

**National Strategies for the Development of Statistics (NSDS):
Worldwide Report on Progress and Emerging Issues**

October 2008



PARIS21 Secretariat

Table of Contents

List of Acronyms	3
Executive Summary	4
I. Introduction	5
II. Report Objectives and Information Sources	6
III. Summary of Results	7
Sub-Saharan Africa	7
Arab States	8
Asia and the Pacific.....	8
Latin America and the Caribbean	9
Europe	9
IV. Key Issues from Design to Implementation	10
The NSDS Process	10
The NSDS Process in Countries.....	11
NSDS design issues	12
Funding issues	12
Implementation issues	13
V. Recommendations	14
Annex I: NSDS Status in IDA Countries (as of 30 September 2008)	16
 List of boxes	
Box 1: Donor Co-ordination in Statistics, the Case of Mali	7
Box 2: Cambodia’s Statistical Strategy	8
Box 3: Percentage of Worldwide IDA Population Covered by NSDSs	9
Box 4: World Bank Funding for NSDSs	13

List of Acronyms

CSO	Central Statistical Office
DAC	Development Assistance Committee
DQAF	Data Quality Assessment Framework
Eurostat	Statistical Office of the European Communities
GDDS	General Data Dissemination System
IDA	International Development Association
IMF	International Monetary Fund
MAPS	Marrakech Action Plan for Statistics
MDG	Millennium Development Goal
MISP	Multi-Annual Integrated Statistical Programme
NSDS	National Strategy for the Development of Statistics
NSS	National Statistical System
OECD	Organisation for Economic Co-operation and Development
OPM	Oxford Policy Management
PARIS21	Partnership in Statistics for Development in the 21 st Century
PRESS	Partner Report on Support to Statistics
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
RRSF	Reference Regional Strategic Framework for Statistical Capacity Building in Africa
SMP	Statistical Master Plan
SRF	Statistics for Results Facility
STATCAP	A World Bank lending programme for statistical capacity building
TFP	Technical and Financial Partners
TFSCB	Trust Fund for Statistical Capacity Building

Executive Summary

The National Strategies for the Development of Statistics (NSDS) approach has been adopted as a new benchmark in planning the strengthening of statistical capacity in response to evolving user needs and priorities. This report identifies what progress has been made in designing and implementing NSDSs and what remains to be done. It also considers key issues for the successful implementation of NSDSs.

The table below presents a summary of the situation in International Development Association (IDA) countries based on information available on 30 September 2008. Of the 78 IDA countries, 60 (77%) are either designing, awaiting adoption of, or are implementing NSDSs. This includes 38 (95%) of the 40 IDA countries in Sub-Saharan Africa, the region where PARIS21 has been active ever since it first launched its operations in the early 2000s.

<i>NSDS Status in IDA Countries</i>	Countries currently implementing a strategy		Countries currently designing a strategy or awaiting adoption		Countries with strategy expired or without strategy and currently planning an NSDS		Countries without a strategy nor planning one		TOTAL
	No.	%	No.	%	No.	%	No.	%	
	AFRICA	21	53%	17	42%	2	5%	0	
ASIA and PACIFIC	12	44%	3	11%	9	33%	3	11%	27
LATIN AMERICA & CARIBBEAN	3	33%	2	22%	4	44%	0	0%	9
EUROPE	1	50%	1	50%	0	0%	0	0%	2
TOTAL	37	47.5%	23	29.5%	15	19%	3	4%	78

Most of the countries that are not in the midst of an NSDS process are special cases, for example, fragile states or small island economies. For the rest, the main concern for the immediate future is to implement NSDSs, through a continuous, flexible and well managed strategic planning process, which both builds capacity and generates the data needed to reinforce development progress through to 2015 and beyond.

The success of countries in moving from planning to implementation of an NSDS will depend as much on the preparation processes as on the final document itself – including, in the design processes, involvement of policy-makers, level and breadth of consultation, early engagement with donors, and use of, or building of, local expertise. Implementation will also be affected by the extent of integration of an NSDS into higher level national policy, the range of its coverage of the national statistical system, preparation of a sequenced and prioritised reform programme, and establishing and monitoring a results framework for the NSDS.

Most countries have secured donor funds to finance the preparation of their NSDSs, but this has imposed some limitations on the process in terms of timing and flexibility. A larger concern is the extent to which NSDSs provide an effective and realistic programme of reforms and investment that will be supported and financed by governments and their development partners. Key issues include: the need to prepare effective and realistic implementation plans; effective engagement with donors; the difficulty faced by countries in managing reform and reorganisation at the same time as maintaining and improving statistical outputs; the load placed on statistical agencies in dealing with different donors' reporting and management procedures; and for NSDS teams to identify and report on appropriate outcome and output indicators.

The report concludes with recommendations for countries, partners and the PARIS21 Secretariat to address these issues.

I. Introduction

1. Strategic planning in statistics is not a new phenomenon. Nearly 20 years ago, for example, the “Addis Ababa Plan of Action for Statistical Development in Africa in the 1990s” (prepared by the UN’s Economic Commission for Africa) promoted demand-driven, user-focused national statistical development plans. Other initiatives and processes — such as the General Data Dissemination System (GDDS)¹, the Data Quality Assessment Framework (DQAF)², and the Multi-Annual Integrated Statistical Programme (MISP) framework³ — have also encouraged countries to take a strategic approach to statistical development.

2. However, only relatively recently has the wider international development community accepted the need for developing countries and transition economies to design and implement comprehensive statistical strategies. Statistics are now recognised as being essential to improve the basis for national development policies — including poverty reduction strategies (PRSs) and sector strategies — and to monitor progress toward and develop policies to achieve the Millennium Development Goals (MDGs). In 2001, the Partnership in Statistics for Development in the 21st Century (PARIS21) established a task team — entitled “Sequenced Information Strategies” then later “Strategic Statistical Development Plans” — that examined the theoretical and practical background to producing strategies and identified country experiences and best practices in strategic planning for statistics. In October 2003, the PARIS21 Steering Committee endorsed a proposal that PARIS21 focus its work programme on helping developing countries — with priority to the International Development Association (IDA) borrowing countries⁴ — to design and implement a National Strategy for the Development of Statistics (NSDS). The work of the task team was then mainstreamed into the activities of the PARIS21 Secretariat as its major thrust of work.

3. In February 2004, at the Second International Roundtable on Managing for Development Results, held in Marrakech, Morocco, participants endorsed the Marrakech Action Plan for Statistics (MAPS), which — among its six action items for establishing sustainable statistical capacity and national commitment to statistics — called on countries to design NSDSs. This approach has also been endorsed in the Reference Regional Strategic Framework (RRSF) for statistical capacity building, which is an operational framework for the MAPS in Africa. Other regions have endorsed this approach less formally, including in forum declarations or in the mainstreaming of support to NSDSs in the work programmes of regional bodies. In late-2004, the World Bank’s Trust Fund for Statistical Capacity Building (TFSCB) was restructured to allocate greater financial resources to support the preparation of statistical strategies. The NSDS approach has thus become a new benchmark in statistical planning.

¹ The GDDS — developed by the International Monetary Fund (IMF) and already with a large number of participating countries — builds on the main elements of the United Nation’s Fundamental Principles of Official Statistics, around the four key aspects of (i) data relevance, coverage, timeliness, and periodicity, (ii) quality, (iii) integrity of the data production process, and (iv) access to the data by the public. It covers a set of data that is recognised to be essential for all countries and addresses issues that are critical for compiling and disseminating data, including explicit plans for improvement to align national procedures with best practices.

² The DQAF, developed by the IMF and building on the GDDS, provides an integrated and flexible framework for assessing the quality of data used for macroeconomic and social policy.

³ The MISP, developed by the Statistical Office of the European Communities (Eurostat), is used in many countries of Eastern Europe and Central Asia as a multi-year planning mechanism to prioritise the use of national resources and international assistance for statistics.

⁴ The list of IDA borrowing countries is maintained at the following address: <http://go.worldbank.org/83SUQPXD20>

4. Among its lines of support to countries taking a strategic approach to statistical development, the PARIS21 Partnership has provided guidance on what constitutes a good strategy. An NSDS is expected to provide a country with a strategy for strengthening statistical capacity across the entire national statistical system (NSS). The NSDS provides a vision for where the NSS should be in five to ten years and sets milestones for getting there. It presents a comprehensive and unified framework for continual assessment of evolving user needs and priorities for statistics and for building the capacity needed to meet these priorities in a more co-ordinated, synergistic, and efficient manner. It also provides a framework for mobilising, harnessing, and leveraging resources (both national and international) and a basis for effective and results-oriented strategic management of the NSS.

5. In collaboration with its partners and internationally recognised experts, PARIS21 develops methodological materials in the form of guidelines, best practice papers, and brochures; makes them available in an online knowledge base⁵; and presents and distributes them in various regional and international forums, including in nearly 30 PARIS21-organised regional workshops across the world.

II. Report Objectives and Information Sources

6. The present report⁶ aims to serve as a mechanism for monitoring country progress in preparing and implementing NSDSs. Donor support to these processes is monitored through PARIS21's Partner Report on Support to Statistics (PRESS) task team, formerly known as the Light Reporting Mechanism⁷. The intention of this report is to identify — for NSDS country teams, national policymakers, bilateral donors, regional and international institutions, and all other development partners — what progress has been made in strategic statistical planning and what remains to be done if NSDS targets are to be achieved. This report can serve as an input for the design of support programmes to countries. Additionally, the report is intended to inspire NSDS country teams themselves to report in greater detail on their own strategic planning efforts.

7. The table in Annex I provides an overview of the status of statistical planning processes for all IDA borrower countries. Section III below offers a more detailed, textual summary of NSDS progress in the different regions of the world, as broadly defined by PARIS21 programmes rather than any strict geopolitical classification. Section III expands its coverage to some of the other countries eligible to receive Official Development Assistance (ODA), as set out by the Development Assistance Committee (DAC)⁸, as well as other non-ODA countries to whom PARIS21 has also lent support or with whom PARIS21 has worked (*e.g.*, Qatar, United Arab Emirates). Member countries of the Organisation for Economic Co-operation and Development (OECD) are excluded from this report. Section IV considers key issues for the successful implementation of NSDSs.

8. The information contained herein has been gathered through discussions with countries and partners and the analysis of existing country documents. Regional workshops, including those organised by

⁵ <http://www.paris21.org/knowledgebase/>

⁶ The first iteration of this report — *Preliminary Worldwide Progress Report on National Strategies for the Development of Statistics (NSDS)* — was produced in April 2006 and is available at <http://www.paris21.org/documents/2302.pdf>

⁷ The team's initial report, entitled *Review of Support to Statistical Capacity Building in Sub-Saharan Africa: From Reporting to Collaboration*, can be accessed at the following address: <http://www.paris21.org/documents/2293.pdf>

⁸ The DAC List of ODA recipients is available at <http://www.oecd.org/dac/stats/daclist/>

PARIS21, have been valuable in facilitating the exchange of information with countries and other partners. Additional information is available on country websites, as well as in IMF, World Bank, UN Statistics Division, and PARIS21 databases.

III. Summary of Results

9. Annex I sorts the status of NSDS progress into two categories (“existing NSDS” and “next NSDS”) and four sub-categories each (“None,” “Completed, awaiting adoption,” “Implementation,” and “Expired” for the existing NSDS; and “Not yet planned,” “Planned,” “Being designed,” and “Completed, awaiting adoption” for the next NSDS). Definitions for these sub-categories are provided in the legend to Annex I. This nomenclature will be used throughout the report to describe the status of country NSDS progress and tally the number of countries at various stages of NSDS preparation/implementation.

10. Of the 78 IDA countries, 23 are currently designing an NSDS or have designed one that awaits government adoption (30%), 37 are currently implementing a strategy (47%), 15 do not have a strategy in place but are planning to design one (19%), and 3 neither have a strategy in place nor are planning to design one (4%). Countries in the midst of an NSDS process — that is, those who are designing, awaiting adoption of, or implementing strategies — therefore account for 60 of the 78 total IDA countries (77%).

11. The sub-sections below break down progress in the different regions.

Sub-Saharan Africa

12. Sub-Saharan Africa countries have benefitted from PARIS21 support since the Partnership first launched operations in the early 2000s. While the first regional workshops addressed improvements to the data user–producer dialogue, the focus of these events shifted to strategic planning in late 2004. In addition to the organisation of these regional meetings, PARIS21 has also conducted missions to countries to provide guidance and direct assistance in their strategic planning, has helped mobilise technical and financial support for NSDS design and implementation, has helped organise roundtables with technical and financial partners, and has facilitated peer reviews of NSDS processes among countries.

13. Of the 40 IDA countries in Sub-Saharan Africa, 21 are currently implementing a strategy (5 of whom are also designing their next NSDS), and a

Box 1: Donor Co-ordination in Statistics, the Case of Mali

To improve the co-ordination and harmonisation of policies targeting aid to statistics in Mali, a group of the country’s main technical and financial partners (TFPs) in statistics was created in October 2007 at the behest of the Swedish co-operation. This group supported the country’s national statistical office in the preparation of the statistical component of a donor round table held in Bamako in June 2008. The group’s overall goal is to help the Mali government better co-ordinate TFP support to the national statistical system (NSS) by establishing a regular dialogue on the funding, implementation, and monitoring/evaluation of the NSDS. The group’s specific objectives are therefore the following:

- Organise a regular and sustainable dialogue on statistics among the TFPs.
- Better co-ordinate support to the NSS around the NSDS (in accordance with the principles of the Paris Declaration on Aid Effectiveness).
- Strengthen advocacy to national authorities for increased national resources to be allocated to the NSS.

The joint declaration presented by this group at the donor round table helped demonstrate to high-level Mali authorities the extent to which the community of donors in the country take statistical development seriously. The quality of the dialogue established and the advocacy activities that have been undertaken over the course of the group’s first year should help kick off a more efficiently implemented NSDS for the country.

further 17 have either designed strategies that await adoption or are in the process of designing one. Only two countries (Angola and Somalia) neither have a strategy in place nor are designing one; however, both have expressed plans to design an NSDS in the near future. Furthermore, Angola had a previous strategy which recently expired. African countries in the midst of an NSDS process — that is, those who are designing, awaiting adoption of, or implementing strategies — therefore account for 38 of the region’s 40 IDA countries (95%).

Arab States

14. PARIS21 has organised forums for the Arab region in 2003 (Jordan), 2005 (Oman), and 2007 (Yemen) to share experiences and discuss issues relating to NSDSs. The next such event will be held in 2009 in Egypt. PARIS21’s regional programme for the Arab States covers the twenty-two member states of the League of Arab States. Several of these countries are also covered in the Sub-Saharan Africa programme; namely, Comoros, Djibouti, Mauritania, Somalia, and Sudan. Those five countries are excluded from this section of the report, as they are addressed in the section above. It should also be noted that, for simplicity of presentation, Yemen — as the only non-African IDA country in this region — is counted under Asia and the Pacific⁹ in the Annex I tables rather than comprising a section on its own.

15. Of the seventeen non-Sub-Saharan African countries in the region, five (Oman, Palestine, Syria, Tunisia, and Yemen) are implementing existing strategies, and another five (Algeria, Jordan, Lebanon, Qatar, and the United Arab Emirates) are designing their next strategies. Six countries (Egypt, Iraq, Kuwait, Libya, Morocco, and Saudi Arabia) do not have an existing strategy but are planning one. No information could be located on Bahrain’s strategic planning process.

Asia and the Pacific

16. PARIS21’s regional NSDS programme for Asia began in late 2005. In collaboration with the UN Economic and Social Commission for Asia and the Pacific, PARIS21 organised four regional forums on strategic planning in statistics, covering the majority of the region’s countries (in South Asia, Central Asia, Southeast Asia, and East / Northeast Asia). To date, PARIS21 has not yet organised a regional NSDS event for the Pacific; however, the Secretariat did hold a special session in the margins of the April 2005 Pacific Islands Regional Heads of Planning and Statistics Meeting to expose some issues related to strategic planning.

17. Of the 26 IDA countries in Asia excluding Yemen (see paragraph 14 above), 11 are currently implementing a strategy, and 3 are in the process of designing one. A further 11 countries neither have a strategy in place nor are designing one; however, 9 of these have expressed plans to design an NSDS. Asian countries in the midst of an NSDS process — that is,

Box 2: Cambodia’s Statistical Strategy

Cambodia’s central statistical office — the National Institute for Statistics (NIS) — produced a “Statistical Master Plan for Cambodia” (SMP) dated October 2005. The SMP sets out a long-term, prioritised plan for the country’s NSS, including the NIS, statistical units in line ministries, and the National Bank of Cambodia. It was designed in close consultation with line ministries and development partners and with the financial assistance of the TFSCB. The country used PARIS21’s statistical capacity building indicators to provide a baseline capacity score for monitoring progress. In addition to general support to the statistical system from a wide variety of bilateral and multilateral donors, the Asian Development Bank is currently lending technical assistance to help implement the SMP.

⁹ Yemen is also a member country of the UN Economic and Social Commission for Western Asia.

those who are designing, awaiting adoption of, or implementing strategies — therefore account for 14 of the region’s 26 IDA countries (54%).

18. Although Indonesia recently graduated from IDA borrower status, it is worth noting that they are currently drawing on TFSCB support to design their statistical strategy, as have recently several other non-IDA countries (Belarus, Kazakhstan, Russia, and Thailand) as well as IDA countries (Armenia, Bhutan, Cambodia, India, Lao PDR, Mongolia, and Sri Lanka).

Latin America and the Caribbean

19. Prior to PARIS21’s regional programme for Central America, none of the six countries had statistical strategies in 2004, but they have since been assisted through a phased series of workshops and funding from the TFSCB. Regional PARIS21-organised NSDS events have also been held in the Andean Community (2007) and the Caribbean (2008).

20. Of the nine IDA countries in Latin America and the Caribbean (LAC), three are currently implementing a strategy, and two are in the process of designing one. Four countries neither have a strategy in place nor are designing one; however, all four have expressed plans to design an NSDS. LAC countries in the midst of an NSDS process — that is, those who are designing, awaiting adoption of, or implementing strategies — therefore account for five of the region’s nine IDA countries (56%).

21. The NSDS approach has attracted non-IDA countries in the region as well, with Costa Rica, El Salvador, Guatemala, Panama, Peru, and Uruguay all producing strategies in recent years.

Europe

22. To date, PARIS21 has not engaged directly in NSDS activities in Europe. Until very recently, this region counted three IDA countries: Albania, Bosnia-Herzegovina, and Moldova. Albania graduated from IDA status in FY08 and therefore is not included in the Annex I tables. It should be noted, however, that Albania is currently implementing their statistical strategy. Bosnia-Herzegovina is currently implementing their NSDS, while Moldova is designing their next one since the existing one expired in 2006.

Box 3: Percentage of Worldwide IDA Population Covered by NSDSs

NSDS guidance recommends that countries design strategies that cover the entire statistical system. While NSDSs in some countries do still address only the central statistical office (CSO), the trend is now toward system-wide strategies. If one accepts that an NSDS (CSO-only or NSS-wide) benefits the entire population, then one can easily calculate the percentage of the world’s IDA population covered by statistical strategies.

According to Annex I, 60 of the 78 IDA countries either are designing a strategy, have a strategy designed awaiting government adoption, or are already implementing one. These countries represent 88% of the total IDA population. Removing India from this calculation — as it is implementing a strategy and represents 45% of the world’s IDA population by itself — 78% benefit from a statistical strategy. The population covered is lowest in Asia where only 85% are covered (57% minus India).

Source: Population figures are from 2005 and were drawn from the *UNdata* website at: <http://data.un.org>.

IV. Key Issues from Design to Implementation

The NSDS Process

23. To a considerable extent, the NSDS process supported by PARIS21 has been remarkably effective and successful. As of the end of September 2008, more than 75 per cent of countries eligible to receive IDA assistance either had an NSDS in place or were in the process of preparing one. Out of 78 IDA countries, less than 25 per cent neither have a completed strategy nor are preparing one. Most of these countries, however, are special cases, for example, fragile states or small island economies. By most criteria, therefore, the MAPS objective of ensuring that, as appropriate, all developing countries have an NSDS in place has largely been met; the main concern for the immediate future is to move from planning to implementation.

24. The support that PARIS21 has been able to provide to the NSDS process through documentation and the knowledge base, the regional programmes, and through general advocacy has undoubtedly been an important component in this success. The 2006 Light Evaluation¹⁰ concluded that “NSDSs have become a brand for PARIS21 that embodies what its objectives are” and this situation seems to have been further strengthened in the intervening period since the evaluation was completed.

25. As originally envisaged, NSDS was seen as a process, since strategic planning, if it is to be successful, must be continuous; it is not simply a matter of preparing a document and then having this formally endorsed or approved. The guidance makes it clear that an effective national statistical system will be one that is continuously monitoring the demand for its products, which is identifying its strengths and weaknesses and which is making strategic choices about how best to respond to external opportunities and threats. For statistical systems in small open economies, which is the situation for most developing countries, it is important to have processes in place that allow for a rapid response to new opportunities and to new demands. What is less clear, however, is the extent to which both developing countries and their development partners identify the NSDS brand as one which is about a process of continuous planning or as one which focuses more on a specific product, that is, an endorsed and approved document.

26. The conclusion of the OECD 2008 Survey on Monitoring the Paris Declaration¹¹ that “in general the establishment of results-based frameworks lags behind the formulation of plans, meaning the need for accelerated progress in order to meet the 2010 targets is even more acute” applies equally well to the NSDS process. What is needed to meet the MAPS targets and to generate the data needed to monitor development progress to 2015 and beyond are not just good plans, but also a firm commitment to continuous strategic planning, coupled with sustained levels of investment and effective management. The challenge for PARIS21, therefore, is how to re-position the NSDS brand to emphasise the importance of continuous planning and implementation. The remainder of this section of the report aims to identify the main challenges and issues facing this process.

¹⁰ Pierre Spitz, *PARIS21 Light Evaluation, Final Draft Report*, June 2006.

¹¹ OECD, *2008 Survey on Monitoring the Paris Declaration: Effective Aid by 2010, What Will it Take?*, Paris, September 2008.

The NSDS Process in Countries

27. The NSDS documentation emphasises that the process of preparing an NSDS is as important as the final document. The way in which goals and targets are set, in which strategies are defined and priorities determined and in which an implementation plan is prepared is a major determinant of whether or not the whole process will be successful. It is unlikely that any plan that has been prepared with little or no consultation and that does not take into account the views of stakeholders will ever be effective. An important part of the review of the NSDS process in countries is therefore to look at how the strategy was prepared as well as the contents of the final product.

28. Although there has not, as yet, been any formal evaluation or assessment of the many NSDSs that have been prepared so far, there are a number of useful sources of information available including the national documents in the PARIS21 knowledge base. The NSDS process also has a number of important parallels with other planning processes, in particular the initiatives in place since 2000 for countries to prepare PRSs as the basis for debt relief and development assistance. Some of the issues identified from these and other sources include the following:

- *How the decision to prepare an NSDS was made and who initiated the process.* PARIS21 has been successful in persuading the managers of statistical systems of the importance of strategic planning for statistics and continues to advocate to policy makers. A key challenge for the future is to identify how the Consortium can interact with policy makers more deeply and persuade them of the importance of proper planning for statistics. In countries where the decision to prepare an NSDS has been made at the policy making level, there seems to be greater potential for actually putting the strategy into effect.
- *Who led the process, who was involved, and how extensive the consultation process was.* Although the evidence is not yet conclusive, it is expected that the level of ownership and interest in the strategy will be directly related to the level of involvement in its preparation and to the effectiveness of the consultation process, this certainly seems to have been the case with PRS preparation. In a number of countries a widening of the initial process to include agencies responsible for statistical activities other than the CSO has proved helpful. Elsewhere it has been important to ensure that the consultative process is inclusive, bringing in providers, compilers, and users of official statistics at all levels.
- *The extent to which donors and international agencies have been involved in NSDS preparation and the level of ownership among development partners.* A recent evaluation of statistical capacity building in the framework of the Paris Declaration identified the extent to which donors are actively involved in the preparation of statistical strategies as an important factor in promoting harmonisation and future levels of support¹².
- *The extent to which the teams involved in preparing the NSDS either had or were able to get access to the skills and expertise needed.* While many countries have been able to supplement skills and expertise with technical assistance, there are concerns, reported in the OPM evaluation, where consultants have largely been responsible for the whole process. The time available in most

¹² Oxford Policy Management (OPM), *Evaluation Framework for Statistical Capacity Building Synthesis Report and case study reports*, London, August 2008.

countries to prepare the NSDS has meant that it has proved difficult to transfer skills and to develop local expertise.

NSDS design issues

29. In the absence of a formal review, evidence from different sources indicates a number of issues concerning the design of the NSDS and its translation into an implementable programme of activities. Key concerns and issues that have emerged include the following:

- *The extent to which the NSDS is based on and embedded within higher level strategy documents, in particular the national poverty reduction strategy or other national policy statements.* In some cases, for example Mali and Sierra Leone, specific efforts to integrate the NSDS with the PRS has resulted in a stronger process with wider ownership and involvement.
- *The coverage of the NSDS and, in particular, the extent to which the issues and concerns of the whole national statistical system have been addressed.* In some countries the process has been led by and has largely focused on the needs and concerns of the central statistical agency, and the needs of other statistical producers, especially those based in line ministries, have not been addressed. In these circumstances it has sometimes been difficult to gain widespread support for the strategy. Elsewhere — for example in Bolivia, Burkina Faso, Kenya, Mali, Niger, Peru, and Uganda — efforts have been made to include sectoral concerns. While this process has usually taken longer, it has often resulted in a more comprehensive strategy and one which has wide support across government.
- *The extent to which the constraints and problems facing the national statistical system have been fully identified and a sequenced and prioritised strategy set out to address them.* In some cases, NSDSs have identified the problems constraining the statistical system, but have not fully identified how these need to be addressed or in what sequence. Prioritisation and sequencing of reforms seems to be one of the most difficult issues facing NSDS design teams and one where further training and support may well be needed.
- *An inadequate emphasis and focus on results in many NSDSs, with typically more information being given to inputs than to outputs and outcomes.* One difficulty that seems to be faced by many NSDS teams and one where further support may well be needed is in specifying precisely what results and outcomes are to be achieved and how they are to be measured and monitored.

Funding issues

30. Two funding issues emerge from the review of the NSDS process and both are highlighted in the OPM review. The first concerns the extent to which countries have been able to finance the preparation of the NSDS, and the second and larger concern is the extent to which NSDSs provide an effective and realistic programme of reforms and investment that will be supported and financed by governments and their development partners.

31. While it is clear, simply from the number of countries that either have an NSDS in place or are preparing one, that most developing countries have been able to finance the preparation, this does not necessarily mean that there have been no problems. In general the cost of preparation is fairly small between US\$100,000 and US\$200,000 in most cases, and the use of donor finance has imposed some limitations on the process in terms of timing and flexibility.

32. The main sources of finance for the preparation of an NSDS that are available to countries have been the World Bank's TFSCB, the African Development Bank (for African countries), and bilateral donors. Concerns have included:

- Some problems in accessing funds and the management load imposed by donor requirements in respect of procurement and financial management;
- Inflexibility in timing, in particular the emphasis on a final product – an approved or endorsed NSDS document – rather than on a continuous process; and
- Lack of understanding, from statistical agencies and NSDS design teams, of donor processes and hence delays in getting technical assistance and in procuring other resources.

33. The NSDS guidance material places emphasis on a process and a document that sets out an implementation plan, with a realistic set of costs and a financing plan. A limited review of NSDS documents undertaken as part of the preparation for the launch of the Statistics for Results Facility (SRF) identified that just 26 out of the 56 NSDSs then in place had identifiable costs and a financing plan. The main concerns related to the preparation of costs were:

- The limited capacity available to NSDS teams to prepare costs, budgets, and a financing plan;
- The limited integration of NSDSs with financial mechanisms, including integration with medium-term expenditure frameworks and the budget cycle and a limited awareness and understanding of donor planning and funding processes;
- The problems related to prioritising and sequencing reforms and investments resulting in unrealistic estimates of the financing gap; and
- Difficulties faced by NSDS teams in putting together a realistic procurement and expenditure plan.

Implementation issues

34. The ultimate test of the quality of the NSDS process is whether actions are put in place and investments made to address the structural and other problems identified and whether, as a

Box 4: World Bank Funding for NSDSs

Many different sources of external financial support are available to countries designing or implementing their NSDSs. In addition to the traditional loans or grants from bilateral or multilateral partners, three World Bank mechanisms place assistance to NSDSs at the heart of their support programme.

The *Trust Fund for Statistical Capacity Building* (TFSCB) provides grants to help strengthen the capacity of statistical systems in developing countries. The TFSCB supports three types of projects: (1) the development of NSDSs, (2) non-NSDS statistical capacity building projects, and (3) the participation of developing country statisticians at major international conferences. There is currently a ceiling of US\$400,000 per project, with a maximum implementation period of three years.

The *STATCAP* lending programme provides loans or credits to finance interventions identified in an NSDS. While its support may focus on the development of statistics in specific sectors, it is intended to finance the implementation of an NSDS and support the long-term development of the national statistical system.

The recently launched *Statistics for Results Facility* (SRF) aims to build country capacity to manage for development results, align statistical efforts more closely with national development plans and PRSs, and facilitate the implementation of NSDSs. The SRF provides incentives for donors and governments to work together towards a Sector-Wide Approach (SWAp) in statistics. The primary role of the Facility is to provide grant funds to meet any remaining financing gaps, if needed.

For more information:

- **TFSCB:** <http://go.worldbank.org/J61TST8T20>
- **STATCAP:** <http://go.worldbank.org/FXMEFCFRK0>
- **SRF:** <http://www.paris21.org/documents/3159.pdf>

result, the performance of the statistical system improves. The major challenge for the period leading up to 2010 and beyond is not to develop new plans, but rather to put those that are already prepared into effect. As yet, almost 50 per cent of IDA borrowers are implementing their strategies, but all countries still need assistance in scaling up this effort, including to fill financing gaps. This was the main theme of the Third International Roundtable on Managing for Development Results that took place in Hanoi in February 2007 and a number of initiatives are now being developed, especially the SRF that was launched at the Third High-Level Forum on Aid Effectiveness held in Accra during September 2008.

35. Key issues that will need to be addressed if the implementation challenge is to be met include the following:

- *Helping countries to prepare effective and realistic implementation plans.* Although, in principle the NSDS guidance includes the need to prepare an implementation plan, in practice in many countries this is often done at a later stage. Examples include Ghana, Kenya, and Mongolia. The need for a separate stage to prepare an implementation plan should be recognised in preparing funding requests and in setting out a timetable.
- *The importance of bringing donors into the process, especially when an implementation plan is being prepared so that costs and financing plans can be prepared on a realistic basis.* It is also important to have in place a forum so that donor interest in and commitment to the NSDS can be followed through in terms of financing and implementation. Such a forum can also provide a mechanism for co-ordinating technical and financial partners at the country level.
- *The recognition of constraints on implementation, including especially the management and implementation capacity of statistical agencies.* Many statistical agencies are being required to implement complex programmes while managing a process of internal reform and reorganisation and yet still providing outputs from an ongoing statistical programme. Implementation plans need to be realistic both in terms of the capacity in place and what support can be provided in the short to medium term.
- *The load placed on statistical agencies in terms of managing a programme supported by a number of donors each with different reporting requirements and management procedures.* PARIS21 has already prepared guidance on the use of system-wide approaches¹³ to improve donor harmonisation, and it is important that support is provided to countries to put these into effect on the ground.
- *Providing support to countries to identify appropriate outcome and output indicators and then to put in place robust reporting mechanisms that can be used and are trusted by all stakeholders.* Countries are also likely to need help to compile base-line information. Areas of concern are likely to include techniques such as user satisfaction surveys and the use of statistical capacity indicators.

V. Recommendations

For countries still designing their NSDS:

¹³ PARIS21, *A Guide to Using a System-wide Approach to Implement National Strategies for the Development of Statistics (NSDS)*, Paris, October, 2007. <http://www.paris21.org/documents/3071.pdf>

- Ensure the involvement of policy-makers and a high level and breadth of consultation
- Engage as soon as possible with donors and make time to understand their procedures
- Make use of local expertise and/or ensure the transfer of skills in design processes

For countries either still designing or preparing for implementation:

- Ensure integration of the NSDS into higher level national policy documents
- Ensure wide coverage of the national statistical system
- Prepare a sequenced and prioritised reform programme to address identified constraints and problems
- Identify and report on indicators to monitor inputs, outputs, and outcomes of NSDSs.

For partners assisting the design and implementation of NSDSs:

- Address the limitations on timing and flexibility of the process, including problems in accessing and managing funds
- Emphasise the continuous nature of the NSDS process rather than the NSDS document itself
- Simplify, harmonise, and facilitate understanding of donor planning and funding processes, including adopting a system-wide approach for statistics centred on the NSDS

For the PARIS21 Secretariat:

- Prepare guidance to assist (a) fragile states and (b) small island economies in designing NSDSs
- Prepare guidance and facilitate training on preparing a sequenced and prioritised action plan
- Develop an example results framework for an NSDS
- Develop guidance on preparing a costing and financing plan for an NSDS
- Support countries wishing to put a system-wide approach for statistics into effect

Annex I: NSDS Status in IDA Countries (as of 30 September 2008)

The following table presents the status of National Strategies for the Development of Statistics (NSDS) in International Development Association (IDA) borrower countries¹ as of 30 September 2008. The information is drawn from four principal sources:

- Direct information provided by countries;
- Country work of PARIS21 Regional Advisors;
- Websites of key development partners (in particular the World Bank's Country Statistical Information Database);
- Websites of countries' national statistical offices.

The table is sorted by geographical region and provides information on existing strategy, next NSDS, and PRSP time span. It should be noted that, while existing strategies may not necessarily follow the NSDS guidelines, most strategies currently being designed follow them. This table is updated on a regular basis, as information is received, and is available on the PARIS21 website.

LEGEND

For existing NSDS

Category	Definition
No strategy	There is no strategy in place.
Completed, awaiting adoption	An NSDS document has been completed but has not yet been adopted by the government.
Implementation	An NSDS document has been adopted by the government and is being implemented.
Expired	The existing strategy has expired.

For next NSDS

Category	Definition
Not yet planned	The process to design an NSDS has not yet started.
Planned	The process to design an NSDS has been initiated (<i>e.g.</i> , roadmap) and funding is being sought.
Being designed	An NSDS is being designed with funding secured
Completed, awaiting adoption	An NSDS document has been completed. Once approved, it will replace the existing NSDS.

COUNTRY	EXISTING STRATEGY			NEXT NSDS		PRSP Time span
	Status	Name	Time Span	Status	Time span	
AFRICA						
Angola	Strategy expired	<u>Plano Estatístico Nacional de Medio Prazo</u>	2002 - 2007	Planned		2003-2008
Benin	Implementation	<u>Plan for only CSO (INSAE)</u>	2005 - 2014	Completed awaiting adoption ⁱⁱ	2007-2012	2006-2008
Burkina Faso	Implementation	<u>Schéma Directeur de la Statistique</u>	2004 - 2009	Planned ⁱⁱⁱ	2009-2012	Review in progress
Burundi	Strategy expired ^{iv}	Statistics Action Plan	2004 - 2007	Being designed	2007-2011	2006-2009
Cameroon	Strategy expired	<u>Multi annual plans 2003-2005</u>	2003 - 2005	Being designed ^v	2008 - 2012	2003-2008
Cape Verde	Implementation	<u>Plano estatístico</u>	2006 - 2010	Not yet planned		2005-2007
CAR	No strategy			Being designed ^{vi}		Under preparation
Chad	Strategy expired	<u>PPAST--Programme d'Activités Statistiques à Moyen-Terme</u>	2002 - 2007	Being designed		2004-2008
Comoros	Implementation ^{vii}	Stratégie Nationale de Développement de la Statistique	2008 - 2012	Not yet planned		2008-2012
Congo	Implementation ^{viii}	<u>Programme pluriannuel de développement statistique</u>	2005 - 2009	Not yet planned		Interim PRSP (2004)
Côte d'Ivoire	Completed, awaiting adoption	Stratégie Nationale de Développement de la Statistique 2008-2010	2008 - 2010	Not yet planned		Interim PRSP (2002)
Djibouti	Implementation	<u>Schéma Directeur de la Statistique</u>	2006 - 2010	Not yet planned		2006-2010
DRC	No Strategy			Being designed ^{ix}		2006-2008
Eritrea	Implementation	Master plan for development economics statistics		Planned ^x	2008-	No PRSP
Ethiopia	Implementation	<u>Medium Term National Statistical Program for Ethiopia</u>	2004 - 2008	Being designed	2008-	2002-2006
Gambia	Implementation	<u>Master Plan for the Statistics System of The Gambia</u>	2006 - 2011	Being designed ^{xi}	2008-2011	2007-2011
Ghana	Strategy expired	GSS Short Term Action Plan	2001 - 2005	Being designed	2008-	2006-2009
Guinea	No Strategy			Being designed ^{xii}	2008-2013	2007-2012
Guinea-Bissau	No Strategy			Being designed ^{xiii}	2008-2013	2006-2008
Kenya	Implementation	<u>Strategic plan for National Statistical System</u> ^{xiv}	2004 - 2008	Not yet planned		2003-2007
Lesotho	Strategy expired	CSO Plan	2002 - 2005	Being designed	2007-2012	2004-2007
Liberia	No Strategy			Being designed		Interim PRSP (2006)
Madagascar	Completed, awaiting adoption ^{xv}	Stratégie Nationale de Développement de la Statistique	2007 - 2012	Not yet planned		2007-2012
Malawi	Implementation	<u>NSO Strategic Plan</u>	2007 - 2011	Being designed	2008-2012	2006-2011
Mali	Implementation ^{xvi}	<u>Schéma Directeur de la Statistique</u>	2006 - 2010	Not yet planned		2007-2011
Mauritania	Completed, awaiting adoption ^{xvii}	<u>Stratégie Nationale de Développement de la Statistique</u>	2007 - 2012	Not yet planned		2006-2010
Mozambique	Implementation	<u>Plano estrategico do sistema estatístico nacional</u>	2008 - 2012	Not yet planned		2006-2009
Niger	Implementation	<u>Stratégie Nationale de Développement de la Statistique</u>	2008 - 2012	Not yet planned		2008 - 2012
Nigeria	Implementation	<u>Statistical Master Plan for the Nigeria National Statistical System</u> ^{xviii}	2005 - 2009	Not yet planned		2003-2007

COUNTRY	EXISTING STRATEGY			NEXT NSDS		PRSP Time span
	Status	Name	Time Span	Status	Time span	
Rwanda	Implementation	<u>Rwanda national institute of statistics strategic plan</u>	2007 - 2011	Not yet planned		2007-2012
Sao Tome and Principe	Completed, awaiting adoption ^{xxix}	Estratégia Nacional de Desenvolvimento Estatístico	2008 - 2012	Not yet planned		2003-2015
Senegal	Implementation ^{xxx}	<u>Schéma Directeur de la Statistique</u>	2008 - 2013	Not yet planned		<u>2006-2010</u>
Sierra Leone	Implementation ^{xxxi}	National Strategy for the Development of Statistics	2008-2012	Not yet planned		2005-2007
Somalia	No strategy			Planned		No PRSP
Sudan	Implementation	Central Bureau of Statistics Strategic Plan	2003 - 2008	Planned		I-PRSP (2003/4)
Tanzania	Completed, awaiting adoption ^{xxxii}	<u>Tanzania Statistical Master Plan</u>	2008 - 2018	Not yet planned		2005-2008
Togo	No strategy			Being designed ^{xxxiii}	2007-2012	Interim PRSP (2007)
Uganda	Implementation	<u>Plan for National Statistical Development</u>	2006 - 2011	Not yet planned		2005-2008
Zambia	Strategy expired	<u>Zambia CSO Strategic Plan</u>	2003 - 2007	Being designed ^{xxxiv}	2008 -	2006-2010
Zimbabwe	Implementation	National Strategy for the Development of Statistics	2007 -	Being designed		No PRSP
ASIA and PACIFIC						
Afghanistan	Implementation	<u>5-Year Statistical Master Plan (SMP)</u>	2004 - 2009	Not yet planned		Interim PRSP (2006)
Armenia	No strategy			Being designed		2004-2008
Azerbaijan	Implementation	State Program on improvement of the official statistics	2008-12	Not yet planned		2003-2005
Bangladesh	No strategy			Planned		2005-2015
Bhutan	Implementation	Three-Year Action Plan	2006 - 2008	Being designed		2002-2007
Cambodia	Implementation	<u>Statistical Master Plan for Cambodia</u>	2008 - 2015	Not yet planned		2006-2010
East Timor	No strategy			Planned		2002-2007
Georgia	No strategy			Planned		2003-2007
India	Implementation	National Strategic Statistical Plan	2007-2012	Not yet planned		No PRSP
Kiribati	No strategy			Not yet planned		No PRSP
Kyrgyzstan	Implementation	<u>Statistical Master Plan for the Development of the State Statistics and Information system in the Kyrgyz Republic</u>	2006 - 2009	Not yet planned		2003-2005
Laos	Implementation	<u>National Statistic Plan</u>	2006 - 2010	Not yet planned		2003-2008
Maldives	No strategy			Planned		<u>2006 -2010</u>
Mongolia	Implementation	<u>Program of Official Statistics Development</u>	2006 - 2010	Not yet planned		2003-2006
Myanmar	No strategy			Planned		No PRSP
Nepal	Strategy expired ^{xxxv}	<u>Consolidated National Statistical Plan</u>	2003 - 2007	Not yet planned		2002-2007
Pakistan	No strategy			Being designed		2004-2008
Papua New Guinea	No strategy			Planned		2005 - 2010
Samoa	No strategy			Planned		No PRSP
Solomon Islands	No strategy			Planned		No PRSP
Sri Lanka	No strategy			Being designed		2002-2007
Tajikistan	Implementation	<u>Multi-year integrated statistical plan</u> ^{xxxvi}	2005 - 2009	Not yet planned		2002-2005

COUNTRY	EXISTING STRATEGY			NEXT NSDS		PRSP Time span
	Status	Name	Time Span	Status	Time span	
Tonga	Strategy expired	Corporate plan (for NSO)	2005 - 2007	Not yet planned		No PRSP
Uzbekistan	No strategy			Planned		Interim PRSP (2005)
Vanuatu	Implementation	<u>Vanuatu National Statistics Office Strategic Plan</u>	2008 - 2013	Not yet planned		No PRSP
Vietnam	Implementation	Strategic Program for Development of Statistics	2003 - 2010	Not yet planned		2006-2010
Yemen	Implementation	<u>Statistical Master plan</u>	2006 - 2010	Not yet planned		2006-2010
LATIN AMERICA AND CARIBBEAN						
Bolivia	Implementation	Plan estratégico institucional	2005 - 2009	Planned	2008-2012	2002-2006
Dominica	No strategy			Planned		2006-2010
Grenada	No strategy			Planned		Interim PRSP (2006)
Guyana	No strategy			Being designed		2002-2009
Haiti	No strategy			Being designed		Interim PRSP (2006)
Honduras	Implementation	<u>Estrategia Nacional para el Desarrollo Estadístico de Honduras</u>	2006 - 2010	Not yet planned		2001-2015
Nicaragua	Implementation	<u>Estrategia nacional de desarrollo estadístico</u>	2006 - 2011	Not yet planned		2006-2010
Saint Lucia	No strategy			Planned		No PRSP
St. Vincent and the Grenadines	No strategy			Planned		No PRSP
EUROPE						
Bosnia-Herzegovina	Implementation	<u>Multi-annual programme of the BIH statistics</u>	2005 - 2008	Not yet planned		2004-2007
Moldova	Strategy expired	<u>Statistical Capacity Master Plan</u>	2004 - 2006	Being designed		2004-2006

NOTES

- ⁱ Since the last update, Albania and Indonesia were removed as they are no longer IDA borrower countries.
- ⁱⁱ Benin: The NSDS was adopted by the National Statistical Council in January 2008. The communication for the minister's council is ready and is expected to be approved.
- ⁱⁱⁱ Burkina Faso: The country has requested support for a full NSDS to cover the period 2009-2012.
- ^{iv} Burundi: The NSDS is being designed and is planned to be officially adopted in October 2008.
- ^v Cameroon: The draft NSDS has been completed and was to be adopted by CNS by the end of August 2008.
- ^{vi} CAR: The NSDS design process has stalled due to institutional problems in the NSO.
- ^{vii} Comoros: The NSDS has been approved in the Ministers Council in February 2008. Funding is under discussion.
- ^{viii} Congo: The implementation is waiting for the official validation of the new statistical law (planned to be adopted in Ministers Council in June 2008).
- ^{ix} DRC: The NSDS design is still underway (diagnosis phase). It is planned to be adopted by the end of 2008.
- ^x Eritrea: "The NSO should start to prepare a comprehensive Master Plan covering all its statistical activities. Drawing on the experience gained from the plan for economic statistics." *Mid term review*. Statistics Norway. January 2007.
- ^{xi} Gambia: The NSDS currently being implemented is also being revised to cover the period 2008 – 2011.
- ^{xii} Guinea: The NSDS is planned to be adopted by the end of 2008.
- ^{xiii} Guinea-Bissau: The ENDE is planned to be adopted by the end of 2008; however, the design phase has stalled.
- ^{xiv} Kenya: A STATCAP was approved in March 2007.
- ^{xv} Madagascar: The NSDS has been presented to the government.
- ^{xvi} Mali: The NSDS was approved in the Council of Ministers in January 2006. Funding is under discussion.
- ^{xvii} Mauritania: The NSDS has been approved by the National Statistical Council but not yet by the Government.

-
- xviii Nigeria: The Plan is at Federal level and links into NEEDS (Nigerian PRSP). Further plans for state statistical systems are under consideration.
- xix Sao Tome and Principe: The ENDE is planned to be adopted by the end of 2008.
- xx Senegal: The NSDS was validated in June 2007 and presented to the Consultative Group in October 2007. A roundtable for funding the NSDS is under preparation and will take place in Dakar in the coming weeks.
- xxi Sierra Leone: The NSDS was approved by the Parliament on 17 April 2008.
- xxii Tanzania: The launch of the TSMP is planned to take place around Africa Statistics Day (18/11/2008) with PARIS21 support.
- xxiii Togo: The NSDS is planned to be adopted by the end of 2008.
- xxiv Zambia: The NSDS covering the entire NSS is due to be completed by October 2008
- xxv Nepal: Despite recent political stagnation and insurgency, the country anticipates a new era of peace. In this light it is expected that the AsDB "RETA 6333: Statistical Capacity Building in Asia and the Pacific" project will help pave the path to a well functioning statistical system in the country.
- xxvi Tajikistan: A STATCAP was approved in May 2006.