emploi du Temps au Senegal (ENTS): Rapport Final. 2022. https://www.ansd.sn/sites/default/files/2023-04/RAPPORT_ENET_2021.pdf

INTRODUCTION

Historically, the promotion of employment has been a primary objective of the Government of Senegal, but it was insufficiently addressed. Today the government is firmly committed to finding effective and sustainable policies for multiple development challenges by addressing gender inequalities in the labor market. To promote gender equality, it has ratified international and regional conventions, including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Optional Protocol on Violence Against Women, the 2003 Protocol to the African Charter on Human and Peoples' Rights on Women's Rights in Africa (Maputo Protocol), and the 2005 Solemn Declaration of Heads of State and Government on Gender Equality in Africa.

Experts agree that the burden of unpaid work constrains women's participation and options in labor markets. There is a lack of reliable data on how much time people spend on paid and unpaid care, disaggregated by sex and age. To address this data gap, Senegal conducted the first National Survey on Time Use in Senegal (ENETS) in 2021. The survey results revealed significant differences in women's and men's participation in unpaid work.

This report explores best practices and challenges related to the collection of time use data and the use of that data to inform policies to reduce women's time on unpaid care work, thereby promoting their labor force participation and reducing gender gaps in the labor market. The report includes information collected through a series of stakeholder interviews. Interviewees included representatives from the National Agency of Statistics and Demography (ANSD),³ and provided valuable information on how the survey was conducted and challenges and facilitators in using this data for policymaking.

MOTIVATIONS FOR COLLECTING NATIONAL TIME USE DATA IN SENEGAL

Senegal's development policies prioritize the economic empowerment of women. Guided by the 2014 Emerging Senegal Plan (PSE), the government committed to strengthening human capital, promoting social protection, and encouraging sustainable development. Aligned with SDG 5, the PSE aims to achieve gender equality and empower all women and girls.

However, challenges remain. Social norms continue to shape the unequal distribution of unpaid care work, which is often undervalued and done primarily by women and girls. Women in Senegal face significant inequalities in the labor market, primarily working in low-productivity sectors. From 2011 to 2019, employment inequalities increased, with only 36.3 percent of women employed in 2019 compared to 62.8 percent of men. Inequalities are even more pronounced in unpaid work. Women perform 87 percent of unpaid domestic work, spending on average 4 hours 23 minutes per day on it, limiting their ability to pursue education and economic opportunities.⁴ The lack of reliable data complicates the formulation of effective policies to address women's unpaid work burden and participation in the labor market.

To address this data gap and better understand the distribution of unpaid work, Senegal conducted its first national time use survey in 2021. The decision to collect time use data was motivated by a long-standing need to quantify the economic contributions of women and to

³ For a full list of the organizational affiliations of the interviewees please see Appendix 2.

⁴ "Enquete Nationale Sur L'emploi du Temps au Senegal (ENTS): Rapport Final". 2022. https://www.ansd.sn/sites/default/files/2023-04/RAPPORT_ENET_2021.pdf

provide relevant information for monitoring SDG target 5.4,⁵ but financial obstacles delayed its implementation. It was with the specific financial support from the French Development Agency (AFD) through UN Women's Women Count program, and at the request of and prodding by the Ministry of Women, that the survey finally was conducted.

REVIEW OF THE 2021 SURVEY PROCESS AND RESULTS

The 2021 time use survey was carried out by the ANSD. Preparation and planning for the survey included the participation of the Directorate of Sociodemographic Statistics of Civil States; the Directorate of Human Resources; and the Ministry of Economy, Planning and Cooperation. While academics were not consulted on survey design, they were invited to sessions presenting the survey results.

Data collection took place in four main stages: sample design, questionnaire design, enumerator training, and data collection and processing. The data collection phase took place from May to September 2021 and covered all the administrative territories in Senegal. A stratified, two-stage random sampling process was followed. Data was collected from 3,990 households, including 1,500 in urban areas and 2,490 in rural areas.

Although the time use survey was analyzed at the individual level, socioeconomic and demographic information was collected at the household level as well. Eligible persons in a household were residents present who were 15 years of age or older. Two questionnaires were administered during this survey: the household questionnaire and the individual questionnaire. The format and design of the questionnaires were derived from standard time use survey modules. The household portion included questions about the power of the head of household (single or joint) and demographic characteristics such as sex, age, and ethnicity. The individual portion included questions about the individual's employment and health, and an activity diary. Investigators received practical training from ANSD. This training and collaboration with local authorities greatly facilitated the administration of the survey.

The survey data shows the differences between time spent by men and women on paid and unpaid work. On average, men spend more time (5.6 hours) in SNA productive activities per day compared to women (2.6 hours). On the other hand, women spend on average more time every day (4.3 hours) than men (0.6 hours) in non-SNA productive activities. Specifically, women spend on average 4 hours per day on unpaid domestic work and 0.5 hours per day on unpaid care work compared to men's 0.5 hours and 0.1 hours, respectively.⁶

Data from the 2021 survey are available on request and there are no specific barriers to access, but individuals need to provide the reason for their request. This process is intended to ensure data is used appropriately and in accordance with existing security and confidentiality protocols. The main data requesters identified by ANSD are civil society organizations, ministries such as the Ministry of Women, and academics.

⁵ SDG Target 5.4: recognize and value unpaid care and domestic work through the provision of public services, infrastructure, and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.

⁶ Ibid.

USE OF TIME USE DATA IN POLICYMAKING

Use in Research and Reporting

Civil society organizations have used the data for research and analysis. For example, researchers from the Regional Consortium for Generational Economics Research used the data to value the time spent in non-SNA activities and integrated the results in Senegal's Social Accounting Matrix. This analysis showed that unpaid care work should be valued at 4.6 billion CFA francs (approximately 7.7 million US dollars).

The results were disseminated through discussion forums to facilitate exchanges between policymakers and other stakeholders. Workshops were held to validate the results and gather feedback from civil society, academics, and other stakeholders. These dissemination activities have increased awareness of the data and report findings.

The survey data have also been used by ANSD and other ministries for their analysis and reporting. For instance, a 2022 ANSD report highlights the disparities in time use between SNA and non-SNA activities, as well as between men and women.⁷ This report is available on their website and was distributed to key ministries and sectoral departments. The Directorate of Equity and Gender Equality (DEEG) has also used the time use data in its reports. For example, the DEEG's 2023 Statistical Bulletin provides gender statistics related to the current distribution of unpaid work, political participation, and female leadership.

Use in Policymaking

Political will to reduce the burden of unpaid domestic work varies within government ministries and among policymakers. Some ministries, such as the Ministry of Women, Family, and Child Protection, show a stronger commitment to this issue. Beyond citing time use data in reports, they actively integrate time use data into their policies to promote gender equality and improve women's living conditions by reducing their unpaid workload.

Increased awareness of the burden of unpaid work on women prompted the Ministry of Women, Family, and Child Protection to integrate considerations on unpaid work into policies such as the National Local Development Program, the National Family Subsidy Program, and the National Early Childhood Development Strategy. In direct response to the time use data, these programs and development plans aim to enhance women's economic empowerment by facilitating their access to economic opportunities and reducing their domestic workload, thereby enabling them to more actively engage in paid work. These adjustments demonstrate the direct influence of data on policy, reshaping priorities and catalyzing initiatives to promote gender equality and sustainable development.

Time use data was also used in developing women's economic empowerment initiatives such as the National Fund for the Promotion of Women's Entrepreneurship (FNPEF), which directs resources toward training programs for women to develop entrepreneurial skills while also alleviating their domestic workload. Similarly, the Support Project for the Development of Women's Entrepreneurship and Youth Employment (PADEF/EJ) relies on this data to understand the impact of the unequal distribution of unpaid labor on women's participation in the labor market.

Additionally, the Ministry of Women, Family, and Child Protection uses insights from the ENETS data for awareness campaigns aimed at reducing social gender inequalities and improving the

⁷ Ibid.

living conditions of families and vulnerable groups, thereby contributing to harmonious and sustainable development (Family-Gender Program).

In the future, the Department of Decentralization and Civil Services (DDCH) plans to integrate ENETS findings in the new demographic policy statement. While not yet published, the statement will include specific objectives such as managing demographic growth, promoting family planning, improving maternal and child health, and managing other key aspects of national demographic dynamics.

However, in other ministries and among certain policymakers, there is a lack of political will to address these issues. Obstacles such as perceptions of traditional gender roles, lack of dedicated resources, or differing political priorities can limit engagement on the burden of unpaid work on women and girls.

ENHANCING THE USE OF TIME USE DATA IN POLICYMAKING: CONSTRAINTS AND OPPORTUNITIES

While the 2021 survey is seen by some policymakers as relevant and the ANSD report has been well disseminated, there are still constraints limiting wider uptake of time use data for policymaking. Interviewees noted the difficulties in accessing the data because of complex bureaucratic procedures. This can slow down decision-making processes and compromise the necessary responsiveness to rapidly evolving socioeconomic challenges. Additionally, not all ministries and agencies see the value and relevance of the data to their work.

Better dissemination of the data and analysis to relevant government stakeholders and the public can help improve data uptake by policymakers. This includes organizing awareness campaigns targeting policymakers, community leaders and the public to highlight the importance of recognizing and valuing unpaid domestic work. Workshops and training are key to building the capacity of policymakers to understand the importance and policy value of time use data and analysis. Additionally, the data and analysis should be made more accessible through digital platforms.

Several challenges to data collection have also been identified. For example, the time diary was found to be too long and took too much time to administer. Recalling activities and duration of activities from the previous day is challenging for diary respondents. ANSD officials also felt that that time allotted for revising the survey instrument after the pilot test was insufficient and therefore recommend allowing enough time in the future to test the survey questions.

The survey also does not capture sex-disaggregated data for respondents under the age of 15, making it difficult to fully assess the impact of domestic activities and family responsibilities on girls. This hinders efforts to develop targeted public policies that could alleviate women's and girls' workloads and promote a more equitable distribution of family and professional responsibilities. These gaps underscore the need to improve data collection and analysis to better reflect the realities experienced by different segments of the population, especially gender dynamics and family responsibilities.

In the next survey, ANSD should consider how to collect sex-disaggregated data for children and adolescents under the age of 15, as well as the length and method of the survey. Additionally, after care and care-related policies are implemented, monitoring mechanisms should be established using time use surveys to assess their impact on reducing unpaid domestic work. Strategies should then be adjusted based on the results. By adopting these recommendations, it is possible to enhance the impact of time use surveys as a crucial tool

to inform public policies, promote gender equality, and support sustainable and equitable development for all.

A second time use survey is planned for 2025. However, funding is not currently available for a future survey and the ANSD has mentioned the possibility of creating a statistical fund for future surveys.

CONCLUSION

This case study examines the motivation and implementation process of the 2021 Senegal time use survey. It also identifies the facilitating factors and challenges in their use for informing policy. The study shows that policy uptake has been mixed. Government agencies and programs dedicated to women and children's welfare, for example, have used the survey findings to design policies while 'mainstream' ministries with economic or sectoral objectives have not.

Despite dissemination efforts, challenges remain and uptake has been mixed. In the future, workshops and training should be held to build the capacity of policymakers to understand the importance and policy relevance of time use data and analysis, and barriers to accessing data should be addressed.

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APPENDIX 1: AVERAGE TIME (IN HOURS) THAT A PERSON SPENDS ON AN ACTIVITY BY GENDER IN SENEGAL

ACTIVITIES	MEN	WOMEN
Employment and related activities	3.0	1.6
Production of goods for own final use	2.0	1.1
Unpaid domestic services for household and family members	0.5	4.0
Unpaid care services for household and family members	0.1	0.5
Unpaid voluntary work, traineeships and other unpaid work	0.1	0.1
Learning	0.7	0.4
Socialization and communication, community participation and religious practices	4.2	3.4
Culture, leisure, mass media and sporting activities	2.4	2.0
Personal care and maintenance	10.1	10.9

Source: ANSD, ENETS 2021 report, page 14

APPENDIX 2: LIST OF INSTITUTIONAL AFFILIATIONS OF INTERVIEWEES

- Directorate of Equity and Gender Equality (DEEG)
- Division of Employment and Entrepreneurship for Young People and Women
- Human Capital Development Department (DDCH)
- National Agency of Statistics and Demography (ANSD)
- Regional Consortium for Generational Economics Research (CREG)