Strengthening the Capacity to Use IATI in AIMS: Senegal

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The IATI-AIMS project in Senegal

CONTEXT

Development Gateway (DG) implemented a program in Senegal with UNICEF to encourage the use of data published through the International Aid Transparency Initiative (IATI) within the national Aid Management Platform (AMP). The AMP is referred to in Senegal as the External Funding Management Platform (in French, *Plateforme de Gestion des Financements Exterieurs (PGFE)*).

METHODOLOGY AND EXPECTED RESULTS

To build capacity and raise awareness of the IATI standard, an IATI fellow (IAF) was based in Dakar for three months and worked closely with both the government (Ministry of Economy, Finance and Planning) and the UNICEF country office.

The fellow's activities were defined around achieving the main objective – strengthening the capacity of the Government and UNICEF to use IATI data, import the data into the Senegal Aid Management Platform (PGFE), and provide recommendations on how to promote, systematize and sustain the use of UNICEF IATI data.

To achieve this, the IAF undertook the following activities:

- Raised stakeholder awareness of IATI data through presentations on its operational value. The emphasis was placed on the import of Senegal IATI UNICEF data into the PGFE;

- Strengthened the capacity of actors, particulary Government actors, to manage the import process of the IATI data. This step also included data utility assessment using the IATI API tool, data validation, and quality control.

- Supported stakeholders in data analysis, with a focus on government staff training on the IATI standard. This training was designed to enable staff to use data imported from the IATI directory – combined with existing PGFE data – for better statistical and geospatial analysis of UNICEF efforts at the national level.

I. Data Sources

Various sources of data related to development aid exist in Senegal, in various aspects, across many different technologies and data types. Data sources, specifically exploitable within the framework of the study, can be classified into two main groups by their origin: Government Data Sources, and UNICEF Data Sources. The table below summarizes the main features of both sources.

Government			UNICEF		
PGFE	● Web application ● Public access ● Ext Funding ● State budget		IATI register D-Portal	● Web application ● Public access ● Donor Fund ● Ext Funding	
PTIP	● Document ● Public access ● Ext Funding ● State budget		open.unicef.org	● Web application ● Restricted access ● Ext Funding	
SIGFIP	● Web application ● Restricted access ● State budget ● Ext Funding		VISION / INSIGHT	● Web application ● Restricted access ● Donor Fund ● Ext Funding	

(center: Information Path)

Table 1: Summary of Data Sources

GOVERNMENT SOURCES

The "PGFE"

The Aid Information Management System, used by the MEFP, is the Plateforme de Gestion des Financements Extérieurs (PGFE). It is a version of the Aid Management Platform customized for Senegal. AMP is designed by Development Gateway, and is already used in over 25 countries. It is intended to be a decision-making tool for the Government and development partners.

Functional since 2009 and under responsibility of the DCFE, the PGFE offers advanced functionalities in terms of collection, management, analysis and reporting of aid data. Additionally, it lists information about development projects and programs whether they are funded on internal or external resources.

The system has a customized data entry module, a dynamic report generator, and analytical dashboards that allow interactive visualization of data. In addition, its geocoding module introduces innovations in mapping interventions and permits data visualization based on national statistical indicators.

All the activities and operation processes of the PGFE are defined in a reference document, the Data Management Plan, which also organizes and defines the roles and responsibilities of each actor.

Finally, the PGFE also has the ability to import data from the SIGFIP (Integrated Public Finance Management System) through the IATI import module.

The Triennial Public Investment Program (PTIP)

This document describes the general characteristics of the three-year program of the Senegalese government; it highlights the major strategic objectives of the Government's general policy as well as the coherence of planned investments against the priorities of economic and social development and the Sustainable Development Goals (SDGs).

In addition, it presents the sectoral distribution of investments, specifies the availability of fundings (acquired, in negotiation, or to search), and presents all sources of funding. The current PTIP covers the period from 2017 to 2019.

The "SIGFIP"

The Integrated Public Finance Management System is a platform that allows the governement to manage its budget in a transparent and efficient manner. It operates under Oracle, and allows the interconnection of all the financial departments of the State and a real-time monitoring of budgeted expenses. The system is managed by the Direction of the Automatic Information Processing (DTAI) [1] , the technical department of the MEFP.

UNICEF DATA SOURCES

IATI registery and D-portal

UNICEF, which has subscribed to the initiative and has published its data since 2013[2], is also part of the IATI member's assembly. The available datasets concern country offices interventions around the world and regional programs. The IATI registry[3] provides links to all raw data officially published by organizations using the standard. It is the single access point for users to locate the data.

The D-portal offers a much more user-friendly access to IATI data. The embedded Search function permits users to explore the data and retrieve information (by country or publisher) on development activities and budgets.

VISION and INSIGHT

VISION is an ERP[4] for tracking business processes, and is used by UNICEF offices. It is based on the SAP® platform and covers finance, logistics, fund and grant management, human resources, payroll and project monitoring. SAP® VISION data is curated for use through *insight*, UNICEF's interactive performance management system. Access to these systems is limited to authorized personnel.

UNICEF's Transparency Portal

UNICEF's Transparency Portal http://open.unicef.org, aims to be an accountability tool. It shares with the public **how** and **where** resources are used. The Portal displays its IATI data (which is also available on D-portal) and provides additional dashboards and information on the different beneficiary countries.

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[1] http://www.dtai.finances.gouv.sn/historique.php The DTAI is in charge of exporting SIGFIP data to XML files, which are then imported into the

[2] Detailed information and statistics on UNICEF data publications here http://dashboard.iatistandard.org/publisher/unicef.html

[3] It is important to note that instead of holding the data on its own server, once an organization has created an IATI XML data file, it publishes it on its own server or Web site, and then adds a URL to the registry which redirects users to the actual data.

[4] *enterprise resource planning* (ERP)

The portal also includes interactive geo-localized data and stream visualization. Users can search, filter, group, and generate information intuitively by using attributes such as program areas, funding sources, and geographic locations.

II. Overview of the Problem

With its advanced management, monitoring, and reporting capabilities of development aid flows, the PGFE has significant advantages. Such advantages include the existence of the online public portal, the embedded functionality to import data from other platforms (IATI/SIGFIP), and the geocoding module with precise project locations and the ability to overlay statistical indicators.

The focal point system[5] defined in the Data Management Plan[6], the framework for the implementation process of the PGFE, is expected to bring an inclusive dimension to the system and improve the efficiency of data collection.

However, it still appears difficult for the government to maintain accurate and exhaustive information on development activities in PGFE. Some of the financial flows are totally outside the traditional monitoring channels due to specific procedures at the level of donor organizations. As an illustration: the current monitoring process of the Government of Senegal does not capture transactions to direct execution projects, (i.e. funds transferred directly from the donor to implementing partners and not transferred through the public treasury). This unrecorded data leads to inconsistencies in the reporting of aid information, with significant lags in perspective between funding amounts from the donor community and the government.

On the non-technical side, some organizational or technical problems exist and can hinder the realization of some goals. In addition, existing focal points from various agencies, are not motivated to capture ODA data in the PGFE: the data is transmitted to the DCFE through Excel sheets for referral in the PGFE, which causes an overlaod of work for the PGFE team.

The Senegal UNICEF IATI data is directly extracted from the internal financial information systems and present not only the complete lists of transactions, but also performance indicators to measure the effectiveness of their interventions. It therefore appears to be a more exhaustive, reliable, and regularly updated source of information on development aid at the country level.

The XML file was to be downloaded from the IATI registry and imported in the PGFE through its embedded import module. However, the initial structure and organization of UNICEF datasets and the approach used in the PGFE database were different to the point that, a successful import necessitated modifications on the XML file and improvements to the PGFE IATI import tool.

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5 Consists in the designation of staff in the organizations involved in the management of the aid, which will be the direct interlocutors of the PGFE team. They are trained to use platform and have accounts in dedicated workspaces enabling them to access and use the system (data entry, report editing and statistics...)

6 The Data Management Protocol aims to ensure data consistency and, above all, the sustainability of the aid management process in the country. It describes the division of tasks in the aid coordination mechanism, determining the roles and responsibilities of each of the actors

How can the IATI data be matched with the PGFE data? Where can one find information about the funds allocated to projects and programs implemented in UNICEF's internal management systems? What structure is given to this data flow so that it can be successfully imported through the IATI import module into the PGFE?

The methodology used and the different activities undertaken by the IAF, tried to answer those questions, helped identify some of the main challenges and allowed DG to suggest a set of recommendations that should facilitate the process in the future and make it sustainable for UNICEF and other UN agencies.

III. Data Benchmarking

A. DATA TAKEN INTO ACCOUNT

For this analysis, two data sources were used – those considered to be more relevant and likely to have links between them:

- The data contained in the PGFE;
- The data published by UNICEF in the IATI Registry

The data present in D-Portal and open.unicef.org is identical to the IATI registry, though presented differently, while VISION & INSIGHT contain too specific and proprietary data. References to those sources will be made as needed and where pertinent.

B. PGFE DATA

To date, nearly 3,000 development projects/programs are listed in the PGFE independent of statuses[7] and funding types[8].

 The main data sources of the PGFE are:

- Project documents sent to the DCFE/MEFP (contracts and agreements, Excel worksheets from DPs, portfolio review document, financial statement of cooperation, etc.);
- Triennial Public Investment Program (PTIP) data;
- SIGFIP data

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[7] In Negotiation, Ongoing, Closed, Canceled - PGFE keeps in archive all projects
[8] All projects are taken into account: external financing and own resources of the public treasury
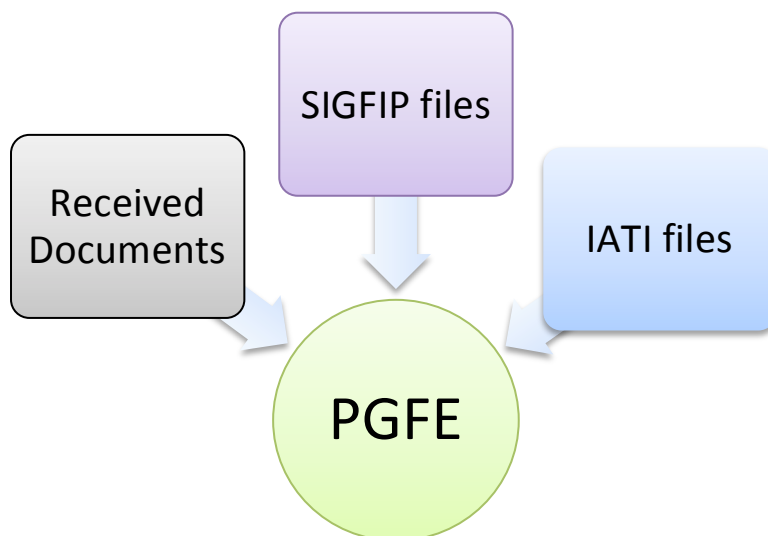
Figure 1: Data Sources of PGFE

The PGFE contains qualitative and quantitative information on development activities at the project level: project title, description, objectives, expected results, alignment of a particular project to the national strategy or the ODD, sectors and financial measures (commitment, disbursements etc.). All information included by project/activity is available in dynamic, visual tools: the AMP dashboards and the geocoding module – which makes it possible to present and carry out detailed analysis on development activities. Its online mode of operation and open public portal allow consultation by all actors including the civil society.

The PGFE UNICEF portfolio only contained 5 projects of which 2 were closed. The 3 active projects were marked as "on-budget" which means that they were registered in the national budget and followed the regular public finance process. The portfolio didn't include any activity resulting from direct financing between UNICEF and any of its partners.

C. IATI DATA

The data published by UNICEF in the IATI registry is in Version 2.01. The XML files used are generated from internal scripts based on the information contained in the SAP VISION system. The datasets are updated on a monthly basis, by the UNICEF headquarters.

The IATI UNICEF Senegal file records 32 activities and provides information on financial data with the various organizations and governments contributors listed for each activity. It should however be noted that UNICEF is the lead agency for all activities and, there is no detailed information on implementing partners for any activity.

Also, program expenditures are published but do not include:

- Internal management expenditures (majority of which is often directly attributed to Headquarters);
- Support costs.

Figure 2: The IATI register: the UNICEF Senegal page

D. PGFE DATA VS. IATI DATA

One of the main issues encountered with importing UNICEF IATI data, was the noted difference in the way both datasets were presented. By choosing a results-oriented organizational model, the UNICEF information is based on the "Outcomes/Outputs" model; meanwhile, the MEFP follows the "Project/Program" approach. As such, before proceeding with the import, we had to make the correct fields correspondence and link Outcomes/Outputs in IATI with the corresponding "Projects/Programs" in the PGFE.

Data	IATI	PGFE
Type	Website	Web Application
Access	Public Portal	Public Portal + Management Interface
Language	English	French / English
Organization	Outcomes/outputs	Projects / Programs
Updates	Quarterly	Punctual
Sources	VISION/INSIGHT	Conventions; SIGFIP ; PTIP ; Sectorial Ministeries ; partners

Table 2 : Synthesis - IATI / PGFE comparative

IATI : OBSERVATIONS ABOUT FINANCIAL TRANSACTIONS

Thorough analysis of the IATI data set, particularly financial transactions, led to the following observations:

- Four (04) types of transactions are listed
  - o **Incoming funding** - from either an external donor (government, organization or company) or special funds related to UNICEF-specific themes
    Codified "Type 1 = incomming Funds"
  - o **Commitments** - planned or effective depending on the effective date
    Codified "Type 2 = Commitments"
  - o **Disbursements** - planned or actual depending on the effective date
    Codified "Type 3 = Disbursements"
  - o **Expenditure**s - cash outflows for the acquisition of goods and services for the activity
    Codified "Type 4 = Expenses"
- For each activity, amounts of incoming funds are identical to those of commitments;
- Some values (incomming fund/commitment) are negative and are equivalent, in absolute value, to incoming financing or commitment;
- The sum of the incoming fundings is equal to the sum of the commitments.

In addition:

- For transaction types 3 and 4, "provider org," or "donor organization is not provided;
- The expenditure amounts are quite close to the commitments amounts (one plausible explanation is that these activities are ongoing and other expenditures are expected).
- Expenditure dates are essentially in the past (no planned spending).

Therefore, we made the following assumptions:

❶ **Incoming Funding = Commitment**

❷ **Expenditure = Disbursement (actual)**

This approach will be crucial for the integration of IATI data into the PGFE.

CASE STUDY: IMPORTING THE XML FILE

The interoperability of IATI and PGFE data being one of the final objectives, we used the embedded AMP import tool, developed by DG, to import UNICEF IATI data and download it into the UNICEF PGFE portfolio.

METHODOLOGY

The file exported from the IATI registery for UNICEF activities in Senegal in XML format is imported via the "IATI IMPORTER" module. The first steps of the import process include choosing the version of the IATI standard (2.01 in this case), load the file and download it in the PGFE UNICEF protfolio. The PGFE then validates it by automatically testing its structure and the file is downloaded.

After these initial steps, the importer tool allows the user to select the different fields that will be used. and start searching for the corresponding PGFE project in order to update the existing information at the fiel level.

The import process was interrupted at this stage because no project was found in the XML and no correspondence was established with PGFE.
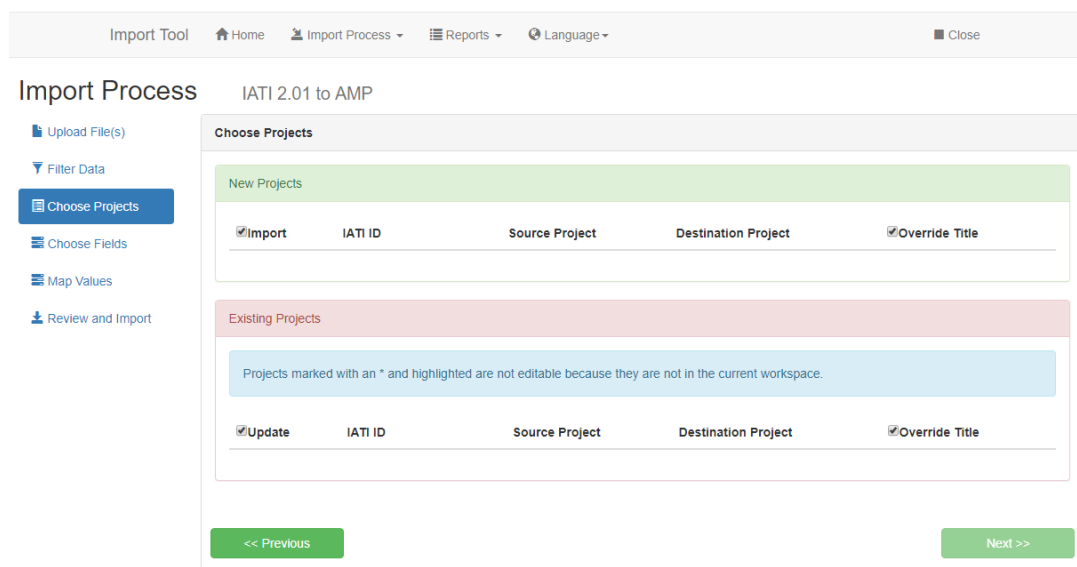

Figure 3: The IATI Import Module of the PGFE

CONCLUSION OF THE TEST

In order to identify the elements that hindered the process, DG first took a more in-depth look at the UNICEF IATI data file to try to identify the items blocking of the import. We found that:

- The file lists UNICEF activities as Outcomes/Outputs and not "Projects /Programs";
- Some items were missing from the XML (E.g. Activity Scope - implementation level);
- Fields used in the XML are different from the PGFE fields (eg Activity Budget);
- Some fields used in the XML file are not taken into account or are managed incorrectly by the import tool (ex. Expenses).

As such, we made the following improvements:

- **We provided recommendations on how to modify the structure and organization of UNICEF files published on IATI;**
- **We made technical corrections to the AMP import module.**

UNICEF IATI DATA: OUTPUT/OUTCOME APPROACH

UNICEF has consistently incorporated the results-based approach into its management system: interventions are presented in the form of outcomes, outputs and activities.

This approach, radically different from that of the commonly encountered projects/programs model, was identified as the origin of the problem. A few solutions were identified to bypass this issue:

1) **Modify the logic of UNICEF IATI data** so that the IATI file presents the data following the project/program model and not the outcome/output;

2) **Find a link between the IATI and PGFE data** – find common data elements on financial transactions (ex. the implementing agencies, location, etc.) that can facilitate the mapping between outcomes/outputs and projects/programs;

Integrate the UNICEF approach into the PGFE – no structure changes are made the original IATI data file, and outcomes/outputs are imported as projects/programs in the PGFE. DG decided to go with the third option – importing outputs/outcomes as projects/programs in the PGFE.

While the structure of the IATI file in essence remained unchanged, UNICEF made modifications to the content: splitting out disbursements for each transaction, adding funding organization to each transaction, and making changes to the description and title:

- **Transaction-date**: For transactions of type disbursements and expenses, break down the transactions by month;
- **Activity Description:** Publish output short text as Activity Title and output long text under Activity Description
- **Provider-org:** For transactions of type disbursements and expenses, breakdown by provider-org (donor)
- **Titles:** activities titles were shorten (long strings of characters will block the import)

On the PGFE side, we also made technical improvements to the import module

- **Updates to the import module,** including features such as: support for funding filters and location information, ability to update currently saved field mappings, general bug fixing, adding policy markers and all dates available, increased timeouts for bigger files, and processing time;
- Updates to options for **choosing the type of data update** to be performed (option to choose total replacement, partial replacement, or selective import);
- Allow users to select which provider organizations they want to import transactions for;
- Include a title sensitivity functionality to help the tool better recognize projects with similar titles;
- Allow mapping of description to any Multilanguage text field in AMP;
- Allow for mapping of policy markers to gender markers in AMP;
- Add planned start and planned completion dates;
- Add all organization roles from transaction source and destination (Accountable, Executing, and Implementing);
- General improvements: extending timeout value, improving error messages, etc. These improvements are now available in the open source IATI-AIMS Importer code on github that can be found at https://github.com/devgateway/iatiimport/. Senegal has received the most recent version of the IATI-AIMS import tool and has successfully imported their data.

After these modifications and improvements, 32 activities were successfully imported in the UNICEF portfolio of the PGFE, including direct funding projects, which gave a more exact picture of their interventions at the national level.

Figure 4: PGFE UNICEF Portfolio after IATI file import

The imported projects are showing in RED in the figure above – the red color means that projects have been imported as Drafts, and will need to be reviewed jointly by the UNICEF and PGFE teams before being validated and taken into account in our Map and Dashboards Modules.

E. LINK BETWEEN IATI AND PGFE DATA

UNICEF does not publish what project implementing partner are receiving in terms of disbursements or expenditures:

- **receiver-org-ref**   identifier of the recipient
- **receiver-org**   its name
- **receiver-activity-id**   identifier of the concerned activity

While it can be understandable that UNICEF maintains a privacy policy on beneficiaries, including these elements would facilitate the mapping between an outcome/output and its corresponding project/program. In addition, the PGFE team highlighted the fact that if the implementing/executing agency was provided in the IATI file, they could quickly search PGFE and identify projects that are linked to a particular agency. This will also allow better reporting on funding flows by beneficiary organizations.

UNICEF data		Intermediate table		PGFE
Org AAAA		Org AAAA =	= A6589	B9778
Org BBBB		Org BBBB =	= B9778	A6589
Org XXXXX		Org XXXXX =	= C5252	C5252
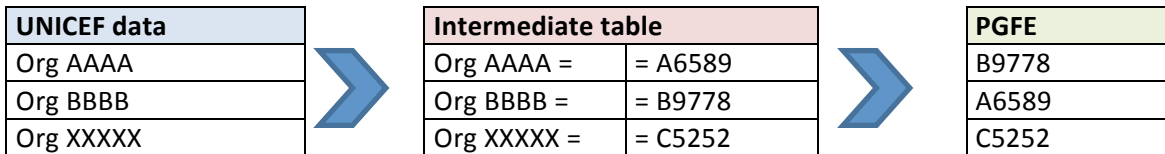
Figure 5: Proposed intermediate correspondence table IATI / PGFE

IV. IATI Data Import

The various steps of the import process, the common manipulations and settings of the module "IATI import," are described in detail in the Guide designed for this purpose. The table below summarizes the options and values to be selected for each field:

Source Field	Destination Field	Map to	Into
Description	Activity Description	*N/A*	*N/A*
Activity Status	Activity Status	Implementation	Ongoing
		Completition	Closed
Aid Type	Aid Modality	Contributions to specific-purpose programmes and funds managed by international organisations (multilateral, INGO)	Direct projet support
Finance Type	Type of assistance	Aid grant excluding debt reorganisation	Grant
Activity Date Start Actual	Actual Start date	*N/A*	*N/A*
Activity Date End Planned	Actual completition date	*N/A*	*N/A*
Funding Organization	Funding Organization	*(match organization names)*	*N/A*
Commitments	Actual Commitments	*N/A*	*N/A*
Disbursements	Actual Disbursments	*N/A*	*N/A*

Table 3: List of specific options: Import of the XML file IATI UNICEF

V. Capacity Building

After the successful import of UNICEF's IATI data in the PGE, DG focused on building the capacity of the PGFE team in terms collecting, using and analyzing IATI data. DG also took this opportunity to gauge interest and raise awareness of development partners on IATI.

A. TRAINING OF THE DCFE TEAM

IATI Introduction

The PGFE team (03 staff) participated in a practical training session on IATIand reviewed:

- IATI standard basics;
- Access to various platforms including the IATI registry and D-PORTAL,
- Format and data structure of the files (XML and CSV);
- Use of the published data.

This practical session was based on the training support provided by *Development Initiatives (DI)* and available in English and French.

Training on the IATI Data Import Module

The IATI import module of the PGFE allows collecting and inserting data from various sources, if they are in an XML format and formatted according to the IATI standard. To date, this module allows the import of the SIGFIP and IATI registry data. It is designed with a user-friendly interface to offer easy handling.

B. AWARENESS OF TECHNICAL AND FINANCIAL PARTNERS

The AMP team and the IAF took it upon themselves to meet a few development partners, in order to gauge interest, build connections and raise awareness around IATI – especially since most DPs with development activities in Senegal are already publishing data via the IATI Registry.

VI. Challenges

During the program implementation, we faced some challenges that slow down the process even if the main objectives were met at the end. While some challenges have been solved, and the import successful, we feel it is necessary to highlight those that, beyond the significant impact on the implementation of activities, could become major obstacles to the sustainability of the project in the long run especially if we are envisioning extending this program to other UN agencies and DPs.

Challenges faced can be categorized into three groups: 1) **Technical challenges** - related to the structure of the analyzed data, the IT infrastructure and other technical issuess; 2) **Organizational challenges** - address the functioning of the PGFE team and the organization of labor around the platform; 3) **Institutional challenges** - related to Governement involvement and the involvement of the various actors, particularly UNICEF.

A. TECHNICAL CHALLENGES

1. Structural Differences Between IATI and PGFE data

The indepth data analysis of both platforms, the IATI registry and the PGFE, allowed us to see significant differences in both the structure and organization of the data that go beyond the purely technological aspect. Those differences can harden the comparison between IATI data and any other data sources especially when searching for relevant links and correlations between funded and implemented projects.

In the case of Senegal, the MEFP staff mentioned that, in 2019, Senegal will adopt the outcome/output model as planned in the ECOWAS budgetary reform.

2. Internet connectivity and Hardware in MEFP

UNICEF offices have high-performance Internet connectivity, which is not the case within the Ministry. The PGFE team is regurlarly faced with either failure, or complete unavailability, of the Internet connection. They also regularly complain of the obsolescence of their computers and IT equipment. These factors led to delays in performing certain tasks related to data collection, processing and analysis.

B. ORGANIZATIONAL CHALLENGES

1. Understanding the IATI Initiative

The "language barrier" still is a major obstacle in fully understanding and using IATI. Many sources of documentation exist but the fact that they are only available in English may be a hindrance to correctly understand and use available information in an efficient manner. While this may not be an issue for most development partners, it does constitute a major obstacle to the appropriation and the involvement of the Governement.

2. UNICEF Funding Process and the "Outcomes/Outputs" approach

We already mention the technical side of this challenge when it comes to linking IATI data with other data sources. On the business side of things, the MEFP staff advised that it remains very difficult for them to capture all allocated funding especially in the case of direct execution activities. Though not specific to UNICEF, this has led to many misunderstandings, especially with government stakeholders, and significant discrepancies during the reconciliation of the figures held by each party in the reporting of funding volumes incurred in Senegal.

3. Reorganization of DCFE

In June 2017, the MEFP went through a reorganization that caused some new divisions to be created and others to merge. The former DCEF, the direction in charge of the PGFE changed its title to DCFE (Direction of Cooperation and External Financing). The change of name was accompanied by a change in management, in human resources (the team members were reduced from 6 to 3). This reorganization had a somewhat negative impact on the desired objectives mainly by reducing the team's operational capacity.

C. INSTITUTIONAL CHALLENGES

1. Institutional Portage and popularization of PGFE

Despite the opportunities it offers, the PGFE is still unrecognized by in-country actors. There are not many initiatives in the direction of its visibility, and those initiated do not have sufficient support from the authorities to be followed up on. Moreover, no clear official decision organizes the work of the DCFE team, which limits the scope of their engagement.

2. Unavailability of interlocutors

The period during which the consultant's mission takes place coincided with summer vacations. As a result, some adjustments had to be made due to the unavailability of some resource persons and this delayed some of the project activities.

3. Subscription to the IATI initiative

Although many organizations operating in the country are members, the Government of Senegal is not yet officially part of the IATI initiative.

VII. Recommendations

Given the observed challenges and the analytical work carried out by the IAF, the implementation of strategic measures and concrete actions seem necessary to guarantee a reasonable level of sustainability. This section attempts to provide solutions to overcome those challenges.

Thea table below summarizes all recommendations; only the significant ones will be detailed in the next section.

LEVEL	CHALLENGES	RECOMMENDATION	ACTOR
Technical	Structural differences between IATI and PGFE data	Expand the IATI Import tool to accept additional IATI fields and data structures	DG, UNICEF
		Fixes to the IATI Import Module (as noted previously in this report)	DG
	Internet Connectivity at MEFP and Hardware	High Performance Internet Connection Provided to PGFE Team	MEFP
Organizational	Understanding the IATI Initiative	Translation of IATI documentation French	IATI
	UNICEF funding process and outcomes/outputs approach	Harmonization of terminology	UNICEF, MEFP
		Publication of data on beneficiaries of funds in IATI	UNICEF
		Report the receiving organization for financial transactions	UNICEF
	Reorganization of DCFE	Establishment of a PGFE Steering Committee	MEFP

		Organization of periodic meetings	UNICEF, MEFP
		Refresher training every 6 months for the PGFE team on IATI/PGFE data.	MEFP
		Expand the PGFE team and nominate a project coordinator within the Ministry	MEFP
	Focal Points	Relaunch of the establishment of focal points	UNICEF, MEFP
Institutional	Institutional Portioning and Extension of PGFE Competitive Initiatives	Official decision: the PGFE main tool for aid management	MEFP
	Unavailability of the interlocutors	Implementation and dissemination of communication tools	MEFP
		Extension of PGFE	UNICEF, MEFP
	Subscription to the IATI initiative	Encourage Senegal's official accession to IATI	UNICEF

Table 4: Summary of recommendations

A. TECHNICAL ASPECTS

1. Improvements to the IATI IMPORTER Module

We made a lot of improvements to the IATI import tool during this project but there is still room for improvement. Below is our wish list of improvements we would like to make:

- **Add Results Data**: ability to import results data is one of the next things we hope to include in the IATI Import tool ;

- **Automatically sync IATI data:** currently, the IATI Import tool is designed so that users need to search and upload their IATI XML file. We hope to be able to make this link more automated. Some tools exist but they are either not reliable enough or not compatible with AMP;

- **Add budget and planned disbursements:** since these fields are not entered as transactions in IATI, they need additional work in order to be mapped to AMP fields. In addition, this information will help users in gaining more visibility on aid pedictability ;

- **Preview IATI Data during Import:** the tool currently does not provide a preview of the IATI data as it is being imported. Adding this functionality could make it easier to identify data quality issues and decide to continue or suspend the import. It would also help with mapping and will avoid the two-step process of having to review the data in another format

- **Allow multiple destinations for the same source field**: for example, we would like to be able to map "Sector" in IATI to "Sectors and National Plan" in AMP.;

- **Add Tool Tips with Definitions:** especially during the mapping phase, we would like to be able to add tooltips with the IATI field definitions, and have editable tooltips for the AMP fields so that it can be easier to know how the fields should map with each other during the process.

2. **Providing a high-performance Internet connection to the PGFE team**. The DCFE office does not have a fully functioning Internet link, even though infrastructure modernization initiatives have begun. In this context, equipping the team with functional mobile connection systems (eg 4G mobile routers) and computers will facilitate their work and increase their motivation.

B. ORGANIZATIONAL ASPECTS

1. Translation of IATI documentation into French

Most explanatory documents, presentations, and reference sites on the IATI initiative should be available in various other languages, including French. This should be seen as an imperative for understanding and appropriation of the standard, especially in Francophone countries such as Senegal.

2. Harmonization of Terminologies

One of the first findings is the difference in terminology in different systems, and even in different organizations. As such, we have created the table below to compare terms used in IATI against terms used in PGFE.

TERMS AND EQUIVALENTS		Description
IATI Standard	**PGFE**	
\<provider-org\> **\<participating-org role="1"\>** **Funding Org**	Donor Donor Agency Funding Org	The government / organization that provides funding for the activity / project
\<default-aid-type\>	Financing instrument	The type of assistance provided (Project Assistance, Budget Support, Technical Assistance, etc.).
\<default-finance-type/\>	Type of financing	The type of financing (eg subsidy, loan, debt relief, etc.).
\<activity-scope/\>	Level of implementation	The geographical scope of the activity: national, regional, departmental, etc.
\<participating-org \>	PTF Associated Agency	Any organization involved in the project / activity (lessor, performer, beneficiary ...)
\<receiver-org\>	Recipient Organization Beneficiary Oragnization	Organization receiving the funds of the transaction
\<participating-org role="2"\> **Accountable Org**	Monitoring Agency	An organization responsible for monitoring the activity and its results

<participating-org role="3"> **Extending Org**	Executing Agency	An organization that manages the budget and direction of an activity on behalf of the funding agency
<participating-org role="4"> **Implementing org**	Implementing Agency	The organization that physically performs the activity or intervention.
<transaction>	Financial transaction Financial flow Transfer	Any fund transfer operation between two entities - (additional information: type, date, amount, description, currency, recipient, beneficiary, use)
<budget status="1"> **Indicative budget**	Planned Commitments	Estimate of funds budgeted for a given period by a donor organization and for an activity, (non-binding estimate for the budget described.)
<budget status="2"> **Committed budget**	Actual commitments	Funds budgeted for a given period, by a donor organization and for an activity, (With a binding agreement for the described budget.)
<transaction ref="Commitment"> **<transaction-type code="2" />** **<transaction-type code="C">**		Written and firm obligation of a donor or provider to provide a specified amount of funds, under specific conditions, for specific purposes, for the benefit of the recipient.
<planned-disbursement>	Expected disbursements	Substantive transfer of funds to a period between organizations
<transaction ref="Disbursement">	Actual disbursements	Outgoing funds that are made available to a recipient government or organization or

		funds transferred between two separately reported activities.
<transaction-type code="3" />		
<transaction ref="Expense">	Spending	Release of funds devoted to goods and services for the activity.
<transaction-type code="4" />		
<transaction ref="Incoming Funds">	Funding received	Funds received as part of the implementation of the specific activity / project
<transaction-type code="1" />		

Table 5: Common lexicon of used terms (IATI / PGFE)

3. Include beneficiary/funding flows

The IATI publication should include funding flows information of all parties involved in a given outcome/output including the beneficiary agence. This should help reduce the feeling of opacity in financial transactions and help in the correspondence between outcomes/outputs and projects/programs. Currently, the implementing agency is always listed as "UNICEF" while funds are often disbursed to other organizations.

Although UNICEF's privacy policy remains restrictive on this point, UNICEF should work quickly to determine a list of approved agencies that they *can* publish, and identify a way for them to share when funds are being transferred to an outside organization, even if the specific organization's name cannot be shared for privacy reasons.

4. Establishing a PGFE Steering Committee

The idea of establishing a steering committee comes from PGFE team members and takes into account the lessons learned and the evolution of the organizational context since the beginning of the project implementation. It consists of setting up a multi-party organization composed of:

- MEF officials;
- Representatives of some donors (Ex: UNICEF, United Nations, WB...);
- Development Gateway and DTAI Representatives, for technical aspects;
- Possible Civil Society Representatives

This committee will work closely and meet regularly to organize and plan activities – including use of the IATI data in the system, monitor of the quality and accuracy of data, and produce relevant analysis and reporting on aid in order to guide decision-making.

C. INSTITUTIONAL RECOMMENDATIONS

1. Obtain official decision: PGFE as the Main Tool for Aid Management

Strong measures must be taken by the Government to support the institutionalizing of the PGFE as the official aid monitoring tool. This will strongly support its implementation and encourage its use by all stakeholders as it will also demonstrate the government's commitment to using the tool, and sustaining it.

2. Realization and sharing of communication tools

Effective and appropriate communication tools must be designed, publicizing information on the AMP on and its functionalities. For example this communication kit could include the following:

- Standard Powerpoint presentations;
- An attractive synthetic "one-pager" summary;
- A large format poster;
- A periodical Newsletter to be distributed by email

In addition, the team must put a program in place for the regular animation of the public portal (blog section); with the publication of articles and photos on major events related to Development Cooperation. Periodic reports on the situation of aid, as well as thematic analysis reports, should be published and regularly shared with stakeholders.

3. Promote Senegal's Official enrolment to IATI

The presentation of evidence-based statistics and reports that demonstrate PGFE's ability to monitor and report financial flows consistently through the import of IATI data may be an additional argument to motivate Governement of Senegal's accession to the IATI initiative.

VIII. Next Steps

Development Gateway strongly recommends that UNICEF establish a formal partnership with the MEFP to **confirm** and **sustain** the benefits seen in the use of the IATI data to complete available data and improve decision-making at national level.

Activities carried out under this project have shown that IATI data is, for the most part, more comprehensive than the data collected at the government source level because they often lack activities from direct donor funding. The use of a common standard by financial and technical partners, as well as the Government, would facilitate dialogue, monitoring and evaluation of ongoing projects/programs, and promote better planning of development activities.

1. ACTIVITIES RECOMMENDED IN THE SCOPE OF THIS PARTNERSHIP

Several activities could be carried out within the framework of this partnership through the integration of related activities and the establishment of a work plan:

- Activities planning;
- Quarterly follow-up (with report) on IATI UNICEF data;
- Organization of data collection and validation seminars;
- Sharing by the MEFP with the PTFs, representatives of the civil society, on the PGFE and IATI;
- Promotion and popularization of the PGFE tool within the Government and United Nations Agencies.

2. ROLE OF UNICEF

UNICEF now has an advantage of piloting this program in Senegal, which led to several recommendations – some for UNICEF and others for Government. UNICEF appears as the architect of this initiative, which makes it the most ideal agency to advice and advocate for use of a single standard among United Nations agencies.

As IATI data will be imported through the IATI tool, it should be in UNICEF's advantage to help in alleviating the persistant PGFE problem: low political support and a lack of visibility. This initiatiave could be initiated by other UN agencies and supported by the entire donor community. In addition, the principle of Joint Budgeting within the SNU could be an opportunity to optimize the use of the platform.

ANNEX
ACRONYMS & ABBREVIATIONS

IATI   *International Aid Transparency Initiative* (Initiative Internationale pour la Transparence de l'Aide-IITA)

AIMS   Aid Information Management System (Système de Gestion de l'Aide)

IAF   IATI AIMS Fellow (le consultant)

UNICEF   Fonds des Nations unies pour l'enfance

AMP   Aid Management Platform de Gestion de l'Aide

MEFP   Ministère de l'Economie, des Finances et du Plan

DCFE   Direction de la Coopération et des Financements Extérieurs

SIGFIP   Système Intégré de Gestion des Finances Publiques

LIST OF ILLUSTRATIONS