Thematic study of support to statistical capacity building

Evidence Report Part 1

Evaluation of the Paris Declaration

EVALUATION OF THE IMPLEMENTATION OF THE PARIS DECLARATION

Thematic study of support to statistical capacity building

Evidence Report

Part 1

Final version

Table of Contents

N.B. Paragraph number restarts at each separate case study.

List of tables and figures

Abbreviations

ACBF	African Capacity Building Foundation
ADB	Asian Development Bank
AfDB	African Development Bank
ADP	Accelerated Data Programme
ADPRS	Accelerated Development Poverty Reduction Strategy (Niger)
AFCAS	African Commission for Agriculture Statistics
AFRISTAT	*Observatoire économique et statistique d'Afrique subsaharienne* (The Economic and Statistical Observatory of Sub-Saharan Africa)
AFRITAC	Africa Region IMF Technical Assistance Centre
AMIS	Agricultural Market Information System
AUSAID	Australian Agency for International Development
BCEAO	*Banque Centrale des Etats d'Afrique de l'Ouest* (Central Bank of West Africa States)
BoP	Balance of Payments
CAPED	*Cellule d'Analyse et Prospective en Développement* (Think-Tank for Analysis and Development)
CDC	Council for the Development of Cambodia
CDCF	Cambodian Development Cooperation Forum
CDHS	Cambodian Demographic and Health Survey
CIDA	Canadian International Development Agency
CILSS	*Comité permanent Inter Etats de Lutte Contre la Sécheresse dans le Sahel* (Inter-States Permanent Committee for fight against drought in Sahel)
COMESA	Common Market for East and Southern Africa
CNS	*Conseil National de la Statistique* (National Council for Statistics)
CP	Cooperating Partner
CPP	Cambodian People's Party
CPI	Consumer Price Index
CPIA	Country Policy and Institutional Assessment (World Bank)

CRS	Credit Reporting System (DAC members' Official Development Assistance commitments)
CSES	Cambodian Socio-Economic Survey
CSO	Central Statistical Office
CWIQ	Core Welfare Indicator Questionnaire
DAC	Development Assistance Committee
DCDS	Directorate of Coordination and Statistical Development
DEP	*Direction des Etudes et de la Programmation* (Directorate of Studies and Programming)
DFID	Department for International Development
DHS	Demographic and Health Survey
DPHI	Department of Planning and Health Information (Ministry of Health, Cambodia)
DPMEYS	Department of Planning of the Ministry of Education, Youth and Sport (Cambodia)
DQAF	Data Quality Assessment Frameworks
DS	*Direction de la Statistique* (Directorate for Statistics)
DSCN	*Direction de la Statistique et des Comptes Nationaux* (Directorate for Statistics and National Accounts, Niger)
DSD	*Département de la Statistique et de la Démographie* (Department of Demographic Statistics, ENEA, Dakar)
DSEN	Degree of satisfaction of essential needs
DSI/MNE	Directorate of Statistics and Information Technologies/Ministry of National Education
EACG	*Equipe d'Appui et Conseil en Gouvernance* (Support and Advice in Governance Team)
EASTC	East Africa Statistical Training Centre
EC	European Commission
ECOWAS	Economic Community of West African States
EDP	External Development Partner
EMIS	Education Management Information System (Zambia)

ENSEA	*École Nationale Supérieure de Statistique et d'Economie Appliquée* (Abidjan)
EU	European Union
FAO	Food and Agriculture Organisation
FNDP	Fifth National Development Plan (Zambia)
GALC	General Agriculture and Livestock Census
GDCC	Government Donor Coordination Committee (Cambodia)
GDDS	General Data Dissemination System
GDP	Gross Domestic Product
GDP	General Directorate of Planning (Cambodia)
GER	Gross enrolment rate
GIS	Geographical Information System
GNI	Gross National Income
GPHC	General Population and Housing Census
GRZ	Government of the Republic of Zambia
GTZ	Gesellschaft Fur Technische Zusammenarbeit
HDI	Human Development Index
HIPC	Highly Indebted Poor Countries
HMIS	Health Management Information System
ICO	International Consulting Office
ICP	International Comparison Programme
ICP	International Comparison of Prices
ICTs	Information and Communication Technologies
IDA	International Development Association
IFAD	International Fund for Agricultural Development
IFORD	*Institut de formation et de recherches démographiques* (Yaoundé)
ILO	International Labour Organisation
IMF	International Monetary Fund

ISSEA	*Institut Sous-régional de Statistique et d'Économie Appliquée* (Yaoundé)
IT	Information Technology
JASZ	Joint Assistance Strategy Zambia
JICA	Japan International Cooperation Agency
JMI	Joint Monitoring Indicators
JSAN	Joint Staff Advisory Note
KPI	Key Performance Indicators
LCMS	Living Conditions Measurement Survey (Zambia)
LRS	Light Reporting System
M&E	Monitoring and Evaluation
MAD	Ministry of Agricultural Development
MAFF	Ministry of Agriculture, Forestry and Fisheries (Cambodia)
MAPS	Marrakech Action Plan for Statistics
MBPI	Merit Based Pay Initiative
MDG	Millennium Development Goal
MEF	Ministry of Economy and Finance
MfFA	Ministry for Foreign Affairs
MIS	Management Information System
MOH	Ministry of Health (Cambodia)
MOEYS	Ministry of Education, Youth and Sport (Cambodia)
MOP	Ministry of Planning
MPSP	Ministry of Planning Strategy Plan (Cambodia)
NBC	National Bank of Cambodia
NDHS-MICS	National Demography and Health Survey and Multiple Indicator Cluster Survey
NGO	Non-Governmental Organisation
NHBS	National Household Budget and Consumption Survey
NIMES	National Indicators Monitoring and Evaluation System (Uganda)

NIS	National Institute of Statistics (Cambodia and Niger)
NSDP	National Strategic Development Plan
NSDS	National Strategy for the Development of Statistics
NSIH	National System of Information on Health
NSO	National Statistics Office
NSS	National Statistical System
OBSES	Observatoire Social et Economique
ODA	Overseas Development Assistance
OECD	Organisation for Economic Co-operation and Development
ONAPAD	*Observatoire National de la Pauvreté et du Développement Humain Durable* (National Observatory of Poverty and Sustainable Human Development)
OPM	Oxford Policy Management
OVI	Objectively Verifiable Indicator
PAF	Performance Assessment Framework
PARIS21	Partnership in Statistics for Development in the 21st century
PARSEP	*Projet régional d'Appui aux cadres nationaux de Suivi/Evaluation des Stratégies de réduction de la pauvreté* (Regional project supporting national executives in the monitoring/evaluation of poverty reduction strategies)
PDDE	*Programme Décennal du Développement de l'Education* (Ten Years Programme for the Development of Education)
PDS	*Programme de Développement Sanitaire* (Programme for Health Development)
PEAP	Poverty Eradication Action Plan
PEMD	Planning and Economic Management Department
PFM	Public Financial Management
PPP	Purchasing Power Parity
PPS	Participative Poverty Survey
PRISM	Performance Reporting Information Systems Management
PRS	Poverty Reduction Strategy

PRSP	Poverty Reduction Strategy Paper
PRSSN	*Projet de Renforcement des Capacités du Système Statistique National pour le Suivi de la Stratégie de Réduction de la Pauvreté du Niger* (Statistical capacity building project for the follow-up of the Niger Poverty Reduction Strategy)
PS	Permanent Secretary
PTF	*Partenaires techniques et financiers* (technical and financial partners)
RGC	Royal Government of Cambodia
ROSC	Reports on the Observance of Standards and Codes
SAC	Statistical Advisory Council (Cambodia)
SAG	Sectoral Advisory Group (Zambia)
SCAC	*Service de Coopération et d'Action Culturelle* (French Embassy Service of Cooperation and Cultural Action)
SCB	Statistical Capacity Building
SCC	Statistics Coordination Committee
SDDS	Special Data Dissemination Standard
SDR	*Strategie de Developpement Rurale*
SFEH	Survey on the forecasts and estimates of harvests
Sida	Swedish International Development Cooperation Agency
Sida/Afra	Sida Africa Department
Sida/Deso	Sida Democracy and Social Development Department
SMP	Statistics Master Plan
SNEC	Supreme National Economic Council
SOMAFF	Statistics Office of the Ministry of Agriculture, Forestry and Fisheries (Cambodia)
STP	*Secrétariat Technique Permanent*
SWAp	Sector Wide Approach
TA	Technical Assistance
TFPs	Technical and Financial Partners
TFSCB	Trust Fund for Statistical Capacity Building (World Bank)

TNDP	Transitional National Development Plan (Zambia)
TOR	Terms of Reference
TWG	Technical Working Group
UAAP	*Unité d'Analyse Avancée de la Pauvreté* (Unit of advanced analysis of poverty)
UBOS	Uganda Bureau of Statistics
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNECSOC	United Nations Economic and Social Council
UNESCAP	United Nations Economic and Social Council for Asia and the Pacific
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNV	United Nations Volunteer
USAID	United States Agency for International Development
WAEMU	West Africa Economic and Monetary Union
WFP	World Food Programme
WHO	World Health Organisation
ZAMSIF	Zambia Social Investment Fund

1 Introduction

1.1 Objectives of the study

1 This collection contains five case studies conducted in support of a study of support to statistical capacity building (SCB). This brief introduction sets out the purpose, scope and methodology of these case studies, their main findings and themes, and brief recommendations. Readers are referred to the Synthesis Report of this study for more information and detail.

2 The overall study aims to answer this overarching question:

- "What development partner approaches to statistical capacity building have been most effective in different circumstances and why?" (Terms of Reference paragraph 12).

3 The study is expected to feed into the discussions in the Third High Level Forum on Aid Effectiveness in Accra in September 2008. The study is supervised by a board comprising representatives from donors, recipient countries, the United Nations and the Partnership in Statistics for Development in the 21st century (PARIS21); and is funded by the UK Department for International Development (DFID) and the Swedish International Development Cooperation Agency (Sida).

4 The study is motivated by two related processes in the development field. The first is the increasing emphasis placed by donors and partner countries on reliable statistics to make policy and report on results – emphasis that has increased as more resources are spent on development in general. More resources are also being allocated to statistics, but evidence on the impact of these resources is limited. As the Terms of Reference point out, "there is no clear evidence of what works and what does not."[1] This study is intended to provide some initial evidence.

5 The second (and related) process comprises the recent reflections on development aid whose themes were summarised in various documents, but most notably the 2005 Paris Declaration on Aid Effectiveness. The Paris Declaration highlighted five key principles from which commitments for improving aid effectiveness were derived. These were:

- **Ownership** by partner countries of development strategies, supported by donors.
- **Alignment** of donor efforts on areas chosen by partner countries for priority capacity development.
- **Harmonisation** and simplification of donor procedures of aid provision.
- **Managing for results:** donors and partner countries work to support results indicators chosen by partner countries to strengthen results-based decision-making.

[1] Terms of Reference paragraph 6.

- **Mutual Accountability** of partner countries and donors for the use of development resources.[2]

6 Progress towards improving aid effectiveness through the implementation of the Paris Declaration will be reviewed at the Third High Level Forum on Aid Effectiveness in Accra in September 2008.[3] This Forum will be informed by an evaluation of the implementation of the Paris Declaration.[4] Given the particular emphasis placed on managing for results and statistics in these ongoing discussions on aid effectiveness, a study on support to SCB is an important part of this evaluation process. Delegates at the High Level Forum will need to consider a) whether the Paris Declaration principles have improved support to SCB and b) what implications the changing approaches to aid delivery have for statistics.

7 The overall study therefore has two principal objectives:

- "To develop a framework that can evaluate different types of statistical interventions in different country contexts; and

- To document existing evidence regarding what type of support to statistical capacity building is most effective and sustainable, to feed into the High Level Forum on Aid Effectiveness in Accra (September 2008)."[5]

8 In addition, however, the study's Management Board emphasised the need to make explicit comments on the role of the Paris Declaration in improving support to statistics. The team therefore undertook to assess selected areas of support "on the extent to which it met Paris Declaration principles."[6]

9 There are three principal outputs of the study. The Synthesis Report collects the findings and recommendations of the study and sets out the evaluation framework. The present report sets out supporting findings from field work on five case studies. Three studies examine general support to SCB in Zambia, Niger, and Cambodia ('country case studies'); and two examine support offered around the world by DFID and Sida ('donor case studies'). A third report presents further supporting evidence from five brief desk-based studies of support to SCB in Bangladesh, Burkina Faso, Liberia, Rwanda, and Tanzania. Readers are referred to the Synthesis Report in particular for the study's main findings and recommendations.

10 Although all the case studies are intended to contribute to the design of the evaluative framework and to document lessons on support to SCB, the objectives of the country case studies differ slightly from the donor case studies. For the country case studies, the consultants should:

- "conduct an in-depth analysis of support received, outcomes, (impact?) from project reviews and views of partner governments. The evaluation will cover the

[2] The full text of the Paris Declaration is available at: http://www.oecd.org/dataoecd/11/41/34428351.pdf

[3] See http://www.accrahlf.net/ for details.

[4] See http://www.oecd.org/document/60/0,3343,en_21571361_34047972_38242748_1_1_1_1,00.html for details.

[5] Terms of Reference paragraph 10.

[6] Revised inception report page i.

National Statistical System (NSS) if possible, and at the very least, the National Statistical Office (NSO)."[7]

The donor case studies should:

- "identify support currently being provided, modalities used to identify needs, and processes to harmonise and align support."[8]

1.2 Case study methodology

11 These five case studies were conducted successively, with the results of each case study feeding into the development of a framework that would be used to assess support in the next case study. The research process was therefore iterative, and because of this the case studies were not expected to be equally well developed. The reports were conducted in this order:

- Zambia - Due to the extremely short time-frame for the study, at the Board's request, field work and preliminary report writing were conducted before the meeting with the Management Board in which the need to assess support against Paris Declaration principles was first raised. The report was subsequently retrospectively adjusted.
- Niger
- Cambodia
- DFID
- Sida.

12 There are also further small differences between the reports and their structure that derive from specific conditions of the case studies. Two points are worth noting. First, in Zambia, the availability of information from both donors and partner country institutions (particularly the statistical office) was relatively limited (compared to Cambodia and Niger). This is partly a reflection of a slightly weaker tradition of recording information in these Zambian offices, partly a reflection of strong management in Niger and Cambodia, and partly a reflection of relevant review processes having recently been conducted in Niger and Cambodia. This limits the data that can be gathered. Second, Sida staff explicitly asked for a set of recommendations on improving support given the changing aid context, and for a detailed examination of twinning, since this was a major component of their support. This means that the structure and detail of the Sida report is slightly different from the others.

13 For more detailed methodologies, it is sensible to separate the country case studies from the donor case studies.

[7] Terms of Reference paragraph 18.

[8] Terms of Reference paragraph 17.

1.2.1 Country case studies

14 Country case studies were undertaken to analyse all support to SCB in those countries. This was understood broadly to include support to production, analysis, and use, largely within the government system but also in research institutes and non-governmental organisations where there were significant programmes. Given resource constraints, only specific examples of support from this broad population were analysed in more detail, with their selection driven partly by the donor case studies and partly by what appeared most relevant to the research.

15 Four principal factors motivated the selection of countries. First, the Board agreed to limit this phase of the evaluation to the 78 countries with per capita incomes below the threshold to qualify for assistance from the International Development Association of the World Bank, and to focus on Africa and Asia. Further countries could be added in later stages of the evaluation. Second, it was decided to select countries to represent a broad spectrum of regions. Third, it was decided to select countries who wished to participate in the exercise and (preferably) who had been involved in a Paris Declaration related exercise. Finally, it was desirable to select countries with a range of reputed experience (from good to bad) with support to SCB. These three factors led to the selection of Zambia (Anglophone Southern Africa, largely unsuccessful capacity building), Niger (Francophone West Africa, largely successful) and Cambodia (South East Asia, middling success). It was recognised that this selection process was constrained by practical limitations and that therefore these countries could not sensibly be seen as representative.

16 The country case studies were undertaken by a small evaluation team using a mixture of methods to obtain information, both qualitative and quantitative. The team interviewed individual stakeholders; groups of stakeholders, particularly users; and staff working in statistical agencies and their managers; and also asked to review records of the statistical agency. The review of records related to both resource inputs (staffing, skills, funding and support) and to the outputs from the statistical agency in terms of statistical products and inputs into monitoring systems and policy development. Evidence of impacts and outcomes will be obtained from the attitudinal information obtained from users, the availability of data for monitoring systems and evidence in publicly available documentation such as the latest national and sector plans, reports from the IMF on data quality, and from other key documents.

17 Country ownership of the process was an important part of the evaluation. The team advised at the inception meeting with the Board that a country focus point be established to steer the process. The experience of the Zambia case study showed that this was likely to be the head of the statistics agency supported by a donor agency. It was intended that the evaluation processes would be part of the continuing dialogue between data producers and data users, and it is hoped that the evaluation will allow the various partners to gain a better understanding of the obstacles to achieving capacity building objectives, and for developing a more aligned and harmonised approach to capacity building in statistics. All the case study draft reports were circulated to all interviewees and other stakeholders in the country concerned, who had an opportunity to fact-check and comment on the reports before they were submitted to the Management Board. The finalised reports will also be supplied to country partners after approval of the content by the Board.

18 Although the country case studies covered all support to SCB within the country concerned, the projects and programmes of the two case study donors (DFID and Sida) were looked at in a little more detail to provide evidence of their effectiveness over a longer timescale than is usual for individual project evaluations and

assessments, where these donors had programmes. The interaction of the country and donor case studies may be of particular interest, but the Board were clear that the focus should be on developing a framework for the evaluation of support to capacity building within the context of the Paris Declaration.

19 The country case studies sought to analyse the national statistical system – incorporating all producers and users of official statistics. However, the limited time available meant that it was planned to cover in detail only one agency besides the central statistical office. In some countries, such as Cambodia, however, time was found to cover additional producers in some detail.

20 The topics analysed in the country case studies were broadly grouped into:

- Institutional capacity – including questions around agency staff, management, incentives;
- Financial support – including questions over the level, regularity, predictability, and transparency of funding;
- Technical support and training – including questions around individual competences and team ability, and donor support;
- Alignment and planning – the integration of statistical and national and sector development plans; and
- Results – the use of and demand for statistics.

21 As the study developed, these groupings were slightly refined, to capture issues that appeared particularly important and to place more emphasis on Paris Declaration principles. Detailed terms of reference for the country case studies can be found in 0 and detailed lists of interviewees and timelines are presented at the end of each country case study.

1.2.2 Donor case studies

22 Donor case studies analysed all support from selected donors to statistical capacity building. This included specific support to SCB (such as country statistics programmes, twinning, global statistics programmes, or census support), but also support through sector programmes and specific projects (such as education projects with a strong monitoring component). Given resource constraints, only some of these projects were looked at in greater detail, where possible overlapping with the country case studies.

23 The selection of donors was simpler, based only on the fact that DFID and Sida both volunteered to participate in the research, wishing to learn lessons to improve their support to SCB.

24 The initial stage of the donor studies also involved desk research to explore the nature of support already given to SCB. Where possible this included analysis of support to statistics since 1992. Records were searched at the global, regional and country level and the amounts classified by:

- Type of Statistical Capacity Building
- Amount

- Duration
- Location
- Management.

25 The subsequent field analysis was undertaken by a small team visiting the donor offices in Stockholm and East Kilbride/London to conduct semi-structured interviews with officers. The officials sought for interview were primarily those responsible for management of SCB initiatives, and were in a position to discuss past approaches, understandings of SCB, and future plans. Respondents were selected to have both a global picture of the agency's support to SCB, but also, where applicable, detailed knowledge of support to countries selected in the country case studies, or to regional organisations that support these countries. Selected respondents also had some knowledge of statistical support given outside direct support to statistical agencies (such as statistical support for Education Ministries to improve the reporting systems). In addition, officials responsible for considering aid effectiveness were contacted and their reflections gathered on the adequacy of current data systems and priorities for further support in programmes.

26 These interviews were conducted in person where possible, with group discussions used during the visits of the evaluation team to donor offices. In some cases, where respondents were not available during the visit, respondents were interviewed by telephone or email. The interviews covered both the formal projects undertaken by donors, but also less formalised attempts to develop statistical capacity (for example through dialogue – with a specific focus on the results of dialogue).

27 Of particular importance in the donor case studies were questions around what statistical capacity looks like to them; their expected outcomes from the interventions made or planned; the nature and timescale of their support; the likelihood of their collaborating and harmonising with other donor interventions; and the use of the National Strategy for the Development of Statistics (NSDS) as a focus of support or potential focus of support. The team explored the donors' own attitudes to monitoring and evaluating country support in the absence of reliable statistics, and the modalities of increasing support to statistics either from donors or via budget support. Modes of funding, sign-up of Declaration principles, and preferences in supplying technical cooperation were also very relevant. The research also examined the donors' approach to dialogue around SCB and the process of instigating support to statistics.

28 The draft reports were circulated to interviewees and other stakeholders in the donor agency concerned, who had an opportunity to fact-check and comment on the reports before they were submitted to the Management Board. The finalised reports will also be supplied to donor agency staff after approval of the content by the Board

1.3 Structure of this report

29 The present volume divides country and donor case studies, with country studies first. Of the country studies, the Cambodia report is presented first, since it contains the most developed articulation of the framework (being the last country report conducted). Niger and Zambia follow (in reverse chronological order), and DFID and Sida complete the set.

30 Each report is presented individually, with an executive summary, paragraph numbers starting from 1 (referred to in the synthesis report), and annexes. This reflects the fact that they are distinct projects. They were carried out at different stages of the research, and were informed by different stages of development of the framework. The Zambia and Niger case studies served principally to elaborate the framework (and provide evidence) and the Cambodia, DFID, and Sida case studies served principally to test the framework (although some development also took place).

31 The next sections of this introduction briefly set out the evaluation framework, the principal findings and recommendations of these five case studies.

1.4 Evaluation framework

32 This section briefly sets out two sorts of evaluation framework for analysing support to SCB. The first draws both on assessments of capacity building in other sectors and on assessments of capacity building in statistics (such as the Data Quality Assessment Framework or DQAF) to provide a conceptual model of statistical capacity. This framework may prove useful in diagnostic work in the design of SCB. It was developed and tested in these case studies, so its brief but complete presentation here is misleading to the degree that it was not fully developed when some case studies (Zambia and Niger) were conducted. The second framework draws on Paris Declaration commitments and Development Assistance Committee (DAC) evaluation criteria. This framework was applied to support to SCB retrospectively in order to assess the degree to which it met Paris Declaration commitments, its success, and the relationship between meeting Paris Declaration commitments and success. The full synthesis report provides much more detail on both frameworks: this section is intended as a brief summary only.

1.4.1 Diagnostic framework

33 How should support to statistical capacity building be designed? It is widely recognised that capacity building in 'traditional' sectors (such as education or health) must address:

- individual capacity within an organisation (including staff numbers and skills),
- the organisational framework (including organisational structure, management, and modes of thinking), and
- the institutional framework (including organisations' mandates, incentives, accountability, and operating rules).

34 These principles apply equally to statistics, but with three main differences that should influence the design of support.

35 First, support to SCB has to account for the particularly high level of technical skills required to produce statistics and the associated mismatch between the high demand for highly trained statisticians in most countries (from government, donors, civil society, and the private sector) and their low supply. Organisations attempting to support SCB will need recognise the implications of their recruitment policies on national capacity and ensure that adequate supplies of statisticians are supported.

36 Second, SCB is complicated by the fact that many stakeholders in the development process need statistics for different purposes. Box 1 identifies eight types of purpose of statistics that were identified during the course of the study. All stakeholders in statistical systems are likely to find them useful, but some purposes (e.g. types 1-3) are more essential to national policy design and management, while others (e.g. types 6-8) are more important for reporting to external companies, governments, and institutions.

37 Designers of support to SCB should recognise that most projects are unlikely to be able to address all these purposes equally effectively. They should conduct a pre-project diagnostic to identify statistical purposes that are relatively neglected – where support will be most efficient in developing the Managing for Results agenda and improving aid effectiveness. However, it should also be recognised that these diagnostics are often complicated because partner country and donor statistical needs are not always the same. Moreover, certain statistics are fundamentally important for many stakeholders in the development process (such as for donor organisations reporting results to their governments or Boards). Outcomes of capacity building in other sectors (such as trained teachers) are not critical requirements for these stakeholders in quite the same way.

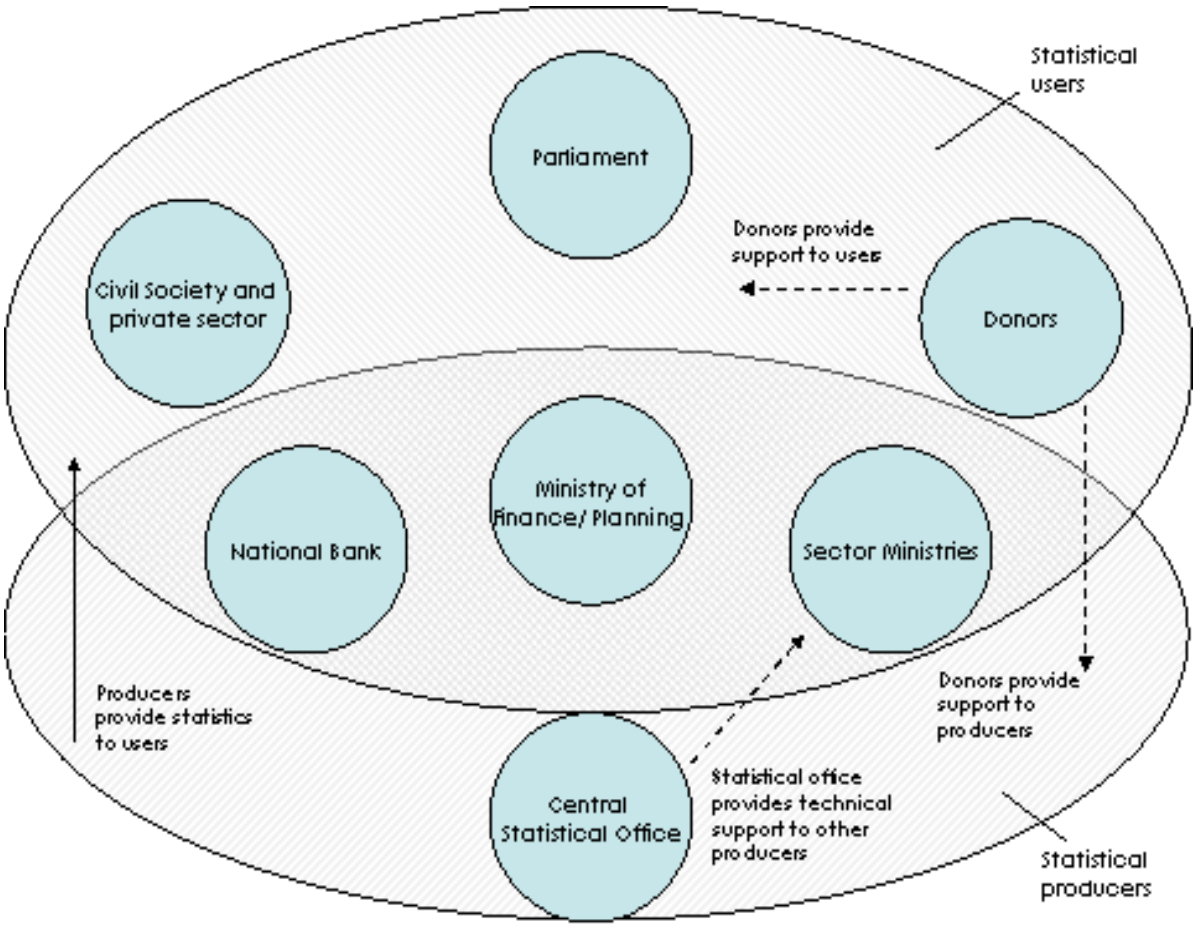
- **Box 1: Statistical purposes by type**

1. To facilitate design and adoption of government policy measures responsive to the evolving needs of the country and its economy.
2. To enable programme and policy objectives to be expressed in the form of explicit time-bound output (and sometimes outcome) targets that can significantly improve the performance of public services (as in, e.g., performance-based budgeting).
3. To allocate resources in the country, e.g. for administrative purposes in local governments and sectors (distribution of school books or medicines).
4. To improve the flow of information to citizens throughout the country and hence enable them to make sounder business and family decisions.
5. To stimulate and feed democratic debate on issues of public policy and to enable the government in office to give account to the electorate for its initiatives and performance.
6. To fulfil accountability and fiduciary responsibilities to foreign governments and international institutions for any assistance they have provided.
7. To help meet the information needs of potential foreign investors and visitors to the country (including press and other intermediary agencies serving them).
8. To provide accurate reports to bodies which have been charged by the international community with the task of keeping track of world performance on many economic, environmental, social and other issues.

38 The third main difference between statistics and 'traditional' capacity building sectors is that producers and users of statistics (the partners in capacity building) are spread across a wide range of organisations in the National Statistical System, and not concentrated in education Ministries and schools. Figure 1.1 was developed over the course of the study and is a simplified picture of a generic national statistical

system. It suggests four major national groups of producers of statistics and five major groups of users. Producers usually collaborate to supply users with the statistics they require (the solid arrow), but producers can supply conflicting estimates of the same indicator when producers are poorly coordinated. Dotted arrows also represent donors' support, which can be delivered to a range of producers and users. Designers of support to SCB must ensure that support does not exacerbate coordination problems (by for instance supporting separate statistical programmes through distinct sector wide approaches in sector ministries) but strengthens collaboration (by for instance improving the ability of statistical offices to support and quality assure statistics in other producers – also represented by a dotted arrow in Figure 1.1).

Figure 1.1 A National Statistical System



39 General capacity building lessons, the above three differences, and the results of fieldwork for the case studies below suggest a diagnostic framework composed of eight pillars. In this framework, each 'pillar' must be at a comparable 'height' for sustainable statistical capacity to be built. In other words, on the basis of the evidence presented here and elsewhere, it seems ineffective to focus support only on a few pillars: if one is absent, capacity building will fail.

40 The eight pillars are:

- A **results focus at the top of government** such that the government demands and promotes quality statistics rather than inhibits and suppresses statistics.

Without this, evidence suggests that it is virtually impossible to develop significant sustainable statistical capacity.

- Effective **governance and accountability mechanisms** that regulate statistical systems and hold them accountable for their performance. This helps to ensure that statistical production is relevant and timely for national users, and produces statistics of a high quality.

- An appropriate government **institutional and policy context**, particularly an institutional environment for reform. This includes both coordination and good relationships between the different components of a statistical system, and the freedom for the managers of the statistical agencies to maximise the productivity and efficiency of their organisations. Without this, conflicting estimates from different elements of the statistical system can undermine trust in statistics and statistical managers can struggle to recruit and motivate good staff.

- A **strategy** for statistics, and its associated work plan, is necessary for planning, outlining the change processes, identifying capacity needs, addressing coordination problems, and facilitating government funding and the alignment of donors. It also prioritises the needs of users and specifies the products that can be expected.

- Sufficient, predictable **resources** to perform key functions. Funding has until recently been a problem for most statistical units, although governments are increasingly funding their statistical priorities and donors are increasingly funding statistics.

- Good **management** and leadership of the National Statistical System. As in any organisation, statisticians' performance, effective use of resources, good decision-making and the ability to prioritise are critical to the performance of these offices, but these management skills are not always present.

- Sufficiently qualified and trained **staff**. These are particularly critical to sustainable and high quality production and, use of, statistics, probably more so than in other sectors due to the highly technical nature of most statistics and the demands from donors and the private sector for statisticians.

- The availability of **appropriate methods and tools** to produce statistics. Different countries require different methodologies and tools for the collection and production of statistical information. Where these have not been developed, collections may be inappropriate or inefficient.

41 These eight pillars are discussed in greater detail in the Synthesis Report. For the present report, it is enough to record them here. Where appropriate, they are discussed in more detail in the individual case studies, though to a greater extent in the later case studies as the framework was more developed.

1.4.2 Retrospective framework

42 The framework for analysing support to SCB (the 'retrospective framework') complements the above conceptual framework for analysing statistical capacity. The retrospective framework was designed to serve three functions. First, it was to be an assessment of support to SCB. Second, it should assess whether the Paris Declaration commitments were respected in the support to SCB. Third, it should

provide an indication of whether respecting the Paris Declaration commitments made a difference to the success of SCB.

43 The first component of this framework is an evaluation of support in terms of the DAC Evaluation Criteria. These are:

- **Relevance** in the DAC Evaluation Criteria is "The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor."[9] The relevance of support to SCB can be questioned on two levels. First, are the activities undertaken in the programme of support relevant to the stated objectives of the programme? For example, if the support's stated objective is to build statistical capacity, do the activities undertaken build statistical capacity (or are they likely to)? Second, is the area of support given relevant to the needs of the statistical system? For example, if support is given in the area of health statistics, is this what the statistical system needs? Alternatively, is support given to the pillar (see the diagnostic framework above) that is most in need of support?

- **Effectiveness** in the DAC Evaluation Criteria is a "measure of the extent to which an aid activity attains its objectives." For the purposes of this review, we analysed support that was intended to contribute to building statistical capacity. An overall assessment of effectiveness therefore examines whether statistical capacity has been built, and asks what factors contributed to this building? This is a complex question because 'statistical capacity' is typically imprecisely defined and hard to measure, and because exogenous changes in national policy (not including support) affect the growth of statistical capacity. However, broadly speaking, statistical capacity at a national level describes the ability to produce and use quality statistics of national relevance (to citizens, government, and business), and to react to new needs, with minimal reliance on external actors' beneficence. Developing statistical capacity implies building the eight pillars referred to above.

- **Efficiency** in the DAC Evaluation Criteria measures "outputs – qualitative and quantitative – in relation to inputs." This is typically an extremely difficult criterion to assess, because a) outputs are hard to quantify and compare and b) data on inputs are usually absent, incomplete, or inadequate. A common approach that addresses a) but not b) is to compare the input cost of different approaches that seem to have achieved broadly the same outcome.

- **Impact** in the DAC Evaluation Criteria refers to "the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended." Many of these changes may be captured under 'effectiveness', but other, often unanticipated, changes will be identified.

- **Sustainability** in the DAC Evaluation Criteria "is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn." It is useful to separate financial sustainability (whether funding is continued after support is withdrawn), technical sustainability (whether support has involved sufficient skills and systems transfers to ensure that the practices supported can be maintained once support is withdrawn), and institutional sustainability (whether the institutions are robust enough to function once support is withdrawn).

[9] http://www.oecd.org/document/22/0,2340,en_2649_34435_2086550_1_1_1_1,00.html, accessed March 2008.

44 Subsequently, support is analysed for whether it meets the commitments under the Paris Declaration principles of:

- Ownership;
- Alignment;
- Harmonisation;
- Managing for Results; and
- Mutual accountability.

These have been set out above in greater detail, and readers are referred to the Synthesis Report for more information. The Synthesis Report's full evaluation framework also includes a detailed set of questions that can be used to interrogate support to SCB.

45 These two sets of questions were then combined through largely qualitative research and inductive reasoning to understand further the links between Paris Declaration commitments and the success of support (as indicated by the DAC Evaluation Criteria). Where appropriate, this involved specific further questions on commitments that seemed especially important for particular evaluation criteria. For example, the partner country government 'ownership' of support seems likely to be very important to ensuring that support is 'relevant'.

1.5 Main findings

46 This section briefly sets out tentative findings from these five case studies. The main report presents these findings more systematically and in more detail. Nevertheless, this brief summary may be useful to contextualise the present report.

47 A wide variety of support was identified and examined. For example, DFID supports global advocacy on statistics by funding Paris21 (Partnerships in Statistics for Development in the 21st Century), but also supported training of statistical personnel and long-term technical assistance to the Central Statistical Office in Zambia to update key economic series (and provides many other sources of support to SCB). Sida supports, amongst other things, twinning arrangements between partner country statistical offices and Statistics Sweden, but also supports global statistical dissemination through support to data analysis and presentation in the form of Gapminder/Trendalyzer. Within countries, support to statistical capacity building included, amongst other things, long-term support to statistical offices to update series, funding and technical assistance for data collection, and funding and technical assistance for sector ministry administrative data collection and processing.

48 Given the small sample and the time available, it was not feasible to perform quantitative analysis on this support. However, the perception is that the coverage of support is limited in three ways. First, support emphasises the 'lower' pillars. In particular, effective support was directed to training, resources, tools, and strategy, with support in some cases (such as twinning) also going to management and the development of accountability mechanisms. Very little support has been directed to fostering a results focus or the institutional environment. Furthermore, there are few examples of very effective support to the development of statistical strategies that are fully integrated into national planning processes, or that cover all elements of the

statistical system; and even fewer examples of effective support to the development of functioning governance mechanisms.

49 Second, support tended to focus on data production rather than data analysis or use in partner countries. There have been impressive improvements in most countries in the capacity of statistical offices to produce data, and donor support to surveys, tools, training, strategy development and resources (principally) has played a major role in this. However, these case studies do not indicate a concomitant increase in analytical capacity or use of statistics (though use has increased somewhat). Donor support has typically not attempted to address these areas to the same degree as they have addressed data production. Moreover, the relatively limited use made of data in partner countries may reflect donor failure to ensure that the data they support are really prioritised by partner country policymakers.

50 Third, support tended to focus on the partner country statistical office to the exclusion of sector ministry statistical units. This reflects the emphasis on supporting data production through surveys. With this focused donor support, many statistical offices have become highly adept at producing survey data. However, sector ministry administrative data systems are frequently neglected and moribund. This is a significant problem because partner country policymakers require the disaggregated data produced by administrative systems to adjust policy and direct resources. Surveys do not produce sufficiently precise estimates to substitute for administrative data, so the imbalance of donor support has in this sense constrained the development of statistical use in partner country governments.

51 The combination of these three observations has several implications for the assessment of support against both the Paris Declaration commitments and the DAC Evaluation Criteria. First, and most importantly, the narrow focus of support reflects a lack of clear ownership by partner country policymakers – who should be the key data users. Their lack of ownership, in turn, has implications for the relevance of much support. Thus while much support has been extremely effective (particularly in building survey data production capacity in statistical offices), much has also had limited relevance to the needs of partner country policymakers.

52 Second, limited ownership and limited relevance have restricted increasing adherence to the commitments made in the Paris Declaration to managing for results. This, in turn, restricts the sustainability of much of the capacity built, since demands from partner country policymakers for data are limited. It is these demands – and the existence of well functioning accountability mechanisms that ensure that the demands are met – that ensure that statistical capacity is maintained. Third, therefore, the limited support to accountability mechanisms also has implications for sustainability and relevance of statistical production. In fact, there are several examples in these case studies of support that has generated accountability of statistical producers to donors – both at the level of staff whose salaries are paid by donors and institutions whose budgets are largely funded directly by donors.

53 Fourth, the relatively limited engagement of partner country policymakers with support to statistical capacity building has contributed to the development of statistical strategies that do not fully meet policymakers' needs. Support to strategy development has in several cases allowed statistical offices to organise their survey schedule more effectively and in some cases identified key training and other capacity needs. However, these important improvements have been mitigated by two problematic tendencies. First, some new strategies have functioned as *à la carte* menus from which donors select items they wish to support, rather than as fixed menus for a statistical programme that is supported in its entirety and are carefully

arranged workplans for the statistical system that meet policymakers' priorities given capacity constraints. This 'à la carte' tendency generates unrealistically ambitious 'strategies', and raises questions about the relevance and effectiveness of this support. Second, strategies have often been supported principally through statistical offices rather than through national policymakers or their representatives. This has meant that strategies focus overmuch on the development of statistical offices and not enough on a) sector ministry statistics or b) connecting statistical production to use in country. Again, this raises questions over the relevance of support, and the managing for results agenda.

54 Fifth, examples of poor donor alignment and harmonisation have reduced the efficiency of support and have led to some negative impacts. For example, donors have in some cases not coordinated their workplans with each other, and their support has replicated each other's, which is inefficient. Moreover, a range of different (poorly harmonised) donor support projects has negative impacts because it requires significant management by the recipient institution, reducing the resources available to manage statistical activities. These problems are acute in statistics where the idea of a Sector Wide Approach (SWAp) is not well developed.

55 Thus while support has been effective in a limited focus, the relatively limited ownership by partner country policymakers and the associated limited alignment of donors with partner country policymakers' priorities has reduced (in particular) the relevance and sustainability of support to statistical capacity building. These case studies all, in various ways, provide evidence of this phenomenon. On the other hand, some programmes (particularly large and holistic country support programmes) address this issue better than others. There are some examples of support that are slightly more positive in this sense, particularly in the Niger, Sida and DFID case studies.

1.6 Main recommendations

56 Given that the case studies were deliberately brief, were not designed to generate specific recommendations, and contain a range of experiences with support to statistical capacity building, it would be inappropriate here to attempt to compile detailed recommendations. Readers are referred to the individual case studies and to the synthesis report for more detail. Nevertheless, it may be helpful here to summarise some overall pointers that flow from the main findings above.

57 First, the case studies suggest that broadening the focus of support to SCB, and ensuring that it is driven by the priorities of partner country policymakers (and not principally statisticians) is critical to improving its relevance. Generally speaking, recommendations would include:

- Support programmes should be based on a detailed assessment of the capacity needs of the entire statistical system, with the data requirements of partner country policymakers given priority. This applies equally to broad support programmes and narrow support programmes, such as strategy support.

- Newly developed statistical strategies must be fully integrated with national planning processes.

- In most cases, sector administrative systems will require much more support than they are currently receiving, and donors will have to coordinate this support with their existing sector programmes.

- Support to analytical capacity in partner countries should be increased, and the number of projects that conduct analysis outside partner countries where the data are collected should be minimised. Analytical capacity could be support in government, academia, or specialist research organisations.

- Support to data dissemination within country should be increased.

- Support to inculcating a results focus in government should be increased, and be followed by support to setting up strong accountability mechanisms between statistical producers and national users.

- Support to the management and coordination of the statistical system should be increased.

- In many countries, where a lack of qualified staff remains a significant barrier to building capacity, support to training should be increased. This includes funding both students and regional or national training institutions.

58 Second, donors who support statistics need to ensure that they align and harmonise around this assessment and prioritisation. It may be that the most efficient way to do this is through a SWAp for statistics; in any case, donors must ensure that they coordinate with each other to ensure the key capacity gaps and key user priorities are met, and to ensure that the management toll on recipient institutions is reduced. This will almost certainly involve nominating a joint donor coordinator in country, and probably in addition setting up a programme-based approach and a joint 'basket' or 'sector' fund for statistics to go with it. In general, therefore:

- Donors should shift towards a programme-based approach in statistics and should consider:

  - Setting up a statistics SWAp; and/or

  - Setting up a basket fund for statistics.

- Donors should nominate a joint donor coordinator in country.

- Statistics needs to be given significant consideration in Joint Assistance Strategies, rather than added as an afterthought.

- Donors should avoid encouraging *ad hoc* deviations from an agreed national statistics strategy, even where partner country statisticians agree. Donors should fund sensibly prioritised workplans rather than specific projects.

- Although regional and international projects can be very effective at developing new tools and disseminating statistics internationally, relevant and sustainable capacity development in partner countries requires serious engagement within partner countries. Donors should therefore ensure that assessments and decisions around support to national statistical capacity building are undertaken in the countries concerned, with full communication with relevant stakeholders.

Annex A: Country case study terms of reference

A.1 Background

The proposal for the country case studies arose from our view that a country visit will be required to gain a full understanding of the statistical capacities built; the obstacles to further progress; and the local policy and governance context for the successes and limitations of previous capacity building.

In particular during the case studies the stakeholders' attitudes to and expectations of future and past capacity building activities can be explored in depth. The case studies will be able to provide a rich vein of information which is unavailable from elsewhere and give a unique opportunity to study the relationship of all development partners with the statistical system, including the case study donors. This will help build the evaluation framework for statistical capacity building which will then be fleshed out by desk research from related evaluations and on a limited number of countries selected for desk research.

We anticipate a tension between the short-term needs for data and long-term requirement to build in-country capacity for sustainable governance. This tension may have a user-producer dimension and impact on the types of assistance given and requested. For this reason and others the various parties involved may have several understandings of what is meant by statistical capacity building. On the supply side these may mean increased technical skills or in-country capacity to collect and supply data in a cost-effective manner, and this has to be contrasted with meeting the immediate demands for statistics and official data. These problems are best explored in a context that necessitates trade-offs to be made in a country context.

It will be important that the countries concerned volunteer for the case study, as their active participation in the study will be of utmost importance. It is recognised that this creates a bias in the study towards countries containing individuals who are willing or who have incentives to have their statistical systems examined in detail. This is an acceptable risk given the advantages of active participation. It will be desirable for there to be in each case study country a country reference group that will help facilitate the fieldwork, and this group will be managed and led by a government authority. We should not assume in the case studies that a government has a homogenous set of views on statistical capacity building, therefore leadership of the process solely by the central statistical agency may lead to imbalances in the study.

The participation of a reference group of donors may also be helpful to gain an understanding of donor consensus, or lack of it, around strategic directions for the statistical authority. DFID and SIDA will be asked to assist with arranging this.

Research will be required beforehand to determine the past history of statistical capacity building in the country, in particular the donor agencies should be approached to collect documentation for selected countries in the case study countries concerned. The projects and programmes supported will be investigated to provide evidence of success and failure against the original expectations from the project, and provide further detail on long-term sustainability. What seemed to have been effective at the close of a project may look rather different several years later. The study of capacity should apply to all statistical producers in the country and also include some relating to use of statistics in a Poverty Reduction Strategy Paper (PRSP) or monitoring context.

A team of reviewers (statisticians and evaluators) will visit each of the countries with prepared questions that relate both to the evaluation framework and the particular country circumstances of capacity building.

A.2 The questions anticipated

The following are taken from the original technical proposal, and are elaborated in the next section of this document.

Relevance

- The role of statistics in governance processes, why statistics are needed by governments and stakeholders.
- Capacity building needs and expectations from government including statistical management, statistical professionals sectors, central bank and users.
- Government perceptions of constraints to capacity building. Reform processes completed or anticipated with reasons.
- Existence of and compliance with statistical strategies.

Effectiveness

- Donor alignment and harmonisation of support to statistics around any country strategies.
- Existence of statistical plans and strategies and levels of ownership by governments and key users.
- Levels of integration of the statistical system.
- Donor attitudes to past and future support, perceived risks, failures and wins.

Efficiency

- Preferred models of Technical Assistance (TA) and delivery.
- Funding and TA delivery modalities.
- Duplication of support and building on previous interventions.

Impact

- Demand for statistics and satisfaction of that demand, including the needs of the PRSPs and their successors and the monitoring requirements of budget support and performance assessment frameworks.
- Relative capacities of the various statistical producers.

Sustainability

- History of TA and capacity building and the legacy and sustainability of these inputs.
- The role of governance and accountability in the demand for and use of statistics in countries.
- Project review report results from the various donor agencies. These may document short-term wins as they were completed soon after completion of project. A longer-term view can be provided by the case studies.

A.3 Pre-visit desk research

Prior to each country visit the team will carry out desk research to compile relevant documents relating to statistics, and to support to statistics, in the case study countries. This will include:

- Web sites of the Bank, International Monetary Fund (IMF) and PARIS21
- Material from the case study donors on projects in the countries or in the regions or regional organisations through which support can be brought
- Review of the PRSP and related literature
- Scrutiny of Statistical Capacity Building Indicators
- Reference to the Light Reporting System (LRS) information
- Websites of country CSO/sector statistics producers
- Collect global data from East Kilbride (DFID), SIDA, LRS.

This information will form the basis of the country questionnaires and evaluation timetable.

A.4 Topics for exploration

Questionnaires or interview schedules for each interviewed person will be prepared in advance of the visit based on the following topics and questions. Since several interviewees will be asked similar questions, we present the question topics thematically:

A.4.1 Contextual questions

- Stakeholders' requirements from statistical capacity building – what do they want and how would they assess improvements – indicators
- Definitions of statistical capacity building
- Attitudes to different delivery methods (considered effective or ineffective)
- Constraints in supplying support to statistics

A.5 Questions on previous inputs

A.5.1 Donor inputs

- DFID and SIDA project inputs – amount of funding, type of input, and cost of inputs. DFID and SIDA are focused on in order to link with the donor case studies.
- Other donor inputs – amount/type
- Collect data from CSO, local agencies
- Donor alignment of inputs with statistical strategies or country/sectoral inputs

- Use of country statistical systems or parallel (donor-run, NGO, etc.) statistical systems
- Decision making process leading to the decision to 'invest' in SCB
- Liaison with Government authorities – CSO direct/ministry/central

A.5.2 Local inputs

1. Disbursements to CSO from Government for last 15 years
2. Strategies for increasing funding in future – reasons & priorities
3. Budget for CSO for last 15 years
4. Reform processes
5. Other receipts – if any

A.5.3 Human capacity questions - CSO

- Skills audit – in-house past and present capacity
- Areas which rely/relied on TA to reinforce country skills
- Training received – where - type – funding – staff retention
- Staff numbers, recruitment, vacancies, temporary staff
- Promotion, rewards, incentives
- Location of staff, provincial offices

A.6 Organisational capacity questions

These are important issues, which underpin the capacity of any organisation. However many are difficult to study and to provide objective evidence for, particularly in the short time available. It is expected that the case studies will provide some indicative information on the internal processes, past and present, of the organisation.

- Governance arrangements, legal framework, priority setting, relations with users councils, parent ministry etc.
- Legal context, reporting arrangements, coordination of national statistical system, responsibility for official statistics
- HR and professional development
- Process for requesting support from donors
- Work planning procedures and gap identification
- Team work and leadership
- Levels of autonomy

- Decision making processes
- Resource allocation
- Role of any strategies and workplans – process of developing and agreeing

A.7 Questions relating to outputs

A.7.1 Organisation outputs

- Trained staff
- Organisational competences (systems, legal, governance, administrative)

A.7.2 Statistical products - CSO

- List products since 1992
- Status of products (on-line, in print, by request, archived, lost) and availability to users
- Quality procedures for products in place
- Approximate consistency of methodology – base years etc. – using secondary studies' assessments of quality where possible
- External statistical support inputs over 15 years (type, length, TORs, perceptions of output and impact)
- Timeliness of products judged against publication plans, using secondary studies' assessments of timeliness where possible
- Extent of reliance on external agencies for analytical support, which, who, when?
- Productivity – staff/funds to produce outputs

A.7.3 Statistical products – wider statistical system

- Coverage Central Bank, Education, Health, Agriculture, Labour. Also look at provincial and district outputs if any
- Products since 1992
- Status of products (on-line, in print, by request, archived, lost) and availability to users.
- Internal quality procedures for products in place
- Quality procedures' links with CSO – links with CSO on consistency, support, availability of data for denominators etc.
- Productivity – staff/funds to produce outputs
- Resident TA support & short-term support provided

- Timeliness against publication plans
- Extent of reliance on external agencies for analytical support, which, who when?

A.8 Questions relating to outcomes

- Availability of indicators for PRSP matrix
- Budget support matrix – data available and constraints – source and relationship to inputs
- Monitoring systems – how extensive and coordinated – gaps filled – baseline data available?
- MDG set complete – consistent? - Data provided from country or international agency
- Evidence of further demand for data - interviews with stakeholders, records of information office.
- Demand for data in National Plan – evidence of demand
- Correspondence of plans of statistical agencies and demand as expressed in national and sector plans
- Donor demand – alignment on results indicators used?

A.9 Impact question

- Use of data in National Plan
- Use of data in sector strategies
- Performance matrix and evaluation system efficient and running
- Demand for data from civil society in existence and means of obtaining
- Evaluations of statistics, M & E, policy instruments etc.
- Unwanted impacts: e.g. trained staff leaving CSO

A.10 Post-visit desk research

- Quality reports – ROSC, AfDB, etc.
- Joint staff assessment of PRSP and data quality
- Check products/availability against score in World Bank Indicator sets
- Check outcomes against score in World Bank Indicator sets

2 Cambodia Country Case Study

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Acknowledgements and preface

This report is based on a one week visit to Phnom Penh in April 2008 and desk research. It is part of a larger project to generate an evaluative framework for support to statistical capacity building, which includes case studies on Zambia, Niger, Cambodia, DFID, and Sida.

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Throughout this study, we have used the terms 'donor' and 'external partner' interchangeably. We recognise that different constituencies prefer different terms, and we prefer to leave the field open.

Executive summary

Context

1. Cambodia has experienced significant upheaval and the destruction of institutions and capacity in several decades of civil war that continued past the Paris peace settlement of 1992, through the 1990s, and left Cambodia one of the poorest countries in Southeast Asia. These upheavals superimposed themselves onto traditions of authority and informal transfers, and the resulting state shows fairly weak governance indicators. In the one-and-a-half decades of high aid flows that followed the Paris peace settlement, low levels of government capacity and accountability and poor models of aid delivery have operated in a mutually reinforcing relationship: weak formal institutions have been used to justify project-based, donor-driven assistance, which has often in turn further weakened state institutions. Nevertheless, external partners and the government are increasingly attempting to adopt Paris Declaration principles in several areas to improve development outcomes. A significant improvement on these lines is the agreed adoption by the government, followed by all donors, of a single development plan, the National Strategic Development Plan (NSDP). The NSDP replaces three different plans that were supported by different government institutions and donors. The NSDP has a set of monitoring indicators that follow the Millennium Development Goals (MDGs). In addition, sector and programme based approaches are becoming increasingly common in many sectors.

2. The Cambodian statistical system has undergone reconstruction. After the war the Cambodian National Institute of Statistics (NIS) was left with no equipment, no archives, no documentation, and no qualified human resources. Sixteen years later, the NIS has succeeded in carrying out two population censuses, 7 socio-economic surveys, 5 establishment surveys, 4 labour force surveys, 2 demographic and health surveys and several other less frequently conducted surveys. The NIS central statistics office staff has increased by a factor of 7; 24 people now have a master's degree, and 10 an overseas diploma. The budget provided by the government is regularly increasing but remains low. A new building has been built and equipped. In 2005, a Statistics Law was passed that created the Statistics Advisory Council (SAC) and the Statistics Coordination Committee (SCC) and gave the NIS, based in the Ministry of Planning (MOP), a central role in national statistics. In 2007 the NIS released the Statistical Master Plan, a strategic plan for the NIS and the rest of the statistical system.

3. However, the NIS appears as still very fragile and dependent on partners' support (comprising more than ¾ of the total budget in recent years). The NIS has made rapid improvements in its data collection activities, but much more limited progress in data analysis. The NIS' relationships with other elements of the statistical system are problematic and the mechanisms for better statistical coordination are not well established. This applies both to line ministries and to the NIS' sister department in the Ministry, the General Directorate of Planning (GDP). The GDP is the parent ministry of the NSDP, and is also a major user of NIS statistics, but coordination between the two has been limited. Over the last two years, the GDP has led efforts to develop a MOP-wide strategic vision and institutional workplan (the Ministry of Planning Strategic Plan or MPSP). However, it has proved hard to achieve NIS engagement in this process, in part because the NIS has already undertaken this kind of strategic exercise in the production of the Statistics Master Plan (SMP). The situation is further complicated because there are other institutions in the Cambodian governance structures that may have more influence in planning than the GDP. These include the Supreme National Economic Council and the Ministry of Economy and Finance, which have greater control over budgets than the GDP. In addition, up

to now, statistics produced in line ministries have received little attention from the NIS and their quality is questionable.

Support for the strengthening of statistical capacities

4. There has been substantial support for the national statistical system from several different donors since 1992, when the Asian Development Bank (ADB) and the United Nations Development Programme (UNDP) were the principal donors to the NIS. The NSS has developed substantially in the period since 1992, and much of this is attributable to support.

Relevance

5. Relevance includes both relevance to the objectives of a programme and relevance to the needs of the Cambodian statistical system. Much long-term support to Cambodia has been extremely relevant to project objectives to build statistical capacity. This includes long-term technical assistance to the 1998 census, to various Cambodian socio-economic surveys, and to the development of statistical governance and strategy. However, some support to statistics in Cambodia has promised that the objective is to build capacity but has focused more on producing outputs. There is a trade-off between these objectives because producing statistical outputs sufficiently fast to meet reporting or policy deadlines precludes much capacity building, particularly in the area of skills transfer. There are several examples of this in Cambodia which were noted by NIS staff; these included the rebasing of the Consumer Price Index (CPI) that provoked consternation in government because it led to a substantial increase in the inflation rate that NIS staff apparently could not explain, despite repeated attempts at capacity building in this area by Statistics Sweden.

6. Support to statistical capacity building has a mixed record in terms of relevance to the needs of the Cambodian statistical system. While all areas of statistics in Cambodia have benefited from some support, there has been an unbalanced focus on technical issues, socio-demographic statistics, data collection, and large-scale surveys. These areas certainly needed strengthening: the support was not irrelevant. However, other areas may have higher priority for the government and the statistical system: these rather neglected areas include management, economic statistics, data analysis, regular administrative data systems, and line ministries' statistical capacity.

Effectiveness

7. Effectiveness in building statistical capacity can be assessed on changes made to key components of statistical capacity. Broadly speaking, necessary conditions to statistical capacity are:

- Statistical technologies appropriate to Cambodia,
- Qualified and trained statistical staff,
- Effective management of statistical institutions,
- Sufficient and sustainable resources,
- An owned and prioritised comprehensive statistical strategy,
- Effective governance of the statistical system, and
- A results focus in government.

We find some imbalance in the effect of support to these different conditions, partly because support has been oriented largely towards training, supply of resources, strategic planning, and statistical governance.

8. Support has assisted with the creation of appropriate methodologies in Cambodia, but there have been frequent problems with successive donors proposing methodological changes to surveys that restrict their comparability over time; the Cambodian Socio-Economic Survey is an example of this. Moreover, technologies to facilitate coordination between components in the NIS (such as electronic exchange of data) have not been developed.

9. Support has been effective in training NIS staff, and the numbers of qualified staff have increased dramatically from very low levels in 1992. For example, the number of master's students has increased from 0 in 1992 to 24 today, and the number of staff who have attended an overseas short training course increased from 0 to 86. However, on-the-job training has focused on data collection skills, while data analysis, and economic statistics training, has been relatively neglected. Moreover, training has hitherto not been conducted to a plan, but in a rather *ad hoc*, donor-driven way that permits the NIS to accept opportunistically whatever is offered.

10. The management of the NIS is quite strong, particularly in terms of organising donor support. However, there is little harmonisation of donor support, and this may have placed additional pressure on management, and encouraged a tendency of the NIS to accept any support offered. Furthermore, NIS management has not been able to be as effective in changing its internal organisation. The current plans to reorganise the currently confusing organisational structures within the NIS have been stalled, and now rest with the Prime Minister for approval. The management of the wider NSS is much less well advanced, and although the Statistics Advisory Council and the Statistics Coordination Committee could begin to fulfil this function, it seems likely that NIS management will focus on its own affairs rather than that of the NSS. Donor support has not yet effectively supported management of the system as a whole.

11. The level of resources allocated to the NSS has increased significantly since 1992, both from the government and, more substantially, from external sources. It is beyond the scope of this study to detail support to statistics in line ministries (and given the complexity and opacity of ministerial budgeting this would be a very difficult task), but the figures for the NIS are clear. The total budget of the NIS in 1992 was USD 330,000, but by 2006 the NIS budget was USD 3.38 million, 10 times more (and more than this in census years - see 0.0.0.0Table). Government support has increased by more than 3 times and donor support by 19 times. Thus, whilst donors have been significant in increasing resources to the NIS, and have responded to significant need, it is not clear that the goal envisaged in the SMP of reducing the donor contribution to the NIS to 0% by 2015 will be realised.

12. Donor support has been instrumental in creating a strategy for the NSS. Long-term technical assistance contributed substantially to the development of the SMP, although it is clearly owned by the NIS and is very effective at setting out sensible priorities for the NIS. However, this document is less effective in addressing the needs and coordination of the NSS as a whole, and it is not clear to what extent the ownership of the document extends much beyond the NIS. Donor support has been less effective in contributing to broader inclusion of the needs of statistical users in the strategy.

13. Similarly, external technical assistance has been effective in supporting changes to statistical governance – the 2005 statistics law and decrees, and the creation of the SAC and the SCC. These changes have led to a higher status for the NIS within the government, which has improved response in data collection exercises from citizens and from government institutions, and to some extent coordination across the

NSS. The full effects of these changes are not yet clear. One concern is that the SAC and the SCC, which are largely composed of ministerial representatives, will struggle to exercise effective oversight of the NSS without compromising the NSS' autonomy from politicians.

14. There is some evidence of an increasing results focus in the government. For example, the government reacted very strongly to new inflation figures following the rebasing of CPI that showed substantial increases in inflation. It is not clear that this is related to donor actions – perhaps more encouragingly, this may have been related to upcoming elections. The exact reaction of the government may not have been positive – alleged to involve attempting to suppress figures – but the widespread notoriety of the inflation figures is an encouraging indication that statistics are gaining importance in Cambodia. Donors could certainly act further to support a results focus in government.

Efficiency

15. Efficiency is typically a difficult concept to measure without detailed research, and this is beyond the scope of this study. Efficiency in statistical support has proved to be one of the more difficult issues to measure, as standard costs for statistical activities are not available. However, there is evidence of inefficient support to the extent that:

- Projects attempting to build capacity instead focus on producing statistical outputs without sufficient attention being raised to transferring skills
- Projects overlap, with two parallel support projects on, for instance, IT or training
- Expensive equipment was bought on a donor-financed project and never installed
- In education statistics, for example, parallel data collections have been carried out in schools.

Impact

16. There is evidence of positive impact of donor support. In addition to what has been already discussed above, support has had a positive impact on the status and confidence of the NIS, and in raising the awareness of statistics among influential individuals in the Cambodian polity. On the other hand, one negative impact, is the salary supplementation paid by donors, this risks distorting of NSS priorities, and raises some sustainability issues.

Sustainability

17. Sustainability of support has been mixed. Sustainability has been positive in the areas of training, data collection techniques, in infrastructure investment, in governance and strategy, and in data outputs. Support has been able to create fixed assets that require only maintenance (and the sustainability of this is not clear). Training and on-the-job learning has created lasting skills in data collection techniques and in management. Support to infrastructure has provided the NIS with a new Data User Service Centre, vehicles, buildings, and computers, which improve the effectiveness of NIS operations. Support to governance and strategy have generated laws, institutions, and strategy documents that have an enduring effectiveness. The emphasis on the production of data has generated useful data that can be used by various different groups, although data can quickly become outdated and regular updates are required.

18. However, in other areas, sustainability has been less impressive. Where donor financial support has been withdrawn, series are often discontinued because the government has not replaced the funding and the donor had no exit strategy providing for this. For example, when the Asian Development Bank ended its very important funding of economic statistics, several series, such as the Producer Price Index, were discontinued and the SMP described economic statistics as being in disarray. Secondly, it is not clear how donors intend salary supplements to be sustainable management tools, or how these will be taken up by government. The interaction of these project-based supplements with the government-wide policy on the development of sector-level Merit Based Pay Initiatives is not clear. Finally, statistics producers in line ministries have not received much support yet. However, the organisation in tiers, from local to central levels, may be the basis of a more sustainable data collection system, based on administrative sources, provided that staff are trained and get adequate salaries.

Application of the principles of the Paris Declaration in the area of statistics

Ownership

19. Ownership is a difficult principle because there are different government agencies and other national institutions that could own the outputs of any statistics project, and donors frequently justify projects as nationally owned because the NIS agrees to them. However, this can be a poor guide because a) the NIS has incentives to accept donor support (as their staff gain from salary supplements or per diems), and b) key owners of many statistical products are users and higher-level government institutions. This is complicated because national use of statistics is undeveloped. Active users can be found in the education and health sectors.

20. The NIS shows relatively strong ownership of many statistical products, but this is less pronounced elsewhere in government. The means of production of statistics is however not wholly country owned, as the NIS is so heavily reliant on donor support. It is not clear that all partners respect the statistical master plan, or that their priorities correspond with those of Cambodia. In addition there are a number of statistical products that have limited NIS involvement in some of the key statistical processes. These projects lack full national ownership but have great value in making international comparisons. These include CamInfo and the Cambodian Demographic and Health Survey, though United Nations Children's Fund (UNICEF) report that attempts are being made to increase national ownership of CamInfo.

Alignment

21. Alignment is complicated when, as before the SMP in 2005 and its 2007 update, there was no explicit strategy around which to align. Donors have proved quite poor at aligning with Cambodian statistical priorities or procedures, and have favoured a project based approach driven by largely external needs. Even after the agreement of the SMP, some donors have continued to support projects which are not included in the plan.

Harmonisation

22. Donors have not found it easy to harmonise around statistics in Cambodia. This is largely due to the failure to perceive statistics as a sector. In addition to this, donors have different perceptions of what a programme-based approach could look like (with some fearing that pooled funds are necessary), and many believe they are unlikely to be unable to harmonise their financial arrangements (often for internal legal reasons).

Managing for Results

23. There has been some development of results-based management that has been facilitated by the donors who have supported the development of NSDP monitoring indicators and Joint Monitoring Indicators to measure the progress of aid. This has in turn increased the demand for statistics. Demand is particularly strong in think-tanks close to the Prime Minister, such as the Supreme National Economic Council, and this may be an important driver of statistics in the future, although the institutionalisation of this demand is less clear.

24. Within the NIS, managing for results is complicated by the organisational structure and the different salary supplements offered to staff.

Mutual accountability

25. In the case of support to statistical capacity building, both donors and recipient institutions have occasionally reneged on commitments (e.g. to fund at a particular time, or to organise training), but there have been no obvious repercussions.

Conclusion

26. Support to statistical capacity building in Cambodia has tended, along with support to SCB elsewhere in the world, to focus on technical support to the statistics office. In Cambodia, this has been particularly focused on data collection, and this creates the impression that the primary goal of support has been to generate data rather than to build capacity. In any case, as a result, the principal outcome of the support has been statistical products rather than statistical capacity, except in terms of data collection capabilities, where significant capacity has been built as a result of donor support. These products are clearly useful, and may contribute to mobilising demand for statistics within Cambodia. Moreover, there is a rationale for starting with data collection, entry and management: analysis needs data and analytical skills take longer to be built in parallel. However, the thesis that statistical supply generates statistical demand is unproven in Cambodia, and evidence from elsewhere suggests that it may prove to be false. Donors and the NIS need to work to change the emphasis of support away from data collection.

27. Support that seeks to build statistical capacity in Cambodia could more usefully focus on data analysis on the technical side, on other elements of the statistical system, and on higher level activities, such as management and governance. These areas have been relatively under-supported until now.

28. The Paris Declaration principles seem to be useful tools for improving the effectiveness of support to statistical capacity building. On the one hand, attempts to apply the Paris Declaration at a national level have increased the demand for statistics through the inculcation of a results focus and the increase in importance of the NSDP monitoring indicators. Much work remains to be done here, however. On the other hand, applying the principles of alignment and harmonisation to support to statistical capacity building seems very likely to improve the quality of the support in terms of its relevance, effectiveness, efficiency, and impact. Ownership, however, is a more difficult concept to apply in statistics and easy to misuse in justifying projects that do not serve the needs of the NSS and Cambodia as a whole.

2.1 The Cambodia Context

2.1.1 Cambodia

29. Cambodia is among the poorer of the Southeast Asian countries. In 2004, an estimated 35% of its 14.4 million people lived below the national poverty line.[10] This represents a decline in poverty of perhaps 10% points in the last 15 years, although data are not precisely comparable as data collection methods have changed. The population is growing at around 1.8% per year. The country is recovering from a severe and protracted civil war, whose immediate symptoms continued far beyond the Paris peace settlement in 1992. Cambodia is classified as a 'Fragile State', on the basis of the commonly used proxy of countries appearing in the bottom two fifths of the World Bank's Country Policy and Institutional Assessment, at least once between 1998 and 2003.[11] Conflict and extremely poor governance resulted in the death of perhaps a quarter of the population, particularly during the Democratic Kampuchea (or Khmer Rouge) period. The conflict also contributed to the destruction of many institutions, which are slowly being rebuilt, though confidence in many state institutions remains rather low. Conflict has also generated a legacy of disadvantaged and disabled population groups. One in every 250 Cambodians is disabled, and one in 384 is an amputee, the highest rate in the world.[12]

30. According to the 2007/08 Human Development Index (HDI), Cambodia ranks 131st, qualifying as a country of 'Medium Human Development'.[13] From the same source, life expectancy at birth is 58 years, the adult literacy rate is 73.6%, the combined gross enrolment ratio is 60%, and Gross Domestic Product (GDP) per capita at PPP (purchasing power parity) USD is 2,727. Annual GDP growth in Cambodia has been strong for some time, and is currently reported at 9.5%. Per capita GDP growth has also been reasonably strong and stable. Around 95% of the economy is dollarised, rendering the role of the Cambodian currency – the riel – relatively insignificant. Industry has tended to drive growth, with its share of the economy increasing and agriculture's share declining. As of 2004, agriculture continued to have a slightly greater share of GDP than industry (around 32% compared to 27%) with services representing the largest share with 36% (2006 Cambodia Agriculture Development Report).

31. Cambodia's performance against the Millennium Development Goal (MDG) targets has been mixed. The MDGs have been incorporated into the indicators for monitoring the National Strategic Development Plan (NSDP). The 2005 progress report suggests that Cambodia is off-track on the indicators for 'Poverty and Hunger' and 'Universal Primary Education'. However, Cambodia is on track to meet all 'Child Mortality' indicators for which data are available. The available data on indicators for other targets shows mixed progress.

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10 http://www.caminfo.org/Poverty%20headcount%20index%20(%25%20of%20population%20below%20the%20national%20poverty%20line),%202004%20-%20Graph.xls, accessed April 2008.

11 http://www.dfid.gov.uk/mdg/aid-effectiveness/fragile-states.asp, accessed April 2008.

12 http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/EASTASIAPACIFICEXT/CAMBODIAEXTN/0,,menuPK:293865~pagePK:141132~piPK:141107~theSitePK:293856,00.html, accessed April 2008.

13 http://hdrstats.undp.org/countries/country_fact_sheets/cty_fs_KHM.html, accessed April 2008.

32. Development partners are significant in Cambodia. There is very little budget support in Cambodia (and there was none until 2006), as donors prefer to channel support through projects. This complicates an assessment of the relative significance of donor assistance. Nevertheless, the 2006 Survey on Monitoring the Paris Declaration estimates net Official Development Assistance at USD 470 million, which is around 8% of GDP, and around half the government budget. Precise estimates are difficult to make, given some uncertainty around both aid and budget figures.

33. Cambodian statistics are coordinated by the National Institute of Statistics, a department in the Ministry of Planning. External support constitutes around 85% of the NIS' budget, and takes the form of training, equipment and facilities, technical assistance, study tours, salary supplements, grants, and so on.

2.1.2 The political regime and democratic process

34. Cambodia suffered over two decades of horrendous civil war and instability from 1970, ending in most of the country in 1992 (although some parts continued to be affected by political conflict through to 1998). The Royal Government of Cambodia (RGC) was formed in 1993 as a multiparty democracy within a constitutional monarchy presided over by King Sihanouk. After the 1993 elections, Prince Ranariddh and Hun Sen became first and second Prime Ministers, as Prince Ranariddh's FUNCINPEC party led a coalition that included Hun Sen's Cambodian People's Party (CPP). Factional fighting and political violence led to FUNCINPEC leaders briefly leaving Cambodia in 1997. The CPP won the 1998 and 2003 elections and has continued in a coalition as senior partner with FUNCINPEC. In 2003/04, there was a political stalemate as no party secured the majority required to form a government.

35. The incumbent CPP/FUNCINPEC coalition continued until a controversial amendment to the constitution made by the National Assembly allowed them to vote on a new government. This amendment was considered unconstitutional by many observers, and the vote was boycotted by the opposition - the Sam Rainsy Party. In February 2005, the political climate deteriorated as the National Assembly rescinded the parliamentary immunity of three opposition politicians, including SRP leader Sam Rainsy, who left Cambodia. After deteriorating further in January 2006, the climate improved when Prime Minister Hun Sen released political detainees and allowed Sam Rainsy to return to Cambodia. The next national elections are in July 2008.

36. The political economy of development in Cambodia has been analysed in a number of studies (e.g. Hughes 2003; Hughes and Conway 2004; Heder 2005). Here, we draw on the DfID-funded "politics of pro-poor policy change" study (Hughes and Conway 2004). Although now slightly out of date, this study provides insights into the constitution of the Cambodian polity and the possibilities for policy change. This is relevant to support to statistical capacity building, because of the links between attempts to improve the availability of timely, reliable statistics and a wider governance context that determines the level of demand for such statistics as the basis for policy formulation and accountability. The study attempts to steer between two views of Cambodia. The first asserts that external influences – including colonialism, Cold War geo-politics, and Cambodia's current array of powerful neighbours – have largely determined modern Cambodian history. The second focuses on long-term historical forces internal to Cambodian society and emphasises "a discourse of power which is profoundly incompatible with the principles of democracy or human rights [and] a weakness of formal state institutions vis-à-vis informal patronage networks," (2003: vii). The authors argue (p. vii) that "both perspectives have some validity, but neither can provide a complete explanation."

37. A number of themes that are developed in this analysis are very relevant to the present study. These will be merely listed here (at the risk of appearing brusque or misrepresenting Hughes and Conway, and bearing in mind that this analysis is now 5 years old. Readers are referred to the original document for clarifications):

- Contemporary behaviour reflects attitudes shaped during the process of rebuilding the state in the 1980s after the Democratic Kampuchea/Khmer Rouge regime, under conditions of civil war, resource scarcity, international isolation and destroyed institutions.
- The culture and incentives shaping officials' behaviour tend to prioritise loyalty (largely organised through personal allegiance and informal resource flows, the most important of which are organised through the Cambodian People's Party and the Armed Forces) over efficiency, and to promote opportunities for rent-seeking. The ubiquity of state officials in these networks is largely explained by their very low salaries.
- The National Assembly has been largely unsuccessful in exercising vigorous oversight of the executive. The political fortunes of ministries depend heavily upon personal relationships within the senior political leadership and the ability to generate resources: the degree of political support and public resources received by a ministry appears to depend heavily on the opportunities it presents for rent-seeking.
- Donors have been pushing public sector reform and rationalisation of policy-making (2003: viii). The government's response seems largely directed towards preserving the freedom to facilitate rent-seeking by retaining discretion in decision-making. A notable exception has been the introduction, since the end of 2004, of a broad-ranging programme for reform of public financial management.
- Government officials tend to cite a lack of state technical capacity as the primary issue constraining poverty reduction. They perceive essential responses as increased training of their own staff and access to high-tech solutions and greater funds, particularly for staff pay. However, in a point not captured in the 2004 study, donor efforts to promote cross-government approaches to raising salaries that aim at rationalising multiple donor-financed project-based salary supplements have often been resisted.
- Pro-poor policies emanating from government are often reactive and populist, and only weakly based on evidence, analysis or strategic pro-poor thinking. Provincial-level projects are rare. Pro-poor policies formulated by donors and sector ministry technical officers often struggle in the implementation phase.
- Uncoordinated aid has on occasion exacerbated forces created by informal networks within and across ministries.
- Civil society has not traditionally been strong in Cambodia, but some large NGOs have emerged, which are particularly effective in collecting information, promoting public awareness, and conducting consultation exercises.

38. Taken together, these observations suggest some structural obstacles to the development of a results basis for policy and management in Cambodia. To the extent that these 2003 conclusions are still valid, state policy is shaped as much by uncritical populism or attempts to preserve personal allegiances as it is by serious analysis of statistics. With some notable exceptions, it appears that donors have not been particularly successful in accelerating the development of a results basis for management in Cambodia and have, on occasion, contributed to forces militating against results based management through uncoordinated aid.

2.1.2.1 Cambodia Governance Indicators

39. This section summarises subjective governance indicators from different institutions: Freedom House, Transparency International, Polity IV, and The World Bank. It will come as no surprise after the above analysis that Cambodia is generally scored as 'Not Free' and highly corrupt. Since 2002 Cambodia has had fairly static or declining governance indicators, with a very low level of democracy and freedom, although there were improvements between 1992 and 2000 as the civil war drew to a close. 'Rule of Law' and 'Control of Corruption', indicators in the World Bank Governance Indicators database, appear as very significant governance problems in Cambodia.

40. Freedom House scores nations on Political Rights (reflecting free and fair elections, freedom of political organisation, significant opposition, freedom from domination by powerful groups, and autonomy or political inclusion of minority groups), Civil Liberties (reflecting freedom of expression or belief, freedom of association and organisational rights, rule of law and human rights, and personal autonomy and economic rights), and Press Freedom (which reflects media objectivity and freedom of expression). Ratings are determined by in-house expert opinion. The Freedom House 2008 survey of world freedom scores Cambodia 6 out of 7 on political rights and 5 out of 7 on civil liberties (with 1 most free and 7 least free), denoting Cambodia as 'Not Free'.[14] These scores have been static since 2001/02, and were slightly worse before that. Until 2007, Freedom House's measure of press freedom scored Cambodia's media as 'Not Free'. In 2007, this rating was improved to 'Partially Free', reflecting the decriminalisation of defamation in May 2006 and a reduction in the harassment of journalists. The press are vigorous in their scrutiny of the government. However, harassment and threats to journalists continue to be reported.

41. Transparency International, a non governmental organisation (NGO), has commissioned a Corruption Perceptions Index that reflects perceptions of corruption by business people and country analysts, scoring countries 0-10 (highly corrupt to highly clean). Cambodia ranks 162 out of 179 countries, scoring 2.0 in 2007.[15]

42. The University of Maryland's Polity IV dataset scores countries on Democracy, Autocracy, and Polity. Democracy represents the general openness of political institutions, where 0 is low and 10 is high. Autocracy is the general 'closedness' of political institutions, where 0 is low and 10 is high. Polity is constructed by subtracting the autocracy score from the democracy. Cambodia in 2006 (the last year for which data are available) scored 2, 3, and 1 respectively.[16] These indicators had not changed since 2005.

43. The World Bank Governance Indicators, which aggregate several indicators to produce scores on different elements of governance, suggest that Cambodia's governance environment, with the exception of political stability, has been declining in the last 6 years, and indicate the generally low level of governance in Cambodia. The indicators rank countries on 6 indicators between 1996 and 2006: i) Voice and Accountability; ii) Political Stability and Lack of Violence/Terrorism; iii) Government Effectiveness; iv) Regulatory Quality; v) Rule of Law; and vi) Control of Corruption.[17]

[14] Downloaded from http://www.freedomhouse.org/template.cfm?page=395, April 2008.

[15] http://www.transparency.org/policy_research/surveys_indices/cpi/2007, accessed April 2008.

[16] Available at http://www.systemicpeace.org/polity/polity06.htm#asia, accessed April 2008.

[17] Downloaded from http://info.worldbank.org/governance/wgi2007/sc_chart.asp#, April 2008.

44. Cambodia is in the bottom 30% of countries on all indicators. Most indicators were very poor and worse in 1996 than today, but most improved to 2000 or 2002 and then subsequently have declined. Cambodia scores significantly better on Political Stability and Regulatory Quality than on other indicators, and both are around the 30% mark. Political Stability has improved significantly since 1996, when Cambodia was in the bottom 10% of countries on this indicator, and the final stages of civil war continued. Cambodia scores much worse on Rule of Law and Control of Corruption than on other indicators, and Cambodia remains in the bottom 10-12% of countries on these indicators.

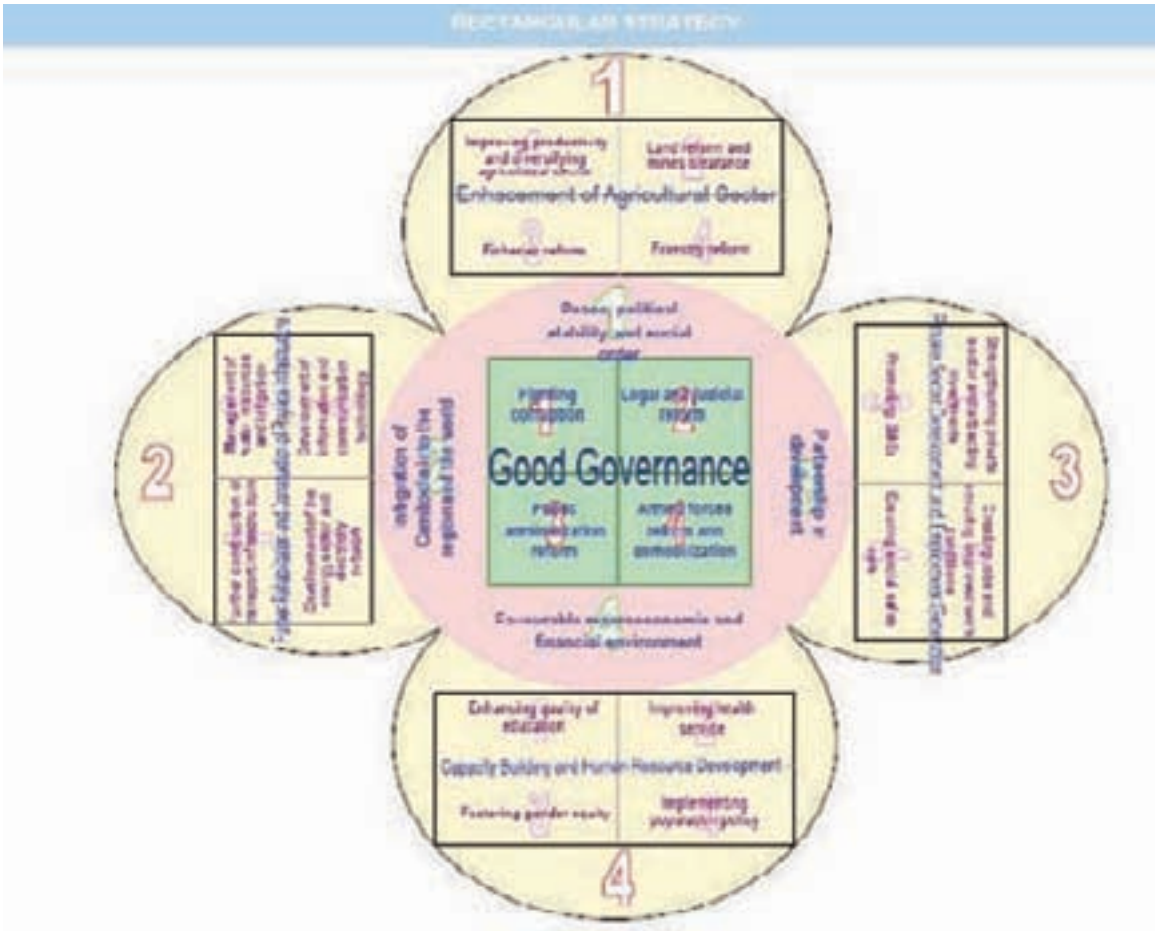
2.1.3 The National Strategic Development Plan

45. This section briefly explores the key development plans in Cambodia and highlights some preliminary findings on their relationship with statistics on the one hand and the aid process on the other. The key planning document is the National Strategic Development Plan (NSDP 2006-2010), which was finalised in January 2006 and approved in May 2006. The Statistical Master Plan (SMP), the NIS' strategic plan that sets out its statistical priorities, was finalised in October 2005. Despite this sequencing, the SMP is heavily driven by NSDP priorities, and has been formulated as an organic document that can be updated.

2.1.3.1 The plan development process

46. Cambodia has had three iterations of Poverty Reduction Strategy Papers (PRSPs). The first was an interim PRSP in 2000, the second covered 2003-2005, and the third, the National Strategic Development Plan (NSDP), 2006-2010. The NSDP was finalised and approved by the Council of Ministers in January 2006 and approved by the National Assembly in May 2006. It follows previous strategies, including the Second Socio-Economic Development Plan 2001-2005 and the National Poverty Reduction Strategy 2003-2005. The NSDP incorporates the Cambodian Millennium Development Goals that were formulated in 2003 and updated in 2005. It builds on the 'Rectangular Strategy' articulated in 2004, which emphasised good governance to achieve four sub-goals: 1) Peace, political stability and social order; 2) Integration of Cambodia into the region and world; 3) Partnership in development; and 4) Favourable macroeconomic environment (see Figure 2.2). The NSDP contains "RGC's priority goals and strategies to reduce poverty rapidly, and to achieve other Cambodian MDGs and socio-economic development goals for the benefit of all Cambodians," (NSDP: vi).

Figure 2.2 The Rectangular Strategy of the Royal Government of Cambodia



47. Several features of the NSDP are important for the present study. First, the NSDP relates to Paris Declaration principles. It is explicitly designed to "align sector strategies and planning cycles to overall long term vision, as well as guide external development partners to align and harmonise their efforts towards better aid effectiveness and higher 'net resources' transfer," (NSDP: vi). The NSDP should therefore lead to improved adherence to Paris Declaration principles, and this improvement was noted in many of the consultants' interviews.

48. Second, the NSDP is results-focused: "it has been developed through wide-ranging consultations focused on "results"," (NSDP: vi). The results-basis for the NSDP is emphasised throughout the document. "Orderly progress…demands prioritisation of clear goals and measurable targets…. NSDP will therefore focus attention on achieving at the national level some high priority, strategic and macro-goals and core targets (indicators) with poverty alleviation at the top…. Sub-goals and disaggregated and detailed targets and plans to achieve them will be spelt out in greater precision in sectoral and sub-national plans," (NSDP: ix-x).

49. Third, the NSDP is a major development in Cambodian planning because, for the first time in modern Cambodia, there is a single agreed development plan. Previously, the National Poverty Reduction Strategy and the Socio-Economic Development Plan ran in parallel and overlapped, and Millennium Development Goal monitoring was a separate process from the monitoring of these two plans. Each strategy and set of monitoring indicators had both slightly different institutional homes in government and different sets of donors giving support. This duplication clearly

generated constraints to efficiency and to the harmonisation of donor support. The NSDP has to some extent relaxed those constraints, and this can in part be seen as a result of donors improving their efforts to harmonise. As the Joint Staff Advisory Note (JSAN) on the NSDP (page 3) argues, "the NSDP constitutes a significant step forward in terms of government ownership diagnostics and results framework. There is now just one national strategy rather than, as before, two or three."

50. Fourth, in keeping with a public financial management system in Cambodia that has currently very weak links from policy to budget, the NSDP is not clearly linked with budgets. Although "the NSDP has considerably more government ownership than previous documents, and more potential to broaden and deepen this ownership over time," (JSAN 2006: 4), the JSAN notes that ownership is currently uneven across the government. This perception of unevenness was borne out by the consultants' visit. Within the government, primary responsibility for the NSDP is in the General Directorate of Planning in the Ministry of Planning.[18] The consultants' visit found evidence to support the JSAN's assertion that "ownership is strongest in the Secretariat that led NSDP preparation, and more broadly in the Ministry of Planning [MoP] that chaired the Secretariat," and that the Ministry of Economy and Finance (MEF) is less substantially involved. Since the MEF has budgetary responsibility and the MoP does not (aside from the poorly prioritised and ineffective Public Investment Programme), this uneven ownership has significant implications for actual adherence to NSDP strategy. The World Bank Aid Effectiveness Profile of Cambodia (November 2006: 4) notes that " aligning the annual budget, the Public Investment Programme and the Medium Term Expenditure Framework to medium-term strategic priorities remains a key implementation challenge."

51. Fifth, the NSDP seems poorly linked to statistical production. The World Bank Aid Effectiveness Profile (World Bank 2006: 12) describes the RGC's/MoP's outline for monitoring the NSDP:

> *"Development partners within the "core group" of the Technical Working Group on Planning and Poverty Reduction have provided initial comments on this framework, including at the Government-Donor Coordination Committee. It is proposed that the MOP will be responsible for preparing Annual Progress Reviews of NSDP implementation, which will summarise the findings from NSDP M&E for the annual CG partnership exercise. Key line ministries along with concerned Technical Working Groups will be working closely with the MOP to ensure the effectiveness of NSDP implementation. Forty-three core indicators (including 28 CMDG indicators) for monitoring the NSDP have already been identified in the NSDP and have been included in a Results Matrix of the monitoring framework. Data on input and output indicators will be mostly collected through administrative systems, while policy/program evaluation will be based primarily on relevant periodic surveys. Data to monitor the core indicators will also be collected through surveys (such as the proposed annual Cambodia Socio-Economic Survey) conducted by the National Institute of Statistics under its Statistical Master Plan."*

52. This seems neatly set out. However, the NSDP is not strongly prescriptive: the line ministries have some latitude in the formulation of their plans. This is not undesirable, but has implications for the centrality of the NSDP in the policy monitoring process. This flexibility may be because the NSDP poverty diagnostics are quite brief, although balanced. The brevity of these diagnostics is attributable to the timetabling of the major statistical output on poverty: the Cambodian Socio-Economic Survey (CSES). For reasons that are not entirely clear to the consultants, the CSES

[18] The MoP is divided into two: the General Directorate of Planning and the National Institute of Statistics. Although these institutions are in the same ministry, coordination between them could be improved (see below).

and the NSDP were scheduled such that the NSDP Secretariat had summary poverty data only 6 months before the NSDP had to be finalised, and 3 months before a draft had to be submitted for review. This largely precluded any detailed analysis. Likely explanations for this scheduling include:

- poor institutional cooperation between the NIS and the NSDP Secretariat; or
- a failure to realise that the CSES analyses would be critical for the preparation of the NSDP; or
- the NSDP planning process being a low priority for the schedulers of the CSES.

This scheduling problem was repeated in the Mid-Term Review of the NSDP. Reviewers noted that the census results would not be ready in time for the review, which must be submitted to the Council of Ministers in September and October 2008.

53. Sixth, the role of the NSDP – and the General Directorate of Planning more broadly – in policymaking may not be central. The consultants' interviews suggest that major shifts in the policy of the RGC principally emanate not from the Ministry of Planning but from the Prime Minister and Council of Ministers and from think tanks connected to them (the Observatoire Social et Economique (OBSES)), and the Ministry of Economy and Finance (the Supreme National Economic Council (SNEC)). Our impression was that statistical analyses by individuals in these institutions tend to play a greater role in the production and evaluation of policy than statistical analyses in the General Directorate of Planning.

54. Taken together with the brief analysis of governance above, and with interviews conducted by the consultants, a tentative conclusion is that the NSDP may not be as well integrated into decision-making processes within the Royal Government of Cambodia as donors would wish. This is evidenced by the location of primary responsibility for the NSDP in the Ministry of Planning but budget responsibility in the Ministry of Economy and Finance; and by the lack of coordination between key statistical sources required for analytical planning and the NSDP itself.

2.1.4 The Paris Declaration and Aid Effectiveness in Cambodia

55. This section moves beyond specific plans to examine the aid architecture and the adherence to Paris Declaration principles in general in Cambodia. There are several documents on this subject and this brief summary may not do justice to them all. The key sources are *2006 Survey on Monitoring the Paris Declaration, Cambodia Country Chapter* (OECD 2007); *2008 Survey on Monitoring the Paris Declaration, Cambodia Country Chapter* (provided to consultants); *The Aid Effectiveness Profile* (World Bank 2006); *Declaration by the Royal Government of Cambodia and Development Partners on Enhancing Aid Effectiveness 2006; What structures and processes are emerging at country level to support a more effective and accountable development partnership?* (Cox 2006); *Aid Effectiveness and Aid Coordination in Cambodia: Stakeholder Perceptions* (Blunt and Moul 2005); *A Framework for support to NSDP monitoring in Cambodia* (United Nations); and a selection of documents available on http://www.cdc-crdb.gov.kh/aid-management-documents.html.

56. There is a quite complex but reasonably clear structure for the overall aid architecture in Cambodia. A key mechanism for country-level coordination between the Cambodian government and development partners is the Government Donor Coordination Committee (GDCC) and Technical Working Groups (TWGs) structure. The GDCC which is chaired by the Minister of Economy and Finance is the primary policy dialogue forum and meets quarterly. The GDCC oversees 19 Technical

Working Groups (TWGs) which are responsible for strategy development and coordination in specific sectors and thematic areas. The GDCC sets priorities, offers policy guidance to TWGs, and reviews progress and challenges in key sectors and policy reform areas. Secretariat support is provided by the Council for the Development of Cambodia (CDC), the government body responsible for overall aid management and coordination. High-level consultations between the government and development partners take place at the Cambodian Development Cooperation Forum (CDCF) organised every 18 months. The management of TWGs places strong demands on ministries and donors, and, as a result, the quality of TWGs inevitably varies.

57. Each TWG is chaired (or co-chaired) by a representative(s) of the Cambodian government, and has one or two lead donor facilitator(s). TWG members are representatives of relevant government ministries, development partners, and NGOs. Each TWG has a Secretariat, staffed by the key ministry, which coordinates the TWG and any TWG sub-groups that are formed on cross-cutting or technical issues. The key TWG for statistics is Planning & Poverty Reduction, chaired by the Secretary of State for the Ministry of Planning, with the UN and the World Bank as lead donor facilitators.

58. TWGs are also responsible for establishing and monitoring of the Joint Monitoring Indicators (JMIs). These indicators are designed to measure the progress of the RGC and the overall aid architecture in achieving development goals. Most JMIs are largely 'process' based and are separate to other MDG or NSDP indicators. These include the approval of the Ministry of Planning Strategic Plan and implementation with coordinated external development partner (EDP) support, or the implementation of various agreements.

59. A few JMIs are outcome based and overlap more with the NSDP monitoring indicators. These include increasing the net enrolment rate in primary school. The JMIs do not, therefore, create significant additional statistical requirements. Some donors perceive that they require more development, but that they are nonetheless important in the aid coordination process and are a basis of a performance assessment framework for budget support in three key reform areas (public financial management, private sector development, and land and natural resource management).

60. The *Declaration by the Royal Government of Cambodia and Development Partners on Enhancing Aid Effectiveness 2006* sets out key actions for improving aid that will be undertaken by the RGC and the development partners (though it is not a legally binding document). The key RGC commitments (for the present purposes) include commitments to:

- Develop an NSDP monitoring framework and carry out an annual review of the NSDP implementation;
- Develop and adopt sector plans within the NSDP framework;
- Align the national budget to support the implementation of the NSDP through the Public Investment Programme;
- Strengthen ownership and leadership in coordinating aid;
- Lead efforts to promote long-term capacity development;
- Make effective use of information from annual reviews of the NSDP to manage for results by reprioritising and reallocating available development resources, linking priorities to budget processes, to achieve targeted development results;
- Undertake the necessary reforms to enhance transparency and accountability in the use of available development cooperation resources.

61. Key development partner commitments include commitments to:

- Respect RGC ownership and leadership of its development management processes, and to provide coordinated support to strengthen institutional and human capacity of ministries and agencies to achieve NSDP targets;
- Base overall support on NSDP priorities;
- Provide coordinated support;
- Avoid the creation of new parallel structures;
- Develop and adopt to the maximum extent possible shared analyses and monitoring frameworks;
- Increase the proportion of development cooperation programmes through… Programme Based Approaches;
- Make planning and delivery of assistance more transparent.

62. The formulation of agreements on effective aid is an important issue in Cambodia because total external assistance is approximately the size of the government budget. In 2006, net Overseas Development Assistance (ODA) was about USD709 million and accounted for 8% of GNI. The largest reported donors (in order) were Japan (disbursing USD104 million for the government in 2007), China, the World Bank, the Asian Development Bank, and the United Nations (disbursing USD 38 million in 2007).[19] Development partners remain concerned about the fiduciary risks attached to budget support, although experiments with budget support were begun in 2006/2007 and are attracting increasing attention. However, there are Sector Wide Approaches (SWAps) in education, health, decentralisation, public financial management, and private sector development.[20] In education and health, SWAps align behind sector strategies and working towards common management arrangements and greater use of the government system for planning and monitoring. Paris Declaration principles are therefore adopted by development partners in a pragmatic rather than dogmatic way: where there are concerns about the performance of the partner institution, Paris Declaration commitments aimed at increasing the autonomy of the partner institution may not always be fully respected.

63. There is a tendency in Cambodia for donors to support project-based approaches rather than programme-based approaches. According to the recent Paris Declaration survey, only 28% of ODA supports programme based approaches. Aid is also fragmented. Table 2.1indicates just one reported example of budget support, but 259 reported examples of free-standing technical cooperation.[21] However, with the signing of the Paris Declaration, and the perceived benefits of pooling funds to derive economies of scale in producing results, donors are trying to shift increasingly to programme-based approaches. However, there are factors retarding this process. Here, we briefly examine two government-specific and two donor-specific factors.

[19] Paris Declaration Country Chapter Final draft (August 2008). Downloaded August 2008 from http://www.cdc-crdb.gov.kh/aid-management-documents.html.

[20] According to World Bank (2006: 10). This list may have changed since then.

[21] This table is from the CDC database, which apparently needs further development and so is probably not yet appropriate as an entirely accurate catalogue of projects.

Table 2.1 Extract from Cambodia ODA database – On-going projects in April 2008 by type of assistance

Type of Assistance	Number of Projects
Free-Standing Technical Cooperation	
Total Free-Standing TC	259
International Experts	17
Investment/operational support & equipment	22
Other	237
Pre-Investment-Related Technical Cooperation	53
Investment Project/Programme	108
Budgetary Aid or Balance of Payment Support (in Cash)	1
Commodity Aid for Budgetary Support (in kind)	
Food Aid	
Emergency and Relief Assistance	5
(Not Reported)	18

Source: http://cdc.khmer.biz

64. The first government-specific factor is that the complexity of the Cambodian polity noted above complicates the choice of programme to support. For example, the Ministry of Planning has a strategic plan and the National Institute of Statistics (a Department of the Ministry of Planning) has a statistical master plan. Whilst the two documents are compatible, the statistical master plan contains far more detail on statistics than the strategic plan, and the existence of two overlapping but slightly different documents presents a problem for alignment.

65. Second, the Cambodian polity is fluid and subject to change. This is particularly the case around elections, as the above review indicates. The proximity of July 2008's national election creates reluctance on the part of many donors to take key strategic decisions.

66. The first donor-specific factor is that donors perceive disagreement amongst themselves on what a programme-based approach means and on how the Paris Declaration should be implemented. There is a concern amongst some donors (particularly those who do not wish to contribute to pooled funds) that other donors believe that a pooled fund (or budget support) is the only way of implementing a programme-based approach. Certainly, there appears some tension between those donors who see pooled funds as an objective and those who see pooled funds as one of a set of modalities in a programme-based approach, and this tension tends to decelerate the move towards programme-based approaches.

67. Second, there are suggestions that some donors' internal incentives are in tension with Paris Declaration principles. For example, there is a view that it is easier to be accountable to management (and eventually tax-payers or shareholders) in project-based approaches where discrete measures of cost-effectiveness and 'value for money' are easier to derive than in programme-based approaches where the relationship between inputs and outputs is more difficult to assess. The importance of delivering 'value for money' is perceived to be increasing, with a drive for 'results' and intensified media scrutiny of the development industry and its performance. This is not considered to be as easy to report on in a programme-based approach.

68. This analysis alludes to several forces ('value for money', media scrutiny, etc.) that tend to increase the demand for statistics, irrespective of the implementation of the Paris Declaration or the shift to programme-based approaches. However, this increasing demand is at present, in Cambodia, principally located amongst donors, rather than the RGC. The RGC in general (although clearly there is significant variation between ministries) does not yet appear to be articulating as clear a demand for statistics as its development partners. This is an indication that the 'Management by Results' principle of the Paris Declaration has not been fully implemented in Cambodia. These different levels of statistical demand are a source of potential difficulty for the long-term relevance of statistics produced by the Cambodian National Statistical System, to which we now turn.

2.1.5 Cambodia's statistical system

69. Cambodia NSS is a decentralized system with the main agency, the National Institute of Statistics, under the responsibility of the Ministry of Planning. This Ministry has two General Directorates: the NIS and the General Directorate of Planning. The NIS collects data from decentralized offices (at the level of 24 provinces and 185 districts) and from line ministries and the central bank (the National Bank of Cambodia or NBC). It also (and mainly) directly collects data through surveys and censuses. The trend is to increase the staff at the central level (from 40 to 283 in the 1992-2008 period) and decrease it at the local levels (from 450 to 378).

70. The NIS organisation chart shows four departments: General Statistics, Economic Statistics, Social Statistics and Demographic Statistics, Census and Survey. The NIS also includes a training unit. The organisational structure is currently under revision: there is duplication and missing services like ICT and analysis.

71. Departments are under the responsibility of both a Deputy Director General and a Department Director, there are also many Deputy Directors (4 or 5) at the level of the Departments. All qualified people (24 persons have a master degree) are at least Deputy Director. Heads of "Bureaus" (a level under Departments) are only responsible for data collection.

72. There has been a dramatic improvement in NIS, particularly in the last decade. It must be remembered that no qualified statistician, and no historical archives were left after the war, and a complete re-building of the system had to be carried out, including in particular a lot of training.

73. The government supported this re-building by regularly increasing NIS budget (more than doubled it in 2007, for the preparation of the Population Census – See Table 2.2).

Table 2.2 NIS development 1992-2008, summary information[22]

Srl. No.	Item	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
1	Central Staff (NIS)	40	40		111			130					191	210	225	260	283	282
2	Provincial Staff	450	450					400						367	375	376	378	378
3	With master degree (now at NIS)	0	0	0	0	0	0	1	4	4	4	8	9	9	13	17	20	24
4	With overseas diploma (at NIS)	0	0	1	2	4	6	8	10	10	10	10	10	8	8	8	8	8
5	With overseas short training course (<6months)	0	0	0	1	3	5	7	11	12	18	23	30	36	58	72	83	86
6	Participation in international workshop or study tours (integration)	0	0	0	2	2	3	10	4	9	14	16	31	25	61	83	101	38
7	***Number of Computers in use***																	
	- In NIS (incl. 2nd hand some not working)	0	10	15	20	30	30	70	70	70	75	75	90	90	143	177	270	300
	- In Provinces (Including 2nd hand some not working)	0	0	0	0	0	2	2	2	2	10	15	24	48	48	48	51	30
	- In District (2nd hand some not working)	0	0	0	0	0	0	0	0	0	0	0	0	185	185	185	185	0
	- In line ministries (given by NIS)												20	20	20	27	27	27
8	Government Budget (In '000 US$)*	180.0	190.0	200.0	210.0	220.0	237.4	244.4	245.8	298.1	314.7	427.3	435.4	440.0	500.0	580.0	1294.5	817.0
	Donors Budget* (In '000 US$ incl. consultants)	150.0	450.0	300.0	828.5	981.1	779.2	3048.4	696.5	1376.7	605.0	489.2	820.5	1300.0	1746.0	2800.0	4557.0	5779.0
	Total Budget (In '000 US$)	**330.0**	**640.0**	**500.0**	**1038.5**	**1201.1**	**1016.6**	**3292.8**	**942.3**	**1674.8**	**919.7**	**916.5**	**1255.9**	**1740.0**	**2246.0**	**3380.0**	**5851.5**	**6596.0**
9	Statistical Yearbook (Pages)	0	0	0	171	0	0	0	0	184	279	0	467		548	560		
10	**Number of Surveys**	**0**	**1**	**2**	**2**	**6**	**3**	**3**	**5**	**7**	**6**	**3**	**6**	**4**	**5**	**8**	**8**	**8**
	- Basic	0	1	1	1	5	2	2	4	6	4	1	4	2	3	5	5	5
	- Ad hoc	0	0	1	1	1	1	1	1	1	2	2	2	2	2	3	3	3

* In 2007, UNFPA and Germany: 1,225,236US$; JICA and Govt of Japan: 1,521,000US$; Sweden: 1,090,000US$; WB: 149,000US$; UNDP: 264,000US$; UNICEF: 170,000US$

* In 2007, Royal Government buys 30 cars for census in March 2008: 589,680US$

* In 2008 (Pop Census year): UNFPA and Germany: 2,301,000US$; JICA & Government of Japan: 1,855,000US$; Sweden: 1,561,000US$; WB: 34,000US$; UNICEF and GTZ: 49,000US$

[22] Source: Information provided by Mr San Sy Than, NIS DG, correct as of 28th April 2008.

74. From an institutional point of view, a new Statistics Law was voted in May 2005. A Sub-Decree on the Organization and Functioning of the National Statistical System followed in January 2007. A third one, on designated official statistics, is being prepared.

75. Two important consultation and coordination bodies were created by the Law: the Statistics Advisory Council, which constitutes a forum of stakeholders aiming at orienting the planning of statistics, and the Statistics Coordination Committee, a gathering of the producers of statistics. However, except for one member of SAC representing academia, all members of both bodies are governmental. There is no representative of the civil society or of the private sector.

76. According to the NIS website, SAC has met once since its official creation and SCC twice. A third meeting of SCC has not been reported yet. Given the weak statistical literacy in Cambodia, it will undoubtedly take some time for these entities to play their full role, but their role is sketched out. The minutes of the SAC meeting suggest a fairly generic discussion about the importance of statistics, and an agreement (apparently without discussion) on the Statistical Master Plan was the only recorded concrete outcome.[23] The minutes of the first SCC meeting suggest that it involved a general discussion that was rather dominated by the DG of the NIS, and two resident technical advisers. Minutes of the second meeting suggest more detailed discussion by the line ministries of the proposed sub-decree on Designated Official Statistics.

77. These agreements and laws strengthened the NIS, which is now in a position to help line ministries. For instance, the Ministries of Health and of Education have been helped in sampling; and the Ministry of Labour, itself recently created, has been helped in the creation of a statistical service from scratch. Delivering ICT capacity to line ministries has also been started by the NIS. However, methodological coordination such as common classifications, common methodologies, commonly defined indicators, etc. is only beginning.

Table 2.3 World Bank Statistical Capacity Indicators, Cambodia, 2004-2007[24]

	2004	2005	2006	2007
Overall	66	69	69	73
Statistical practice	50	60	70	70
Data collection	60	60	50	60
Indicator availability	87	87	87	90

78. The overall statistical capacity indicator used by the World Bank has greatly improved since 2004. It is above the average of 66 for all countries in WB database. This is the case for all sub-indicators except the "data collection" indicator, which is equal to the average.

79. This assessment rather puzzles the evaluators, especially when comparing Cambodia's situation with Niger. Even though Cambodia has accomplished a lot in

[23] http://www.stats.nis.gov.kh/sac/sac.htm, accessed April 2008, provides information on the SAC and SCC, and minutes of meetings.

[24] Source: http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:21021236~menuPK:1192714~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html

building its capacity since the end of the war, it has much further to go: many data gaps are still to be filled and data quality is poor in a number of sectors. Niger, on the other hand, scores worse (66 overall), but appears to the evaluators to have a much stronger statistical system.

80. Cambodia subscribed to the General Data Dissemination System (GDDS) of the International Monetary Fund (IMF) in 2001 and its metadata has been included in the Standard Dissemination Bulletin Board since March 2002.

81. Data quality has not yet been evaluated by the IMF. In its last country report (August 2007), statistical issues are summarized as: "*Despite significant shortcomings in some areas, core economic and financial data provided to the Fund are generally adequate for surveillance.*"

82. Examples of shortcomings were:

> *"Nevertheless, the quality of GDP estimates remains hampered by the lack of comprehensive and reliable sectoral information."*
>
> *"Compilation of the PPI has been discontinued owing to resource constraints."*

83. In 2005, NIS assessed its statistical capacity against Paris21 indicators at the following levels:

Table 2.4 Paris21 Statistical Capacity Building Indicators, Cambodia, 2005[25]

Section B: Data related indicators-	GDP	CPI	BOP	MFS	GFS	Popul -ation	Poverty	Health	Educa-tion
	(4: Observed; 3: Largely Observed; 2 Largely Non Observed; 1 Non Observed).								
0.Prerequisites:									
0.1 Collection of information and preservation of confidentiality guaranteed by law and effective	3	3	3	3	3	3	3	3	3
0.2 Effective coordination of statistics	3	3	3	3	2	3	3	2	3
0.3 Staff level and expertise adequacy	3	3	3	3	2	3	3	2	2
0.4 Buildings and equipment adequacy	3	3	3	3	3	3	3	2	2
0.5 Planning, monitoring and evaluation measures implemented	3	3	3	3	2	3	3	2	2
0.6 Organizational focus on quality	3	3	3	3	2	3	2	2	2
1. Integrity:									
1.1 Independence of statistical operations	3	3	2	2	2	3	2	2	2
1.2 Culture of professional and ethical standards	3	3	3	3	2	3	3	2	2
2. Methodological soundness:									
2.1 International/regional standards implemented	3	3	3	3	2	3	3	2	2
3. Accuracy and reliability:									
3.1 Adequacy of source data	2	3	2	3	2	3	3	2	2
3.2 Response monitoring	3	3	3	3	2	3	3	2	2
3.3 Validation of administrative data	3	3	2	3	3	3	2	2	2
3.4 Validation of intermediate and final outputs	3	3	3	3	3	3	3	2	2
4. Serviceability:									
4.1 User consultation	4	4	3	2	2	4	3	2	2
4.2 Timeliness of statistical outputs	4	4	3	3	2	3	2	2	3
4.3 Periodicity of statistical outputs	3	3	3	3	2	3	2	2	3
5, Accessibility:									
5.1 Clarity of dissemination	3	3	3	3	2	3	2	2	2
5.2 Updated metadata	3	3	3	2	2	3	2	2	2

84. According to the assessment made by NIS DG, the challenges faced by NIS in the forthcoming years are:

- the low number of qualified staff,
- methodologies not yet in conformity with international standards,
- the budget constraints,
- the low salaries,
- the weak local offices.

85. The list provided by the IMF Multi-sector Statistics Advisor in his 2003 assessment is much longer and seems still at issue, since 2007 and 2008 have been dedicated to the organisation of the population census.

- "Statistical activities being largely donor driven;
- An absence of statistical capacity in a number of ministries and institutions;

[25] Source: Statistical Master Plan

- Limited financial, computing and technical capacity for statistical activities in other ministries and institutions;
- Statistical activities being further decentralized within ministries;
- Statistics not being viewed as a desirable career by civil servants;
- Civil servants with low levels of statistical skills and few development options;
- Limited levels of statistical coordination, often resulting in duplication in data collection and the production of alternative measures of the same statistical aggregates;
- Inadequate protection of information provided by individual businesses and households;
- Low levels of cooperation by data providers, resulting in low response rates and poorer quality data being collected;
- Data user consultations being largely limited to donors and other data users within the sector for which statistics are being produced;
- Data sources not meeting the needs of national accountants and balance of payments statisticians;
- A general lack of quality assurance of statistical data and processes;
- Most sector statistics being subject to ministerial approval before release;
- Development of sector statistics that do not conform with national or international good practice or standards;
- Statistics that are generally not accurate or reliable;
- Significant gaps in data on key areas of economic, environment and social development;
- Generally poor timeliness and inadequate periodicity; and
- Most statistics and related metadata not being readily accessible by other government institutions and ministries or the public."

2.2 Support received by the National Institute of Statistics

2.2.1 Overview

86. The NIS has received support from several donors, entirely in the form of project-based support. Around 85% of the NIS budget is provided by donors. The projected budget for 2008, a census year, is USD 9.49 million, of which donors are due to commit USD 6.6 million. The Statistical Master Plan suggests that by 2015, donors should provide 0% of the budget, and the government commitment should increase to USD 4.2m (2015 is not a census year). Currently, this seems unlikely to occur, as donors anticipate continuing their support for some time.

87. This section will suggest that support to the NIS is significant given overall NIS resources, and as it is given in a variety of different ways it is hard to evaluate overall. It will explore some of the different sorts of support provided to the NIS, and then the support will be analysed using the DAC Evaluation Criteria and the Paris Declaration principles.

88. First, the support provided is important in the context of relatively low overall levels of funding to statistics in Cambodia. The SMP (page 3) notes that "most of the data collection, analysis, and dissemination activities [in the NIS] are dependent on external financing." As usual, it was not possible to derive total (government or donor) funding to statistics across all of the NIS and sector ministries. However, the data available at the NIS level indicate that the NIS' budget is not particularly high. Cambodia's total per capita spending on the NIS is similar to government per capita spending on statistics in other South East Asian countries, but the difference between government and total spending is not known, and Cambodia may require more resources to rebuild its institutions from a very low start.

89. The SMP laments the low levels of resources available to the NIS, finding that the total spending on statistics in Cambodia in 2005 was around USD 3.125 million, compared with government allocations of USD 11 million in Vietnam, USD 15 million in Thailand, and USD 30 million in Malaysia.[26] On this basis, Cambodia compares better when per capita rates of spending are considered: Cambodia total spending on statistics was USD 0.22 per capita; Vietnam's government spending on statistics was USD 0.13 per capita; and Thailand's government spending on statistics was USD 0.24 per capita. Malaysia's government spending on statistics, at USD 1.17 per capita, is the only country of those mentioned in the SMP that spends on statistics significantly above the per capita spending in Cambodia.[27] However, the comparison may be too blunt: the Cambodian NIS, like all Cambodian state institutions, is starting from a very weak position as a result of civil war, and may need additional resources to develop. Future work might determine the relative levels of efficiencies of statistical systems in South East Asia by comparing output with per capita expenditure.

90. Second, it is extremely difficult to evaluate support to the NIS because support has been given in various forms, simultaneously, by different donors. For instance, Sida have financed (and currently finance) a programme of 'institutional cooperation' (or twinning) between the NIS and Statistics Sweden. This involves three long-term resident technical assistants, various short-term technical assistants, training, study tours, IT support, and salary supplements, principally around the CSES. JICA also

[26] It is not know how much donors add to these totals in Thailand, Vietnam, and Malaysia, but total spending will almost certainly be higher than government spending.

[27] Population data for 2005 from http://esa.un.org/unpp/p2k0data.asp, accessed April 2008.

pursue a form of institutional cooperation, principally around the census, which is very similar but does not involve salary supplements. The projects' managers are aware of the others' existence and programme, but do not formally coordinate. There is therefore potential overlap, and it is hard to separate out the effects of projects on the capacity of the NIS overall.

91. Indeed, it is not easy to accomplish the simpler task of identifying all interventions in support of statistical capacity building in the NIS (let alone the wider statistical system). Table 2.5 provides details of projects according to the information gathered by Paris21 (and verified by the Cambodian NIS). It shows that in addition to JICA and Sida support, the NIS has received support from the World Bank, the IMF, UN agencies, and the ADB. This support can be quite complex technical assistance (TA) inputs, as Table 2.6, which shows IMF TA, shows.

Table 2.5 Support recently received for the strengthening of statistical capacities

Donors	Project name	Time span	Budget In USD	Source
WB TFSCB	Statistical Master Plan Finalization and Capacity Development	2005-2008	168,500	WB
Sweden-SIDA	Support to NIS for statistical data collection and poverty monitoring	2005-2007	2,500,000	WB
Japan	Project for improving official statistics in Cambodia	2006	360,113	CRS
Japan	Promoting of participation of Japanese citizen in statistics	2006	113,045	CRS
Japan	Statistical Capacity Building	2004-2006	1,318,896	CRS
Japan	Technical cooperation in statistics	2005-2006	642,121	CRS
World Bank	Building Capacity in National Surveys, Poverty Analysis and Monitoring	2004-2006	310,000	WB
UNDP	Capacity Development: National Statistical System	2003-2006	1,400,000	WB
UNICEF / GTZ	Development of CAMInfo database	2002-2005	300,000	UNICEF [28]
IMF/JOCV/DFID	Multi-sector Statistical Advisory Services	2002-2004 & 2005-2006	N/A	WB
UNFPA / SIDA / UNICEF / GTZ / WFP	Inter-censual Population Survey	2001-2005	N/A	WB
USAID / UNFPA / UNICEF / ADB	Demographic and health survey (DHS)	2004-2006	N/A	WB
UNESCO / SIDA	Education statistics	(Regular)	N/A	WB
WHO / UNICEF	Health statistics	(Regular)	N/A	WB
FAO / WFP / GTZ	Food security and nutritional status	N/A	N/A	WB
JICA/Sida/UNFPA/Germany	Population Census	2008	N/A	WB

Source: Paris 21 NSDS country sheets

[28] This figure was provided by UNICEF in response to a draft of this report that cited the figure of $1.4 million from the Paris21 Country sheets and from the 2007 Statistical Master Plan. There appears to be some confusion about the provenance of the $1.4 million figure.

Table 2.6 Technical assistance provided by the IMF May 2003-May 2007 (in person-months)

• Balance of payments compilation expert	March-May 2003; (3)
• Producer price statistics	July-August 2003; (1)
• Consumer price index	October 2003; (½)
• GFS follow-up	December 2003; (½)
• Multisector statistics advisor	January 2004; (6)
• Balance of payments statistics	March 2004 (½)
• Producer price statistics	June 2004 (½)
• Multisector statistics advisor	November 2004 – November 2007(36)
• Government finance statistics	April 2005 (½)
• Government finance statistics	February 2006 (½)

92. The entries in Table 2.5 cover only projects implemented since 2000. Details of further projects come from the SMP and from the consultants' visit.

- From 1992 to 1999 the Asian Development Bank was perhaps the most significant single donor. Table 2.10 indicates the significance of the ADB in supporting surveys in the NIS. Up to 2003, the ADB supported the drafting of the 1st Statistics Law; the reform of the NIS; the 1993 and 1996 Socio-Economic Survey of Cambodia; Establishment Surveys in 1993 and 1995; macro-economic and industry statistics; price surveys in Phnom Penh (1994-1996); Labour Force Surveys in 1997 (Phnom Penh), 1998 (Phnom Penh), 2000 (Phnom Penh and Cambodia) and 2001 (Cambodia); the Cambodian Agricultural Finance Survey (2002); and the collection of CPI price data in five provinces (2000-2003). They provided support through a range of modalities, including long-term and short-term TA and finance. The SMP reports that the ending of this support created serious problems in continuing economic statistics. However, the evaluators were neither able to meet with an ADB representative who knew about ADB support in this period nor able to find an evaluation of ADB support. This cooperation was revived in 2005 when the ADB sponsored training for 6 staff in the Philippines and short-term local training, and the ADB are currently involved in a large diagnostic exercise of the Cambodian National Statistical System, with a view to exploring new forms of support.
- The UNDP has also supported the NIS since 1992. The UNDP supported Establishment Surveys carried out in 1993, 1995, and 2000; the 1993 CSES; and the Labour Force Survey.
- UNFPA provided support to the Census in 1998, the latter with finance and 2 long-term technical assistants on the Census and on IT.
- UNFPA, JICA, and Germany are supporting the 2008 Census. The support is largely financial and only short-term technical assistance has been requested, from the same consultants who supported the 1998 Census.
- The World Bank supported the 1999 CSES with UNDP.
- UNICEF, UNFPA, and USAID supported the 2000 CDHS.
- UNFPA, ADB, USAID, DFID, UNICEF, and CDC supported the 2005 CDHS.
- JICA supports annual Establishment Surveys from 2007 and the preparation of the Establishment Census in 2011.
- Sida are supporting a project of institutional cooperation between the NIS and Statistics Sweden, focusing primarily on the CSES.
- UNICEF supported an Accident and Injury Survey in 2007, which was outside the SMP.

2.2.2 Analysis of support on the DAC Evaluation Criteria

2.2.2.1 Relevance

93. Under the DAC Evaluation Criteria, relevance is "The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor."[29] The relevance of support to the NIS can be questioned on two levels. First, are the activities undertaken in the programme of support relevant to the stated objectives of the programme? For example, if the support's stated objective is to build statistical capacity, do the activities undertaken build statistical capacity (or are they likely to)? Second, is the area of support given relevant to the needs of the Cambodian statistical system? For example, if support is given in the area of health statistics, is this what the Cambodian statistical system needs?

94. It is not possible to give a definitive answer to the first level of relevance because it has not been possible to evaluate specific examples of support to the NIS, and specific objectives and impacts of each project are therefore not clear. However, it is possible to make some preliminary remarks. Some support seems to have been explicitly designed to build capacity (this is, for instance, an explicit objective for each of JICA's TAs), and in many cases seemed to have done so. For example, the long-term technical assistance supplied by the United Nations Population Fund (UNFPA) for the 1998 census has reportedly created the capacity to perform and manage the data collection component of the census reasonably effectively with less TA in 2008. In another example, the long-term TA from various agencies (but particularly the IMF) was instrumental in the development of the 2005 Statistics legislation, which has led to various improvements in both the coordination and collection of statistics (see below for a greater exploration of the effectiveness of this support).

95. However, other support appears to have been designed in a far more instrumental way. The latter sort of 'instrumental' projects include some survey projects that do not attempt to build analytical capacity in the NIS (which is needed since collection capacity is relatively well developed); or short-term technical assistants who did not work closely with NIS staff to share knowledge.

96. There are several examples of short-term technical assistance to the NIS and to other data producers and users that did not attempt to transfer capacity – and did not transfer skills. A particularly worrying – though somewhat contested – example was in the development of a new base and methodology for the CPI by the NIS, supported by Statistics Sweden (and UNDP). This was necessary given the availability of updated socio-economic surveys and a very old base for the old series. However, the new series produced inflation figures that were around 10% higher than had previously been expected. This created significant concern for the government, as they were released shortly before an election, and they demanded an explanation for the changes and seem to have attempted to suppress the figures. To compound the problem however, it appeared that the NIS was not fully able to explain the new figures, since there had not been (some NIS staff felt) an effective transfer of the methodology used to develop the CPI. On the one hand, as pointed out by one interviewee in a donor agency, this could be a positive example of a results-focus from the government (though other interviewees point out that the reluctance of the Ministry of Finance to engage with the method or results should not be seen positively). On the other hand, however, this indicates that the support did not contribute to the NIS' capacity to produce, explain and justify statistics to the

[29] http://www.oecd.org/document/22/0,2340,en_2649_34435_2086550_1_1_1_1,00.html, accessed March 2008.

government. It should be noted that this negative perspective of this support is not universal in the NIS or amongst donors, and there are many who emphasise that Statistics Sweden's support to this rebasing was useful and positive.

97. On the second level – the relevance of support to the needs of the statistical system – the record is mixed. The Statistical Master Plan, although broadly positive about donor support to the NIS, is very blunt in its assessment of the relevance of much support. Financial and technical assistance from UNDP, UNFPA, World Bank, and bilateral donors has been, according to the SMP (3) "instrumental in developing and maintaining the socio-demographic programme of statistics for Cambodia. However, the development of socio-demographic programmes has been uneven and has been driven by the priorities of donor programmes, rather than the need to provide RGC with relevant and appropriate data for monitoring national programmes."

98. Support was not always given to key areas of national need. For example, support to capacity building for socio-demographic statistics has been much greater than for economic statistics, resulting in an unbalanced development at a stage when Cambodia's economy is changing very rapidly. One particularly striking example of an omission is the absence of an agricultural census. As noted above, agriculture constitutes an estimated 32% of Cambodia's economy, and was previously even more significant. However, the first agricultural census is only planned now, having been required by the statistics law. Another key example is the lack of funding and support for basic economic statistics, such as Establishment Surveys, which were neglected for several years and which are critical to the production of reliable headline economic data on GDP.

99. Moreover, in addition to some problems in the relevance of support, the consultants also found some lack of relevance in the stage of the statistical process that was supported. The evaluators found several instances across the statistics system where support had been given to collection or to dissemination, but where the quality of statistics were not verified. One example of this is the problems with the poverty estimates in the late 1990s, which were hard to use given changes in geographic sampling and the conduct of the surveys. At this stage of development in Cambodia's statistics the emphasis should have been on the quality of the results.

100. Finally, there seems to have been a bias towards large-scale survey-based collections rather than on supporting routine data, a bias supported by the government preference for survey support that provides *per diems* and other costs. This is noted in the SMP, which comments that "donors have tended to provide funding and technical assistance for large-scale statistical collections, most notably the 1998 population census." These large-scale collections are certainly useful in Cambodia and some (such as the census) are clearly country statistical priorities. However, others were perhaps "better suited to the priorities and policies" (using the DAC Evaluation Criteria language) of the donor than the recipient, because they rapidly produced data that were important to assessing progress on MDGs and other indicators, than developing capacity in statistical collection. The census provided a sampling frame and the basis for resource allocation in the country, but surveys may have contributed less to sustainable systems for producing data than some other types of support.

2.2.2.2 Effectiveness

101. Effectiveness in the DAC Evaluation Criteria is a "measure of the extent to which an aid activity attains its objectives." For the purposes of this review, we assume that support was intended to contribute to building statistical capacity. An overall assessment of effectiveness therefore examines whether statistical capacity has

been built, and asks what factors contributed to this building? This is a complex question because 'statistical capacity' is typically imprecisely defined and hard to measure, and because several changes in the Cambodian policy (not including support) affect the growth of statistical capacity. However, broadly speaking, statistical capacity at a national level describes the ability to produce and use quality statistics of national relevance (to citizens, government, and business), and to react to new needs, with minimal reliance on external actors' beneficence. This involves (at least):

- having available statistical technology appropriate to Cambodia (e.g. a methodology for surveys in conflict areas or for measuring small-scale commercial or agricultural production),
- the availability of trained statisticians,
- good management of statisticians,
- sustainable resources for statistics (crucial both for carrying out statistical functions and, especially for the sustainability of resources, for planning them),
- a good strategy for statistics
- effective governance of statistics (to ensure responsiveness to demand and accountable use of resources), and
- a results focus in government (to ensure demand for and use of statistics that are produced).

102. As noted above, it is clear that the statistical system in Cambodia, and the NIS in particular, has improved substantially since 1992, and one could say quite definitively that capacity has been built on these lines. This section will briefly assess them in turn.

103. Cambodia now has available a variety of statistical technologies and methodologies, to which external support has certainly contributed. There are several positive examples, particularly around survey collection techniques and information technology (which was supported by, for instance, UNFPA in the 1998 Census, and JICA and Sida more recently).

104. However, there have certainly been problems, and here we provide two brief salutary examples. First, changes in the donor supporting the CSES have led to changes in the methodology, which compounded serious problems of comparability that were already severe as a result of changing sampling frames (related to newly peaceful areas being available to survey), different questionnaires, and different timings of collection. Previously, from 1993 to 1999, with UNDP and Sida funding, and World Bank technical assistance, a recall methodology was used to collect expenditure data. Subsequently, both recall and diary methods were used, as Sida preferred the diary method and the World Bank felt the need for continuity. The incomparability between the two methods was noted as a serious problem by the users of the CSES, although those involved with the survey considered that this was less of a problem. The users perceive that these changes are driven significantly by donors, and fear that another donor may introduce a third – and also incomparable – method. However, donors involved with creating poverty estimates hope that a rebasing will generate a single agreed poverty line method in Cambodia that reflects current living standards better than the method agreed in 1993.

105. Second, there are questions over the suitability of some statistical techniques in areas of statistics that are both significant and difficult to capture in Cambodia. One example is in the Balance of Payments statistics which are complicated by high levels of unregistered trade (see section 2.3.1.2 on the National Bank of Cambodia). Another example, in the NIS, are the technologies for collecting data from line

ministries, which often rely on manual collection by individuals. This process is rather slow and cumbersome given the potential availability of automatic IT transfers.

106. There have been dramatic improvements in the number of trained staff. In 1979, there were 4 central staff members at the NIS. There were 40 in 1992, and 282 in 2008.[30] Where in 1992 none had a master's degree, 24 have master's degrees today. Where none had an overseas diploma in 1992, 10 have one today. Where none had attended an overseas short training course in 1992, 86 have done so today. Various donors have supported this training (including the ABD, World Bank, UNDP, UNFPA, Sida, JICA, and others).

107. However, this support, although clearly effective, has had problems (see also NIS' and UNFPA's Training Needs Assessment and Plan in December 2006). There have been some examples of trained statisticians leaving the statistical system after receiving their training (see e.g. SMP page 11 on master's students). Donors have not always harmonised their training, one example provided to the evaluators was of staff being pulled out of one training course to attend another. There has been less emphasis on on-the-job training and capacity building than there might have been, both from donors and the NIS, which leads the Training Needs Assessment to question the sustainability of this approach. The SMP also reflects on an apparent trade-off between "capacity building and timeliness of statistical outputs", where some 'capacity building' support has focused on the latter rather than the former. Finally, the Training Needs Assessment expresses concern about the capacity of the NIS to analyse statistics (and this was confirmed by the consultants' visit), and this could be strengthened.

108. The management of the NIS has clearly improved with the development of the institution as a whole, although this is more difficult to link to external support. We make four points here: two positive; two negative. First, the NIS management is very capable in managing donors and recruiting external support, which is critical in the Cambodian environment. However, it is not clear that this has been much facilitated by donor action. Second, the NIS is now effective at managing fieldwork, and this capacity has been developed with external support to fieldwork collections.

109. Third, however, the organisational arrangements of the NIS, as noted above, are not ideal. There is significant overlap between the different departments on a largely *ad hoc* basis, formal lines of accountability and responsibility are not clear, and the autonomy of Bureau Chiefs is not evident because staff are promoted to positions above Bureau Chiefs without having clear roles and responsibilities. The NIS management are aware of these organisational problems and have submitted a revised organisational plan to the government for approval. However, this has been awaiting approval by the Prime Minister for several months. The need to wait for Prime Ministerial approval for changes to the organisational structures is a major constraint to good management of the NIS. Finally, a major problem faced by the NIS management is in managing staff incentives, motivation, and salaries. As noted above, Cambodian civil servants' salaries are extremely low and many have second jobs. The two main tactics used by NIS management to improve the remuneration of their staff (fieldwork per diems and donor salary supplements) tend to distort the activity of the NIS (towards survey work and donor sponsored projects), although they are understandably popular with staff and managers. Distortion of activities is, nevertheless, a significant problem which donors have tended to contribute to rather than address.

[30] Information as of 26th March 2008.

110. Overall on management, progress related to external support is limited because donors have not addressed the problem directly. The 2005 Statistical Law and Strategy (see below) have undoubtedly improved the NIS management's room for manoeuvre and autonomy, and these were developed with donor support. The Training Needs Assessment developed with support from UNFPA is a potentially useful management tool but has not yet been fully used. Aside from these instances, however, most support to the NIS has tended to be in technical fields rather than in managerial skills. This technical focus is currently the case even in the Sida-supported institutional cooperation between the NIS and Statistics Sweden.

111. Resources to a statistical system with strong capacity should be sufficient and stable. Ideally, this would mean that either external partners, or preferably the government, agree to long-term guaranteed flows to statistics that are sufficient to cover resources. At present, resources to the NIS are neither sufficient nor stable, and the vast majority is provided by external partners. However, resources to the NIS have improved substantially since 1992, and much of this can be attributed to donor support. The total NIS budget in 1992 was USD 330,000, of which USD 150,000 was contributed by donors and USD 180,000 by the government. Since then, the total/donor/government budget increased to USD 3.38/2.8/0.58 million (in 2006), and 6.02/4.73/1.3 (in 2007, where the budget increased substantially for the census preparation – see Table 2.2) The total (non-census) budget has therefore increased around 10 times in 15 years, of which the donor contribution has increased around 20 times and the government contribution has increased 5 times. The increase in the government contribution is particularly positive to many donors who see it as related to their own support and encouragement of a results focus.

112. Resources have also been provided to NIS infrastructure. For example, the Embassy of Japan recently funded the construction of a new statistical building containing a meeting room and a data user centre with computers, which adds significantly to capacity. Various donors fund vehicles and computers, usually linked to surveys or censuses. This 'survey-based' model of resource provision is certainly very helpful for 're-tooling' the NIS, but it may not be the most effective or appropriate way of allocating resources since needs are defined by the survey and not by the NIS overall.

113. Donor support has clearly been effective in supporting the production of a strategy. The recent Statistical Master Plan, which very effectively sets out needs and priority actions for the NIS, was developed with the support of various donors through finance and TA. The World Bank Trust Fund for Statistical Capacity Building (TFSCB) provided a grant of USD 168,500 for this process, and IMF, UNDP and Paris21 technical assistance were all important in the development of the plan. As an NIS strategy document, the SMP represents a very impressive step forward, and it appears to be used by NIS management and many donors to align their support. However, there are shortcomings and risks in the strategy. Here we examine one shortcoming and one risk.

114. The shortcoming is that the SMP does not address the National Statistical System outside the NIS in any detail. This is very clearly an NIS document, and, for instance, contains only one paragraph on 'Administrative [line ministry] Sources'. This is a serious shortcoming because strong statistical capacity requires the coordination of statistical activities across a range of producers and users outside the NIS. The SMP involved "extensive discussions with key stakeholders" from across line ministries (SMP page 5), but it is possible that the line ministries were not able to provide input to the plan of a quality to match the NIS input. Future support could focus on this area.

115. The risk is that the SMP will not be adhered to by the NIS or by donors. As noted above, there has already been an example of 'updating the SMP' by adding a UNICEF-funded Accident and Injury survey. For support to a statistical strategy to continue to be effective, donors need to take the SMP seriously. This may be difficult given a Ministry of Planning Strategic Plan in which the NIS did not participate very actively, although this will be facilitated by a more NSS-wide statistics strategy in the next iterations of the SMP, and better NIS participation in the next iterations of the MPSP.

116. There have also been some improvements in the governance of statistics, with the passage of the 2005 Statistics Law, ongoing work on sub-decrees, and the constitution of the SCC and SAC. Much of this has taken place with donor technical assistance, particularly from the IMF. It is difficult to judge the effectiveness of much of this work because the sub-decrees are incomplete and the SCC and SAC have not yet started functioning fully. One improvement perceived by statistical staff is in the responsiveness of respondents – they suggest that after the passage of the law, both citizen and line ministry response to questions has been better.

117. However, in terms of governance arrangements, coordination and accountability, improvement is not yet evident. One potential concern is that the SAC has a largely ministerial composition, and this may obstruct the SAC's ability to independently assess and advise the work of the NSS. In addition, as noted above, the Statistics Law has not unblocked bottlenecks in internal NIS decisions – such as around NIS organisational reform. Some complain that the NIS has not been given greater autonomy from the Ministry of Planning, which would allow more control over budgets and internal decisions, as well as possibly greater freedom from political interference. The SAC should be designed to ensure these developments, but its current political composition may prevent this from happening. Another concern is that the NIS activities are not always well linked with key government user needs, and donors have not supported this coordination. For example, as noted above the CSES was not coordinated with the NSDP preparation and the census was not coordinated with the NSDP mid-term review. It remains to be seen whether the SCC can improve this coordination.

118. The government's results-focus is difficult to affect as a donor. One way of encouraging the government to focus more on results would be to shift towards budget support or SWAps where disbursements may be renegotiated depending on performance, and there is some evidence that this is occurring slowly in Cambodia. The effectiveness of this is clearly constrained by donors' different financial and reporting systems. Another would be to support democratic movements in civil society to use results and pressure on the government to deliver, although analysis of this link is beyond the scope of this study. The consternation around the recent inflation figures shows that the Cambodian government is increasingly sensitive to some statistical results, and pre-election campaigning has focused on food price inflation. Similarly, policymakers and planners in the SNEC are increasingly significant consumers of NSS statistics. It is not clear, however, whether donors are influencing this process by asking about or discussing a results-focus at the very highest level of government.

119. At the NIS level, there is evidence that users are demanding statistics and that donor support to the NIS is facilitating this. These users are not only government and donors, but also civil society groups and private companies. These latter users are vital to the continuation of growth of a results-focus in government and the development of accountability for results. Evidence for increased use of NIS products comes from interviews, but also from the activities of the Data Users Service Centre

(funded by JICA) and also the visitor count on the NIS website (supported by UNFPA. This count was 84,980 from August 2005 to April 2008, and as of May 13th 2008 was 89,537 – showing around 5000 visits in the last month alone.

2.2.2.3 Efficiency

120. In the DAC Evaluation Criteria, efficiency measures "outputs – qualitative and quantitative – in relation to inputs." This is typically an extremely difficult criterion to assess, because a) outputs are hard to quantify and compare and b) data on inputs are usually absent, incomplete, or inadequate. A common approach that addresses a) but not b) is to compare the input cost of different approaches that seem to have achieved broadly the same outcome. In this report on support to SCB in Cambodia, we cannot obtain complete and adequate input cost data for projects, so we cannot provide precise measures of efficiency.

121. However, we can observe many support projects are inefficient in terms of achieving SCB outcomes because they attempt to achieve other outcomes too. For example, support projects that in the trade-off between producing results and building capacity choose results (implicitly or explicitly) are very inefficient at building capacity. This is not surprising or problematic provided it is acknowledged that these projects are not designed to build statistical capacity. Similarly, projects that overlap (for instance replicating training or IT support or support to data collection capacity or providing equipment) are inefficient because they devote twice (or three times) as many inputs to the same result. There are potential examples of both sorts of projects in the NIS in Cambodia.

2.2.2.4 Impact

122. Under the DAC Evaluation Criteria, impact refers to "the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended." We have already mentioned several impacts above under effectiveness (such as distortions caused by per diems or salary supplements), and will not repeat them here. Other positive impacts include the confidence expressed by many donor respondents in the NIS' ability to organise, and therefore increased likelihood to provide them with untied support. This is also leading to gradual improvements in the NIS' ability to coordinate with other institutions. The controversy over the CPI estimates has led to an increased interest in statistics from government, opposition, and civil society.

2.2.2.5 Sustainability

123. Sustainability "is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn." The record is mixed on sustainability. There are several examples of poor sustainability, and some more positive examples. The positive examples are largely in the areas of training, data collection techniques, in infrastructure investment, in governance and strategy, and in data.

124. Training produces sustainable benefits when staff remain at the NIS (or in the statistical system). This has largely been the case. The most successful training has been in data collection techniques. For instance, the ADB support for the collection of price data in 5 provinces is now continued alone by the NIS. The very high level of UNFPA technical support for the census in 1998 is no longer required to the same degree: the NIS team feels able to carry out much of the 2008 census fieldwork without this support. Constructing buildings will lead to sustainable benefits provided the maintenance is continued. Similarly, the Statistics Law and SMP produce a stream of benefits now that the support is no longer there (although a lot rests on the

quality of the Law and SMP and of the process of producing them). Finally, much support has led to the production of useful data and indicators (from e.g. the CDHS, CSES, census, and economic statistics), which are useful benefits that policymakers can demand and use and are therefore important components of statistical capacity.

125. On the other hand, there are some concerning indications for sustainability. Where donor support paid for collections and analyses, these were not always continued when support was withdrawn. The end of the ADB support in 2003 was reported in the SMP to lead to serious problems in economic statistics. According to the SMP, the lack of any financial support (government or donor) for establishment surveys between 2001 and 2007 led to "a significant adverse impact on the quality of macro-economic statistics and has resulted in a number of core macro-economic indicators (e.g. labour force, producer prices, production indexes) not being produced." JICA revived support for industrial establishment surveys in 2007, but the episode indicated the weaknesses in financial sustainability where donors are not prepared to fund key collections. It also illustrates the weakness in project based support. The NIS was unable to place support where it was most needed.

126. A second negative example concerns the temporary collection of Producer Price Index data, which were collected between 2000 and 2003 with ADB financing, then dropped for lack of funds when ADB withdrew, and then revived by UNDP in 2007. The implication is that there was insufficient government demand for the Producer Price survey to continue the series.

127. Discontinuity and irregularity of the surveys witness a poor sustainability and a donor driven rhythm led by a projectised approach for particular series. Surveys have been favoured while routine statistics have been left behind. For instance, a complete enumeration of the establishments is still needed at each establishment survey, since a business register has not been implemented. The only continuous series is the consumer price index.

128. The sustainability of salary supplements is not clear. There have been several central initiatives to reform the pay structures of the civil service, since pay is currently very low and many civil servants are compelled to take second jobs. These initiatives include the Priority Mission Groups, a scheme proposed by the Council of Administrative Reform, where civil servants would get salary supplements for undertaking a particular task, such as preparing the NSDP; and the Merit-Based Pay Initiative (MBPI) that has been in place in the MEF for two years but until 2008 had not been agreed to roll out more widely. The MBPI is a more complex and comprehensive overhaul of pay structures, where payments would relate closely to performance and time at work. The interaction of these central initiatives with project-based supplements is not clear, and the indication is that some donors tend to implement their own supplements independent of the central initiatives, although others (perhaps the majority but certainly not all) have committed not to introduce any further supplements. This may have implications for the effectiveness of centrally based schemes. There is no indication that the NIS has the capacity to replace donor financing for salary supplements.

2.2.3 The principles of the Paris Declaration in the relationship of the NIS with its external partners

129. This section reviews the extent to which support to building statistical capacity in the NIS has met Paris Declaration principles, and whether that has affected relevance, effectiveness, efficiency, impact, and sustainability.

2.2.3.1 Ownership

130. In the Paris Declaration, ownership is defined as "partner countries exercise effective leadership over their development policies and strategies and coordinate actions."[31] Ownership can be a slightly problematic principle because the appropriate location of ownership within a partner country is not always clear. For example, if a statistics office leads a policy related to statistics that attracts donor support, but the key statistical users have no knowledge of it (or, worse, disagree with it), can the process be said to be 'nationally owned'? The Paris Declaration text provides no guidance because the only indicator of ownership is an operational development strategy that is reflected in annual budgets. If the Paris Declaration is to be used as a filter for SCB support projects, we would suggest caution in applying this principle and a serious consideration of where projects should be owned (and perhaps this should be shared across several locations).

131. Given this critical view of ownership, we have some reservations about the degree of national ownership of many NIS processes with the external partners. Formally, there is national leadership over the SMP, which requires the signoff of the SAC, and which was developed in the NIS in consultation with a range of national stakeholders. However, external technical assistance clearly played a central role in the process and it is not clear where the balance between supporting capacity and substituting for it was struck. For example, there are striking similarities between sections of the PARIS21 Cambodia Country Case Study of 2004 and sections of the SMP.

132. In any case, the NIS is now clearly a strong owner of the SMP. However, the rest of the Ministry of Planning (in which the NIS is located) do not feel such strong ownership, and nor do other entities in the National Statistical System. This makes the SMP a much better document as a strategic plan for the NIS than as a strategic document across the statistical system, raising concerns about sustainability and effectiveness.

133. However strongly owned the SMP is, the NIS has little actual ownership of its programme as it relies on donor support for specific activities, rather than being able to determine its own resource allocations. Some parts of the statistical system receive little or no support, others receive a great deal.

134. Similarly, the passage of the Statistics Law through the National Assembly in 2005 indicates strong national ownership, and this again is a major strength of the NIS and of the support given. The law is clearly a positive step. However, the NIS appears to have strongly driven the process of the law, with strong support from resident technical advisers. The problem with the location of ownership of this process in the NIS is that the Law (and associated governance bodies and sub decrees) should regulate the operation of the NIS, and so would ideally be driven by institutions that use NIS products (such as the Ministry of Planning's GDP, the Council of Ministers or the National Assembly). External support for this process was nevertheless through the NIS.

135. The tolerance that external partners display about the location of ownership of projects that support statistics is also evident in more specific data collection projects. For example, it is quite common for donors to argue that the project is nationally

[31] Downloaded from http://www.oecd.org/document/18/0,2340,en_2649_3236398_35401554_1_1_1_1,00.html, March 2008.

owned because the NIS agreed that it was necessary. This is an extremely problematic line of argument when one considers a) that NIS managers have strong incentives to agree to any project involving per diems or salary supplements and b) that the key user of statistical products should be other institutions in government or civil society, and without their ownership of the process there are few guarantees that they will use the products.

136. There are also a number of projects of which national ownership is quite marginal. These include generic data storage and dissemination products, such as CamInfo (the generic version of DevInfo), which had quite limited national use and ownership and which seems primarily designed to obtain international comparisons, or the Cambodian DHS, which has rather inflexible questionnaires and is analysed outside Cambodia. It was fairly clear from the evaluators' visit that external partners retain their priorities and these are very significant in driving their support. More encouragingly, however, UNICEF report that they are attempting to promote national ownership of CamInfo in future, through greater technical assistance to help the Cambodian statistical community assimilate this complex technical project.

137. Although this presents a reasonably bleak picture of ownership in Cambodia, it must be noted that the capacity of the Cambodian government (and particularly NIS) to own these projects is increasing, as national interest in statistics increases and the NIS' managerial capacity improves. This outcome is positive in itself; and donors must ensure that they can react to it to further contribute to the development of ownership.

2.2.3.2 Alignment

138. Alignment means that "donors base their overall support on partner countries' national development strategies, institutions and procedures." This can be a difficult principle to apply when, for instance, the institution in question has no strategy, and again reflects back to the location of ownership: which strategy should you follow? This problem is evident in Cambodia since the Ministry of Planning also has a Strategic Plan and some donors are expressing concern about whether, in a move to a more programme-based approach, they should be using this plan or the SMP to support statistics. The SMP is a better elaborated statistical plan, and therefore a sensible focus for donors, but there was limited engagement by the NIS in the development of the MPSP despite, or perhaps because of, having their plan already elaborated, which is confusing. It is hoped that the next iterations of these two plans will generate far better integrated documents. In addition, the NIS focus of the SMP does little to assist the alignment around the national statistical system. Before the SMP in 2007, in any case, donors supporting statistics in Cambodia had no strategy around which to align.

139. Overall, the sheer extent of technical and financial support to the NIS raises a risk that NIS activities are aligned more around donor priorities than government priorities. It has not so far proved easy to give support on a programme basis, although donors report that they coordinate informally with each other and base their support on the NIS' Statistical Master Plan (SMP). Some support, however, is not linked to the SMP at all. These donors – and the NIS – argue that this lack of linkage is irrelevant, since a) the support met a 'nationally important need' and b) the SMP should evolve to reflect changing national priorities. Most statistical activities support a national need, but in most developing countries capacity is limited therefore the allocation of priorities is of great importance.

140. The donors tend not to align around NIS procedures but import their own. Currently this is the case for both financial procedures and reporting procedures, and

although donors promise some improvement in harmonising their reporting procedures, it may apparently be more difficult to align around government financial procedures. The current project basis of much of the support means a range of different accounts are maintained with the NIS.

141. In some cases, external partners rely on Cambodian procurement systems, but in many cases they do not. There have been occasions when ignoring Cambodian procurement systems (to the extent that the NIS was not able to influence the choices of technical assistants) had negative consequences for the effectiveness of the TA. On the other hand, it is common to argue that for some TA such as evaluations, it is useful to remove the choice of the evaluator from the institution being evaluated.

2.2.3.3 Harmonisation

142. Harmonisation in the Paris Declaration means that "donors are more harmonised, transparent, and collectively effective." This has been an area of concern in Cambodia, and it seems that progress is being made. However, as noted above, donors may struggle to harmonise their financial procedures due to some donors' legal arrangements (that also prevent these donors from contributing to a pooled fund). Attempts to harmonise reporting arrangements (preferably aligned around government reporting procedures) are more likely to succeed, although not currently in place.

143. There are examples of donors harmonising around individual projects. For example, UNFPA, JICA, and the Government of Germany are currently coordinating around the 2008 Census effectively. Sida and JICA – the two organisations who currently fund long-term TA in the NIS – coordinate informally to ensure that their work does not overlap (which is important since they both work on IT and training). The NIS management is increasingly effective at managing donor harmonisation.

144. However, this coordination has not been the norm previously, and there are still problems. Here we provide four examples. First, the World Bank and UNDP used to produce separate poverty assessments, which confused potential users. Similarly, as noted above, the World Bank, the UN, and the ADB all supported different plans (before the NSDP), which did not lead to efficient resource allocations by government. Third, while some donors argue against salary supplements, others use them, which affects staff's willingness to work on different projects. Finally, as noted above, donors struggle to agree on the meaning of a programme based approach – whether, for instance, pooled funding is required – and this retards the development of a more coordinated funding mechanism for statistics. Some of these problems are noted in the SMP, which comments that "there is a need to improve coordination between donors, the NIS, NBC and line ministries," (SMP page 4).

145. Alignment and harmonisation often take the form of SWAps, which can be very effective modalities for delivering harmonised aid aligned around national plans. As noted above, this has occurred in Cambodia to some extent in health and education. However, it was consistently pointed out in Cambodia that statistics and planning have no natural SWAps, because they tend to be cross-cutting and catch-all. The NIS, for instance, expressed reservations about their capacity to participate in all TWGs, but do not appear convinced of the utility of participating in the TWG for Planning for Poverty Reduction. An argument sometimes made about project-based approaches vis-à-vis SWAps is that often government institutions prefer project-based approaches because this can allow them to negotiate with donors from positions of greater strength as they can more easily reject projects they dislike – where SWAps are less fragmented. This may be the case here. Moreover, the institutional relationship of statistics and planning in Cambodia is currently rather

uneasy, and it may be that greater internal coordination in the Ministry of Planning is necessary before the donors can coordinate in a SWAp. This complicates donors' approaches to these sectors. On the other hand, a statistics 'sector' is perhaps no less complex in terms of definitions or institutional relationships than a rural development 'sector', and it may in fact be relatively easy to develop a sector wide approaches to statistics. It would be worth interrogating further the perceived complexities in developing SWAps or programme-based approaches to statistics.

2.2.3.4 Managing for results

146. Managing for results in the Paris Declaration means "managing resources and improving decision-making for results." This can be examined overall and at the level of the NIS.

147. Overall, there is evidence of increasing management for results in Cambodia. The NSDP monitoring indicators are discussed in the TWGs and are being updated currently. They feed into the Mid-Term Review of the NSDP. However, they are still quite weakly linked to budgets. Moreover, there have been problems with the comparability and ownership of the indicators. An example of comparability problems comes from the domestic violence indicator requested by the Ministry of Women's Affairs. Despite discussions with the NIS about an indicator of domestic violence, the recent measure that was produced from the CDHS was so different from the baseline (whose source was unknown) that it was not credible. The CDHS has a rather inflexible methodology, which proved difficult to change to suit Cambodian user needs. The baseline source was unknown because personnel changes had removed institutional memory of the process. Ownership is a problem for indicators with no natural institutional home because the indicators are supported by different line ministries. Food security, for instance, had no ministerial support, and therefore was left out of the recent iteration of NSDP monitoring indicators. This provoked some consternation among donors who believed it to be critical given Cambodia's rising food prices and rural poverty. The institutional home for food security by default becomes the GDP in the Ministry of Planning, which is unsuited to supporting this indicator.

148. In addition, while budgets and plans appear rather loosely related, there are important institutions that are increasingly using results to make decisions. Key examples here are the Supreme National Economic Council, an influential think-tank that is reported to be a significant consumer of statistics in supporting the Prime Minister, and OBSES, a think-tank that supports the Council of Ministers.

149. In the NIS, the extent of management for results is less clear. It is evident from the brief review above that results-based management is unlikely at the moment to be a key driver of personnel allocation decisions in Cambodia. Until the Merit Based Pay Initiative and the NIS organisation reform take place, the existence of salary supplements from external sources in any case complicates any internal attempts to link pay and performance. It is not clear, moreover, that there are performance contracts between the NIS and its funders.

2.2.3.5 Mutual accountability

150. Mutual accountability means that "donors and partners are accountable for development results." It has been pointed out elsewhere (e.g. Eyben 2007) that mutual accountability in the context of international aid cannot mean that each partner has recourse to sanctions if the other reneges on commitments. For while donors can withdraw funds if country partners do not meet commitments, recipients

have no comparable sanction to apply to donors. Accepting this, we can ask whether donors and country partners met their agreed commitments in statistics support.

151. There is some evidence that both donors and institutions in the Cambodian government failed to meet commitments around support to statistical capacity building. For example, donors have sometimes missed funding commitments and delayed fieldwork. It can take some weeks to approve funding through external accounts for the census, although the UNFPA is reported as typically faster than the government. On the government side, it has sometimes been the case, for example, that the NIS has not arranged the allocation of staff to training very effectively.

2.3 The support received by the other statistical producers in the national statistical system

152. Some sectoral departments, particularly those of education and health, have been associated with statistical capacity building. Until recently, they were in total independence from the NIS. Since the new Statistics Law in 2005, however, which established the coordinating role of the NIS, and the new Sub-decree creating the Statistical Coordination Committee from January 2007, the NIS has been able to exercise a stronger coordinating role.

153. Anticipating these reforms, the SMP tries to cover all the institutions of the NSS (more in its analysis than its planning, as noted above). This concern is for example reflected in the following table which analyses the 2005 situation:

Table 2.7 NSS budget and means, summary 2005 (Paris21 Statistical Capacity Building Indicators)

Section A: System-wide indicators								
Resources used on statistics								
Budgetary expenditures on statistics : Current: USD 875,000 ($500k NIS, rest $375k) **Capital:** Not available								
Donor funding for statistics - Expenditures: US$1.75 million NIS, rest US$0.5 million **Expert working days:** 1,245								
Staff (number): 830 **Staff turnover (%)** 2.7 **PC's in use for statistical work:** 405 **Internet access:** Inadequate								
Surveys conducted during year (a monthly survey is ONE, not 12 ; a quarterly is ONE, not 4)								
	Sub-annual *(number)*		Annual *(number)*				Other *(number)*	
Household surveys	None		1 (NIS DHS)				3 (NIS & NBC)	
Other surveys	4 (NIS & NBC)		0				1 (NIS)	
Releases of statistical outputs during year (a monthly is 12 releases, a quarterly is 4 releases)								
Press Releases/ First Release*(number)* 90 **Publications***(number)* 20 **Yearbook***(number)* 1								
Data produced by broad domain (please check √)								
Data Produced	**√**	**Ministry /Institution**	**Statistics Budget**		**Staff**		**TA days**	**Internet access (√)**
			Government	**Donor**	**No.**	**T/o%**		
Population	√	NIS	$90,000	$5,000	95	2	-	√
Health	√	MOPH, NIS (DHS)	$80,000	$906,000	71	2	100	√
Education	√	MOEYS & MLVT	$21,000	$109,000	21	2	-	√
Household income/consumption	√	NIS	$60,000	$406,000	30	2	300	√
Poverty	√	MOP	$5,000	$150,000	5	2	50	√
National accounts	√	NIS	$8,000	-	12	2	50	√
Price indices	√	NIS	$25,000	-	29	2	25	√
Foreign trade	√	MEF	$4,000	-	4	5	5	√
Balance of payments	√	NBC	$35,000	-	11	2	40	√
Money and finance	√	NBC	$22,000	-	6	2	10	√
Government finance, incl. debt	√	MEF	$14,000	-	11	5	40	√
Agriculture, Forestry and Fisheries	√	MAFF	$29,000	$55,000	27	2	30	√
Commerce	√	MOC	$30,000	-	20	5	-	√
Industry	√	MIME	$8,000	-	10	2	-	X
Energy	√	MIME	$2,000	-	4	2	-	X
Communication	√	MOP&T	$5,000	-	5	2	-	X
Transport and Public Works	√	MOPW&T, CAA	$9,000	-	11	2	-	X
Tourism	√	MOT	$5,000	-	5	5	-	√
Other: Economic Statistics	√	NIS	$80,000	-	130	2	290	X
Other: Social Statistics	√	NIS	$80,000	-	130	2	20	X
Other: Investment & Aid	√	CDC	$5,000	-	6	5	-	X
Other: Public Service/Defense	√	CSS, MoD, MoFA, MNSA	$19,000	-	26	5	-	X
Other: Crime and Justice	√	MOJ & MO Interior	$37,000	$50,000	9	5	50	X
Other: Environment	√	MOE & MOWR&M	$10,000	-	10	5	-	X
Other Economic Statistics	√	MOLMUPC, MORD, MoIn,	$35,000	-	18	5	-	X
Other Social Statistics	√	MSVA, MLVT, MCR, MWA, MCFA	$22,000	$80,000	20	5	200	X
Other: Statistical Analysis/Use	X	CoM, SNEC	$50,000	-	15	20	-	√
Dissemination, coordination, governance & training	X	NIS	$85,000	$485,000	89	2	35	√
Total			**$875,000**	**$2,246,000**	**830**	**2.7**	**1,245**	**X**

Source: Statistical Master Plan

154. Four other statistics producers were met during the mission:

- the National Bank of Cambodia (NBC),
- the Department of Planning and Health Information (DPHI) of the Ministry of Health,
- the Department of Planning of the Ministry of Education, Youth and Sport (DPMEYS)

- the Statistics Office of the Ministry of Agriculture, Forestry and Fisheries (SOMAFF)

2.3.1.2 National Bank of Cambodia, Economic Research and Statistics Department

155. As in many countries, the NBC is responsible for monetary and balance of payments (BoP) statistics. In the re-construction period, it received the IMF's assistance in the form of long term missions from 95 to 97, 2001 to 2003, 2004 to 2005 and 2006 to January 2008 and short term missions (between 2 and 4 weeks) in the 2000 to 2004 period.

156. In addition to this technical support, NBC staff were invited to international training seminars and workshops. This form of support is viewed as a perfect complement to theoretical training with a chance to share practical concerns shared with peers. A prerequisite for all this training has been an acceptable command of the English language.

157. Due to this support NBC staff now consider that they have mastered monetary and banking statistics quite well, but are still worried about BoP statistics, which seem still in need of support. This is also the opinion of IMF experts who judged in the 2007 Country report that "*Customs data have substantial coverage and valuation problems*" and that "private *capital flows are believed to be large and not fully captured in the official data*".) Support in this area is still brought by the World Bank, IMF and ADB.

158. Up to 2007, there were only 6 people in the Economic Research and Statistics Department. They have recently been extended to 16. These newly recruited people have, or are participating in, a master's degree in banking or macroeconomics or an MBA in Cambodian private universities or in Japan, USA or Australia. They will receive a specific training in IMF normal training sessions as soon as possible.

159. NBC collects data from line ministries by personal visits. Debt statistics are taken from MEF, aid statistics from CDC. Ministries of tourism, commerce and immigration also provide data as well as Cambodian embassies abroad. Customs (under MEF supervision) gather paper data from their check points and computerize them in Phnom Penh. These data show large coverage problems (the Sept 2007 BoP bulletin reports 1,040 million of "BoP adjustment" to be compared to 360 million of officially recorded imports.). Based on IMF documentation, mirror statistics also show large divergences with trade partners, but NBC staff have not been in contact with their peers in the neighbouring countries. NBC staff anticipate even larger problems with the expected launching of the Cambodia Stock Exchange.

160. In order to cope with the underestimates, NBC has tried to carry out "observation studies" to cover the exchanges of goods under the recording threshold. It has proved difficult, since people treat statistical declarations as potential taxation. NBC plans to carry out a survey of foreign embassies in order to improve its aid statistics.

161. Through GDDS, the NBC is committed to producing a quarterly BoP bulletin at Q+3 months, but it is often late due to the non-cooperation of the line ministries. Notably, Customs often do not provide data to the NBC on time.

162. However, when NBC issues a bulletin with a delay, only the IMF complains, which tends to show that there is low demand among national users. This may be because the Cambodian economy is getting so "dollarised" (some government sources referred to estimates that 95% of the economy is denominated in dollars) that little monetary policy can be carried out.

163. In summary, the NBC's situation reflects many symptoms of weak ownership of statistics.

2.3.1.3 Department of Planning and Health Information, Ministry of Health

164. The focus of the Department of Planning and Health Information (DPHI) is on public health service delivery, while epidemiological data on morbidity, mortality and epidemics tend to be collected through specific surveys or the Cambodia Demographic and Health Survey (CDHS). After the UN negotiated a ceasefire in 1992, from 1993 to 1995, DPHI staff were trained and supported by UNICEF in order to develop an epidemiologic system informing on mortality and burden of diseases.

165. The Ministry of Health's management information system (MIS) is well established. The information goes from the health centres and hospitals to the district representatives of the MoH, then to the provincial up to the national level. The system includes weekly reports (early warning) on 3 epidemic diseases (cholera, dengue fever and acute flaccid paralysis), monthly reports from health centres and hospitals and quarterly reports on tuberculosis and leprosy. Data are collected through diverse registers, then transformed into summary tables and reports, which are used for health planning, management, policy design and for M&E of programs and health facilities performance, at all levels of the health care system.

166. Data are computerized at the district level, but the equipment is old and there is not enough IT competence at this level. Another critical problem is to find people interested in the job. At the provincial level, 70% of the staff quit after a few months because of low salaries and job satisfaction.

167. Apart from the ministry's management information system, the other information source is the Demographic and Health Survey conducted in 2000 and 2005 with the help of USAID, UNFPA and UNICEF, adding ADB and DfID to this list for the second survey. It must be noted that, on behalf of the MoH, in association with NIS, it was not the DHPI who conducted the survey, but the Directorate General of Health in 2000 and the National Institute for Public Health in 2005. This latter survey was delayed by slow decisions in the government institutional home of the survey: the MoH was keen to retain the survey that may have been more naturally suited, as a large complex sample survey, to the NIS

168. Demographic and Health Survey (DHS) data have been extensively used for health policy, in particular to design the Health Strategic Plan and the National Programme, which have been prepared by DPHI. (The same department hosts statistics and planning.) However, DPHI regrets that DHS data do not permit an analysis at the district level, although it would have been extremely unusual had the survey data been able to provide such disaggregated information. DPHI also uses CSES and census results.

169. Aid fragmentation also puts pressure on statistics. For example, in 2006, the Cambodia Ministry of Health was receiving support from 22 donors through 109 projects, suggesting high management transaction costs for the Ministry of Health and difficulties in reporting on results.[32] The participation of Cambodia in the first wave of the implementation of the International Health Partnership is viewed as a potential solution to part of this problem.

[32] http://www.cdc-crdb.gov.kh/cdc/first_cdcf/aer_report/aer_report.htm

170. In spite of this high demand for statistics, in particular health-related MDGs indicators, donors are apparently reluctant to fund their production. From the first 1993-1995 period onwards DPHI did not get much technical support other than from the WHO, from time to time, upon request. The WHO also invited them to international workshops. They received support from the ADB for the training and supervision of the monitoring system between 2003 and 2008. A WB loan also helped, as well as grants from UNFPA and DFID[33].

171. The Health Metrics Network helped in evaluating the statistical information. Cambodia does not use the International Classification of Diseases and has first to enhance its health legislation/regulation regarding the notification of diseases.

172. DPHI is member of the newly created SCC and considers that the partnership with NIS is improving. The Deputy Director met during the mission had attended some NIS training sessions (in Excel and basic statistics) but would like much more, especially on analysis.

2.3.1.4 Department of Planning of the Ministry of Education, Youth and Sport (MoEYS)

173. The Education Management Information System is very similar to that in other countries: a yearly census of the schools, a bi-annual survey of the staff and budget, a tri-annual survey of the pupils. It covers pre-school and general education. (Higher education is covered by other departments.)

174. A training of trainers method is used from the province to the district and finally to the schools directors. Data are partly computerized at the provincial level. The coverage is not total (e.g. some schools, like religious ones, are missing) and divergences with CSES data are observed, although divergences are of course to be expected given the different collection and aggregation techniques.

175. National and provincial yearbooks are published. The yearbooks are disseminated to all MoEYS departments and to the provinces. However, the MoEYS website's data have not been updated since 2003 and data stop at year 2001/02. Data were supplied to the consultants through the CD-Rom including the Education Strategic Plan and Support Programme.

176. Around 60 indicators (including on higher education, religious education, literacy rate (coming from the CSES), and early school) are reported in the yearbooks.

177. Education data are used in M&E. A common policy action matrix has been built and is regularly reviewed by the MoEYS, donors and NGOs. Sector performance indicators are calculated on three themes: equitable access, quality and efficiency of the service, institutional development and capacity building. Targets have been defined in the 2006/2010 strategic plan.

178. If required, the Department of Planning can conduct any impact survey, for instance client/parent satisfaction surveys, or research on cross cutting issues like gender or poverty.

179. The main problem is the staff turnover: even with salary incentives, trained staff often leave for NGOs or UN agencies. So, EMIS has to re-train the new staff every year. In 2007, the training took place in Bangkok, but it was too expensive. The

[33] $3.1 million targeted towards M&E, according to DFID files.

national EMIS team now has 12 technical staff; the whole Department of Planning records 47 people, of which 6 are in unpaid leave.

180. The total population of children used for the calculation of the enrolment rates is taken from NIS projections or from the district authorities estimates, or even by a local census carried out by the teacher. NIS information is accessed from CAMinfo through the NIS website. NIS projections and inter-census survey population gave different results; the teachers estimates are generally lower than NIS figures.

181. EMIS got UNESCO/UNICEF/UNDP support for the design of the 1st questionnaire (school year 1996/97) and the following years up to 1999. From 2000 onwards, a UNICEF/Sida basket helps in the printing of the questionnaires, the training and the publishing, and supplies staff incentives. Sida just funds the basket, so only UNICEF reporting procedures are required. They do not raise any management problem: quarterly requests are made and quarterly reports are provided.

182. JICA also helped in the school map and its analysis (trained 3 persons in GIS and 5 in data analysis).

183. The Education Strategy has already been largely funded. Cambodia will benefit from the Fast Track Initiative. It will receive $54.7 million from the WB for 2009-2011.

184. An EC consultant delivered a thematic Paris Declaration report on education. It shows that Cambodia is a good example in this sector. The Education TWG seems well ahead the other sectors. UNICEF heads the donors' side. The TWG meets every 2 months and discusses progress and budget implementation. Based on the Strategic Plan for 2006-2010, a Sector Support Programme for the same period has been prepared.

185. The strategy has been built with the help of the TWG members, in a capacity building way. However, training is still felt as needed on issues like budgets.

186. In summary, although the 2005 performance report recommends "reviewing and improving statistic recording and data collection and education management information systems, in all sectors, in order to avoid fraud", Cambodia education statistics appear as well managed and well used, led by a results-oriented education policy.

187. The encouraging scores reached by the Paris Declaration indicators also witness from the success of the TWGs in this sector.

Table 2.8 Paris Declaration indicators for the education sector (April 2007)

#	Indicator	Status
4	Technical cooperation	27.6% of $63.5 million coordinated
5a	Budgeting Execution System	27.2%
5a	Financial Reporting System	27.2%
5a	Auditing System	27.2%
5b	Procurement system	36%
6	Partially-Integrated PIUs	3 partially-integrated PIUs in 2006
9	Part of a PBA	59.4% of ODA was part of a programme
10a	Missions in 2006	8 recorded missions, none were joint

Source: http://www.cdc-crdb.gov.kh/cdc/aid_management/sector_profiles.pdf

2.3.1.5 Statistics Office of the Ministry of Agriculture, Forestry and Fisheries (MAFF)

188. MAFF Statistics Office staff comprises a total of 11 people at the central level, including 1 person with a master's degree in economics (the chief) and 2 with a bachelors degree. Then, there are 2 supervisors in each province (24 provinces) and 2 enumerators in each district (185 districts). A training session at the district level was organised in 2003/04, but many people have already left. The service faces a lot of resignations and retirements.

189. For the crop production survey, 6,655 households are surveyed (villages are selected at random, then households in the villages). Production means, production costs and agriculture labour are also surveyed.

190. Agriculture, fisheries and forestry are presently covered by monthly, quarterly or yearly "reports". Not all monthly and quarterly reports come to the central level.

191. Agriculture statistics are published with JICA support and disseminated to ministries and provinces. According to MAFF staff, they are used by NGOs, investors, ministries. Crop productions are disseminated on the MAFF website up to 2006. Livestock, fish catches, forestry and rubber statistics are available up to 2004 only. Surprisingly, annual series beginning from 1980 are available.

192. MAFF Statistics Office received FAO support from 1995 to 1997, then again in 2005, when a new methodology was tested in 5 provinces, and recently in 2007. Since 2007, the crops survey is financed by the government.

193. The World Bank provided long term support (a resident adviser) between 2000 and 2002, and lighter support up to 2004, on the crop production methodology. In fact, the MAFF Statistics Office continues to email questions to the former World Bank consultant.

194. JICA also provided support for dry season crops.

195. MAFF Statistics Office would like to receive training in methods of analysis. Up to now no analysis is produced at any level. Only aggregated data and charts are produced out of the data collected.

196. Like their colleagues in the MoH, MAFF Statistics Office staff have received basic training by NIS, but feel they need more.

197. MAFF data quality has been assessed a little bit by NIS, e.g. NIS staff asked about the observed decline in livestock in 2004. The explanation was that baby animals could not be fed. However, the reliability of the data remains questionable, especially when expressed in percentage of the plan targets.

198. In 2007, according to CDC database, 29 projects were running in the agriculture sector. In comparison with the education sector, the support to this sector seems much more difficult to manage.

Table 2.9 Paris Declaration indicators for the agriculture and water sector (April 2007)

#	Indicator	Status
4	Technical cooperation	0.7% of $39.6 m TC
5a	Budgeting Execution System	1.7%
5a	Financial Reporting System	1.7%
5a	Auditing System	1.7%
5b	Procurement system	10.3%
6	Partially-Integrated PIUs	14 partially-integrated PIUs in 2006
9	Part of a PBA	2% of ODA was part of a programme
10a	Missions in 2006	8 recorded missions, none were joint

Source: http://www.cdc-crdb.gov.kh/cdc/aid_management/sector_profiles.pdf

199. The above table indicates difficulties in coordination, which are probably even broader since there are also separate TWGs on fisheries, on forestry, on land and on food security/nutrition. Food security indicators displayed on the website dedicated to this issue are mainly derived from NIS DHS and socio-economic surveys. However, as noted above, there is a lack of Ministry ownership of this indicator. Only 2000 DHS results are disseminated, showing difficulties in updating either the data or the website.

200. These difficulties have also impacts on this sector's statistical system. According to former IMF Multi-sector Statistics Advisor in Cambodia[34], these statistics generally do not conform to international standards.

201. The 2009 agriculture census is actively being prepared in collaboration with NIS. It will be financed for 15% by the government, 10% by FAO, 55% by development partners (UNDP and JICA). It is expected that it will also cover fisheries, forestry and livestock. It will use population census data as a frame. A stratified random sample of 200,000 households will be surveyed. It is viewed as bringing independence to the agricultural results.

[34] See Assessment of Cambodia's Statistics Capacity prepared by Zia Abbasi, IMF Multi-sector Statistics Advisor

2.4 Conclusion: successful support and the Paris Declaration

202. This section looks briefly at conclusions from this case study. It suggests that the current focus on technical support at the level of data collection in the NIS is unlikely to lead to sustained improvements in statistical capacity in Cambodia. Switching emphasis to managerial support, encouraging a results demand from government, and ensuring that any TA has as its first mandate skills transfer, would improve the chances of success. While the full results of the reform of statistical governance remain to be seen, it seems that the NSS would benefit from a strong statistics board that coordinates the system and ensures that the NIS and other components can act without political interference, but are accountable to government and citizens. Currently, the project basis of much donor support and the extent of their financing and salary supplementation creates risks that the NIS is more accountable to donors than government or citizens. Implementing the Paris Declaration principles would aid the process of increasing national accountability and performance.

2.4.1 What forms of support to SCB have proved most effective in Cambodia?

203. As commented above, it is difficult to form definitive conclusions in this short timeframe about the best forms of support. However, some initial indications are possible here 1) on successful support, 2) on unsuccessful support, and 3) on gaps.

204. The most successful support has probably been in data collection, training, IT and other infrastructure, and development of statistical governance and strategy.

205. First, it seems clear that the support to data collection techniques have had sustainable results. This has involved long-term technical assistance where the TAs have worked closely with Cambodian counterparts to ensure that skills were transferred. The NIS now feels capable of conducting fieldwork without further support. It was quite clear from NIS staff that the duration of association, and the explicit aim of consultants to transfer skills, were very significant in this success. This has been successful through TA for specific projects (such as the census), and longer term institutional cooperation arrangements (though these have not always been considered to transfer skills effectively).

206. Second, training has produced impressive results, partly because the NSS started from a low level of human resources. There is a continued need for further training, and although there are examples of mismanagement of training and staff leaving the NSS after receiving training, these problems are not sufficiently significant to warrant scaling down training programmes. Training has been successful for both government statisticians and civil society users (the latter from the World Bank). One way of supporting this further would be to strengthen regional or national training institutions to produce more statisticians, and to provide bursaries and scholarships to applicants on condition of remaining in the NSS for some years after completing training. It should be noted that English language skills are a requirement for good training, and these courses are in high demand and a prerequisite for successful training abroad. On-the-job training has had mixed success, seemingly dependent on the degree of effort made by the TA.

207. Third, the support to IT and infrastructure has been effective so far, with support to building works or long-term IT TA. The creation of a fixed asset (such as a building or a network) suggests that it should not be necessary to replicate this support, but instead to find ways of supporting maintenance. Experience from other countries suggests that the most effective way to do this is to support management to hire their own maintenance support (for instance for the computer network) where necessary,

and not to hire support independently. Maintaining these assets will therefore require supporting the management of the institution, and this has not yet been successful.

208. Fourth, the long-term TA around statistical governance and strategy has been successful to the extent that it has supported the creation of a Statistical Law and sub-decrees, and the SMP. Furthermore, the legislation and strategy have had positive effects on statistics in Cambodia. However, it is not clear what the long-term impacts of this progress will be. For example, it is possible that the SAC will not be able to exercise regulatory oversight of the NSS while preventing political interference, and that an updated framework of statistical governance might improve this. Similarly, it would be useful for the SMP to deal more explicitly with actors in the NSS other than the NIS.

209. There have also been less successful forms of support to SCB in Cambodia. There are various examples of short-term TA across several years, and of donors that have not built capacity because they have been focused on producing outputs and not building capacity through skill transfer (e.g. on updating the CPI). NIS officials have expressed eagerness to learn the techniques employed by these consultants, but regret not being given the opportunity to do so. If the goal of support is capacity building, it is not recommended that this type of short-term TA be used in Cambodia. This applies to all support projects that are primarily oriented to producing data rather than building capacity. A key example of this is the Cambodian DHS, which as in other countries builds almost no capacity outside of fieldwork collection techniques (where the NIS is already strong), because the analysis is done outside Cambodia by external consultants, however the data used is undoubtedly well used. Thought might be given to whether the fieldwork for this kind of survey should be conducted by NIS civil servants, or be contracted out altogether if the intention is not to build capacity.

210. Similarly, there are many projects that could be judged unsuccessful in building capacity because they fail to focus on areas where Cambodia has relatively low capacity. In the NIS, for example, data collection is much more advanced than data analysis (partly as a result of support), but support continues to focus on data collection rather than data analysis or its use. However, there is a positive example: Statistics Sweden, which is twinned with the NIS, has very actively participated in the attempt to establish an Analysis Division in the NIS, with support from NIS leadership. In line ministries, there has been relatively little support to quality issues, despite potentially serious problems with quality. In general, support has focused on technical rather than managerial issues, despite the critical importance of improved management of the NSS.

211. Some projects that create human or physical assets have naturally proved relatively sustainable, but financial sustainability – in terms of the NSS having guaranteed funds from donors or preferably government – seems distant. Government funding will rest on a much wider range of developments, including the growth of the national budget and a serious results focus. Donors may extend the timeframe of their funding, but are unlikely to guarantee funds.

212. Support has also been less successful where it is poorly harmonised and aligned, and fails to take into account specific Cambodian realities. For example, salary supplements to the NIS distort institutional priorities. Similarly, external support has not assisted coordinating surveys with key user needs. For example, neither the CSES nor the census was well coordinated with the needs of the GDP. Donor support has not enabled improvements in this coordination, and there has been no obvious institutional home in government for decisions of this nature. Support that contravenes the existing statistical strategy is probably unhelpful in the long-term.

Basing 'ownership' on agreement from the NIS is not sufficient given the consultation process and high level signoff involved in drafting the SMP. Changes to the SMP should go through the SAC.

213. Finally, this latter point on coordination reflects a very significant issue in Cambodian statistics (and other statistical systems) that external support has not yet been able to address effectively. The capacity of the statistical system (in terms of timely and quality statistical products to key users) depends substantially on higher level systems functioning and coordinating. This requires both effective statistical governance (e.g. to be able to coordinate surveys and user needs) and a high-level results-focus in government (e.g. to want this coordination and to use the results). The current governance reforms have not yet achieved this governance – and there are some reservations about the ability of the SAC and SCC to do so given their political constitution. The higher level results focus seems to be developing, but substantial support has not been given in this area and further support could attempt to foster this focus and create institutions around it.

2.4.2 What impact has the Paris Declaration had on support to SCB in Cambodia?

214. This section briefly answers this question at two levels. First, what impact has the application of Paris Declaration principles at the Cambodian national level had on support to SCB? For instance, how has the development of SWAps facilitated support to SCB? Second, what impact has the application of Paris Declaration principles to support to SCB had on the support's effectiveness? For instance, does applying principles of ownership to support improve the outcomes of the support?[35]

215. It is beyond the scope of this study to examine whether activities that appear to be consistent with Paris Declaration principles are actually driven by the Paris Declaration. This is probably not always the case. Donors' own changing incentives (such as media scrutiny mentioned above) or practices (DfID and Sida have been trying to adopt Paris Declaration-type behaviour for some time) are likely to be just as significant. This section therefore merely examines Paris Declaration-type behaviour.

216. Currently the impact of the Paris Declaration at the national level on support to SCB is quite minimal. This is principally because the major effect of the Declaration is to move towards programme-based support and the donors have struggled to organise themselves around a statistics programme. In Cambodia, this is partly because donors have disagreed somewhat about what a programme-based approach means (pooled funds or not, lead donor or not, etc.). However, greater successes in education and health SWAps suggest another explanation is needed for the absence of a SWAp in statistics.

217. This explanation is rooted in doubt over whether statistics is a sector. Indeed, it is a recurrent question in Cambodia and elsewhere in this study whether statistics can or should be treated as a sector by donors. The spread of statistical activity across several institutions (the NIS, the NBC, and line ministries) militates against the application of a sector approach as it would be understood in health and education. The application of such an approach would risk focusing excessively on the statistical office. However, the ideal division of activity between the statistics office and other institutions in the system is not clear, and will depend on the country context. In Cambodia there is a relatively clear division, but coordination needs to be improved.

[35] Bearing in mind that this project-level application is not exactly the way in which the Paris Declaration was envisaged.

Any application of a sector approach to statistics would presumably take the SAC and SCC as key institutions, but they have yet fully to develop. In any case, however, it may well be desirable – if not ideal – to develop a sector or programme-based approach to statistics in Cambodia even if it focuses too much on the NIS. This would be a useful intermediary step towards reducing the fragmented project basis of support currently.

218. There are two areas of indirect positive impacts of Paris Declaration principles at a national level. First, the harmonisation around a single development plan (the NSDP) makes the demands on statistical organisations much simpler and this facilitates the design of the SMP and support around it. Further adoption of the NSDP by other institutions in the government (outside the Ministry of Planning) and refinement of its monitoring indicators would accelerate this process. Second, the Paris Declaration at a national level is having a positive impact on statistics to the extent that it fosters a results focus, and therefore interest in statistics. This is improving slowly with the NSDP monitoring indicators, the Joint Monitoring Indicators, and the links of plans to budgets, but much more work is required.

219. The impact of the Paris Declaration at the level of projects that support SCB is more apparent. As suggested in Section 2.4.1, the application of some Paris Declaration principles has been beneficial for outcomes of support to SCB. This is particularly the case in the application of the principles of alignment and harmonisation, which has overall led to more effective and sustainable support. Far more could be achieved in the application of both principles. Examples of this are in the organisation around the Census and the CSES, and supporting the development of the SMP. Mutual accountability and managing for results have proved less relevant to SCB support projects, although the development of a results focus in the government institutions who plan and who allocate resources is critical to sustainable capacity for statistics. Ownership is far more problematic, because ownership at the NIS level is often used to justify projects that might not be owned by data users or those setting resource allocation priorities.

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Cambodian MDGs
http://www.un.org.kh/undp/?url=/undp/cmdgs/cmdgs

Annex A: Activities

Mission timetable:

Date	Time	Activity
7th April 2008	9am	Meeting with NIS Senior Officials
7th April 2008	10am	Meeting with NIS Social Statistics Department and Economic Statistics Department
7th April 2008	11am	Meeting with NIS Demographic Statistics Department and Bureau of National Accounts
7th April 2008	2pm	Meeting with General Directorate of Planning
7th April 2008	3pm	Meeting with UNFPA
8th April 2008	9am	Meeting with NIS Director General
8th April 2008	11am	Meeting with Statistics Sweden and Sida
8th April 2008	2pm	Meeting with World Bank
9th April 2008	9am	Meeting with Ministry of Economy and Finance
9th April 2008	11am	Meeting with National Bank of Cambodia
9th April 2008	1pm	Meeting with Ann Lund
9th April 2008	2pm	Meeting with MoH
9th April 2008	3pm	Meeting with JICA
9th April 2008	4pm	Meeting with MoEYS
10th April 2008	9am	Meeting with MAFF
10th April 2008	11am	Meeting with UNDP
10th April 2008	2pm	Meeting with ADB
11th April 2008	9am	Meeting with UNICEF
11th April 2008	10am	Meeting with DFID
11th April 2008	2pm	Debriefing session with NIS Senior Officials
11th April 2008	4pm	Meeting with Hildegard Lingnau

List of people interviewed:

Name	Position	Organisation
San Sy Than	Director General	NIS
Mr Seng Soeurn	Deputy Director General	NIS
Mr Long Chintha	Deputy Director, Census and Surveys	NIS
Mr They Khem	Deputy Director, General Statistics	NIS
Mr Ouk Eam	Deputy Director, Social Statistics	NIS
Mr Mich Kanthul	Director, Economic Statistics	NIS
Mr Tith Vong	Director, Social Statistics	NIS
My Vy Heang	Director, General Statistics	NIS
Mr Saint Lundy	Deputy Director, General Statistics	NIS
Mr Vann Suon	Deputy Director, Social Statistics	NIS
Ms Tong Chhay Rine	Deputy Director, Economic Statistics	NIS
Mr Oeur Sophal	Chief, Bureau of National Accounts	NIS
Mrs Heang Siekly	Deputy Director General	GDP
Mrs Chou Putheany	Deputy Director, Social Planning	GDP
Mr SOK Vanna	Programme Manager, Population and Development	UNFPA
Mr Lars Soderberg	Advisor ICT, NIS Capacity Building	Statistics Sweden
Mr Sten Backlund	Chief Advisor, NIS Capacity Building	Statistics Sweden
Ms Agneta Sandqvist	Advisor, NIS Capacity Building	Statistics

Name	Position	Organisation
		Sweden
Mr Luon March	Programme Officer	Sida
Mr Tim Conway	Senior Poverty Specialist	World Bank
Mr NEAK Samsen	Poverty Specialist	World Bank
Ms HYUN Mia	Poverty Specialist	World Bank
Mr Kim Phalla	Acting Director, Department of Economics and Public Finance Policy	Ministry of Economics and Finance
Mr Tep Sorin	Deputy Director, Department of Economics and Public Finance Policy	Ministry of Economics and Finance
Mr Tann Sokhann	Deputy Director, Economic Research and Statistics Department	National Bank of Cambodia
Ms Ann Lund	Adviser to the UN Resident Coordinator	UN
Mr Sao Sovanrotanak	Deputy Director, Department of Planning and Health Information	Ministry of Health
Mrs Kuy Phalla	Deputy Director, Department of Planning	MoEYS
Mr Put Samita	Deputy Director, Department of Planning	MoEYS
Mrs TERADA Minori	Project Formulation Advisor	JICA
Mr NHEAN Tola	Programme Officer, Planning Section	JICA
Mrs Meas Sotheavy	Chief of Statistics Office	MAFF
Mr Chan Vuthy	Poverty Analyst	UNDP
Mr Eric Sidgwick	Senior Country Economist	ADB
Ms Bossadine Uy	Assistant M&E Officer	UNICEF
Ms Marjolaine Nicod	Aid Effectiveness Adviser	DfID
Mrs Hildegard Lingnau	Senior Advisor	MoP

Annex B: NIS support since 1993

Table 2.10 NIS surveys and donors since 1993

Survey Name	Year	Donor
Socio-Economic Survey of Cambodia (SESC)	1993/04	ADB, UNDP
Price Survey of Phnom Penh	1994-1996	ADB
Survey of Industrial Establishment	1993	ADB, UNDP
Survey of Establishment	1995	ADB
Socio-Economic Survey of Cambodia (SESC)	1996	ADB, UNDP, UNICEF, ILO
Demographic Survey of Cambodia (DSC)	1996	UNFPA
Cambodia Socio-Economic Survey (CSES)	1997	UNDP, WB, SIDA
Labour Force Survey of Phnom Penh (LFSPP)	1997	ADB
Labour Force Survey of Phnom Penh (LFSPP)	1998	ADB
Population Census	1998	UNFPA
Cambodia Socio-Economic Survey (CSES)	1999	UNDP, WB, SIDA
Survey of Industrial Establishment (SIE)	2000	ADB
Labour Force Survey of Phnom Penh (LFSPP)	2000	ADB
Labour Force Survey of Cambodia (LFSC)	2000	ADB
Quarterly Producer Price Survey	2000	ADB
Price Survey by Selected Urban of 5 Provinces/Towns	2000-2003	ADB
Cambodia Demographic and Health Survey (CDHS)	2000	UNFPA, UNICEF, USAID
Labour Force Survey of Cambodia (LFSC)	2001	ADB
Cambodia Child Labour Survey (CCLS)	2001	ILO-IPEC
Industrial Establishment Survey (IES)	2001	JICA
Cambodian Agriculture Finance Survey	2002	ADB
Child Domestic Workers Survey (CDWS)	2003	ILO, UNICEF
Cambodia Socio-Economic Survey (CSES)	2003-04	UNDP, WB, SIDA
Cambodia Inter-Censal Population Survey (CIPS)	2004	UNFPA
Cambodia Demographic and Health Survey (CDWS)	2005	UNFPA, ADB, USAID, DFID, UNICEF, CDC
Annual Socio-Economic Survey of Cambodia (ASES)	2006	SIDA
Annual Socio-Economic Survey of Cambodia (ASES)	2007	SIDA
Cambodia Accident and Injury Survey (CAIS)	2007	UNICEF
Producer Price Survey (PPS)	2007	UNDP
Industrial Establishment Survey of Phnom Penh (IESPP)	2008	JICA
Annual Socio-Economic Survey of Cambodia	2008	SIDA
Population Census	2008	UNFPA, JICA, Gov't of Germany

3 Niger Country Case Study

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Executive summary

Context

1. Niger is a large landlocked country, with a population of approximately 14 million. The majority of its population work in agriculture, and the primary sector contributes 47% of the Gross Domestic Product (GDP). Niger is very poor: in 2005 it came bottom in the Human Development Index with 61% of the population living on less than a dollar per day. Because its population relies on agriculture, it is dependent on climate and subject to shocks. The growth of GDP is very volatile and was even negative (-0.8%) during the agricultural crisis of 2004. Niger relies heavily on its technical and financial partners (TFP) who, at present, provide almost 50% of the core budget through budgetary aid.

2. At the time of research, Niger is experiencing a period of political stability. The President, Mamadou Tandja, elected for the first time in 1999, was re-elected in 2004. In April 2007, the country experienced civil protests and strikes over prices. However, perhaps the most significant underlying political problem remains the Tuareg uprising in north Niger, which poses a threat to uranium production.

3. Currently, the government does not have the financial and human resources required to complete the major administrative, political, legal and institutional reforms that have been initiated.

4. A second generation Poverty Reduction Strategy (2008–2012) was adopted in October 2007 and strategies produced in the areas of education, health and rural development have also been adopted. Others are at the preparation stage.

5. Niger is a member of a number of different regional organisations (WAEMU, ECOWAS, African Union) and, in terms of statistics, it is a member of AFRISTAT. In these different capacities it is involved in regional statistical harmonisation and consequently receives assistance from them all. Moreover, part of the regional statistical aid given to Niger is controlled by AFRISTAT.

6. Major reforms of the national statistical system have been carried out since 2004. These include: the introduction of the Statistics Act, the setting up of the National Statistics Council, the conversion of the former Department of Statistics and National Accounts (DSCN) into a National Institute of Statistics (NIS) with a more autonomous status, and the provision of statistical services to departments in the key sectoral ministries.

7. A National Strategy for the Development of Statistics (NSDS) was adopted in January 2008, in accordance with a participatory approach and guidelines recommended by PARIS21. The cost of this was estimated at FCFA 23.6 billion, i.e. USD 55.5 million, 72.5% of which was expected to come from the external development partners. The NSDS was drafted at the same time as the second generation Poverty Reduction Strategy and designed to provide the statistical information required to monitor its implementation.

8. Niger has had fairly static governance indicators since 2000 and is at a fairly low level of democracy and freedom for its citizens, although there was a significant improvement around the time when the current President came to power. Control of corruption has declined steadily and it appears still to be a significant governance problem in Niger.

9. The World Bank Indicators of statistical capacity have remained fairly static between 58 and 62 from 2004 to 2007, below the international average of 66 for 2007. Although statistical practice has improved since 2005, data availability seems to have declined. This contrasts with stakeholders' views who note a fairly dramatic improvement in the quality of the products from the statistical system. Part of the reason for this is that recent improvements such as the agricultural census have not yet been published. More important, moreover, is that the indicators relate more to outputs than capacity. Niger's rating also suffers because its national accounts base year is out of date. Although it has a recent poverty survey, it is not one that can be used to calculate money metric poverty; in addition a number of trade and industrial indices are not available. The recent poverty indicators for Niger were generated from the survey on the *Degree of Satisfaction with Essential Needs* conducted from December 2004 to January 2005. Niger is currently conducting its Household Budget and Consumption Survey, funded by its Government, that will help to update the national accounts base year as well as poverty indicators.

Support for the strengthening of statistical capacities

Relevance

10. The support given to Niger has been highly relevant and has filled some significant gaps in the statistical system, such as agricultural data. Given the low level of the country's resources, it is almost inevitable that the strengthening of capacities relies heavily on development assistance. Almost half of the NIS budget comes from project aid. The 2006 Survey on Monitoring the Paris Declaration mentions that Niger had a weak results monitoring system, and points to the delays in the household survey results which came too late for the monitoring of the first PRSP. It also mentions weak data dissemination processes and low use of data in policy processes. At this broad level, therefore, the focus of cooperating partners on reform of the statistical system is therefore highly relevant to the country's needs.

11. However, the support given, aside from recent programme funds, has been largely directed at surveys, which has led to an imbalance in the range of products available. The relative neglect in support of sector ministry statistical systems – and their considerable need and importance – suggests that support is not always entirely relevant to need and priority.

12. One point of note is that some surveys were processed without the full involvement of the NIS local staff, and the NIS staff thought there was too little skills transfer in data processing and analysis of the data. If the purpose of capacity building in statistics is to get the results used in the country to improve management of policy—an area where problems were highlighted by the Paris Declaration 2006 country studies—then this point is a failure in the relevance of the support given, and leads to suspicions that a major objective of the surveys was to provide data principally for the international community rather than Nigerien policymakers.

Effectiveness

13. Data users and TFPs have been impressed by the results achieved by the new Directorate General of the NIS in the space of two years: statistical yearbooks and bulletins appear regularly, results of surveys are published and analysed, there is good organisational management and the staff are motivated.

14. It appears that the success observed is due mainly to the more flexible forms of aid used, which has made it possible to improve organisational competence and effectiveness, as well as management, and to provide motivated and better-paid staff.

15. The sectoral departments of statistics have been given a new dynamism, but they do not yet benefit from the improved working conditions currently offered by the NIS to its staff. The progress made in the coordination of statistics is also commonly acknowledged as an improvement.

16. It is too early to say whether the improved quality and availability of products have resulted in more use of data and better decisions due to a results focus, but the balance of opinion in the country is that there are better statistical products, and users are better equipped to use them than was the case previously. There are signs of improvements in the ability to analyse the statistics produced, but it is still very early in the reform process.

Efficiency

17. More effort is still needed to improve the coordination of partner resources in data collection because of the large number of separate surveys that are being conducted, and the neglect of routine data systems and alternatives to surveys. It is expected that this situation will improve once the NSDS is implemented and forms a basis for the application of the principles of the Paris Declaration. Some high country priorities, such as the household budget surveys, have been unsupported financially by donors, while others have been funded.

18. Similarly, Niger must make a choice regarding the respective responsibilities of the NIS and the BCEAO as regards the production of economic statistics in order to avoid duplication of effort.

Impact

19. A virtuous circle has clearly been set in motion. The National Statistical System (NSS) benefits from well-trained managers, now encouraged not only by their new working conditions, but also by the growing trend in the rest of the administration for results-based management. The demand for statistics from the NIS, and more generally from the NSS, is now outstripping supply: it is probable that this is the consequence of the work done to train people in the use of statistics, the tools made available to help decision-making, and the monitoring and evaluation systems in place. Part of this work in developing the use of statistics has been done by the NIS itself.

Sustainability

20. Much more remains to be done, mainly to get the statistics from administrative sources back on track as these should, in the long term, replace some of the current surveys to provide continuous data from the NSS. In addition the national accounts base year is still more than 10 years out of date, and some key economic series like the industrial production index have just started to be collected by the NIS. The results from the current household budget survey will help to update some of the economic series.

21. There were some concerns expressed among those met concerning the capacity of the NIS to respond to the increase in demand for statistics. This has resulted from the success so far achieved in creating a virtuous cycle of supply and demand. The NIS label is now considered to be a guarantee of quality. The NIS managers admit to having reached something of a capacity saturation point and the NIS is attempting to strengthen its human capacity by means of additional recruiting and short adapted training courses. Financial support is still necessary; even though the government's budgetary allocation was increased in 2006.

22. The statistical system is still very dependent on donor funding, and this remains a constraint to sustainability. The supplementation of salaries by donors is a worrying point and we have little evidence that these higher salaries will eventually be funded from the government's own funds.

Application of the principles of the Paris Declaration in the area of statistics

23. No definitive conclusions can be reached on this subject as Niger's statistical system has been, and still is, the subject of major reforms, the results of which are too new to evaluate fully. The NSDS (2008–2012), which will provide the basis for harmonisation and alignment, has just been adopted (January 2008); the reformed NIS has only been in existence for just three years, and a donor panel for statistics is going to be organised soon. But a renewed confidence in the statistical system has been observed on the part of all the cooperating partners met.

Results-based management

24. The NSDS includes performance indicators which are specific to statistics. It is too early to have any measured results, but the modern management of the NIS demonstrates many favourable signs: the regular issue of publications, staff assessment files, updated personnel records, and a consolidated budget. This forms a solid foundation for management of the statistical system by its results.

25. The other aspect of results management is the extent to which the products of the statistical system have been used in policy process. There is evidence of increased demand for statistics and there has been training among the users of statistics by the NIS itself, but it is still too early to see the results of these new initiatives and demand. One very important policy-related statistical outcome is the introduction of an agricultural census and annual surveys to monitor food security: these, if used optimally, may identify potential food shortages at an early stage and enable appropriate action to be taken.

Ownership

26. True country ownership in the area of statistics arises from a strong national demand for statistics. This demand arises from results-based management in the central and sectoral government ministries. In these ministries, the results-based management (as defined by their strategies) appears still to be heavily influenced by the TFPs, either directly or indirectly.

27. The results indicators which have been the focus of capacity building in the past are not necessarily the indicators that best enable country or local-level policy decisions to be taken. The household surveys provide results at a national or, at best, a regional level. To make decisions relating to resource allocation, or to address particular problems affecting particular interest groups, good administrative sources available at local level, together with survey results, are required. The NSDS, which aims to improve administrative sources, clearly reflects this concern. The decentralisation of the NIS also reflects the importance of the use of results management by the government.

28. The NSDS was prepared in a participatory way, and can be said to offer better country ownership of the statistical programme around which donors could align. It remains to be seen if all the countries' priorities will be financed by partners or by the national budget. One point of interest is that budget support has led to more government funds for statistics. The flexible funding from the EU and other partners has enabled the NIS to use resources to improve the organisational environment for statistics. However, the statisticians in sector ministries have not benefited in the

same way. Nevertheless, the SWAp in education has produced good results in the availability of statistics. This has not been the case in health where support has been of a more *ad hoc* nature.

Alignment

29. The bilateral partners, including the EU and the World Bank, are better able to align themselves with the national development strategies, both global and sectoral, by contributing budgetary aid (with conditions) or by practising a programme-based approach. The United Nations agencies have mandatory commitments that make them less flexible.

Harmonisation

30. Similarly, although the bilateral partners appear satisfied with the indicators chosen by Niger, the United Nations agencies require standard indicators for international comparisons. Mutual funds have been implemented (for example, for the monitoring of the food security situation), but no alignment with Niger's procedures has been observed beyond budgetary aid. In the mutual funds, each partner finances a component of a project/programme and the procedures of each partner are applied to this component. Two NIS projects even have their own accountants.

Mutual accountability

31. Throughout the NSS, examples of poor practice have been found in both senses of mutual accountability: an absence of written proof of expenditure, and the failure to make funds available in time. As a result, some statistical collections have suffered delays in funding and have had to be adapted. This has a direct impact on the usefulness and quality of the results: food security surveys, surveys on the forecasts and estimates of harvests, epidemiological surveys, and educational surveys are only of use if they are conducted at the correct time.

Conclusions

32. In Niger, the statistical reforms have benefited from strong political support and the support of all the technical and financial partners (donors, or TFPs). The introduction of monitoring and evaluation indicators in the PRSPs, and the use of results-based management in the sectoral ministries have brought about an increased awareness of statistics in recent years. This results focus has been strengthened by the impact of budget support, which requires statistics for use in performance assessment frameworks which monitor the effectiveness of the budget support programme. In this regard, it should be noted that the institutional reforms, the appointment of a new Director General, a more attractive salary scale for the statisticians and the adoption of the NSDS have been aid 'conditions'.

33. The support given by the EU, the largest source of funding for the NIS, can be regarded as an example of programme aid. This aid integrates support relating to the strengthening of statistical coordination, data production and statistical analysis; as well as human resources development in respect of both training (initial and continuous), the payment of better salaries to personnel, and actions to improve the working environment of statisticians. Such an integration of support to cover all aspects of the organisation seems necessary for transformational capacity building. The evaluation of the support to Niger shows that this type of aid has produced tangible results in terms of the production of high-quality statistics. However there were some problems including delays in the implementation of planned activities. Some partners were found to have unaligned management procedures which cause additional transaction costs and problems for the recipient.

34. Surveys are the major statistical activity in Niger as regards the operations of the NIS and its partners (the survey budget represents 73% of the total budget of statistics in 2002-2007). These are useful for producing information for indicator systems, but they are conducted to the detriment of routine statistical systems, which may be more viable and more efficient in the long term, but which requires a considerable initial investment. Routine data can also provide information on smaller geographical areas, which is becoming increasingly important for decentralised government. Technical assistance linked to surveys has, in some cases, not been effective due to the low level of skills transferred, particularly in the area of data analysis and data processing.

35. In recent years long-term technical advisors in area of statistics have been resident in the country. Regional technical assistance mainly carried out by AFRITAC experts are considered to be very useful and well adapted to the Niger problems. National technical assistants are also considered to fit local needs (especially in IT technical support).

Recommendations

36. Although this brief study should not be considered a comprehensive assessment of support to statistical capacity building in Niger, it may be helpful for stakeholders to have some indicative recommendations that follow from the research. These are not intended to be specific to any organisation and in some cases call for more research.

- Support to SCB should be rebalanced to meet sector ministry statistical needs.
- Support to SCB should ensure that it is designed to transfer skills to individuals in recipient institutions.
- Support to SCB should continue to use more flexible forms of aid, such as the programme aid used by the European Union.
- Support to SCB should support key series, such as national accounts, that are outdated or have been neglected.
- The role of budget support and SWAps in supporting statistics should be explored further, since there have been good results from these funding modalities.
- Donor agencies need to make further efforts to harmonise, for instance around monitoring indicators.
- More effort is still needed to improve the coordination of partner resources in data collection because of the large number of separate surveys that are being conducted, and the neglect of routine data systems and alternatives to surveys.
- Niger must make a choice regarding the respective responsibilities of the NIS and the BCEAO as regards the production of economic statistics in order to avoid duplication of effort.

- The sustainability of salary supplementation should be critically analysed.

3.1 The Niger Context

3.1.1 Niger

37. Niger is a large, landlocked country (with an area of 1,267,000 km²), with a population estimated at approximately 14 million. The majority of the population work in agriculture, and the primary sector contributes 47% of the Gross Domestic Product[36]. Situated in the Sahelian zone, it has to cope with the phenomenon of desertification.

1) Niger is very poor: in 2005 it was bottom in the Human Development Index. Sixty-one percent of the population live on less than a dollar per day. The growth of GDP is very volatile, for example it was negative (-0.8%) during the agricultural crisis in 2004 and strong (7.4%) in 2005. Niger relies heavily on its technical and financial partners. Budgetary aid accounts for almost 50% of the core government budget.

38. As Niger is part of the West African Monetary and Economic Union (WAEMU) its monetary policy is driven by the Central Bank of West African States (BCEAO). In January 2006 Niger was admitted to the Multilateral Debt Relief Initiative.

39. Niger will find it difficult to reach its Millennium Development Goals (MDGs). The Poverty Reduction Strategy Paper (PRSP) 2008–2012 indicates that the proportion of the population below the poverty line was 60.7% in 2006. The MDG target is 33% for 2015, but it is projected that by 2015 the proportion living in poverty will be 50%. To give another example, based on current trends, the gross enrolment ratio in primary school is estimated to reach 79% in 2015, but the MDG target is 100%. The maternal mortality rate was 6.48 for every 1000 births in 2006. This is forecast to be 6.45 in 2015, compared with the MDG target of 1.75.

40. Niger is a member of a number of different regional organisations (WAEMU, the Economic Community of West African States (ECOWAS), the African Union (AU), and the United Nations Economic Commission for Africa (UNECA)). This grants it rights and obligations, including in statistics (around harmonisation of price indexes, GDPs, etc.).

41. From the statistical point of view, it is also a member of AFRISTAT, which involves other forms of statistical harmonisation (nomenclatures, software, methodologies, etc.).

42. In these different capacities, it receives a regular assistance in the form of regional workshops as well as assistance on request.

3.1.2 The political regime and the democratic process

43. Niger is experiencing a period of political stability. The President, Mamadou Tandja, elected for the first time in 1999, was re-elected in 2004. Three main parties dominate the political landscape of the country. In April 2007, there were civil protests and strikes over prices, but the government formed a committee that appeared to solve the problem. However, the recurrent Tuareg uprising in north Niger is still a problem. Their uprising poses a threat to uranium production.

[36] Source: World Bank—Niger records 2007

44. The Poverty Reduction Strategy Paper (PRSP—p 65) observes that Niger's institutional development is restricted by several factors: '1) the lack of a social and political culture ; 2) the lack of involvement of the various structures of civil society in the elaboration of laws concerning them ; and 3) the inadequacy of communication between governments and those governed.'

45. There have been reforms in the legal system, but some challenges still remain in management, human resources, the status of magistrates, etc. Administrative reforms have also improved the effectiveness of the public administration, but here also there are still weaknesses, in particular in management, status and the (very low) number of officials per inhabitant.

46. The government has implemented some measures to strengthen basic democracy and has implemented a decentralisation policy. The measures include communal elections, the transfer of power and the High Council of Territorial Collectivities. However, some problems in the decentralisation process can be observed. These include the inadequacy of financial resources, the poor adaptation of national strategies and policies at local level, the poor coordination of the different departmental structures and the poor institutional capacities of the new communes (in which many are illiterate and are insufficiently qualified for the jobs that they do).

47. In short, it appears that the government does not currently have the financial and human resources to put the finishing touches to its administrative, political, legal and institutional reforms.

48. The broader governance environment provides some indication of the likely hospitability of the national environment for statistics. Generally, Niger has had, since 2000, fairly static governance indicators with a relatively low level of democracy and freedom, although there were fairly significant improvements between 1998 and 2000. 'Control of Corruption', an indicator in the World Bank Governance Indicators database, has declined steadily and appears a very significant governance problem in Niger.

2) Freedom House scores nations on political rights[37], civil liberties[38], and press freedom[39]. Ratings are determined by in-house expert opinion. The Freedom House 2008 survey of world freedom scores Niger 3 out of 7 on political rights and 4 out of 7 on civil liberties (with 1 most free and 7 least free), denoting Niger as 'Partly Free'.[40] The civil liberty score represents a slight deterioration on the previous survey (2006). Aside from this small reversal however, Niger's Freedom House indicators have improved since the late 1990s, when scores of 7 and 5 on political rights and civil liberties respectively were normal and Niger was rated 'Not Free' between 1996 and 1998. Freedom House's measure of press freedom scores Niger's media as 'Partially Free', with the 2007 report indicating that a law criminalising defamation and a judiciary willing to enforce it make life difficult for journalists in Niger. Transparency International, an NGO, has commissioned a Corruption Perceptions Index that reflects perceptions of corruption by business people and country analysts, scoring

[37] Political rights reflect free and fair elections, freedom of political organisation, significant opposition, freedom from domination by powerful groups, and autonomy or political inclusion of minority groups.

[38] Civil liberties reflect reflecting freedom of expression or belief, freedom of association and organisational rights, rule of law and human rights, and personal autonomy and economic rights.

[39] Press freedom reflects media objectivity and freedom of expression.

[40] Downloaded from www.freedomhouse.org/template.cfm?page=395, March 2008.

countries 0–10 (highly corrupt to highly clean). Niger ranks 123 out of 179 countries, scoring 2.6 in 2007.[41]

49. The World Bank Governance Indicators, which aggregate several indicators to produce scores on different elements of governance, suggest that Niger's governance quality is fairly static in the last decade, but also reflect Niger's relatively poor position in terms of governance. The indicators rank countries on 6 indicators between 1996 and 2006: i) Voice and Accountability; ii) Political Stability and Lack of Violence/Terrorism; iii) Government Effectiveness; iv) Regulatory Quality; v) Rule of Law; and vi) Control of Corruption. According to these indicators Niger has had static scores on most elements of governance between 1996 and 2006, with the exceptions of a sharp decline in Control of Corruption between 1996 and 1998 and a sharp improvement in Voice and Accountability between 1998 and 2000. These have both been static since 2000. Niger is in the top 60% of countries in terms of the Voice and Accountability indicator, but the bottom 20–30% for Government Effectiveness, Regulatory Quality, Rule of Law, and Control of Corruption (relatively the worst at 18%).

50. Together, these indicators do not suggest a broad governance environment that is particularly conducive to statistics. Curtailed political, civil, and media freedoms and high levels of corruption would not typically be supportive of statistical development (as statistics may be controlled or manipulated by government institutions). However, improvements in 'Voice and Accountability' are encouraging and could go together with statistical improvements (as citizens demand and use statistics to hold the government accountable). If the government can, on the one hand, provide leadership in statistical development, and, on the other, lift restrictions on freedoms, the broader statistical environment may become more hospitable.

[41] www.transparency.org/policy_research/surveys_indices/cpi/2007, accessed March 2008.

3.1.3 The Poverty Reduction Strategy

51. An initial Poverty Reduction Strategy was adopted for five years in January 2002 and served as a reference framework for economic, financial and social policy. The second generation strategy, the Accelerated Development and Poverty Reduction Strategy (ADPRS 2008–2012) was adopted in October 2007.

52. Sectoral strategies produced from the ADPRS were also adopted, in particular:

- the Decennial Educational Development Programme (PDDE);
- the Rural Development Strategy (SDR);
- the Health Development Plan (PDS).

53. The implementation of the ADPRS 2002–2006 was the subject of monitoring carried out by means of:

- reports monitoring progress towards the MDGs;
- joint reviews in the areas of education, health, access to drinking water and the fight against desertification;
- evaluation reports on the Special Programme of the President of the Republic.

54. This national attention to results drove demand from the statistical system. On the issue of poverty alone there were several surveys:

- a DSES survey (degree of satisfaction with essential needs) in 2004;
- a QUIBB survey (core welfare indicators questionnaire) in 2005; and
- a second PPS (participatory poverty survey) in 2005.

55. The adoption and implementation of the new ADPRS should affect the NSS in the following ways:

- through the anticipated strengthening of the overall objective of high-quality administrative governance;
- through the demand caused by the monitoring and evaluation mechanism of the PRSP;
- through the specific strengthening linked to the implementation of a results-focused monitoring and evaluation system. This strengthening focuses on three areas: the NSDS (National Strategy for the Development of Statistics), the regular production of data on poverty, and the development of a Geographic Information System (GIS).

3.1.3.1 Niger PRSP process

56. The roots of the first PRSP (published in 2002) are traced in that document back to the mid-1990s when the Government of Niger undertook to respond to the widespread and apparently deteriorating poverty and human development problems fuelled by political and institutional instability. This response was to develop a strategy in which human development and fighting poverty was central to the government's economic and social development policy. In 1997, the government drafted and began to implement a Framework Programme to Combat Poverty, which was formulated in a participatory process. The Framework Programme received the support of several donors and institutions present at the Donor Round Table in Geneva in 1998.

57. Building on this favourable reaction, and in the context of the Highly Indebted Poor Countries (HIPC) Initiative, the government prepared a Poverty Reduction Strategy (PRS), designed to integrate sector strategies and the Framework Programme to Combat Poverty into a comprehensive economic and social policy programme. The PRS aimed at economic growth, reducing poverty and extreme poverty, and making basic social services accessible to the poor. It was based on four components:

- sustainable and sustained economic growth;
- development of Niger's productive sectors;
- guaranteed access of the poor to basic services; and
- strengthening human and institutional capacities, promoting good governance, and decentralisation.

58. The PRS was designed to be participatory, and the institutional mechanism was intended to reflect this. This comprised, at the national level:

- a Steering Committee, chaired by the Prime Minister and responsible for guidance and direction;
- the Government/Donors Committee, a permanent framework for dialogue, chaired by the Ministry of Finance;
- the Committee for Domestic Dialogue and Joint Action, a forum involving all stakeholders, chaired by the Ministry of Social Development;
- the Permanent Secretariat, responsible for coordinating activities, drafting the PRSP, etc., coordinated by the Deputy Chief of Staff of the Prime Minister.

59. And at regional and sub-regional levels:

- the Regional Steering Committee; and
- the Subregional Committee for Domestic Dialogue and Joint Action.

60. The Joint Staff Assessment of the 2002 PRSP noted that it 'provides a credible framework for supporting the implementation of effective poverty reduction policies.' The Assessment was also positive about the PRSP's consultative and participatory construction, the strong national ownership, the thorough poverty diagnosis, its comprehensiveness, and the integration of sector strategies.

61. The PRSP was made operational by several sector plans and policies, including the Programme Spécial de Président de la République, the Strategie de Développement Rurale, the Programme Décennal de Développement de l'Education, and the Plan de Développement Sanitaire. Evidence on progress was provided by annual reports on the progress made on the PRSP and the MDGs; reviews of education, health, access to drinking water, the fight against desertification, and reviews of the Programme Spécial de Président de la République.

62. There were several statistical processes feeding into these reports. For example, an important development noted in the 2005 Progress Report was 'a vast action plan to produce statistics and analyse data on household living conditions.' This involved:

- publication of the data from the third generation population and housing census;
- launching of the National Demography and Health Survey and Multiples Indicator Cluster Survey (NDHS-MICS) III;
- analysis of the results of the 1-2-3 survey's module on governance, democracy, and the multiple dimensions of poverty;
- completion of the Measure of Basic Needs Satisfaction Survey;

- completion of the participatory survey on poverty, and
- completion of the CWIQ survey.

63. The Accelerated Development and Poverty Reduction Strategy (ADPRS) was formulated in 2007 and serves as the second PRSP between 2008 and 2012. It is designed to refine existing sector strategies to fit into the logic of new national priorities and to ensure overall coherence. The ADPRS notes that the PRSP encouraged taking up the principle of results-based management for M&E. This in turn influenced the creation of the Institut National de la Statistique (National Institute of Statistics) and the National Strategy for the Development of Statistics (NSDS).

64. There were some positive results in the reports on the PRSP, and Niger reached HIPC completion point in 2004. However, low economic growth and high population growth continued to restrict poverty reduction, and sector needs remain. As noted elsewhere, Niger is off-track to meet the MDGs. The ADPRS notes various constraints to achieving these goals, including poor infrastructure development, a lack of cooperation between agencies implementing the PRSP, and the short time-frame for the ambitious goals of structural transformation. The ADPRS was therefore intended to revise the PRSP in response to these constraints and problems. It sets targets with the intention of attaining the 2015 MDGs. The ADPRS is budgeted at 15.2 billion USD, of which 27.9% will come from internal resources and 72.1% externally.

3.1.4 Niger's statistical system

65. As in many French-speaking African countries, Niger's NSS was until recently (2005) a decentralised system with a central statistics office (a Department of the Ministry of Finance) and independent units in the sectoral departments.

Table 3.1 World Bank Statistical Capacity Indicators, Niger, 2004–2007[42]

	2004	2005	2006	2007
Overall	59	58	62	58
Statistical practice	40	40	50	50
Data collection	50	40	50	40
Indicator availability	87	93	85	85

66. The overall statistical capacity indicator used by the World Bank has not changed greatly since 2004, despite the major reform of the NIS. It is below the average of 66 for all countries. The indicator 'statistical practice' has increased, while the 'data collection' indicator is very volatile. It is surprising that the World Bank has observed no change over 3 years, and even a recent decline in indicator availability, given the opinions of the partners and the government. The opinions collected show on the contrary that the NIS has greatly improved the quality and the production of its statistics since 2005. It would be interesting to pursue this further with research into this apparent paradox. It may be that because the World Bank's indicators focus on statistical outputs, they are ill-equipped to capture changes in capacity (as in the ability to produce statistics, rather than the production itself). Closer observers of

[42]Source: http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:21021236~menuPK:1192714~pagePK:64133 150~piPK:64133175~theSitePK:239419,00.html

statistical capacity in Niger are, in this sense, better able to make judgements on capacity. This finding of divergence between World Bank indicators and subjective assessments, it should be noted, is also found in Cambodia.

67. There are two rather misleading interpretations of capacity in the World Bank indicators that may account for divergences (in opposite directions) from observed capacity. First, a number of statistical methodologies which are used to compile the consumer price index are developed by the BCEAO outside the country, and are therefore not a reflection of the country's capacity. Second, Niger currently scores zero for a recent agricultural census, and when this is made available (the census has already been completed) the score for the country will improve.

68. Niger has subscribed to the General Data Dissemination System (GDDS) of the International Monetary Fund (IMF) and its metadata has been included in the Standard Dissemination Bulletin Board since 2002. It shows that there is still a lot of work to be done to bring statistics to GDDS standards as shown in Table 3.2.

69. The 2006 survey on Monitoring the Paris Declaration, Niger Country Case Study provides further feedback on the effectiveness of the Niger Statistical System, but this was before its full completed reforms.

> *'The quality of available development information is not yet good. The National Institute of Statistics has plans to provide strategic vision and co-ordination for the statistical system of the country, yet there are serious gaps and delays. The 2006 AER [Aid Effectiveness Review] reports that a much delayed national household survey is expected in 2007, but will come too late to feed into the revision of the Poverty Reduction Strategy. On the other hand, a Core Welfare Indicators Survey, a study of basic human needs, and a Demographic and Health Survey were completed in 2005, and the results of the 2001 census were released in 2003. Government efforts to disseminate information about the PRS and its implementation have been limited, but a more ambitious communications strategy is being considered for PRS II. Integrating the various arrangements for generating and using data into a co-ordinated monitoring and evaluation system is a major task. Formerly, the Monitoring and Evaluation Department of the Ministry of Economy and Finance was responsible along with the PRSP Secretariat for preparing PRS and Millennium Development Goals progress reports. Other monitoring and evaluation work was undertaken by the Directorate of Statistics and National Accounts, and sectoral and regional departments. In 2004 a new General Directorate of Development Programme Assessment was created within the Ministry of Economy and Finance. It will work closely with the National Institute of Statistics to monitor progress towards PRS II goals. Sectoral indicators will be defined that link to PRS II, so that the intermediate variables influencing progress can feed back into the policy process. The headway that is made in this work will crucially affect the degree to which Niger can be considered to have an adequate performance assessment system in future years.'*

70. Encouragingly, the improvements discussed above have been incorporated in the reform processes, data has been analysed and a poverty survey planned.

Table 3.2 Data Quality Assessment Framework, Summary Results, Niger July 2003[43]

Key to symbols: O = Practice Observed; LO = Practice Largely Observed; LNO =Practice Largely Not Observed; NO = Practice Not Observed; NA = Not Applicable

Dimensions/Elements \ Datasets	National Accounts	Consumer Price Index	Government Finance Statistics	Monetary Statistics	Balance of Payments Statistics
0. Prerequisites of quality					
0.1 Legal and institutional environment	LO	LO	LNO	LO	O
0.2 Resources	LNO	LO	NO	O	LO
0.3 Relevance	LO	O	LO	LO	LO
0.4 Other quality management	LO	LO	LO	O	LO
1. Assurances of integrity					
1.1 Professionalism	LO	LO	O	O	O
1.2 Transparency	LO	LO	LO	LO	LO
1.3 Ethical standards	LO	LO	O	O	O
2. Methodological soundness					
2.1 Concepts and definitions	LO	O	LO	LO	O
2.2 Scope	LO	LNO	LNO	LO	O
2.3 Classification/sectorization	LNO	O	O	LNO	O
2.4 Basis for recording	LO	O	LO	LO	LO
3. Accuracy and reliability					
3.1 Source data	LNO	LNO	LO	LO	LO
3.2 Assessment of source data	LO	O	O	O	LO
3.3 Statistical techniques	LNO	O	O	O	LO
3.4 Assessment and validation of intermediate data and statistical outputs	LO	LO	O	O	O
3.5 Revision studies	NO	NA	NO	NA	LO
4. Serviceability					
4.1 Periodicity and timeliness	LNO	O	LNO	LNO	LNO
4.2 Consistency	LO	O	LO	O	O
4.3 Revision policy and practice	LO	LNO	LNO	LNO	LO
5. Accessibility					
5.1 Data accessibility	LO	O	LNO	LO	LO
5.2 Metadata accessibility	LNO	LO	LNO	LNO	LNO
5.3 Assistance to users	LO	O	LNO	LO	LO

Practice observed: current practices generally in observance meet or achieve the objectives of DQAF internationally accepted statistical practices without any significant deficiencies. **Practice largely observed:** some departures, but these are not seen as sufficient to raise doubts about the authorities' ability to observe the DQAF practices. **Practice largely not observed:** significant departures and the authorities will need to take significant action to achieve observance. **Practice not observed:** most DQAF practices are not met. **Not applicable:** used only exceptionally when statistical practices do not apply to a country's circumstances.

[43] Source: IMF Country Report No. 06/236 - Niger: Report on the Observance of Standards and Codes—Data Module

71. The users encountered during the mission (including the TFPs), reported a number of weaknesses prior to the reforms of 2004. These included:

- differing indicators from too many sources, which were not very reliable technically;
- surveys conducted, but no publications or analyses; and
- an irregular publications schedule and delays in releasing publications.

72. Major reforms have been undertaken since 2004, and these have corresponded with substantial improvements on these issues:

- A new Statistics Act was agreed by Parliament (30 March 2004).
- The former Department of Statistics and National Accounts (DSCN) was converted into a National Institute of Statistics (NIS) with administrative agency status equipped with managerial and financial autonomy (14 September 2004). This new status enables it, for example, to open bank accounts, to look more freely for external financing and to respond to invitations to tender, which may mean that the NIS can earn income. It is under the control of the Ministry of Economy and Finance and under the supervision of a Board of Directors with nine members.
- A National Statistics Council was set up (14 September 2004). However, it was expected that the reform of the NIS would provide the stimulus for its initial meetings (first official meeting on 7 July 2006).
- The statistical service units were promoted to the level of directorate in the key sectoral ministries.
- Regional statistical directorates were created (three at the moment, a further three are planned for 2008, and the last two in 2009).
- A National Strategy for the Development of Statistics (NSDS) was adopted in January 2008, in accordance with the participative approach recommended by PARIS21. Several TFPs (ADB, World Bank, EU, UNDP - through the EACG Support and Advice in Governance Team and the African Capacity Building Foundation (ACBF) - through the CAPED Think Tank for Analysis and Development) financed its elaboration.

73. These reforms were driven by the need for better data for the monitoring and evaluation of the PRS. Several representatives also spoke to us of the trigger mechanism provided by the fact that Niger was ranked as the bottom country according to the Human Development Index (HDI) in 2005 and attributed the renewal of interest in statistics to this: the sets of statistics used for Niger were out-of-date and reflected poorly on the reforms achieved. This is an interesting example of international monitoring driving reforms at the country level, perhaps by using national pride as a driver of change.

74. The new NIS is organised in five directorates and 14 divisions plus one division (IT) directly linked to the Secretary General. A training and development centre is also linked to the NIS.

75. The new PRSP[44] (dated October 2007) acknowledges that:

[44] Office of the Prime Minister, PS/PRS Accelerated development and poverty reduction strategy 2008–2012—page 74.

'In spite of significant progress, there are still shortcomings, mainly because of:

(i) the lack of rigorous planning of statistical activities within the NSS;

(ii) the poor use of information for decision-making;

(iii) the inadequacies in the targeting of populations;

(iv) the poor geographical coverage;

(v) the obsolescence and lack of disaggregated data for some series;

(vi) the lack of harmonisation of concepts;

(vii) inadequate data analysis;

(viii) the poor dissemination of information.'

3.2 Support received by the National Institute of Statistics

3.2.1 Overview

76. The NIS receives support from a number of sources. With the modernisation of the management of the NIS, the sources of financial support are now well documented.

77. The revenues of the NIS consolidated budget for 2007 are as follows:

Table 3.3 NIS Consolidated Budget, 2007[45]

Unit: Franc CFA		
Description	**Total**	**Percentage**
Total Government Subsidies	**580 079 841**	**18,1%**
Subsidies registered in the Finance Act	500 000 000	
Remainder of 2006 subsidies	80 079 841	
Various revenues	**66 740 000**	**2,1%**
Costs paid directly by ME/F	**233 150 521**	**7,2%**
Household Budget Survey (NBCS)	**819 543 508**	**25,4%**
Other Government subsidies	761 084 154	
OECD/PARIS 21 contribution	58 459 354	
Vulnerability surveys	**115 026 000**	**3,6%**
Nutrition and child care surveys	**161 689 830**	**5,0%**
BIT	**159 741 250**	**4,9%**
European Union (PRSSN/SEP)	**486 748 479**	**15,1%**
ADB (CPI)	**77 227 538**	**2,4%**
UNICEF (NIGERINFO)	**61 820 553**	**1,9%**
UNFPA	**84 698 750**	**2,5%**
World Bank (NSDS)	**110 562 598**	**3,4%**
UNDP (ONAPAD)	**273 062 440**	**8,4%**
TOTAL GENERAL CONSOLIDATED BUDGET	**3 230 091 308**	**100,0%**

78. This table indicates that external partners supply almost 50% of the NIS budget directly, a level of support that corresponds to the level of support in the State budget. This support is directly provided by specific projects, such as NigerInfo and ONAPAD (National Observatory for Poverty and Sustainable Human Development). The large-scale projects and the multi-sectoral projects are registered directly with the Directorate General of the NIS, whilst the more restricted projects are integrated into the work of the Directorates and Divisions.

79. In regard to Table 3.3 above, it is important to point out that 57% of the government budget to NIS in 2007 was financing for the National Household Budget and Consumption Survey (NHBS). This was an exceptional case, and should not be considered as a regular increase in government budget to statistics. Rather like the

[45] Source: www.stat-niger.org/

case of the Zambia census it shows the government stepping in to fund its own priorities in the absence of donor support. Some development partners withdrew from their earlier commitments to support this survey. Unfortunately, there were no details on data series funded from the NIS budget in previous years. No clear trend of increased funding is available.

80. The financial support for the projects includes equipment and contract staff salaries. Of the partners, it is the European Union (EU) that gives the most directly to the NIS, through the PRSSN project (Statistical capacity building project for the follow up of the Niger Poverty Reduction Strategy). Moreover, as the partners also provide budgetary aid, the government funding to statistics is also able to increase due to these other forms of financial support to its treasury.

81. On the other hand, the technical support whose financial contribution is directly recorded in the budget of the partners is less clearly identified. At our request, the Directorate of Coordination and Statistical Development (DCSD) made a list of the 20 consultations and missions received during 2007 and it is therefore necessary to add partners such as AFRISTAT, AFRITAC, ECOWAS, INSEA, and PARIS21 to the list above.

82. Participation in regional or international seminars and workshops are not taken into account either since they do not appear in the NIS budget. However, this participation is an important element in the support given by donors to the strengthening of capacities.

83. No attempt was made during the mission to obtain sets of past statistics series, which would have required a long period of research work in the DSCN archives.

84. The NSDS shows recent sources of financial support for the strengthening of statistical capacities. The EU and Canada (through the World Bank Trust Fund) are the greatest sources of support. It must be noted that the United Kingdom has financed a CWIQ (Core Welfare Indicators Questionnaire) survey through the Trust Fund (which might explain that no mention of this support was found in DFID files in East Kilbride). It was also reported during discussions that DFID has supported an education project that included a statistical section.

Table 3.4 Support for the strengthening of statistical capacities, 2002–2007

Results of Verification Mission in Country					
Development Partner	**Project/Programme Name**	**Statistical Areas**	**Financing**		**Project/Programme Period**
FAO	Support to Preparation of Agriculture Census	AC, TA	332,000	Grant	Jan 02-Dec 04
FAO	Support to Statistics in Fishing Sector	TA	150,000	Grant	Jan 05-Dec 06
IFAD	Survey on Degree of Satisfaction of Essential Needs	TRG, ANLY	25,000	Grant	Jul 04-Jan 05
UNICEF	Multiple Indicator Cluster Survey	MICS, TRG	700,000	Grant	Dec 04-Dec 06
UNICEF	Production of Education Statistics		162,000	Grant	Oct 03-Sept 06
UNICEF	Survey on Degree of Satisfaction of Essential Needs		15,000	Grant	Jul 04-Jan 05
UNICEF	DevInfo/NigerInfo	ID, TRG, DIS	13,864	Grant	Jan 05-Dec 06
UNFPA	Support to DHS/MICS	MICS, ID, TA, ANLY	210,000	Grant	Dec 04-Dec 06
UNFPA	Survey on Degree of Satisfaction of Essential Needs		15,000	Grant	Jul 04-Jan 05
UNFPA	Support to Population and Housing Census 2001	PC, TA	374,350	Grant	Jan 04-Dec 05
UNFPA	Project on Demographic Projections and Perspectives	ANLY	4,700	Grant	2004-05
UNESCO-UIS	**Developing National Statistical Capabilities for Monitoring of Education for All**	**SS, TRG, ANLY, DIS**		**Grant**	**2003-06**
ILO	**RBTC-BSR/Abidjan: Labor Market Information Systems**	**ES, ADM**	**4,490**	**Grant**	**Jun-Sept 05**
ILO	**RBTC-BSR/Abidjan: Labor Market Information Systems**	**ID**	**2,638**	**Grant**	**Aug 04-Sept 05**
ILO	**RBTC-BSR/Abidjan: Labor Market Information Systems**	**TRG**	**8,925**	**Grant**	**Jul-Aug 05**
ILO	**RBTC-BSR/Abidjan: Sub-regional observatory on accidents at work and professional diseases**	**ADM, SS**	**2,485**	**Grant**	**Aug 04**
WHO	Support to DHS/MICS	ID	16,000	Grant	Dec 04-Dec 06
UNDP	Support to DHS/MICS	ID, TA	112,000	Grant	Dec 04-Dec 06
UNDP	Survey on Degree of Satisfaction of Essential Needs	TA	106,247	Grant	Jul 04-Jan 05
UNDP	Support to Enterprise Survey		55,000	Grant	Jan 04-Dec 06
UNDP	Support to National Observatory on Poverty and Sustainable Development	ID	249,000	Grant	Apr 05-Mar 06
UNDP	Support to Observatory on Employment	ID	24,000	Grant	Jan-Dec 05
Belgium	Core Welfare Indicators Questionnaire	TRG, ANLY, DIS	350,000	Grant	Mar 04-Apr 06
Canada	**Support for PRSP Monitoring**	**ID, TRG, ANLY, DIS**	**696,864**	**Grant**	**May 02-Mar 07**
Canada	Support to Coordination of Basic Education	ID	1,880,210	Grant	2004-05
Canada	Regional Program to Support Poverty Analysis Unit	ID, TRG, ANLY	151,607	Grant	Mar 05-Mar 07
Canada	Regional Project to Support Epidemiological Monitoring	ID	1,810,660	Grant	2003-07
Japan	Support to Basic Education	TRG	1,880	Grant	Jan-Dec 05
Switzerland	Survey on Degree of Satisfaction of Essential Needs	TA, ANLY	40,000	Grant	Jul 04-Jan 05
UK	Core Welfare Indicators Questionnaire	CWIQ, ID, TA	135,000	Grant	Mar 04-Apr 06
USA	DHS/MICS	DHS, TA, ID	200,000	Grant	Dec 04-Dec 06
Agence Nationale de Francophonie	Support to Information System for Energy Sector	TRG	137,950	Grant	Mar 05-Dec 07
EC	Support to Agricultural Censes and Livestock Censes	ID, AC, LC, TA, TRG	7,900,039	Grant	Jan 04-Jun 07
EC	Support to Population and Housing Census 2001	ID	271,129	Grant	Jan 04-Dec 05
EC	Support to School Mapping	ID, TA, TRG	1,285,733	Grant	Jan 02-Nov 05
EC	Support to National Health Information System	ID,TA	124,095	Grant	Jul 03-Nov 05
EC	Support to Agricultural Market Information System	ID	350,592	Grant	2004-05
EC	Support to Livestock Market Information System	ID	244,430	Grant	2004-05
EC	**Strengthening of Capacity of National Statistical System**	**NSDS, CWIQ,ID, TRG**	**2,304,091**	**Grant**	**Mar 04-Dec 06**
World Bank	Project for Promotion of Agro-Pastoral Exports	ID, TRG	507,660	Credit	2003-04
World Bank	Project to Fight Against HIV/AIDS	DHS/MICS, DIS	339,000	Credit	Dec 04-Dec 06
World Bank	**National Strategy for Statistical Development**	**ID**	**240,000**	**Grant**	**Nov 05-Nov 07**
World Bank	Community Action Project: Support to Poverty Analysis Unit	ANLY	69,595	Credit	Mar 03-Jun 07
AfDB	***SCB under International Comparison Program***	***ID, NA, PI, DS, TRG***	***441,763***	***Grant***	***Apr 05-Dec 08***
		Sub-total	***22,842,896***		

Source: NSDS

85. Most of the funds provided by donors in Table 3.4 cover census and survey projects implemented since 2002. These represent 73% of the total budget for statistics. The major multilateral development partner was the EC giving direct support to NSS of around US$12.5 million over the period of 2002-2007. This accounted for 57% of the total funding received by the NSS from other development partners during the same period. Canada was the major bilateral agency supporting the NSS, providing 21% of the total donor support to NSS in 2002-2007. It is evident that during the NSS reform period, support to the Niger NSS has been focused on data collection to improve data availability. This has created additional capacity by skills transfer from technical assistants and provided necessary infrastructure and equipment.

86. Some donors have harmonised their support to Niger NSS to selected surveys and census activities, for example:

a) The World Bank, UNICEF, UNFPA, UNDP, WHO and USAID supported the Niger DHS/MICS in 2005/2006.

b) EC, UK (through the Trust Fund) and Belgium provided support to Niger CWIQ (2004-2006).

c) UNDP, UNFPA, UNICEF, IFAD and Switzerland provided support to the Survey on degree of Satisfaction of Essential Needs (2004-2005).

d) EC and FAO supported the preparation of the Agriculture Census in 2002-2004 and EC provided support to implementation of this census in 2004-2007.

e) UNFPA and EC provided support to the General Population Census.

f) EC and The World Bank supported the Niger NSDS.

3.2.2 Analysis of support on the DAC Evaluation Criteria

3.2.2.1 Relevance

87. Given the level of poverty of the country, the Niger State cannot be expected to be able to make sufficient human, material and financial resources available to the NSS in Niger in the immediate future. Many years of financial support are and will be required.

88. The amount of support for the strengthening of statistical capacities in Niger since 2005 has been remarkable, together with the commitment of the government to reform the national statistical system. Much of this support has been highly relevant. However, it is also of note that much support in recent years has remained firmly focused on statistical surveys rather than on systems for the production of statistics and routine indicators. Given the importance and neglect of administrative systems that produce routine indicators, this suggests a problem with the relevance of this support.

89. Nevertheless, there has been a development in this regard, as the projects conducted by the Canadian International Development Agency (CIDA) and the EU aim to support the education and health information systems. These systems are better able to inform decision-making by making statistical information available at the most decentralised administrative level.

90. A development can also be observed towards support given to analysis (e.g. support given to the Advanced Poverty Analysis Unit), to data dissemination (e.g. NigerInfo database), and to work tools (e.g. procedures manual issued in the PRSSN framework).

91. 0.0.0.0Table 3.4 above also clearly shows the emphasis placed by the TFPs on the availability of social information, whilst aid for the economic information system is almost non-existent, which is in stark contrast with approaches in the past. The substantial funding provided by the government for the household budget survey suggests that the government may not share the TFPs' focus on social information. It is on the one hand encouraging (for statistics) that the government is willing to provide substantial funds to statistics, but on the other hand alarming that TFPs were not more attentive to the government's statistical priorities.

92. Finally, some support to surveys took the form of substituting, rather than supporting and building, local capacity. NIS staff considered that some elements of

support to surveys delivered very little capacity transfer. Such an emphasis on producing indicators rather than on building local capacity to produce the indicators generates a suspicion that, in some cases, the surveys' major objective is to provide data for the international community. One example was the DHS, where data processing, design, tabulation and analysis were done abroad without the involvement of Nigerien counterparts. Further DHS supplementary tabulations were done by an international consultant at the request of NIS, since he was familiar with the survey. These activities build some statistical capacity, but only to the extent that they increase the availability of data. They had little effect on Niger's capacity to produce statistics, and this should be interpreted as a lack of relevance.

3.2.2.2 Effectiveness

93. In the opinion of all the representatives, NIS personnel, data users and development partners, the statistical situation in Niger has greatly improved since the reform of the NSS was undertaken in 2004 and since the installation of the new management team. What proportion of this success can be attributed to international aid and the work done by the inhabitants of Niger? This is of course a difficult question to answer.

94. There have been several improvements in statistical capacity since 2004:

- a catalogue of NIS publications and services has been drawn up and made available to users, which shows the reappearance of statistical yearbooks and bulletins, the publication of survey results accompanied by an analysis and the maintenance of their periodicity;
- the NIS data has been used by the IMF;
- the NIS (ONAPAD) has now been given the responsibility of compiling reports such as the report on human development or the national report on the MDGs, previously compiled by the Support Team Governing Board (EACG– predominantly financed by the UNDP);
- all the partners agree that the NIS management is clear and transparent;
- the number of NIS staff increased from 70 in 2004 to 160 at the end of 2007, of which 103 are officials, 30 state contract workers and 27 project contract workers[46]. The management staff comprises 14 people at level A1 (the highest civil service grade) and 16 at level A2; and
- NIS personnel are motivated by the increase in salary (salaries have at least doubled since 2005), career prospects (promotion every 2 years and a right to training leading to a qualification), and also by the prevailing working atmosphere in their professional surroundings and the appreciation shown for their efforts by the users (including the congratulations of the government). But there is a risk that the high demand for statistical information may outstrip the available capacity and this could have a negative effect on their motivation, and on the quality of work, if activities are not realistically planned.

95. The few negative points, which by no means offset the overall positive opinion, are as follows.

[46] The EU-funded PRSSN project paid interviewers, supervisors and data keyboarding agents for a census of enterprises. Consultants in poverty analysis or computer specialists were funded for the analysis of the CWIQ.

- The political independence of the NIS has been considered by some informants to be still poor: the consultants were told that the Ministry of Finance must first review figures before they are issued publicly, although this was denied by the NIS. The delays in releasing figures may have serious consequences in, for example, the case of food security estimates.
- The users still express doubts about some issues (such as the vaccination rates of over 100%) and consider that the surveys are not well enough exploited in respect of a full analysis of their content and that data mining should be done.
- Some short-term technical support has been considered ineffective (see below).

3.2.2.3 Efficiency

96. A lot of work has been done to improve the efficiency of the implementation of statistical activities in Niger since 2005. As such, the Demographic and Health Surveys are now combined with the multiple indicator surveys (MICS).

97. However, some duplication in efforts was observed in some sectors and this can cause a waste of human and financial resources. By way of example, the survey of enterprises for the production of the Industrial Production Index and the collection of consumer prices are conducted by both the BCEAO and the NIS. The BCEAO produces a weekly CPI estimate for its internal use for reasons of monetary policy and when the monthly CPI produced by the NIS is available, it is used to estimate the national inflation rate and replaces the estimates of the BCEAO.

98. There was complementary financing of publications (by the EU and UNICEF). The EU financed the publishing of 100 Health Yearbooks, and UNICEF a little more.

99. The producers and the users of statistical data have also mentioned the delays experienced in the disbursement of funds agreed with some technical and financial partners, mainly multilateral donors, which have seriously impeded the implementation of the programme of statistical activities: fieldwork is delayed which results in retraining, wasted resources and data collections being carried out at the wrong time of year.

3.2.2.4 Impact

100. The support for the strengthening of statistical capacities in Niger has had a significant impact as regards restoring the confidence of the users with regard to the NIS. This is confirmed by the majority of the partners. This has been reflected in an increase in financial support, both from the TFPs and from the government.

101. The statistical information produced is widely used in the drawing up and monitoring of the ADPRS and in other sectoral policies as well as for the evaluation reports of the national and international partners.

102. Niger's high authorities appear to be increasingly interested in the improvement in the quality and use of the statistics in decision-making for sustainable development.

103. The better profile and reputation of the NIS also benefits its relationships with the other NSS producers: the NIS is starting to play a genuine role as national coordinator, and dialogue has been restored with the statistics directorates and the directorates of studies and programmes of the sectoral ministries. These directorates are increasingly seeking the help of the NIS in building their own capacities. This

improved coordination can be seen to some extent as an impact of the support offered to the NIS.

3.2.2.5 Sustainability

104. Niger's statistical system is one of the African statistical systems that still has a high number of staff who are professional statisticians (*engineers* in the French system) who have been working in the system and in particular in the NIS, for several years. The support given for the statistical and demographic training of the statisticians in French-speaking training establishments (ENSEA in Abidjan, ISSEA and IFORD in Cameroon, DSD in Dakar) can therefore be considered viable. As this support does not only concern Niger, it has not been included in the evaluation, but it should be mentioned as a significant factor in improving the statistical capacity of the country.

105. With this managerial staff, NIS personnel produce on a more or less regular basis and with little technical assistance, the national accounts series, the consumer price index and regular specific surveys such as the joint survey on vulnerability and household food security or the surveys on the Degree of Satisfaction of Essential Needs (DSEN).

106. The new NIS salary scale and the improved staff management has stopped the brain drain, in particular the loss to international organisations. Professional staff are the linchpins of the system. However it has been noted that the mobility of the personnel within the NSS appears to be poor, with personnel remaining in the same job for over a decade. This may pose a threat to the newly gained motivation. It has also been noted that the personnel initially recruited on contract were gradually integrated into the statutory personnel. However there has been no opportunity to judge the durability of the process.

107. In order to maintain this sustainability and so that the NIS can have at its disposal qualified staff on a permanent basis to satisfy the demand for statistical systems, a continuous training programme has been agreed within the NIS with a considerable budgetary contribution from the State of Niger. For example, it is planned to train 30 staff for a period of one year at the ENSEA in Abidjan and the state has mobilised approximately 50% of the budget required.

108. All of these training actions are absolutely necessary to the sustainability of the successes recorded: in the years to come, the NIS will probably face an increasingly high demand, in particular from its sectoral partners or from national users—for example, it has been seen that the Permanent Secretary of the ADPRS has made a request to the Unit of Advanced Analysis of Poverty (UAAP) for studies on the impact of the Economic Partnership Agreements, on the decentralised financial services and on the poverty dynamic. The NIS will be unable to respond to this type of request if it has insufficient or inadequately trained staff.

109. The issue of sustainability can be summarised using the words of a TFP representative: a strategy to bring aid to an end is not yet on the agenda. Certainly, financial sustainability does not seem close. However, the intensive training suggests that prospects for individual sustainability (the retention of skills by statistical staff) are more positive. The reforms are too recent to assess institutional sustainability in a conclusive way, but it appears at present that substantial progress has been made in the institutional development of the NIS.

110. At this early stage of the Niger NSS reform, it is difficult to conclude whether the possible progressive withdrawal of the current high TFP support will affect the sustainability of the NSS, but this constitutes a high risk.

3.2.3 The principles of the Paris Declaration in the relationship of the NIS with its external partners

3.2.3.1 Ownership

111. The reform of the statistical system since 2004 has resulted in the adoption of a Statistics Act focusing on the organisation of statistical activities and the creation of the NIS. The drawing up of the NSDS, which followed a participatory process, was carried out in a way which strengthened country ownership, and this is according to the PARIS21 NSDS guidelines. The NSDS analyses the situation clearly and defines the vision, the mission and the strategic directions for the statistical system in the medium term, from 2008 to 2012.

112. However the level of reference to country ownership of the related funding differs according to the cooperating partner concerned. The financial envelopes contributed by the EU, the ACBF and the UNFPA are distributed after full consultation with the partners. On the other hand, most of the national statistical users encountered think that, on the whole, the surveys conducted meet the needs primarily of the TFPs, who use the results to monitor and evaluate projects and programmes that they are financing in Niger at the international level, rather than to deliver primarily on the needs of the country. Some surveys also serve to test statistical methodologies of the development partners.

113. Of course, the Government of Niger takes from the surveys statistical information that meets its own priorities, but these priorities are not entirely covered by the surveys. The example that has been quoted is that of the NHBS, which failed to attract funding from the development partners, even though it was said to be a major priority for the government. This survey clearly seems a national priority, since it was entirely financed by the state budget (with the exception of some technical assistance provided by the World Bank). Other surveys of national interest, such as a study on enterprise competitiveness conducted by the Analysis and Developmental Planning Unit (CAPED) were carried out without the intervention of the NIS.

114. Several surveys have been conducted with the active participation of national NIS managers supported in the short term by consultants. However, some activities, such as the processing abroad of collected data, were heavily criticised by the NIS as the skills required were not transferred to the statistical agency; similarly, training of staff in data analysis is often inadequate or omitted from the process.

115. The list of indicators from the database dissemination project NigerInfo has clearly not yet been adopted at the national level, either by the producers, or by the users.

116. It must also be noted that some technical and financial partners impose conditions on the government as a part of budget support. By way of example, the appointment of a new Director of Statistics was part of the budgetary support conditionality.

3.2.3.2 Alignment

117. The alignment of the partners of Niger's statistical system is still at an embryonic stage. The bilateral aid bodies as well as some multilateral bodies are fairly adaptable as regards alignment to the government procedures and timetables, especially funding and accounting procedures. However it has been noted that the United Nations agencies are more rigid as regards alignment and more often follow the procedures in their own schedules, which imposes additional burdens on recipient organisations. In the absence of an NSDS, none of the alignment to statistical funding and government procedures would have occurred. Long-term support to the carefully developed and participatory NSDS has therefore had a positive impact on alignment.

3.2.3.3 Harmonisation

118. As far as the procedures are concerned, most of the TFPs continue to use their procedures in the management of support projects. The UNDP even has different procedures according to the projects and often changes its procedures over time, which makes management difficult. For other TFPs, such as the ILO, authorisation is a very lengthy process, since it involves the intervention of local, regional and world representatives. In comparison, the procedures of the World Bank appear to be certainly more restrictive, but are clearer and faster.

119. The NIS has needed to open separate accounts for almost every separate donor intervention; this clearly increases the transaction costs, although the earlier contextual data on Niger governance and corruption might explain partially why this is the case.

120. Positive experiences in this regard have been recorded in the support given to the 2001 General Population and Housing Census, that of NDHS/MICS in 2006 and to food security surveys where the partners organised themselves in order to harmonise their financial and technical support. The sectors of education and health are also the subject of harmonised actions.

121. The NigerInfo database is also a system that harmonises the joint monitoring and evaluation indicators for national development actions. All the partners attempt to reach agreement on a number of indicators, their definitions, and their periodicity, as well as on a production plan. The minimum list of ADPRS monitoring indicators has also been specified by joint agreement with all the development partners.

122. As before, the bilateral bodies have attempted to merge their monitoring requirements, and in statistics the partners inform one another of their actions, although only informally. The implementation of the NSDS should result in more organised consultations and a genuine coordination. This would be aided by the appointment of a lead donor for statistics; both Niger and Zambia have not had a lead donor for statistics as recommended in the Marrakech Action Plan for Statistics (MAPS).

3.2.3.4 Managing for results

123. The NSDS (page 75 and onwards) includes a section on performance indicators specific to statistics: priorities for activities, and references to the framework for the evaluation of data quality. These will be taken account of in the implementation of the plan from this year onwards.

124. Nevertheless, it has already been noted that:

- the publications are issued regularly;
- the personnel records are up to date;
- there are staff assessment systems and files in place;
- the budget is consolidated; and
- project evaluations are available.

3.2.3.5 Mutual accountability

125. Mutual accountability is inadequate on the part of both the partners and the government. It has been mentioned that some partners are committed to supporting the statistical activities following a timetable agreed jointly with the NIS, but that they do not themselves meet the deadlines for funding the statistical activities. This is particularly serious when they commit to undertaking activities directly such as printing materials for statistical inquiries. Delays in funding upset the schedule for the execution of the activities. One example of this is the survey on child labour, which was scheduled for 2007 but is still waiting to be financed. The same applies to the governance survey. Some partners had withdrawn their earlier commitments to some scheduled activities, such as the NHBS.

126. Some partners were critical of the NIS for delays in releasing results of some surveys, and of not employing personnel who have been trained by donors, even though they were trained at the request of the NIS. These tended to be staff trained by UNFPA who were not considered suitable following the reforms.

127. However, the considerable improvement made by the NIS in the production of statistics since its reform in 2005 and the setting up of the NSDS in 2007 has boosted the confidence of all the partners and increased their support of the implementation of the NSDS.

3.3 The support received by the other statistical producers in the National Statistical System

128. The sectoral ministries, particularly those of education and health, have been associated with improvement in statistics, but it is expected to be a long time before they benefit from the working conditions currently offered by the NIS to its staff.

3.3.1 Education statistics

129. At present, the regular collection of education data includes basic education (pre-school and primary) and general secondary education. For the other levels of education, the data is collected intermittently. The statistical system as regards education has been largely financed by UNICEF for four years, for the collection and publication of the statistical yearbook.

130. The budget allocated to statistical activities in education is approximately 2% (i.e. 183,000 USD over four years) of the total budget allocated to education. The World Bank also supports education statistics, but its support is decreasing and is being taken up by other development partners. Support is received from the bilateral partners such as the Canadian Cooperation Unit and the French Cooperation Unit. A further significant source of support is the technical assistance given by UNESCO for the development of data collection tools.

131. The NIS, by means of the PRSSN project financed by the EU, also gives support to the Directorate of Statistics and Information Technology of the Ministry of Education in terms of IT equipment, but also in terms of training the school inspectors in the use of the data collection tools. They then train the head teachers of the schools who are responsible for completing the questionnaire. This support has been welcomed in the framework of the collaboration and coordination of the NIS with the other statistical sectoral directorate.

132. In the area of education statistics, the bilateral partners prefer to support the system by means of the programme approach with a mutual fund (a SWAp), whilst the multilateral partners prefer the project approach. The attitude of the multilateral partners is due to a problem with the management of the mutual fund put in place in 2004 and 2005: because it was not possible to present written proof of expenditure, the funds were temporarily frozen.

3.3.2 Health statistics

133. When the reform of the National Statistical System took place, the national health information system became the Directorate of Statistics, Monitoring and Epidemic Control. It appears to receive less financial and technical support than other producers of statistics. The support it receives comes from UNICEF for the production of the health statistics yearbook, from WHO, from CIDA and from time to time the NGO community when there is an epidemic. Hardware has been provided from the PRSSN budget of the NIS, but some of it is not operational and there are still inadequacies in the system, data storage and in IT security, for example.

134. There is a *Partenaires techniques et financiers* (technical and financial partners) (PTF) mutual fund for the directorate as a whole, to which the World Bank and

France are the main contributors. This fund has financed computer hardware, computer programming and the distribution of training aids.

135. The data collection tools are not yet standardised and often change in accordance with the needs expressed by the authorities and the TFPs. This makes the training of collection officials and data capture difficult and expensive. It should be noted that the health statistics office personnel do not control the computer programme set up for the processing of data and thus rely on the company that has designed it for every modification that needs to be made to adapt the new collection questionnaire. This has led to inefficiency, and is a clear limitation on the capacity built.

136. In order to build collaboration and coordination of health statistics in Niger, a representative of the Directorate of Health Statistics is present at all DHS stages, and this ensures good coordination between the health ministry's needs and the NIS running the survey.

3.3.3 The food security surveys

137. Niger is a very fragile country from the point of view of food security and several mechanisms are in place to give an early warning of impending problems: the Agricultural Market Information System (AMIS), the Niger Food Products Office, and the Permanent Interstate Committee for Drought Control in the Sahel (CILSS). The Early Warning System, directly under the Prime Minister's Office, analyses and disseminates the data collected.

138. On this very serious issue, it has been possible to put in place a mutual fund of donors for the security and management of food security. At the suggestion of the FAO, the NIS is now responsible for all food security surveys; this is because NIS personnel are considered to have good technical competences. Three surveys on this topic have already been conducted with the NIS: the FAO, the WFP and UNICEF have provided 60% of the funds. The Government of Niger is beginning to participate in the financing of the surveys.

139. However, the AMIS has no NIS involvement, which is a source of disappointment for the TFPs.

3.3.4 Agricultural statistics

140. The respective Ministries of Agricultural Development and Animal Resources house statistical services, recently organised in directorates of the ministries within the framework of NSS reform.

3.3.4.1 The General Agriculture and Livestock Census (GALC)

141. The decision to organise a census was made in 1996, and preparation began in 2001 and was financed jointly by the EU, FAO and the World Bank. The operational phases were then entirely financed by the EU (€6 million) but the government contribution (350 million CFA) has never been paid.

142. The FAO was given the responsibility for executing the census. The EU made the payment to the head office of FAO which transferred it to its local representatives. In terms of supplying equipment, invitations to tender were necessary at the head office

level. This resulted in delays in the delivery of equipment. However, the FAO was considered to be more flexible than the EU because it authorises payments *a posteriori*.

143. The project provided technical assistance, equipment and training (in the use of methodological and computing tools) at the level of both the ministerial departments and the NIS. National experts also participated in seminars at the Head Office of the FAO and the AFCAS (African Commission for Agricultural Statistics).

144. The NIS participated by selecting the sample, training field staff and supervising the fieldwork. This established cooperation between the statisticians of the Ministry for Agriculture and NIS statisticians, and it continues in the conduct of annual surveys. A new modular methodology for agricultural surveys was tested in Niger and will be reproduced in other countries. Thus the methodology was well adapted to the country circumstances. The census (GALC) was analysed with support from international and national consultants, including consultants of the NIS. The GALC database will be entrusted to the NIS and will be disseminated both by the Ministry of Agriculture and the NIS.

145. The results of the project were warmly welcomed by the government, but will involve a significant revision of the national accounts (agricultural production is 30% above the previous estimates).

3.3.4.2 The annual agricultural and livestock surveys

146. Prior to the GALC, agricultural data was scarce and of poor quality, while livestock data was almost non-existent. The DIAPER project (Permanent Diagnosis—under the aegis of the CILSS) was financed each year to the tune of 30 million FCFA by the EU and 20 million FCFA by the government. Some limited and non-harmonised data research was conducted by the NGOs at local level. The result of this historically poor quality of data was that the food crisis of 2005 was not foreseen; after 2005 a committee, which included the NIS, was set up to consider the replacement of DIAPER.

147. During the census, a new methodology was developed for Surveys on the Forecasts and Estimates of Harvests (SFEH). The first survey was financed by the GALC, the EU and the government. In 2007, due to a problem with a signature, the EU funds were not available in time and the mutual fund of donors for food security was used. The surveys will now be financed by the EU on a three-year programme. It is crucial for the data collection operations that the relevant funds arrive on time. The programme approach (with an account managed by the Department of Agricultural Statistics) should offset the problems created by the budgetary approach.

148. The Directorate of Agricultural Statistics has also benefited from support from Paris21 as regards microdata archiving (Accelerated Statistical Programme).

3.3.4.3 The other rural development statistics

149. The other departments involved in rural development (animal resources, hydraulics, the environment and the fight against desertification, land management and community development) are only just beginning to organise their statistical development. With the Ministry of Agriculture, they have very recently created a ‘unit responsible for the coordination of monitoring and evaluation statistics for rural sector projects and programmes’ (initial meeting on 15 February 2008), which brings

together the statistical directorates and the training and planning sections (Directorates of Studies and Programmes, DEP) of the ministries involved. They are responsible for the monitoring and evaluation of the action plan (2006) relating to the rural development strategy (adopted in 2003). They will collect and process data and the unit will organise exchanges of information and coordinate actions.

150. The different statistical directorates, together with the DEPs and the financial resources directorates, have established for the NSDS their information, statistics and monitoring needs for the assessment of projects and programmes. Financed by the World Bank, they have received results-based management training. Impact and process indicators have been selected in each area.

151. They receive limited aid (for example, from France in the case of hydraulics, and from the FAO for fishing), but the impression that emerges is that these statistical directorates are waiting for a push from the NIS to enable them to coordinate themselves and to find secure financing.

3.3.5 Monetary and balance of payment statistics

152. Monetary statistics and the balance of payment statistics are produced regularly by the BCEAO and are passed to the NIS for its publications. The NIS is a member of the committee that validates these statistics. The BCEAO receives support from the IMF for training and short technical assistance missions for the improvement of the approaches and methodologies used in the production of the monetary and the balance of payment statistics.

153. The BCEAO is also a user of statistics produced by the NIS (national accounts, prices, real sector statistics in general) and has noted the improvement in quality following the reform of the NSS. National accounts used to be produced two or three years late: now national accounts estimates are available quickly, two or three months after the end of the year. The BCEAO would now like quarterly accounts.

154. Due to the shortcomings of the NIS in previous years, the BCEAO had decided to take steps to replace the NIS as regards the country's overall economic data and industrial production. Even though the NIS has recovered, the BCEAO still collects these data, but is now reconsidering its position.

3.3.6 The other contributors

155. Within the framework of training and sensitising users of statistical data, the NIS has organised training sessions for members of the National Statistics Council in the organisation and management of a statistical agency. This approach has been considered by many of the partners to be highly satisfactory and they are of the opinion that it should be extended to other users in order to improve the alignment of statistical supply and demand. The training involved explaining the long and costly statistical production process, to enable the Council and funders to better understand the needs of statistical planning.

156. Results-based management training for sectoral statistics directorates have also been organised within the framework of the regional support project for national managers responsible for the monitoring/evaluation of Poverty Reduction Strategies (PARSEP).

3.4 Conclusion: successful types of support of the Niger case

157. In conclusion, as regards the Niger case, the different types of assistance received by Niger are summarised below from the point of view both of their success in the strengthening of statistical capacities and of the principles of the Paris Declaration regarding the effectiveness of the aid.

158. The general impression is that the reform of the NIS would not have been possible without:

- the support of the government in the reform process;
- the accompanying aid given, and to the use of statistics in particular.

159. It is the introduction of monitoring and evaluation indicators in the PRSPs, the distribution of results-based management in the sectoral ministries, etc. which have brought about an awareness of statistics. In Niger, these reforms have benefited from a strong political support and are supported by all the TFPs.

3.4.1 Budgetary aid

160. Even though not targeted on statistics, budgetary support has had a strong impact on statistics by requiring statistics for performance assessment frameworks which monitor the effectiveness of the budgetary aid programme. It should be noted that the institutional reforms, the appointment of a new director general, a more attractive salary scale for the statisticians and the adoption of the NSDS have been aid 'conditions'.

161. According to some technical experts and TFPs, the Niger Treasury Department has not yet reached the desired level of effectiveness, which restricts the use of budgetary aid, in the area of statistics as in other areas.

3.4.2 Programme/project aid

162. The aid given by the EU, the largest source of funding for the NIS, can be given as an example of programme aid: this aid integrates actions relating to the strengthening of coordination, production and statistical analysis, as well as human resources training (initial and continuous), the payment of the salaries of contract personnel and actions to improve the working environment of statisticians. Such an integration of support to cover all aspects of the organisation is necessary. The impact of aid effectiveness can be impeded because of one missing or weak element in the process. The evaluation of part of the support to Niger shows that this type of aid has produced tangible results in terms of the production of high-quality statistics.

163. However there were some problems identified: these include delays in the implementation of planned coordination and training activities and, in the case of the EU, an overlong response time to requests for support to the reorganisation of the system. Some partners were found to have management procedures which cause additional problems for the recipient.

3.4.3 Surveys

164. Surveys are the major statistical activity in Niger as regards the operations of the NIS and its partners. These are useful for producing information for indicator systems, but they are conducted to the detriment of a decentralised routine statistical system, which would be more viable and more efficient in the long term, but which requires a considerable initial investment.

165. As shown in Table 3.3, the surveys budget represented around 73% of the total budget of all statistical activities in Niger.

166. Surveys are the preferred statistical activity, because they require a shorter period of commitment on the part of the partners, appear to more closely meet the needs of the partners and are also a source of motivation among the NIS staff (through bonuses and field allowances). There is a risk that the other statistical activities using administrative sources may be neglected if the NIS authorities do not maintain a balanced activity programme. By way of example, 12 surveys are planned in 2008 and 6 in 2009 according to the planned NSDS activity programme. Some national users say that the choice of surveys is dictated by the TFPs and the availability of funds from them. This would clearly be a substantial concern for capacity building and raises significant problems for facilitating country ownership of statistical processes in Niger.

167. Technical assistance linked to the surveys has, in some cases, not been effective due to the low level of skills transferred, particularly in the area of data analysis and data processing.

3.4.4 Resident technical advisors

168. In recent years very few technical advisors in the area of statistics have been resident in Niger.

- France abandoned this type of support to Niger in 2003, in order to support AFRISTAT and the sectoral ministries (participation in SWAps for education and health). The experts have received mixed reactions from their counterparts in Niger. In National Accounts, the system developed with the resident expert has been operational since 2003. It is entirely maintained by Niger's national accountants, who are able to adapt it to the reforms that they require from year to year. On the other hand, they have not taken advantage of the ERETES software, financed with aid from France and the EU and recommended by AFRISTAT. This software is rather demanding in terms of its data needs and it has been criticized by its users because it delays the production of national accounts. At this stage, only one or two countries manage to produce accounts.
- The main resident EU expert acts both as project coordinator and technical advisor on training, organisation and management issues. The programmes that he controls also cover education and health statistics.
- The resident GALC expert has also acted as trainer in agricultural statistical techniques: Niger's coordinators think that they can continue without his aid as the transfer of skills has been completed.

3.4.5 Short-term assistance

3.4.5.1 Regional

169. The regional technical assistance missions, mainly carried out by AFRISTAT experts, are conducted either within their framework of regular scheduled visits, or at the request of the NIS. Thus they satisfy the aims of the region and of Niger. They are considered to be very useful and well adapted to the problems encountered (e.g. calculations of underlying price indexes).

170. However, some experiences show that the transfer of skills is not straightforward: the WAEMU expert had to make several visits so that the price processing software could be installed and utilised without his help.

3.4.5.2 National

171. The national technical assistance missions fit local needs well. They are used mainly to give IT support, and repeated support is usually necessary maintenance, and to assist the statisticians to use the IT tools. These are relevant most often where the recipient institution is instrumental in choosing the consultants and specifying the terms of reference.

3.4.6 Workshops, seminars and short courses

3.4.6.1 International

172. Given its budget (francs CFA 20 million, around euros 30,500), NIS personnel as a general rule participate in international meetings only if all the related costs are provided by a partner.

3.4.6.2 Regional

173. The regional workshops, run by regional organisations such as the UNECA, AFRISTAT and the WAEMU, fulfil training and harmonisation objectives. These are not usually taken into consideration as aid received by Niger's NIS.

174. AFRITAC also organises courses in National Accounts and in the GDDS. They are highly valued by the beneficiaries compared with the more usual technical assistance missions, because they enable exchanges between 'peers', not only on theoretical issues, but also on practical issues.

175. The personnel who attend these regional workshops tend to have very similar skills and abilities, due to the homogeneity of their training in French-speaking statistical schools. This makes it much easier to run effective workshops relevant to the needs of all the participants.

3.4.6.3 National

176. The training workshops in analysis, in results-based management and in strategic planning are judged to have been successful and should be repeated. The national training courses often come up against problems of availability or local skills: for this reason it has not been possible to organise the planned PRSSN courses within the prescribed time.

3.4.7 **Study visits**

177. These are often very expensive in relation to the number of people trained and the number who need to be trained. They can meet specific needs, such as the study of a complete system.

178. Two study visits have been organised within the PRSNN framework, but they require a follow-up visit in order to increase their impact.

179. Niger is now welcoming other countries from the zone for study visits on issues relating to agricultural statistics, as they are now a regional centre of expertise.

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Annex A: Activities

Mission timetable:

Date	Time	Activity
10th March 2008	8h00-9h30	Welcome of consultants by the Department of Coordination and Development of Statistics of the NIS - Presentation of the NIS and organisation of logistics
	9h30-10h30	Presentation of the objectives of the mission to the Directorate General of the NIS and its key staff
	11h00-12h30	Presentation of the objectives of the mission to all potential interviewees
	15h00-19h00	Interviews with the directors of the NIS and with the project coordinators (several interviews in parallel)
11th March 2008	8h00-9h15	Meeting with EU delegation
	9h30-10h45	Meeting with UNICEF
	15h00-16h15	Meetings with FAO and UNFPA (parallel)
	16h30-17h30	Meeting with WFP
12th March 2008	8h30-9h15	Meeting with Directors at NIS
	9h30-10h30	Meeting with France
	10h00 11h30	Meetings with NIS personnel who have received technical assistance (several meetings in parallel)
	12h00-13h00	Meeting with CAPED
	16h15-17h15	Meeting with DSI/MEN
13th March 2008	8h30-9h45	Meeting with BCEAO
	10h45-12h00	Meeting with DS/MAD
	15h30-16h30	Meeting NSIH
	16h45-17h15	Further meetings with NIS personnel who have received technical assistance
	17h30-18h30	Meeting with World Bank
14th March 2008	8h30-9h45	Meeting with World Bank
	10h00-11h45	Meeting with Statistics and Programming Unit of the Rural Development Strategy
	10h45-12h45	Meeting (initially in parallel) with PS/DPRS
	15h00-17h00	Debriefing of mission with NIS and key staff

List of people interviewed:

Name	Position	Organisation
Ibrahim Soumaila	Director of Communication and Statistical Development and Coordinator of ADP and STP projects	NIS
Dan Mallam Mahaman Sani	Directorate of the Coordination and Statistical Development	NIS
Abdoullahi Beidou	Director General	NIS
Ghalio Ekade	Secretary General	NIS
Mahamadou Aboubacar	Head of Administration and Personnel	NIS
Hamado Sawadogo	Principal Expert, PRSSN project	NIS
Mama Laouali Ado	Coordinator of PCI project	NIS
Ousseini Hamidou	Coordinator of UAAP unit	NIS
Ali Madai	Coordinator of ONAPAD project	NIS
Omar Maiga	Coordinator of NigerInfo project	NIS
Anja Nagel	Head of Economics section	EU
Claudine Van Remootere	Monitoring and Evaluation	UNICEF
Souleymane Ousmane	Monitoring and Evaluation	UNICEF
Seghir Bouzzafour	Principal Expert, Agricultural Census	FAO
Abdoul Razaou Issa		UNFPA
Jeff Taft-Dick	Representative	WFP
Sarah Gordon-Gibson	Deputy Director	WFP
Franck Humbert	Adviser, cooperation and cultural action	France
Camille Le Jean		France
Mossi Diori Amadou	Head of Economic Statistics	NIS
Julienne Vias Aitchedji	Head of IT Division	NIS
Oumarou Habi	Director of surveys and censuses	NIS
Oumarou Saidou	Head of Prices	NIS
Mahamadou Aoudi Diallo	Coordinator	CAPED
Gouba Abdoulali		CAPED
Mahaman Djibo		DSI/MNE
Amadou Tchambou	Director	DSI/MNE
Issa Djibo	Head of Bureau of Statistics and Studies	BCEAO
Zongo Ango Issa		BCEAO
Doulaye Abdoulaye Ali	Agronomist, Statistics	Ministry of Agricultural Development
Harouna Ibrahima	Coordinator of Agricultural Census, Statistics	Ministry of Agricultural Development
Dr Daouda Hassane	Epidemiologist	Health Information
Ibrahim Komblo	IT manager	Health Information
Tassiou Almadjir	Head of National Accounts	NIS
Amadou Ibrahim	Economist	World Bank
Nassirou Sabo	Head of Team Supporting Governance	EACG
Dr Hassane Ide Adamou	Specialist in strategic management and governance	EACG

Dr Saley Mahamadou	Director of Statistics, Animal Resources	RDS Unit
Magagi Naroua Ousmane	Director of Studies and Programming, Animal Resources	RDS Unit
Bello Mathieu	Director of Studies and Programming /Education/LCD	RDS Unit
Dr Salifou Boulkassim	SE/Rural Development	RDS Unit
Mme Ousseini Nana Aichabou	DGEPD/ME/F	RDS Unit
Harouna Issoufou	Director of Studies and Programming /MH	RDS Unit
Maman Bachir Moustapha	Department of Statistics	RDS Unit
Ousseini Moumoumi	Department of Statistics	Ministry of Animal Resources
Mme Takoubakoye Aminata Boureima	Monitoring and Evaluation	Permanent Secretariat/Development and Poverty Reduction Strategy
Kanta Mahaman Sani	Economist - Analyst	Permanent Secretariat/Development and Poverty Reduction Strategy
Saidou Djibo		Permanent Secretariat/Development and Poverty Reduction Strategy

4 Zambia Country Case Study

Mary Strode

Ian MacAuslan

Christopher Willoughby

Acknowledgements and preface

This report is based on a one week visit to Lusaka in February 2008 and desk research. During the week the consultants were able to interview statistical staff and managers in the Central Statistics Office and in the Ministry of Education. Interviews were also held with key users and cooperating partners. In addition some key partners in the National Statistical System were interviewed. It is part of a larger project to generate an evaluative framework for support to statistical capacity building, which includes case studies on Cambodia, Niger, Zambia, DFID, and SIDA.

The Zambia case study was characterised by difficulties in obtaining documented evidence about support to capacity building from the point of view of both the government and the external development partners. The other two country case studies had much better documentary evidence to draw on, partly due to recent NSDS exercises. Documented evidence is therefore less available than in the other two case studies.

The consultants would particularly like to thank:

- Ms Elfreda Chulu the Director of the Zambia Statistics Office for making this visit possible, and for organising the interviews with the majority of the stakeholders and by making staff and transport available to the OPM team;
- Dr Bruce Lawson-McDowall the Governance Adviser of DFID for organising a lunch meeting with a number of donors, and for making old project files available to the team; and
- All the respondents who gave their time and information. Their names can be found in Annex A2.

The consultants would also like to thank:

- Lynn Macdonald and team are also thanked for their support and help in accessing information and for making the initial connections with DFID staff.
- Ms Eva Lövgren in SIDA is also thanked for making contacts for us in Zambia.
- The African Development Bank is thanked for making the initial arrangements, and for verifying some of the information relevant to the case study.
- DFID and Sida for funding the study.
- Lynn MacDonald for her comments and advice.

Throughout this study, we have used the terms ‘donor’, ‘cooperating partner’ and ‘external partner’ interchangeably. We recognise that different constituencies prefer different terms, and we prefer to leave the field open.

Executive summary

Context

1. Zambia is a sparsely populated country of vast geographical scale, presenting special problems for the statistical system. The economic management mistakes of the 1970s and 1980s and the near demise of copper production resulted in national per capita incomes that even now are probably well below those of 1963. Efforts were made in the late 1980s and through the 1990s to improve the systems for producing key economic statistics, like the consumer price index, balance of payments, employment and national accounts. Since 1999 positive economic growth has been recorded and the per capita income has begun to recover (estimated at $490 in 2005). The quality of the recent economic growth, however, is lacking in terms of human development results. Poverty remains severe in Zambia and attaining the Millennium Development Goals is a continued challenge; especially in the light of the HIV and AIDS pandemic which still has to show its full impact. Furthermore, environmental degradation has exacerbated the situation, contributing to low productivity in economic sectors as well as affecting the livelihoods, health and vulnerability of the poor. Zambia scores high in terms of political stability, as demonstrated by the well-managed 2006 election. However, in order for Zambia to realise its aspirations as laid out in the Fifth National Development Plan (FNDP), governance still needs to improve significantly.

2. The early 1990s also saw a growing demand for social surveys and the first Priority and Demographic and Health Surveys were conducted. While social sector and poverty statistics have improved, these important gains involved some sacrifices in other statistical fields, including the gradual running down of the advances that had been made in economic statistics. Recent efforts focussed largely on education and health, supported by programmes which pooled donor efforts known as SWAps, were perhaps the forerunner of the Paris Declaration. The SWAps gradually improved sectoral data to show where the needs were greatest and to monitor the effect of the increased sector efforts.

Application of the principles of the Paris Declaration in the area of statistics:

3. In Zambia there is a very limited history of providing support to statistical capacity building in a fashion that replicates some of the Paris Declaration principles. At the time of the case study all the cooperating partners and the Government partners were waiting for the National Statistical Development Strategy around which to align. The closest arrangement found was support to Education Management Information System (EMIS), developed under a SWAp led by USAID. This showed some signs of sustainability and had successfully transformed the quality of education statistics, but it had its own project management system and had largely been sustained by long-term foreign experts, one of whom was replaced by a local expert recently. The EMIS had shown some successes in being able to influence policy decisions and in developing a demand for statistics. There were still some questions over the long-term sustainability of the project, if it is in future to be staffed by persons entirely on civil service conditions and is to use government systems for funding and procurement. However, the future looks promising.

Ownership

4. Ownership is a difficult principle to establish in statistics, because there are different government, national institutions and international institutions that could own

the outputs of any statistics project. Donors frequently justify projects as nationally owned because the CSO agrees to them. However, this can be a poor guide because a) the CSO has incentives to accept donor support (as their staff gain from allowances or per diems), and b) key owners of many statistical products are users and higher-level government institutions.

5. The Ministry of Finance monitoring and evaluation team indicated that their major concern now was with getting information from the districts and localities, as part of the national plan monitoring operation. This priority was supported by a number of the bilateral donors who see a new focus on intermediate indicators and on small area data; while all parties recognised the need to continue monitoring the high level impact indicators at regular intervals.

6. Within the Central Statistics Office most donor support had focused on social surveys in the past 10 years. Key government priorities were said to be economic statistics and regular and local administrative data. Despite the national accounts and CPI being recognised as needing urgent modernisation for several years donor support had not been forthcoming, and the government funded the economic census in the year 2007. Support for social surveys seems to have been exclusively the province of donors.

7. The Consumer Price index is widely accepted as of good quality, but uses an outdated base year. This is disseminated monthly in the regular CSO Monthly Bulletin, and funded by government.

8. A statistical strategy was prepared in 2003 but despite seeming to have been endorsed by the President of the Republic, it was not acted upon. The explicit reasons given were its failure to address the problems of the wider statistical system. Informally it is said that the recommendation that CSO should move to agency status was not supported by the Government, based on the weak performance of other agencies in the country. It is possible that the strategy was not widely owned within government, or that on reflection, key policy makers were nervous of the recommendations.

Alignment

9. Lacking a strategy, alignment has been very difficult to achieve. It is very likely that priorities for surveys have been donor-led. There is now demand from the cooperating partners for a new strategy, and support has been provided by the African Development Bank via SADC.

10. The support given appears to include a comparatively large number of health surveys, which may reflect both the serious health issues in the country indicated by the low life expectancy estimates, but also may indicate a rather unbalanced programme of donor support. The view that support had been unbalanced was supported by the Ministry of Finance.

Harmonisation

11. Harmonisation was the Paris Declaration principle most closely followed by SCB. The Population Census had been funded by a group of donors who pooled their resources in a fund held by UNFPA, this was largely successful and reduced transaction costs on both sides, but the lesson learned was that not all promised funds arrived or arrived on time. A similar and more recent story was heard in respect

of the DHS where 14-18 donors had been involved in its funding. The transaction costs had been high and the late arrival of funds was said to have delayed the execution of the survey by up to one year.

12. There was little evidence of partners using country systems – and suggestions that considerable strengthening of the CSO's systems would be required in order to use them. A stronger accountability mechanism will be required, as the CSO reports both to its own parent ministry and individually to a large number of donors.

13. There has been much better progress in the Ministry of Education's EMIS, with procurement, funding and reporting moving towards using country systems.

14. The lack of the identification of statistics as a sector in the JASZ has hindered closer harmonisation of donors, but it appears that lead donors are beginning to emerge from the donor group on joint National Development Plan monitoring.

Results Focus

15. The results focus has been weak in Zambia in the past, although the FNDP indicates that it will be given more prominence in the future. The analysis of data for use in country appears to have received very little capacity support. Some instances of support to research from the World Bank ZAMSIF funds were noted, as was a small DFID project. However it appears that much of the analysis of the many health surveys is done outside the country.

16. On a wider scale the results of the support to capacity building appear to be rather poor, with most of the cooperating partners indicating dissatisfaction with the timeliness, reliability and accessibility of CSO data.

Mutual Accountability

17. One issue which emerged strongly from the study was mutual accountability. Government and donors were to some extent engaged in a blame game. The CSO was criticised strongly by many Cooperating Partners for the late delivery of survey information, yet evidence has emerged that a consortia of donors have often failed to coordinate their funds to ensure that the delivery of funds meets the field timetable. No doubt there are other reasons for the late delivery, but it is important to recognise the difficulties of organising a complex field operation in the absence of secure funding.

18. The team felt that in the light of the trust problems surrounding the partners, considerable dialogue would be needed in developing the NSDS; getting the balance right between the intermediate indicators, local indicators, the impact indicators; and between the economic and social sectors. Prioritisation will be very difficult unless there is extensive consultation with all partners in the NSS and some leadership taken by the Division of Planning within Ministry of Finance.

19. Clear accountability mechanisms to a realistic plan of deliverables might help to improve trust and clarify the difficulties which CSO experience in delivering results. To improve performance, predictable funding and support to management may be required.

20. The CSO had experienced problems in gaining support from remote Trust Funds, and regional support seemed slow to materialise, despite the case of the NSDS being

a high priority. The participation of donors in local country dialogue about priorities and timing of support seemed to be essential in ensuring productive cooperation. The CSO management expressed their frustrations in communicating with a seemingly unresponsive and bureaucratic unit based in Washington. There was widespread support for a statistics fund, to be held by Government, from both Cooperating Partners and from the Government (CSO and Ministry of Finance and National Planning). From the point of view of the Cooperating Partners, future arrangements for funding the national statistical system were likely to be delayed until a realistic and implementable National Statistical Development Strategy emerged from the forthcoming support to an NSDS.

Assessment of support using the DAC evaluation criteria

Relevance

21. The support received over recent years had been relevant to many of the PRSP and SWAp focussed needs of the past. Yet in the view of the Ministry of Finance Planning Division it had led to an imbalanced focus on the social sector and a neglect of most routine data systems in the country, with the major exceptions of health and education. Long-term support had delivered against the main indicators in the PRSP, poverty, health, education etc., yet the results had often been out of step with the policy cycle, and there was insufficient focus on regular monitoring and obtaining feedback on policy implementation during the policy cycle. Similarly, fashions in statistics had moved support away from key economic series to the social sectors. The lack of relevant support to statistics on the economy has contributed to those statistics not reflecting the modern Zambian economic structure, and this causes problems for economic management and planning.

Effectiveness

22. There were clearly many examples of where long-term support had been effective in building statistical skills, both in terms of economic series, household surveys and in MIS systems in SWAps. There was very little evidence that much of the support had increased the capacity to use data in policy making and monitoring, or in providing more transparency to citizens. ZAMSIF was an exception to this in providing study funds.

23. In the view of the CSO, unrequested technical assistance was the least relevant type of support, and short inputs and workshops the least effective in building sustainable capacity. The most relevant was long-term support, with hands on experience in-country, in systems which had been jointly designed by CPs and local staff. Support to equipment and materials were also highly relevant, and the census re-tooled the CSO for many years in the future.

24. Data coordination, and support between statistical units, had been rather neglected by support and resulted in multiple statistical estimates and lack of trust in data. The failure of the 2003 Statistics Strategy to adequately address coordination across the wider statistical system is the stated reason why it was never implemented or supported.

Efficiency

25. Due to the scarcity of records on the funding of support, it is hard to comment on efficiency at this stage. There was criticism from Planning Division in Finance that surveys had been very expensive to fund, and cheaper and potentially more useful

monitoring data might have been available if support had also focused on routine sources. However, there is no international evidence that this is the case, but neither is there any to contradict the assertion. What is evident is that the Government continues to support relatively inexpensive regular series (CPI, Employment Inquiry External trade etc.), but rarely funds more expensive censuses and surveys. This may indicate that support to administrative systems or regular series might be easier to achieve. Some examples were given by CPs of surveys which were not useable due to data quality constraints, but these are largely anecdotal and uncorroborated. Documented evidence indicates that data were regularly produced too late to inform the policy cycle.

26. Some support has given very good value for money by developing systems which have run for 15 years, and in training staff who are still serving members of the Government statistical staff. However it is difficult to compare this with the larger sums spent on the census, which is an essential part of the statistical infrastructure, or with funds spent on large surveys. It does appear that some expenditure on *ad hoc* short-term capacity building had been largely ineffective.

Impact

27. The availability of data produced by support to statistics has had a fairly limited impact on results based management to date in Zambia. There were very encouraging signs in the FNDP - and in the institutional arrangements surrounding it - that results management will figure more highly in future. However, it is too early to judge. There is now an 18 year time series of poverty data, and a similar legacy of DHS data, and the skills in the country to replicate similar exercises. These skills and knowledge of generating poverty data and its interpretation are one impact of the support from ZAMSIF and the group of donors who have supported the LCMS and the DHS series. What has detracted from the impact have been quality considerations, in the case of poverty estimation the lack of comparability from year to year due to methodological changes, and analytical capacity in country.

Sustainability

28. Some of the support to CSO has clearly been sustainable. Trained staff are still working in key positions. Economic statistical systems developed over 15 years ago are running, but are in serious need of modernisation. Significant skills are in place to plan, design, process and analyse household surveys. The EMIS system is running and producing regular publications for sector monitoring and beyond. Long-term support, with advisers on the ground working hand in hand with local staff over several years, had built this capacity. Even with these individual and organisation capabilities, the competences to undertake major reforms to statistical series, and to put in place new systems for statistical production is still lacking.

29. The conditions of service in Government have mitigated against sustainability, with sustained turnover of staff, particularly professional ICT staff whose skills are very marketable. There was some evidence that it was not only pay that contributed to frustration and resignations among those working in statistics. The lack of professional recognition and opportunities for promotion and advancement were a factor, and the process for promotion and recognition of professional contributions slow and cumbersome. The contrast between the Central Bank staff and the civil servants' attitudes to their careers and future were strikingly different.

Overall

30. The impact of the Paris Declaration at the level of projects that support statistical capacity building is small. As suggested in Section 2.4.1, the application of some Paris Declaration principles has been beneficial for outcomes of some support to SCB. This is particularly the case in the application of the principle of harmonisation, examples of this are in the organisation of support around the census and the DHS, although these were not without problems. Far more could be achieved by a stronger application of both principles. Mutual accountability has been less widely observed, and managing for results appears weak both at the level of getting the results used in policy processes and ensuring success in SCB support projects. Ownership is problematic, because ownership at the CSO level is often used to justify projects that might not be the first priority of country data users or those setting resource allocation priorities. Needs such as modernising economic statistics have remained a high priority, but have so far been poorly supported by development partners.

31. The results focus of the new National Development Plan and the agreement of the Joint Assistance Strategy, has for the first time focussed a group of donors on the products of statistical support. It is hoped that this new focus will result in greater effectiveness of support to statistics in Zambia.

Recommendations

32. These recommendations are made on the basis of a short visit to Zambia, and should therefore not be considered final or comprehensive. However, they may offer stakeholders in Zambian statistics some help in moving forward. In no particular order:

- Donors should ensure that national 'ownership' of projects supporting statistical activities, particularly surveys, is not restricted to the agency (often the CSO) receiving the support, but includes the needs of key national users.

- Donors should heed the Ministry of Finance's indication that locality-level data is their major concern, and support statistical activities capable of generating this data.

- Donor should heed demands from national users for increased economic data by, for example, supporting the modernisation of key economic series.

- A statistics strategy should be developed in extensive dialogue with, and the full collaboration of, national statistical users and producers, in order to ensure its acceptability by policymakers.

- Statistics should be explicitly identified as a sector in the Joint Assistance Strategy for Zambia.

- Unrequested technical assistance is often unhelpful and a burden to the recipient organisation.

- Support to training through institutions and scholarships has been critical to capacity building in a context of limited number of qualified statistical staff, and should be continued and intensified.

- Support to data analysis and use should be increased, but there should be an emphasis on quality rather than quantity of statistics.

- It would be extremely useful to have support to high quality population data, including methodologies to account for migration and changes in fertility and death rates across districts.

- There should be much closer and continuous dialogue between cooperating partners and statistical producers, particularly the CSO.

- Support needs to consider other elements of statistical capacity, such as management, governance, the institutional environment, and the results focus of the government. The poor conditions of these elements are currently major constraints to improvements in statistical capacity, and severely restrict the utility of increasing funding to statistics with the current focus.

4.1 The Zambia Context

4.1.1 Zambia

33. Zambia's post-independence development record has been mixed. From being a middle income country at the time of independence in 1964, with a per capita income of $752 (in current USD figures), the country is at present among the poorest in the world. An estimated 68%[47] of its 11.7 million people live below the national poverty line. The population is growing at around 1.9% per year and the probability of not surviving past age 40 is 53.9%[48]; only Zimbabwe's people have a shorter life expectancy (57.4% not surviving past 40). The country's reliance on copper exports slowed the emergence of a diversified economy, but the world's metal prices have recovered and the economy has begun to modernise. Even so, copper accounts for more than 80% of Zambia's exports by value. Since 1999 positive economic growth has been recorded and the per capita income has begun to recover (estimated at $490 in 2005). The quality of the recent economic growth, however, is lacking in terms of human development results. Poverty remains severe in Zambia and attaining the MDGs is a continued challenge; especially in the light of the HIV and AIDS pandemic which still has to show its full impact. Furthermore, environmental degradation has exacerbated the situation, contributing to low productivity in economic sectors as well as affecting the livelihoods, health and vulnerability of the poor. Zambia scores high in terms of political stability as demonstrated by the well-managed 2006 election. However, in order for Zambia to realise its aspirations as laid out in the FNDP, governance still needs to improve significantly.

34. According to the 2007/08 Human Development Index Zambia ranks 165th out of 177 countries.[49] From the same source, life expectancy at birth is 40.5 years, the adult literacy rate is 68%, the combined gross enrolment ratio is 60.5%. From the 2007 World Development Indicators the Gross Domestic Income (GNI) 2006 per capita at Purchasing Power Parity (PPP) is USD 1,140. Annual GDP growth in Zambia has been strong for some time, and is currently reported at 6.2%[50]. Per capita GDP growth has also been reasonably strong and stable. Despite this the HDI for Zambia has been falling relative to other countries in Sub-Saharan Africa.

35. Zambia's performance against the MDG targets has been mixed. The MDGs have been incorporated into the indicators for monitoring the Fifth National Development Plan (FNDP). The available data on indicators for targets shows mixed progress.

36. Development partners are significant in Zambia. The importance of aid to Zambia can be revealed by its contribution to the Government budget. During the 2000 to 2005 period, aid accounted, on average, for 43 percent per annum of the total state budget, having peaked at 53 percent in 2001.

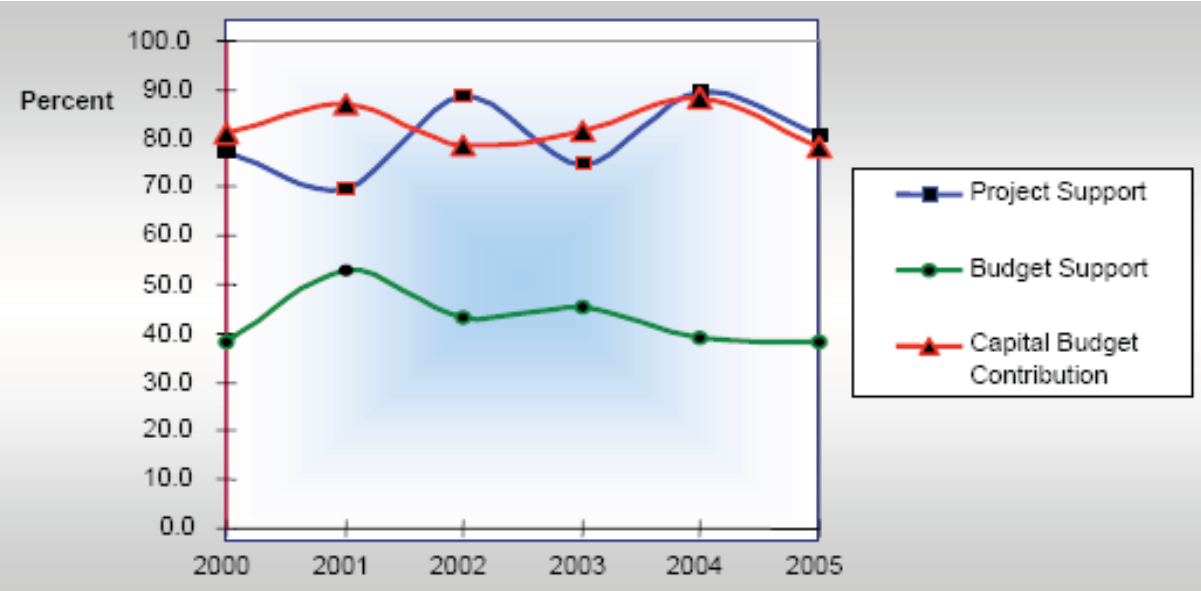
[47] CSO Zambia The Monthly Vol. 53, 2004 estimate

[48] HDI 2007/8

[49] http://hdrstats.undp.org/countries/country_fact_sheets/cty_fs_KHM.html, accessed April 2008.

[50] IMF Statistical Appendix, November 20th 2007

Figure 4.3 Foreign Financing of GRZ Budget: 2000-2005



Source: Aid Policy and Strategy for Zambia 2005

37. Zambian statistics are coordinated by the Central Statistical Office, a department in the Ministry of Finance and National Planning. The evaluators were unable to obtain information about the proportion of external support to the CSO's budget, but the list of projects supplied indicates that it takes the form of training, equipment and facilities, technical assistance, study tours, salary supplements, grants, and so on. The absence of these data (and others from Zambia) can be explained by a combination of management that is under capacity, a lack of a culture of record-keeping, and, possibly, reluctance to share financial information. The evaluators made repeated requests for data, but found very little.

4.1.2 The political regime and democratic process

38. Zambia stands as one of southern Africa's most stable democracies. The 2006 tripartite election emerged as one of the best administered elections in Zambia's history with improved voter registration and good voter turnout. The election monitors rated the elections as generally peaceful and well-managed in spite of problems noticed in the electoral legal/administrative framework, and concerns over an uneven playing field for candidates and parties in terms of usage of public media and campaign spending.

39. Taken together, these observations suggest some structural obstacles to the development of a results basis for policy and management in Zambia. To the extent that these conclusions are still valid, state policy is shaped as much by uncritical populism or attempts to preserve personal allegiances as it is by serious analysis of statistics. With some notable exceptions, it appears that donors have not been particularly successful in accelerating the development of a results basis for management in Zambia and have, on occasion, contributed to forces militating against results based management through uncoordinated aid.

40. The governance environment affects the ease with which statistical capacity can develop. It will come as no surprise after the above analysis that, according to the

available governance indicators, Zambia is generally scored as Not Free and highly corrupt. Zambia has since 2002 had fairly static or declining governance indicators with a very low level of democracy and freedom, although there were improvements between 1992 and 2000 as the civil war drew to a close. 'Rule of Law' and 'Control of Corruption', indicators in the World Bank Governance Indicators database, appear very significant governance problems in Zambia.

41. Freedom House scores nations on Political Rights[51], Civil Liberties[52], and Press Freedom[53]. Ratings are determined by in-house expert opinion. The Freedom House 2008 survey of world freedom scores Zambia 3 out of 7 on political rights and 4 out of 7 on civil liberties (with 1 most free and 7 least free), denoting Zambia as 'Partly Free'.[54] The scores represent a slight improvement on the previous decade, where scores of 5 and 4 respectively have been normal, although overall ratings have not changed. Zambia scores 'Not Free' on Freedom House's measure of press freedom, with the 2007 report indicating an oppressive legal environment and biased government media.

42. Transparency International, a non governmental organisation, has commissioned a Corruption Perceptions Index that reflects perceptions of corruption by business people and country analysts, scoring countries 0-10 (highly corrupt to highly clean). Zambia ranks 123 out of 179 countries, scoring 2.6 in 2007.[55]

43. The World Bank governance indicators, which aggregate several indicators to produce scores on different elements of governance, are marginally more positive in terms of trend, but also reflect Zambia's relatively poor position in terms of governance. The indicators rank countries on six indicators between 1996 and 2006: i) voice and accountability; ii) political stability and lack of violence/terrorism; iii) Government effectiveness; iv) regulatory quality; v) rule of law; and vi) control of corruption. Zambia has had static scores on most indicators between 1996 and 2006, with the exceptions of gradually increasing political stability, and regulatory quality, which decreased rapidly between 1998 and 2002 and has been subsequently static. Zambia is in the top 55% of countries in terms of the political stability indicator, but the bottom 30 to 40% for all the others.

44. These governance indicators suggest that the environment for statistics is unlikely to be particularly hospitable in Zambia. The lack of political, civil, and press freedoms suggests that statistics are unlikely to be strongly demanded by citizens and researchers, and that this demand may need to be supported where it exists. Equally, the limited effectiveness of governance in Zambia suggests that whenever the government shows leadership and direction in statistics, this should perhaps be supported strongly.

[51] Political rights reflect free and fair elections, freedom of political organisation, significant opposition, freedom from domination by powerful groups, and autonomy or political inclusion of minority groups.

[52] Civil liberties reflect freedom of expression or belief, freedom of association and organisational rights, rule of law and human rights, and personal autonomy and economic rights.

[53] Press freedom reflects media objectivity and freedom of expression.

[54] Downloaded from http://www.freedomhouse.org/template.cfm?page=395, April 2008.

[55] http://www.transparency.org/policy_research/surveys_indices/cpi/2007, accessed April 2008.

4.1.3 The National Strategic Development Plan

45. This section briefly explores the key development plans in Zambia and highlights some preliminary findings on their relationship with statistics on the one hand and the aid process on the other. The key planning document is the Fifth National Development Plan which outlines a medium-term plan 2006–2010 with the intention of focusing the Government's policy and programming for the period. A strategic plan for the CSO was designed in 2003, and a road map for a National Strategy for the Development of Statistics (NSDS) in Zambia was completed in October 2007. The African Development Bank is currently providing support to CSO via SADC to develop a new NSDS.

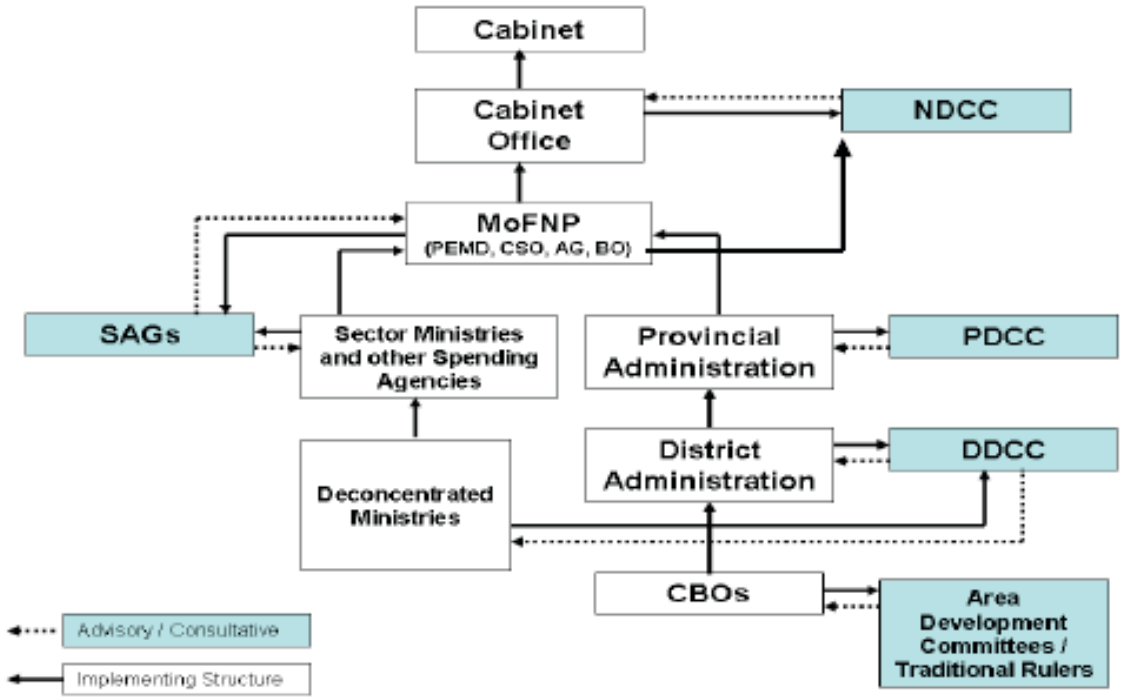
4.1.3.1 The plan development process

46. Zambia has had two iterations of Poverty Reduction Strategy Papers (PRSPs). The first in 2002-2004 was actually called a PRSP while the second was referred to as the Transitional National Development Plan (TNDP, 2002–2005).

47. Preparation of the FNDP was highly participatory. All the major stakeholders; civil society, cooperating partners, the private sector, permanent secretaries, members of parliament and the cabinet; were involved in the preparation of the document. Priorities were arrived at through a series of Sector Advisory Working Groups (SAG) meetings and the draft and its implications were discussed at a stakeholder meeting. The consultative process integrated the views of 21 SAGs and included the preparation of 72 district development plans that were approved by the respective Provincial and District Development Coordinating Committees. As a consequence, the FNDP has a high degree of ownership compared to the previous PRSP.

48. Zambia's Fifth National Development Plan (FNDP) outlines a medium-term plan 2006–2010. The FNDP builds upon the achievements of the first PRSP, for example, strong improvements in macroeconomic performance and progress in public expenditure management. It has strengthened its focus on the key issues, emphasizes achieving tangible results, and includes appropriate monitoring and evaluation arrangements. The theme of broad-based growth is analysed from several angles and in sufficient detail. On policies, it appropriately places emphasis on the importance of a stable macroeconomic framework, improved domestic revenue collection, good governance, increased production and productivity in agriculture, and strengthened human resource development. One marked improvement is that it presents an elaborate medium-term expenditure framework (MTEF) under which the external cooperating partners are requested to provide predictable assistance either through direct budget support or sector wide approaches (SWAp). This policy is intended to achieve a gradual move away from the traditional individual project mode of providing assistance. The FNDP recognises that effective monitoring and evaluation of the activities are critical functions of delivery. Figure 4.3 shows the planned information flows.

Figure 4.4 Institutional arrangements and Information Flow for Fifth National Development Plan



Source: First National Development Plan Monitoring and Evaluation Strategy

49. With the production of the Fifth National Development Plan, the institutional framework for implementation, monitoring and evaluation has been established and a team established in the Planning and Economic Management Department in the Ministry of Finance and National Planning (MoFNP) in January 2004. The Poverty Monitoring and Analysis Unit was moved out of the Zambia Social Investment Fund (ZAMSIF) to bring the monitoring function closer to the policy and planning functions. Various PRSP monitoring documents point to weaknesses in the previous monitoring system.

50. This unit is now supported by a GTZ macro economic adviser who described previous support to statistics and the monitoring system as 'a series of band-aids applied to a gaping wound'.

51. Several features of the FNDP are important for the present study. First, the FNDP relates to Paris Declaration principles. It presents an elaborate medium-term expenditure framework under which the external cooperating partners are requested to provide predictable assistance either through direct budget support or sector wide approaches (SWAp). This policy is intended to achieve a gradual move away from the traditional individual project mode of providing assistance. (JSAN July 2007).

52. Second, the FNDP is results-focused: "it has been developed through wide-ranging consultations focused on "results",". The results-basis for the FNDP is emphasised throughout the document. "Orderly progress…demands prioritisation of clear goals and measurable targets…. NSDP will therefore focus attention on achieving at the national level some high priority, strategic and macro-goals and core

targets (indicators) with poverty alleviation at the top…. Sub-goals and disaggregated and detailed targets and plans to achieve them will be spelt out in greater precision in sectoral and sub-national plans."

53. Third, development planning seems poorly linked to statistical production. Although it sets out an elaborate monitoring scheme there is no detailed discussion of the role of the CSO and it seems clear that its role in monitoring will be secondary. The legacy of coordination is also weak. The legacy of a framework for monitoring has been weak. The JSAN on the PRSP noted that *'the impact of the PRSP is yet to be effectively measured partly because a core set of indicators to monitor and report on it has still to be established'*. The 2004 memorandum of the President of the International Development Association (IDA) to the executive directors on a Country Assistance Strategy for Zambia noted that M&E efforts in Zambia had focused largely on inputs and less on outputs, outcomes and impacts. It states that

> *''Zambia faces a number of challenges in ensuring that timely and credible data is collected, and that the information is used to inform and support the design of policies and programmes'.*
>
> It goes on to stress that accountability mechanisms are poor in Zambia and that monitoring and evaluation has two functions: to inform policy makers and to foster public debate.

4.1.4 The Paris Declaration and Aid Effectiveness in Zambia

54. This section moves beyond specific plans to examine the aid architecture and the adherence to Paris Declaration principles in general in Zambia. There are several documents on this subject and this brief summary may not do justice to them all. The key sources are the *2005 Zambia Aid Policy and Strategy* and *2006 Survey on Monitoring the Paris Declaration.*

55. Aid is managed by the Economic and Technical Cooperation bureau of the Ministry of Finance and National Planning. The primary instrument for integrating it in the overall National Plan is the annual budget. While the FNDP provides the overall framework and specific programmes within the context of the projected resource envelope, the budget includes annual work plans for respective sectors that actually guide specific interventions. The work plans are to be developed at levels of implementation and will be based on the provisions of the FNDP. They guide actual implementation while the FNDP only presents strategic goals and objectives. The key government of Zambia commitments (for the present purposes) include commitments to:

- Develop an FNDP monitoring framework and carry out an annual review of the FNDP implementation;
- Develop and adopt sector plans within the FNDP framework;
- Align the national budget to support the implementation of the FNDP through the Public Investment Programme;
- Strengthen ownership and leadership in coordinating aid;
- Lead efforts to promote long-term capacity development;
- Make effective use of information from annual reviews of the FNDP to manage for results by reprioritising and reallocating available development resources, linking priorities to budget processes, to achieve targeted development results;

- Undertake the necessary reforms to enhance transparency and accountability in the use of available development cooperation resources.

56. Key development partners are also committed to follow Paris Declaration principles.

57. The formulation of agreements on effective aid is an important issue in Zambia because external assistance is a significant proportion of Gross National Income (GNI). In 2004, for example, net Overseas Development Assistance (ODA) accounted for 21% of GNI. Most of gross ODA is provided by the EU, the UK, the World Bank, and the USA.[56] Development partners remain concerned about the fiduciary risks attached to budget support. However, there are Sector Wide Approaches (SWAps) in areas such as education and health that align behind sector strategies. Paris Declaration principles are therefore adopted by development partners in a pragmatic rather than dogmatic way: where there are concerns about the performance of the Zambian state, Paris Declaration principles may not be followed and there is still a long way to go before all aid follows the Paris Declaration Principles. Table 4.1 shows the situation in 2005 and the 2010 targets.

Table 4.1 Baseline and Targets for Observance of Paris Declaration Principles in Extract Zambia ODA

INDICATORS		2005 BASELINE	2010 TARGET
1	Ownership – Operational PRS	C	B or A
2a	Quality of PFM systems	3.0	3.5
2b	Quality procurement systems	Not available	Not applicable
3	Aid reported on budget	52%	85%
4	Co-ordinated capacity development	32%	50%
5a	Use of country PFM systems (aid flows)	34%	Not applicable
5b	Use of country procurement systems (aid flows)	44%	Not applicable
6	Parallel PIUs	24	8
7	In-year predictability	50%	75%
8	Untied aid	99%	More than 99%
9	Use of programme-based approaches	47%	66%
10a	Co-ordinated missions	15%	40%
10b	Co-ordinated country analytical work	46%	66%
11	Sound performance assessment framework	D	B or A
12	Reviews of mutual accountability	No	Yes

Source: 2006 Survey on Monitoring the Paris Declaration Zambia Chapter

58. Progress towards full implementation of the Paris principles has been slowed to some extent by concerns about Zambia's capacity. In the World Bank's Country Policy and Institutional Assessment (CPIA) ratings, Zambia receives a score of 3 for the quality of its public financial management systems. This is marginally below the 3.2 average for all International Development Association countries. There is also a

[56] World Bank (2006: 7).

perceived "incoherent understanding of issues related to capacity building and capacity development" (Paris Declaration monitoring report).

59. Finally there are suggestions that some donors' internal incentives are in tension with Paris Declaration principles. For example, there is a view that it is easier to be accountable to management (and eventually tax-payers or shareholders) in project-based approaches where discrete measures of cost-effectiveness and 'value for money' are easier to derive, than in programme-based approaches where the relationship between inputs and outputs is more difficult to assess. The importance of delivering 'value for money' is perceived to be increasing with a drive for 'results' and intensified media scrutiny of the development industry and its performance. This is not considered to be as easy to report on in a programme-based approach.

60. This analysis alludes to several forces ('value for money', media scrutiny, etc.) that tend to increase the demand for statistics, irrespective of the implementation of the Paris Declaration or the shift to programme-based approaches. However, it is uncertain how much this demand is reflected in the institutional arrangements. The Joint Staff Advisory Note (2007) for instance notes that: "Although the FNDP is a results-based strategy that focuses on agreed targets and results, its key performance indicators (KPI) tables are not clearly linked to its poverty impact indicators." This is an indication that the 'Management by Results' principle of the Paris Declaration has not been fully implemented in Zambia. Lack of integration between statistical plans and the wider policy process is a source of potential difficulty for the long-term relevance of statistics produced by the Zambian National Statistical System, to which we now turn.

4.1.5 Zambia's statistical system

61. The statistical system was previously coordinated through a unified statistical service established by the Government in 1964, but this was abolished in 1993 under the Public Service Reform Programme, and is now largely decentralised. Apart from the CSO, many institutions, including line ministries, compile statistics. The legal mandate for statistics in Zambia is established in Part IV of the 1964 Census and Statistics Act, Chapter 425 of the Laws of Zambia, which established the Central Statistical Office. The Act empowers the Director of the CSO to 'generally organise a coordinated scheme of social and economic statistics relating to Zambia'. Currently, the CSO is a department in the Ministry of Finance and National Planning. The CSO is headed by a Director and is divided into four divisions, namely, economic and financial statistics; social statistics; agriculture and environment statistics; and research, dissemination and data processing. Each division is headed by a deputy director. The CSO is reported to employ around 647 staff, 50 of whom work in provincial offices. Each provincial office has at least a professional statistician, a deputy and an IT manager.

62. Support from ZAMSIF, DFID, USAID, UNFPA, CIDA, FAO, IMF and Common Market for East and Southern Africa (COMESA) has been reported by the CSO since 2001. A strategic plan for the CSO was designed in 2003, and a road map for a National Strategy for the Development of Statistics (NSDS) in Zambia was completed

in October 2007. The strategic plan for the CSO of 2003 was felt to be too restricted to the present and future orientation of the national statistical system.[57,]

63. The NSDS is expected to be complete in July 2008 and will:

- Review the CSO Act Cap 127 of the Laws of Zambia;
- Restructure the CSO to be in line with the current statistical developments/ demands;
- Formulate the governance mechanisms for the National Statistical System (NSS), coordinated by the CSO but regulated by a board or council; and
- formulate the NSDS.

Table 4.2 and Table 4.3 give an indication of the resources available to the office as of 2003.

64. The staff size was given as 199 at headquarters in Lusaka and 448 in the Provinces. Of these 647 staff 63 professionals were in Lusaka and a further 27 in the provinces, giving 90 professionals and 557 sub-professionals. We understand that CSO has already experienced substantial staff reductions under an earlier public sector reform programme. The excess staff seem to be in non-professional roles, where the number is much more similar than the professional component of NBS Tanzania. We also understood that there are some 109 vacancies, meaning that CSO has in fact 538 staff. This largely corresponds with the estimates included in the 2003 Master Plan.

65. Table 4.2 shows the CSO 2008 Government budget taken from the 'Yellow Book'. The Salaries and Emolument section provides for US$6.5 million. If there are some 538 staff, then the mean monthly income per head of staff would be some $725 per month. However we have no information about current salary scales, and the consultants were unable to procure any, despite repeated attempts.[58] The total government budget (2008) using a currency conversion rate of 3,370 Zambia Kwacha to the US Dollar (July 2008) gives a budget this year of $10.3 million. Of this 65% is devoted to administration – 45% personal emoluments. 27% of expenditure was on statistical production. The budget appears to be declining, the 2007 budget was $13.8 million – which in itself was 101% of the previous year. 2007 seemed to include an addition $2 million for the economic census for the revision of national accounts. This was mentioned to the evaluators as a government priority.

66. The evaluators interviewed the CSO's human resource manager, who explained procedures for appointment and promotions in CSO. The process of advertising, promotion and conformation of posts were controlled by the parent ministry of the CSO. This led to a rather long and bureaucratic chain of events, which led to personnel remaining in acting positions for long periods of time. A significant problem is that very few employees are confirmed in their jobs. The process of moving civil servants from temporary employment to a confirmed job is tortuous and slow (usually taking 2 years), during which period there is some uncertainty about the outcome. The consultants were provided with a staff list that confirmed that most staff were not confirmed, although a recent visit of the Public Sector Management Division to the

[57] Road Map for a National Strategy for the Development of Statistics (NSDS) in Zambia, CSO 16 October 2007 see footnote 109

[58] Due perhaps to the combination of difficulties with management, recording culture, and confidentiality mentioned above.

provinces has changed the picture somewhat. These problems clearly lead to difficulties in recruiting, retaining, and motivating good statistical staff.

Table 4.2 CSO Budget - Yellow Book

Unit / Programme / Activity	2007	2008	2007 (US$)	2008 (US$)	% Increase year on year (Nominal)	% of Total 2008 Budget
Administration Unit	**21,496,606,983**	**21,749,432,251**	**6,378,043**	**6,453,057**	**101.2**	**62.5**
Personnel Emoluments	*13,588,939,655*	*15,763,169,999*	*4,031,838*	*4,676,933*	*116*	*45.3*
General Administration	*3,378,017,274*	*3,895,355,909*	*1,002,258*	*1,155,752*	*115.3*	*11.2*
Capacity Building	*796,579,077*	*455,000,000*	*236,345*	*134,999*	*57.1*	*1.3*
Pre Audit and Post Audit	*139,396,490*	*100,000,000*	*41,359*	*29,670*	*71.7*	*0.3*
Minor and Major Works	*150,000,000*	*100,000,000*	*44,505*	*29,670*	*66.7*	*0.3*
Fleet Maintenance	*679,416,000*	-	*201,583*	-	*0*	*0*
Registry Reorganisation	*73,750,000*	*25,000,000*	*21,882*	*7,418*	*33.9*	*0.1*
Provincial Office Operations	*1,173,000,000*	*1,200,000,000*	*348,029*	*356,040*	*102.3*	*3.5*
Inspection Suppliers Service Providers	*1,099,595,437*	-	*326,250*	-	-	*0*
Financial and Management Account	*417,913,050*	*210,906,343*	*123,995*	*62,576*	*50.5*	*0.6*
Population and Social Statistics Unit	**4,594,140,232**	**3,446,192,558**	**1,363,081**	**1,022,485**	**75**	**9.9**
Collection of Social Statistics	*2,249,193,232*	*722,395,778*	*667,336*	*214,335*	*32.1*	*2.1*
o/w Zambia Sexual Behaviou	100,000,000	70,823,115	29,670	21,013	70.8	0.2
o/w Collection of Migration a	900,000,000	318,704,020	267,030	94,559	35.4	0.9
o/w Population Register (Pilo	60,000,000	-	17802	-	0	0
o/w Sample Vital Registratio	194,593,797	63,740,804	57,736	18,912	32.8	0.2
o/w 2010 Census Preparator	394,599,435	247,880,904	117,078	73,546	62.8	0.7
o/w Zambia Demographic an	600,000,000	21,246,935	178,020	6,304	3.5	0.1
Compilation of census atlas and update	*1,646,607,000*	*1,855,565,625*	*488,548*	*550,546*	*112.7*	*5.3*
o/w development of GIS dat	100,000,000	14,164,623	29,670	4,203	14.2	0
o/w field mapping and infras	1,546,607,000	1,239,404,521	458,878	367,731	80.1	3.6
o/w procurement and satellite imagery		601,996,481	0	178,612	-	1.7
Collection of Labour Statistics	*698,340,000*	*868,231,155*	*207,197*	*257,604*	*124.3*	*2.5*
o/w collection of labour stati	298,340,000	-	88,517	-	0	0
o/w labour force survey	300,000,000	620,350,251	89,010	184,058	206.8	1.8
o/w central register of establ	100,000,000	70,823,115	29,670	21,013	70.8	0.2
o/w formal sector employme	-	177,057,789	-	52,533	-	0.5
Financial and Economic Statistics	**10,930,369,006**	**3,752,427,936**	**3,243,040**	**1,113,345**	**34.3**	**10.8**
Production of Trade Statistics	*667,817,500*	*566,984,924*	*198,141*	*168,224*	*84.9*	*1.6*
o/w Survey major importers	185,760,000	460,350,251	55,115	136,586	247.8	1.3
o/w production of trade stati	282,057,500	-	83,686	-	0	0
o/w balance of payments su	200,000,000	106,634,673	59,340	31,639	53.3	0.3
Indicator Survey (PRP)	*500,000,000*	*601,234,673*	*148,350*	*178,386*	*120.2*	*1.7*
Construction of Index of Industrial Prod	*144,760,000*	*269,127,840*	*42,950*	*79,850*	*185.9*	*0.8*
o/w Compilation of Transpor	61,000,000	35,411,558	18,099	10,507	58.1	0.1
o/w Compilation of electricity	53,760,000	35,411,558	15,951	10,507	65.9	0.1
o/w Compilation of Motor Ve	30,000,000	21,246,935	8,901	6,304	70.8	0.1
o/w Quarterly Index of Prod	-	177,057,789	-	52,533	-	0.5
Compilation of Money and Banking, Insu	*190,825,000*	134,563,919	56,618	39,925	*70.5*	*0.4*
National Accounts Inquiry	*8,126,706,506*	*1,310,227,636*	*2,411,194*	*388,745*	*16.1*	*3.8*
o/w Economic Census	7,226,056,690	601,996,481	2,143,971	178,612	8.3	1.7
o/w Collection of Economic Performance Indicators		460,350,251	0	136,586	-	1.3
Wholesale Consumer Price Indexing	*1,300,260,000*	*870,288,944*	*385,787*	*258,215*	*66.9*	*2.5*
o/w Consumer Price Index	1,300,260,000	834,877,386	385,787	247,708	64.2	2.4
o/w Producer Price Index		35,411,558	0	10,507	-	0.1
Agriculture Unit	**3,433,249,267**	**2,337,162,909**	**1,018,645**	**693,436**	**68.1**	**6.7**
Census and Survey of Agriculture	*3,433,249,267*	*2,337,162,909*	*1,018,645*	*693,436*	*68.1*	*6.7*
o/w Post Harvest Survey	1,200,975,000	1,239,404,521	356,329	367,731	103.2	3.6
o/w Crop Forecast Survey	1,300,000,000	601,996,581	385,710	178,612	46.3	1.7
o/w Establishment of Enviror	264,341,295	-	78,430	-	0	0
o/w Census of Agriculture	100,000,000	70,823,115	29,670	21,013	70.8	0.2
o/w Fish Catch Assessment S	567,932,972	247,880,904	168,506	73,546	43.6	0.7
o/w Frame Update of Farmers		106,234,673	0	31,520	-	0.3
o/w Compendium of Environment Statistics		70,823,115	0	21,013	-	0.2
Marketing and Dissemination Unit	**1,097,489,473**	**446,185,626**	**325,625**	**132,383**	**40.7**	**1.3**
Information Technology Unit	**1,157,017,745**	**637,408,039**	**343,287**	**189,119**	**55.1**	**1.8**
Operations Unit	**543,574,000**	**407,856,381**	**161,278**	**121,011**	**75**	**1.2**
o/w NSDS	350,000,000	70,823,115	103,845	21,013	20.2	0.2
Civil Works Unit	**3,350,000,000**	**2,000,000,000**	**993,945**	**593,400**	**59.7**	**5.8**
o/w Construction of Office Bl	3,350,000,000	2,000,000,000	993,945	593,400	59.7	5.8
Total Central Statistical Office	**46,602,446,706**	**34,776,665,700**	**13,826,946**	**10,318,237**	**74.6**	**100**

Table 4.3 CSO resources, summary information[59]

Staff

Staff Category	Established posts		Number filled			Vacant	% Filled
	Number	% of total	Males	Females	Total		
Professionals	80	12	47	13	60	20	**75.3**
Sub-professionals	207	32	109	42	151	56	**73.1**
Technical staff	110	17	91	3	94	16	**85.5**
Support staff	259	39	202	40	242	17	**93.4**
Total	656	100	449	98	547	109	**83.4**

Finance

Year	1998	1999	2000	2001	2002
Amount (Kwcha '000,000)	2,316	2,804	3,457	7,919	11,057

[59] Source: Strategic Plan (2003–2007) CSO, Zambia

Table 4.4 Role of Donors in Statistical Activities at 2003

Activity	Year	Donor	Amount
1. Census of Population and Housing	1998	UNFPA	K629,117,191.00
	1999	UNFPA	K713,447,147.71
	2000	Finland	US$110,000.00
		UNFPA	K1,150,822,047.34
		UNHCR	K200,000,000.00
		DFID	US$2,367,627.00
		Denmark	US$56,000.00
		Netherlands	K1,080,664,901.36
		Germany	US$20,000.00
		Norway	K1,352,672,746.00
		Japan	K1812,948,917.00
		University of Michigan	US$6,000.00
		USAID	US$500,000.00
	2001	Canada	C$608,461.02
2. Living Conditions Monitoring Survey	1998	Norway	US$900,000.00
		London School of Hygiene and Tropical Medicine	US$25,000.00
3. Agriculture and Environment	1999/2000	World Bank (ASIP)	US$274,060.00
4. Zambia Sexual Behaviour Survey	2000	USAID	K576,044,993.00
5. Zambia Demographic and Health Survey	2001	JICA, DANIDA, UNDP, UNFPA, USAID	K3,682,827,360.00
6. Zambia Demographic and Education Survey	2002	USAID	US$250,572.00

N.B. Total donor funds = approx. 2.5 billion K.

67. Table 4.5 shows the World Bank's overall statistical capacity indicators. Since 2004 the overall score has declined but it is still above the average of 55 for all Sub-Saharan Africa countries in the database. The indicator for statistical practice however is well below the Sub-Saharan average. In retrospect, it is surprising that the overall indicator for Zambia exceeds that of Niger (which is 58 in 2007), since various aspects of capacity in Niger seem far more advanced than in Zambia, especially after the reform of the Institute of Statistics in Niger. This seems likely to reflect the indicators' focus on outputs rather than capacity *per se*.

Table 4.5 World Bank Statistical Capacity Indicators, Zambia, 2004-2007[60]

	2004	2005	2006	2007
Overall	67	64	58	61
Statistical practice	50	40	20	30
Data collection	60	60	60	60
Indicator availability	92	93	93	93

68. Zambia subscribed to the General Data Dissemination System (GDDS) of the International Monetary Fund (IMF) in its metadata is included in the website. In 2005 the IMF reported on data quality in a Report on Observance of Standards and Codes. Table 4.6 summarised the results. Problems appear concentrated in National Accounts although issues with source data and data accessibility are more general.

Table 4.6 PARIS21 Statistical Capacity Building Indicators, Zambia, 2003[61]

Datasets	National Accounts	Consumer Price Index	Government Finance	Monetary Statistics	Balance of Payments
Dimensions/Elements					
0. Prerequisites of quality					
0.1 Legal and institutional environment	LNO	LO	LO	LO	LO
0.2 Resources	LNO	LO	LO	LO	LO
0.3 Relevance	LO	LO	LO	LO	LO
0.4 Other quality management	LO	LO	LO	O	O
1. Assurances of integrity					
1.1 Professionalism	LO	LO	O	O	O
1.2 Transparency	LO	LO	LO	LO	LO
1.3 Ethical standards	O	O	O	O	O
2. Methodological soundness					
2.1 Concepts and definitions	LO	O	LO	LO	LO
2.2 Scope	LO	LO	LNO	LO	LNO
2.3 Classification/sectorisation	LO	O	LNO	LO	LNO
2.4 Basis for recording	LO	LO	LO	LO	O
3. Accuracy and reliability					
3.1 Source data	LNO	LNO	LNO	LO	LNO
3.2 Assessment of source data	LO	LO	LO	O	O
3.3 Statistical techniques	LNO	LO	O	O	LNO
3.4 Assessment and validation of intermediate data and statistical outputs	LNO	LNO	O	O	LO
3.5 Revision studies	LNO	LO	LNO	O	LNO

[60] Source: http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:21021236~menuPK:1192714~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html

[61] Source: Strategic Plan (2003–2007) CSO, Zambia

4. Serviceability					
4.1 Periodicity and timeliness	O	O	O	O	O
4.2 Consistency	O	O	LO	LO	LO
4.3 Revision policy and practice	LO	LO	LNO	LO	LO
5. Accessibility					
5.1 Data accessibility	LNO	LO	LNO	LNO	LNO
5.2 Metadata accessibility	O	LNO	LO	O	LO
5.3 Assistance to users	LO	LO	LNO	O	LO

O = Practice Observed; LO = Practice Largely Observed; LNO = Practice Largely Not Observed; NO = Practice Not Observed;

69. Various problems with the National Statistical System in Zambia are evident from several sources. Timeliness of data from the CSO is a perennial problem mentioned to the evaluators by many stakeholders. This is also evident in various documents. The Second PRSP Implementation Report for the period 2003 to 2004 noted that the impact of the PRSP could not be measured as the LCMS had not been produced since the start of the PRSP. The IDA-IMF Staff Advisory Note of the Fifth National Development Plan of 11 July 2007 recognised 'that better quality and timely data on poverty is needed to strengthen poverty analysis.' The Joint Assistance Strategy for Zambia has 12 bilateral donors, the EC, the World Bank and the UN system as signatories. This is what it says about statistics:

> *'sound statistical systems are a precondition for programme monitoring, evaluation and informed decision making. Support to the strengthening of statistical systems in Zambia, including linking these to general and sectoral planning, budgeting, implementation and evaluation processes is therefore crucial in this area. To date, CP monitoring support has been uncoordinated, often leading to duplication of efforts, waste of resources, and non-usage of available data. In order to rectify this situation the NDP Monitoring Group will serve as the coordinating body for CP's inputs to monitoring at the sectoral, central (through CSO) and decentralised levels*[62].

70. The 2003 Strategic Plan indicates where improvements will be made. It identifies several strategic themes, depicted in Table 4.7

Table 4.7 Strategic themes identified in 2003

1.1 Creating awareness about statistics
1.2 Raise the profile of statistics and position of the CSO
1.3 Increase use of statistics in evidence-based decision-making, planning, administration, monitoring and evaluation
2.1: Enhance capacity for data production and use
2.2: Improve arrangements for coordination, collaboration, networking and information sharing
2.3: Improve data consistency and integration
3.1: Better assessment of user needs
3.2 Provide accurate and reliable data
3.3 Provide more disaggregated data by important domains
3.4: Timely delivery of data

[62] Paragraph 134 of the JAZS

4.1 Create a coherent IT infrastructure
4.2 Develop an Information Management System
4.3 Aligning IT to statistical operations
5.1 Improve staff recruitment and promotion
5.2 Build a "critical mass" of skilled and motivated personnel
5.3 Improve statistical governance
5.4 Improve management systems
5.5 Build an office block

71. The inception phase of the current NSDS process also highlights several problems. These concerns were reported:

- The NSDS is long overdue;
- The legal framework governing management of the NSS needs to be revised;
- The status of the CSO is not conducive to effective coordination of NSS;
- It is common to have conflicting statistics on the same issue from different government agencies;
- There is little confidence in statistics announced by the CSO; and
- The information announced by CSO is politically influenced.

Moreover, as part of the NSDS process the Donor Group on National Development Plan (NDP) Monitoring was presented with a document outlining the funding gap for the year for essential work to be undertaken by CSO, totalling US$26 million on 7th May 2008. The immediate response was that such a gap (and the decrease in the government budget from 2007) 'does not really show political commitment to build a statistical system'. The meeting also recognised that both the CSO and the CPs have been responsible for the piecemeal approach in the past.[63] This process has to date been suggestive of a lack of concerted cooperation between government and CPs to commit resources to statistics prioritised by national users.

72. Fieldwork also revealed problems. The users (government and CP) who were interviewed by the evaluators considered statistical capacity to be strongly reflected in the availability of timely and reliable statistics. Both cooperating partners and users inside government felt that the CSO and other producing agencies fell short of what was required in terms of timely provision of reliable statistics. Capacity has a lot to do with trust: trust that the information supplied is accurate and of good quality, and trust that the information will be available on time. There is a strong danger in Zambia that a vicious cycle is being created, consisting of i) under-resourced and over-stretched producing agencies issuing late and low quality statistics, ii) users and funders being disappointed, and not trusting the statistics issued by these agencies, iii) not funding producing agencies, leading to iv) late and low quality statistics, etc.

73. Some government economic policymakers noted problems in the quality of several series, but queried whether this made a significant difference for economic policy making in the short term. Their major concern about low-quality statistics was not for day-to-day policy making, but that weaknesses in the series created a risk of developing long-term structural imbalance and the potential for crises would go undetected, and therefore unaddressed. In addition, the team noted in a review of documents continued and repeated concerns about economic and financial statistics

[63] Donor Group on Monitoring NDP meeting minutes 7 May 2008

from IMF teams visiting Zambia. The concerns of these two groups suggest a strong rationale for increasing support to economic and financial statistics.

74. A meeting with a group of cooperating partners highlighted some serious issues of trust, in both the quality and timeliness aspects of the data. One instance was confidence in the accuracy of the most recent poverty estimates; this was exacerbated by reported problems in obtaining a copy of the data to check the series. The other major problem reported was timeliness; results were taking too long to be published and were missing the policy or monitoring cycle. As noted above, some of the donor funding modalities contributed to the lateness of results, but the 'fault' was perceived by the cooperating partners to rest largely with the CSO. The CSO management were surprised and disappointed by cooperating partner concerns, and had different versions of events. In one case that was followed up with the funders of a particularly critical funding input, the CSO's version proved to be correct.[64] A closer dialogue between cooperating partners and the CSO seems necessary to correct and work through misperceptions and problems with trust.

75. The Directorate of Planning in the MoFND had bigger concerns about the capacity of civil servants to fill forms and maintain adequate record systems. The focus of the M&E system was on routine data sources, largely as annual data and intermediate indicators were monitored on an annual basis. The impact indicators supplied by the CSO were required periodically to both check the validity of routine data and to report on impact and outcomes to local and international stakeholders. They expressed greater confidence in the CSO than in most of the routine systems in Government. In future they would look to the CSO to help develop capacity in the wider national statistical system.

76. One common problem, expressed by many users and producers, was the reliability of population estimates, particularly those of geographical areas smaller than a province. The effects of migration and changes in fertility and mortality were not taken account of in the projections, and in any case the projections had never been designed to be accurate at local level. This is a priority need for the M&E system. Some other statistical producers in social sectors expressed frustration that the CSO had not yet attended to this problem adequately. This would seem a very sensible area for further support to statistical capacity building.

[64] There was no time in the short period available to follow up more misperceptions, but this should be part of the closer dialogue between cooperating partners and the CSO.

4.2 Support received by the National Institute of Statistics

4.2.1 Overview

77. Table 4.8 shows the support received by the CSO in recent years. Some components are clearly missing and the budget details are not available in many cases. Again, these gaps relate to management, record-keeping cultures, and reluctance to furnish financial details.

Table 4.8 Support recently received for the strengthening of statistical capacities

Donors	Project name	Time span	Budget In USD (000s)	Source
FAO	Support to Agricultural Statistics	2005-??	?	LRE
UNICEF	DevInfo	2004-05	68	LRE
UNICEF	MICS	Jan 04-Dec 06	?	LRE
ILO	ACBF-ILO: Labor Market Information	Jun 04-Apr 07	300	?
Japan	Modules of Core Official Statistics	2004	12	LRE
Japan	Statistical Capacity Building	2003-2006	808	CRS
Japan	Promoting of participation of Japanese citizen in statistics	2006	110	CRS
Canada	Assistance on Population Census, 2000	Apr 00-Mar 04	1,219	LRE
UK	Support to Strengthen PRSP Monitoring Arrangements	Oct 02-Mar 05	274	LRE
ACBF	Labor Market Information System, AFRISTAT	Jan 05-Jan 07	300	LRE
IMF	Monetary Statistics	Jun 03-May 05	11	LRE
World Bank	Social Investment Fund Project	May 00-Dec 05	1,941	LRE
AfDB	SCB under International Comparison Program	Dec 04- Dec 07	406	LRE

Source: PARIS21 NSDS country sheets

78. As specified in the study's inception phase, the team reviewed support to SCB over the last 15 years. At the time of the visit there was no long-term support being received in the CSO on a continuous basis, and no long-term advisers placed in the office. However, over the last 15 years, the CSO in Zambia has a long history of long-term support. A number of donors have been involved, including DFID, the World Bank/Norway (ZAMSIF funds), UNFPA and USAID. USAID has also led the education sector SWAp for many years, and has supported capacity building in the EMIS system. Although it is not possible to compare the volume of donor support and government funding directly due to lack of records[65], evidence from the Statistical Development Plan suggests that donors are funding around 20-25% of costs, excluding census and administrative costs. Discussions with the CSO confirm that almost all survey costs for activities other than the CPI are met by donor funding, with the exception of the 2007 economic census and other relatively small (in cost terms) regular economic series.

[65] For example, archived DFID records for Zambia were kept in Harare, and were either reported lost or inaccessible at the time of research.

79. Identifying all interventions in support of statistical capacity building in the CSO alone (let alone the wider statistical system) is not a simple task. Table 4.8 shows that even the budget of some projects is unrecorded and may not even be known to the CSO. The following Zambian surveys have been identified by the World Bank since 1995.

2006 - Child Domestic Workers Survey

2005 - DHS HIV SPA

2005 - Labour Force Survey

2004 - Living Conditions Monitoring Survey IV

2004 - NetMark 2004 Survey on Insecticide-Treated Nets (ITNs)

2002 - Demographic and Health Survey

2002 - Living Conditions Monitoring Survey III

2002 - World Health Survey

2001 - Demographic and Health Survey

1999 - Child Labor Survey and End of Decade Survey

1998 - Living Conditions Monitoring Survey II

1996 - Demographic and Health Survey

1996 - Living Conditions Monitoring Survey I

1995 - Multiple Indicator Cluster Survey

80. An understanding of the process of negotiating support can only be achieved for more recent programmes and projects and, with the exception of the DHS, these areas of support have been relatively small and of short duration. The Ministry of Health used the CSO as a service provider in conducting the DHS, with the Ministry of Health commissioning the survey using funds it had obtained from some 14 to 18 (depending on the informant) donors.

4.2.2 Analysis of support on the DAC Evaluation Criteria

4.2.2.1 Relevance

81. Under the DAC Evaluation Criteria, Relevance is "The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor."[66] The relevance of support to the CSO can be questioned on two levels. First, are the activities undertaken in the programme of support relevant to the stated objectives of the programme? For example, if the support's stated objective is to build statistical capacity, do the activities undertaken build statistical capacity (or are they

[66] http://www.oecd.org/document/22/0,2340,en_2649_34435_2086550_1_1_1_1,00.html, accessed March 2008.

likely to)? Second, is the area of support given relevant to the needs of the Zambian statistical system? For example, if support is given in the area of health statistics, is this what the Zambian statistical system needs?

82. It is not possible to give a definitive answer to the first level of relevance because it has not been possible to evaluate specific examples of support to the CSO, and specific objectives and impacts of each project are therefore not clear. However, it is possible to make some preliminary remarks. Some support seems to have been explicitly designed to build capacity (this is, for instance, an explicit objective for each of JICA's 2003-2006 projects) and some skills, particularly in the areas of survey administration, have been developed. CSO staff feel that they have developed survey management skills as a result of the various different projects that have supported surveys, and now feel capable of conducting survey fieldwork (hiring and supervising enumerators, procuring resources, supervising data entry, etc.) without further technical assistance.

83. Instances were given of short-term inputs which were useful; this applied in two or three instances. The first was in the case of a totally new technique. In this case, the example given was of satellite imaging and GIS systems. Here a short-term input was able to start off the office in a new direction and to seek out new skills. This item has now been included in the 2008 government budget for CSO ($179,000). A second instance given was where skills were already well established and short courses or workshops kept the knowledge up to date. The third instance was where a consultant gave high level advice on a particular problem which required an advanced technical solution. The example given was of population projections. Several consultants had offered the CSO very different solutions, each questioning the validity of the others' technical solution. The CSO then contracted with another demographer, whom they trusted due to long association, to take the best of the various inputs received and to develop a compromise solution. Nonetheless these short-term inputs were judged to be unsuitable for establishing sustainable capacity.

84. On the second level – the relevance of support to the needs of the statistical system – the record is mixed. Support was not always given to key areas of national need. For example, support to capacity building for socio-demographic statistics has been much greater than for economic statistics, resulting in an unbalanced development at a stage when Zambia's economy is changing very rapidly. One particularly striking example of an omission is the absence of an agricultural census (or large scale survey) despite its importance to the economy. Another key example is the lack of funding and support for basic maintenance of the business register and for the production of economic statistics, such as Establishment Surveys, which were neglected for several years and which are critical to the production of reliable headline economic data on GDP. The government funded this in 2007 (providing $2.1 million), perhaps indicating a growing interest in results from the economic sector. The IMF had been indicating serious weaknesses in economic statistics for a considerable period of time, largely due to the very significant structural changes seen over the last decade which are not reflected in key series. These structural changes have seriously eroded the quality of the GDP estimates. The plans to conduct an economic census in 2002 were applauded by the IMF team. However, it was only in 2007 that the census started, using largely Government finance. As noted above, some policy-makers' immediate concern for these series was limited, but on the other hand the economic census has been funded by Government and is a statistical priority.

85. Moreover, in addition to some problems in the relevance of support, the consultants also found some lack of relevance in the stage of the statistical process that was supported. The evaluators found several instances across the statistics system where support had been given to collection or to dissemination, but where the quality of statistics were not verified. Given the problems relating to a lack of trust in statistics in Zambia, it seems sensible that emphasis should be given to the quality of the results, rather than to disseminating statistics that lack quality.

86. Finally, there seems to have been a bias towards large-scale survey-based collections rather than on supporting routine data. These large-scale collections are certainly useful in Zambia and some (such as the census) are clearly country statistical priorities. However, others were perhaps "better suited to the priorities and policies" (using the DAC Evaluation Criteria language) of the donor than the recipient, because they rapidly produced data that were important to assessing progress on MDGs and other indicators, and developed capacity in statistical collection. The prominence of health surveys is particularly striking in this regard.

87. The census provided a sampling frame, basic statistical infrastructure and the basis for resource allocation in the country, but surveys may have contributed less to sustainable systems for producing data than some other types of support – particularly where analysis was undertaken outside the country.

4.2.2.2 Effectiveness

88. Effectiveness in the DAC Evaluation Criteria is a "measure of the extent to which an aid activity attains its objectives." For the purposes of this review, we assume that support was intended to contribute to building statistical capacity. An overall assessment of effectiveness therefore examines whether statistical capacity has been built, and asks what factors contributed to this building? This is a complex question because 'statistical capacity' is typically imprecisely defined and hard to measure, and because several changes in the Zambian policy (not including support) affect the growth of statistical capacity. However, broadly speaking, statistical capacity at a national level describes the ability to produce and use quality statistics of national relevance (to citizens, government, and business), and to react to new needs, with minimal reliance on external actors' beneficence.

89. Has support contributed to improving this? Given the short time available for the review, the evaluators focused on DFID support, given the synergies with the donor case study of DFID. Looking at the experience of the DFID support, which started in 1989, several systems had been put in place which were clearly suited to the environment in that they were still running and were producing regular data series. The system explored in the most detail was the Consumer Price Index, which was still using the same computer application that had been designed by the long-term adviser in the early 1990s. He had been at the CSO for around three years and had made several short visits after that. The system was still running on Dbase IV using a MS-DOS platform. It had run perfectly well for almost two decades but was now in need of a complete modernisation to rebase the CPI using new survey data, and to select new products. While the skills existed in-house to run and maintain the system, and to make minor modifications, the complete overhaul of the system required a higher level of skills than was available in the CSO. The government computer centre was being approached but the CSO were doubtful that they had the background and experience to develop a successful application. No good standard package exists for the CPI. One was developed by the IMF but most countries, in the experience of the

study team, have not used it, and have preferred to develop their own system. Developing such an application, in the view of the statistician interviewed in the evaluation, was not something that could be solved in a short mission, but would require six months or more of input to establish a completely new system.

90. The Quarterly Employments and Earnings survey—an establishment-based survey developed by another long-term DFID adviser at roughly the same time as the CPI—was also still running using the same design, but again was in major need of modernisation and a new frame of establishments. It was producing estimates which seemed not to reflect the modern Zambian economy, largely due to a need to update the establishments register and to draw a new sample. The register of establishments, also in Dbase, which was part of the same suite of systems developed under the DFID project, was also still running, although the necessary field work to keep the register up to date had not been carried out due to lack of funds. This is about to be remedied by the new census of establishments, but the computer system remains outdated. This computer system in both the latter two cases was supported and designed by local staff, with support from advisers. The local staff have long since left the organisation and, while the skills in survey software remain current, the more general computer system skills necessary for this economic series have been lost from the organisation.

91. It is useful to assess effectiveness in terms of training, management, and different types of support by interviewing the recipients of the support (rather than those who procured or delivered it). Some very direct questions were asked of a middle manager statistician in charge of a regular economic series. He was asked to compare short-term technical assistance, long-term technical assistance, long-term training, short-term training and workshops. For him, the questions clearly mixed the benefits of a personal gain in skills (which can be transformed into better opportunities and earning power for himself) with improvements in organisational competence. In his view, support that is there for the longer term is vastly superior to short-term support in both the case of training and the support of resident advisers. The least valuable, although pleasant, are workshops and in particular those which promise an off-the-shelf product. Experience with off-the-shelf projects was that the 'black box' was never suitable for local conditions and was hard to understand and hence explain to data users.

92. In the area of survey methodology for data collection and processing the support given seemed effective. Data collection was routine, and IT staff interviewed said that they were able to use and adapt CS-Pro to suit most survey applications. In addition, the Living Conditions Monitoring Survey methodology had been adapted, combining the skills learned from the household budget survey support with those from the LCMS support, to obtain new weights for the CPI. Unfortunately these new weights could not be introduced to the new CPI, because the CS-Pro IT skills are not appropriate for designing a computerised CPI system. Where support to surveys was not so effective was in the ability to analyse the results, LCMS data had been analysed but DHS results were still taken outside the country for analysis.

93. This picture is of aid that was effective in developing systems that were appropriate for the Zambian environment, but not in developing staff able to adapt them to changing circumstances. Interviews with other staff in less detail suggested that these experiences might apply on a wider basis.

4.2.2.3 Efficiency

94. In the DAC Evaluation Criteria, efficiency measures "outputs – qualitative and quantitative – in relation to inputs." This is typically an extremely difficult criterion to assess, because a) outputs are hard to quantify and compare and b) data on inputs are usually absent, incomplete, or inadequate. A common approach that addresses a) but not b) is to compare the input cost of different approaches that seem to have achieved broadly the same outcome. As has been pointed out above, it has proved particularly difficult in Zambia to obtain complete and adequate input cost data for projects, so we cannot provide precise measures of efficiency.

95. However, we can observe that many support projects are inefficient in terms of achieving SCB outcomes specifically, either because they attempt to achieve other outcomes too or because they replicate other projects. For example, there is often a trade-off between building sustainable capacity (through, for example, long-term, careful technical assistance that works with local counterparts to transfer skills while preparing data) and producing results quickly. Very often, statistical support projects in Zambia have chosen results (implicitly or explicitly), and these are very inefficient at building capacity. Projects that pay external experts to conduct analysis, such as the DHS, are good examples. This is not surprising or problematic provided it is acknowledged that these projects are not designed to build statistical capacity. Similarly, projects that overlap (for instance replicating training or IT support or support to data collection capacity or providing equipment) are inefficient because they devote twice (or three times) as many inputs to the same result. This is often the result of poor donor harmonisation and of a willingness of the CSO to accept any provision of resources available.

4.2.2.4 Impact

96. Under the DAC Evaluation Criteria, impact refers to "the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended."

97. The impact of the statistics produced with the aid of support depends on the extent to which users are prepared to use them. As noted above, users in government and cooperating partners expressed a lack of trust in statistics, and often received them too late to use them. Support to statistics has not yet had much impact on the vicious circle of poor statistics, frustrated users, and low funding.

98. The weak use of data in the policy process is noted in Joint Staffs reports: 'Zambia faces a number of challenges in ensuring that timely and credible data is collected, and that the information is used to inform and support the design of policies and programmes'. This points to a very weak impact on the results agenda. The Joint Staffs Advisory Note on the PRSP noted that the impact of the PRSP is yet to be effectively measured, partly because 'a core set of indicators to monitor and report on it has still to be established'. Timeliness of data from the CSO is a perennial problem mentioned by many stakeholders. The Second PRSP Implementation Report for the period 2003 to 2004 noted that the impact of the PRSP could not be measured as the LCMS had not been done since the start of the PRSP. Similarly, the 2004 Memorandum of the President of the International Development Association noted that M & E efforts in Zambia, like in many other countries, had focussed largely on inputs and less on outputs, outcomes and impacts. It states that 'Zambia faces a number of challenges in ensuring that timely and credible data is collected, and that

the information is used to inform and support the design of policies and programmes', It goes on to stress that accountability mechanisms are poor in Zambia.

99. There have been positive impacts of support that has helped to produce more data. For example, data users in the Ministry of Education reported that a recent impact of the USAID support to the Education MIS has been the use of data to target additional teachers in schools with a high pupil-teacher ratio. This has led to a much more efficient allocation of teachers. Technical assistance and financial support enabled the Ministry of Education to produce robust, local-level, and timely data on pupils and teachers, and this was reported by policymakers as extremely useful to them. However, the impact of some of their results was said by users in the Ministry of Education to be compromised by the lack of good population data from CSO, because these poor population data affected key statistics such as enrolment rates, and teacher: population ratios.

100. One area that was clearly disappointing was the impact of formal training programmes upon the number of trained staff at the CSO. Although there were no records available on people trained from the CSO, the team were able to examine the impact of the training programme by relying on the memory of the people in the CSO, and their training needs analysis exercise. A training plan existed and we used this to look at the history of formal training. DFID had trained a large number (30 or so) of statisticians in the 1990s but it seemed that few of those trained at graduate level remained in the CSO; most had died or had gone to other positions of a statistical nature in government or regional bodies. A few had been taken by international organisations, but these were thought to be relatively few in number and the practice diminishing. Most of the professionals in CSO had acquired their Bachelor degrees before joining. Qualified associate professionals, such as IT staff, librarians and publications and media specialists, tended to have qualified after joining the CSO, mainly by gaining qualifications using their own initiative and hoping for a refund from the Government.

101. The training programme with most long term impact was the DFID support for most of the sub-professional statistical officers to acquire diplomas at East Africa Statistical Training Centre (EASTC) after joining the CSO. However these officers were particularly disappointed that they had been unable to progress to professional status despite acquiring distinctions in their studies so many years ago. Most of the management had also obtained Masters Degrees since joining the CSO but the extent to which they used the skills learned in their Masters in their work was unclear.

102. Other impacts are hard to discern, clearly the support to the CPI, which continues to be government funded and produced on time and demanded by the authorities, has had an impact.

103. Surveys have no doubt had an impact, but this has been reduced by the failure to produce results in time for policy cycles, this is commented on in the JASZ '*To date, CP monitoring support has been uncoordinated, often leading to duplication of efforts, waste of resources, and non-usage of available data'.* Users commented that the results of the latest poverty survey were of limited value as the data had been collected by a different method, and was therefore not comparable with previous estimates. In addition problems with data quality and accessibility limited its usefulness.

4.2.2.5 Sustainability

104. Sustainability "is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn." The record is mixed on sustainability. There are several examples of poor sustainability, and some more positive examples. The positive examples are largely in the areas of training and data collection techniques discussed in the preceding sections. In these instances, the repeated support to survey collection has now generated what appears to be sustainable individual and institutional capacity of the CSO to collect survey data and plan fieldwork. Support for training (in terms of funding for scholarships to long-term courses or funding the institutions offering courses) has also generated sustainable individual statistical capacity.

105. Some systems have also proved sustainable. The common theme which occurs in all the long-standing, robust series created in the 1990s is that systems were put in place over years, not months, with active involvement from Zambian statisticians and managers. It is therefore not just the transfer of technical skills to individuals which made the difference, but the establishment (with support from CPs) of an organisational process which collects and transforms raw data at one end, and transforms it into useable statistical information at the other. It is therefore not simply a matter of technical skills, but organisational competence and the establishment of robust working systems which establish sustainability. This is not competence that can be gained in short workshops, or in overseas training; it requires the input of an external change agent to dismantle the old system and to set up a new one. There seems, from our evidence, a strong link between the duration of support, and the transfers of individual skills and institutional competence required to make the systems sustainable.

106. On the other hand, there are some concerning indications for sustainability, particularly around financial sustainability. Where donor support paid for collections and analyses, these were very often not continued when this support was withdrawn. The government has never, for instance, fully funded a LCMS or DHS survey, where cooperating partners have repeatedly injected funds. In other cases, short-term technical assistance did not transfer individual skills to local counterparts, leading to very weak sustainability.

4.2.3 The principles of the Paris Declaration in the relationship of the CSO with its external partners

107. This section reviews the extent to which support to building statistical capacity in the CSO met Paris Declaration principles, and whether that affected any of relevance, effectiveness, efficiency, impact, and sustainability.

4.2.3.1 Ownership

108. In the Paris Declaration, ownership is defined as "partner countries exercise effective leadership over their development policies and strategies and coordinate actions."[67] Ownership can be a slightly problematic principle because the appropriate location of ownership within a partner country is not always clear. For example, if a statistics office leads a policy related to statistics that attracts donor support, but the

[67] Downloaded from http://www.oecd.org/document/18/0,2340,en_2649_3236398_35401554_1_1_1_1,00.html, March 2008.

key statistical users have no knowledge of it (or, worse, disagree with it), can the process be said to be 'nationally owned'? The Paris Declaration text provides no guidance because the only indicator of ownership is an operational development strategy that is reflected in annual budgets. If the Paris Declaration is to be used as a filter for SCB support projects, we would suggest caution in applying this principle and a serious consideration of where projects should be owned (and perhaps this should be shared across several locations).

109. Given this critical view of ownership, we have some reservations about the degree of national ownership of the SCB processes with the external partners. The donors' group contacted appeared to be largely waiting for the NSDS to be completed before taking decisions on statistical support, because they saw this as the 'country owned' instrument which would form the focus of support in the coming period. Indeed the NSDS is seen as an instrument that will allow aid to be delivered according to Paris Declaration principles of country ownership, harmonisation, and alignment. The corollary of this is that an acceptable level of national ownership has not been achieved for the existing programmes. It is importance to stress that it can be very easy for Cooperating Partners to mistake formal acquiescence for true ownership. For example the CSO management team told us that, despite being signed by the President, the 2004 master plan for the CSO had not been implemented. The Strategic Plan for CSO of 2003 was felt to be *'too restricted to the present and future orientation of the national statistical system. Not enough emphasis has been devoted to the fact that agencies other than CSO are actively engaged in significant statistical activities, they are part of the larger system. Their role cannot be ignored in shaping a program of reforms aimed at enabling Zambia to have a strong, functioning statistical system that meets the data needs of the nation*[68]*'.* This clearly points to the lack of ownership through Government.

110. If the NSDS is constructed appropriately (with real ownership and belief from country stakeholders, an appropriate balance between the CSO and other statistical producers, a long and thorough consultation process, and with achievable outputs), it has the potential to contribute significantly to improvements in support to statistical capacity. However, such emphasis on the successful development of the NSDS represents a risk.

111. Furthermore, however strongly owned the NSDS is, the CSO will have little actual ownership of its programme until it can reduce its reliance on *ad hoc* donor support for specific activities. Ownership will be gained when it, and its governing body (on the behalf of country stakeholders) is allowed to determine its own resource allocations, even if these turn out to say prioritise improvements to National Accounts over poverty measurement.

112. The tolerance that external partners display about the location of ownership of projects that support statistics is also evident in the arguments used by donors. For example, it was quite common for donors to argue that the project is nationally owned because the CSO agreed that it was necessary. This is an extremely problematic line of argument when one considers a) that CSO managers have strong incentives to agree to any project involving *per diems* or salary supplements and b) that the key user of statistical products should be other institutions in government or civil society,

[68] Road Map for a National Strategy for the Development of Statistics (NSDS) in Zambia, CSO 16 October 2007

and without their ownership of the process there are few guarantees that they will use the products.

113. There are also a number of projects of which national ownership is quite marginal. These include generic data storage and dissemination products, such as DevInfo, which had quite limited national use and ownership and which seems primarily designed to obtain international comparisons; or the Zambian DHS, which has rather inflexible questionnaires and is analysed outside Zambia. It was fairly clear from the evaluators' visit that external partners retain their priorities and these are very significant in driving their support.

114. It is interesting to note that the CPI was praised for delivering on time each month. It seems to be strongly 'owned' by government, relies on government funding alone, and has a very clear and demanding local user community. For many informants, this was the CSO's most trusted and applauded product; it appears in the monthly statistical bulletin produced by CSO.

115. The evaluators explored priorities for statistics with the Directorate of Planning in the MoFND. The focus of the M & E system was on routine data sources, largely because annual data and intermediate indicators were monitored on an annual basis. The impact indicators supplied by CSO were required periodically to both check the validity of routine data and to report on impact and outcomes to local and international stakeholders. They expressed greater confidence in CSO's data than in most of the routine systems in Government. In future they would look to CSO to help develop capacity in the wider national statistical system.

116. Some economic policymakers noted problems in the quality of several series, but queried whether this made a significant difference for economic policy-making in the short-term. Their major concern was not for day-to-day policy making, but that the weaknesses in the series created a risk that in the long term developing structural imbalance, and the potential for crises, would go undetected and therefore unaddressed. Despite these comments the team have noted continued and repeated concerns about economic and financial statistics from IMF teams visiting Zambia

4.2.3.2 Alignment

117. Alignment means that "donors base their overall support on partner countries' national development strategies, institutions and procedures." This can be a difficult principle to apply when, for instance, the institution in question has no operational strategy, and again reflects back to the location of ownership: which strategy should you follow? This problem is evident in Zambia since there is as yet no NSDS to assist the alignment around the national statistical system.

118. Overall, the sheer extent of technical and financial support to the CSO raises a risk that their activities are aligned more around donor priorities than government priorities. Statistics does not appear to be considered as a sector and no lead donor had yet been identified at the time of the study, although GTZ and EC appear to be taking responsibility. The evaluators met with a donor group who were disappointed with the performance and quality of CSO's outputs. However at the time of the study each was negotiating with CSO on an individual basis.

119. Donors were waiting for the NSDS with some eagerness in order to align support to CSO. They were concerned that the process of delivering the NSDS had been delayed. Several were suspicious of the delay, and felt that CSO saw strong

advantages in support being unaligned and may be deliberately delaying the NSDS. The evaluators checked the progress of the NSDS funds with the African Development Bank, and at the time of the fieldwork the AfDB funds were still being held by SADC. Despite suspicions from some partners the funds were not already in the country.

4.2.3.3 Harmonisation

120. Harmonisation in the Paris Declaration means that "donors are more harmonised, transparent, and collectively effective." This has been an area of concern in Zambia, and it seems that progress is being made. However, as noted above, donors may struggle to harmonise their financial procedures due to some donors' legal arrangements (that also prevent these donors from contributing to a pooled fund). Attempts to harmonise reporting arrangements (preferably aligned around government reporting procedures) are more likely to succeed, but are not currently in place.

121. Donors appear to follow their own accounting and reporting standards rather than aligning to those of CSO. Currently this is the case for both financial procedures and reporting procedures. The current project basis of much of the support means a range of different accounts are maintained with the CSO. In some cases, external partners rely on Zambian procurement systems, but in many cases they do not.

122. The DFID records system provides some previous experiences on harmonisation. An excellent example was the population census, and this was more recently repeated with the Demographic and Health Survey. The DFID Project Completion Report of the support of £2 million to the national population census in 2000 gives a good summary of the issues and lessons learned when a number of donors combine to support a large statistical operation.

> *"Support to the 2000 Census was a massive operation with commitments from 10 donors plus GRZ. The DFID input was the single largest donation, and our timely intervention (albeit at the last minute) acted as a catalyst to stimulate other donors. We announced our commitment promptly and (unlike many other donors) we paid it quickly*[69]*".*

123. Alignment and harmonisation often take the form of SWAps, which can be very effective modalities for delivering harmonised aid aligned around national plans. As noted above, this has occurred in Zambia in many sectors. However, it was pointed out in Zambia that statistics and planning have no natural SWAps, because they tend to be cross-cutting and catch-all. This was used as a reason for not adopting the 2003 Strategy. An argument sometimes made about project-based approaches vis-à-vis SWAps is that often government institutions prefer project-based approaches because this can allow them to negotiate with donors more effectively. This may be the case here. Moreover, the institutional relationship of statistics and planning in Zambia is currently rather uneasy, and it may be that greater internal coordination in the Ministry of Finance and Planning is necessary before the donors can coordinate in a SWAp. This complicates donors' approaches to these sectors.

124. The cooperating partners interviewed raised concerns about CSO coordinating all official statistics, this reinforces the problems connected with lack of trust between the partners. There were anxieties that CSO would use the sector coordination

[69] DFID Project completion report

mechanisms to restrict access to data currently available from sector MIS systems, and perhaps charge for access to data.

125. Details on social sector SWAps are included below.

4.2.3.4 Managing for results

126. Managing for results in the Paris Declaration means "managing resources and improving decision-making for results." Overall, there is evidence of increasing management for results in Zambia, but in the CSO the extent of management for results is less clear. It is evident from the brief review above that results-based management is unlikely, at the moment, to be a key driver of personnel allocation decisions in Zambia. There do not appear to be performance contracts between the CSO and its funders.

127. Even the wider focus on results is relatively recent and fragile. The IDA-IMF Staff Advisory Note of the Fifth National Development Plan of 11 July 2007 recognised 'that better quality and timely data on poverty is needed to strengthen poverty analysis.'

128. Even so, the JASZ does not include statistics as a sector, therefore it is left outside the donor harmonisation mechanisms.

4.2.3.5 Mutual accountability

129. Mutual accountability means that "donors and partners are accountable for development results." It has been pointed out elsewhere (e.g. Eyben 2007) that mutual accountability in the context of international aid cannot mean that each partner has recourse to sanctions if the other reneges on commitments. For while donors can withdraw funds if country partners do not meet commitments, recipients have no comparable sanction to apply to donors. Accepting this, we can ask whether donors and country partners met their agreed commitments in statistics support.

130. There is some evidence that both donors and institutions in the Zambian government failed to meet commitments around support to statistical capacity building. For example, donors have sometimes missed funding commitments and delayed fieldwork. DFID records show several examples of the lessons learned in harmonising funding to the 2000 Population Census;

- GRZ cannot be relied upon to make a commitment to, or provide funds for, the National Census, which arises every 10 years. The next one is due in 2010.
- DFID, and other donors, should have made commitments and provided support at a much earlier stage.
- Providing DFID funds through a partner organisation (in this case UNFPA) can lead to a loss of detailed control, but reduce the management burden on DFID (which can be significant) and enable GRZ to have dialogue with the 'donor group' only through UNFPA, which reduces their burden.
- The equipment provided by DFID, its installation and training should have been provided earlier.
- Bureaucratic procedures can delay the procurement of equipment and the release of funds for field activities.
- Post-enumeration activities are considerable and ongoing. Some provision should have been made for longer term ongoing support to the CSO for these activities.

- Donors cannot be relied upon to pay their commitments in full, or to pay them promptly.

131. This experience showed that using a single cooperating partner to manage a fund can have a positive impact on both the recipient organisation and for the contributing donor. However, the other partners could not be relied on to provide funds on time or against their commitments.

132. A similar story is found in the case of the most recent DHS where 18 donors were involved. A similar story was told of funds not arriving on time, or in the wrong sequence, delaying fieldwork and causing extra expenditure as temporary field staff had to be retrained and paid a retainer for their services. Operating in an insecure funding environment has a very negative effect on planning. How can an organisation plan strategically for very costly field exercises when the resources are not available on time? This seems to be an issue of mutual accountability (and, from the discussions, mutual blame). The donor community was very critical of the CSO's failure to deliver on time but, on the other hand, late funding for a time-bound field operation will inevitably cause delays in delivery.

133. Even more worrying than the failure of donor's to meet their financial commitments was the lack of trust between CPs and the CSO. The evaluators met for a lunch meeting with a group of donors, both bilateral and multilateral hosted by DFID. It proved to be a very useful forum for gauging the reactions of the cooperating partners. What quickly emerged was a lack of trust or dialogue with partners in the CSO. The main intermediary, trusted by both sides, was the GTZ adviser working with Planning and Economic Management Department (PEMD). This lack of a clear donor partner for statistics (who could emerge to be GTZ, EC or DFID) in the JASZ was, we felt, an oversight in building statistical capacity in the country in a strategic and prioritised fashion. No matter how well the NSDS is designed, it will need considerable steering and nurturing during the implementation stage.

134. The evaluators sought the views of CSO management on their preferred types of support. A statistics fund controlled by the Government was viewed as the most satisfactory potential means of support, for reasons of responsiveness and ease of administration. In their view the Ministry of Finance knew their needs and responded well to them if they had the resources available.

135. At the other end of the scale The World Bank Trust Fund for Statistical Capacity Building was perceived by the CSO management to be the least satisfactory of the range of support available. The CSO had made several applications to the Trust Fund, none of which were successful. A long chain of bureaucracy was described, and the result invariably a rejection, with no reasons given by those administering the Fund. This issue was later followed up with the Fund administrators, and it appears that the application had been rejected by the local World Bank office. The Country Team was apparently questioning why another NSDS was required when the last one was just left to collect dusk on shelves. The Country Director therefore never signed the request. This process was not clear to CSO management, to whom the decision on this and other applications had not been communicated. Given that a strategy is the key tool for ownership and alignment better communication was needed to clarify why the 2003 strategy had not been implemented and to convey decisions to the government authorities.

4.3 Support received by the other statistical producers in the national statistical system

136. Several bodies outside the CSO also collect statistics. Some of these, particularly the Bank of Zambia and the Ministry of Education, have been associated with statistical capacity building. At the moment they have no formal connection with the CSO but the NSDS, which is expected to be complete in July 2008 and will formulate governance mechanisms for a National Statistical System (NSS) to ensure coordination.

4.3.1 Bank of Zambia

137. The Bank of Zambia is responsible for producing Money and Banking and Balance of Payments statistics and also produces a regular economic report.

138. Capacity in the Bank of Zambia (BoZ), is relatively strong. This relates to having human resource procedures that are autonomous from the general civil service management structures (with higher pay, well-designed incentives, clear procedures for promotion, and so on). It is also the result of a virtuous circle of prestige, attracting good people, autonomy and funding, etc. This puts the BoZ in an excellent position to make use of short-term training and SCB possibilities, and reduces the problems from staff attrition. The Bank also seems to have no difficulty attracting scholarships to train its staff abroad at prestigious universities; in its view it attracts the best candidates from the graduate pool, and retains them with good in-service training, on and off the job, and with good incentives. It can therefore demand and achieve good results.

139. The Bank used to produce a range of economic statistical series, mirroring those produced by the CSO, which created problems for the release of a single official statistic. This duplication tended to weaken demand for statistics (see below). However, they no longer duplicate the CSO's estimates (although they continue to produce some series not produced by the CSO), partly because the Bank has developed greater confidence in the CSO's statistical capacity. However they have major concerns that the current economic and financial series no longer reflects Zambia's economy which has undergone transformation in recent years with a boom in metal prices and other structural changes. Liberalisation of the economy has also raised some coverage issues about data from commercial banks and other institutions in the financial sector which has a serious impact on the quality of the balance of payments series.

4.3.2 Ministry of Education

140. The Ministry of Education has developed an Education Management Information System that produces information relating to school attendance and facilities. In the Ministry of Education, EMIS capacity has been built through long-term (and costly) engagement supported by USAID, and other donors in the form of a SWAp. This has involved the deployment of two long-term resident international advisers since 2000, and funding for a range of other advisers during the project period over the M&E system. Additional funding has also been provided for material support in equipment and the other costs of running an information system. There has been a transformation in the quality of educational statistics since the USAID (and others) supported project has integrated reporting systems in different offices in the Ministry.

There has been support for this directly and through the SWAp—it is difficult to assess how much has been spent on statistics. The limiting factor was said not to be money, but the ability to spend it and absorb it. The project has provided technical, human resources, financial, and management support.

141. The Ministry now has strong capacity in many areas, including technical capacity and the ability to hire in its own consultants to solve specific problems. The Government has taken over the funding of some parts of the project, which implies some sustainability. These capacities are expected to develop further.

142. Statistical capacity has been built through the development of both technical and managerial skills, but also in bypassing organisational bottlenecks, such as government procurement. The challenge for SCB initiatives is to ensure that the organisational systems are transferred: it has been apparent that the transfer of technical skills is relatively easy over the long term, but the transfer of organisational skills more difficult. This is perhaps because the availability of separate funds has allowed the system to bypass government systems and therefore no solutions have been necessary to deal with the bottlenecks. A challenge to harmonisation with this SWAp is to improve harmonisation and to strengthen government procedures.

143. There is an important point here: the process of producing statistics is like any production process, which requires inputs to be provided at the right time, and in the right sequence. Breakdowns in equipment halt the process, and administrative bottlenecks have a similar effect. Having a project budget can help the process to avoid bottlenecks in government systems, but it can also cause more bottlenecks, as in the case of the DHS funding arrangements. However, for a statistical process to be sustainable, capacity has to be built in the government systems of financing and procurement to ensure the sustainability of the series. In the view of the CSO management, the Ministry of Finance understood the funding needs of the CSO quite well and was able to respond more effectively to those needs than many donors. We did not get that impression from those responsible for the MIS in the Ministry of Education.

144. It is hard to know what the technical sustainability of the system would be without the support of the in-house advisers. It was the view of the resident adviser that the system could never have been established without long-term support. The transfer of technical skills in producing statistics was linked to efforts to improve use of statistics in policy. This was driven initially by demand from the SWAp, but now seems to be a more regular part of the policy monitoring and setting process. Data were used recently to target additional teachers in schools with a high pupil-teacher ratio. This creates a positive demand for statistics and motivational incentives for staff because their job is making a difference. It is hoped that because of this use of statistics, any decline in the timeliness and quality of statistical output would be noticed by decision makers and contribute to the generation of the resources needed.

4.4 Conclusion: successful support and the Paris Declaration

145. This section looks briefly at conclusions from this case study. It suggests that the current focus on technical support at the level of data collection in the CSO is unlikely to lead to sustained improvements in statistical capacity in Zambia. Switching emphasis to managerial support; ensuring much stronger accountability to policy makers and major data users; encouraging a results demand from government; and ensuring that any TA has as its first mandate skills transfer, would improve the chances of success. While the full results of the reform of statistical governance remain to be seen, it seems that the NSS would benefit from a strong statistics Board that coordinates the system and ensures that the CSO and other components can act without political interference, but are accountable to government and citizens. Currently, the project basis of much donor support and their financing of allowances for survey staff creates risks that the CSO is more accountable to many donors – at least 10 since 2000 - than to government or citizens. Implementing the Paris Declaration principles would aid the process of increasing national accountability and performance.

4.4.1 What forms of support to SCB have proved most effective in Zambia?

146. As commented above, it is difficult to form definitive conclusions in this short timeframe about the best forms of support. However, some initial indications are possible here 1) on successful support, 2) unsuccessful support, and 3) gaps.

147. The most successful support has probably been in data collection, training, survey processing and long term (now outdated) economic data processing systems. First, it seems clear that the support to data collection techniques has had sustainable results. This has involved long-term and short-term technical assistance where the TAs have worked closely with Zambian counterparts to ensure that skills were transferred and the CSO have been producing series for many years. It was quite clear from CSO staff that the duration of association and the explicit aim of consultants to transfer skills were very significant in this success. This has also been successful through TA for specific projects (such as the census).

148. Second, training has produced results, particularly in the case of improving the skills of sub-professional staff to full professional status. One way of supporting this further would be to strengthen regional or national training institutions to produce more statisticians. On-the-job training has had mixed success, seemingly dependent on qualities of the adviser. Some were judged to be good and others not suited to the environment.

149. There have also been less successful forms of support to SCB in Zambia. There are various examples of short-term TA across several years and of donors that have not built capacity because they have been focused on producing outputs and not building capacity through skill transfer. CSO officials have expressed eagerness to learn the techniques employed by these consultants, but regret not being given the opportunity to do so. If the goal of support is capacity building, it is not recommended that this type of short-term TA be used in Zambia. This applies to all support projects that are primarily oriented to producing data rather than building capacity. A key example of this is the Zambian DHS, which as in other countries builds almost no capacity outside in fieldwork collection techniques (where the CSO is already strong), because the analysis is done outside Zambia by external consultants. However, the data used is undoubtedly well used. Thought might be given to whether the fieldwork

for this kind of survey should be conducted by CSO civil servants, or be contracted out altogether if the intention is not to build capacity.

150. Similarly, there are many projects that could be judged unsuccessful in building capacity because they fail to focus on areas where Zambia has relatively low capacity. In the CSO, for example, data collection is much more advanced than data analysis (partly as a result of support), but support continues to focus on data collection rather than data analysis or its use. In education there has been support to quality issues, but the Ministry has complained that they are unable to obtain the data and help that they need from CSO, despite establishing working parties to improve school enrolment data.

151. In general, support has focused on technical rather than managerial issues, despite the critical importance of improved management of the NSS. It is difficult to comment on the quality of internal management practices in CSO. There has been a relatively long period of instability in the top management, with several Acting Directors in place for long periods of time. The current Director has only recently been confirmed in her position. The human resource processes in CSO are constrained by the Public Service Commission and can take years to appoint and confirm an officer in a post.

152. The users' complaints about data quality and timeliness could perhaps indicate poor management practices, and/or difficulties of managing complex data operations in a situation where funding is insecure and professional capacity limited.

153. Support has also been less successful where it is poorly harmonised and aligned, and fails to take into account specific Zambian realities. For example, allowances for survey work distort institutional priorities. Similarly, external support has not assisted coordinating surveys with key user needs. Donor support has not enabled improvements in coordination and alignment around user needs, and there has been no obvious institutional home in government for decisions of this nature until recently. Basing 'ownership' on agreement from the CSO is not sufficient given the consultation process and high level signoff involved in a fully government owned strategy.

154. This latter point on coordination reflects a very significant issue in Zambian statistics (and other statistical systems) that external support has not yet been able to address effectively. The capacity of the statistical system (in terms of timely and quality statistical products to key users) depends substantially on higher level systems functioning and coordinating their data demands. This requires both effective statistical governance (to e.g. be able to coordinate surveys and user needs) and a high-level results-focus in government (to e.g. want this coordination and to use the results). The higher level results focus seems to be developing, but substantial support has not been given to developing governance arrangements that force the CSO to organise itself around this focus and further support could attempt to foster it and create institutions around it.

4.4.2 What impact has the Paris Declaration had on support to SCB in Zambia?

155. This section briefly answers this question at two levels. First, what impact has the application of Paris Declaration principles at the Zambian national level had on support to SCB? Second, what impact has the application of Paris Declaration

principles to support to SCB had on the support's effectiveness? For instance, does applying principles of ownership to support improve the outcomes of the support?[70]

156. Currently the impact of the Paris Declaration at the national level on support to SCB is quite minimal. This is principally because the major effect of the Declaration is to move towards programme-based support and the donors have struggled to organise themselves around a statistics programme. In Zambia, this is partly because donors do not have confidence in the CSO. However, greater successes in education SWAps suggest another explanation is needed for the absence of a SWAp in statistics.

157. A recurrent question in Zambia and elsewhere in this study is whether statistics can or should be treated as a sector by donors. The spread of statistical activity across several institutions (the CSO, the Central Bank, and line ministries) militates against the application of a sector approach as it would be understood in health and education. The application of such an approach might risk focusing excessively on the statistical office. However, the ideal division of activity between the statistics office and other institutions in the system is not clear, and will depend on the country context. In Zambia, there is a relatively clear division, but coordination needs to be improved.

158. There are two areas of indirect positive impacts of Paris Declaration principles at a national level. First, the harmonisation around a single development plan (the FNDP) makes the demands on statistical organisations much simpler and this facilitates the design of the NSDS and support around it. Second, the Paris Declaration at a national level is having a positive impact on statistics to the extent that it fosters a results focus, and therefore interest in statistics. This is improving slowly with the FNDP monitoring indicators, the Joint Monitoring Indicators, and the links of plans to budgets, but much more work is required.

159. The impact of the Paris Declaration at the level of projects that support SCB is less apparent. As suggested in Section 2.4.1, the application of some Paris Declaration principles has been beneficial for outcomes of some support to SCB. This is particularly the case in the application of the principle of harmonisation, examples of this are in the organisation of support around the census and the DHS, although these were not without problems. Far more could be achieved by a stronger application of both principles. Mutual accountability has been less widely observed and managing for results appears weak both at the level of getting the results used in policy processes and ensuring success in SCB support projects. Ownership is problematic, because ownership at the CSO level is often used to justify projects that might not be the first priority of country data users or those setting resource allocation priorities. Needs such as modernising economic statistics have remained a high priority, but have so far been poorly supported by development partners.

[70] Bearing in mind that this project-level application is not exactly the way in which the Paris Declaration was envisaged.

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2002 - Demographic and Health Survey
2002 - Living Conditions Monitoring Survey III

2002 - World Health Survey
2001 - Demographic and Health Survey
1999 - Child Labor Survey and End of Decade Survey
1998 - Living Conditions Monitoring Survey II
1996 - Demographic and Health Survey
1996 - Living Conditions Monitoring Survey I
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Article IV Staff Report (IMF) 2003

MDG report (UNDP) 2004

Annex A: Case study timetable

Date and Time	Organisation	Persons Met
4 February		
9.00 am	CSO Management Team	Ms Chulu, Mr Mayaka, Mr Mukuka, Mr Banda, Mr Kalumbi
12.00	GTZ Macro Economic Adviser—M&E	Chris Pain
14.30	CSO Training Advisers	Mr Daka, Mr Kukuka
16.00	CSO Human Resouces Manager	Ms P Mutandwa
5 February		
9.00	Social Statistics CSO	Mr Mayakai + team
11.00	Deputy Head SIDA	Ms Eva Lövgren, Pedro de la Figuerendo
12.00	Social Statistics CSO	Mr Mayakai + team
14.00	Department of Planning and Economic Management, Ministry of Finance	Ms Agnes Musunga, Ms F Chongola, Mr. Lubati, Mubita Luwabelwa, Ms Bwalya
6 February		
9.00	CPI, CSO	Mr P Miti
12.00	Director CSO	Ms E Chulu
14.00	UNFPA	Deji Popoola
14.00	World Bank	Kapil Kapoor
15.00	World Bank	Helen Mbao
16.00	CSO Publications	Mr Chileshe
7 February		
9.00	Bank of Zambia	Dr Maxwell Musongole, Mr Gandson Moyo, Mr Jacob Lungu
11.00	Ministry of Education	Charles Ndkala, Sriyanjit Perera
13.00	DFID Sponsored Lunch with Cooperating Partners	Dr Bruce Lawson-McDowall Alessandro Zanotta,. Daniela Dempf, Hakushi Hamaoka, Gnanaruby Karunakaran, Helen Mbao,
14.30	DFID	Dr Bruce Lawson-McDowall
16.00	UNDP	Elda Chriwa
8 February		
9.00	OPM Team Meeting	
11.00	DFID	Record extraction
14.00	CSO Report Back	CSO Management Team with Ms Chulu
15.00	Ministry of Education	Not available
15.30	CSO Publication	Mr Chileshe & team

Notes on the interviews have been prepared by the team for auditing purposes, but have not been reproduced here in order to facilitate wide circulation and to protect the confidentiality of the informants.

Annex B: List of Persons Met

CSO	Job Title	Organisation
Ms Elfreda Chulu	Director of Central Statistical Office	CSO
Mr William Mayaka	Deputy Director	CSO
Mr Peter Mukuka	Deputy Director	CSO
Mr John Kalumbi	Deputy Director	CSO
Mr Modesto Banda	Deputy Director	CSO
Mr Daniel Daka	Manager of Training and Statistical Capacity Building	CSO
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Priceila Mutandwa	Human Resources Manager	CSO
Chris Pain	Macro Economic Adviser, Ministry of Finance and Economic Planning	GTZ
Eva Lövgren	Deputy Head/Economist	SIDA
Pedro de la Figuerendo		Swedish Embassy
Agnes Musunga	Acting Permanent Secretary	Ministry of Finance and National Planning
Mr. Lubati	Director of Planning,	Ministry of Finance and National Planning
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Deji Popoola	Country Resident Representative	UNFPA
Golden Mulilo	Assistant Country Representative	UNFPA
Kapil Kapoor	Country Manager	World Bank
Helen Mbao	Senior Operations Officer	World Bank
Dr Maxwell Musongole	Assistant Director	Bank of Zambia
Mr Gandson Moyo	Economist	Bank of Zambia
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5 DFID Case Study

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Executive summary

Overview of the study

1. The evaluation of support to capacity building has been developed in the context of two broad objectives:

   - To develop a framework that can evaluate different types of statistical interventions in different country contexts
   - To document existing evidence regarding what type of support to statistical capacity building is most effective and sustainable, to feed into the High Level Forum on Aid Effectiveness in Accra (September 2008).

2. The study is therefore not intended as an evaluation of support to capacity building, but is intended to draw on the experiences of support to statistics in the context of three country case studies, two donor case studies (of which this is one) and five 'light touch' country studies; plus a review of relevant literature. This case study (or "in-depth review")[71] was intended to contribute to the design of the evaluative framework and to provide some indicative evidence about the successes and failures of DFID's support to capacity building. This case study should not therefore be read as an evaluation of DFID's support.

Capacity Building Lessons

3. This case study builds on and develops a framework for evaluating statistical capacity building that is set out in the synthesis report (and will not be repeated in depth in this paper). The evaluative framework draws on general capacity building literature and has been progressively tested and refined in previous case studies carried out in Zambia, Niger, Cambodia, and Sida. The present review of DFID support has also been informed by another OPM paper, 'Developing capacity? An evaluation of DFID-funded technical co-operation for economic management in sub-Saharan Africa', which was published by DFID in 2006. This earlier study found that: 'organisational capacity can be described in terms of three dimensions, which interact with external factors in determining outputs:

   - Individual capacities within an organisation (staff numbers, skills, productivity).
   - The organisational framework (which determines how individual capacities are deployed and combined). This includes the organisational structure, the quality of management and the modes of working.
   - The institutional framework which includes the organisation's mandate, incentives for performance, structures of accountability, and operating rules, for instance in relation to finance and personnel.'

Capacity Indicators for Statistics

4. The overall study has not found indicators that accurately measure statistical capacity. Current quality criteria as applicable to statistics generally refer to the technical quality of the statistics produced and some of the prerequisites for quality which relate to the organisation (IMF Data Quality Assessment Framework or its derivative the PARIS21 Indicators of Statistical Capacity); or to the outputs available

[71] Terms of Reference paragraph 11.

and the standards which are used for their production (World Bank Indicators of Statistical Capacity). None relate to the context in which capacity is built.

Institutional context of major statistical support programmes in country

5. The 2006 OPM study found that the impact of DFID support to capacity building had been limited, because much of the support had 'been mainly transactional – that is assisting organisations to perform their functions without necessarily strengthening their capacity to perform the functions without continued support'. Other components of the present study have indicated, similarly, that the institutional framework and governance context in which capacity building is set is of fundamental importance in building effective capacity.

6. DFID has been astute in selecting countries to locate many of its major capacity building country programmes: Uganda, Rwanda and Tanzania. Two of these are included in the study and we have also drawn on Uganda to broaden the evidence base. The results appear from the limited evidence available to be reasonably successful although transactional support has been the main mode of support. Transferring these models of support to less supportive institutional and governance environments may be less effective, and it is not clear if a full analysis of the context in which support is to be given is routinely part of project preparation.

Balance of support given to statistics by DFID

7. The amount of expenditure on statistics has risen steadily over the period of the study from 1992 to 2007. Around the year 2000 DFID started to broaden its support to include contributions to global funds and initiatives. This was partly to reduce the administrative costs to DFID in scaling up its support, but also to strengthen its ability to influence other partners in development. In the previous 5 years, about one third of DFID's expenditure on statistics was on global and regional funds, 25% on large country statistical programmes and another 20% on supporting population censuses. The remaining sums were on small projects. A significant scaling up of support is anticipated in future years.

8. The 20% support to population censuses is unquestionably appropriate to build capacity, and seems to have had positive results. As part of the essential infrastructure of a statistical system and governance systems, censuses are an imperative for all countries and support strongly the 2004 Marrakech Action Plan for Statistics actions to prepare for the 2010 census round. Censuses underpin almost all statistical activities.

9. The large country programmes have supported the organisational context of statistical capacity building, and to a large extent have taken into consideration Paris Declaration principles seeking to align around strategies and harmonise procedures in a context of largely unaligned and very poorly harmonised donors in statistics. Many of the countries studied in other components of the study had 10-15 donors supporting the main statistical agency in a largely *ad hoc* manner. Much of the DFID support was directed to the organisational context of statistics, relating not only to technical statistical skills, but to also management and financial capabilities and in some countries work planning and coordination.

10. The governance and institutional context of statistics has often been ignored in these country programmes. There has nevertheless been some excellent work done in at least two of the countries in more closely linking national and sectoral monitoring

frameworks and policy cycles to the statistical programmes of work. However, the creation of a national demand for statistics by supporting the use of statistics in policy development, research, and analysis is still very weak. Some newer DFID projects, such as the Uganda country programme, are supporting the use of statistics (by, for example, supporting a poverty analysis unit in the Ministry of Finance), which is a very encouraging development for statistical capacity building.

11. The current proposal circulating in DFID to treat statistics as a sector appears to be very positive in terms of meeting Paris Declaration Principles. A sector approach might include appointing lead donors and improving the coordination of external partners around a country strategy. It would also increase the prospects of harmonisation, alignment and mutual accountability in statistics. Other components of this study note that accountability for performance in most statistical activities is very low. Few countries manage to produce their poverty results in time for PRSP reviews or critical policy cycles; while the CPI is almost always produced on time as it has a strong demand from senior policy makers. It is the researchers' impression that this usually stems more from a greater demand than from the CPI's slightly greater simplicity.

12. The downside of treating statistics as a sector is that it may distance statistics further from its users. We are concerned that parallel consultation processes are being promoted by NSDS support to statistical strategies, which may distract from processes that more closely link statistics into key policy processes. The evaluators were impressed by the way in which the DFIDs support to the Poverty Monitoring Master Plan in Tanzania tied statistics into policy demand cycles. It is important that this close link is not lost in separate and lower level statistical user consultations.

Global support

13. A large proportion of the funds contributed to global initiatives has been in the context of developing National Statistical Development Strategies (NSDSs), both by contributions to the World Bank Trust Fund for Statistical Capacity Building and into PARIS21, and also directly through DFID staff's thinking on NSDSs. This has been very positive in supporting the MAPS agenda of mainstreaming strategic planning of statistical systems, and in supplying the expertise and the normative framework for their development. NSDS processes provide the first critique of the organisational and institutional context of statistics into which support is provided. In addition many provide a strategy for institutional transformation. The study has noted, however, that many of the strategies provide a rather unrealistic programme of activities for which they wish to gain financial support. In Zambia, for example, the workplan proposed in the strategy was far beyond the capacity of the statistical system to deliver. Even in the more mature reformed statistical agencies, it was noted that prioritisation and work planning was weak. Further work will be required to refine and develop strategies to ensure that they are useful operational tools.

14. Much of the challenge to implementation of strategies will be around institutional and organisational transformation to improve their functioning and to loosen bottlenecks. It will not only be about attracting more resources to fund the activities, but will be about removing bottlenecks and in being creative about improving the capacity of countries to supply and use statistics as part of the results agenda.

15. It appears that many of the project Objectively Verifiable Indicators (OVIs) relate to more and better statistics, without specifying how organisational and institutional

bottlenecks are to be overcome. More OVIs which relate to a full capacity building agenda would be helpful. There is often too little recognition that radical change programmes may result in diminishing output while staff are trained and organisations overhauled.

16. It is not clear how the Trust Funds will be used when all countries have an NSDS. The study found that short-term technical assistance is relatively ineffective in bringing about capacity building alone. TA is also more effective when it is supplied in a country context.

17. The GDDS reviews and evaluations found that the economic component was relatively successful when supported by regular IMF advisers from regional centres, but the social and demographic component was much less effective. It might be more efficient for programmes to focus on a single component of the framework, in the case of the GDDS on the dissemination component that is routinely weak in developing countries and the major link with users. This recommendation is supported by the 2008 IMF review of the GDDS. The GDDS also contributes substantially to accountability in publishing metadata and publication schedules, which in many of the countries studied were the weak points in statistical strategies. We observed a donor 'herding' instinct around strategy development, but less so in effective implementation. This may be because many agencies are anxious to support the MAPS agenda and perhaps partly because an NSDS can be prepared in a relatively short space of time.

DFID support and the Paris Declaration

18. DFID support is varied on its performance on Paris Declaration principles. Large country programmes tend to be most effective at supporting country ownership, where global programmes and those supporting international monitoring can tend to prioritise international statistics to a greater extent than partner governments may wish. Recent trends from the African Development Bank to support country consultants to prepare NSDS would seem to be a positive move in the direction of better country ownership of strategies. Alignment is supported by the production of strategies (from, for instance, funding from the Trust Fund for Statistical Capacity Building or the African Development Bank). The Uganda Bureau of Statistics was supported to be stronger in aligning its partners. On the other hand, there was duplication of support in Liberia from DFID sponsored international programmes, a situation which seems to have also occurred in Sierra Leone. It appears critical to have a strong donor coordination mechanism. There have been few examples of harmonisation uncovered in this study. A results focus was not typically strongly supported, and could be supported more, as in the support given to the Chronic Poverty Research Centre in Kenya. Mutual accountability is best achieved in long-term, predictable funding arrangements.

19. The overall picture of DFID support in terms of the Paris Declaration suggests that long-term country programmes are best able to achieve compliance with the Paris Declaration. A transparent and effective coordination mechanism, preferably led by the partner country, can improve this, and DFID has given and should continue to give effective support to these in some instances.

DFID support and the DAC criteria

20. The 3 tiers of DFID support – country, global, and internal to DFID – ensure that support is always relevant to someone in the global community. However, in some

cases, particularly short-term inputs, the support offered is not always relevant to the objective. Care must be taken to ensure the level of support is appropriate to the project objectives. Support is most effective in cases where countries have a strong results focus and/or there is a resident adviser who ensures that support is relevant and met with an appropriate response by recipients. The economic and financial components (much more than the social and demographic components) of the GDDS have proved very effective. In general, support is less effective where it focuses on individuals, and more effective where it takes into account the institutional context. This has not always been the case.

21. Other DAC criteria lack data to provide a firm judgement. It is not possible to assess the efficiency of support, because information on costs of different activities is not available. Similarly, impact is difficult to judge because the existing indicators of statistical capacity do not reflect capacity adequately. The World Bank Indicators of Statistical Capacity focus more on the data production programme and tend not always to accord with subjective perceptions (though the Indicators of Statistical Capacity are being updated). The Data Quality Assessment Framework is useful but it assesses the quality of data, rather than capacity to produce and use it. Nevertheless, the GDDS appears to have a strong impact because it reduces country borrowing costs on accession. Sustainability tends to be good in long-term projects, or where a short-term input fixes a specific problem.

22. Overall, it seems reasonable on the basis of this quick review to conclude that long-term projects that actively involve the partner country government at all levels seem much more likely both to meet the Paris Declaration principles and to perform well on the DAC Evaluation Criteria. It has not been possible – and was not intended – in this review to evaluate DFID support, but concentrating resources in projects of this nature in future may achieve good returns.

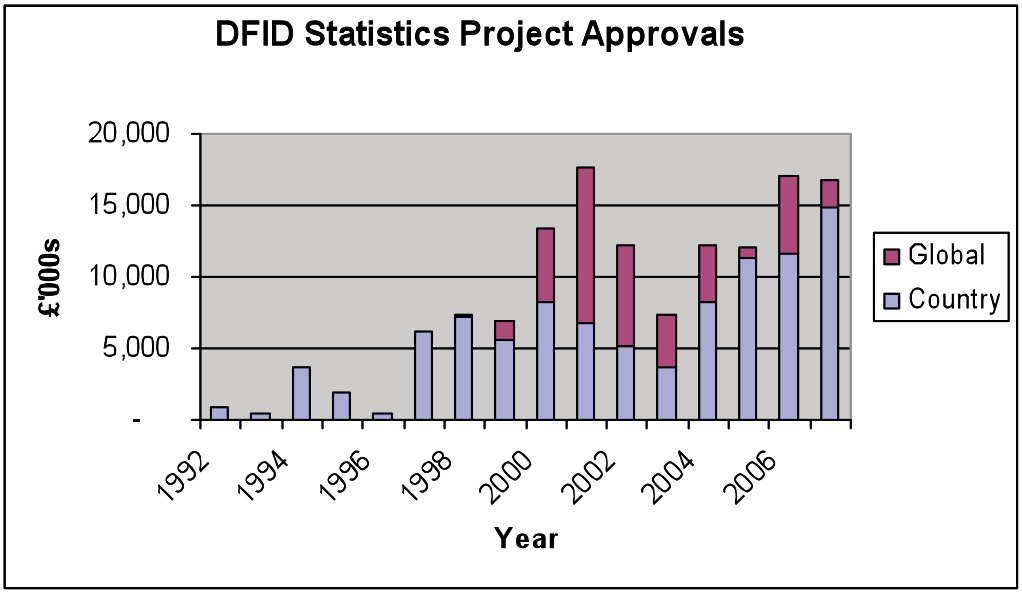
5.1 History of support since 1992

5.1.1 Methodology

23. DFID has a long history of support to statistics. The precise amount allocated to statistics projects is not clear, both because of reporting problems and because there are two sources of information that provide different levels. The study started its research from 1992 using the Performance Reporting Information Systems Management (PRISM) database held in DFID, which gives details of all DFID projects. In recent years projects and programmes with a statistical component has been flagged in the database. The search method was to type in 'statistics', 'census' and 'survey' into the database and to combine the results of these searches. In all over 210 statistical projects were found, totalling £136,000,000. This is a rather imperfect method, which relies on project managers to mark projects as 'statistics', or as having a statistics component. These figures are therefore almost certainly an undercount as some large economic management projects and some monitoring projects with a statistical component have not been included. This represents a considerable investment in statistics by DFID.

24. Figure 5.5 shows the annual approvals of statistics projects from 1992 to 2007. The estimated cost of approved projects has increased dramatically since 1997. The first step change was in 1997 and the next came in 2000. Part of the increase in funding from the year 2000 onwards is explained by the introduction of funding to large global and regional programmes, while support to country based projects remain at a similar level. From 2004 onwards there was an increase in the amount approved for country based statistical projects, while global funding continues. It is understood that future funding on both global and country statistical programmes will rise in future years, and that there will be a step increase in funds channelled through the World Bank in support of 'sector-wide' country programmes.

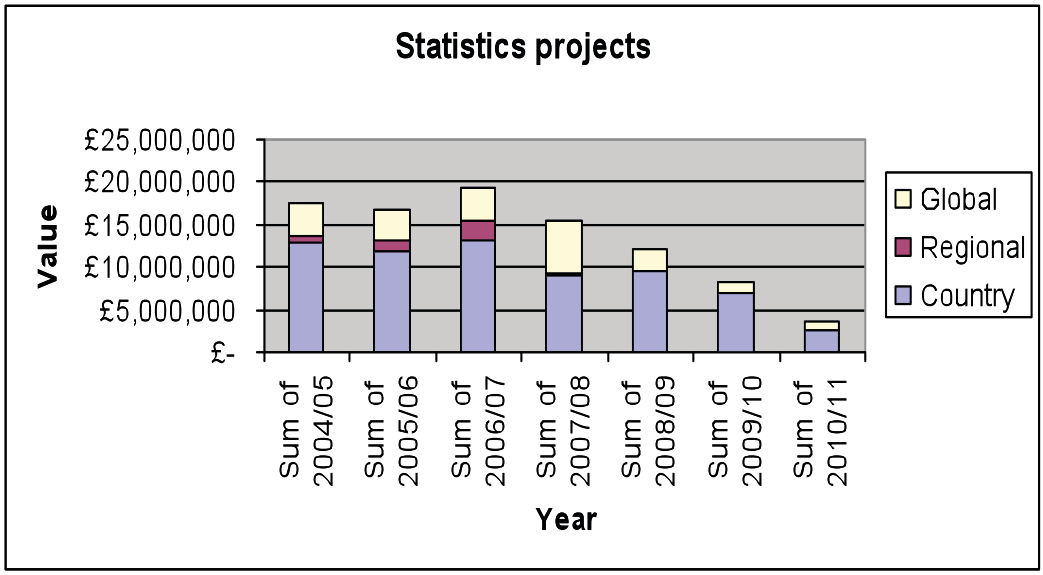
Figure 5.5 DFID Statistics Project Approvals 1992 - 2007 (PRISM)



Source: DFID Prism

25. The second source of projects is the statistics teamsite on the DFID intranet. This source indicates slightly higher levels of spending in current years (because of greater reporting of statistics projects) but lower in future years (as not all projects are yet reported here). Although a precise estimate of DFID's spending is not possible given the differences between these sources, their levels – between £15 million and £20 million are comparable. Figure 5.6 presents the information from the teamsite. It suggests increasing concentration on country projects.

Figure 5.6 DFID Statistics Projects 2004-2011 (Statistics Teamsite)

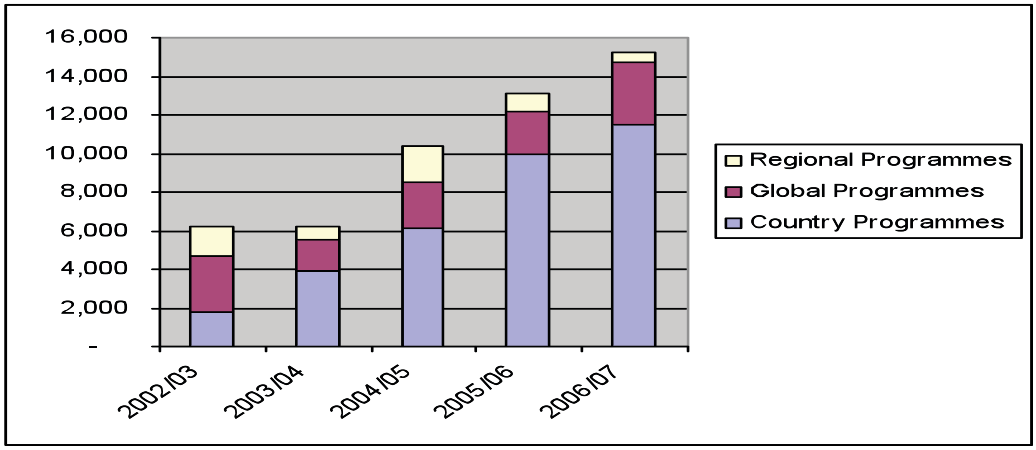


26. According to PRISM, the number of actual projects approved annually increased in the period ranging from 5-9 in the pre 1997 days, to 10 to 20 since 2000. The size of each project has increased rather dramatically. The global programmes are often in excess of £1 million and the contribution to individual country population censuses can be very large, often several million pounds sterling. To get a feel for the relative amounts of current expenditure, expenditure details were extracted from PRISM for those projects identified with a statistics code.

27. In the five year period 2002/3 to 2006/7 some £51 million was spent on statistics.[72] As a comparison this is slightly less than the £67 million of approved projects in the same period.

[72] Projects recorded with a statistics code

Figure 5.7 Expenditure on Statistics Projects 2002/3 to 2006/7 £'000s

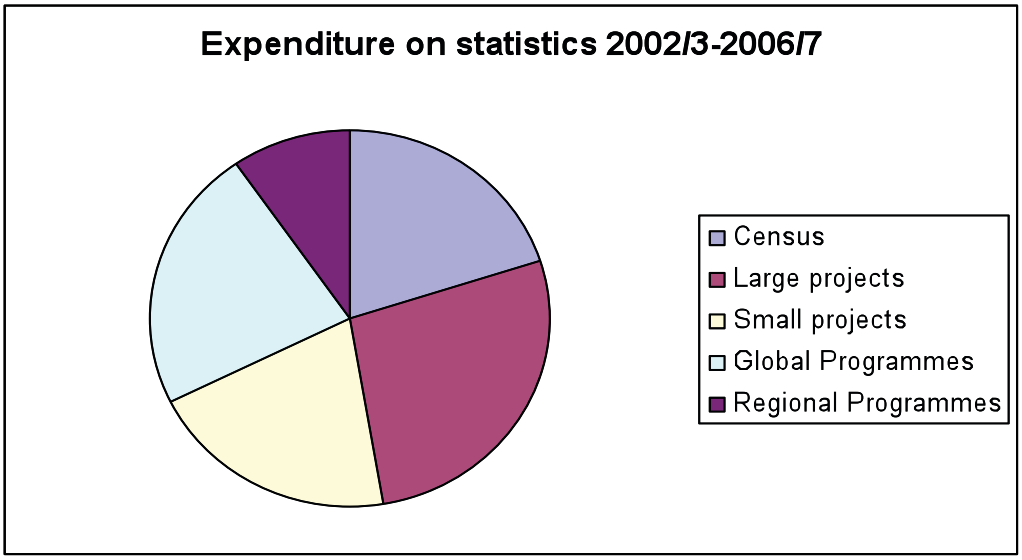


Source: DFID Provided, Draft Statistical Expenditure Spreadsheet

28. Expenditure increased year on year from £6.2 million in 2002/3 to £15.2 million in 2006/7. Country based projects grew each year with the largest share of them located in Africa.

29. The data drawn from the Credit Reporting System (CRS) is incomplete. For example, we noted that the Tanzania support to statistics had not been included. This was added to the analysis from here on, but there is insufficient time in this study to correct the CRS data systematically. In all, over a quarter of expenditure in the 5-year period was on 5 large country-based statistical projects, another 23% to global programmes, 20% to population censuses in 3 countries and 10% on regional programmes. The remaining 20% of expenditure was on small scale support to statistics.

Figure 5.8 DFID expenditure on statistics by type



Source: DFID Provided, Draft Statistical Expenditure Spreadsheet

5.1.1.2 Global, regional and country based projects

30. The development of significant contributions to global funds after 2000 was a change of policy for DFID statistics. The major funds were to the World Bank Trust Fund, PARIS21 and to the GDDS project to strengthen social statistics, managed by the World Bank. Several other global initiatives were supported including the International Price Comparison Project. The project expenditure in the 5 year period on these projects was each in excess of £1 million. Health Metrics and a number of smaller initiatives at the global and regional level were also supported.

5.1.1.3 Country projects

31. Some two thirds of the recent expenditure on statistics was on country based projects. Some were small in financial terms, but others huge. Among the large projects were support to The Kenya Bureau of Statistics, The Rwanda National Institute of Statistics, The Uganda Bureau of Statistics, Tanzania Bureau of Statistics and the Russian Federation. A feature of many of the large statistical programmes is the attachment of a local DFID regional statistics adviser. These five countries comprised 25% of all expenditure on statistics in the 5 year period. The other big spenders were support to the Ethiopian, Mozambican, Tanzanian and Nigerian population censuses, which comprised 20% of expenditure.

5.2 The evaluation framework

5.2.1 Explanation of the framework

32. The present review of DFID's support takes its conceptual framework from two sources. The first is the evaluative framework developed in the other components of this study. This will not be explained here (see the synthesis report), but it sets out 8 elements, or pillars, of capacity that cannot be neglected if sustainable capacity in statistics is to be built. The present review has also been informed by another OPM paper, 'Developing capacity? An evaluation of DFID – funded technical co-operation for economic management in sub-Saharan Africa' published by DFID in 2006. This study found that 'organisational capacity can be described in terms of three dimensions, which interact with external factors in determining outputs:

- Individual capacities within an organisation (staff numbers, skills, productivity).
- The organisational framework (which determines how individual capacities are deployed and combined). This includes the organisational structure, the quality of management and the modes of working.
- The institutional framework which includes the organisation's mandate, incentives for performance, structures of accountability, and operating rules, for instance in relation to finance and personnel.

The conditions for success

5.2.1.1 Focus on results based management at the highest level of government

33. Where there is no focus on results at the top of government, the environment for statistics is inhospitable. Across other study components, we found that few initiatives linked statistics to improving the results based culture at the highest levels within governments. However, some programmes funded by DFID did support this, and our analysis across the entire study suggests that this is an appropriate focus.

34. Some DFID-funded programmes have been identified of particular importance:

- PARIS21 – global advocacy.
- General Data Dissemination System (GDDS) – country based advocacy, although at perhaps too low a level in the country hierarchy to be as effective as it might.
- Some DFID country programmes, in particular in Tanzania, where the linking of funding for statistics to a poverty monitoring master plan provided a very direct link into a country supported results agenda. The direct coordination of poverty monitoring and statistics produced a very favourable environment for setting statistical priorities and for ensuring the results fed the policy process.
- The previous DFID Uganda project supported the role of the Uganda Bureau of Statistics (UBOS) in developing the poverty monitoring system – the OVI in the logframe was *'UBOS represented and playing an active role in national and decentralised M&E systems, including poverty monitoring (Poverty Network Meetings and OPM Poverty Monitoring and Co-ordinating meetings)'* and the progress (likely to be largely achieved) was that*, 'UBOS has played a big role in the development of the National Indicators Monitoring and Evaluation System (NIMES), and the PNSD is a part of the NIMES programme. Progress is good*

here'[73] The 2005 DFID Project Completion report recommended that *'The work put in place by this project will be consolidated during the next phase of support in the new project Strengthening Evidence-Based Decision-Making, which links data collection, co-ordination and use across government.'* Indicating that DFID recognised the merits of building links between the statistical agency and the policy development processes. The current DFID Uganda project has helped to support UBOS through institutional change (including a functional review and a stronger coordination role within the National Statistical System), and has supported sector statistics through the Plan for National Statistical Development.

- Population censuses which are of high national prominence and which demand the attention of senior policy makers.

5.2.1.2 Accountability of the statistical system to governments

35. Both the effectiveness of the performance of statistical systems and the relevance of their activities to government needs depend upon the strength of accountability mechanisms. Several DFID programmes in the countries studied have successfully reinforced mechanisms that establish the accountability of statistical systems to their governments and citizens, which is positive. However, in the cases we reviewed these mechanisms were often in parallel to the formal government accountability processes. This dual approach diluted the effectiveness of formal government processes and minimised the usefulness of the new mechanisms.

- In the case of the Rwanda statistics fund, a Steering Committee was set up comprising DFID, the EC, the World Bank, UNDP, the executing agencies and representatives from the statistical agency and its parent ministry. This Committee by-passed the Board, weakening its role. The presence of weak, rather unaccountable Boards may present problems for external partners, but in terms of sustainable accountability, Boards should be strengthened and included in accountability processes. Nevertheless, the inclusion of the parent ministry on the Committee had some very positive impacts. As a result the government now looks likely to increase its funding to statistics in order to meet its own priority data collection needs which had not been fully funded by external partners.
- In Tanzania the DFID statistics adviser recognised that dual accountability mechanisms had been established, leading to inefficiencies in expenditure, and some issues around prioritisation of statistical activities. The next phase of support is planned to ensure that accountability is through the Board, which in the case of Tanzania seems effective in ensuring oversight and accountability.
- In Uganda the project monitoring activities were well harmonised with those of the agency to its Board and Minister. DFID made full use of the routine reporting arrangements of UBOS to its Board and Minister, thus harmonising with the government reporting and monitoring procedures. There were additional procedures used to comply with DFID's internal project monitoring processes, but overall the reporting and accountability mechanisms of Uganda were strengthened, and parallel processes avoided.

36. Global programmes present huge challenges to accountability at the country level. This is particularly the case when inputs to countries are small.

- The 'living document' system for the GDDS was an attempt to address this problem. However, the transaction costs of this are high on both sides, and it is

[73] DFID Project Completion Report, December 2005 Uganda

extremely difficult to ensure that all the parties concerned, managing agents, consultants and countries take the time and trouble to participate.

- The World Bank Trust Fund for Statistical Capacity Building has accountability to Washington, rather than to any country led authorities, although the country office plays a part. The distance between Washington decisions and country offices proved problematic to some case study countries (Zambia, Rwanda) and is a point that requires particular attention, and which may prove difficult to solve unless authority is delegated to national authorities and donor representatives at the country level.

5.2.1.3 Appropriate institutional context

37. The institutional context of a statistical system is critical to its effectiveness. This includes both coordination and good relationships between its different components, and the freedom for the managers of the statistical agencies to maximise the productivity and efficiency of their organisations.

38. If coordination is not addressed then conflicting estimates on a similar indicator will be produced from various parts of the statistical system and will undermine credibility and trust in statistics. Few examples of DFID-funded support to coordinating the statistical system were identified in the study, but those that did include:

- GDDS provides support to both metadata development and support to members of the entire statistical system. Recently support to NSS governance has been supplied by short-term TA.
- The Trust Fund for Statistical Capacity Building has supported some programmes within the NSS, and in particular support to the development of the NSDS for all producers of statistics.
- DFID has provided direct support to education statistics in Kenya although this is not coordination as such.

39. The organisational structure, conditions of service, and performance management systems are critical to recruitment and performance of statistical organisations.

- In previous DFID support to Rwanda, supplements were paid to some staff in the old Department of Statistics, but DFID subsequently supported the reform of the statistics department to agency status. It has also offered some support, in terms of lobbying, to enable the payment of higher salaries to staff. However, this has only recently been fruitful. The new Institute and its Board is empowered to pay its staff on special salary scales, and to reform its organisational structure and recruit (and dismiss) staff, with the agreement of the Board and the public service authorities. Directing salary payments through government based accountability mechanisms is a significant improvement over direct donor-statistician supplements, which create accountability to donors.
- The Trust Fund for SCB has supported some reform processes in countries via support to the NSDS, which in many cases make proposals for legal and administrative reform, but it has not specifically supported legal and administrative reforms.
- The DFID Uganda support to UBOS supported management, budgeting and performance processes.

5.2.1.4 Credible strategic plan for statistical system

40. A strategy for statistics, and its associated work plan, is necessary for planning, outlining the change processes, and identifying capacity needs; addresses coordination problems; and facilitates government funding and the alignment of cooperating partners. It also prioritises (or should prioritise) the needs of users and specifies the products that can be expected. In the experience of the team (including work for this study and beyond), many plans are unrealistic and do not relate to the capacity of the agency to do the work, but instead act as marketing strategies. Insecure funding of statistical systems tends to mean that plans are focussed on ways of attracting funding, and the element of realism has proved quite difficult to ensure.

41. The strategy forms the focus for alignment, harmonisation and mutual accountability.

- DFID's main contribution to the development of strategies has been focussed on support to the World Bank Trust Fund for Statistical Capacity Building (TFSCB). The development of statistical strategies and plans has been its main focus.
- DFID has also supported the development and implementation of statistics plans in Rwanda, and the implementation and development of plans in Uganda and Tanzania.
- Other support has been provided to statistics by DFID, but it is not clear whether or not this has been outside the scope of any existing strategies. The case studies of Niger, Zambia and Cambodia had little recent input from DFID, save that of indirectly a funding CWIQ survey in Niger via the World Bank dedicated fund for the CWIQ.
- The Trust Fund for Statistical Capacity Building in approving projects makes note of whether activities are included in country strategies.
- We noted that DFID makes frequent contributions to DHS surveys, which are sometimes conducted outside strategies.

5.2.1.5 Resources for statistical implementation

42. One of the major challenges for statistical managers is the search for funding for statistical activities. Only recently have country statistics funds or statistics sector-wide projects become more common, and DFID has led this trend in statistics. There is some evidence, although not strong, that governments are now stepping in to fund, via budget support, some of their own statistical priorities such as economic surveys or data for Consumer Price Index modernisation. These are areas of great importance to governments, but which have been routinely ignored by development partners.

- Among the more successfully aligned funding arrangements supported was the Tanzania Poverty Monitoring Master Plan fund supported by DFID and five other donors. Part of these funds supported the core activities of the Bureau of Statistics.
- DFID part-funded the Rwanda statistics fund, which also shows signs of increasingly drawing its government into funding its own statistical priorities. In Rwanda, a recently established fund is likely to be overcommitted, largely due to priorities not having been clearly defined and agreed with the highest levels in government.
- Remote funds such as the TFSCB, where the accountable officers were based outside the continuing country dialogue, were disliked by representatives of both

governments and donors in some countries. This was because of the alleged lack of responsiveness, which was the result of very poor communication between country offices responsible for forwarding the applications to Washington and the statistical agencies. It is suggested that the complexity of bureaucracy involved in submitting and approving applications (with various layers between the applying agency and granting authority in Washington), and the lack of accountability of funder to applicant does little to improve communication problems.

- In the last five years 20% of DFID's statistical expenditure was on censuses, in several populous African countries. This is part of any country's statistical infrastructure and is the largest, most expensive and most complex activity undertaken. The MAPS agenda identified funding censuses as a priority, and DFID has played a large part in contributing to this.
- DFID has also contributed to some major surveys in collaboration with other development partners. Few instances have arisen in our case and 'light touch' studies, and in some of the countries DFID jointly funded censuses. There are examples in Pakistan, where, for instance, DFID funded TA and the World Bank funded fieldwork for several rounds of the Pakistan Integrated Household Survey. There are also several examples of joint funding of Demographic and Health Surveys and Multiple Indicator Cluster Surveys (MICS).

5.2.1.6 Management practices for and of the statistical system

43. As in any organisation, statisticians' performance, effective use of resources, good decision-making and the ability to prioritise are critical to the performance of these offices, but these management skills are not always present.

44. Support to management has been relatively limited in the examples encountered in our study. Most often technical issues form the major focus of support, partly because this is the most comfortable area for both sets of partners to work in. Although good management is critical to good statistics and efficient support, management is difficult to improve unless the accountability, strategy and funding mechanisms are in place. Critically, management may be severely constrained by the institutional context.

45. The strongest example of support in management was noted in the Ugandan study. This kind of support has been given by DFID in the presence of a significant support programme to an organisation and in the context of providing long-term advisers to the organisation. Budgeting, performance management and clarification of roles and responsibility was the focus of the support.

46. DFID has also supported a project implemented by the Office of National Statistics to improve management in the statistical agency in Ukraine. However, this review did not locate evidence on the impact of this project.

5.2.1.7 Qualified staff

47. Qualified and suitably trained staff are the bedrock of the statistical system; without them quality will be low and sustainability absent. At least two countries in the study (Rwanda and Liberia) were limited by the availability of qualified staff, and even in some of the better qualified offices the lack of good computing or of data analysis skills prevented the implementation of improvements to some systems. Scaling-up of support may well be constrained by lack of suitably trained and qualified statisticians.

48. DFID is providing support to improving the skills of existing staff with appropriate experience, skills, and competencies ('qualified staff') to work in statistical systems. However, this does not increase the number of qualified human resources, just the skills of individuals in post. Where there are too few staff to undertake many tasks the upgrading of skills may not be in itself enough.

49. Research conducted in recipient country statistical systems for other components of this study identify a range of constraints to statistical capacity that stem from a shortage of qualified staff. One of the constraints and bottlenecks mentioned by statistics managers was the problem of recruiting qualified staff or supporting sub-professionals to gain full qualifications. In Zambia in the mid 1990s a relatively large number of staff – around 25 – were sent to EASTC and to the UK to gain qualifications. This practice has now largely ceased and offices are dependent on *ad hoc* scholarships from the government, or from project related scholarships which are quite rare, and often captured by senior managers. For example, one member of the Zambia Central Statistical Office (CSO) still awaited his scholarship to convert his EASTC Diploma (Distinction) which he won with DFID support in the mid 1990's to degree level. He remains a sub-professional in the CSO.

50. In the face of very high demand for qualified staff, the pool available is diminishing in many countries which do not possess a statistics training school or university with statistics courses (as is the case in Uganda and Tanzania). This may be a serious constraint to scaling-up. For instance, the evaluators were informed that Mali currently had no qualified staff in its statistics office. In Rwanda human resource availability is a major constraint to further output, as also seems to be the case in the fragile states studied (Liberia and Cambodia).

51. The DFID project lists identified very little support to statistical schools or scholarships in the recent past. The projects identified in the lists were restricted to:

- Scholarships to the Munich Institute
- Training needs analysis in Rwanda and Uganda
- Support to in-service training in Uganda

52. However, staff report that larger country projects – such as the support to Kenya – include training programmes for statistical staff. Similarly, support to the Pakistan Integrated Household Survey Project included payment for four staff to undertake Masters' level training in the UK.

53. Nevertheless, the need for statistical training (whether at university, training centres, or on-the-job) still greatly exceeds supply, even in most countries where DFID is working. The evaluators therefore recommend more support to increasing the output of qualified staff in support of scaling up, and in adding to incentives and motivation in existing statistical staff.

54. Shortage of staff trained in information and communication technology was a bottleneck in a number of countries, and no support was identified which addressed this problem. Most of the skills acquired by statistical staff had been obtained by training by way of technical assistance or short training courses, the latter being relatively ineffective in passing on skills. The skills acquired related to skills in survey processing – Zambia for example was unable to develop a suitable system to process its CPI due to limited general computer skills (black box solutions were not used). More systematic support is required for these associate professionals.

55. Training on the job in the form of technical assistance is widely used by DFID and all donors. It is obviously true that longer-term TA will on average and other things equal transfer more skills than shorter-term TA. However, the study indicates a stronger conclusion that short-term TA is not effective at transferring useful skills that will be retained. Short term TA emerged from the study as one of the least effective ways of developing sustainable systems, as the recipient staff need not only the knowledge, but the means of implementing it in workable systems, adapted to country conditions and standing the test of time. The GDDS project is particularly dependent on short-term TA, delivering around 30 days of TA per country per year according to the documentation. This short-term support limits the amount of on-the-job training and real capacity building which can be done. A three year period is a reasonably long project cycle, but each input may be too small to form a critical mass for change.

5.2.1.8 Appropriate tools and equipment

56. It is vital that statistical systems are assisted to develop statistical tools and equipment that are appropriate to country conditions. However, the evidence gathered in this study is limited. The International Household Survey Network, to which DFID has given support, provided support to Rwanda to aid the archiving and dissemination of their most recent living conditions survey. The evaluators were able to access the data on-line.

57. It is worth noting that the International Price Comparison programme, although deliberately extractive and clearly of use in making international price data comparable, was reported by host countries as having little practical use in country other than in providing the first computers in the Liberia statistical institute after the war. Given the ICP typically uses the resources of host countries, it may be worth questioning the net impact on country-level statistical capacity.

5.2.2 Synthesis of support by framework elements

58. Table 5.1 below attempts to summarise the support offered by DFID to different key components of statistical capacity. It presents the evaluators' very approximate understanding of where DFID support has focused – both in terms of the value of inputs and the degree of impact. The TFSCB, for example, has focused inputs almost entirely on producing a strategy and has had significant impact in the production of strategies. Supports to censuses, by contrast, have concentrated inputs on providing financial resources and tend to improve significantly the finances available to statistics offices. This support does not, however, have an impact or a focus on strategy.

59. In general the large country support projects tended to support all the necessary elements to a degree (depending on their design). It is the opinion of the evaluators that they represent a better chance of success in developing capacity in country than the global support programmes, or support to specific series or surveys. Censuses are of course an essential part of statistical infrastructure and national governance mechanisms.

60. The global and series specific support plays a role, and where they provide global tools, advocacy and guidance they play a valuable role in supporting statistical production and in promoting a results focus at a global level.

61. This analysis is of course crude because it takes no account of countries' needs. However, the very limited focus on management and institutional context is concerning, particularly since other elements of this evaluation found management and institutional context to be significant constraints to effective functioning in many statistical systems. Moreover, this table indicates that, with the exception of large country programmes, a single support programme is unlikely to meet all key needs of recipient statistical systems. Unless all donors are well aligned and harmonised this approach is likely to leave major gaps in support.

Table 5.1 Overview of Impact on the Evaluation Framework of DFID inputs

Overview of Impact on the Evaluation Framework of DFID inputs

Framework component	GDDS	TFSCB	Census	Large projects	Series support	Regional
Results based management focus						
Accountability of statistical system						
Appropriate institutional context						
Strategy for statistics						
Financial resources						
Management						
Qualified staff						

Key			Low	Medium	High	
Impact Level						

5.3 Provision of support under Paris Declaration principles

62. Of all the support identified in the study, the DFID support seemed to be more likely to be delivered according to Paris Declaration Principles in recent years. However, many other donors were delivering support to statistical agencies in a way which did not meet the principles, the impact was limited, and some countries experienced support from 14 donors over a few years.

63. Achieving Paris Declaration compliance is much easier in the context of large country support programmes, and was much more difficult to achieve in the global and regional programmes.

5.3.1 Ownership

64. The DFID pamphlet 'Making statistics work for development' rather clearly divides up its statistical activities into three. The degree of country ownership can be analysed separately in each case.

1. At country level: develop effective monitoring and information systems

- Support partners to produce and implement their own plans
- Promote joined-up design, collection and use of statistics
- Encourage predictable long-term financing to support countries' national statistical systems. Here, country ownership looks likely to be – and appears often to be – high.

2. At international level: develop a comprehensive, coherent and relevant statistical system

- Increase the impact of the international system
- Improve international monitoring, particularly MDG reporting and analysis
- Improve the effectiveness and accountability of multilateral and bilateral partners

65. The text which follows clearly gives the lead to country needs: 'we encourage donors to follow best practice in statistical capacity building; aligning their support with the strategic plans of countries, working in close partnership with other donors, and working through country systems to meet their own needs'. Its support to international initiatives is aimed at 'initiatives which build sustainable capacity in countries' and gives examples of the GDDS and Health Metrics. However, evidence from other components of this study suggests that supporting international monitoring may not always accord with priority statistical needs of partner countries, even where these countries have signed up to MDGs and so on.

66. **3. Within DFID**: promote effective use of evidence throughout the lifecycle of DFID projects, programmes and policies

- Promote a culture of evidence informed decision making throughout the life cycle of projects, programmes and policies
- Improve the dissemination and communication of evidence and results within DFID

67. At the DFID level, the strategy tells us that the statisticians work to reduce the reporting burden on countries by developing tools for MDG reporting and analysis, and by developing tools and knowledge.

68. Having said this, the Secretary of State is compelled under the International Development (reporting and Transparency) Act 2006 to lay before parliament an annual report covering, amongst other things, 'Progress globally towards achieving MDGs 1-7, and the effectiveness of UK multilateral and bilateral aid (to at least 20 developing countries) in pursuing them'. This clearly places an imperative on DFID to track MDGs globally, and in most developing countries where capacity is constrained there may be real conflicts between using resources to track MDGs and using resources to meet the governments' own policy priorities for results.

69. DFID has clearly supported a country led process in its larger recent projects, and the attempts to link in the planning process to the development of a country monitoring system ensures that the ownership of plans and strategies goes wider than the central statistical office. Nevertheless achieving the MDG targets in countries is a major objective of DFID support, and the new aid architecture implies that greater country ownership linked to a results agenda is the best way to achieve this.

5.3.2 **Alignment**

70. Funding to the TFSCB has contributed to ensuring that almost all countries now have a statistical development strategy around which to align. However with some 10 or 15 donors active in most of the countries studied, harmonisation and alignment have proved problematic. Even where DFID has taken steps to collaborate closely with other donors, other external partners have made contributions outside the plan. In two countries in this study with a common fund, several donors remain outside the fund and some have not aligned their support.

71. The Uganda project completion report illustrated the difficulties faced by the recipients in aligning their own support around a strategy. 'The project has supported the Uganda Bureau of Statistics (UBOS) in becoming stronger with its Government partners, as well as its donor partners. This means that more effort can be put by UBOS (and the National Indicators Monitoring and Evaluation System) into monitoring the Poverty Eradication Action Plan (PEAP) than undertaking *ad hoc* work or donor driven monitoring systems. There is still some work to be done here, but big progress has been made, particularly in donor co-ordination around statistics, monitoring and results'.

72. In more emergent offices it has proved to be more difficult to develop realistic plans and for the country managers of the statistics offices to act effectively as coordinators. There is evidence from Liberia – on two occasions – that support to developing a statistics plan was sought from more than one donor and in one instance consultants arrived simultaneously in the country, both from external partners operating in a global or regional fashion. This was not direct DFID support, but did include some cases of support to international programmes.

73. It is difficult for coordination and alignment to be done externally from the country. Unless there is a strong donor coordination mechanism, no one external partner spokesperson is likely to have a good overview of all partners' activities. In countries with strong governance and accountability mechanisms this should largely be avoided by the oversight and activities that relate to performance indicators. The

evaluators found several countries were plans seemed far too ambitious for the human resources available (Rwanda, Burkina Faso) and where in the case of the latter no schedule of outputs were included in the plan. Even in Uganda the project completion report noted the lack of a 'UBOS wide calendar of products' in 2005.

5.3.3 Harmonisation

74. The process of harmonisation has proved difficult to achieve in statistics with so many external partners providing support in most of the countries studied. Again the more recent country based projects have taken steps in this direction. For example, in Uganda, donors use the quarterly reports from the Director General of UBOS to the Statistics Board for their project monitoring purposes.

5.3.4 Results focus

75. DFID's strategy paper clearly places great emphasis on a results focus at the three tiers it addresses: country, international and internally in DFID. In practice it has supported a results focus in Uganda and Tanzania in particular. There has been some support to analysis and use of data. For example, a Chronic Poverty Research Centre has been supported in Kenya, and analytical work has been supported in Tanzania. However, on the basis of evidence from the projects viewed in this study, the balance between production and use of results in policy contexts appears to be out of balance. Further work would be useful to verify whether this is the case.

76. The recent Global Forum on Development (May 2008 OECD) presented evidence that only 6% of funded research capacity is located in developing countries. It was proposed that analytical and research capacity was necessary to develop a space in which appropriate country owned policies could be developed. DFID could consider supporting local research capacity to improve a results focus.

77. It is apparent that significant investment has been made in those countries which have, or have had, a strong results focus at the top of government. Examples are Tanzania, Uganda, and Rwanda. These are likely to be fruitful environments in which statistical capacity building will flourish. However, it is less clear that DFID is successfully supporting a results focus where commitment from the top-level of government is lacking. Given DFID's commitment to monitoring the MDGs worldwide, this should be of concern.

5.3.5 Mutual accountability

78. A key element of accountability is the transparency and predictability of funding. Country programmes have largely been able to deliver predictable and reasonably transparent funding, with the introduction of funds and the continuing presence of DFID over a long period of time – 8 years in Tanzania, over 15 years in the past in Zambia, and support over 8 years and longer in many other countries. We understand that DFID is currently proposing to support new countries with more predictable funding and with a long-term results adviser.

79. Less successful in terms of mutual accountability is support provided via the TFSCB, where partner countries have found the arrangements remote, bureaucratic and unaccountable (partly because the complex funding processes obscure who is accountable).

5.4 DAC Evaluation Criteria

5.4.1 Relevance

Were the objectives of the support and of the organisations supported consistent with DFID's objectives?

80. Given the three tiers of support outlined in DFID's statistics strategy, most of the support encountered seems highly relevant to the global community of users. Having said this some of the log-frames seemed far too ambitious for the scope of the project. In one instance where 90 days of input were being provided per country, the purpose OVI to have by the end of the project was: (to have achieved):

> *'Sustainable improvements in the quality, coverage and dissemination of key economic, financial and social statistics identified in all participating countries. Specifically, improvements in critical data support requirements used in reviewing PRSPs, PRGFs, and PRSCs.'*
>
> 90 days of input are clearly not sufficient for these purposes and the IMF 2008 report of the GDDS illustrates the difficulty in meeting these objectives when the dissemination process itself is not supported by the GDDS or obligatory on member countries.

81. In other projects, the support related to improving output in the statistical system without properly addressing the organisational and instructional constraints. A much clearer description in the project documentation about how organisational change was to be accomplished and a realistic view of the impact of this on output was routinely absent.

5.4.2 Effectiveness

Were the intended outputs produced?

82. Country programmes in support of statistical systems in countries with a strong results focus appear to have been effective, as have those programmes that have included a resident country adviser with experience of building capacity on the ground.

83. For the GDDS programme it was noted that the IMF work was better integrated into core IMF activities than the social demographic component. The economic and financial component has the advantage that it can build on and be supported by routine and existing IMF interactions with countries.

> *'It has been notable how well integrated the GDDS project is within the IMF. IMF staff from a number of divisions are involved with the project often providing additional support for modules. Senior managers in the IMF have also shown a strong commitment to the project and maintained a strong interest in it. This has perhaps been easier for the IMF as the nature of their work is strongly aligned with the topics covered by the GDDS modules.'*

84. Conversely, it must be suspected that the social and demographic component is not so well integrated into regular support, particularly where there is no on-going support from other external partners. This view was confirmed by the GDDS regional coordinator.

85. Again, the effectiveness of much of the support is limited by the focus on building individual capacities rather than organisational or institutional capabilities.

5.4.3 Efficiency

Were the outputs generated efficiently in terms of their costs and timeliness?

86. The evaluators found difficulty in considering the DFID support from the point of view of cost efficiency. No comparisons have been found between the efficiency of support to surveys and support to routine data collection systems.

87. The global funds may be less efficient, and this would be worth investigating. We understand that the reasons for placing funds in global funds is to reduce the staffing costs to DFID, however much of the support finally dispersed to countries is in relatively small tranches, which we imagine places additional transaction costs globally, as it involves contractual arrangements between DFID, the Bank, consultants and the final recipient in the country. This may be worth a separate independent evaluation, particularly as the benefits of the support to country may be rather limited given the short duration of support and small size of the amounts disbursed to each country. The findings from the country case studies suggest that short-term support is of limited value in terms of transfer of skills and sustainability.

88. Timeliness of statistical production is a perennial problem in all the countries studied, and may relate to both capacity constraints and to weak accountability mechanisms. It appears from the studies that DFID support has been supplied in a timely fashion.

5.4.4 Impact

Did the provision of the outputs lead to results?

89. The impact of support on the results based agenda is not easy to substantiate. Anecdotal evidence suggests that use of data improved in Tanzania during DFID support, although the World Bank indicators of statistical capacity building do not support the observation. A similar and more pronounced pattern of attitudes and indicators moving in opposite directions was observed in the Niger study (where DFID has not been giving support). The lack of credible indicators for measuring the use of data in policy processes in countries, rather than the availability of results, presents real problems. The evaluators observed that poverty measures frequently missed PRSP deadlines, even in the countries that were deemed more successful in attempts to build statistical capacity. It is recommended that OVIs in logframes refer to the use of data in policy processes more often than is currently the case, and also refer to transformational changes in the system rather than simple statistical outputs.

90. A very specific impact for countries participating in the GDDS is that it reduces borrowing costs by 8% and if they graduate to the Special Data Dissemination Standard (SDDS) then borrowing costs are reduced by 20% (according to IMF). This applies to the economic and financial element of the GDDS. No similar impact is applicable to the social and demographic data. This direct and measurable impact suggests that even more emphasis might be put on the provision of metadata and publication tables and on supporting the transition of countries to the SDDS.

5.4.5 Sustainability

To what extent have impacts been sustained beyond the period during which inputs were provided?

91. Long-term support created most sustainability. In Zambia systems established 15 years ago with DFID support were still running, even though they were in serious need of modernisation and the computer skills to update systems had been lost from the office. In Uganda, DFID support to administrative, financial and management systems were being gradually handed over to the Bureau in a sustainable way. More concerning is the introduction of parallel accountability mechanisms but it is noted that these are being phased out.

92. It is too early to say whether the support provided by the Trust Fund is sustainable. In recent years the majority of funding has been in the form of support to NSDS processes. The updating of statistics strategies has fallen to other external partners. Support was given to Zambia to develop a Master Plan, but the plan was never acted on for reasons discussed in the Zambia report. A process to develop a new NSDS is now being supported by the African Development Bank following a failed new application to the Trust Fund. The application to the Trust Fund was reputably rejected by the local World Bank office due to the lack of implementation of the previous plan. Given that DFID contributes to the Trust Fund, and to other sources of funding for NSDSs, it is important to be clear that these funds support strategy development that is collaborative and participatory, and which is designed to produce realistic strategies.

93. In Rwanda the first statistics strategy which led the reform process was funded by DFID in 2001/02. A new plan was developed with DFID support to cover the period 2007 – 2011. This second plan is now being replaced by a NSDS funded by the AfDB but using local consultants as well as international consultants. This raises concerns of the sustainability of statistical plans.

94. Short-term support can sometimes be sustainable where it solves a specific technical problem or provides a small technical input requested by the recipient agency. Clearly, all countries are developing capacity to run household surveys, and DFID short-term support has assisted in this. Support to population censuses provides a continuing resource, in terms of the data provided and equipment to support other data collection activities. However, short-term support is less effective at transferring sustainable human, managerial, or institutional capacity. As noted above, some OVIs imply that this is the objective of short-term support.

5.5 Scaling-up

95. The team was given sight of some of the early proposals to scale up support to statistics. We understand that this will be in the form of a facility held by the World Bank, although precise details are not available.

96. Some points for consideration by DFID are provided to assist the thinking around the management of these funds. These points are drawn from the lessons learned elsewhere in this and other components of the study.

- The importance of capacity building being managed by country based representatives of external partners rather than by those in Washington. This will do much to improve relevance, efficiency and mutual accountability. It will also improve the possibility of the support being well aligned with partners which are not part of the facility.
- The selection of activities for support should be on the advice of countries, supported by lead donors in country rather than remote advisory mechanisms with little knowledge of country needs.
- Accountability and reporting systems should use country governance and accountability mechanisms rather than in the form of parallel systems which undermine accountability to partner governments and their other external partners.
- All partners, including the fund administrators, should adhere to the Paris Declaration principles.
- In implementing the NSDS there will need to be focus on all elements of the evaluation model which lead to organisational and institutional transformations and well as an increase in individual capacities.

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Annex A: Persons consulted

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6 SIDA Donor Case Study

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Executive summary

1. This report presents the findings of a relatively brief review of Swedish aid in the area of statistics and statistical capacity building. The review is part of a more comprehensive study commissioned by DFID and Sida in the framework of the Paris Declaration evaluation. The purposes of this study are: a) to develop a framework for the evaluation of the support to statistical capacity building and b) to provide documented evidence of the most effective and sustainable forms of support to statistical capacity building. The work is expected to feed the discussions in the Third High Level Forum on Aid Effectiveness in Accra in September 2008. The study was conducted during two weeks in April 2008. It comprised document reviews and interviews with Sida staff during a four day visit to Stockholm.

2. Swedish support to statistics dates back to the 1960s. It has been substantial over the years and comprised, at the end of 2007, 27 projects - most of a long term and substantial nature. The support recorded as statistics represents a total annual amount of 114 million SEK (approximately USD 18.5 million) constituting 0.7% of Swedish aid. It should be noted however, that this amount is probably an underestimate, as support to statistics also takes place under sector and country programmes that are not recorded as 'statistics'. The support has in general been given as long-term institutional development support to national statistical institutes, itself intended to support nation building efforts.

3. Since 1982, the support has primarily been given through twinning arrangements between a National Statistical Institute and Statistics Sweden. A typical project has lasted between 10 and 20 years. A gradualist approach has been used, starting from a simple programme in one or more technical areas evolving to more complete institutional development programmes. Twinning is seen as an area of comparable advantage for Sweden, and it is expected that it will continue to be an important mode of Swedish support.

4. The assessment of Swedish support in this report uses first the Paris Declaration principles for delivery of aid, thereafter the support and its outcomes are assessed against the Development Assistance Committee (DAC) Evaluation Criteria. The assessment against these principles and evaluation criteria is done bearing in mind 1) the emerging aid architecture centred on Poverty Reduction Strategy Papers (PRSPs), general budget support and sector programmes implemented as Sector Wide Approaches SWAps, 2) the Marrakech Action Plan for Statistics (MAPS) and 3) the recent decisions by the international statistical community to support the development of coordinated national statistical systems (NSS).

Does the Swedish aid to statistics comply with the Paris Declaration principles?

5. While **ownership** seems to have been limited at the start of programmes, it gained momentum as the statistical institutes have developed and published more and better quality statistics. With the emerging agendas of management for results and accountability and transparency, and with statistical demand widening in scope, national ownership is increasing. There are however substantial differences from country to country with more developed countries having stronger demand and ownership and less developed countries having less. In many countries with limited financial resources, ownership has not been strong enough to secure financial resources from government after phasing out of external support. A better initial

discussion of the overall institutional context and, an agreement on the institutional and management development objectives, might secure stronger ownership and better sustainability of the projects. Earlier interventions in these areas of organisational and institutional development would also improve it. The gradualist approach hereto applied has often meant that these areas have been neglected in favour of technical skills transfer and the development of individual rather than organisational capacity.

6. Swedish aid has in general been **aligned** with other donors' support, and often Sweden has supported the national institutes in taking the lead in the coordination of aid to statistics and statistical capacity building. Only one instance of non harmonised activity was reported. With the broadening of the scope of support to the whole NSS, there is a case for widening the coordination efforts to include support to statistics outside the statistical institutes. There is also scope for doing more joint analytical work and undertaking joint evaluations.

7. Swedish bilateral support has in general not been **harmonised** with national procedures, and funds have not been channelled through country systems and have been off budget. The costs of TA are carried on paper between Sida and Statistics Sweden and equipment is procured externally. Sida is conscious of this issue, and interested in finding ways to ensure that the use of the twinning model can be aligned with national systems and procedures.

8. Longer term objectives have been only vaguely formulated to allow for the gradualist approach adopted, and there has been no fixed time table for phasing out. This, to some extent, contradicts the principle of **management for results**, in its limited sense (results of the support to statistical capacity building). On the other hand, in the shorter perspective, activities have been strictly planned and output has been monitored. In the broader sense, related to development results at national level, the support has in most cases been an important contribution to the management for results of beneficiary countries as it has provided the basis for measurement of many indicators. Better use of data, and stronger demand for it, have not been systematically monitored, and this might be a more suitable method of monitoring results in long term and flexible twinning arrangements.

9. Sweden's support to statistical capacity building has in general followed the principle of **mutual accountability**. Support to participatory processes at national level has also been increasing within the context of the Swedish aid in this area. However, the decision of the Swedish government to phase out support to a number of countries relatively quickly might be said to fail in terms of mutual accountability. On the other hand, as increasing emphasis is put on complying with the Paris Declaration principles further work in the area of statistics is envisaged by Sida in this regard.

Assessment of the support against the DAC evaluation criteria

10. Swedish support for establishing the core functions of the national statistical institutes is judged to have been highly **relevant**. Only in one of the 10 programmes analysed (regional support to the Balkans) have there been problems with the relevance. With the increasing emphasis on management for results the support is even more relevant. However, in the past, Sweden has followed a narrow approach in the support to statistics centring on the statistical institute only. This approach has proven to be too narrow, and the support is now, in a few cases, extended to the

broader national statistical systems. There is scope for further movement towards broader support in this area.

11. Sida and Statistics Sweden have used a gradualist approach starting with limited technical inputs to build trust for later moving to management and broader institutional development. This approach has been questioned, as it is relatively late in the process – if at all – that support to improve management is given. In some cases, this resulted in slow progress and in one case in failed support. The fact that these issues of supporting better management in agencies were properly discussed and agreed at the outset has already been criticised in analytical work commissioned by Sida. While the approach to a certain extent may have been justified when statistics were a relatively ignored area, it should today be possible to support management at an early stage, given the higher priority the sector is getting. Attention to the organisation and institutional context of support is vital in delivering effective support.

12. All in all, the twinning model seems relevant. The success in twinning seems to come from the strong political mandates Swedish state institutions have for this kind of development work. Statistics Sweden is however further reported to have been one of the most successful. This is due partly to the market-responsive way Statistics Sweden is organised, it is set up to be income generating. The positive aspects of twinning include the long term character of the arrangements, the flexibility of the support and the real corporate knowledge transfer/development that the twinning implies. Weaker aspects are that twinning has had a technical bias, and it may be biased towards northern methods although the evidence is rather weak in this respect. It performs poorly on management and institutional issues. This is largely because it addresses individual competences not the organisational context. The twinning model has functioned in certain isolation from the rest of the NSS tending to concentrate of the NSO's core technical functions. It is further assessed that the model may have blocked development of other kinds of cooperation such as South-South cooperation. As mentioned above, there are some difficulties in adapting the twinning model to the Paris Declaration principles.

13. The support has been **effective** in achieving its goals of enhancing technical skills, and the core functions of national statistical institutes have been established. One project is reported to have failed – the case of Namibia. This is seen mainly to have been due to management and institutional problems on the recipient side, and as the support did not extend to these issues the failure is unsurprising. In some cases support to the broader national statistical system was envisaged but not provided, to concentrate instead on achieving results in developing the statistical institute.

14. The question of **efficiency** of the support has only been analysed in general terms. In this sense there seems to have been no duplication of support, and the twinning model has meant low transaction costs for the recipient. Questions for further analysis are whether the support over such a long period of time has been efficient, compared with alternative approaches, and whether the twinning model has been cost-efficient.

15. The question of **impact** of the support has been analysed by a few of the evaluation studies which checked if more and better statistics have been made available to policy makers, and if they have used them. In two of the evaluations both donors and government decision makers confirmed that the information has been

used to make better informed decisions. One evaluation remarks that the information had not been used and one refers to use only by the private sector. Sida may consider developing and applying better methods for measuring the impact of programmes to support statistical capacity building on the results agenda, and indeed extending its twinning support to the use of data in policy.

16. The technical **sustainability** of the supported projects is judged to have been high, although there is a relatively high staff turnover in statistical institutes due to low salaries and other incentives. There is a clear link from ownership to sustainability, especially to financial sustainability of support to national statistical institutes. In less developed countries the financial sustainability will be less. This may be aggravated by the fact that these countries also have less fiscal space. In two cases, serious problems related to financial sustainability were reported when Sida was phasing out.

How could Sida improve its aid in the statistical capacity building area?

17. Some of the evaluations of Swedish aid to statistics and the discussions at Sida have raised the question on how broad the sector should be considered when deciding on aid. The general conclusion from the analysis is that aid should cover the whole NSS with all producers and users: it is important to understand the interface with producers of data, for instance administrative data which are used for statistics, as well as with users, researchers, etc.

18. Turning to what should be supported under this larger concept for statistical capacity building, the following components have been identified:

- Assisting the NSO in the development of appropriate technologies,
- Training and qualifying staff in NSO,
- Developing management capacities in NSO,
- Granting resources (financial, staff, equipment) to the NSS including NSO,
- Supporting the National Strategy for the Development of Statistics (NSDS) covering all elements of the statistical system (including e.g. line ministries and decentralised governments),
- Improving the governance structure of NSS and statistical legislation,
- Supporting the demand for data and a results-based context in the government,
- Using Paris Declaration principles in the work with other donors.

19. While each of these elements is a necessary condition for SCB, only together were they found to be sufficient conditions for a successful support to SCB. The four first conditions are the ones which are well supported by the traditional twinning model.

20. Twinning has been found to be a very effective model for developing NSOs and the model should be adapted to cover the new capacity development concepts and to comply with the requirements of the Paris Declaration principles. At the same time, it can be made more efficient and competitive. South-South cooperation and tripartite twinning including a more developed south NSO could be models to explore.

21. The full project contents should be discussed at an earlier stage to create better ownership and to bring support to management and institutional issues forward in the time table.

22. Twinning may be particularly relevant to reporting, coherence in the national statistical system and management. Support from experienced statistical managers is a priority. Twinning would perform well in this context, until the NSS is developed over time.

23. In the future, support could be given within the framework of a SWAp for a crosscutting sector, as is the case for Public Financial Management (PFM). This would allow Sida to focus on the areas of support where twinning is most appropriate and to allow other development partners to support areas where twinning is not appropriate.

24. Despite Sida's substantial support to statistical capacity building, recording of the support and reporting of experiences have not been systematic. Much support to SCB is coded under other headings. Some projects have been systematically followed and reported on, some have not. Producing final reports on projects or final evaluations does not seem usual. It is recommended to address this issue to make Sida better able to learn from experience.

25. With the emergence of other models of support to statistics under sector programmes, budget support and through UN agencies, it is even more important to keep good records and an overview of the support, especially to secure coherence in policies related to statistical capacity building across the different aid channels and aid instruments Sweden employs. In this respect, it would be important to secure coherence of Swedish policies at developing country level, and in the boards of multilateral institutions, to ensure that demand from multilateral institutions' boards for more comparable international statistics is compatible with national governments' needs and national statistical producers' capacities.

Recap of the objectives and methodology of the study

26. The 2005 Paris Declaration on Aid Effectiveness highlighted "management for results" and "mutual accountability" as cornerstones in future development cooperation. A number of international fora, notably the Third International Round Table on Managing for Development Results in Hanoi in 2007, recognised that reliable and timely statistics are essential for improving development results and aid effectiveness.

27. As a result, more and more developing countries are designing national strategies for the development of statistics (NSDS) involving a wide range of producers and users of statistics. Development partners wonder about the support they can provide for the implementation of these strategies. Up to now, they have supported statistical development in different ways, but there is no clear evidence of which ways work, which do not.

28. A study has therefore been commissioned with the objectives a) to develop a framework for the evaluation of the support to statistical capacity building and b) to provide documented evidence of the most effective and sustainable forms of support to statistical capacity building (SCB). The study is expected to feed into the discussions in the Third High Level Forum on Aid Effectiveness in Accra in September 2008. The study is supervised by a board comprising representatives from donors, recipient countries, the United Nations and the Partnership in statistics for development in the 21st century (PARIS21). The study is funded by UK Department for International Development (DFID) and the Swedish International Development Cooperation Agency (Sida).

29. The overall study comprises a) desk research on global studies of capacity building in statistics and related sectors; b) specific (desk) studies of experiences in a limited number of developing countries; c) case studies of three developing countries (Zambia, Niger and Cambodia); and d) case studies of two donors to statistics (UK and Sweden).

30. The present donor case study covers Swedish aid to statistics and examines how this support is managed by the Swedish International Development Cooperation Agency (Sida) and perceived by its partners. It examines if the manner of delivering this support follows the Paris Declaration principles. It is not intended to be an evaluation of Swedish aid to statistics (such a focus would not be possible in the short time available). The study is the first phase of a larger evaluation: it is primarily intended to support the development of a framework for the evaluation of the support to statistical capacity building.

31. The terms of reference specify that the evaluation questions are:

- What types of approaches to SCB are used in different country contexts?
- Which approaches are most valued by partner countries and development partners, and why?
- What is the relationship between approaches taken (including levels of expenditure) and improved performance?

32. The study focuses on Swedish aid since 1992, including forms of support such as the supply of equipment, IT and support to censuses and surveys.

33. The study was carried out by a team of three consultants over a two week period in April 2008. The study team reviewed evaluations carried out since 1994 of Swedish support in the area of statistics and the substantial literature produced by Sida on its capacity building policies and programmes (List in Annex A). A total of 7 cases of support to national statistical institutes (Vietnam, Laos, Cambodia, Tanzania, Namibia, Albania and South Africa) were reviewed as well as a regional programme on the Balkans and two global programmes. More literature may have been available but the team restricted its review to the cases suggested by Sida representatives.

34. The Sida coordinator for the study specifically asked that the report cover how twinning could be adapted to meet the new aid architecture. This is additional to the original terms of reference, and the recommendations relating to this have been included in this report.

35. The work included a four day visit to Stockholm where the consultants worked closely with Sida's Evaluation Department. The team interviewed staff working especially with the statistical support at Sida's Department for Democracy and Social development (Deso), staff from Sida regional and sector departments and staff working with general capacity building policies and programmes. The team further worked with Statistics Sweden and some of its staff who have been involved in twinning programmes. An interview more related to overall Swedish development policies was conducted at The Swedish Ministry of Foreign Affairs. A debriefing was arranged with some of the people involved in the interviews, where feedback was received on the preliminary findings. More detail on methodology can be found in the Summary Report and a list of persons met is attached as Annex A 0.

36. The Swedish bilateral support was analysed through a framework outlined in the inception report of the overall study, utilising first the Paris Declaration principles (Section 2 of this report) and thereafter the DAC Evaluation Criteria (Section 3 of the report). For each of the principles and the evaluation criteria, the framework contains a number of specific questions related to statistical support that were considered where relevant in this specific context.

37. The analysis also took into account the current international background, namely 1) the emerging aid architecture centred on Poverty Reduction Strategy Papers (PRSPs), general budget support and sector programmes implemented as Sector Wide Approaches SWAps, 2) the Marrakech Action Plan for Statistics (MAPS) and 3) the recent decisions by the international statistical community to support the development of coordinated national statistical systems (NSS).

38. The Marrakech Action Plan highlights the importance of giving support to national statistical systems, including sector statistics, and including both users and producers of statistics. This dimension was primarily used when looking at the relevance of the support in the light of the internationally agreed policies for the specific subject of statistics.

39. Most of the support analysed and discussed was designed and implemented before the Paris Declaration principles were agreed. The same applies to the new aid architecture and the Marrakech Action Plan. Swedish aid has however been on the forefront in developing these policies and practices, which is reflected in the results of the analysis, as the support in many ways is in harmony with the principles. The analysis based on these principles and policies have however helped to identify

areas where changes could be needed in the Swedish practices to align with the internationally agreed policies and recommendations. While the documents reviewed by the consultants during the work primarily centred on past practices, the discussions and interviews in Stockholm centred on how these practices were being adapted and on how Sida practices in this area could be further adapted to the new context. Given the limited input of consultancy time, the analysis is relatively brief and limits itself to analyse the main patterns and characteristics of Swedish aid in the area of statistics.

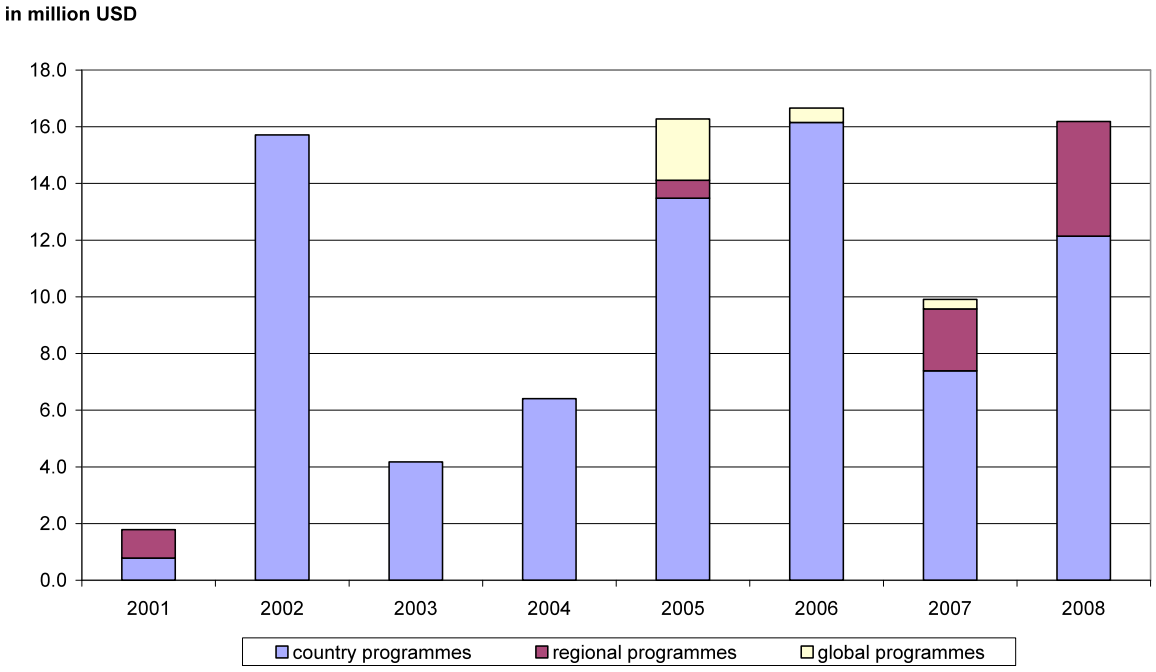
6.1 Sweden's support in the area of statistics

6.1.1 History and context of the support

40. Swedish support in the area of statistics has been substantial over the years, starting with limited and targeted support to surveys, censuses and specific technical assistance (TA) from the late 1960s to more comprehensive institutional support programmes from the early 1980s. At the start of this year, specific support in the area defined narrowly as statistics covered 27 transition and developing countries. In 2007 the new Swedish Government decided to reduce the number of countries receiving bilateral support from more than 100, of which 67 had agreed country assistance strategies, to 33 countries in the future. Twelve countries will have long term cooperation programmes for poverty reduction, 12 programmes will be with post-conflict countries, a number of transition countries will be supported, and, in a number of countries, work will concentrate on human rights and democracy. Some support to statistics has already been phased out, and, at present (April 2008), 22 countries are being supported by Sida in the area defined as statistics. More long term supports to statistics, as in Laos, will also be phased out over 2-3 years as the country programmes are closed.

41. Sweden further supports a regional programme in the Balkans, two global programmes under United Nations Statistics Division (UNSD) and the Metagora PARIS21 project. Sweden does not support the Trust Fund for Statistical Capacity Building administrated by the World Bank.

Figure 6.9 Sida current statistical programmes(1), by year of approval



(1) Programmes recorded as "statistics" in Sida central project database

6.1.2

6.1.3 Importance of support within the country's global aid

42. Support in the area of statistics is considered an important area in Swedish aid. In many cases, Sweden has seen the creation or strengthening of the national statistical institute as an important cornerstone in the nation building process. Support to statistics is also an area of comparative advantage for Sweden, as substantial experience and institutional capacity for delivering this support has been developed.

43. In financial terms, the total support recorded as "statistics" amounts to around 114 million SEK per year (GBP 9.7 million or USD 18.5 million) constituting 0.7% of Swedish aid. 0 Annex B presents details of the current programmes recorded as statistics in Sida central project database.

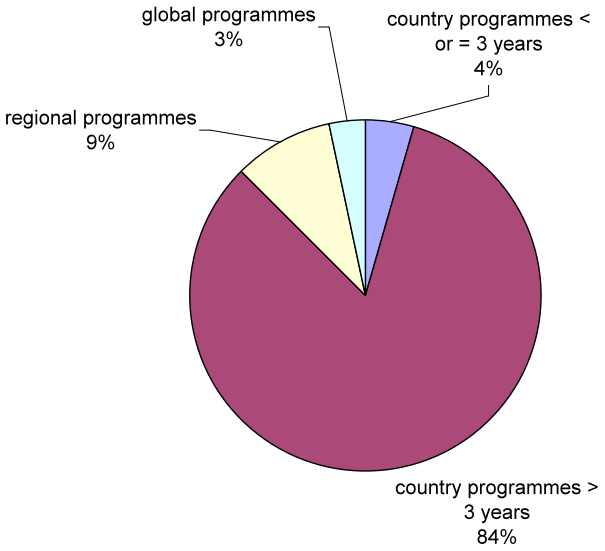
44. As Sida is decentralised, country offices may record additional limited support to statistics under other headings such as support to public sector reform. So the numbers may be higher than in the table.

45. In addition, substantial support is given by Sida to monitoring and statistics in the framework of sector programmes. This support is increasingly given under joint financial arrangements and is not recorded as support to statistics. Support may also be given to systems for the monitoring of PRSPs or performance assessment frameworks and classified under general budget support.

46. Further, Sweden gives support to a total of 10 multilateral organisations in the form of a contribution to their overall budget. This support also covers these organisations' work in the area of statistics. In addition, Sida supports the multilateral institutions at country level through 'multi-bilateral' projects. Some of this support is judged to go to surveys and censuses supported by these institutions. The issue of appropriately recording and coordinating this support is discussed in section 5.

6.1.4 Types of support provided: mainly twinning

Figure 6.10 Breakdown of Sida current support to statistics(1) (in percentage of the total amount)



(1) Programmes recorded as "statistics" in Sida central project database

47. The single most distinctive aspect of the Swedish approach to capacity development in general, and in statistical capacity development in particular, is "Twinning". This is defined as a "process that pairs an organisational entity in a developing country with a similar but more mature entity in another country."[74] In the context of Sida's support to statistics the term has been used to refer to the establishing of long term partnerships (some lasting for as long as 15-20 years) between Statistics Sweden and its counterparts in developing countries.

48. The support, in general, contains short and long term technical assistance (TA) in technical areas, institutional development and management, support to IT (both hardware and software), support to training, scholarships and study tours. Some support to the establishment of offices, to vehicles and other equipment and support to finance surveys and censuses has also been provided. Where support has been given to publications, it has been limited to enhancing the capacity of the NSO to produce and publish its products.

49. The concept of twinning was in the first instance developed in response to the desire to provide assistance to the new Portuguese government after the 1974 revolution. Although Sida already had experience in working with Lusophone partners in Africa, these partners were at war with the Portuguese government which was therefore uneasy about working with their Sida contacts. Sida therefore decided to work by funding partnerships between suitable domestic organisations and their Portuguese counterparts. Positive initial results from the Portuguese experience then prompted Sida to explore the possibility of using a similar approach outside Europe

[74] The World Bank Handbook on Technical Assistance, 1993

and they began to approach organisations in Sweden to seek partners. Probably the single most cooperative Swedish organisation was Statistics Sweden who adopted the idea enthusiastically and in 1982 started an experiment with twinning with the statistical institute in Tanzania. An International Consulting Office (ICO) headed by a director represented at board level was set up to coordinate Statistics Sweden's efforts. Ten other organisations that have participated in twinning programmes include the Auditor General's Office, the Tax Authorities and the Police. These partnerships have often been designed to last much longer than traditional project-based technical assistance. Assistance to Laos, for instance, began in 1991 and is still continuing.

50. All the literature on the twinning relationship stresses the crucial importance of the northern partner providing the right long term advisers and short term experience at the time they are required. However, it may be even more important to note that development cooperation can never be the northern organisation's most important priority and may not even be an important priority for the majority of managers in the organisation. The development literature completely fails to recognise what a remarkable requirement this is and how difficult it will be to find organisations that can meet it.

51. The evaluation reports suggest that Statistics Sweden is almost unique in the extent to which it is able to participate effectively in twinning. Difficulties have been experienced with other Swedish organisations (e.g. the Police). Indeed the other really successful twinning partners have been the Auditor General's Office and the Tax Office.

52. Other Nordic statistics offices that have tried to copy the approach have found it much more difficult to supply appropriate staff, and experience of other National Statistics Organisations (UK, Denmark) suggests they would find it difficult to take suitable staff away from their core function of providing statistics for their own country. France used a similar form of support until the late 80s, but stopped it when it conflicted with the objectives of other cooperation actors for short-term results. It now uses it again (and is currently twinning with Tunisia on an area limited to economic trends, but involving two other French institutions in addition to the NSO). The European Commission, including Eurostat, has recently favoured twinning agreements, in particular with candidate countries.

53. The capacity of Statistics Sweden to meet better the demands of a twinning arrangement depends on both internal and external factors. In addition to the fact that (according to Sida Deso) its General Managers over time have been highly committed to international cooperation, there are some important characteristics of the way in which Statistics Sweden operates which allows it to operate as effectively as a development partner.

54. International development has for many years been an important element in Swedish international policies. This has also been valid for state organisations such as Statistics Sweden which performs its line functions of government as a statistical office. Their participation in international development efforts has been welcomed and encouraged from the political level. In the recent years this has been formalised through political directives which establish that development work is a national priority, and that aid is to be delivered by a broad range of actors, where organisations such as Statistics Sweden play an important role.

55. Further, while the ideological commitment to international cooperation and the creation of the ICO has been important, this in itself would not be enough to persuade the managers of Statistics Sweden to release suitable staff. Other national statistics offices also have director generals committed to international cooperation, but this does not translate into the necessary incentive structure for middle management to cooperate effectively. A major factor may be that Statistics Sweden - since statistics work was decentralised in Sweden some years ago - obtains only half of its funds as a core grant and has to earn the rest of its funding, mostly by contracts with other government departments. Divisional managers have to meet specific financial targets for external earnings. They see supplying staff to the ICO as a good way of meeting their objectives. In addition, cooperation work appears as a nice thing to do and it aids recruitment, in spite of distracting staff from their core purpose. Another important factor is that division chiefs at Statistics Sweden are supposed to resign from their posts after seven years. That makes these high level professionals available for international work, although they may also chose to move to another division chief position as an alternative.

56. This market responsive characteristic of Statistics Sweden may be the most important element in making it a good twinning partner, rather than the organisation of its development work. The implication is that limited attempts to transform an organisation into a good twin are unlikely to succeed, unless the organisation incentives are right. Providing twinning services in development is an unintended by-product of the way the organisation chooses to fulfil its core function.

57. In the next chapters we will first focus on how Swedish Aid and the twinning model has performed in practice, and then in section 5 return to analyse how the twinning model may be adapted to survive in the new aid delivery context.

6.2 Application of the Paris Declaration principles in the Sweden support to statistics

58. In this chapter we analyse Swedish aid to statistics and statistical capacity building against the Paris Declaration principles, in the light of the new international recommendations for aid architecture, the Paris Declaration and of the Marrakech Action Plan for Statistics. A number of gaps and challenges regarding these new trends and agreed policies will be identified and highlighted.

6.2.1 **Ownership**

59. Ownership issues are not directly addressed in the evaluation reports to hand, as most of the support and evaluations predate the Paris Declaration, but it is possible to derive some general conclusions from the evaluations based on the description of the activities undertaken, the results recorded and the challenges found by the projects' evaluators.

60. In most cases, the support received does not appear to have been of high priority for the recipient government, although it was requested under the bilateral development programme. There is however also no indication that the programmes have been donor driven, except in the case of the regional support to the Balkans, where the evaluation concludes that the areas selected for support were not prioritised by the countries in the region.

61. Support has, in practically all cases analysed by the team, started with low key technical activities such as support to social, economic or demographic statistics, often combined with support to one or more surveys and censuses. The support then gradually developed into a more comprehensive programme covering a broader range of activities, such as institutional and management support, development of new legislation, etc. This gradualist development has been a conscious choice by Sida and Statistics Sweden. It has been considered necessary to build up good relations and trust before work could start in the sensitive areas of institutional change and management. An opinion expressed by Sida officials was that some countries at the outset seemed to lack the capacity to 'own' their programmes. The national institution's capacity to manage and own the support programmes has increased with time, as its management has increased its own competences, knowledge of its weaknesses and appreciation of the growing demands on it.

62. While the gradualist logic might have been justified before the Paris Declaration principles were agreed, it now hardly seems to be in accordance with these principles. Instead of seeing this as a gradualist approach where ownership grows as trust in the external partners increases, it might also be seen by sceptics as a paternalist approach where the donor think it knows what is best for the recipient, but "sneaks it in by the back door". Only when inside does the external partner really explain what the scope of the cooperation is about. The logic of the gradualist approach has prevailed, even if twinning was questioned by a review commissioned by Sida in 1998[75]. That report recommended that the pre-project dialogue should be clearer about the context and the real challenges the project might present in terms of organisational, management and institutional change processes, that objectives should be clear for all parties and that clear guidelines should be given on the expected programme duration. On the other hand, as Statistics Sweden points out, it is difficult for an advisor to know from the beginning what areas need changes. Part of them can only be discovered on the field. Furthermore, the political nature of some appointments should not be underestimated.

63. The gradualist approach might also be seen as rather inefficient, taking many years before reform processes get underway, and in several instances management issues were never tackled and discarded in favour of technical skills transfer. We will elaborate further on these issues below.

64. Ownership by the higher level authorities in government increases as they develop their own demand for statistics. In the context of twinning, demand issues have only been supported through increasing the partners' capacity to publish and disseminate statistics, in other words by improving access to results rather than by directly building capacity with users. Governments were still unable to increase funding to statistics even after many years of support. In the cases of Tanzania and Laos, the increased support expected from the governments was still lacking at the time of phase out of Swedish support. However it is notable that in subsequent years in Tanzania, government support increased dramatically as statistics were linked to the poverty monitoring and results agenda.

65. Ownership and the degree of advancement of the programmes seem to have been stronger in the more developed countries like Vietnam and South Africa (perhaps where the need for institutional transformation was less and the demands

[75] Jones and Blunt. (1998) 'Twinning as a Method of Capacity Building', Sida

from the private sector much more developed in accordance with their rapid economic development). Ownership was much lower in Laos and Namibia, where there was no real ownership of the programme after 18 years of - sometimes interrupted – support.

66. While it is difficult to judge, there seems to have been a change in the demand between the eighties/nineties and today, led partly by the international community and partly by national governments of developing countries. The push for better data, monitoring of PRSPs and sector programmes increases the awareness of the need for statistics, and the more results focused administrations have started to reform statistical agencies. This point has been raised by Statistics Sweden for a long time. The slower development of the projects in Tanzania (started in the early eighties) and in Laos (early nineties) compared to the later started support to Vietnam and Cambodia could indicate that this change has been taken into account. But this may also be related to the faster economic growth experienced in Asia. We have little evidence from the other studies of the demand for twinning as such. In Zambia, which had experienced some twinning, the long-term engagement of senior professionals was highly valued, but short-term inputs from more junior staff were described by the recipients as 'largely tourism'.

6.2.2 Alignment

67. On the basis of this analysis, support to the country level has in general been fully integrated into the work of national institutions (primarily statistical institutions), and work plans and programmes have been integrated in the statistical institute's plans and programmes.

68. Swedish aid to statistics seems in general to have respected the complementarity principle contained in the Paris Declaration principles, to coordinate with other donors support. As Swedish support to statistics has been more of a general kind of institutional support, while other donors have typically supported a specific census or survey, the evaluations in general do not report any overlaps. On the contrary, they insist on the fact that Swedish aid seems to have assisted in the coordination of other aid inputs. However, in the case of Cambodia the country case study found that investments in IT had not been properly coordinated with other donors, and that overlapping activities were taking place.

69. It appears from the evaluations and interviews that aid coordination in the area of statistics is increasing, although the existence of a specific joint donor group is not generalised. Common funds seem to have been primarily utilised for specific censuses and surveys, but not for the core statistical functions as such, except in the case of Mozambique.

70. There does not seem to have been much joint analytical work around development of statistics, and none of the evaluations analysed appeared as being carried out with other donors. This could be an area to develop in the future.

71. While the support to the statistical institutes themselves seems reasonably well coordinated in the cases analysed, there could be a case for further alignment of donor support to other areas of the national statistical system, i.e. poverty monitoring units in planning or finance ministries, sector statistics, surveys and censuses.

72. One interesting question, which is not answered from the evaluation, is the extent to which countries would choose twinning as a means of support if other alternatives were available. More active participation in donor coordination around NSDS's may begin to determine this.

6.2.3 Harmonisation

73. Sida staff agreed that harmonisation is a major challenge for twinning. While some of the procedures such as for the procurement of equipment may be simple to change, how can the twinning model, as here practiced, survive in a fully harmonised environment with competitive procurement under national rules? This issue is further discussed below.

74. On the other hand procurement of both TA in the form of twinning and of IT or other equipment has followed Swedish rules and has not been compatible with the Paris objective of *strengthening national procurement systems.* The twinning has in general been financed under a general framework contract between Sida and Statistics Sweden, although in one case competitive procurement using a twinning model type terms of reference has been utilised (Vietnam). IT and other equipment is in general procured by Statistics Sweden, and is also, in that sense, tied.

75. More generally, Sida, as a public sector institution, must be transparent on its expenditures and try to avoid potential corruption in weak countries in development. However the Paris Declaration commits donors to strengthening financial management, and to carry out diagnostic reviews in public financial management. It seems that always procuring equipment is not consistent with this objective.

76. The flow of funds cannot been considered as harmonised, as funds are paid directly from Sida to Statistics Sweden: Statistics Sweden advances the costs and invoices them to Sida. Often, the invoice has to be signed by the beneficiary institution before its sending to Sida. Again this weakens both aid transparency and the ownership and strengthening of country financial systems. It also mitigates against countries making efficiency choices between the various types of support available.

77. The regional support to the Balkans has been channelled through a stand alone project unit at regional level. This may have been convenient from a logistical point of view, but seems out of line with the principle of harmonisation. Not only was a parallel unit established but it was not even located in the country receiving the support. Another regional support programme is planned (statistical unit at the SADC Secretariat); it can be considered more harmonised with organisational structures and institutional practices established by the member state countries themselves. However, with the notable exception of the support to Afristat and maybe to the WAEMU (West African Economic and Monetary Union), we noted from our other studies that regional support is often poorly aligned with country activities.

6.2.4 Management for results

78. This principle can be analysed from the narrow perspective related to the way the specific support is being monitored, but it can also be analysed from a wider perspective related to the contribution of statistics to global management for development in the country and to assessment of aid delivery in general.

79. Seen in the narrow sense, Swedish support to statistical capacity building through twinning has consciously been characterised by rather vaguely formulated objectives and targets to give space for flexibility in the approach. Institutional development is seen by Sida as a complex and somewhat unpredictable exercise which cannot be designed as a blueprint at the outset. On the contrary, such an exercise needs adjustment to local circumstances as they become better understood and must use windows of opportunity for positive change as they arise. This has led Sida and Statistics Sweden to start programmes with relatively simple technical skills transfer, and to move towards the more complex and sensitive areas of institutional development and management as confidence and trust between the partners develops. This approach makes it difficult to be very exact on long term objectives and goals, and to define an exit strategy or a deadline for phasing out of the programmes. This flexible approach may be increasingly difficult to maintain as the pressure for measurable results and mutual accountability increases from both donors and partner governments, and from parliaments on both sides. This pressure has typically been one of the reasons why France abandoned the twinning approach in the 90s.

80. Within shorter perspectives (2-3 year programme periods) the programmes have however been characterised by working very consciously with clear output targets, and efficient monitoring and reporting systems have been put in place. The project documentation on Laos and progress reports from the Cambodia and Laos's projects may be used as examples. In all cases, detailed follow up is made of all input and output targets. Progress reports also generally comment on achievements towards the more medium term objectives covered by the ongoing programme period (2-3 years). On the other hand, evaluations have not been systematically used to assess outcomes, achievement of longer term objectives and to learn lessons.

81. A possible approach could have been to measure the extent to which results of the support – statistics - are used in the policy process, as well as the demand for them. In other words, statistics are only the means of getting to a more final results focussed outcome. This approach would also fit well with the principles of alignment and harmonisation, as all partners might use the statistical organisation's own indicators of outputs and progress.

82. Indeed, management for results from the broader perspective of the PRSP or sector programme implementation has potentially been strengthened by Sida support in the area of statistics. Most evaluations confirm that, in this regard, more relevant and quality statistics have been made available. On the other hand, only in the Laos, Vietnam and Tanzania studies have the evaluators actually attempted to check if this information was utilised in making better informed decisions. The three evaluations confirm that the data is being used. In the cases of Laos and Vietnam the conclusions are that data availability has allowed government and managers at different institutions and levels to define targets and manage according to the results. In the case of Tanzania (support concluded prior to the reform of the NBS and the advent of the PRSP) an increased demand from the private sector is mentioned, although overall demand was judged to be low. Similarly in the Laos evaluation, donors confirm that they have benefited from statistics for their reporting of results of aid interventions. On the other hand the evaluation of the regional support to the Balkans mentioned that no effort has been put into training of users and therefore limited use was made of the newly available data.

6.2.5 Mutual accountability

83. Sida has traditionally worked according to the principle of mutual accountability. Programmes have been mutually agreed and fixed in formal agreements containing obligations for both donor and partner. None of the evaluations mention any problems with regards to late disbursement of Swedish support, which in the case of other donors has delayed censuses and surveys and caused problems to national institutes.

84. Swedish aid programmes within the area of statistics seem also to be supporting participatory processes where data users and producers get together to discuss common problems and agree on future common actions. The cases of South Africa and Laos can be mentioned in this context.

85. On the other hand, the recent political decision to concentrate Swedish support on fewer countries and the subsequent rapid phasing out process in a number of countries (such as Laos) would seem to break some of the agreements made with the countries. Where long term commitments have been agreed upon, this would seem to be a breach of the principle of mutual accountability, and conflicts with the spirit of the Paris Declaration principles. In the case of the support to statistics in Laos, which has been ongoing for 17 years, the phase out is probably overdue.

6.2.6 Some final remarks

86. Staff at Sida report that emphasis on implementing support based on the Paris Declaration principles and practices has increased substantially since they were agreed, and much effort has been made to put them into practice in the country programmes. It is the opinion of Sida staff that the case for following these principles is strong, and that there is strong political backing for them in Sweden, so, wherever necessary, the support given in the area of statistics will have to adjust to these principles. However, Sida was to some extent following many Paris Declaration principles before the Paris Declaration was signed in 2005. The most significant impact of the Declaration may be on the collaboration mechanisms with other donors, the way in which the country takes ownership of its statistical programmes and in the adaptation of the twinning model to suit agreed changes on how donors utilise country procurement and financial systems.

6.3 Evaluation of Swedish support to statistics according to the DAC Evaluation Criteria

87. In this chapter, we will assess the past and ongoing Swedish support to statistics against the DAC Evaluation Criteria (relevance, effectiveness, efficiency, impact and sustainability).

6.3.1 Relevance

88. The relevance of Swedish aid to statistics will in the first instance be analysed based on the evaluations of the country projects, and secondly we will analyse the relevance of the twinning model as it is the main form used by Sweden for delivering aid to statistics.

6.3.1.1 General relevance of support provided

89. The study by Jones and Blunt[76] questions the way in which the twinning model has been functioning. They found that while twinning arrangements have produced major benefits at the level of individual professional/technical upgrading, positive outcomes in terms of sustainable institutional capacity building were less evident. They argue for a broader analysis during the preparatory phase of the programmes, so that all parties are aware of and agree on the overall objectives of organisational and institutional development from the outset. They stress the importance of partners understanding and agreeing on the major reforms that may be required within the existing organisation. They also stress the importance of analysing the country and institutional context more broadly. Projects' logframes and objectives should be clearer and include a phase-out date. This point of view was confirmed by a lesson learning exercise organised by Sida in 2000. It was agreed that it was up to Sida to secure agreement for a broader contextual analysis and framework for the intervention prior to the start of the twinning programme.

90. From a more detailed technical point of view the evaluations reviewed confirm that with a few exceptions, the support given was highly relevant in relation to the limited objectives set for the support. This included technical support to the production of statistics by the NSO as well as the cases of support to institutional development and management. The core functions of National Statistical Offices had been strengthened in most cases (South Africa, Laos, Vietnam and Tanzania) as was intended by the overall goals of the projects. Capacities had been established in the areas targeted, whether in economic, demographic or social statistics or a combination of them, according to the agreed project. Relevant statistical surveys and censuses had also been organised and had produced the expected results. In most cases management had been strengthened in the later part of the projects, and statistical legislation and institutional setting had been improved (Vietnam, Laos, South Africa and Albania), although these parts of the projects had, in general, not been given the same weight as the technical parts (Vietnam).

91. In one case – the regional support to the Balkans – both the evaluation and Sida staff judge that the support was donor driven and less relevant in relation to the priorities of the countries involved. Some anecdotal evidence from the country studies, which constitute another part of this study, also suggest that some technical

[76] Jones and Blunt. (1998) 'Twinning as a Method of Capacity Building', Sida

advisors – not necessary those provided under twinning arrangements - had limited understanding of the environment in the developing country they were supporting.

92. The review confirms that practically all the projects take a narrow approach, supporting primarily the statistical institutes, with the aim of strengthening their core production functions. Little or no emphasis has been given to supporting the other actors in the national statistical systems such as line ministries working with sector statistics and administrative data, or other relevant producers of statistics. Neither had support been given to the users of statistics. In practice this seems to have resulted in a continuing lower demand for statistics than if users had been targeted. Recently there seems to have been a change in this pattern and in the case of South Africa and Laos the approach has been broader than before.

93. With the increasing range of demand for data at all levels of government and in all sectors, the broader approach of providing support to the wider national statistical system and its actors becomes increasingly relevant. This implies that more support will be needed to a broader range of users and producers in sectors, to local governments and to civil society. Seen from this point of view the support given by Sida up to now has been too limited.

94. The support given has provided some of the necessary conditions for the development of statistical capacity at national level, but it has not provided sufficient conditions for the full development of statistical capacities and for broad ownership of the programmes. In this sense the support has not been fully relevant in the broader context we see in statistics today. Sida may have to look beyond Statistics Sweden to provide expertise in organisational reform and transformation.

95. The cases of excessively long project periods may have happened because management was weak and did not receive the necessary strengthening at an early stage which could have led to a much earlier withdrawal. The team suggests that the culture of very long periods of support, with not very clear objectives, may lead to both partners having few incentives to complete their tasks in the transfer of capacity.

6.3.1.2 Relevance of the twinning model

96. Sida has produced and commissioned a considerable amount of analytical work on capacity building and on twinning in particular[77]. In the following, in order to analyse the relevance of the twinning model as an aid delivery mechanism in the area of statistics, we have analysed its strengths and weaknesses as we perceive them in the context of Statistical Capacity Building. The analysis is based on some of the mentioned studies, the evaluations of the bilateral projects and on interviews with Sida Staff in Stockholm.

6.3.1.3 Strengths

97. The study from 2007 by Bergstroem summarises the latest views on the advantages of twinning as follows:

- It provides a long term horizon for support, although this may be phased. It is thus more predictable than a short project based approach.

[77] Jones & Blunt. (1998) 'Twinning as a method of capacity building'; Sida. (2000) 'Lessons learnt on Twinning'; Bergstroem, L. (2002) Sida working paper no. 10; Bergstroem, L. (2007) 'When is twinning a practicable method to strengthen an organisation's capacity?'

- It is important to have a plan that shows the intervention logic and defines the objectives and expected outputs of the project, but equally important is flexibility in the implementation, a condition that the twinning model allows.
- It provides skills from those working with a similar mandate in developed countries, it can also provide up-to-date methodologies and experience from their counterparts in OECD countries who have a similar mandate, thus keeping the developing country up-to-date with technical advances.

98. The country evaluations of Swedish aid consulted for this study tend to present a generally positive picture, with the programmes having achieved limited agreed objectives. Twinning can provide partner country statisticians with access to experts with current or recent experience in the production of the precise statistical series they are trying to settle, and with the most up-to-date technical knowledge. Such knowledge is rarely available in the literature. In particular the following points stand out from our analysis:

- Twinning can make it easier to generate a common sense of professional feeling among the partner country statisticians and avoid a pupil/teacher mentality.
- Working directly with colleagues from Statistics Sweden may give partner country statisticians more self confidence in interactions with other officials in their own country and "experts" from the multilateral organisations. This ought to be particularly valuable at the higher levels of the organisation.
- The partner country statisticians may be able to copy techniques directly from Statistics Sweden, although the applicability of northern European methodologies to developing country contexts is rarely straightforward.

99. The last point requires some words of caution as you cannot apply strictly the same methodologies, questionnaires, etc. that were used in Sweden since the economic, social and statistical contexts are different. No examples of inappropriate tools were encountered in this particular study, but some professionals interviewed gave examples from their experience of questionnaires being translated from Swedish without appropriate adaptations to the local context.

100. Twinning can provide continuity, which is rather unusual in statistical support, but which offers a number of benefits.

- There is an opportunity for extensive learning by both the partner country and Statistics Sweden that can feed back into improving the project. In particular training can be timed so that trainees have an opportunity to use the knowledge they are supposed to have gained soon after the training and actually develop new patterns of behaviour and new office based systems.
- It may be possible to build human and organisational "capital" in the earlier phases of the project that will be used later. This offers an opportunity to attempt more radical change than in a short intervention.
- It is probably possible to build up a closer relationship of trust between Statistics Sweden and the partner country statistical organisation than it would be under many other forms of TA. This is a precondition for true ownership of any project and may also improve harmonisation by giving Statistics Sweden access to the discussions between the National Statistical Institute and all other donors.
- Many Statistics Sweden staff who work on technical issues overseas return to work on similar issues in Sweden rather than moving on to other developing countries as do development staff. They then offer an entry point for the

developing country statisticians to participate in email and phone discussions of common technical problems with statisticians working in an OECD country office.

101. There are also benefits for Sida from the point of view of aid delivery:

- Through framework contracts with a public entity which are non profit making, contracting is simple, and transactions costs are very low.
- To a great extent, Sida leaves it to the partners to agree and develop the programme themselves, which alleviates the burden on Sida. But this also reduces the oversight by Sida.
- Experience on statistical capacity building is accumulated at one place, Statistics Sweden, and is relatively readily available to new programmes.

6.3.1.4 Weaknesses

102. It is striking that the evaluations of the twinning programme as a whole tend to be more critical than the evaluations of individual projects, possibly because the criteria used are more stringent. Jones and Blunt for instance refer to twinning as a "rather routine process" that has not met the expectations placed on it. Another paradox we observed during the evaluation was that the Sida staff who are most aware of the shortcomings of twinning were those working in the western Balkans where conditions are in many ways closer to those in Western Europe than they are in Tanzania or Cambodia, and where twinning might therefore be expected to work best. There are several sorts of criticisms made:

- Jones & Blunt mention the risk of operating in a contextual vacuum and the need for Sida to secure a broader analysis of context. This seems to have happened in Bergstroem's (2007) example of the NSO in Vietnam. Although this analysis was more of a general character related to the economic policies and to the PRSP, it briefly discussed the area of statistics and did address relationships in the NSS. The main conclusion was that there is a need to address: "a series of structural problems related to the interaction between CSO and other organisations and entities", this refers particularly to users and dissemination.
- Jones and Blunt give several examples of practice that has not followed the latest thinking on capacity development in developing countries. Perhaps the most striking is the discussion of the delivery of short term courses in Laos which they criticise because the post-course evaluations were written in English, apparently without the involvement of the Laotian partners, making it difficult for them to repeat the course themselves. The criticism is given a particular point because ICO staff have themselves identified the failure of partner country statisticians to pass on the lessons they have learned to others in their office as one of the main reasons for lack of success. At the same time one can see that a short term expert from Statistics Sweden would assume the existence of an effective in-house training programme to ensure that the knowledge developed by their counterparts would be passed on to the rest of the organisation.
- The support has a technical bias and concentrates on technical issues for individual staff members and for the organisation. According to Bergstroem 2002: "Twinning has proved to be particularly successful for building up professional capacity in an organisation, either to create the necessary foundation for the implementation of organisational changes (this was the case in Tanzania where reforms followed Sida withdrawal, but built on the capacity built by twinning); or in connection with an ongoing process of change. But the twinning method does not seem to be so successful where concrete measures for management

development or administrative/organisational changes are concerned." This feeling of "technical bias" gets stronger when the support is considered in the broader context of the NSS with users and other producers.

- Finally it is at least conceivable that highly technical experts may try to impose "solutions" that are not appropriate to the environment of the country in which they are working. While we have seen no evidence of this in the documents we have reviewed, the fact that the project plans we have seen do not allocate any specific time or resources to investigating the local situation and designing technical solutions to fit it, and that some of them appear to have been designed with specific software tools hardwired into the project design, is troubling.

103. There may be some difficulties for Sida in complying with new requirements to work beyond the National Statistical Organisation. Both Sida documents and the wider development literature emphasise the need to move beyond building capacity in a single organisation, to working with a wider institution such as the macroeconomic management system. Before the change in its aid policy, France used to support both the NSOs and the Departments for Planning. In its seminars about economic trends, Afristat invites economists of the Ministry of Finance, as well as statisticians of the NSO.

104. In the field of statistics there is increasing emphasis on the National Statistical System. While Statistics Sweden may have experience in the role of a National Statistics Office in a National Statistical System, it has no obvious advantage in providing or coordinating technical assistance to a ministry of finance, planning or education. Furthermore, the interests of the National Statistical Office will not always be the same as those of the National Statistical System. It would, for example, be very difficult for Statistics Sweden to recommend that National Accounts in Cambodia be taken away from the Statistics Office and given to the Central Bank even if that were the only way to ensure their sustainability.

105. There are also potential difficulties in complying with new architecture for aid delivery:

- By definition twinning, which requires a partnership between an organisation in the South and its counterpart in the North, falls foul of European requirements for competitive bidding. In the past Sida has attempted to finesse this problem by claiming that the regulations do not apply to relations between different government departments. However our understanding is that this defence is unlikely to be acceptable in the future.
- More generally there is an obvious conflict between building a long term relationship with a single preferred supplier (Statistics Sweden) and the aspirations of the Paris Declaration for all donors to place their funds in a common account and disperse according to one overarching strategy following common procedures and procurement rules. It certainly limits the choices available to the recipient country in choosing the technical assistance most suited to their needs from a wide international pool. It may for instance limit the incentives for using regional cooperation and South-South cooperation approaches.
- Another area that has received substantial criticism is in the field of management development. This may be partly due to the fact that it is far easier for Statistics Sweden to get a large amount of time from a National Accounts expert than from a Director General. The difficulty may also reflect the lack of staff with specific experience of executive coaching in a different cultural environment, and the fact

that cultural differences are likely to be far more important in designing appropriate management techniques than appropriate technical methods.

- Finally the increased focus on results-based management makes it necessary for projects to be able to demonstrate results more quickly. Specific indicators are now required for the initial exploratory and relationship building phases that have characterised past projects.

106. All in all, the twinning model seems a relevant, but limited tool for support to capacity building. There seem however to be a strong case for reviewing the model as used at present in the area of statistics against the context of the work on NSS and the new aid architecture.

6.3.2 Effectiveness

107. The evaluations reviewed report on substantial increases in better quality statistics in the areas targeted for support. Similarly, according to most of the evaluations, capacity building targets in economic statistics, social statistics, etc. seem to have been reached and a minimum of capacity has been sustained in the areas targeted for support. A broad range of capacity building instruments have been utilised, both short and long term; these include scholarships, seminars and workshops, on-the-job training and study tours. The evaluations reviewed conclude that the support has been highly effective in establishing the core functions of the national institutes supported. However with twinning arrangements it is difficult to establish the extent to which TA has replaced skills in country, and how sustainable the support is.

108. The most striking case – Namibia, where objectives were not achieved – relates more to a problem with regards to management and the institutional setting. In general, according to Statistics Sweden staff's overall experience, it appeared that where management in the National Institute has been strong, good results were achieved, while in cases of weaker management, it was difficult to achieve results. This raises again the question whether earlier inputs on management may have mitigated this problem, or whether twinning can appropriately address systemic institutional issues.

109. In some cases the whole National Statistical System was stated as the object of the support, but this kind of support was neither provided nor achieved, as the partners chose to follow a more narrow approach. The case of support to Laos before 2004 and the ongoing support to Cambodia may be given as examples.

6.3.3 Efficiency

110. To analyse in detail whether the support has been efficient compared to alternative methods for delivering support would require detailed comparisons with other models, including comparisons of the different models costs. As projects differ in scope, this would also require substantial work to find ways to make the activities comparable. It should in principle be possible to compare the EC support, where a different model for TA has been utilised, to the Swedish twinning model. It would also be interesting to analyse whether support over such a long period, as has been the case for many counties, has been efficient. This has been outside the possibilities for this limited exercise. More time and resources would be necessary for such an analysis. Here, therefore, only some general observations on the efficiency of the Swedish support can be given today.

111. There appear to be no, or very few, duplications of support from Sweden with support from other donors, and Sida has been careful in selecting activities which complement other donor support, implying reasonable efficiency in the overall support.

112. The twinning model uses a framework contract for provision of TA and procurement of equipment and other inputs, which has meant low transaction costs for the recipient. There has been no cumbersome procurement processes, and equipment seems to have arrived at the time the TA was in place, and not, as in many other programmes, when the TA who would introduce it is already gone. However, one of the evaluations mentions that there have been no incentives for Statistics Sweden and its partner to be cost conscious when implementing the programme.

113. Whether similar results might have been obtained with shorter but more effective interventions is difficult to assess. In Tanzania, Sida's very long input with a not very significant increase in the impact of better statistics should be compared with the later interventions from a group of donors which have supported institutional reform and the production of very policy relevant statistics. The comparative costs of these alternatives are not available.

114. The support was in effect tied to Sweden. Had the principles of ownership been established and implemented, the recipients may have chosen to use the twinning resources in a different way.

115. Inputs on a broader scale, to the whole National Statistical System, may be relatively inexpensive, while results may be substantially higher, resulting in overall higher returns on the input. This is however an issue which would need further analysis.

116. Further work is needed on the issue of efficiency of the model adopted by Sweden for the support in this area. Apart from a comparison to other types of support, the analysis should study whether the support could be given at lower costs through South-South cooperation or tripartite cooperation including another developing country institute (as Sweden is practicing with South Africa, and as in the case of Laos, with IT support from Vietnam). Relying more on contacts through the internet and internet learning could also be considered.

6.3.4 **Impact**

117. We take a model used by Sida's evaluation of its support to Vietnam to measure impact. A similar approach was used in the Laos evaluation. The impact of the support in the area of statistics was defined as better policy decisions, plans and strategies, which result in improvement in citizen's lives. The measurement of impact was carried out in two steps. First, an assessment was made of whether better statistics had been made available to policy makers and administrators at all levels; secondly, the actual use of the information to take decisions was considered.

118. The Vietnam and Laos evaluations of the Swedish support checked these two points. They both confirm that more statistics of better quality had been made available to policy makers, and that they had been used in designing policies, plans and strategies. This has been confirmed both by government sources and donors. In the case of Laos, both sides confirmed that the information made available had been

crucial in designing the poverty reduction strategy, and that is was likewise crucial for monitoring the results. No analysis was done related to the private sector, as it is quite small.

119. Not all the evaluations have assessed impact in this way. The Tanzania evaluation only confirms that more and better quality statistics are accessible to policy makers and that they were used by the private sector. It can however be assumed that given that most of the programmes have been effective in achieving their objectives and goals, it should also be expected that they – at least over time – will have impacts similar to what was found in Laos and Vietnam. It seems that one impact might have been the ability of the Tanzania office to make a successful transformation to agency status.

120. This is however also an area where more work could be done to actually produce hard evidence that the programmes have had the desired impact, and that statistics are being actually used for improved administration and policy making. For the measurement of the outcomes of the support it might be useful in the future to include a form or questionnaire asking for feedback from decision makers on the availability of data to them, their use of the data and the importance of data for decision-making. The South African Statistical institute has conducted user satisfaction surveys. This kind of survey could also be used to evaluate the impact of improved statistics if not already done (we did not have access to the questionnaires and the report based on them). However, where more than one external partner has been involved it will be difficult to attribute successes to particular partners, and this would also be contrary to Paris Declaration spirit.

6.3.5 **Sustainability**

121. In general the evaluations reviewed confirm that the support has, to some extent, been sustainable at a technical level. In many cases, salaries and incentives in the statistical institutes are low, and there may be a tendency for people who have been trained to seek better employment opportunities elsewhere. This seems not to have been a very strong tendency, and, in general, the trained staff have been maintained. On the other hand, it underlines the importance of training a critical mass of staff to allow for an increased level of staff turnover without affecting the technical capacity built up in the institutes, and more importantly, to instil management processes which pass on skills to team members. It also underlines the importance of working not only on technical areas but also with the government on improving the general incentive schemes for staff in the public administration.

122. A more problematic area has however been the financial sustainability of the support. Not surprisingly, the problems are stronger in countries where public finances are stretched. The cases of Tanzania and Laos stand out as examples: while substantial impact and sustainability seem to have been achieved on the technical side, the Ministries of Finance provide less than 50% of the budget of the institutes, even after Sida has phased out after more than 15 years of support. On the other hand, where resources are not so greatly constrained, the institutes in Vietnam and South Africa have secured an adequate level of government funding, independent of Sida support.

123. As the demand for good quality data is increasing, ownership of the support to statistics and statistical capacity building should be expected to develop to the same degree. Staff from Sida regional offices further mentioned the fact that many

countries today have increased fiscal space to allocate resources to statistics. However our case studies show that training and resources are still not sufficient to improve the performance and sustainability of statistical agencies

124. Some developing countries are in conflict or post conflict situations; others come from a very low level of development or are newly independent; others are more developed. For the countries in conflict, post conflict or very poor in resources, the situation with limited fiscal space can be expected to prevail. For these countries a dependence on donors in the area of statistics may be expected to continue. In these countries, which require substantial amounts of long-term and resident support, we see twinning as a very effective model for providing support.

6.4 How can Sida implement the new international recommendations regarding support to SCB?

125. In this chapter, we will look forward and see how Swedish support in this field may be changed to accommodate the new recommendations about aid architecture and better match up to the DAC Evaluation Criteria. In particular, we will look at the interfaces of the statistical sector, imagine what the aid architecture to this sector may look like in the future, and how twinning may fit in this new context. Finally, we will discuss issues of coherence in the support to statistics via different channels.

6.4.1 How broadly should the statistical sector be defined?

126. The question of how broadly Sida will want to provide its support to statistics in future emerged from discussions with Sida staff. The question is of general interest for the overall evaluation as other bilateral donors may find themselves facing a similar choice.

127. It could be argued that, previously, a good census every ten years, a household survey every five years, a DHS survey every 5 years, and sufficient economic statistics to satisfy the needs of economic management and the IMF might have been an adequate output, and within the limitations of most developing country statistical agencies. Today there is an increasing demand for a broader range of sectors than was previously demanded. In addition, for decentralised management and calculation of adequate fiscal transfers to local governments, there is need for more disaggregated data at smaller geographical levels. Similarly, there is also demand for more frequent data on the poverty situation and on vulnerability. Modernised and changing economies also demand more statistics in the economic and financial sectors. Apart from being used for policy making, these data are increasingly used in administrative processes and for monitoring service delivery to a wide range of stakeholders.

128. Aside from the increasing scope of statistics, it is also useful to study their interfaces with data handling and suppliers of data, and also with the analysis and research uses of data. The evaluations of Vietnam and Laos recommend looking into the possibility of support to administrative registers as a basis for providing more frequent and reliable statistics based on Nordic experiences. This recommendation has also been made by Statistics Sweden which has tried to share this concept with its cooperation partners. The evaluation of South Africa mentions the decision to provide statistical literacy training to a very wide rage of civil servants to help them work with data, indicators and statistics. This extension of the scope of the aid to users is also supported by Statistics Sweden.

129. A number of different factors have created demand for statistics and brought the issue of better data and statistics for policy making, monitoring and administrative purposes to the forefront. Below is an attempt to capture the main uses of statistics:

- To facilitate design and adoption of government policy measures responsive to the evolving needs of the country and its economy;
- To enable programme and policy objectives to be expressed in the form of explicit time-bound output (and sometimes outcome) targets that can significantly improve the performance of public services (e.g. as in performance-based budgeting);

- Resource allocation to sectors and the decentralised level (e.g. the number of teachers needed for each school depends on correct estimates of students, quantity of medicines depend of the number of patients with specific diseases, etc.);
- To improve the flow of information to citizens throughout the country and hence enable them to make sounder business and family decisions;
- To stimulate and feed democratic debate on issues of public policy and enable the government in office to give account to the electorate for its initiatives and performance;
- To help meet the information needs of potential foreign investors and visitors to the country (including press and other intermediary agencies serving them);
- To fulfil accountability and fiduciary responsibilities to foreign governments and international institutions for any assistance they have provided;
- To provide accurate reports to bodies which have been charged by the international community with the task of keeping track of world performance on many economic, environmental, social and other issues (MDGs, UNECSOC Statistics etc.).

130. Some of the Sida officers interviewed felt strongly that the emerging accountability and transparency agenda is a very important factor in the increased demand for good data at all levels: national constituencies, from parliaments to school boards, hold governments at all levels accountable.

131. This broadened demand mirrors the broader approach to support to statistics contained in the MAPS, as well as the work on national strategies for the development of statistics. The demand described above can only be satisfied from a broader range of producers of data and statistics. The natural scope of today's support would therefore seem to cover the whole national statistical system, defined as statistical producers from sectors, regions and local governments, the national statistical office, the central bank, producers from civil society, and on the other side relevant users and user groups. Important players in the NSS are the national parliament and the central government as users, as well as policy makers in all sectors.

6.4.2 What could aid architecture for the NSS look like?

132. All this indicates that programmes of support to statistics should be broadened and adapted to national needs, as these needs will differ depending on the level of development, the economic profile, the governance context, etc. Technical support will not be enough; the study findings suggest that support to statistics has to cover the following elements:

- Assistance to develop appropriate technologies in the NSO,
- Training and qualifications of staff in NSO,
- Management development in NSO,
- Resources (financial, staff, equipment) for the whole National Statistical System, including NSO,
- A National Strategy for the Development of Statistics (NSDS), covering all elements of the statistical system (including e.g. line ministries and decentralised governments),
- Governance structure of NSS, appropriate legislation and accountability mechanisms,
- Demand for data and a results-based context of the political economy,

- Paris declaration principles used in the work with donors.

133. These elements were developed in connection with the overall reporting of the present work. Each element is a **necessary condition**. Together they are likely to be **sufficient conditions** for the support to the sector to work. Each element would need specifically designed support.

134. In more practical terms, support would contain the traditional support to statistical institutes, with development of appropriate technologies, support to management and resources for surveys, training of statisticians and dissemination of statistics (the first four first points above): These can be provided by twinning.

135. It would however also contain support to development of the broader NSS, support to sector monitoring systems and statistics, support to the decentralised level (cities and other local governments). To enhance accountability and transparency, it would also include support to development and coordination of governance structures for the NSS, support to user surveys and training of users in the use of statistics. Crucially the support will need to include not only transfers of skill but institutional reform to enable the organisations to be more effective and efficient. But, this is a slow and sensitive work, as remarked by Statistics Sweden. Sida may have to draw on a wider group of suppliers of capacity building to deliver on organisational and institutional reform.

136. Support to more analytical work will be required in poverty analysis and in monitoring units in planning or finance ministries and in sectors. Similarly work on administrative data handling, the establishment of registers, and so on, would normally be outside the support to statistics, but support to establishing the interface would be essential. Finally the support would include developing appropriate methodologies for donor coordination and for securing that the Paris Declaration principles for aid delivery are followed.

137. The traditional Sida's twinning project would just be one of many other projects or activities in the statistical sector, and would contribute to the whole range of needs in a harmonised and aligned fashion. In the list of elements above, it only covers the first four elements. Therefore twinning would not be a sufficient condition for the sector to work effectively.

138. The statistical sector has many similarities with the Public Financial Management (PFM) sector. It has a central body but is crosscutting with producers and users in all sectors, and it has an important role for accountability and transparency at all levels of the government. At the same time it is used by the private sector, researchers and individuals for purposes other than transparency and accountability.

139. Twinning to statistics may need to fit into sectoral support to statistics with support organised like a SWAp to a cross cutting sector. The NSO would be the natural focal point of the SWAp as coordinator of the NSS. In practical terms and in traditional SWAp terminology the sector would need:

- An operationalised and costed NSDS and an adequate monitoring system;
- Adequate institutional arrangements around the NSS and between the users and producers of the sector;
- Adequate consultation and participation mechanisms with a broad set of stakeholders;

- Proper financial management for funds channelled for the NSS from both government and donors; and
- Adequate donor coordination mechanisms, which take account and do not undermine the governance arrangements of the NSS.

140. Funds for support could be channelled as general budget support with Performance Assessment Framework (PAF) indicators related to key points in the NSDS, or it could be channelled as sector specific budget support tied to statistics sector indicators, or through a pooled fund administrated by the NSO but benefiting the whole NSS. Support could also be given in the form of projects or earmarked financing to specific activities in the NSDS. Support should not be given to activities outside the plan.

141. As the NSO will have a central role in the NSS and the related SWAp, there is scope for strengthening the NSO, not only to cope with its normal role as producer of statistics but also to support it in its role as coordinator of the NSS and of the SWAp.

142. To encourage harmonisation and accountability, the NSS should produce an annual progress report on development and results for the sector to donors, government and parliament, and a 3 or 5 years joint evaluation could be agreed to secure that lessons learnt are elaborated, recorded and incorporated in policies for the sector.

6.4.3 What would be the role of twinning in this architecture?

143. Twinning has managed to produce results in strengthening the technical and, to a lesser extent, the managerial and institutional parts of the NSO. Therefore there is clearly a role for twinning in the future. The twinning model will however need to deal with the challenges as outlined above and be shaped within the new paradigm for institutional development.

144. This new paradigm is outlined in the DAC guidelines “The Challenge of Capacity Development’, but both Sida with its “Policy for Capacity Development” and the EC with its “Institutional Assessment and Capacity Development Concept Paper” have similar and complementary guidelines.

145. In line with earlier recommendations (e.g. from Jones and Blunt mentioned above), the guidelines stress that the understanding of the context and its institutions (in the broad sense of the word) and identifying drivers of change are first steps. Here the overall national context is important, but of particular importance in our context are the institutions related to statistics and the NSS, together with an understanding of the broader public sector with its incentive structures and administrative bottlenecks.

146. Two important issues mentioned in the guidelines could however be interesting to highlight in this context:

- The conclusion that capacity building is an endogenous process, getting its main impulse from within. This implies in the case of twinning processes, that a much stronger national and organisational ownership must be created for the whole process from the outset for it to succeed. This ownership must extend beyond the NSO.

- Developing countries have expressed strong preferences for South-to-South learning. The NIS in Niger expressed a preference for south-south support, particularly from Afristat, which it found more relevant and effective.

147. The twinning model may survive if it adapts to these circumstances. The following steps might be considered, the two first fairly much in line with Jones and Blunt:

- Analyse and understand much better the context, especially the institutional setting around the country NSS as well as its organisations and their interfaces.
- Define the whole programme more as a process based on greater ownership by the NSO and its supervisory body. Management and institutional issues would be discussed and dealt with as an integral part of the strategy for increasing capacity in the NSS and be started at a reasonably early stage to ensure that these processes are supportive of the overall capacity building effort.
- Utilise more South-South and regional cooperation and expertise. To be effective and efficient, there would seem to be room for a tripartite twinning model between Sweden (or another Northern partner), a partner country and a more developed regional or southern country. The cases of Swedish cooperation using South African or Brazilian capacities for TA could be analysed and used as models, as could more effective collaboration with regional organisations such as Afristat. The main technical input would come from the more developed southern partner, but the whole input would be supported and funded by Sida.

148. To ensure that the positive elements of the twinning model survive, Sida might act as a donor in a harmonised sector programme. In this context twinning might be utilised if desired by the partner country. Support would be managed by the partner country through one of the funding modalities mentioned above.

149. Sourcing would be untied as the requirement to obey EU contracting law cannot be avoided. The DAC untying agreement and the alignment requirements of the Paris Declaration should not be avoided either. It may be possible for Sweden to join consortia that tender for statistical support contracts. Statistics Sweden has unique advantages that make it able to win projects with partners.

150. It is recommended that twinning projects are well defined and incorporate Sweden's comparative advantages in supplying technical assistance to both technical and management functions, including register development and coordination of the NSS. It is not recommended that these programmes are defined more widely to cover all the requirements of the whole NSDS as Statistics Sweden have no special competence in other areas. Concentrating on what twinning has done well would be wise.

151. Fragile or newly independent states constitute specific cases. In these countries, the support could, in the first instance, be not as wide as described above. No NSS would exist, and a more traditional twinning model could be developed to support core statistical activities, probably with more South-South cooperation as proposed above. In these countries, which require substantial amounts of long-term and resident support, we see twinning as a very effective model for providing support.

6.4.4 How to improve the lesson learning process?

152. Sida support to statistics and statistical capacity building is very substantial, and it has been substantial for many years. Despite that, the Sida reporting system has

difficulties in tracking support to statistics. As Sida is decentralised recording is done at country level, and in many cases support is coded under general support to public administration. That makes it difficult to trace support to statistics and to understand its significance in Swedish aid overall.

153. Some of the support has been quite well documented through evaluations such as the case of Laos, where there has been an evaluation approximately every three years over the last 17 years. In the other cases there has been only one evaluation over a ten year period or more (Vietnam), or an evaluation which has been part of a broader evaluation or no evaluation at all. Further, Sida does not routinely write or maintain records of project completion reports at the close of programmes. For the purpose of learning from experience it would be important for Sida to consider systematically producing a final report, and a final evaluation, where the experience and lessons learnt over the lifetime of a project are recorded.

154. In addition, Swedish support on data handling and statistics in sectors under sector programme support should be more systematically tracked. The support may include development of monitoring and indicator systems, data collection in the form of administrative data, administrative registers as well as surveys conducted by sectors (agricultural surveys or censuses could be an example). That may be as part of a bilateral project or under joint donor financing. This support is in general not recorded as support to statistics but appears as support to the sector. It was not possible to interview more than two of Sida's sector bureaus. It did not seem that a systematic recording of the experience with support to monitoring and statistics in the sectors was taking place. Similarly there did not seem to be any systematic coordination between support to the statistical institute and support to the sectors in the area of monitoring and support to statistics.

155. The environment in which twinned statistics offices operate will differ in several ways from that in which Statistics Sweden operates. These range from the attitude towards the rule of law to the state of the postal service. Any programme will have to deal with them either by trying to change the environment outside the office or by developing a methodology or way of working adapted to these constraints. Identifying the constraints that have to be accepted may involve partners other than Statistics Sweden. However developing and writing up methodologies to overcome them should be an explicit, measurable deliverable for the ICO. All the other learning and relationship building activities in the initial phases of the project should also be turned into specific, measurable, documentable outputs in the form of joint papers produced by both partners wherever possible.

156. It is apparent that Statistics Sweden, through the ICO, is developing a *de facto* cadre of experts in Statistical Capacity Building, many of whom serve as long term advisers for their projects. There would probably be benefits in providing this group with greater access to in-service/Sida training in general capacity development and giving them an explicit role in the thinking into all the Sida/Statistics Sweden projects. The aim would be to minimise examples of poor practise such as those raised by Jones and Blunt and highlighted in the evaluation of the Balkans report. In order to pursue this option vigorously however it would be necessary to recognise that staff who became too specialised in capacity building might find it difficult to move back into roles in Swedish Statistics, and offer them the possibility of moving to non statistical roles in Sida. This is also a problem that France has faced.

6.4.5 How to develop and improve links to the wider development community?

157. There appears to be general agreement on the need for wider programmes of assistance that work with several organisations beyond the National Statistical Office and call for skills that are not normally required to produce statistics in Sweden. It would clearly be possible for the International Consulting Office (ICO) to develop some of these skills and/or the ability to hire them in the market. It could then pursue a more active role in diagnosing needs and prescribing programmes aimed at whole institutions and addressing deep seated cultural issues affecting management practices and organisational reform. However there would be a strong risk of the ICO becoming detached from the rest of Statistics Sweden.

158. Another option would be for Sida staff to take on these tasks themselves rather in the way that DFID country statisticians attempt to do. The 2000 twinning seminar clearly demonstrated the desire of some partner organisations to see more of Sida staff. However the staff time necessary to fill this role effectively should not be underestimated.

159. A third option would be for Statistics Sweden and/or Sida to develop long term relationships with organisations that could assist in meeting some of these requirements.

160. The requirement to obey EU contracting law cannot be avoided and the requirements of the Paris Declaration should not be avoided. However examination of EU tenders for statistical assistance to candidate countries suggests that it is possible to issue calls for tenders that are compliant with these regulations, but are always won by consortia that include a National Statistical Office. As we have explained above, Statistics Sweden has unique advantages that make it easier to credibly promise that the high quality resources available within the office can actually be deployed on a project.

161. Sida should try to make sure that the funds in which it participates have procedures for contracted technical assistance that make sure that the standard terms of reference highlight Statistics Sweden's unique advantages. This does not and should not mean that Statistics Sweden wins every contract, but it should ensure that the amount of statistical twinning that Sweden undertakes is constrained by supply rather than demand, provided that Statistics Sweden develops a way of participating in projects that stretch beyond the Statistics Office.

162. Sida's ability to deliver on the administrative procedures for its funds will depend on its ability to persuade other donors and partner country governments of the importance of the issues that the twinning methodology is designed to address, and then set up a contracting mechanism that throws out bids that fail to address these issues.

163. With the developing consensus on the development of broader national statistical systems, and with the need for more frequent data and data at decentralised level for management for results at all levels, a more coordinated and coherent approach is called for. For Sida it will be important to ensure that it has an overview of all components of Swedish aid supporting the different components of the national system, whether through sector programmes, budget support, PFM programmes or through pure statistical capacity development.

164. A final related point is the support from Sweden going to multilateral institutions as a contribution to their overall budgets. Most of the multilateral organisations work with statistics and support statistics. In some cases the international organisations occupy scarce capacity of national institutions by supporting surveys that are not within country strategies or take a lower priority than other country needs. This data is required for international comparison purposes or to fulfil international monitoring and reporting requirements. It is important for donors to secure coherence between what they demand as members of multilateral institutions' boards and what is feasible taking the capacity of developing countries' national institutions into account. Sweden may want to consider how its different institutions involved in international development can work for this kind of policy coherence.

165. Further, at country level, Sida supports a number of multi-bi projects, for which it should secure coherence with its other support, both to sector programmes and to the statistical institute.

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Annex A: List of persons met

Individual	Organisation
Lars Johansson	Sida/Evaluation
Malin Synneborn Lundberg	Sida/Deso
Thomas Kjellson	Sida/Deso
Hallgerd Dyrssen	Sida/Deso
Sven Olander	Sida/Afra
Kristina Kuhnel	Sida/Afra
Ulla Andren	Sida/Europe
Anneli Hildemann,	Sida/Europe
Robert Baecklund	Sida/Europe
Berit Olsson	Statistics Sweden
Lena Åstroem	Statistics Sweden
Mats Nordin	Statistics Sweden
Chris Denell	Statistics Sweden
Stefan Molund (head of dep.)	Sida/Evaluation
Stefan Dahlgren	Sida/Evaluation (former statistics desk officer in Vietnam)
Anders Molin	Sida/Deso
Erik Korsgren	MfFA/Dep for management and methods

Annex B: List of Sida's current projects supporting statistics

Country	Project name	Project start	Project end	Budget total (SEK)	Budget total (USD)	Approx annual average (USD)
Albania	Ass. Economic Statistics	10 2001	12 2008	4,646,918	780,682	93,839
Albania	Statistics Albania 2005-8	01 2006	07 2009	20,946,800	3,519,062	676,791
Armenia	ARM Social Statistics II	01 2006	06 2010	3,630,000	609,840	117,285
Azerbaijan	AZE Statistics II	01 2006	06 2009	3,980,300	668,690	160,755
Bolivia	Nat Statist Ins Bol 05-09	12 2005	12 2009	15,000,000	2,520,000	605,813
Bolivia	Twinning on Statistics	12 2005	12 2009	20,000,000	3,360,000	807,750
Bosnia & Herzegovina	Statistics in BiH	01 2007	06 2010	14,975,600	2,515,901	604,827
Burkina Faso	BFA Statistics 2008-11	2008	2011	28,000,000	4,704,000	1,130,850
Cambodia	Statistics proj NIS-SCB	02 2006	06 2009	21,500,000	3,612,000	868,332
Cape Verde	CPV Agricultural Census	12 2003	12 2007	5,240,000	880,320	169,305
Cape Verde	SCB-INE statistics	11 2006	05 2010	11,000,000	1,848,000	355,410
China	Time Use Statisitcs	02 2004	04 2008	1,800,000	302,400	58,158
Croatia	Meta Macro Statistics	03 2006	01 2008	4,000,000	672,000	215,400
Cuba	ECLAC National Accou	11 2001	12 2007	6,000,000	1,008,000	138,471
El Salvador	SLV statistic Digestyc	07 2005	05 2008	5,800,000	974,400	234,248
Global	UN Statistic Div 05-07	07 2005	12 2008	12,900,000	2,167,200	521,000
Global	WVSA 2006	12 2006	06 2007	1,500,000	252,000	121,163
Global	METAGORA Consolidation 06	12 2006	08 2007	1,500,000	252,000	121,163
Global	METAGORA II	12 2007	05 2008	2,000,000	336,000	80,775
Guatemala	INE Statistics Sweden	05 2006	09 2009	14,000,000	2,352,000	565,425
Honduras	Stat. Supp. 2003-2007	12 2002	06 2008	20,000,000	3,360,000	461,571
Kosovo	Statistics Kosovo 2005-08	03 2005	10 2008	14,897,212	2,502,732	601,661
Kosovo	Result Based Monitoring	01 2008	06 2011	972,375	163,359	39,272
Kosovo	Statistics Kosovo 2008-10	2008	2011	13,000,000	2,184,000	525,038

Country	Project name	Project start	Project end	Budget total (SEK)	Budget total (USD)	Approx annual average (USD)
Laos	National Statistics V	07 2005	06 2009	24,400,000	4,099,200	985,455
Macedonia	Agricultural statistics M	12 2002	10 2008	14,542,317	2,443,109	335,616
Mali	Mali Statistics	2008	2011	29,500,000	4,956,000	1,191,432
Mali	Mali Statistics Planning	2008		800,000	134,400	129,240
Montenegro	Statistics in SaM	05 2004	06 2009	16,775,890	2,818,350	542,030
Mozambique	Scand stats supt INE	01 2002	03 2008	59,000,000	9,912,000	1,361,636
Namibia	NHIES 2003-2007	06 2003	05 2008	14,000,000	2,352,000	376,950
Peru	Census 2003 SCB	04 2003	12 2007	3,475,000	583,800	140,346
Philippines	PHL. Tax statistics	04 2007	12 2009	13,500,000	2,268,000	726,975
Regional Statistics Balkans	Reg Statistics Balkans	02 2005	08 2008	3,750,603	630,101	151,478
Regional Statistics Balkans	Reg Statistics Balkans	02 2008	07 2011	24,062,000	4,042,416	971,804
SADC	SADC Statistics 2007-09	2007	2010	13,000,000	2,184,000	525,038
Serbia	Statistics in SaM	05 2004	06 2009	16,775,890	2,818,350	542,030
South Africa	Stats SA II	12 2004	12 2008	2,800,000	470,400	90,468
Tajikistan	WB statistics	06 2006	10 2011	17,100,000	2,872,800	552,501
Tunisia	gender statistics	07 2003	06 2008	2,150,354	361,259	69,479
Vietnam	GSO/SCB proposal	10 2005	12 2010	142,548	23,948	3,839
Vietnam	Support GSO in PAR	12 2007	06 2011	15,500,000	2,604,000	500,805
Total				**518,563,807**	**87,118,720**	**18,471,414**