



Oxford Policy Management

**Independent Evaluation of the
International Household Survey
Network (IHSN) and Accelerated Data
Program (ADP)**

Final report

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Executive Summary

Introduction

This report presents the results of an independent evaluation of the International Household Survey Network (IHSN) and the associated Accelerated Data Programme (ADP). Oxford Policy Management, a UK based consulting company has been contracted by OECD to carry out the evaluation.

The objectives of the evaluation are: (i) to assess the impact, effectiveness, efficiency and sustainability of both the IHSN and ADP and of their institutional arrangements; (ii) to assess the relevance of both programmes in the context of the evolving statistical capacity development agenda; and (iii) to provide guidance on how the programmes could be strengthened and improved in the future.

The evaluation was carried out over a six month period and the main evaluation instruments were: a review of all relevant documents, stakeholder interviews, five country case studies, and two eSurveys covering data producers and users.

The report falls into two parts: the evaluation of IHSN/ADP activities over the period since inception, and an assessment of the options open to IHSN and ADP.

The International Household Survey Network (IHSN) was established in 2004 following the adoption of the Marrakech Action Plan for Statistics at the Second Roundtable on Managing for Development Results in February 2004. The Accelerated Data Programme (ADP) was launched in 2006, to assist developing countries to implement improved practices in survey design and implementation and in microdata management.

The IHSN/ADP has been implemented jointly by PARIS21 and the World Bank. The objectives of the Network are: (i) to improve coordination of internationally sponsored survey programmes; (ii) to increase the availability of coordinated and practical technical and methodological guidelines for all stages of the survey life cycle; (iii) to establish and promote access to a central survey data catalogue; (iv) to develop and promote the adoption of standards, tools, and guidelines that allow data producers to document, disseminate, and preserve microdata; and (v) to improve collaboration between data producers and users. The ADP is a technical assistance and training programme to help developing countries adopt and use the standards, tools and guidelines generated by IHSN. Its objective is to increase the use and value of survey data, in particular to help data producers and users in developing countries make better use of existing data and to align survey programmes and statistical outputs to priority data needs.

When the IHSN and the ADP were established no log-frame or intervention logic was defined and there has been no formal monitoring and evaluation system as such. A logical framework for IHSN and ADP was developed in 2011, but this has only been in place for one year. In order to assess the OECD DAC criteria of relevance, efficiency, effectiveness, impact and sustainability, the evaluation team developed two theories of change to determine whether the activities and outputs of the IHSN and the ADP have been appropriate and have led to the desired outcomes and impacts.

Findings

The evaluation concluded that the establishment of IHSN and ADP was a **relevant** response to the recommendations of MAPS and its mission has continued to remain relevant. The two programmes have fulfilled a good part of their remit, and have filled a clear niche. No other

statistical programme has focused on archiving surveys and increasing access to microdata. However there are parts of the original mission that have not been addressed, especially improved coordination of internationally sponsored survey programmes and improved collaboration between data producers and data users.

In terms of **efficiency**, for IHSN most outputs have been achieved. For ADP, Task 1 outputs have been achieved in a significant number of countries. Task 2 activities have only started at a fairly late stage and have yet to result in significant outputs.

The evaluation finds that the use of financial and human resources by both IHSN and ADP has been quite economical. There has been good use of South consultants and efforts to promote South-South sharing of expertise and experience. The number of full-time equivalent staff in both programmes has been kept remarkably small for the results achieved; by situating ADP at OECD the management fees for the Secretariat have been kept at a lower level than other comparable programmes. However, more effort could have been made in recent years to shift some of the costs to recipient organisations.

The picture is less clear when we come to evaluate **effectiveness**. Although many countries and some international organisations have set up their own survey catalogues based on the IHSN National Data Archive (NADA) application, this has not, as far as the evaluation can tell, led to an increased use of existing survey data.

Access to microdata appears to have increased in a number of countries. Figures collected in 2013 indicate that in many countries significant numbers of users are registering with NADAs, but there is no information as to what microdata sets they are downloading and how they are using them. In the countries with the highest number of registered users, it was previously possible to access microdata but the introduction of a NADA has made access easier. Many countries in Africa are not using those elements of the software which permit almost automatic download of microdata and also register usage. Undoubtedly, IHSN has created greater awareness of what microdata are available.

The IHSN catalogue has been a very useful reference tool, but has had inadequate promotion. At the country level, National Statistical Organisations (NSOs) are not doing as much as they could to improve access, and in some cases, see microdata management tools as more important, in that they have helped them document and organise their own data sets better.

At present, IHSN/ADP has not been effective in improving the coordination of surveys. Better documentation may have led to more emphasis on quality control of surveys, but overall, there has been little documented effect on survey quality. IHSN has not operated as a network in the usual sense of the term, with the secretariat tending to engage with its partners on a one-to-one basis. In order to make progress towards achieving greater coordination of surveys, there will have to be more effort towards working collaboratively with partners.

In terms of **impact**, IHSN/ADP has improved data availability, both through the IHSN catalogue and through assisting countries to establish their own NADAs. It has had limited impact on the collaboration between data producers and data users and has not had any impact that the evaluation could find on the coordination of internationally sponsored survey programmes. It has contributed to an environment of more open data, but it remains to be seen what impact it may have on the use of household survey data beyond internationally renowned academic institutions and the research departments of international organisations. IHSN could do more in terms of advocacy and promotion, but could also strengthen collaboration with partner organisations whose mandate focuses more on data usage.

The **sustainability** of the outputs achieved by IHSN/ADP has quite limited financial implications. There are three established outputs; the maintenance of the software (including the NADA and the microdata toolkit), the use of the microdata toolkit to archive data at national and organisational level, and the maintenance of country NADAs. The first of these is a matter of programmer time and institutional commitment. It is important as there has been an implicit, and at times explicit, commitment by the IHSN to the countries that have adopted the toolkit and established NADAs, but the financial implications of this are not high.

For the other two outputs, the sustainability is very much dependent on the capacity and commitment of NSOs. In the countries where the NSO has reasonable staffing levels, a good IT capacity and a degree of financial autonomy, the NADA has been maintained and surveys have been documented and added to the archive as they have been carried out. Sustainability does seem a major issue, however, in countries where the NSO is more dependent on external funding and where there is relatively high staff turn-over. It is important that data archiving and the maintenance of a national data archive become institutionalised within national procedures if the achievements of the IHSN and the ADP are to be sustained.

The **governance** of IHSN has been quite light touch since its inception. The Management Group has met annually at most, with gaps in some years. It discusses a proposed work plan and provides guidance on IHSN priorities. IHSN and ADP develop annual work plans and provide six-monthly financial and progress reports, which are submitted to the World Bank. However the level of detail required is not high. There are quite limited opportunities for partner organisations to participate in management decisions, and no formal role for other stakeholders, such as heads of NSOs.

There is no formal M&E system in place. It is not clear that anyone has the obligation to match work plans against progress reports, and there are no measurable performance indicators as far as the evaluation is aware. Reporting against the funding recently provided by DFID has required IHSN to report against targets and milestones, but this is new and it is not clear as yet what, if any, effect this will have on programme management. The evaluation feels that the identification of and reporting against some higher level indicators would bring about a greater strategic focus for the programme, which would be appropriate as it reaches maturity and can no longer be regarded as a pilot programme.

Overall, the evaluation team concludes that both IHSN and ADP have made considerable achievements since their inception in 2004 and 2006. The initial mandate was very ambitious and has been narrowed down to a more practical set of objectives. Software tools have been developed for data archiving and for setting up NADAs and ADP has helped train NSO staff to use these, and to archive surveys more effectively. Some progress has been made on improving access to microdata, though there are still legal, political and, in some cases, technical issues to address at national level. A start has been made to improving data and survey quality but progress has been slow. There are still challenges of cooperation, both at national and at global levels.

The future programme

Looking forward, the report makes recommendations for the future development and IHSN and ADP. It also recognises that this development will need to take into account the evolving international statistical architecture, the implementation of the Busan Action Plan for Statistics (BAPS) and, especially the evolving development agenda for the period from 2015 onwards, when the current Millennium Development Goals will come to an end.

While IHSN and ADP have interacted with many of the main actors in the international statistical system, so far there has been no direct involvement with the United Nations Statistical Commission

(UNSC). The UNSC brings together heads of national statistical agencies from UN member states from all regions of the world and it is the decision making body for the setting of statistical standards, the development of concepts and methods and their implementation at the national and international levels. If the standards, guidelines and recommendations that IHSN develops are to continue to be widely used then it will be important for UNSC to be involved.

The international statistical architecture has evolved over time, typically in response to a specific need or concern and as a result is complicated and extensive. It is continuing to change, although not always in a planned or consistent way. One, not always intended, outcome of this complexity is the actual and potential duplication of both activities and statistical products, especially software tools. Many developing countries have expressed their frustration with this situation and it is an area where the IHSN or its successor could make an important contribution.

There are a number of implications for IHSN and ADP that come directly from the implementation arrangements for BAPS. Most importantly, BAPS updates and strengthens the mandate for IHSN and ADP activities, requiring that work to develop and implement standards for data preservation, documentation and dissemination continues and is extended. In addition, the link with open data, providing for full public access to statistics, is emphasised.

In the discussions around the post-2015 development agenda, there are also important implications for IHSN and ADP. In particular the emphasis on better data and the call for a data revolution present an important opportunity. It will be important to ensure that the development of IHSN is linked directly with the proposal for a Global Partnership on Development Data.

The evaluation report proposes that the work of IHSN/ADP should be continued after 2015 at least until 2020. The proposals are divided into two distinct components: the short term from now until the end of 2015; and the period from 2015 onwards.

Short-term recommendations

Between now and the end of 2015, the assumption is that the work programme will proceed largely in line with existing priorities and objectives. The changes that are proposed are largely incremental and it is anticipated that they can be implemented within the current resource envelope.

The main short-term recommendations are: (i) to reaffirm the involvement of partners in the Network and to strengthen the Management Group; (ii) to initiate the involvement of IHSN with the United Nations Statistical Commission; (iii) to promote raised awareness of the importance and availability of microdata through improved advocacy; (iv) to ensure that IHSN-type activities are included in national and regional strategies for the development of statistics; (v) to develop a strategy for engagement and disengagement with ADP partner countries; (vi) to facilitate greater experience sharing between countries; and (vii) to develop a more coherent programme of publications.

Longer-term proposal

For the longer term, in response to the terms of reference, the evaluation team has developed a scenario for the development of the statistical environment post-2015. The team believes that the most likely scenario for post-2015 is one where the demand for data will continue to increase, national statistical systems will continue to be the main source of development data, but there will be an increasing focus on and interest in alternative data sources.

The scenario suggests that increased demand for statistics will continue to be translated into demand for the products and services of national statistical systems, especially surveys and

censuses. At the same time though, the limitations of these data sources will mean that other kinds of data will be more widely used. NSOs will need to improve the efficiency and effectiveness of their survey programmes and also find ways to make use of other kinds of data. In particular there is likely to be an increased interest in exploiting “*big data*” to provide a much more disaggregated analysis of the changes that are taking place, in as close to real time as possible.

Based on the findings from the evaluation and the expected scenario for post-2015, the evaluation team recommends that the Network be extended to operate over the period from 2015 to 2020, and proposes some key adjustments for the way forward. The aim is to build on the achievements of the first eight years, but with a number of important changes to respond to the evolving environment for statistics. In particular, the network should be positioned as a component of the Global Partnership on Development Data.

It is proposed that the network will support the maintenance and development of standards, tools and guidelines for the documentation and use of microdata and will promote their adoption and use by countries and international agencies.

The proposed institutional structure of the proposed programme consists of a small secretariat, a small permanent technical team, and temporary technical teams established to undertake specific tasks as required. Members of the network would carry out much of the work programme based on in-kind contributions and some financial support from the network. Where required the inputs from network members will be supplemented by inputs from the secretariat and the permanent technical team.

The outputs and activities to be carried out under the proposed programme may be considered under two main categories. First are those activities related to the assessment and analysis of existing data and the improvement of national data programmes, including, but not necessarily limited to, household surveys and censuses. Second, those technical activities such as the inventory, documentation and dissemination of microdata; these include the development of software tools and guidance within the framework of appropriate standards, including the DDI.

The network should aim to remain engaged with the UN Statistical Commission. For some or all parts of the technical work programme this could be done by setting up an Inter-Sectoral Working Group, following the model used to prepare SNA2008. Another possibility would be to establish a “Friends of the Chair” (FOC) Group. The purpose of this group would be to review and reach agreement on the use of tools and standards.

The evaluation team recommends that the continuation of ADP as a separate technical assistance programme does not really make sense after 2015. It is recognised that there is likely to be a need to promote outreach and the widespread adoption of the tools and guidelines as well as advocacy generally. It is clear, though, that the existence of separate technical assistance funds targeted at a specific set of actions does not really fit in with the logic of BAPS or the approach of supporting countries to identify their own priorities through the NSDS process.

In the longer term, technical assistance should be provided through general support to NSDS implementation rather than through separate funds under the control of different technical programmes. Where technical assistance needs to be provided by the network, it should not be provided by the secretariat directly. Rather we recommend that technical assistance is provided from consultants with the required expertise and experience or by members of the network. As far as possible, technical assistance should aim to have a multiplier effect, for example by the training of trainers. Direct support to countries should be minimised and should generally be provided through existing TA projects and programmes.

The secretariat of the network should be established within an existing institution with a global mandate and a clear interest in microdata management. Options for the location of the network secretariat include: the Development Data Group in the World Bank; the PARIS21 Secretariat; or the UN Statistics Division.

The permanent technical team of the network does not necessarily need to be in the same location as the secretariat and the decision as to where it should be located should be made independently. The possible options for the location of the permanent technical team include: the Development Data Group in the World Bank; the PARIS21 Secretariat; the UN Statistics Division; and an existing research centre or agency, outside the traditional international statistical architecture, with an international mandate and expertise in microdata management and use.

Governance arrangements should not be very complicated or heavy and should build on existing processes. It is suggested that the work of the network and accountability to the funding agencies would be managed through a Network Management Group. This Group would approve work programmes and budgets, provide advice on priorities and strategies and decide on the allocation of resources.

Membership of the network should be extended to include national statistical agencies as well as international agencies and other organisations with an interest in its work.

The resource requirements for the proposed programme are of the order of just under \$22 million in 2013 prices for a period of 5 years. A second option, based on a smaller budget, would eliminate the technical assistance budget, increase the commissioning fund and reduce the size of the secretariat. The estimated cost of the second option over five years is \$14.5 million in 2013 prices.

The evaluation team looked at several possible funding models and recommends that the most appropriate funding model would be to identify a group of donor agencies and establish a multi-donor trust fund. It will be important to ensure that management of the trust fund does not unduly constrain the work of the network. It would need to allow multi-year financial commitments to be made and be able to transfer funds on the basis of agreed work programmes approved by the Management Group.

It is recommended that consideration be given to modifying the name of the network to indicate that household surveys are not the only focus of the work programme. One important factor in favour of retaining the International Household Survey Network name is that it is well recognised and has a good reputation for the quality of its work and the tools. Against this is the need for the name to reflect the breadth and depth of the network's activities.

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List of Abbreviations

ADB	Asian Development Bank
ADP	Accelerated Data Program
AfDB	African Development Bank
ANADO	Archives Nationales des Données
ANDA	Archivo Nacional de Datos
ASI	Annual Survey of Industries (India)
BAPS	Busan Action Plan for Statistics
BAS	Bureau of Agricultural Statistics (Philippines)
BEAMS	BLES Electronic Archived Microdata System
BEANS	BAS Electronic Archiving and Network Service
BLES	Bureau of Labor and Employment Statistics (Philippines)
BSP	Bangko Sentral ng Pilipinas
CEPAL/CELADE	Centro Latinoamericano y Caribeño de Demografía
CSA	Central Statistical Office (Ethiopia)
CSI	Chief Statistician of India
CSO	Central Statistical Organisation (India)
DAC	Development Co-operation Directorate, OECD
DGF	Development Grant Facility
DCDS	Direction de la coordination et la développement de la Statistique
DDI	Data Documentation Initiative
DFID	Department for International Development, U.K.
DHS	Demographic and Health Survey
EC	Economic Census (India)
EDQAF	Ethiopian Data Quality Assessment Framework
ENADA	Ethiopian National Data Archive
ENBC	Enquête Nationale sur les Budgets et la consommation des Menages
FAO	Food and Agriculture Organization
FNRI	Food and Nutrition Research Institute (Philippines)
IAEG	Inter-Agency Expert Group
IASSIST	International Association for Social Science Information Services and Technology
IEG	Independent Evaluation Group (World Bank)
IHSN	International Household Survey Network
ILO	International Labour Organization
INS	Institut National de la Statistique
ISIC	International Standard Industrial Classification
ISPS	Information System on Planned Surveys and Censuses

ISSP	India Statistical Strengthening Project
IT	Information Technology
LSMS	Living Standards Measurement Study
M&E	Monitoring and Evaluation
MAPS	Marrakech Action Plan for Statistics
MDG	Millennium Development Goal
MG	Management Group
MICS	Multiple Indicator Cluster Study
MOSPI	Ministry of Statistics and Programme Implementation (India)
NADA	National Data Archive
NSCB	National Statistical Coordination Board (Philippines)
NSDS	National Statistical Development Strategy
NSO	National Statistical Office, National Statistics Office (Philippines)
NSODA	National Statistics Office Data Archive
NSS	National Statistical System
NSSO	National Sample Survey Organisation (India)
OECD	Organisation for Economic Cooperation and Development
OPM	Oxford Policy Management
PASTAGEP	Programme d'Appui au Système Statistique National et à l'Etat Civil
PARIS21	Partnership in Statistics for Development in the 21st Century
PBS	Promotion of Basic Services
PSDP	Philippines Statistical Development Plan
PSS	Philippines Statistical System
PUF	Public Use Files
REDATAM	REtrieval of DATa for small Areas by Microcomputer
RSDS	Regional Statistical Development Strategy
SDDS	Special Data Dissemination Standard
TA	Technical Assistance
ToC	Theory of Change
TOR	Terms of Reference
UNDG	United Nations Development Group
UNESCO UIS	United Nations Educational, Scientific and Cultural Organisation, Institute for Statistics
UNSC	United Nations Statistics Commission
WB	World Bank
WB-DECDG	World Bank, Development Economics Development Data Group
WFP	World Food Programme
WHO	World Health Organisation

1 Introduction

The International Household Survey Network (IHSN) was established in 2004 following the adoption of the Marrakech Action Plan for Statistics (MAPS) at the Second Roundtable on Managing for Development Results in February 2004. Its objectives are to improve the availability, accessibility and quality of household survey data within developing countries and to encourage its use by researchers, governments and policy makers. Since its inception, IHSN has developed guidelines, tools and software to improve data collection practices and to help data producers improve the documentation and archiving of survey and census microdata. IHSN has also developed an on-line survey catalogue to enable users to browse and search surveys.

The Accelerated Data Program (ADP) was launched in 2006 to assist developing countries to implement improved practices in survey design and implementation and in microdata management.

Oxford Policy Management has been asked to carry out an evaluation of the IHSN/ADP and to make recommendations for its future strategy. Although IHSN and ADP were included in an evaluation of MAPS in 2008 and an IEG review of global statistics programs in 2011, this is the first evaluation focusing on IHSN/ADP alone.

1.1 Purpose of evaluation

The terms of reference¹ identify the main objectives of the evaluation as being: (i) to assess the impact, effectiveness, efficiency and sustainability of both the IHSN and ADP and of their institutional arrangements; (ii) to assess the relevance of both programs in the context of the evolving statistical capacity development agenda; and (iii) to provide guidance on how the programs could be strengthened and improved in the future.

The evaluation has two concerns: first, to review what has been achieved so far and to evaluate both programs using internationally recognised standards and methods of evaluation; and, second, to use the results to provide guidance on how both programs could be strengthened in the future. The final report (this report) is required to be split into two equal sections, the first focusing on the backward looking evaluation and the second forward-looking including a future scenario and recommendations.

1.2 Approach and methodology

The evaluation was carried out over a six month period. During the inception period, visits were made to the two centres for the Secretariat, the OECD in Paris and the World Bank (WB) in Washington D.C. Based on these initial interviews, and a preliminary analysis of documentation provided by ADP, an inception report was presented, which set out the methodology to be applied in the course of the evaluation.

The main evaluation instruments were:

- Document review - an assessment of the administrative reports, mission reports, earlier evaluations, and technical outputs of IHSN and ADP
- Stakeholder interviews - interviews were carried out in person or by telephone of key staff in member organisations of IHSN, including the World Bank and OECD. Other stakeholders were also interviewed where possible. The list of interviewees is given in Annex H.

¹ See Annex A

- Case studies - short trips of around three days were undertaken to five countries which have been involved with IHSN/ADP: Ethiopia, Niger, India, Philippines and Colombia. The countries were chosen by ADP and represented a range of situations and length of engagement with ADP. All were countries where ADP activity was judged to have had positive outcomes. Based on the short visits, background documentation and interviews, short case studies were written up and are presented in the annexes.
- Two eSurveys were carried out. One was of producers of statistics which was sent out to ADP country focal points as well as heads of statistical agencies found in the PARIS21 contact list. The other was of data users. This was posted on the IHSN, ADP and PARIS21 websites. The link to the survey for users was also shared with heads of statistical agencies and ADP focal points with the request to distribute it to users in their own networks. Selected international and national networks of researchers were contacted directly with the request to participate.

Neither IHSN nor ADP had log frames or theories of change when they were established. There have been no sets of indicators against which they report, or to assess progress, until very recently, in 2011. In order to have some framework against which to assess outcomes and impact, the evaluation team developed a theory of change for each, which was discussed with the IHSN and ADP Secretariat. After some changes this was validated, and has been used to structure the evaluation report. The theories of change are presented in Chapter 2.

1.3 Report structure

The report falls into two parts: the evaluation of IHSN/ADP activities over the period since inception, and an assessment of the options open to IHSN and ADP.

Chapter 2 gives a brief overview of the establishment of first IHSN, then ADP. It presents a timeline of the activities carried out and also presents the theories of change developed by the evaluation for both IHSN and ADP.

Chapter 3 presents the findings of the evaluation, drawing on all sources of information available to the team. These are divided into the OECD/DAC criteria of relevance, efficiency, effectiveness, impact and sustainability, plus a discussion of governance.

Chapter 4 examines the changing international context and assesses the likely demand for surveys and other forms of statistics in the light of the Busan Action Plan for Statistics and the post-2015 post-MDG agenda.

Chapter 5 presents short-term recommendations for IHSN and ADP based on the evaluation findings. For the longer term a scenario is developed, where there is an increased demand for data, national statistics continue to be the main source for development data, but there is an increasing interest and focus on alternative sources of data. Proposals for the future development of IHSN and ADP are presented under this scenario.

Annexes C-G contain the five country case studies that were carried out as part of the evaluation, and Annex I includes a report on the two eSurveys.

2 Evolution of the IHSN and ADP

2.1 Marrakech Action Plan for Statistics

In February 2004, the Second Roundtable on Managing for Development Results brought together representatives from developing countries and development agencies in Marrakech, Morocco. The aim was to discuss how to strengthen and harmonise both country activities and agency support to monitoring and evaluation for reporting on development results. One of the outcomes was the adoption of a global plan for statistics, the Marrakech Action Plan for Statistics (MAPS) - a specific set of actions to build statistical capacity and to support evidence-based decision making. The actions were grouped into two sets: The first set of recommendations addressed national needs and the second set addressed international responsibilities. A key action point of MAPS in the second set was the creation of an International Household Survey Network to bring survey sponsors and survey users together. In doing so, the international community acknowledged the critical role played by sample household surveys in generating the data needed in developing countries to support the planning, implementation and monitoring of development policies and programmes. The network was expected to facilitate the sharing of information and the mobilization of international support for more efficient approaches to conducting household surveys in developing countries. It also was expected to establish a global information centre containing household survey and metadata and identify good dissemination practices that promote analysis and research.² The International Household Survey Network (IHSN) was established in September 2004.

The Accelerated Data Program (ADP) was launched in 2006, as part of the implementation of MAPS. ADP was created to undertake improvements needed for monitoring the Millennium Development Goals, by providing financial and technical assistance to improve survey programmes in participating countries. The ADP takes advantage of tools and guidelines developed or provided by the IHSN.

2.2 IHSN/ADP objectives, activities, governance and funding

In line with its original mandate rooted in MAPS, the key objectives of the IHSN are currently stated as:³

- Improved coordination of internationally sponsored survey programs, with emphasis on timing, sequencing, frequency, and cost-effectiveness
- Availability of coordinated and practical technical and methodological guidelines for all stages of the survey life cycle
- Availability of a central survey data catalogue to inform data users of the availability of survey and census data from multiple sources
- Availability of standards, tools, and guidelines that would allow data producers to document, disseminate, and preserve microdata according to international standards and best practices
- Improved collaboration between data producers and users

In order to achieve these objectives, IHSN's main activities are to maintain a central catalogue of survey metadata from official statistics producers in developing countries, produce guidelines and reference materials, and to develop/maintain software tools for the documentation, preservation, anonymisation, cataloguing, dissemination, and archiving of survey metadata and microdata. The

² The Marrakech Action Plan for Statistics (2004), action 4

³ <http://ihsn.org/home/content/about/objectives>

IHSN is an informal network (i.e., it is not a legal entity) and the voluntary membership is currently limited to organisations and agencies providing financial and/or technical support to the implementation of survey programmes in developing countries. IHSN does not provide technical or financial support to producers or users of official statistics in developing countries – this is administered entirely through ADP.

The central objective of ADP is to:⁴

- Increase the use and value of survey data, i.e., to help data producers and users in developing countries make better use of existing data and to align survey programs and statistical outputs to priority data needs.

In order to achieve this objective, ADP's key activities are stated as: establishment of national survey data repositories in participating countries; and to make existing survey microdata more widely and easily accessible. This includes:⁵

- Data inventory, documentation, dissemination and preservation (Task 1);
- Assessment and improvement of the quality of existing surveys, with a particular focus on improving the relevance, reliability and comparability of future data (Task 2); and
- Design of improved national survey programs and implementation of new data collection activities (Task 3).

As mentioned above, the IHSN was established in September 2004, with a small secretariat at the World Bank. Since 2006 and with the launch of the ADP, the IHSN/ADP has been implemented jointly by the World Bank and PARIS21 with a split secretariat in Paris and Washington. PARIS21 receives funding from the World Bank for this purpose. The IHSN/ADP Secretariat is overseen by a Management Group. This group is responsible for setting the overall policy direction and for approving the IHSN/ADP Secretariat's work programme. It should be noted however that the oversight provided by the Management Group (MG) is currently rather light, with MG meetings being rather informal and held at most annually (with gaps in some years). A detailed organogram of the IHSN/ADP can be found in Annex B.

IHSN was funded until recently primarily through the World Bank's Development Grant Facility (DGF), with DFID providing additional funding since mid-2011.⁶ ADP is funded similarly through the DGF and (since 2011) through DFID, with various in-country activities often implemented with additional funding from relevant international agencies (e.g. AfDB) and national development partners (e.g. GIZ, Government of Luxembourg). The amount of annual DGF funding varied slightly over the years but was around USD 1 million for the IHSN and around USD 2 million for the ADP. It is likely that DGF will support the programmes until 2016. DFID will contribute GBP 1.24 million over a period of five years from August 2011 to June 2016.

2.3 IHSN/ADP activities (timeline)

As stated formally in the above mandate, objectives and activities of the IHSN, it was established primarily to be a network that improves the coordination and quality of internationally-sponsored survey programmes in developing countries. After attempting initially to engage directly in coordination activities, IHSN soon realised that international agencies would or could provide only very limited information for the IHSN's newly developed Information System on Planned Surveys

⁴ <http://adp.ihsn.org/node/204>

⁵ ADP Final Report, DGF 401010-04

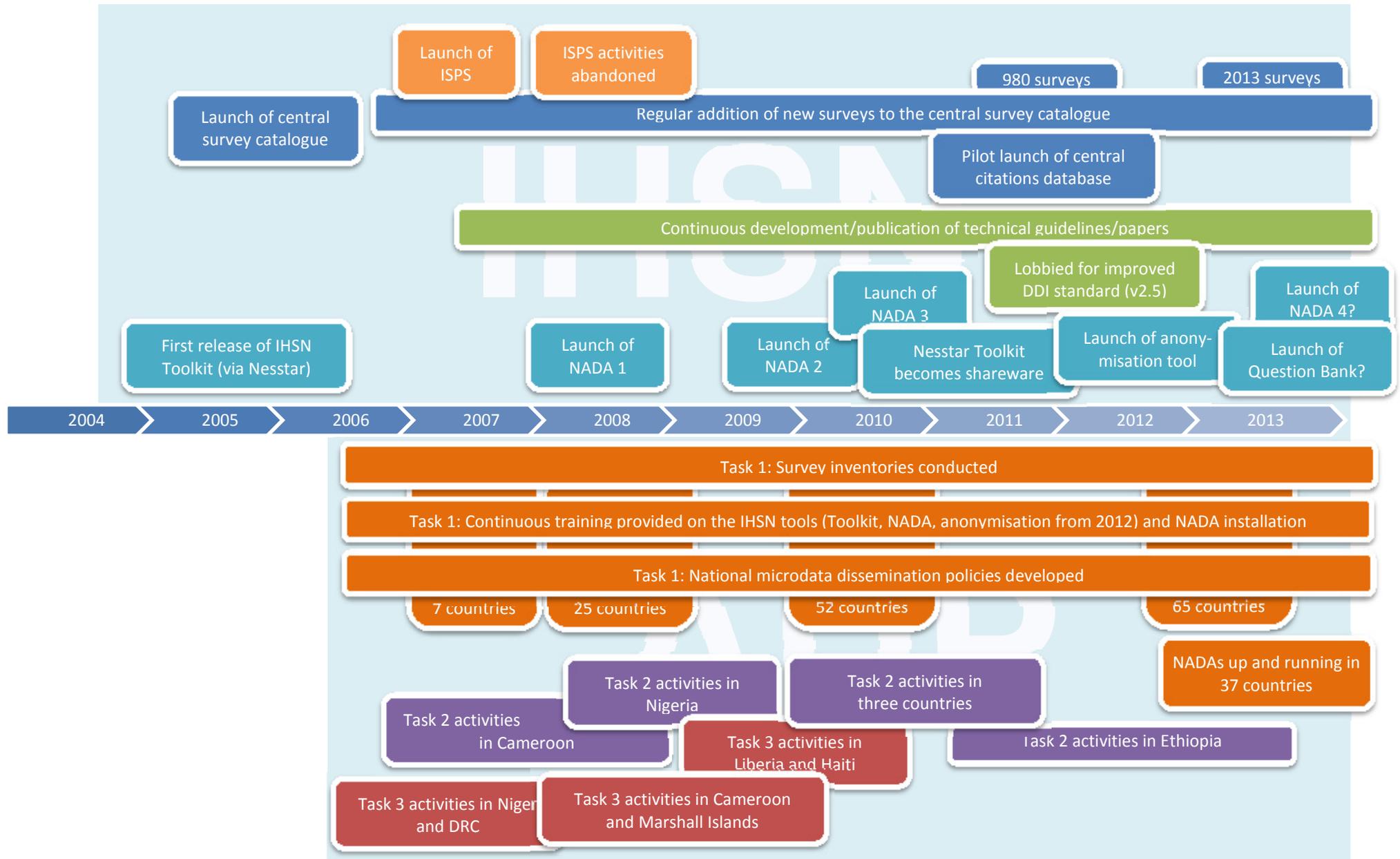
⁶ Prior to 2011, other institutions had provided in-kind support to IHSN, but the DGF was the only continuous grant to IHSN.

and Censuses (ISPS), and maintenance proved very difficult. Hence, this objective was largely abandoned and IHSN focussed more on its other objectives, namely the development of tools for data documentation/archiving/anonymisation/dissemination and the harmonisation of international survey methods and instruments through the production of guidelines and reference material.

Similarly, the ADP was initially established with the primary objective of providing financial and technical assistance to improve survey programmes in participating countries. Following some initial activities under Task 3 and due to the lack of funding required to achieve this objective, ADP shifted its focus mainly towards its activities of data inventory, documentation, dissemination and preservation (Task 1) and to a lesser degree to the assessment and improvement of the quality of existing surveys (Task 2).

The timeline in Figure 2.1 below illustrates these shifts in focus of IHSN and ADP, and provides an overview of the activities carried out since the initial shift. The upper half of the timeline shows key IHSN activities, grouped by colour into activities of: (a) internationally-sponsored survey coordination; (b) central cataloguing; (c) development of guidelines, standards and reference material; and (d) development of software tools. The lower half of the timeline shows key IHSN activities, grouped by colour into activities of the three task types.

Figure 2.1 Timeline of IHSN/ADP activities



As illustrated in Figure 2.1, IHSN has made continuous progress on its central cataloguing activities, with 2013 surveys registered in DDI-compliant format in the central survey catalogue at the time of this evaluation. Guidelines and reference materials were also produced and published continuously by IHSN in cooperation with various member and non-member partners. The software tools such as NADA, the Toolkit⁷ and the anonymisation tool were also maintained and developed for improved functionality and usability. The activities relating to coordination of internationally-sponsored survey programmes (namely the ISPS) were abandoned early on.

By 2013, ADP had conducted Task 1 activities in 65 countries. This included survey inventories, training on the IHSN software tools, installation of country NADAs (37 countries currently have NADAs up and running), documentation of survey backlogs, and finally the development of national microdata dissemination policies. A rough estimate by the IHSN/ADP Secretariat suggests that around 1300 surveys were documented in partner countries through direct ADP involvement and support. In addition, approximately 1500 surveys were documented by partner institutions themselves without direct ADP involvement. In contrast to the rapid expansion of ADP Task 1 activities, it was decided early on that Task 2 and 3 would be of lower priority. By the time of the evaluation, Task 3 activities had pretty much ended altogether,⁸ and Task 2 activities were being carried out in only one country.

2.4 Theory of change

A theory of change is the description of a sequence of interventions or activities which leads to a desired outcome. It can be used as a check on whether the activities and outputs of a project or programme are appropriate for leading to the desired outcomes and impacts and to explain the rationale – how things are intended to work. Theories of change can be used as organising frameworks to guide implementation and also evaluation.

The evaluation developed specific theories of change for IHSN and ADP, presented below. These theories of change were developed by first identifying the activities carried out by IHSN and ADP, then linking these, through relevant outputs, to outcomes and impacts as identified by mission statements as given on the IHSN and ADP websites. These were discussed with the secretariat. The priorities of ADP in particular changed over the period of the evaluation. However, because the evaluation covered the entire period since 2004, the theory of change was based on the initial mission statement and objectives. The two theories of change are set out in Figures 2.2 and 2.3 below.

⁷ The IHSN Toolkit was initially a slightly modified and IHSN-branded version of a commercial software developed by Nesstar Ltd. In the UK, IHSN paid Nesstar for the modification and licensing of the Toolkit to ADP partners. In 2011, Nesstar decided to provide the Toolkit free of charge to all users, and IHSN/ADP therefore decided to drop the special IHSN-branded version, thus simply recommending the general Nesstar Toolkit to ADP partners for survey documentation.

⁸ Apart from some minor engagement in Vanuatu since 2012.

Figure 2.2 IHSN theory of change

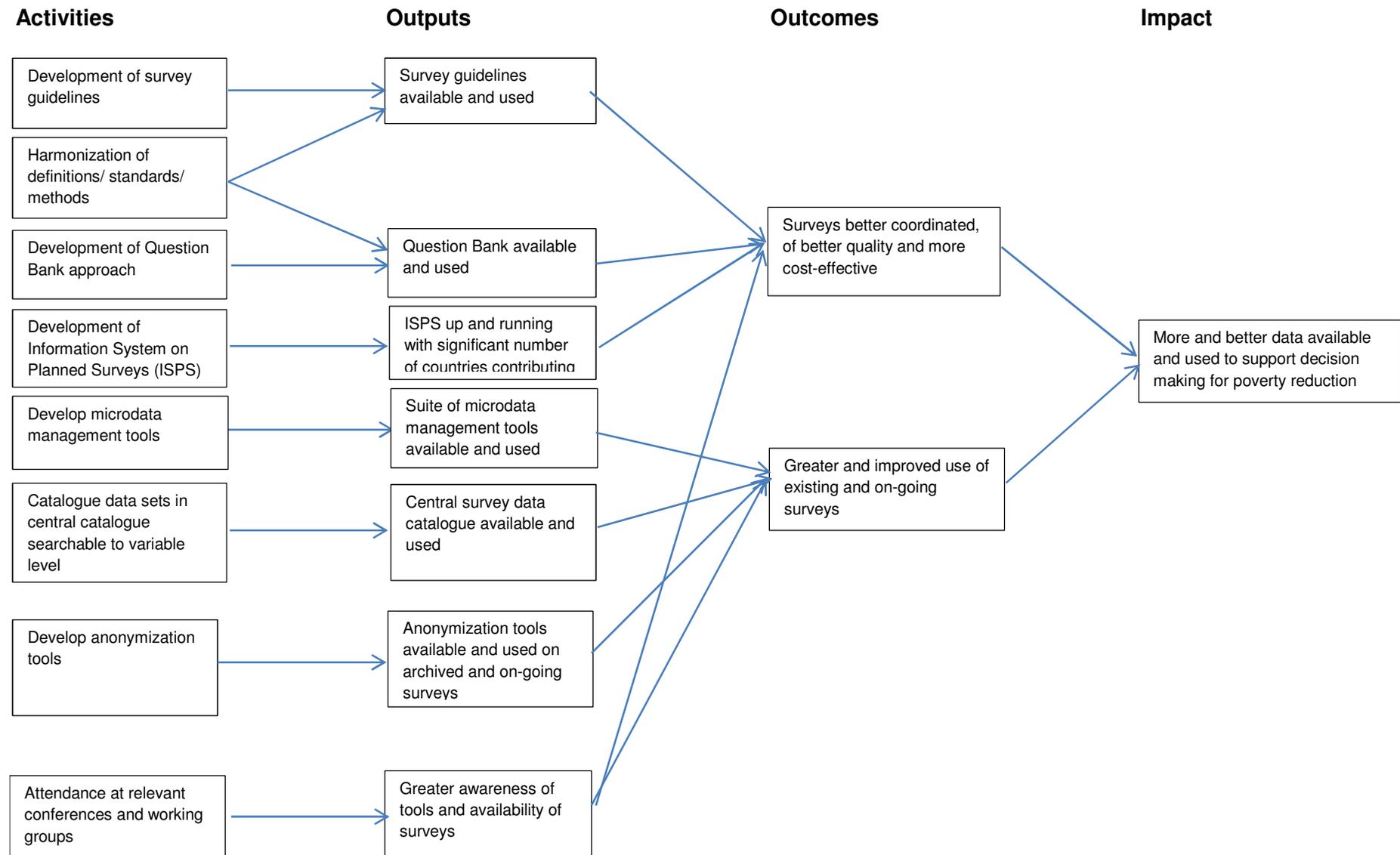
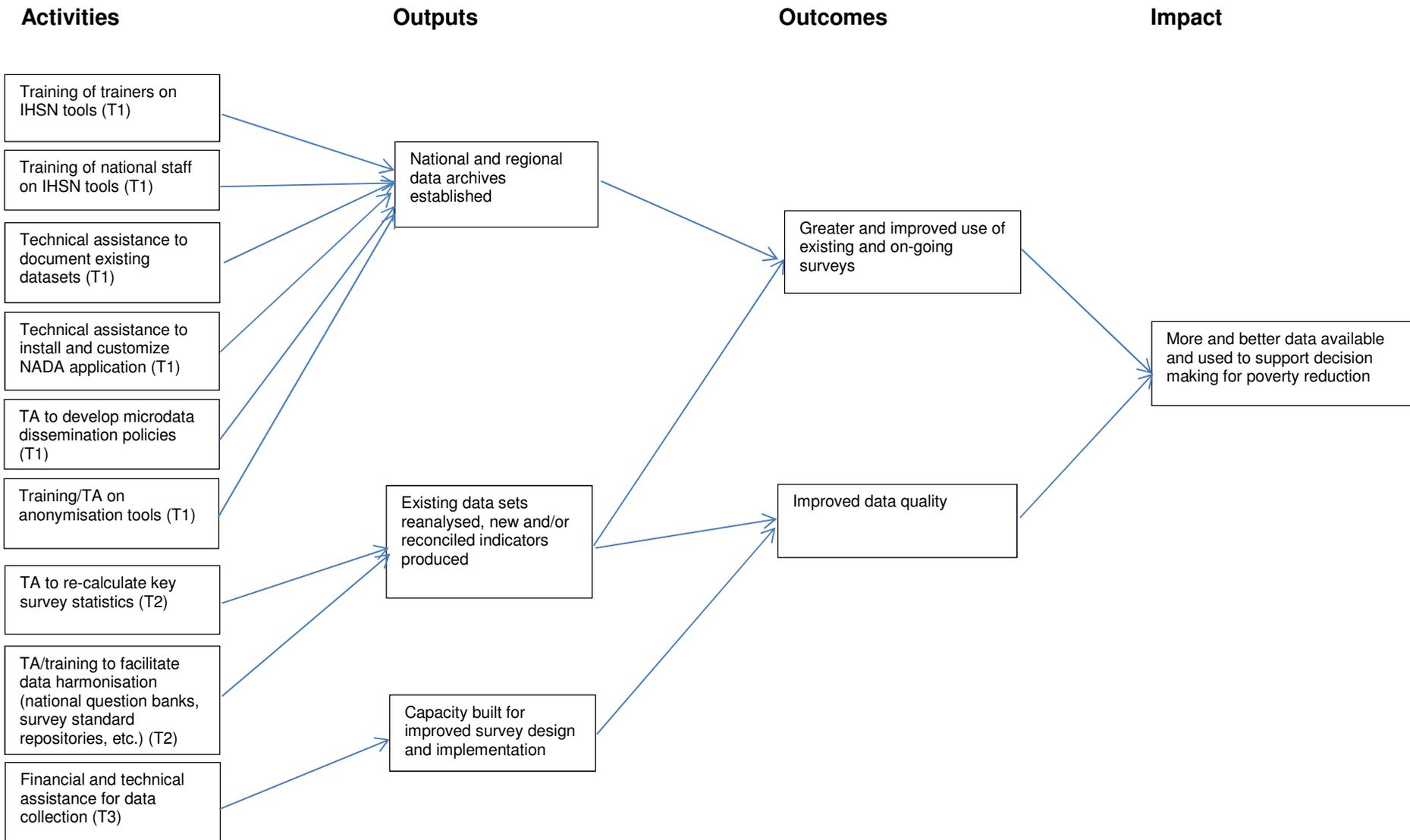


Figure 2.3 ADP theory of change



3 Evaluation findings

This evaluation has two main objectives; to assess how well IHSN and ADP have performed over the last 7-8 years and, building on that, to suggest an appropriate strategy or strategies for the future, according to likely changes of the global environment for statistics, and household surveys, in particular post-2015.

This chapter addresses the evaluation's findings on IHSN/ADP's past performance and is structured around the OECD DAC criteria of relevance, efficiency, effectiveness, impact and sustainability. These can be linked to the different stages in the theory of change: output, outcome and impact, where efficiency measures aspects of the relationship between activities and outputs, effectiveness measures the relationship between activities and outputs and outcomes, and relevance addresses the overall appropriateness of the activities to the problem identified.

3.1 Relevance

As was discussed above, the IHSN/ADP was established as a component of the MAPS. This section examines the extent to which the activities undertaken by the IHSN/ADP are relevant to the issues and gaps identified in the MAPS report, to its partners' priorities and to the priorities of the countries that the ADP has assisted. There is also an assessment of the relevance of the overall focus on household surveys.

Under the fourth action agreed as part of MAPS, "Setting up an international household survey network", the need was identified for a mechanism to bring survey sponsors and users together. Stakeholders included the major sponsors of the global household survey programmes, the donors who finance much of the survey work carried out in developing countries and the national statistical offices which conduct the surveys. It was anticipated that the Network would be supported by a small secretariat. Three specific recommendations were made.

1. Organize a Household Survey Network for the purposes of sharing information and mobilizing international support for more efficient approaches to conducting household surveys in developing countries.
2. Develop a set of recommendations for household-based economic and social data, taking into account current and planned multinational survey programs and the needs of developing countries to monitor their own development progress.
3. Work with experienced data archivists and data users to establish a global information centre containing household survey and metadata and establish good dissemination practices, which promote analysis and research while protecting the confidentiality of survey respondents.

As described in Chapter 2 above, to address these recommendations, the IHSN was set up in 2004 and the ADP was subsequently established to provide technical assistance to developing countries in the implementation of the tools and guidelines developed by IHSN.

The mission statement of the IHSN, as presented on its website,⁹ is to improve the availability, accessibility, and quality of survey data within developing countries, and to encourage the analysis and use of this data by national and international development decision makers, the research community, and other stakeholders.

⁹ <http://www.surveynetwork.org/home/content/about/objectives>

The evaluation team interviewed a wide variety of staff of development organisations, and consultants and academics active in international statistics and no-one suggested that the work that IHSN and ADP was undertaking was not relevant. There were many, very positive endorsements of their activities. There was a general consensus that archiving of and access to household survey data was important for improving the evidence base for policy and for monitoring progress towards the MDGs and that no comparable initiative had existed in this area previously.

One of the major donors supporting statistical capacity building, DFID, was sufficiently convinced of the relevance of IHSN/ADPs work that in 2011 it signed a five-year agreement to provide support to IHSN to further its activities. DFID's Global Statistics Partnership team sees this as part of their overall support to National Strategies for the Development of Statistics (NSDS).

In all of the country visits that the evaluation undertook, again the work of IHSN/ADP was seen as relevant to improving the performance and capacity of the National Statistical Office (NSO) and the National Statistical System (NSS).

In most countries where ADP works, there are other programmes which provide support and technical assistance to NSOs and NSSs. Increasingly these are in support of NSDSs. Where IHSN/ADP has a comparative advantage is that it focuses on household surveys, and in particular data archiving. It has worked with consultants over the last seven years to build up a cohort of people who have particular skills in setting up NADAs and in training statistical staff to use the microdata tool set. It has developed a niche market in a small but important area which increases the utility and potentially the accessibility of household surveys.

A recent analysis¹⁰ of current NSDSs shows the extent to which the activities that ADP supports feature in NSDSs.

Table 3.1 Microdata in NSDSs

	Current NSDSs	No of NSDSs with activities relevant to ADP	Online catalogue of surveys	Establishing national dissemination policies
Africa	29	22	19	13
Asia	22	14	14	10
Europe	3	1	1	1
Total	54	37	34	24

This shows a high level of relevance for support to survey cataloguing, but that access to survey microdata may be of less priority to NSSs and national governments than better curating of their data.

The evaluation concurs that the mission statement of IHSN was and remains relevant. The following analysis examines to what extent the IHSN/ADP has achieved the objectives set out above.

¹⁰ Based on ADP analysis of NSDSs

3.2 Efficiency

In this section, the relationship between activities and outputs is discussed, whether outputs have been achieved and whether they have been achieved at an appropriate cost in terms of human and financial resources. IHSN and ADP are discussed separately.

3.2.1 Efficiency of IHSN

Survey guidelines available and used

IHSN has developed guidelines on designing survey programmes, implementing surveys, integrating surveys, and archiving and dissemination of microdata. These are available from the IHSN website. IHSN has also written or commissioned a number of working papers which are available on its website.

Amongst respondents to the eSurvey of data producers which was carried out as part of the evaluation, 52% were aware of the IHSN guidelines, but only 28% were aware of the working papers. The most used guidelines were those on archiving and dissemination of microdata. Those respondents who had used the guidelines were very satisfied with their quality. In general, in informant interviews, those who were aware of the guidelines felt they were of high quality. However, the evaluation felt that, based on interviews and country missions, the guidelines were not used to any great extent. NSOs relied on personal contact and missions from ADP consultants to provide guidance.

There is even less evidence on the use of the working papers. One respondent felt that these had been commissioned on an ad hoc basis and would have benefited from a more systematic approach to addressing priorities and gaps in the literature. The evaluation felt that the production of some of these papers had been supply-driven and that this could be seen as leading to a lack of coherence in the series as a whole.

Question bank available and used

IHSN has undertaken some activities to develop a question bank and also to harmonise definitions and standards for surveys. Work on the software for the question bank started in around 2011. The question bank application was originally intended to be used by the IHSN only. It was developed as a stand-alone PC application for generating and editing the content of the question bank (stored as a master XML file), with a Flash-based interface for disseminating on the web. As some countries requested access to the application, the IHSN decided to re-develop it using more advanced and non-proprietary technologies. The application is being developed as an open-source, database-driven web application. A new open-source version should be launched some time in 2013. IHSN has started the work on the question bank by undertaking a web-based searchable inventory of survey guidelines from multiple agencies, including descriptions of concepts, classifications and questionnaire modules.

In parallel IHSN has worked with a number of specialist agencies/ partners to improve the guidelines. It has been actively working with FAO on guidelines for household budget surveys and it is hoped that these will be produced by the end of 2013. Initial work was carried out with WHO on preparing standardised modules on health expenditure for surveys, but although a draft module was developed this was not taken any further because WHO could not find resources for testing and validation. The UNESCO Institute of Statistics (UIS) is working with IHSN on the question bank, looking at how to generate consistent statistics on participation in education and on educational attainment. IHSN has also recently agreed a programme of work with ILO which

includes working together on the use of labour statistics in non-labour market surveys. The overall objective is to document practices, assess consistency with international recommendations and draw conclusions that could be relevant for the larger community, including those designing national surveys.

Harmonisation of definitions and standards for household surveys is a slow process, given the number of agencies involved. The United Nations Statistical Commission (UNSC) is the ultimate arena for the harmonisation of statistical definitions, but before that process can be started (and the process itself can take some considerable time) some consensus has to be reached. IHSN could be an appropriate forum for reaching that consensus.

It may be possible to build up more interest in this activity once the question bank software has been fully developed and the website is up and running. However IHSN should not underestimate the deeply held views in some agencies. The real challenge is not in developing the software but in reaching agreement amongst the different agencies. Although working with specialist agencies is a good starting point, at some stage sponsors of the large multi-sectoral surveys, such as MICS and DHS, will have to be included in the process.

Information System on Planned Surveys up and running

Coordination of the scheduling of large household surveys was one of the objectives in setting up the IHSN and the secretariat developed an information system which would be filled in by the various agencies to show when major national surveys were scheduled. This failed for a number of reasons: the only large scale survey programme that acknowledged that they undertook multi-annual planning was the DHS, and even here, this is limited by the five year contract under which the surveys are implemented; the fact that the decision to undertake a survey is made at country level in consultation with the national government; and the dependence of most countries on external resources for undertaking a major survey.

Nonetheless, greater coordination in the timing of surveys is universally acknowledged to be desirable. The question is how can that be achieved? Some agencies are actively trying to limit the number of stand-alone surveys that they undertake. WFP tries where possible to piggyback a food security module on to major surveys but, with the exception of a module attached to an LSMS survey in Malawi, has had limited success. Ideally coordination should take place at the national level, around an NSDS. Even where the NSDS contains a proposed schedule for surveys, however, funding availability can be a major constraint in implementing this. If IHSN had really operated as a network, as opposed to focusing on provision of tools and technical advice, it could have provided a forum for discussion of this issue and publicized any information on planned surveys that was available.

Suite of microdata management tools available and used

This is the area where IHSN has been most successful. The microdata management tools were developed at an early stage and the toolkit was released in 2005, building on software from Nesstar. IHSN contracted Nesstar to create a DDI metadata editor software, obtaining funding from a Japanese trust fund. This was released under the name "IHSN Metadata Editor which included additional offline functionality such as the CD-ROM builder. IHSN shared free licences with international agencies and with statistical agencies in developing countries, while IHSN paid Nesstar annually for maintenance and support. In 2011, Nesstar turned its editor into freeware at which point IHSN decided simply to refer its clients to the freeware version from then on.

IHSN developed its own NADA, an archiving tool which loads and displays the metadata prepared in the editor. This was launched in 2008 and is now in its fourth version.

The ADP has been important in assisting countries to adopt and implement both the microdata management toolkit and the NADA software, and this will be discussed further under ADP efficiency below. A very few countries have used the software without any technical assistance, but almost all the countries which now use the software have done so with ADP assistance, at least initially.

In the eSurvey of statistics producers, 76% had used the microdata management toolkit and of these, 83% rated the toolkit as very useful. A total of 64% of the respondents had used the NADA software and 89% of them rated it as very useful. No criticisms of the software were raised in the interviews or on the country missions. Where statisticians had contacted IHSN or ADP over technical software issues, they mostly reported that their queries had been dealt with promptly and effectively.

Central survey data catalogue available and used

The central data catalogue was launched in 2006 and is available on the IHSN website.¹¹ This contains the metadata for a range of surveys including, but not limited to national surveys which have been documented using the toolkit, and those sponsored or supported by the World Bank. Surveys have been added to the catalogue over time, and there are currently 2013 surveys in the database. The catalogue does not include the microdata, but in some cases includes a link to a website where the microdata can be accessed or requested.

The WB has also set up an external and internal catalogue of surveys.¹² The internal catalogue includes surveys for which datasets are not publicly available and various datasets which are strictly internal. The IHSN catalogue is a subset of the WB internal catalogue which is automatically populated by surveys which are not tagged as internal, thus ensuring that it is regularly updated. Currently there is a substantial backlog of surveys (over 2,000) waiting to go through quality control before being added to the IHSN catalogue. The IHSN website also contains links to other catalogues.

Just over 40% of the respondents to the eSurvey of data users had heard of the on-line catalogue and of these 68% had used it. It was generally considered a useful tool, though there was some disagreement about how comprehensive it was. There were only a small number of eSurvey respondents so care has to be taken in interpreting these results. Most of those using it had heard of it by word of mouth or by searching on the internet. The Secretariat accepts that the IHSN catalogue contains fewer surveys than are in the national NADAs.

IHSN has also helped a number of international organisations set up their own internal catalogue or archive, including WFP, WHO and FAO and work is starting with ILO. Sometimes ADP resources have been brought in to support this process. A continuing challenge is developing a common approach to accessing microdata files, both from international agencies and from countries, which is consistent with ethical concerns and legal requirements.

Anonymisation tools available and used on archived and on-going surveys

Anonymisation tools were posted on the IHSN website in 2012, but were deliberately not advertised because of the complexity of using them. A more user-friendly version was uploaded in 2013, but the use of the package still remains complex. It is difficult to get a good feel for how much use has been made of the package. Almost three quarters of the respondents to the producer eSurvey see data anonymisation as an area where they would need training in the future. This is consistent with the evaluation's experience in country visits. In the countries with greater

¹¹ <http://www.surveynetwork.org/home/survey-catalogs>

¹² <http://microdata.worldbank.org/index.php>

statistical capacity, there is more understanding of the importance of anonymisation, though this is not always carried out except at the most basic level before disseminating microdata. The problems of creating public use files that are truly anonymised is also seen as a hurdle in increasing availability of survey data by some of the international organisations.

IHSN is in the process of building its own expertise in this area, anonymising a large number of datasets as a desk exercise, producing a practice manual and training trainers to build up a pool of experts. When this has been done, ADP will start providing support to interested agencies in both developed and developing countries.

Data anonymisation is, in practical terms, also linked with national policy on data dissemination. These are both areas where a number of countries will continue to need support in the short term. This will be discussed further under effectiveness of the ADP below.

Greater awareness of tools and availability of surveys

Senior members in both IHSN and ADP have attended meetings and workshops to present the work that IHSN is doing and to promote data archiving. This has been an important starting point for working with international organisations, many of whom identify this as the first time that they were aware of IHSN and its work. What is perhaps less impressive is that this includes organisations who are part of the IHSN network, whom the evaluation would have expected to be already aware of IHSN's work. In some cases the lack of awareness is a result of staff changes. However it is also a result of the way the network functions, or does not function. Other than Management Group meetings, there does not appear to be any occasion at which the network meets and discusses activities and work plans. The last Management Group meeting was in the margins of a UNSC meeting and new organisations were invited to attend. This was a useful start to increasing the knowledge about IHSN, but the evaluation feels that the network should have a higher profile to disseminate its outputs and to advocate for greater access to microdata.

3.2.2 Efficiency of ADP

National and regional data archives established

This is Task 1 of ADP's mission, data inventory, documentation, dissemination and preservation. ADP has trained trainers and national staff on IHSN tools; it has provided TA to document existing datasets and has provided TA to install NADAs. Since the start of the ADP, the number of countries receiving ADP support has increased from 7 in 2007 to 65 in 2013. Much of ADP's time and effort has focused on training national statistical staff in the toolkit, and assisting them to document and archive existing surveys. In 2012, for example, 50% of missions were for training purposes and 32% were for technical assistance. Often training workshops would include documentation of surveys. ADP has taken the approach of training countries to carry out their own documentation and archiving, then reviewing and providing feedback on the process.

By 2013 NADAs were up and running in 42 countries, with 5 of these installed in 2013 and not yet fully functional. In 9 countries NADAs had been installed but, as far as ADP were aware, were no longer functioning. 2 regional NADAs had also been installed.

Existing data sets reanalysed, new and/or reconciled indicators produced.

There has been much less done on Task 2, the assessment and improvement of existing surveys. In the late 2000s, work took place in Cameroon in the education sector with UIS and in Nigeria in the water and sanitation sector in collaboration with the WB. There was also some joint work with FAO in Mali in the agriculture sector. All of these were reported to have had excellent results.

There was also some limited work in Bhutan on geocoding. However, progress at a more general level in setting up national question banks has been limited. There was a meeting at OECD in Paris in September 2010 where staff from Ethiopia and Cameroon were introduced to the concept of the question bank and the software as it then stood.

At that point, Cameroon was reported to have started work on a question bank already and Ethiopia had expressed interest and was working on a number of documents developing national concepts and standards. By 2011, the initial work in Cameroon had stopped despite support from ADP. The progress report commented “It is possible that INS is not at the stage of statistical processes industrialization; which would require this type of statistical standardization activities”.

In Ethiopia work has continued on Task 2. Four documents have been prepared on standard indicators and definitions. A workshop was held in late 2012, funded by ADP which also paid for the printing of the documents. The four documents covered:

- Standard concepts and definitions
- Naming and coding
- ISIC4
- International Labour classifications

The documents were printed and distributed to all regions, by CD and hard copy. CSA is now conducting a desk review of the NSS as to which sectors have agreed standards. This is seen by the CSA as a necessary precursor to establishing a national question bank. This work is also linked in to work on the Ethiopia Data Quality Assessment Framework which is supported by a WB project.

It is clear that, despite successful sector-level activities in a few countries, progress towards achieving the output of Task 2 has been slow. To some extent this mirrors the situation for IHSN with the question bank. However it also highlights the considerable hurdles that are faced in some countries in undertaking activities which necessarily involve the NSS as a whole as opposed to the NSO acting alone. The process can be slow and needs to bring a number of agencies on board both in principle and in practice.

Task 2 requires staff with expertise. At this stage, when it is still not fully rolled out, it is difficult for IHSN/ADP to rely entirely on external consultants for reasons of quality control and coordination. There may be need to bring appropriately experienced survey statisticians onto the staff or to develop closer working relation with staff in partner organisations who could assist with Task 2.

Capacity built for improved survey design and implementation

When ADP started, one objective was to provide support for individual countries to improve their capacity to design and implement surveys. In 2006, TA was provided to Niger to design and implement a household budget survey and in DRC to finance the editing, tabulation and analysis of a 1-2-3 survey which had been carried out in 2005 and never finalised.

In 2008, Liberia was assisted in the analysis and data processing of their Population and Household Census. Cameroon was assisted in the dissemination of results from its household survey, ECAM3. By the end of 2008, Task 3 was no longer seen as a priority by ADP and was to be implemented only in exceptional circumstances. However in 2009, support was being provided to the Marshall Islands in the implementation of a water access survey. It appears that this was undertaken in conjunction with starting Task 1. From 2010 onwards, Task 3 disappeared from the DGF grant agreements. Nonetheless, in 2011, ADP agreed to participate in work on a hybrid survey in Vanuatu, being led by the Secretariat of the South Pacific Commission.

Task 3 was always potentially very demanding of resources. In Niger, where the support was very important in ensuring the successful implementation of the household budget survey, the work was carried out by the same consultancy team that had helped design the previous HBS, so the amount of capacity built in the 1990s had been limited. Niger had six missions in 2006 and five in 2007, all from international consultants. Some of these were to do with training in the toolkit, but the majority were to do with Task 3. In addition INS staff were sent for training in Chile. It is difficult to identify the resources committed to Task 3 in DRC as this was undertaken by a consultancy company and does not appear in the data on missions undertaken. Cameroon had eight missions in 2008, again a mix of Task 1 and Task 3, but this was more than any other country in that year. The Marshall Islands do not appear in the list of missions for 2009. No further activity appears to have taken place there.

Initially the ADP was supposed to be an initiative to support data collection, but the available budget made that impossible. The evaluation questions whether, under those circumstances, Task 3 was ever an appropriate area in which ADP should have been involved? It acknowledges that it is difficult for countries to access funds for designing and implementing surveys, but the resources available to ADP to provide support in this area were very limited and may have taken resources away from Task 2 activities. Task 3 is a logical step onwards from Task 2, if Task 2 has developed practical guidelines on harmonised questions and indicators which can then be applied, but in isolation, Task 3 has simply provided *ad hoc* support which is unlikely to have had lasting results.

3.2.3 Efficiency of use of resources

Both IHSN and ADP have used their financial resources very economically. As Table 3.2 and Table 3.3 show, overheads have been low, and close to 90% of grant funding has gone directly to implementation. The secretariat has a small staff, both in Washington and in Paris, and although the division of the secretariat might in principle be a rather inefficient way of operating, in practice it seems to have worked quite well up until now, in large part because of the commitment of the two senior staff. A number of the key staff in Washington are WB staff members who have to balance time on IHSN with their other duties.

A more concerning source of inefficiency has been the funding process. Until 2012, both IHSN and ADP have been funded by a DGF grant which, although in place until 2015, is operationalized through an annual grant agreement. This can take time to put in place, and as a result, it is often well into the financial year before work starts on implementing the annual plan. This in turn results in underspends on a specific year and the need to request no-cost extensions. Reporting on the annual plan is delayed until the activities have been carried out, and the process continues.

Lack of multi-annual funding also has costs in terms of medium term planning, particularly for staff. This affects IHSN in particular, where there has been difficulty in keeping staff in Washington because of the inability to give any job stability. In one case, an IHSN staff has managed to get a WB staff contract, but that has implications in terms of the time committed to IHSN. Other staff are on short-term contracts, which have to be renewed on a regular basis. In addition, this makes it difficult for IHSN/ADP to commit to longer-term or large scale projects. It also makes it difficult to outsource significant parts of the work programme.

Table 3.2 Budget analysis of IHSN grants 2006-2012

Year	Total spent	Management / administration / operational fees			Direct implementation / supervision		
		OECD overheads in Euros ¹	% of total spent ²	Direct operating costs in Euros	% of total spent ²	Euros	% of total spent
2006	302,638	40,795	13%	0	0%	261,844	87%
2007	570,685	26,525	5%	52,557	9%	491,603	86%
2008	609,953	65,858	11%	24,581	4%	519,514	85%
2009	781,653	17,023	2%	69,706	9%	694,923	89%
2010	719,816	0	0%	39,815	6%	680,001	94%
2011	390,103	41,176	11%	33,933	9%	314,994	81%
2012	579,133	32,546	6%	13,964	2%	532,623	92%
	3,953,981	223,923	5.7%	234,557	6%	3,495,501	88%

(1) Corresponds to the OECD voluntary contributions administration charge. This is an indirect cost applicable to all voluntary contributions accepted by the Organisation. It is deducted by the Organisation at acceptance of the voluntary contribution. In 2010, no IHSN grant agreement was signed between the OECD and the WB. Consequently, no OECD overheads were incurred. (2) This is a percentage of the total amount spent during the calendar year (independently from the grant agreement)

Table 3.3 Budget analysis of ADP grants 2006-2012

Year	Total spent	Management / administration / operational fees			Direct implementation / supervision		
		OECD overheads in Euros ¹	% of total spent ²	Direct operating costs in Euros	% of total spent ²	Euros	% of total spent
2006	196,593	40,795	21%	0	0%	155,798	79%
2007	1,720,775	70,734	4%	26,100	2%	1,623,941	94%
2008	1,744,547	59,329	3%	109,602	6%	1,575,616	90%
2009	1,357,330	36,623	3%	77,164	6%	1,243,543	92%
2010	1,381,275	0	0%	156,895	11%	1,224,380	89%
2011	1,320,349	68,153	5%	121,326	9%	1,130,870	86%
2012	1,409,737	65,092	5%	140,782	10%	1,203,863	85%
	9,130,606	340,726	3.7%	631,869	7%	8,158,011	89%

(1) Corresponds to the OECD voluntary contributions administration charge. This is an indirect cost applicable to all voluntary contributions accepted by the Organisation. It is deducted by the Organisation at acceptance of the voluntary contribution. In 2010, no ADP grant agreement was signed between the OECD and the WB. Consequently, no OECD overheads were incurred. (2) This is a percentage of the total amount spent during the calendar year (independently from the grant agreement)

ADP has had to make strategic decisions in its use of financial and human resources. As discussed earlier, Task 3 has been de-prioritised because of the limited availability of resources. Nonetheless, ADP is seen as very responsive to requests from countries. There is little evidence of the programme turning down requests. It has also been quite opportunistic in the way it has worked with countries.

This proved to be a very effective way of building up the programme initially, but it may have resulted in a lack of strategic focus in more recent years. It was clearly important for IHSN to establish a large community of users to sensitise countries to data archiving and dissemination. However, after a few years, ADP could have focused on a few countries in more depth, completing Task 1, including a dissemination policy, and advocacy for open access for microdata, and then started work on Task 2 with the NSS as a whole. This could have resulted by now in one or two

country examples, which could be documented and used as examples for other countries giving NSOs evidence to use in arguing the case for a similar approach in their own country.

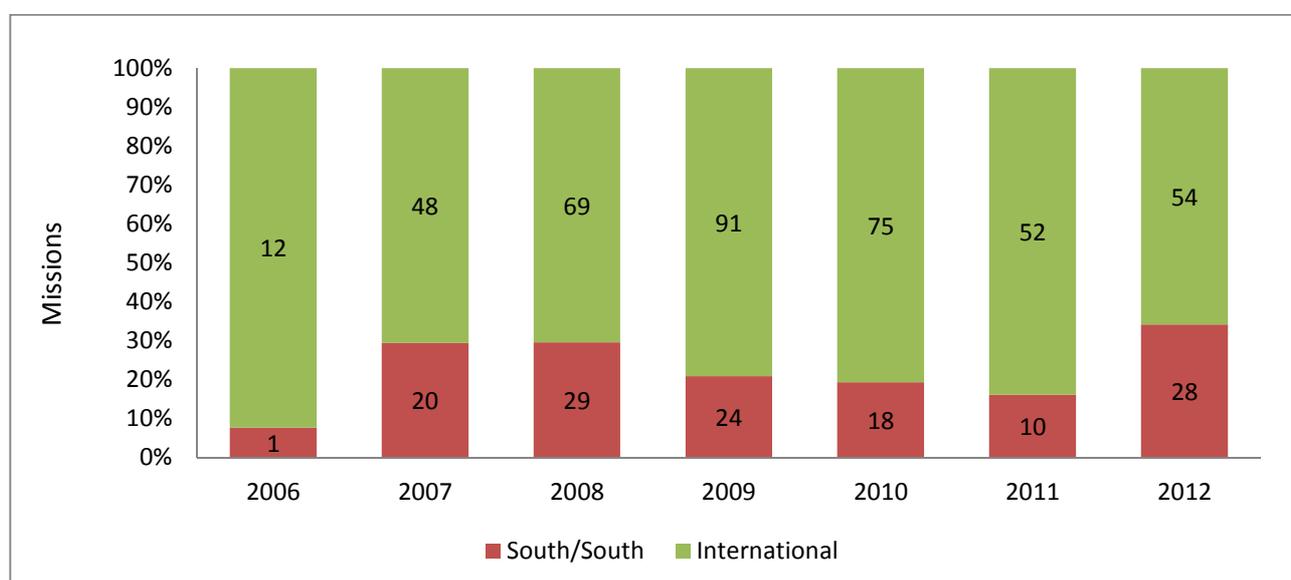
To some extent this approach has been taken with Task 2 in the last two years. At the meeting in OECD a road map was developed for both Ethiopia and Cameroon to progress with data harmonisation. However, this seems to have aborted in the case of Cameroon and progress has been slow in the case of Ethiopia. Once the question bank software is up and running, it is to be hoped that ADP will take a strategic approach to implementing it at country level.

There has also been a minor criticism of the choice of participants in training programmes. In some cases staff who are unlikely to use the toolkit have been included in training programmes. However, this is probably not within the control of ADP, and is more likely to be a concern where archiving is focused on the NSO, rather than the NSS overall.

One way of controlling costs of training and also improving sustainability is to promote the use of consultants from countries already using the toolkit and who can install and maintain NADAs. Figure 3.1 shows the number and percentage of South-South missions relative to the total number of missions carried out by ADP. This shows that a good early effort was made to increase the number of South-South missions, but that this seems to have fallen back a little in later years. The evaluation noted that even for NSOs where staff were encouraged to train in neighbouring countries there was an apparent lack of confidence in initiating training in their own countries without an external consultant present. The evaluation feels that more effort should be made to develop a cadre of trainers regionally, which NSOs and other agencies can call on, and to encourage self-reliance in internal training, particularly in those countries that have benefited from ADP support for a number of years. As far as the evaluation is aware, there has been no attempt to involve regional training centres in implementing ADP training programmes, with the exception of the Statistical Institute of Asia and the Pacific.

IHSN and ADP have also provided support to international organisations to train staff in software and help install NADAs. While initial support may be warranted, and an efficient way to help organisations improve their data archiving, the provision of on-going support in terms of funding six month consultancy contracts for WFP seems excessive. This is more support in terms of time than has been given to any individual country, and it is reasonable to suppose that an international organisation can find funding for this kind of activity from its own resources.

Figure 3.1 Use of South-South consultants



3.3 Effectiveness

In this section, the relationship between outputs and outcomes is analysed, along with an analysis of the factors which may be impeding a greater achievement of outcomes. As there have been no indicators identified by either IHSN or ADP to assess progress, the analysis is inevitably qualitative in nature.

3.3.1 IHSN

Surveys better coordinated, of better quality and more cost-effective

At present IHSN has not been effective in improving the coordination of surveys. As far as quality is concerned, the focus has been on developing the software for the toolkit and the NADA. Survey guidelines have been developed, but the evaluation found little evidence that these had been used by NSOs. In some countries working with NSOs on documenting surveys has led to more emphasis on quality control. Quality issues have been identified and sometimes resolved in this process. There may also be more consistency between surveys because previous surveys are more accessible.

The question bank may well prove to be useful in improving quality once it is up and running, but it will need considerably more promotion and advocacy than IHSN has undertaken with its other products. At present the focus is on building a searchable repository of existing guidelines from various international survey programmes. IHSN does not intend to rank these, but will look selectively at sectors where there are no internationally agreed standards, such as food consumption and gender. Some of the work done on helping prepare internationally recognised modules of questions should feed into this. It is clear from experience so far that this will require both financial and considerable human resources to undertake effectively. Some international organisations have committed considerable amounts of their own resources to developing survey formats and questions which are not always mutually compatible. These are barriers that any concerted action will have to address.

Although the IHSN has the term network in its title, it has not operated as a network in the usual sense of the term, with the secretariat tending to engage with its partners on a one-to-one basis. If the content and timing of surveys is to be better coordinated, then the IHSN will have to work more collaboratively with its partners. Coordinating the timing of surveys may be too difficult an initial step, and should probably be addressed at national, rather than global, level. However, the work done so far shows that progress can be made with survey content, with IHSN supporting the lead specialist agencies. The IHSN should provide an appropriate forum for this, if it can evolve into a network with a more transparent and inclusive governance structure.

Greater and improved use of existing and on-going surveys

IHSN has undertaken all the activities that were planned to support this outcome. Most of the outputs are in place. There is still some way to go to raise awareness and use of existing and on-going surveys. Much of the work will have to be done at national level, under the umbrella of ADP, but IHSN could do more to promote its outputs, particularly its guidelines and software on data anonymisation and on the risks and benefits of open data dissemination. It could also work with its network partners to advocate more dissemination of their survey data on line.

3.3.2 ADP

Greater and improved use of existing and on-going surveys

As discussed above, ADP has been successful in assisting up to 65 countries in archiving existing surveys, and by 2013 37 countries had NADAs up and running. In principle this should result in greater use of existing surveys. However, at the time of installing their NADA many countries did not have a formal policy governing the dissemination of microdata. Where researchers or international organisations had access to microdata it was often on an *ad hoc* basis, sometimes dependent on knowing someone in the NSO or implementing agency.

There are issues of confidentiality around disseminating microdata. When surveys are undertaken, respondents are usually assured of confidentiality and that the information will only be used for statistical purposes. Where there are relatively few respondents, either in a particular geographical area, or in business surveys, where there are relatively few establishments in a particular sector, it may be possible to identify individual respondents or groups of respondents unless the data are anonymised. Addressing these issues may have legal implications and even implications for the legal framework guiding the activities of the NSO. In addition, NSOs may feel that giving out microdata involves a loss of control of the information. Dissemination policies must be developed in compliance with existing legislation in many countries.

As part of her recent Ph.D. thesis¹³, Lynn Woolfrey of Datafirst carried out a survey in 2009 to find out how easy it was for a researcher to access official microdata from countries in Africa. She tried to contact 52 countries to ask for access to microdata. She was unable to access websites for 8 countries. Of the remaining 44, there were problems in contacting 21 countries either because no contact details were given on their website or because email addresses and fax numbers were unobtainable. Of the remaining countries 12 did not respond to emails or faxes, three responded initially, but the process came to an end without data being provided, two explained that they had no data sharing policy for research, one required a financial payment and the researcher to swear an oath of secrecy in person, two required payment and four provided microdata freely, either electronically or by post.

ADP had worked with or was working with 28 of these countries. In 12 of them, a NADA had been installed prior to 2009. Yet only one of these countries responded by providing microdata freely through the NADA. In two other cases data would have been available after payment of a fee. Payment for data is sometimes required by NSOs, and is not necessarily a barrier to access, depending on the level of the fee and the mode of payment.

A follow-up study in 2012¹⁴ showed that, of the 12 countries that had installed NADAs since 2009, only 2 were using the software to give access to microdata. In other countries, access to metadata had improved, but was more limited. In both 2009 and 2012, in a number of countries, the link to the NADA was broken, both from the NSO website and, in some cases, from the ADP website.

ADP has put considerable effort into assisting countries with developing their own dissemination policy. A total of 34 countries have received technical assistance in this regards, 17 of them in 2013. However, there is evidence from the progress reports that this is not a straightforward process. The reports indicate delays and problems in Cameroon, Mali and Niger in developing dissemination policies. The 2008 progress report suggests that a regional workshop at DG level might help progress in this area. As far as the evaluation can tell, no policy has been finalised in

¹³ Archiving Social Survey Data in Africa: an Overview of African Microdata Curation and the Role of Survey Data Archives in Data Management in Africa, Lynn Woolfrey, University of Cape Town, 2009.

¹⁴ L. Woolfrey, Leveraging data in African countries: Curating government microdata for research, Technical Paper 22, DataFirst, University of Cape Town, 2013

these countries. As of mid-2012, as far as can be assessed from the progress reports, no country has finalised a dissemination policy with support from ADP, though two countries, India and Tajikistan, already had a dissemination policy when they joined ADP.

Even where countries are disseminating microdata in the absence of a national policy, the processes are not automatic. Although the NADA software contains a process for requesting microdata, this is often only the first step and further forms, official requests, and sometime monetary payments can be required.

In all the countries visited by the evaluation, there was a process in place for applying for access to microdata. The NSO in Ethiopia estimates that since the launch of the NADA, they are receiving more than 10 requests a week, an increase over the previous situation. In India, where microdata were previously disseminated it is difficult to assess the overall impact, but there has been very positive feedback from existing users that the new format is much more user-friendly. In the Philippines, the demand for public-use files has increased since the NSO data archive was launched in 2010. In Colombia, the NSO was able to provide the evaluation with statistics on requests for microdata since the launch of the NADA in 2011, (see Annex G) and these show an increase over the past two years.

The eSurvey of statistics users asked about awareness of NADAs and whether respondents had used them. About 40% were aware of the existence of NADAs, and most of them had heard of them by word of mouth or through the internet. Just under 30% had actually used a NADA and only 9% had used a NADA to download microdata. The most common use was to review survey metadata. Respondents were asked about the accessibility of survey data as compared to five years ago, and there was felt to be a definite improvement, though respondents were unable to assess whether or not this was due to the activities of IHSN/ADP.

There has been some success in increasing access to microdata as shown by figures collected in 2013 for users' registration¹⁵ with country NADAs. Figures obtained by ADP¹⁶ show that in five countries (Colombia, India, Nigeria, Philippines and South Africa) there were more than 900 registered users. In another 17 countries there were over 100 registered users. There is no information on which, if any, surveys these users downloaded, nor what use was made of the microdata. These figures may be an underestimate of the number of microdata users, as in some countries microdata can be downloaded without registration. In the countries with large numbers of registrations, data users could access microdata previously. The evaluation cannot tell what effect the introduction of a NADA has had on usage. However it has made access easier and in some countries may have considerably improved access to microdata.

On the basis of the evidence presented above, the evaluation feels that the activities of ADP have made progress towards the outcome of greater and improved use of existing and on-going surveys. Documentation and dataset curation are important steps in improving access. However, there have been obstacles in terms of the need to develop national dissemination policies and to build capacity in anonymisation, particularly in countries with a less developed legal framework for statistical activity, some of whom are facing new and complex challenges. Much of the support that ADP is giving to these activities is quite recent, and perhaps, as one respondent to the eSurvey suggested, it would have been useful to start to address the issue of anonymisation at the same time as the NADA was installed. The challenges of anonymisation are undoubtedly more complex than those in cataloguing and documenting and it has taken IHSN time to develop a practical

¹⁵ Registration is not required to consult metadata and descriptive statistics but is necessary to download licenced and some public access microdata files.

¹⁶ Personal communication from Francois Fonteneau

solution. However, in some countries it is likely that the constraints facing increasing access to microdata are more political than technical and will require concerted advocacy to address.

Advocacy on the part of the NSO is another issue that the evaluation would like to raise. Increasingly, NSOs have to make the case for maintaining and even increasing the resources available to them on the basis of the value of their activities. The benefits of improved access to microdata should be part of that case. Yet the evaluation found in some of the countries they visited that researchers, and staff of ministries and donor organisations were unaware of either the NADA or the resulting availability of survey metadata and microdata. If ADP is to help increase the use of surveys at a national level, then it may have to assist NSOs in increasing their national profile, not just relying on their website to make their product better known. ADP has started undertaking microdata outreach workshops which should help to improve awareness.

In interviews, the issue was raised as to whether a major factor constraining the use of survey data is capacity to analyse microdata and whether there was need of a front-end application to help potential users. In some countries this is undoubtedly a factor, but there are a number of data portals that have been developed by international agencies such as UNICEF and the African Development Bank. These all use the same microdata as produced by the NSO and give basic aggregated data for the less sophisticated user. The evaluation does not feel that increasing capacity to use microdata, whether through training or provision of software is, or should be, within IHSN and ADP's mandate.

Improved data quality

As discussed above, ADP's Task 2 is at an early stage, apart from some successful sector-based activities, often taken jointly with other agencies. The programme has not had the resources to undertake Task 3 activities. Until Task 2 is more heavily developed and a number of national question banks are up and running, it is unreasonable to expect any progress towards this outcome. The outputs must precede the outcomes.

3.4 Impact

More and better data available and used to support decision making for poverty reduction

IHSN/ADP has improved data availability, both through the IHSN catalogue and through assisting countries to establish their own NADAs. It is very difficult to measure the impact of increased information and information use on decision making, but the actual use of information is an important first step. The IHSN has a citation catalogue on its website which allows users to bring up a list of the surveys cited in a specific publication (though not whether the study used microdata as opposed to aggregate published data). For some of the surveys in the IHSN survey catalogue there is a link to studies that have used that specific survey, though again no indication without checking the study itself on whether microdata have been used. These citations could, in principle, be used to find out how heavily cited the studies are, with a view to understanding how influential they have been. Even then, it would be difficult to take a view as to whether that had led to improved decision making. It is best to fall back on a position that if reliable data are used more regularly in analytical work, then understanding of poverty is likely to improve. On this basis, IHSN should be having some impact.

It is more difficult to assess this at national level. The evaluation could find no indication that NSOs were collecting any information as to how the data they were disseminating was being used, even though the standardised agreement for data users as suggested by ADP requires microdata users

to send the NSO a copy of their output, or at least keep them informed as to the use made of the data.

In terms of the broader mission statement of IHSN, it has had very limited impact on the collaboration between data producers and data users and has not had any impact that the evaluation could find on the coordination of internationally sponsored survey programmes.

It has contributed to an environment of more open data, but it remains to be seen if this will have any impact on the use of household survey data beyond internationally renowned academic institutions and the research departments of international organisations. IHSN could do more in terms of advocacy and promotion, but could also work more with partner organisations whose mandate focuses more on data usage. A more effective network could make a difference in this respect.

3.5 Sustainability

IHSN/ADP have established three outputs which will require future maintenance, either globally or nationally. These are the software for data archiving and cataloguing, the use of the archiving toolkit at national level and the establishment of NADAs, both nationally and within international organisations. Other outputs, such as the guidelines and working papers, do not require maintenance and have no sustainability implications.

The software that IHSN has developed, including the NADA software and the microdata management toolkit, is a global public good and will need some on-going maintenance and possible upgrading. IHSN/ADP has made commitments to the countries that have adopted the toolkit and established NADAs that there will be continued support for the software. This is important as in the past countries have invested time and effort installing software simply to find that the focus of the organisation producing the software has moved on and left its users without support. This will require institutional commitment, not least in the provision of programmer time, but the financial implications should not be high. So far IHSN has provided this to a high level of customer satisfaction.

IHSN is currently providing access to anonymisation software (Statistical Disclosure Control) produced by a third party. It is too early to say what continuing support, if any, will be required for this.

The other two outputs are principally at national level, and their sustainability will depend very much on the capacity and commitment of NSOs. Table 3.4 gives some indication of the sustainability of activities and outputs so far, over the period since 2006.

Table 3.4 Sustainability of ADP outputs

No of countries identified as involved in Task 1 activities in 2012	63
Countries involved in data documentation but no NADA in 2012	9
NADA installed but no longer running	9
Countries with some ADP involvement but no longer involved in 2012	7
New countries involved since mid-2012	4
Countries who have documented surveys without ADP support	50

Sources: ADP progress report, Jan-June 2012, ADP data

Some few countries have dropped out of the ADP programme, but most are still either directly receiving support or are continuing activities on their own. New countries are still joining ADP. A substantial majority of countries that have been trained in the use of the toolkit are continuing to

document surveys without ADP support. The picture is a little more mixed with respect to the NADAs. A sixth of the NADAs installed are no longer running, though it is not clear whether this is because of technical capacity, problems with servers, or a move away from an interest in data dissemination.

In the countries visited as part of the evaluation, where the NSO has reasonable staffing levels, a good IT capacity and a degree of financial autonomy, the NADA has been maintained and surveys have been added as they have been carried out. Sustainability does not seem a major issue. In countries where the NSO is more dependent on external funding and where there is relatively high staff turn-over, then there are more concerns. In Ethiopia, new staff are given basic training in the toolkit and data archiving has been built into the protocol for survey management. In other countries, staff training is dependent on externally led workshops. Here sustainability may be more of an issue.

It is clearly important that data archiving become part of the normal institutionalised activities of an NSO and that it should be built into survey design from the very beginning. Similarly, training in the toolkit should be part of the orientation of new staff. Many surveys are internationally sponsored or funded, particularly in Africa, and it is important that plans for data archiving are built into the design of these surveys and appropriately budgeted.

There may be a continued need for support from ADP for training in the short-term, particularly for new entrants into ADP. However, to the extent possible, NSOs should be encouraged to establish their own training programmes and training capacity. As more countries establish NADAs, a core of regional capacity will develop and this should be tapped whenever possible. Regional statistical organisations could also play a role here. These functions should become part of NSDSs, and could be supported through more general statistical capacity building programmes, rather than being seen as the responsibility of ADP.

3.6 Governance

3.6.1 Governance

For a relatively small initiative, the IHSN/ADP has quite a complex operational and management structure, as is shown in the organogram in Annex B. As described above, the Secretariat is split between Washington (WB) and Paris (OECD), with most IHSN activities carried out in Washington and most of ADP activities managed from Paris. Both IHSN and ADP are funded in part through satellite programmes of PARIS21, set up specifically to implement them.

Currently the IHSN has 22 members, more than half of whom are UN agencies. The others are international organisations or networks, with the exception of DFID, which is the only bilateral donor member. IHSN also has a number of partnerships with specialist technical organisations with whom they cooperate on technical issues.

IHSN has a Management Group (MG), which is composed of a subset of seven or eight of its members. These appear to have been selected at the inception of IHSN and have not been changed to any great extent during the subsequent period. The MG is supposed to meet on an annual basis but this is not fixed. There was no formal MG meeting between March 2010 and February 2013, though reports were circulated and there has been regular informal consultation.

The ADP is a partnership between the PARIS21 Secretariat, the WB and other technical and financial partners. IHSN and ADP activities are reported on at PARIS21 board meetings, which take place annually.

The IHSN/ADP MG does not have formal terms of reference, but it is expected to approve work plans and provide overall guidance for the direction of IHSN/ADP. Examination of the minutes of the MG shows that, with the exception of the first meeting in 2007 where it was suggested that a number of areas should be given low priority, there has been little formal guidance. The meetings have had more of an information sharing nature. There has been considerable consultation with individual MG members, at various times. However, governance has definitely had a light touch. The lack of tight governance has allowed IHSN and ADP to be flexible in their approach, to take advantage of opportunities as they have arisen, and has allowed them to innovate. One comment made to the evaluation was that it was still functioning as a small pilot programme.

The MG is quite small, and a request from one member to join it was turned down, on the basis that it would make the group too unwieldy. That may be the case, but it comes across as rather a closed shop. It is not clear what non-MG members receive from their membership in any concrete form. In 2013 there was a more general invitation to members and other interested parties to attend the MG meeting which took place on the fringes of a UNSC meeting. Representatives of beneficiary countries attended for the first time. This seems a positive step towards making the network more inclusive.

Careful thought needs to be given as to what benefits and responsibilities should come with membership of the IHSN. In interviews, a number of non-MG members expressed interest in joining the MG. Some positions on the MG could rotate. There is also the question of whether ADP beneficiaries should be able to become members of the IHSN. The IHSN/ADP reports are discussed at PARIS21 board meetings where developing countries are represented. Is this enough participation, or are there mutual benefits from opening out IHSN membership? These questions should be examined in the light of the future options open to IHSN/ADP, as discussed in the remainder of this report.

3.6.2 Monitoring and Evaluation

When the IHSN was set up a mission statement was developed, but there was no logical framework or intervention logic developed, not unusual for 2004. No indicators or targets against which to measure progress were set up either at that stage or later. Annual work plans are prepared towards the end of the summer and, in theory, presented to the Management Group, then given to the WB lawyers to ensure that they comply with the DGF requirements.

Reports are prepared on a six monthly basis for both IHSN and ADP against the DGF grant. The ADP report goes through PARIS21 to the WB and the IHSN goes directly to the WB. ADP also reports through the internal OECD M&E system, but this is quite limited. The six-monthly reports cover activities undertaken and future work plans, but there is no evidence that these are tracked, or that work plans are actually matched against activities undertaken. There is no formal M&E system as such.

This has changed somewhat since 2011, with the additional funding provided by DFID. DFID has a much more robust monitoring system for its grants, and IHSN/ADP has developed a log frame, indicators and targets against which to report. This has only been in place for a year. Two reports have been prepared. It is not clear what, if any, effect this may have on management of the two programmes.

M&E systems should be developed not just for reporting and accountability, but also to improve operation and management. It is difficult to assess whether or not decisions would have been made differently if there had been a more robust reporting and M&E system in place. The two programmes are run in collaboration with one another, and have shown no obvious

mismanagement or poor decision making. The evaluation recognises that IHSN/ADP is a small and tightly run programme, and does not feel it should have an unduly burdensome M&E system. However, it feels that the identification of and reporting against some higher level indicators would bring about a greater strategic focus for the programme which would be appropriate as it reaches maturity and can no longer be regarded as a pilot. All programmes should take a look at their longer-term objectives on a regular basis and a good M&E system helps them to do that.

3.7 Conclusions of the evaluation

Relevance

The establishment of IHSN and ADP was a relevant response to the recommendations of MAPS and its mission has remained relevant. The two programmes have fulfilled a good part of their remit, and have filled a niche. No other statistical programme has focused on archiving surveys and increasing access to microdata. However there are parts of the original mission which have not been addressed, especially improved coordination of internationally sponsored survey programmes and improved collaboration between data producers and data users.

Efficiency

For IHSN, most outputs have been achieved, with the exception of the information system on planned surveys which has been abandoned at an early stage because of a lack of cooperation. The question bank has proved to be more complicated and time-consuming than was initially realised and is still at quite an early stage, though in at least one country initial steps have been taken to realise this at a national level. IHSN staff have achieved greater awareness of the tools and availability of surveys through attendance at conferences and working groups, but the overall level of awareness would indicate that this may not be the best way of promoting IHSN tools and that this needs to be supplemented with other advocacy activities.

For ADP, Task 1 outputs have been achieved in a significant number of countries. This was undertaken in a fairly opportunistic manner, responding to demand. This was appropriate in the early years while the programme was effectively a pilot, but by this stage, there should perhaps be more emphasis on developing work-plans with countries, identifying milestones and defining time frames for graduating from Task 1 to Task 2. Task 2 activities have only started at a fairly late stage and have yet to result in significant outputs.

The evaluation finds that the use of financial and human resources by both IHSN and ADP has been quite economical. There are some decisions that we would query (the funding of medium-term consultancies to WFP to enable them to archive their own surveys, for example) but these have not taken large resources. There has been good use of South consultants and efforts to promote South-South interaction. The number of full-time equivalent staff in both programmes has been kept remarkably small for the results achieved; by situating ADP at OECD the management fees for the Secretariat have been kept at a lower level than for other, comparable programmes.

However, more effort could have been made in more recent years to shift some of the costs to recipient organisations. Countries should be encouraged, for example, to use more of their own staff in organising workshops.

Effectiveness

The picture is much less clear when we come to evaluate effectiveness. Although many countries and some international organisations have set up their own survey catalogues based on the IHSN NADA application, this has not, as far as the evaluation can tell, led to an increased use of existing

survey data. Access to microdata appears to have increased in a number of countries. Figures collected in 2013 indicate that in many countries significant numbers of users are registering with NADAs, but there is no information as to what microdata sets they are downloading and how they are using them. In the countries with the highest number of registered users, it was previously possible to access microdata but the introduction of a NADA has made access easier. Many countries in Africa are not using those elements of the software which permit almost automatic download of microdata and also register usage.

Undoubtedly IHSN has created greater awareness of what microdata are available. The IHSN catalogue is a very useful reference tool but has had inadequate promotion. At country level, though, NSOs are not doing as much as they could to improve access, and in some cases, see microdata management tools as more important, in that they have helped them organise their own data sets better. If ADP had focused on a few countries to work through the different stages from activities through to outcomes, particularly in terms of achieving greater use of existing surveys, this might have resulted in a better understanding of what is required, in terms of advocacy, political support and even legal and policy structures to enable a much greater increase in use of surveys and their data.

The issue was raised in interviews as to whether a major factor constraining the use of survey data is capacity to analyse microdata. In some countries this is undoubtedly a factor, but the evaluation does not feel that this is, or should be, within IHSN and ADP's mandate.

At present, IHSN/ADP has not been effective in improving the coordination of surveys. Better documentation may have led to more emphasis on quality control of surveys, but overall, there has been little documented effect on survey quality. ADP's Task 2 is at an early stage, though at a global level there is interest amongst some of the specialist international agencies in developing a specialised question bank, or internationally recognised modules of questions. However, this will take considerable human resources to undertake effectively, and there are, in some areas, inter-organisational barriers to address. IHSN has not operated as a network in the usual sense of the term, with the secretariat tending to engage with its partners on a one-to-one basis. In order to make progress towards achieving greater coordination of surveys, there will have to be more effort towards working collaboratively with its partners.

Impact

IHSN/ADP has improved data availability, both through the IHSN catalogue and through assisting countries to establish their own NADAs. It has had limited impact on the collaboration between data producers and data users and has not had any impact that the evaluation could find on the coordination of internationally sponsored survey programmes.

It has contributed to an environment of more open data, but it remains to be seen what impact it may have on the use of household survey data beyond internationally renowned academic institutions and the research departments of international organisations. IHSN could do more in terms of advocacy and promotion, but could also work more with partner organisations whose mandate focuses more on data usage.

Sustainability

The sustainability of the outputs achieved by IHSN/ADP has quite limited financial implications. There are three established outputs; the maintenance of the software, including the NADA and the microdata toolkit, the use of the microdata toolkit to archive data at national and organisational level, and the maintenance of country NADAs.

The first of these is a matter of programmer time and institutional commitment. It is important as there has been an implicit, and at times explicit, commitment by the IHSN to the countries that have adopted the toolkit and established NADAs, but the financial implications of this are not high.

For the other two outputs, the sustainability is very much dependent on the capacity and commitment of NSOs. In the countries visited as part of the evaluation, where the NSO has reasonable staffing levels, a good IT capacity and a degree of financial autonomy, the NADA has been maintained and surveys have been added as they have been carried out. Sustainability does not seem a major issue. In countries where the NSO is more dependent on external funding and where there is relatively high staff turn-over, then there are more concerns. In Ethiopia, new staff are given basic training in the tool-kit and data archiving has been built into the protocol for survey management. In other countries, staff training is dependent on externally led workshops. Here sustainability may be more of an issue.

It is important that data archiving and the maintenance of a national data archive become institutionalised within national procedures for sustainability of the achievements of the IHSN/ADP.

Governance

The governance of IHSN has been quite light touch since its inception. The Management Group has met annually at most, with gaps in some years. It discusses a proposed work plan and provides guidance on IHSN priorities. IHSN and ADP develop annual work plans and provide six-monthly financial and progress reports, which are submitted to the World Bank. However the level of detail required is not high. There are quite limited opportunities for partner organisations to participate in management decisions, and no formal role for other stakeholders, such as heads of NSOs.

There is no formal M&E system in place. It is not clear that anyone has the obligation to match work plans against progress reports, and there are no measurable performance indicators as far as the evaluation is aware. Reporting against the funding recently provided by DFID has required IHSN to report against targets and milestones, but this is new and it is not clear as yet what, if any effect this will have.

The evaluation recognises that IHSN/ADP is a small and tightly run programme, and does not feel it should have an unduly burdensome M&E system. However, it feels that the identification of and reporting against some higher level indicators would bring about a greater strategic focus for the programme which would be appropriate as it reaches maturity and can no longer be regarded as a pilot programme.

Summary

IHSN/ADP have made considerable achievements since their inception in 2004/2006. The initial mandate was very ambitious and has been narrowed down to a more practical set of objectives. Software tools have been developed for data archiving and for setting up NADAs, and ADP has helped train NSO staff to use these, and to archive surveys more effectively. Some progress has been made on improving access to microdata, though there are still legal, political and, in some cases, technical issues to address at national level.

A start has been made to improving data and survey quality but progress has been slow. There are challenges of cooperation, both at national and at global levels. This should be a focus of IHSN/ADP activity in the short-term.

4 The changing international context

In this chapter of the report we discuss how the international framework for statistics, including governance arrangements and coordination mechanisms, is changing and how this is expected to have an impact on the IHSN and ADP. Because of limitations of space, the coverage provides just an overview and reference is made, where possible, to other sources and descriptions of processes.

4.1 IHSN/ADP and the international statistical architecture

4.1.1 Overview

The international statistical system is concerned with a variety of tasks and roles. A complex and diverse international statistical architecture has evolved to support the development of standards and methods, the coordination and management of national statistical systems, the compilation of consistent international data sets on a wide variety of topics, but especially the indicators needed to monitor the Millennium Development Goals and the mobilisation and delivery of financial and technical assistance to developing countries.

Most of the data used internationally originate from national processes supported by the infrastructure - human, physical, and organisational - of national statistical systems. These data enter the international statistical system in a process through which different agencies review and further standardize national data to produce consistent, international data sets. Some international agencies also collect what might be termed transnational data, that is, data that transcend national boundaries in their production or coverage, for example the purchasing power parity statistics produced through the International Comparison Program.

The international statistical architecture has evolved over time, typically in response to a specific need or concern and as a result is complicated and extensive. It is continuing to change, although not always in a planned or consistent way. The main international agencies have their own mandates and concerns and their interest in statistics is driven primarily by their own internal needs for data and statistics to support their operations. As part of their operations many agencies compile and disseminate internationally comparable data sets on a wide variety of topics. Some agencies also implement programmes and projects to strengthen the capacity of statistical agencies and units in developing countries.

4.1.2 Many different actors and processes

There are many different actors and processes that have evolved to support the development of the international statistical system and the more effective use of statistics to reduce poverty and promote development. The main actors and processes that are relevant to the IHSN and ADP include the following.

At the apex of the global statistical system is the [United Nations Statistical Commission](#) (UNSC), which was established in 1947. It brings together heads of national statistical agencies from UN member states from all regions of the world. In particular, the UNSC is the decision making body for the setting of statistical standards, the development of concepts and methods and their implementation at the national and international levels. Under the auspices of the UN Economic and Social Council, the Commission has a coordination function, the promotion of an integrated system in the collection, processing and dissemination of international statistics and, in cooperation

with the specialized agencies, is expected to help developing countries in strengthening their statistical systems.

The compilation of international data sets has been taking place for a considerable period of time, but the emphasis on the need for consistency and, consequently, the need for much more complete metadata, became much clearer following the Millennium Summit and the efforts to compile the data needed to monitor progress towards the MDGs. The need to make the most effective use of fairly limited resources, as well as the recognition that effective coordination was going to be essential if data needs were to be met, has led to the establishment of coordination mechanisms including the [Inter-Agency and Expert Group \(IAEG\) on MDG Indicators](#).

In parallel, other processes, including the efforts to mobilise increased aid in support of the development effort implied by the MDGs, have been put in place. Led largely by the multilateral development banks, a focus has been placed on [Managing for Development Results](#). In return for increased levels of aid, donors and partner countries were concerned to know that aid was being used as effectively as possible and that it was making a difference. This emphasised the importance of measuring results throughout the development process. As well as setting in train a mechanism to improve aid effectiveness, the process also emphasised the need for better statistics. The [Marrakech Action Plan for Statistics](#) was a direct result of these efforts, agreed at the second International Roundtable on Managing for Development Results in 2004. As well as providing the initial mandate for IHSN, MAPS also highlighted the need to strengthen the capacity of national statistical systems if the challenge of providing the data to monitor the MDGs was to be met. The [Busan Action Plan for Statistics](#) (BAPS), agreed in 2011, updates MAPS, reinforcing the emphasis on strengthening the capacity of national statistical systems, but also taking into account what has changed and what has been achieved since 2004. One important difference between BAPS and MAPS is that the former is explicitly recognised as an outcome of the High Level Forum. The final [Busan Outcome Document](#) states (paragraph 18 c) "*We will partner to implement a global Action Plan to enhance capacity for statistics to monitor progress, evaluate impact, ensure sound, results-focused public sector management, and highlight strategic issues for policy decisions.*" This statement provides important political support for BAPS and commits all the actors involved in the Busan conference to supporting the implementation of the Action Plan.

[PARIS21](#), while it was formally established just before the Millennium Summit, was set up in response to the challenges faced by both statisticians and decision-makers. It was designed to be a forum and network to promote, influence and facilitate statistical capacity development and the better use of statistics. Its goal is to develop a culture of Management for Development Results, which, since 2004, has been emphasised mainly by encouraging and assisting developing countries to design and then implement National Strategies for the Development of Statistics. PARIS21 has proved to be important in stressing the importance of strengthening the capacity of statistical systems in developing countries. Its annual reports to the UN Statistical Commission have been the main mechanism of developing the discourse at this level. The role of PARIS21 has evolved and is continuing to do so, especially in the context of BAPS as described below.

The World Bank's role in statistics has also evolved. It has been a major player in supporting statistical capacity building and in the development of household surveys. Since 2000, the focus of the Bank on statistical capacity building has increased substantially and it is one of the three most important providers of aid for statistics ([PARIS21 PRESS Report 2012](#)). Since 2004, the statistical work of the Bank has been managed within the context of MAPS and the Bank is now prioritising the implementation of BAPS.

The Bank has been a major supporter and developer of household surveys even before IHSN was launched. Its [Living Standards Measurement Study](#) has been in place since 1980. The programme is designed to collect data and generate statistics to identify how policies can be

designed and improved in a number of areas. These surveys have been important sources of data on poverty and the impact of policies on the poor. Efforts to document and archive these and similar surveys in many countries pre-dated the IHSN and provided the precursors of the IHSN tools. The microdata files documented with the support of the ADP using the IHSN tools have been and continue to be an important source of data to monitor trends in poverty and well-being and to support policy analysis. An important recent area of research and development has been in the design and implementation of panel surveys.

4.1.3 Duplication of activities and products

One outcome of the complex nature of the international statistical system is the actual and potential duplication of both activities and statistical products, especially software tools. Within the broad areas of data documentation and dissemination, a number of different tools have been developed in recent years in addition to those that have been developed by IHSN and disseminated by ADP. These include the following.

- [Devinfo](#) - is a database system for monitoring human development. It is a tool for organising, storing and presenting data to facilitate data sharing and supports the production of tables, graphs and maps. DevInfo originated as ChildInfo and is managed by UNICEF on behalf of the United Nations Development Group (UNDG).
- [CountrySTAT](#) - is a web-based software tool developed and promoted by FAO for managing and disseminating food and agriculture statistics at the national and subnational levels.
- [Open Data for Africa Platform](#) - The Open Data Platform is a software tool for extracting data, creating and sharing customized reports, and visualizing data in tables, charts and maps. Its aim is to provide a portal to provide access to development data and to enable them to be shared with different users. The Platform has been developed by the African Development Bank and has been launched in 40 African countries.
- [Redatam](#) - The REtrieval of DATa for small Areas by Microcomputer.(Redatam+SP) is a database management tool that supports the storage and retrieval of microdata and aggregated statistics. It has been developed by Centro Latinoamericano y Caribeño de Demografía (CELADE / CEPAL), based in Santiago, Chile. It has been installed and used in countries in Africa, Latin America and South-East Asia.

Most of the tools, with the exception of Redatam, are concerned with storing and disseminating macro indicators, usually in the form of time series; as such they are not formally competitors for the IHSN tools. Nevertheless, feedback obtained from the five case study countries as well as the on-line producer survey suggests that managers in statistical agencies in low income countries do not feel that they are able to identify the tools that best meet their needs. In many cases, the tools are provided as part of an assistance package from an aid agency. Those countries where resources for surveys and the management of their data are very limited find it very difficult to refuse this kind of assistance and they feel that they are required to accept and adopt the software tools since they are seen as part of the assistance package. Some objective advice on the relative merits and uses of the different packages would be welcomed.

It has not been possible for the evaluation team to review these or any other data management software tools and we are not in a position to suggest that any one is superior or not to the others. The main concern is with the duplication of products and the difficulties that many statistical agencies in low income countries have in assessing which tools are most appropriate for their particular situation. There is also a need to ensure that the duplication of tools dealing with macro indicators is not replicated in the field of microdata management. It will be important to ensure that the documentation and support provided with the tools, provides an adequate explanation, not only

of how the software works, but also of what their functions and capacities are. There may also be a need for more comparative analysis of different tools that enables statistical managers to make a proper assessment of how they could best be used.

Another actual and potential area of duplication is in the development and maintenance of central data repositories. To some extent, this problem is an indication of the success of IHSN in raising the profile of microdata and in developing standards and tools to document them and to describe the metadata. As discussed in Section 3.2, the IHSN central survey data catalogue has proved useful, although perhaps not as widely known as it should be. The catalogue, however, only provides links to the actual microdata and a number of agencies have already or are planning to establish their own repositories with access to microdata for their own internal analysis and use. This process, which is expected to increase, has a number of potential problems. National statistical systems face having to deal with requests for data and reaching agreements on their use from a number of agencies. Having different copies of data sets managed by different agencies presents obvious problems of duplication and difficulties in ensuring that any changes in data sets are included in all copies. There is a clear need for coordination.

4.1.4 Coordination and accountability

The duplication of both actors and products in the data management field as well as feedback from countries obtained during the evaluation indicate that effective coordination remains a serious challenge. A number of different processes to strengthen coordination and to promote accountability have been put in place in recent years. These include PARIS21 itself, especially through the Board and Steering Committee, as well as the MAPS Advisory Board established by the World Bank as part of the MAPS partnership established in 2006.

While coordination is, therefore, widely espoused, in practice it has often proved more difficult to put into effect. As discussed in Chapter 3, one of the objectives of IHSN, when it was set up in 2004, was to improve the coordination of internationally sponsored survey programmes, giving emphasis to timing, sequencing, frequency, and cost-effectiveness. Fairly soon after it was established, however, this objective was found to be very difficult to achieve and coordination efforts effectively ceased.

The problems facing more effective coordination are ones mainly of accountability and of limited resources. Each agency active in the international statistical system is governed by and is accountable to its own internal management and governance mechanisms. With resources for global public goods in statistics often in very limited supply, what is done is largely driven by agency-specific budgets and decision-making processes.

In the opinion of the evaluation team, the fundamentals of this situation are not likely to change much in the medium term. The multiplicity of actors is likely to persist and coordination will only really be effective when the incentives are sufficient to overcome the costs. Chapter 5 includes some suggestions aimed at strengthening coordination and improving accountability. Whatever decisions are made, however, about the future of the Network, it will be important to be realistic about what can be achieved in practice. This is not to discount the fact that demand for better coordination remains high, especially among the managers of statistical agencies in low income countries.

4.1.5 Implications for IHSN and ADP

The complexity of the international statistical system and the different channels for accountability are reflected in the existing governance arrangements for IHSN and ADP that were set out in Chapter 3. In the opinion of the evaluation team, this complexity, both in terms of governance and accountability and the related difficulties in ensuring effective coordination will remain, so any future arrangements will need to take this situation into account. The information from the case studies as well as interviews with stakeholders indicate that there is demand for coordination and for ensuring that the interaction with national statistical systems does not place undue burdens on local management. It will also be important to ensure that partners, who may not always be providers of finance, are nevertheless able to have some say in the design of work programmes and some oversight of their implementation.

4.2 Implementation of the Busan Action Plan for Statistics

The Busan Action Plan for Statistics provides the framework for the improvement of statistics in support of economic and social development over the medium term. It has three main objectives: (i) to fully integrate statistics in decision making, which involves increasing the use of data to inform policy and the inclusion of statistical capacity building in development programmes; (ii) to promote open access to statistics; and (iii) to increase resources for statistical systems. These objectives are principally to be achieved through five actions.

- **Action 1:** Strengthen and re-focus national and regional statistical strategies (NSDS/RSDS) with particular emphasis on improving statistical systems that address country-level development priorities.
- **Action 2:** Implement standards for data preservation, documentation, and dissemination that permit full public access to statistics.
- **Action 3:** Develop programs to increase the knowledge and skills needed to use statistics effectively for planning, analysis, monitoring, and evaluation.
- **Action 4:** Build and maintain results monitoring instruments to track outcomes of all global summits and high level forums.
- **Action 5:** Ensure financing for statistical information is robust and that funding instruments and approaches reflect the new modalities and actors in development finance.

A PARIS21 Task Team has been set up to review and make recommendations on implementation arrangements for BAPS. Its [report](#), discussed at the 2013 Annual PARIS meetings, indicates that both IHSN and ADP come under Action 2. Here the main concern is to keep up the momentum already developed through IHSN and ADP activities and to fill gaps, especially in relation to implementing open data policies and programmes in developing countries and improving tools and guidance on data anonymisation.

At the 2012 Annual PARIS21 meetings, the Board approved a proposal that PARIS21 will act as the BAPS Secretariat, and that the PARIS21 Secretariat together with the World Bank will report on progress to the post-Busan [Global Partnership for Effective Development Co-operation](#) and the UN Statistical Commission. In 2013, the Board approved the recommendations of the BAPS Implementation Task Team and agreed a reorganisation of the Secretariat to reflect more closely the requirements of BAPS.

There are a number of implications for IHSN and ADP that come out directly from the implementation arrangements for BAPS. Most importantly, BAPS updates and strengthens the mandate for IHSN and ADP activities, requiring that work to develop and implement standards for data preservation, documentation and dissemination continues and is extended. Second, the link

with open data, providing for full public access to statistics is also emphasised. There are, potentially a number of implications here, some of which are discussed further below and in Chapter 5. In particular, the [Board agreed](#) to establish a task team on emerging technologies, but ensuring that there is coordination with other groups working on “big data” issues to avoid duplication of effort.

4.3 Post 2015

A substantial international effort is in place to define and develop a development agenda for the period from 2015 onwards, when the current Millennium Development Goals will come to an end. As yet, this process is quite fluid, with many different actors and a number of important contributions. At the 2013 Annual PARIS21 meetings the Board called on the Secretariat (i) to move quickly to complete initial conceptual work as rapidly as possible, (ii) to stress PARIS21’s comparative advantage, which is the inclusiveness of its partnership and the strong pluralistic voice of countries/institutions and users/producers, (iii) to recognise and respond to the fluidity of the post–2015 MDG process over the coming months and (iv) to recognise that target setting is a political process and that the Secretariat is better served raising awareness on the challenges of filling data gaps once targets are established.

At the political level, the UN Secretary General has set up a [high-level panel of eminent persons](#) to make recommendations on the post 2015 development agenda. Their [report](#) published on May 31, 2013, makes a number of recommendations on goals and targets, focusing especially on the problems of extreme poverty. What is of interest to IHSN and ADP and, indeed, the whole of the international statistical community, is the emphasis given in this report to the need for a new data revolution. Chapter 4 of the report states:

“A true data revolution would draw on existing and new sources of data to fully integrate statistics into decision making, promote open access to, and use of, data and ensure increased support for statistical systems.

*To support this, the Panel recommends establishing a **Global Partnership on Development Data** that brings together diverse but interested stakeholders – government statistical offices, international organisations, CSOs, foundations and the private sector. This partnership would, as a first step, develop a global strategy to fill critical gaps, expand data accessibility, and galvanise international efforts to ensure a baseline for post-2015 targets is in place by January 2016.”¹⁷*

The implications for IHSN and ADP are clear. If this recommendation is put into effect, the impact for the international statistical system and programmes such as IHSN will be substantial and important new opportunities will arise. The potential role for the private sector and the links with what might be termed non-traditional sources of data, or “big data” are significant and are discussed in more detail in Chapter 5.

4.4 Open data

Open data can be defined as follows. *“A piece of data or content is open if anyone is free to use, reuse, and redistribute it — subject only, at most, to the requirement to attribute and/or share-alike.”¹⁸* The idea of open data, along with similar principles such as open source, open government and open access is not new, although the concept has been highlighted in the last few years by a number of initiatives by governments and institutions such as the World Bank to

¹⁷ A New Global Partnership: Eradicate Poverty and Transform Economies Through Sustainable Development: The Report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda; 30 May 2013: http://www.un.org/sg/management/pdf/HLP_P2015_Report.pdf

¹⁸ <http://okfn.org/opendata/>

improve accountability by making as much information available as widely as possible, free of charge.

For official statisticians the idea of open data is appealing; it promotes access to their products and services and, potentially can add significantly to the use of statistics. Much of the work of IHSN and ADP has been in line with the open data concept, documenting surveys and censuses, standardizing their documentation and developing tools that promote access not just to the published aggregate statistics, but also to the microdata themselves. At the same time, however, open data also represents a real challenge. Concerns which have had and are likely to continue to have an impact on IHSN include the following.

- The problem of confidentiality and the need to protect the identity of individual respondents as required by almost all statistical legislation.
- For open data to be useful and useable, it is not sufficient to make the data available, metadata are also needed that identify what the data represent, how they have been collected and any limitations there may be on their use and interpretation. While IHSN has been assiduous in doing this for surveys, the same process and standards have yet to be developed and applied widely to other kinds of data, especially those generated as a by-product of government administration and data compiled by private sector businesses.
- For less developed statistical agencies with more limited capacity there are concerns about ensuring that the data are properly attributed and that where alternative statistics are compiled and disseminated that these are not designated as nor seen as being “official”.

These concerns are considered in Chapter 5 in the context of the medium-term scenario and the proposals for the future of IHSN and ADP.

5 Where should IHSN/ADP go from here?

The evaluation team believes that the work of IHSN/ADP should be continued after 2015 and we propose a time frame that will allow for activities to continue at least until 2020. In this chapter we present our recommendations for the development of IHSN and ADP for this period, which divides into two distinct components: the short term from now until the end of 2015, when funding is already in place and the potential for substantial changes in the activities and work programme is limited; and the period from 2015 onwards. More strategic decisions will need to be put into effect after 2015 for two important reasons. The first is the need to identify and secure new financing to meet the core costs of IHSN; the second is to ensure that the mandate, objectives and work programme of the Network are aligned with the new international statistical architecture that will be in place in the post MDG era.

5.1 Short-term recommendations

Our recommendations for the short term, up to 2015, are based on two main sources of information: the results of the evaluation set out in Chapter 3 and direct feedback from stakeholders obtained through interviews and the user and producer eSurveys. The assumption here is that the work programme will proceed largely in line with existing priorities and objectives. The changes we propose in the following sections are incremental and we believe they can be implemented within the current resource envelope.

5.1.1 Governance

The governance arrangements for IHSN and ADP and the reporting and accountability arrangements have been described in Chapter 3, along with the extent to which these have provided flexibility and the capacity to innovate. The advantages of flexibility have been clear as the work of the IHSN has developed and as ADP was being initially rolled out. While, in theory, IHSN reports through a number of different channels, in practice, accountability has been determined by the flow of funds. Now that IHSN is well established, however, and many countries have been able to document surveys and set up NADAs, the need for a clearer and more inclusive governance process is becoming apparent. Feedback received by the evaluation team, especially from international agencies that have an interest in surveys and survey data, suggests that strengthening accountability and providing for more voices to be heard in determining priorities will be important.

At the same time, it is clear that if IHSN is to continue in some form beyond 2015 it will be necessary to build and maintain a strong alliance of agencies that can advocate for its activities and which can support a comprehensive financing strategy. It will not be sufficient just for agencies simply to have expressed interest in the Network in 2004; developing and implementing a comprehensive work programme after 2015 will require much more active support. It is much more likely that this can be put in place if the agencies feel some ownership of the Network and have some involvement in its management.

A more comprehensive review of governance arrangements will need to be carried out as the future of IHSN is discussed and as its future mandate and reach is agreed. In the short-term, however, the evaluation team recommend that actions are taken immediately to reaffirm interest in the Network and to strengthen the Management Group. In particular the following steps are suggested.

1. All those agencies that are listed as being members of IHSN on the web-site, together with any others that have had some involvement or interest in the work and are concerned with

international surveys should be contacted and asked if they wish to remain or to become members of the Network,

2. Membership of the Network should involve some rights and some responsibilities. The rights could include receiving progress reports directly, rather than indirectly from the website. They could also include reviewing and commenting on the evaluation and contributing directly to any discussion about the future of IHSN after 2015. Responsibilities would include agreeing to share and exchange information.
3. All members could be asked if they wish to participate in a revised IHSN Management Group. This would involve participation in two meetings each year, one of which could be organised in the margins of the UNSC meeting in New York. The second, to be held in September or October, could be held virtually or could involve a physical meeting if required.
4. Depending on the response, it is suggested that the Management Group would include no more than 10 members. PARIS21 and the World Bank should be members automatically. The Management Group would review work programmes and progress and should play a key role in determining the future of IHSN and ADP

5.1.2 Involvement of IHSN with the United Nations Statistical Commission

At present, IHSN has no formal relationship with the UNSC, even though the Commission is the decision making body for the setting of statistical standards and the development of concepts and methods. PARIS21 makes a report on its statistical capacity building activities and this forms the basis for a discussion on capacity building at each Commission, but the work of the IHSN and ADP is not discussed separately and the use of important standards such as the DDI has not been reviewed or agreed. While many national statistical systems accept the standard and have adopted it de facto, it would probably be helpful if it were to be formally recognised by the UNSC.

The process of engagement with UNSC may take some time and is likely to require a minimum of two years to complete. It is recommended that a country that is a member of the Commission and is also an active user of the IHSN tools be asked to develop a proposal for consideration by the Commission. This proposal would need to be developed in coordination with the UN Statistics Division. This initial process should be completed before the deadline for submission of proposals for the 45th session of the Commission in February 2014.

5.1.3 Advocacy and awareness raising

Up to now, most of the advice and support provided to countries through the ADP has been concerned with the documentation of surveys and the establishment of national data archives. In most of the case study countries visited for the evaluation it was clear that the launch of the national data archive was an important step in making survey data and metadata more widely available and in promoting their use. At the same time, though, a number of potential users were not aware of the NADA or its potential and this was especially true for less experienced users.

The development of a national data archive and its launch can be an important process for a national statistical system. It can help to raise awareness of official statistics and the importance of surveys in generating data for policy analysis and monitoring. While this has been the case in some countries, in others awareness of the NADA is still limited and this potential has not been realised. It is recommended, therefore, that the IHSN/ADP Secretariat consider developing guidance and some advocacy material around data documentation, archiving and dissemination for use by countries. This could form part of an overall advocacy campaign on behalf of official statistics and the material could be developed in conjunction with and as a supplement to the advocacy material already developed and used by PARIS21. Countries where NADAs are being

developed and where a launch is being planned should also be encouraged and supported to prepare and implement a public relations campaign.

There is also a need to raise awareness of the IHSN Survey Catalogue. This is an important source of information about surveys worldwide and has been quite widely used. During the evaluation, however, it became clear that many potential users were not aware of the catalogue or how it could be used. This seemed to be particularly the case for less regular and less experienced users.

5.1.4 Ensuring that microdata archiving, documentation and dissemination is included in National Strategies for the Development of Statistics

The ADP has proved to be important in providing the support needed by countries to document their surveys, archive the material and set up national data archives. In the medium to longer term, the view from many stakeholders is that these activities should be part of the regular work programme of national statistical agencies. Since the main mechanism for strengthening statistical capacity in developing countries under MAPS and now under BAPS is the development and implementation of National Strategies for the Development of Statistics it will be increasingly important to ensure that microdata management is included explicitly in NSDSs if the initial efforts of the ADP are to be sustained.

Countries have different timetables for the national strategies and generally only formally update them once every three to five years. It will take some time therefore, to ensure that IHSN-related activities are properly included in all NSDSs and it is important to ensure that this process starts as soon as possible. It is recommended, therefore, that a start be made over the next two years to ensure that all NSDSs, as they are prepared or as they go through a mid-term review, include an explicit reference to microdata management, documentation, archiving, dissemination and use and identify what additional resources, if any, may be needed to support these activities.

The PARIS21 Secretariat monitors the NSDS process in all developing countries and its database could be used to identify when preparation is in progress or when a mid-term review is scheduled. In many cases all that will be needed will be some guidance, but in others there may be a need for some technical assistance. This has been provided in the past by ADP, but generally only on demand. In future it will be important to ensure that as many NSDSs as possible include a discussion on microdata management and archiving and include the resources necessary to develop NADAs. A recent review by the IHSN Secretariat indicates that out of 59 NSDSs which are current and being implemented, 37 or 63%, include microdata management and archiving in their NSDSs to some extent. The aim should be to ensure that all NSDSs prepared and approved between now and the end of 2015 include these concerns.

5.1.5 Developing a strategy for engagement and disengagement with countries

The process for countries to engage with IHSN has, to a large extent, been demand-driven and opportunistic, making use of a variety of mechanisms to raise awareness and then to mobilise demand for the IHSN tools and technical assistance. For a new programme, with a set of new and still developing tools, this was almost certainly the most appropriate approach. It meant that resources were directed where there was already some demand and where there was the greatest chance of success. While the process was not always successful, since there were some countries that were unable to sustain interest or commitment after the initial contact, it did lead to significant improvements in capacity and performance in many places.

As the programme matures, however, the evaluation team believes that the process of engaging with countries and, perhaps more importantly, disengaging, does need to be formalised to some extent. It is recommended, therefore, that a strategy for engagement and disengagement with countries be developed, together with some simple indicators of progress so that assessments of what has been achieved and any continuing commitments can be made from time to time.

The strategy should be developed separately for countries involved in Task 1 and Task 2 of the ADP and should include the identification of important milestones and target dates. Disengagement would take place for Task 1 when countries are assessed as having the capacity to document surveys, add them to their NADA and disseminate microdata and metadata without further technical support. Disengagement would not necessarily mean that countries would not be able to receive any further assistance - they might, for example, be invited to participate in regional or sub-regional workshops - but it would be a formal indication of having reached a certain level of capacity.

5.1.6 Sharing experience between countries

Much of the interaction of countries with ADP has been between the country and the Secretariat. Interaction between countries has taken place at initial awareness raising workshops that took place at the regional or sub-regional levels and also in those regions where ADP activities are carried out directly by regional organisations. In addition, some exchange of experience has taken place through the provision of technical support from some ADP countries to others - this seems to have been effective and has been welcomed by both the providers and recipients of this support. At the same time, though, feedback from a number of countries, including the five case studies, indicates that many statistical agencies would welcome the chance to interact and share experience and expertise more widely with their colleagues in other countries, especially at the senior management level. The evaluation team recommends therefore, that mechanisms be investigated to see how this could best be done without the commitment of significant new resources.

Since there are already many regional and sub-regional statistical meetings in the international programme, it may not be helpful to propose a whole new set, even if the resources could be made available. One alternative possibility may be to identify where some discussion of microdata management and dissemination could take place as part of an existing process. It might be possible, for example to add one or two sessions to regional statistical commissions or similar meetings. The additional costs are likely to be fairly small and may only involve some participation by the Secretariat. The aim of such a session would be for countries to share experience of using the IHSN tools and to discuss solutions to problems and concerns. In addition to the participation of staff from the Secretariat, it may also be possible to assist countries to prepare and distribute case studies of what has been achieved and how problems have been addressed.

5.1.7 Developing a programme of publications

As discussed in Chapter 3, the evaluation team found only limited evidence that the IHSN Guidelines and Working Papers had been widely read or used. This is not to say that they are of limited value, but rather an indication of perhaps there being only limited awareness of their existence. The evidence presented in Chapter 3 also suggests that the Working Papers in particular have generally been prepared when an opportunity arose and when the author or authors were willing and able to put the document together.

While the need to take advantage of emerging opportunities to prepare a Working Paper is acknowledged, the evaluation team recommends that the publication programme would have more

impact if it was planned and if it was better able to meet needs as identified by Network partners and by countries participating in the ADP. One possibility might be to get members of the Network more involved in identifying gaps in existing documentation and also in identifying authors and reviewing draft papers. As a starting point it is suggested that a publication programme for 2014 and 2015, to cover both Guidelines and Working Papers, be drawn up in consultation with the members of the Network and then be agreed with the Management Group at their next meeting in September or October 2013

5.2 The environment for statistics post-2015

The Terms of Reference require that the Evaluation Team should develop a scenario for the development of statistics in the post 2015 period, which the IHSN and any associated technical assistance programme will have to operate within. The scenario is described in more detail in the next section. Here we consider the main elements and factors that will affect and structure the environment for statistics from 2015 to 2020 and beyond.

First of all we share the belief expressed by the Director of the World Bank's Development Data Group at the recent PARIS21 Annual meetings that "*Demand for data is at an historic high, and data sources are expanding.*"¹⁹ This view was also put forward by the Manager of PARIS21 in discussions with the evaluation team. We concur that this high level of demand will continue and may even increase in the post 2015 period. The emphasis on accountability and the need to measure and demonstrate results in development will mean that, regardless of what precise goals, targets and indicators are agreed to replace the Millennium Development Goals, there will still be a need to compile data and report on a development progress in a number of different areas.

Second, it is possible and even likely that the international architecture supporting statistics will be strengthened. For example the Eminent Persons Group set up by the UN Secretary General to advise on the Post-2105 development agenda has recommended that a "*Global Partnership on Development Data*"²⁰ should be established bringing together different stakeholders including national statistical agencies, international organisations, civil society organisations, foundations and the private sector. Whether this will be a new process or whether it might be part of a revised mandate for existing initiatives such as PARIS21 remains to be seen. The key point is that it is only likely to increase awareness of the importance of data and the demand for statistical information.

Third, the Busan Action Plan for Statistics provides the framework for the development of statistics and of statistical capacity in the post 2015 period. Thus the mandate for IHSN- and ADP-type activities, especially developing and implementing standards for data preservation, documentation and dissemination is expected to be continued and even extended. It is also assumed that the emphasis on open data, providing for full public access to statistics, continues.

Fourth, there are a number of concerns and policy areas, especially in relation, for example, to security, migration, the management of natural resources and climate change that are not restricted to national boundaries. These trans-national issues require coordinated action at the regional and international level, but statistical systems are often well developed to provide consistent and coherent data for more than one country. The importance of these issues seems to be increasing and the demand for consistent data at the regional level is likely to increase.

¹⁹ URL: http://www.paris21.org/sites/default/files/minutes_PARIS21annualmeetings_2013.pdf

²⁰ URL: http://www.un.org/sg/management/pdf/HLP_P2015_Report.pdf

5.2.1 The scenario – Demand for data increases, national statistical systems continue to be the main source of development data, but there is an increasing focus on and interest in alternative data sources

In the short to medium-term, it is assumed that the increased demand for statistics continues to be translated directly into demand for the products and services of national statistical systems and that this demand, in turn, will result in an increase in the resources for statistical activities and an increased investment in capacity. In this respect, the environment for official statistics in most developing countries is expected to be supportive and beneficial. At the same time, though, it should not be assumed that national statistical systems will not need to increase and improve their efficiency and effectiveness. National budgets are likely to remain under pressure in most countries and funds for statistics will have to compete with many other potential uses. While it may be expected that the level of aid for statistics will increase, the recipients of this aid – national statistical agencies – will still need to develop realistic strategies and development programmes that can be implemented and which are able to deliver better statistics on time and within budget.

It is to be expected that both surveys and censuses will continue to provide important sources of data for monitoring global development progress and for policy management in countries. Different kinds of surveys, but especially those using households as the main sampling unit, are the only realistic source of data that can be used to analyse decision making and resource allocation by individuals and households. In developing countries, especially, household surveys are the only source of data to monitor and analyse changes in poverty and well-being. Even in advanced countries with sophisticated data registers and access to many different kinds of administrative data, household surveys continue to be important sources of statistics on topics such as well-being and labour market participation.

Household and other kinds of surveys, however, do have a number of well-known and widely acknowledged limitations. They are, in many circumstances, complex to design and manage. They tend to be expensive, especially when the complexity of the questionnaires requires teams of enumerators and when communications and transportation are difficult. They are also quite time consuming, requiring complex procedures to capture, validate, process and analyse the data. These problems become much more acute when data are needed as close to real time as possible and when detailed disaggregation of the population under study is needed for policy purposes.

It is inevitable, therefore, that other types of data, in particular those that are collected as a by-product of different administrative processes, will become increasingly important, even in low-income countries. As the economies of countries grow and as the reach of both central and local government expands, it is clear that statistical systems will need to make more effective use of these kinds of data. It will be important for countries to have access to guidelines, tools and standards for making use of administrative data and for compiling and disseminating comprehensive metadata.

The medium-term scenario that we believe is realistic, therefore, suggests that in parallel with the increased demand for “traditional statistical data” there will be an increasing demand for statistics from non-traditional sources. These will include administrative statistics, but, will also cover data derived from business activities, including those kinds of activities such as mobile communications and the use of the internet and social media, which have been growing very rapidly and which are likely to increase in importance in developing countries.

While national statistical systems will continue to be the source of many key data sets – it is unlikely that it will be possible to replace population censuses as the main source of demographic statistics in developing countries within the next ten years, for example – under the scenario it is to be expected that many data users will look to and make use of many other kinds of statistical data

that come from non-traditional sources. These may include the information already collected by private sector businesses as well as local and central government agencies and civil society organisations. These data, which have become widely known as “*big data*” can be characterised as “*data sources that are high volume velocity and variety of data that demand cost-effective, innovative forms of processing for enhanced insight and decision making*”²¹.

A recent review by the UN Economic Commission for Europe concludes that “*Big data has the potential to produce more relevant and timely statistics than traditional sources of official statistics.*”²² The paper suggests that national statistical systems are unlikely to lose the “official statistics” brand, but they could, over time, lose their reputation and relevance, if they do not get involved. Other evidence comes from the Eminent Persons Group, who state “*There have been innovative initiatives to use mobile technology and other advances to enable real-time monitoring of development results. But this movement remains largely disconnected from the traditional statistics community at both global and national levels.*” In the business field new applications using mobile technology are being developed and marketed, aimed initially at businesses in the developed world, but increasingly being used in developing countries as well.²³

For the following reasons, therefore, the evaluation team believe that the IHSN and any associated technical assistance programme will need to take into account non-traditional sources of statistical data and gradually, in association with other programmes and agencies, bring them within the ambit of official statistics.

- First and probably most important, is the need to compile and make available information more quickly, looking to provide information about economic activity, social impacts and household decision making in as close to real time as possible. Even with recent technological advances, especially the use of micro-computers and specialist software packages, the delays between the survey reference period and the eventual dissemination of the results can be significant and may make the data of limited use for managing service delivery, for example.
- Second, as the report from the Eminent Persons Group highlights, “... *data gathered will need to be disaggregated by gender, geography, income, disability, and other categories, to make sure that no group is being left behind.*” The capacity of survey data to provide highly disaggregated data, especially for small, but important groups of people or households, is limited and is not easily overcome.
- Third, surveys are expensive and difficult for statistical systems in low income countries to finance from their own resources. In many developing countries, especially those with limited infrastructure and scattered populations, survey costs will always be high and it is not clear that all countries will be able to continue to implement a comprehensive survey programme if aid donors believe that alternative sources of data are available.
- Fourth, new kinds of enterprises may come into being that are able to identify and put into effect business models that allow them to compile and disseminate data and generate a return on their capital. These could include charging for access to the data through specialist applications, or working on commission to aid agencies to generate the information they need to monitor their programmes and projects.
- Fifth, donor agencies that have previously commissioned surveys from national statistical agencies, either on an ad-hoc basis or as part of a support programme to implement an NSDS, may increasingly look to alternative sources for the data they need to report on results. These may include local private sector businesses or international polling companies for example.

²¹ <http://www.gartner.com/it-glossary/big-data/>

²² “What Does “Big Data “ Mean for Official Statistics” UN Economic Commission for Europe, 10 March 2013, URL: <http://www1.unece.org/stat/platform/pages/viewpage.action?pageId=77170622>

²³ For example see: <http://techpresident.com/news/wegov/24074/gauging-food-security-mobile-phone-survey>

Some of the issues that IHSN will need to take into account under this scenario include:

- How statistics will be compiled and disseminated; what metadata is available for users to understand what the data represent and how they can be used; and
- What procedures are in place to protect the identity of individuals; and how data from different sources can be compared and analysed?

Underlying this will be the need for procedures, processes and standards that support the documentation of the data, that provide for access to both the data themselves and the supporting metadata and that preserve the data so that they can be widely used. The assumption is therefore that there will still be a need for the kind of tools and guidelines developed by the IHSN; it is just that the data sets may change. Another concern will be how national statistical agencies can work with the owners of these big data sets. Understanding and analysis will be needed to identify what incentives, both positive and negative, will best enable statistical agencies to have access to the data.

Finally, the role of international agencies in the post-2015 environment needs to be considered. It is assumed that they will continue to have an important role in compiling the international data sets needed to generate the various indicators that will be in use post-2015. Duplication will need to be avoided and international data sets will need to be properly documented and regularly updated. Metadata will continue to be crucial in all of these processes.

5.3 Proposals for the development of IHSN

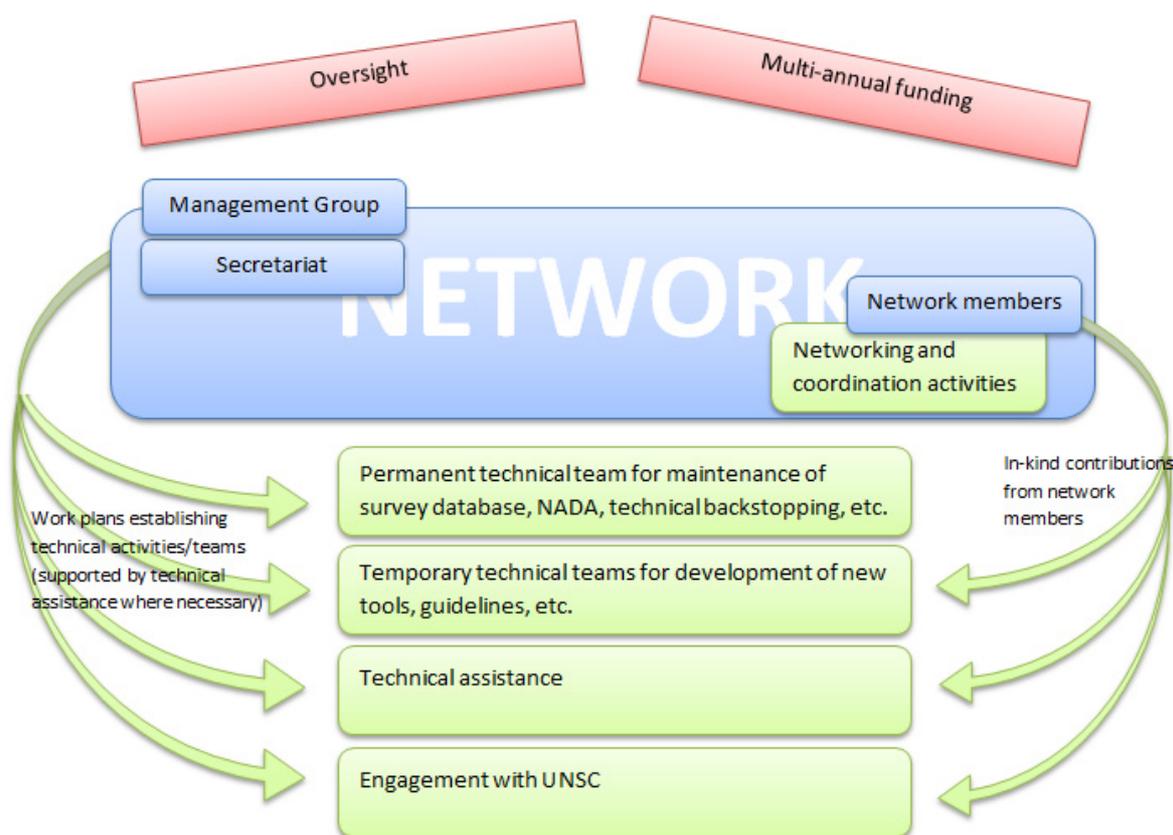
In this final section of the report we present proposals for the development of IHSN for the period from 2015 to 2020, focusing on work programmes, governance, institutional arrangements and financing. A draft logical framework is set out in Figure 5.2. This framework is only meant to be indicative; it will need to be accompanied by realistic goals, targets and indicators to monitor progress.

5.3.1 Overview

In order to build on and extend the work of IHSN and ADP, supporting the documentation and use of microdata and strengthening data processes generally, the evaluation team recommend that the network be extended to operate over the period from 2015 to 2020. It would build on the achievements of the first eight years, but with a number of important changes to respond to the evolving environment for statistics outlined above. In particular, we recommend that the network should be positioned as a component of the Global Partnership on Development Data proposed by the Eminent Persons Group.

We propose a network with a Management Group and a secretariat and a number of technical activities carried out by different teams. Based on multi-year work programmes prepared by the secretariat and approved by the Management Group, the network will support the maintenance and development of tools and guidelines and will promote their adoption and use by countries and international agencies. It is anticipated that much of the work will be carried out by members of the network, in some cases by commission, in others as part of a partnership. It is anticipated that the network will differ from the current IHSN in that it will include both national statistical systems and other data providers and users (see Figure 5.1).

Figure 5.1 Overview of proposal



5.3.2 Goal and outcomes

It is proposed that the goal of the future programme should be directly focused on the post 2015 development agenda by helping to improve the availability of statistics to monitor progress and to support policy formulation and implementation. The extent to which progress is being made towards the goal will be determined by the completeness of data sets needed to monitor the post-2015 indicators and the number of countries that are assessed as having data of a reasonable quality to monitor progress.

Outcomes would then be expected in two main areas. First, increased use of microdata from different kinds of data processes, based on better documentation and availability of the data sets. And, second, improvements in the quality and effectiveness of future data processes, especially surveys and censuses, by making use of existing metadata and microdata and feeding this into the design and management processes.

5.3.3 Outputs and activities

In general the outputs and activities to be carried out under the proposed programme may be considered under two main categories. First are those activities related to the assessment and analysis of existing data and the improvement of national data programmes, including, but not limited to, household surveys and censuses. Second, those technical activities such as the inventory, documentation and dissemination of microdata; these include the development of software tools and guidance within the framework of appropriate standards, including the DDI.

Strengthening surveys and other data processes

It is recommended that the first area of focus for the proposed work programme, that is, the assessment and analysis of existing data and the improvement of national data programmes, would best be managed through a strengthening and extension of the existing network. In particular, it would make use of the various IHSN tools and guidelines and the capacity that has already been put in place in developing countries to document, archive, disseminate and make use of survey data. It is proposed, however that the focus is broadened beyond the microdata themselves to encompass a programme of work that helps developing countries improve the effectiveness and efficiency of future survey programmes. The network would support the design and implementation of surveys, as well as the better management and use of the microdata.

As outlined in Chapter 3, Task 2 activities, that is, the rolling out of tools and guidelines to help improve the quality of future surveys are, as yet, still in their initial stages. This component, therefore envisages a work programme that will develop and extend the existing material, that will support good practice in survey design and management and which will have some additional resources to help disseminate tools and guidelines and to support their take up and use. An important distinction, from the present structure of the network, is to include national statistical agencies as well as international organisations.

It is envisaged that the work programme would involve a number of activities as follows.

- Developing a network where national statistical agencies and other survey managers can exchange information and share problems, solutions and issues.
- Promoting the coordination of survey programmes at the national level, through the NSDS process and helping national statistical agencies to identify and implement their priorities
- Providing guidance and other material on survey design, including the dissemination of research results from other organisations.
- Expanding and developing the question bank and promoting the use of standardised questions where appropriate and possible.
- The development of appropriate training material on survey design and management and supporting the training of trainers where possible.

Technical activities

At the technical level, it is anticipated that a major component of the work programme would be the development of tools, guidelines and other material to support the documentation, the preparation of metadata, dissemination, archiving and evaluation of data obtained from both traditional and non-traditional sources. In particular non-traditional sources will include records from businesses, as well as different kinds of administrative processes and information kept by civil society organisations. If these data are to be useful in providing information about the development process and the well-being of people, then it will be essential that they are well documented and that the ways in which they can be used and analysed are understood. It will also be essential to have in place robust procedures to measure and monitor the quality of the source data and the extent to which statistical indicators derived from them are consistent and can be compared with indicators derived from other source data.

Carrying out these tasks and developing tools and other material that are widely accepted and used will not be easy and is likely to involve establishing partnerships with agencies that until now have not been part of the international statistical architecture. These may include international corporations that compile records relating to the use of mobile and other computing devices, as well as civil society organisations, other networks and local government. Issues that will need to

be resolved may include: the development of a framework for documenting and archiving metadata; tools to support the compilation of data files for analysis and for public use; how to link data from different sources; and procedures and how to ensure the confidentiality of data from individuals. It is anticipated that this option would need to work closely with organisations and people with an interest in both open data and big data.

At the same time, though, it will be important to continue the development and support the adoption of the existing microdata management and archiving tools and to promote their adoption and use as widely as possible. Further development and dissemination of tools and guidelines will also be required to manage the risk of disclosure of the identity of individual respondents and to prepare public use files where the risk of disclosure is kept below an acceptable level.

As discussed in Section 5.1.2 above, the Network should aim to remain engaged with the UN Statistical Commission. In the technical areas this could be done by setting up an Inter-Sectoral Working Group, following the model used to prepare SNA2008. Another possibility would be to establish a “Friends of the Chair” (FOC) Group. The purpose of this group would be to review and reach agreement on the use of tools and standards.

Consideration should also be given to developing and promoting consolidated archives of metadata and microdata, where possible and appropriate, at the regional and international levels. While microdata will continue to be owned and managed by the agencies that are responsible for their original production, there is a good argument for a central microdata library that would document what existed and which would provide a portal to both national and international data archives. There will also be a need as outlined in Section 4.1.3, for the network to promote and support more effective coordination of international and regional microdata repositories.

5.3.4 Technical assistance

The evaluation team recommends that the continuation of ADP as a separate technical assistance and training programme does not really make sense after 2015. It is recognised that there is likely to be a need to promote outreach and the widespread adoption of the tools and guidelines as well as advocacy generally. It is clear, though, that the existence of separate technical assistance funds targeted at a specific set of actions does not really fit in with the logic of BAPS or the approach of supporting countries to identify their own priorities through the NSDS process. In the longer term, support for statistical development in developing countries, including technical assistance, should be provided through general support to NSDS implementation rather than through separate funds under the control of different technical programmes.

The argument for the future IHSN programme outlined above to include resources to finance technical assistance and training, therefore, needs to be as follows.

- Resources are needed for advocacy to ensure that countries are aware of the programme and are able to understand what it is trying to achieve.
- Technical support and training should focus on promoting adoption of the tools and application of the guidelines.
- International resources should be used where they have the most leverage, for example, in training of trainers and in developing technical expertise at the regional level.
- Application of the tools and guidelines should focus on integrating microdata management and dissemination into the regular work programmes of statistical agencies and ensuring that these activities are given priority in NSDSs.

It is anticipated that technical assistance will not be provided by the secretariat directly. Rather we recommend that TA is provided from consultants with the required expertise and experience, or directly by members of the network. Much of the support will not be provided to countries, instead it will work more with intermediaries. Where support is provided to countries it will be important, as outlined in Section 5.1.5 above, that there is a clear strategy for engagement and disengagement.

5.3.5 Institutional arrangements

While a number of different institutional arrangements are possible and may well be feasible, the evaluation team recommends that whatever arrangements are put in place they should be based on the following principles.

- The arrangements put in place to manage the programme should make use, as far as possible, of existing structures and arrangements and should not result in additional bureaucracy.
- Use should be made of existing expertise and experience, involving as many of the existing participants in IHSN as possible. The comparative advantage of different agencies should be identified and exploited.
- Regular interaction with the UN Statistical Commission is desirable.

The recommended institutional structure of the proposed programme, therefore, is as follows.

- A small secretariat with a staff of no more than five people to support the work of the network. This team would manage the technical assistance programme, with almost all of the work being contracted out. It would also be responsible for supporting the proposed governance arrangements set out in the next section.
- The technical activities could be led by a permanent team of perhaps two or three programmers and other specialists. They would work closely with technical experts in other agencies and, where required, commissioned specialists.
- Much of the work programme of the network would be carried out by temporary technical teams, supported by in-kind contributions from members, supplemented as required by commissioned work, the secretariat and the permanent technical team.
- Membership of the Network should be open to national statistical agencies, international agencies and other organisations with an interest in its work. The evaluation team recommend that there should be a specific mechanism for agencies to become members and to maintain their membership, probably annually. The team also recommends that there should be no membership fee.

In line with the principles set out above, the evaluation team recommend that the secretariat should be established within an existing institution with a global mandate and a clear interest in microdata management. Options for the location of the secretariat can be identified as follows.

- Established as **part of the Development Data Group** in the World Bank. This would have the advantage of linking the network closely with an ongoing programme of statistical capacity building, data management and promotion of the open data agenda. Possible disadvantages include the complexities of managing resources and the need to use World Bank procedures for procurement and financial management.
- Be established as **part of the PARIS21 Secretariat**, based at OECD in Paris. The main advantage would be to make use of existing expertise as well as linking the work of the network directly with the implementation of BAPS. Under this option, it is anticipated that the team coordinating the network would simply be part of the PARIS21 Secretariat and

would no longer be considered as a satellite programme. This is expected to have the effect of reducing the visibility of the network as a separate entity, rather it would increasingly be seen as part of the regular work programme of PARIS21 supporting the implementation of BAPS.

- Be **part of the UN Statistics Division**, based in New York. This would have the distinct advantage of linking the network more closely with the UN Statistical Commission. Disadvantages include the lack of an existing programme and limited existing in-house expertise on surveys and microdata management.

The permanent technical team does not necessarily need to be in the same location as the secretariat and the decision as to where it should be located should be made independently. The possible options are as follows.

- **Part of the Development Data Group** in the World Bank. This arrangement would take advantage of the experience and technical expertise of staff who have already been involved in the development of the IHSN software tools and solutions.
- Be **part of the PARIS21 Secretariat**, based at OECD in Paris. The main concern here is that the PARIS21 Secretariat has no previous experience of software development and this expertise would need to be developed from scratch.
- Be **part of the UN Statistics Division**, based in New York. The advantages and disadvantages are similar to those outlined above.
- A fourth option could be to set up the permanent technical team **within an existing organisation** outside the traditional international statistical architecture. This could be an international research centre with an interest and expertise in data and survey management, or it could be an agency such as the Development Gateway Foundation. The selection of an appropriate hosting agency would probably need to be decided upon through a competitive tendering process. The advantage of such an arrangement would be to broaden the network, to link it closely to the research community and to promote closer links with data users.

5.3.6 Governance

Governance arrangements should not be very complicated or heavy and should build on existing processes. It is suggested that the work of the network and accountability to the funding agencies would be carried out through a Network Management Group. The Management Group would have the following functions.

- Approve work programmes and budgets and the allocation of resources
- Provide guidance on priorities, plans and projects.
- Monitor progress and approve reports on activities, outputs and outcomes
- Supervise the work of the secretariat
- In collaboration with the hosting agency, appoint the staff of the secretariat
- Support the mobilisation of resources and promote the network

It is suggested that the Management Group should be made up of no more than 10 members as follows:

- A representative from the World Bank
- A representative from PARIS21

- A representative from the hosting organisation, if this not the World Bank or PARIS21
- Two representatives from developing country national statistical systems
- Two or three representatives from international agencies
- One person with a direct involvement in big data or open data
- Two representatives from donor agencies

The Management Group would need to meet at least twice a year either virtually or physically and keep formal records of its decisions. It is recommended that work programmes should be prepared on a multi-annual basis, updated annually. It is also recommended that the Chair of the Management Group should be appointed by the members and should be in post for a period of no more than two years, or at least four meetings.

5.3.7 Monitoring and Evaluation

It will be important that the work programme agreed by the Management Group is properly monitored and that its relevance to the overall objectives of the Network is assessed. Figure 5.2 contains a draft logical framework for the Network, setting out proposed goals, outcomes and outputs and indicators for measuring these.

An agreed log frame should be the basis for developing an M&E system against which the secretariat reports on a biannual basis to the Management Group. This should be undertaken regardless of any requirements from funding agents and/ or the trust fund. The M&E reports should be understood not only as important for accountability but also as a key management tool to assess overall progress.

The Network Secretariat should, as a matter of priority, review the proposed log frame and adjust it to agreed goals and work plans at the start of its operations and develop baselines, where necessary, milestones and targets, so that progress towards outcomes and goals can be effectively assessed.

5.3.8 Resources and financing

The resource requirements for the proposed programme are summarised in the draft logical framework in Figure 5.2. It is suggested that financing needs will be as follows.

- A secretariat of five professional staff, including the following roles.
 - A team leader with a broad statistical background and expertise in data management and good communication skills;
 - An experienced technical specialist
 - A dissemination/outreach specialist
 - An advocacy/communication specialist
 - An experienced administrator and contract manager
- A small permanent technical team of two or three programmers and/or similar specialists
- Funds to support a technical assistance and training programme of up to \$2 million per year initially, but then tapering down to about \$0.75 million by 2020
- Funds to commission temporary technical teams for research and development of perhaps \$500,000 per year, supplemented by contributions in kind from members. These funds should not be used to finance the staff costs of member agencies.

The estimated total cost of this kind of programme is of the order of just under \$22 million in 2013 prices over a period of 5 years. It is possible that some agencies may be able to provide contributions in kind, for example, making staff available to work on different parts of the programme.

A second option, based on a smaller budget, would eliminate the technical assistance budget, increase the commissioning fund and reduce the size of the secretariat to no more than four people. Under this option it is assumed that all technical assistance would be provided by network members through their existing programmes and budgets. The estimated cost of the second option over five years is \$14.5 million in 2013 prices.

The evaluation team looked at several possible funding models, including the possibility of putting some kind of subscription in place, where members of the network would pay an annual fee to support the work programme. The feedback received suggests that it would be difficult to make this work and that a fee of anything more than about \$50,000 per year would not be realistic. The possibility of finding at least 80 agencies all willing to make this level of contribution would seem to be small, since agencies would be able to benefit from the tools and other materials anyway. It is recommended, therefore that the most appropriate funding model would be to identify a group of donor agencies and establish a multi-donor trust fund. It may well be possible to include some non-traditional donors, especially those with an interest in big data, provided that the programme is closely linked to the Global Partnership on Development Data.

One possibility for the trust fund would be for it to be managed by the World Bank. In order for it to be used effectively, however, it will be important to ensure that multi-annual commitments can be made and that resources can be transferred easily and quickly to other agencies. Decisions on disbursement will be based on multi-annual work programmes approved by the Management Group.

5.3.9 Naming the network

It is recommended that consideration be given to modifying the name of the network to indicate that household surveys are not the only focus of the work programme. One important factor in favour of retaining the International Household Survey Network name is that it is well recognised and has a good reputation for the quality of its work and its outputs. Against this is the need to signal the network's interest in all types of surveys and data. It is also recommended that the name Accelerated Data Program be dropped once the Bank's DGF funding comes to an end.

Figure 5.2 Draft Logical Framework for the network

Narrative	Indicators	Means of verification
<p>Goal: To support the post 2015 development agenda by improving the availability of statistics to develop policy and monitor progress</p>	<p>Completeness of data sets for the post-2015 indicators Number of countries with data that can be used to monitor progress</p>	<p>International data sets Review of national statistics</p>
<p>Outcomes: More effective data processes in place to generate consistent and good quality indicators Countries able to report on progress against the post2015 indicators</p>	<p>Quality assessments of data series and indicators Data gaps in international and national databases</p>	<p>National and international quality assessments International databases</p>
<p>Outputs: Standards are developed for the documentation and curation of different data sources Tools for documentation, archiving and curation of different data sources are developed and used Guidelines for documentation and archiving are developed and used Quality of data from different data sources improves Cost-effectiveness of surveys and other data processes improves Countries have the capacity to apply the standards and use the tools Data sets documented, archived and disseminated where appropriate National data archives include data from different sources</p>	<p>Standards developed and agreed Tools prepared and disseminated Guidelines prepared and disseminated Assessment of data quality Measures of cost-effectiveness and developing benchmarks Number of countries applying the standards and using the tools Number of data sets documented Number of NADAs including different data sets</p>	<p>Standards accepted and agreed in relevant forums Progress reports Progress reports Progress reports Progress reports Progress reports Progress reports</p>
<p>Activities: Development of standards, tools and guidelines Training, technical assistance and outreach Coordination with other data agencies and processes</p>	<p>Resources:USD million per year (Option 1) Secretariat USD 1.5 million Permanent TT USD 0.9 million Commissioning USD 0.5 million TA (average) USD 1.4 million Total USD 4.3 million (Option 2) Secretariat USD 1.2 million Permanent TT USD 0.9 million Commissioning USD 0.8 million Total USD 2.9 million</p>	

References

IHSN/ADP programme data:

- Mission reports from ADP consultants and staff
- IHSN/ADP final reports
- IHSN/ADP progress reports
- IHSN/ADP grant agreements, extensions and financial database
- NSDS review study

Meeting minutes:

- IHSN Management Group meetings
- PARIS21 Board meetings

Published reports:

- PARIS21 (2012): Partner Report on Support to Statistics PRESS, 2012 ROUND
- PARIS21 (2013): Report from the Task Team on Defining Implementation Arrangements for the Busan Action Plan for Statistics.
- United Nations (2013): A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development: The Report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda.
- Willoughby and Crook (2008): Marrakech Action Plan for Statistics, Report of an Independent Evaluation.
- World Bank Independent Evaluation Group (2011): Global Program Review (Marrakech Action Plan for Statistics, Partnership in Statistics for Development in the 21st Century, and Trust Fund for Statistical Capacity Building).

Other documents:

- DFID Annual Review 2012: World Bank Trust Fund – Making better use of Survey Data
- The Marrakech Action Plan for Statistics: Better Data for Better Results, An Action Plan for Improving Development Statistics
- Statistics for Transparency, Accountability, and Results: A Busan Action Plan for Statistics
- Woolfrey (2009): Archiving Social Survey Data in Africa: an Overview of African Microdata Curation and the Role of Survey Data Archives in Data Management in Africa, University of Cape Town.
- Woolfrey (2013): Leveraging data in African countries: Curating government microdata for research, Technical Paper 22, DataFirst, University of Cape Town.

Websites:

- www.ihsn.org
- www.adp.ihsn.org
- www.paris21.org

Annex A Terms of reference

BACKGROUND

The IHSN (see the Annex) was established in September 2004 following a key recommendation of the *Marrakech Action Plan for Statistics* (MAPS, www.worldbank.org/data/action), which was adopted at the Second Roundtable on Managing for Development Results, held in Marrakech, Morocco, in February 2004. In doing so, the international community acknowledged the critical role played by sample surveys in supporting the planning, implementation and monitoring of development policies and programs.

The ADP (see the Annex) was launched in 2006 as a recommendation of the MAPS, to undertake urgent improvements needed for monitoring the MDGs, by improving survey programs in participating countries. Here again it was recognized that measuring and monitoring development outcomes require timely, reliable, comparable, relevant, and accessible, survey data. But in many developing countries, survey programs rarely provided the necessary flow of reliable, timely, comparable and accessible data. The timing of national surveys was often suboptimal, data collection programs lacked methodological consistency, and existing data often remained largely unexploited.

Nearly eight years after the adoption of the MAPS, the international development community made a commitment to implement a *Busan Action Plan for Statistics* (http://www.paris21.org/sites/default/files/Busanactionplan_nov2011.pdf) at the recent Fourth High Level Forum on Aid Effectiveness, held in Busan, Korea, from 29 November to 01 December 2011. This Action Plan puts a renewed emphasis on improving accessibility of statistics and implementing standards enabling full public access to official statistics.

The evaluation of the IHSN and ADP will draw the lessons learned from over seven years of implementation to enable the main stakeholders to re-focus both the Network and the Program in order to assure continued relevance in the framework of the Busan Action Plan for Statistics.

SCOPE OF THE WORK TO BE PERFORMED

The purposes of the evaluation are to

- (1) Assess the effects/impacts of the IHSN and ADP, and provide guidance on how to improve these effects/impacts;
- (2) Assess the relevance of the IHSN (both the network and the outputs –tools and guidelines included), and provide guidance on how to improve this relevance;
- (3) Assess the extent to which ADP remains relevant to the statistical capacity development agenda including in the framework of the newly approved Busan Action Plan for Statistics;
- (4) Assess the performance of the IHSN/ADP Secretariat (both effectiveness and efficiency) and its technical/financial mechanisms, and provide guidance on how to improve this performance;

The evaluators will reference the internationally recognized standards of evaluation, including but not limited to the “*Sourcebook for Evaluating Global and Regional Partnership Programs*” (World Bank Independent Evaluation Group, January 2007, www.worldbank.org/ieg/grpp) and “*Quality Standards for Development Evaluation*” (OECD/Development Assistance Committee (DAC) Guidelines and Reference Series, 2010, <http://dx.doi.org/10.1787/19900988>).

The evaluators' assessment shall address at a minimum, the questions noted below. Where appropriate, illustrations of good (or bad) practice/outcomes should be provided either in the body of the evaluation report or in an annex.

Effectiveness, outcomes, impacts and their sustainability

The Evaluation will assess the performance of the IHSN/ADP in achieving its desired results. Doing so, it will consider the global environment in which the programs operate. The Evaluation will make proposals to improve the performance of the programs.

Strategic Focus:

- Did IHSN/ADP reach their objectives?
- To what extent has the IHSN as a network sustained its focus on the original action plan?

Advocacy:

- To what extent has the IHSN/ADP influenced the strategies and programmes of developing countries and development partners?
- To what extent have developing countries and development partners influenced the strategies and programmes of the IHSN/ADP?
- To what extent has the IHSN/ADP contributed to increased coherence of effort at the country level, among local, national and international partners?

Outcomes and Effects on the Ground:

- What evidence is there of the outcomes of the IHSN/ADP?
- To what extent have actions been initiated at the national and the international level that might not have been initiated without the IHSN/ADP?
- To what extent has the IHSN/ADP increased statistical capacity in countries?
- To what extent has the IHSN/ADP improved the availability of key statistical data?
- Are these outcomes and impacts on the ground sustainable?

Monitoring and Evaluation:

- To what extent is the IHSN Management Group exercising effective and independent oversight of the Secretariat?
- To what extent do the IHSN/ADP activities have measurable performance indicators – of outputs, outcomes and impacts?
- How useful are those indicators for assessing the effectiveness of the activities?

Provide guidance on how to improve IHSN/ADP performance.

- How could the IHSN as a network be more effective in producing results – both short- and long-term - at the international level?
- How could the results of IHSN/ADP activities be improved?
- Is the institutional setup of the ADP (and IHSN) adequate?

Relevance: the overarching global relevance of the IHSN/ADP

The Evaluation will assess the extent to which the strategy and focus of the IHSN/ADP are relevant to its partners and their country clients.

- What are the comparative advantages of the IHSN/ADP compared to other global statistical programs and initiatives?
- Is IHSN/ADP focusing on the right things?
- Should IHSN/ADP objectives be reformulated, added or dropped?
- How could IHSN/ADP strategy be improved?

Governance and management of the programs

The Evaluation will assess the governance mechanisms of the IHSN/ADP and make recommendations.

- To what extent does the governance structure of the IHSN/ADP, and the roles played by the IHSN Management Group or the PARIS21 Board contribute to achieving the IHSN/ADP objectives?
- Legitimacy: To what extent do the governance and management structures permit and facilitate the effective participation and voice of the different categories of stakeholders in the major governance and management decisions, taking into account their respective roles and relative importance?
- Accountability: Is accountability clearly defined, accepted, and exercised along the chain of command and control?
- Transparency: To what extent the program's decision-making, reporting, and evaluation processes are open and freely available to the general public?
- Efficiency: To what extent the governance and management structures enhance efficiency or cost-effectiveness in the allocation and use of the program's resources?
- How could the governance and organization better contribute to achieving the IHSN/ADP objectives?

Efficiency or cost effectiveness of the program

The Evaluation will assess the cost effectiveness of the IHSN/ADP and will make proposals to improve the performance of the programs, especially in a context of increasing demand from clients.

- How do actual costs compare with benchmarks from similar programs or activities? Are there obvious cases of inefficiency or wasted resources?
- Were the IHSN/ADP outputs and outcomes achieved in the most cost-effective way?
- What would be the implications of scaling the IHSN/ADP up or down in terms of costs, cost-effectiveness, or efficiency?
- What would be the implications of scaling the IHSN/ADP up or down in terms of organizational infrastructure?
- How do costs affect the results and the sustainability of the IHSN/ADP?

ORGANIZATION, METHODOLOGY AND OUTPUTS

The evaluation will be conducted by an Evaluation Team (composed of the team of consultants listed in Annex 2) which will report to the IHSN Management Group (<http://ihsn.org/home/index.php?q=about/governance>). The IHSN Management Group will:

- agree upon the evaluation criteria and a more precise timetable and process,
- oversee recruitment of the evaluation team, through a tender process managed by the OECD,
- approve the Evaluation Team's inception and final report,
- make themselves available (either in person or via email/telephone) for interviews conducted by the Evaluation Team.

The IHSN/ADP Secretariat is composed of PARIS21/OECD staff (based in Paris) and World Bank staff (based in Washington DC). It will provide support to both the IHSN Management Group and the Evaluation Team, including:

- providing key documents and resources,
- facilitating meetings and contacts with partners, grant recipients and IHSN members,
- providing temporary office space at OECD and the World Bank, as appropriate,
- facilitating access to the OECD and the World Bank video conference facilities.

The Evaluation Team will produce an Inception Report which will describe the evaluation methodology in detail. The methodology should include but not be limited to:

- A desk review of IHSN and ADP key documents including constituencies, grants project documents, project progress and final reports, IHSN Management Group Meetings minutes, presentations, etc.
- A desk review of key IHSN tools and guidelines, including the IHSN Microdata Management Toolkit, the NADA application, selected IHSN working papers, the IHSN Central Survey Catalog, etc.
- Interviews and/or survey questionnaires of IHSN agencies and IHSN partners. Such interviews may include telephone, email, video conference communications, and personal interviews. The following section suggests agencies where personal interviews will need to be conducted.
- Personal interviews with IHSN/ADP Secretariat Staff at OECD/PARIS21 in Paris and at the World Bank, Washington, D.C.
- Assessment in 5 countries of the quality and effectiveness of the ADP support provided and its effects/impacts (Philippines, India, Ethiopia, Niger, Colombia)
- Quantitative methods where feasible.
- Any additional sources of information or procedures to obtain views and feedback on the IHSN and ADP that the reviewer feels to be necessary in order to accomplish the tasks set forth in these Terms of Reference.

The final output of the evaluation is a report written in English and not exceeding 60 pages, excluding annexes. An executive summary will provide an overview of the report, highlighting the main findings, conclusions, recommendations and any overall lessons. The report will include two equal sections: (1) the evaluation per-se, with responses to the questions listed before, and (2) proposed scenario and recommendations for the future.

ANTICIPATED FIELD VISITS

The Evaluation Team will be responsible for organizing and booking its trips, and scheduling its meetings during field visits. The IHSN/ADP Secretariat will provide a list of persons and institutions to visit for each country / organization. Additional meetings can be added by the Evaluation Team. The IHSN/ADP Secretariat will introduce the Evaluation Team to Country/Organization focal points. The rest of the logistics will be supported and sorted by the Evaluation Team directly. The following visits are anticipated:

Washington, DC, USA:

- meet with MAPS Unit, DECDG, LAC/AFR units
- 2 visits: 3 days at the beginning of the evaluation, 2 days at the end

Paris, France:

- meet with the PARIS21 Secretariat/OECD
- 3 visits: 2 days just after contracting; 2 days at the beginning of the evaluation, 2 days at the end

Manila, Philippines / New Delhi , India / Addis Ababa, Ethiopia / Niamey, Niger / Bogota, Colombia:

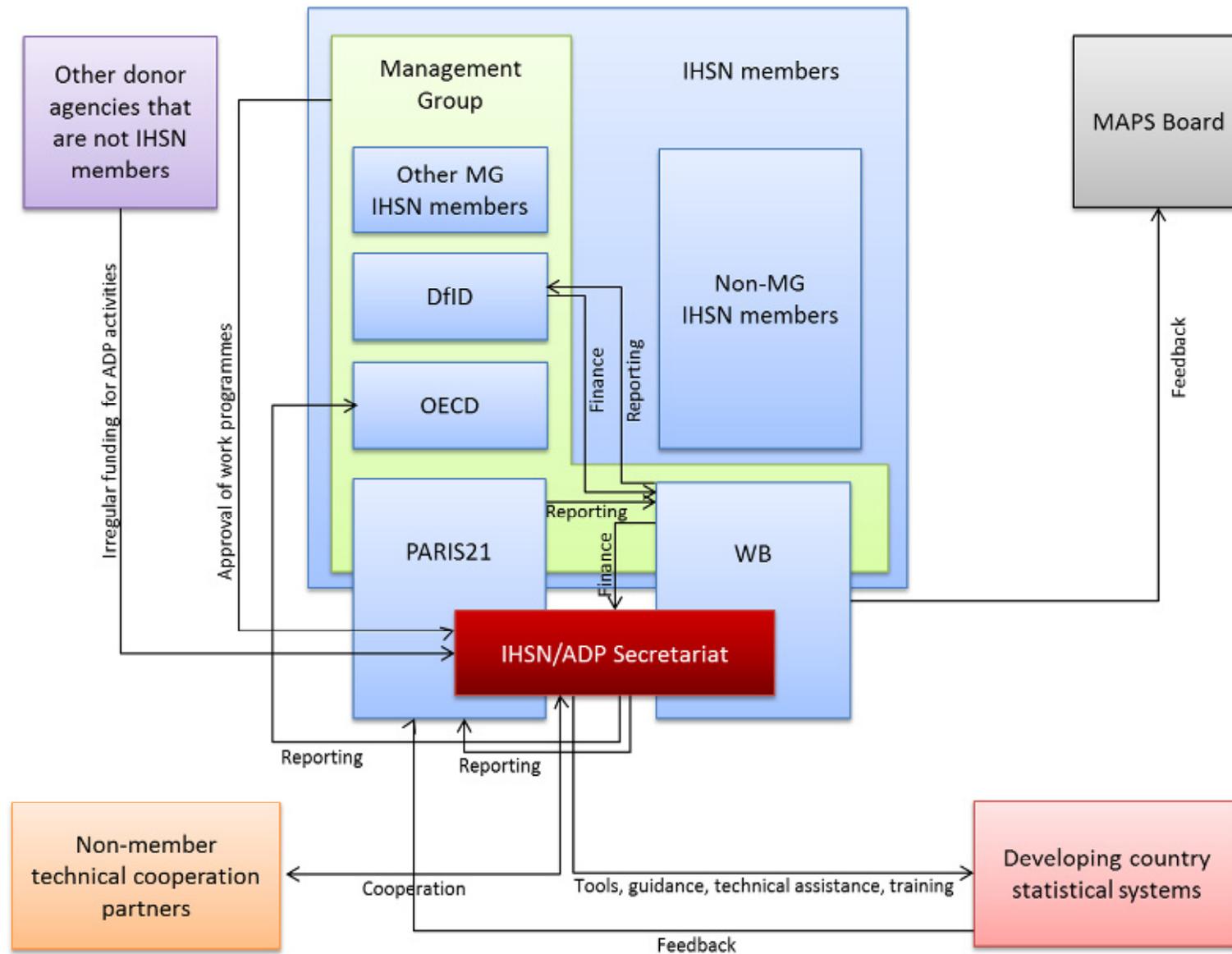
- meet with :
 - o NSO, NSCB, BAS, BLES – ADB in Manila + data users
 - o MOSPI/CC in New Delhi + data users
 - o CSA - ECA in Addis+ data users
 - o INS in Niamey+ data users
 - o DANE in Bogota+ data users
- 5 x 3 days

New York, USA:

- meet with UNSD, UNICEF
- 1 day

In addition, it is anticipated that discussions will take place through video conferences with DFID, UNESCO, WHO, WFP as well as non IHSN members (ICPSR, DDI alliance, UNSIAP, etc.).

Annex B IHSN/ADP organogram



Annex C Case study: Ethiopia

C.1 Description of activities

The Central Statistical Agency (CSA) in Ethiopia has been producing information from surveys, census and administrative records since 1960. It has the mandate to coordinate the National Statistical System of the country and play a leading role in statistical capacity building activities of various ministries, departments and agencies. Since launching its Integrated Household Survey Programme in the 1980s it has carried out 10-15 socio-economic surveys a year at national level.

The CSA was first exposed to the microdata toolkit being developed by the World Bank (WB) in 2005, in the course of a mission carried out by Olivier Dupriez. This fitted in well with their own priorities, as a decision had been made the previous year to invest in documenting and archiving surveys, a decision which was supported by the then Prime Minister. Two training missions were carried out before the launch of the ADP in 2006 which took place in Addis Ababa at a regional meeting. Ethiopia was selected as a pilot country, and by the end of 2006, 28 surveys had been processed using the microdata toolkit.

During this period, ADP provided technical assistance in setting up the Ethiopia National Data Archive (ENADA) and staff were trained in its use. Ethiopia became the first country supported by the ADP to publish its archive on the internet in December 2007.

Various upgrades to the ENADA were installed with external assistance. By 2009, the CSA was able to install NADA version 2.0 without any external assistance. ADP provided the CSA with scanners and photocopiers and equipment and software for CD labelling to facilitate the dissemination of surveys.

From 2006 onwards, the CSA published their backlog of surveys on the ENADA. Around 25 surveys were published in 2006, rising to 40 by mid-2007. By mid-2009 there were over 70 surveys published on the national website and in 2011 this reached 100. The surveys were prioritised so that the most recent surveys were entered first.

During this period, Ethiopia and Uganda have worked together to develop a community of practice in Africa. Staff from the CSA have given presentations at PARIS21 meetings, and at IASSIST in Finland. In 2011 Ethiopia hosted a regional workshop on data archiving.

In 2010, Ethiopia indicated its willingness to be a pilot country for Task 2 of the ADP. This addresses the issue of data quality and will ultimately involve the setting up of a national question bank. The DDG of CSA attended a workshop at OECD in Paris which demonstrated the IHSN question bank and a roadmap was discussed for taking this forward in Ethiopia. An international consultant was provided by ADP to identify the existing standards at CSA.

Two years ago, the CSA established a new directorate for National Data Quality and Standard Coordination. Four documents have been prepared on standard indicators and definitions. A workshop was held in late 2012, funded by ADP which also paid for the printing of the documents. The four documents covered:

- Standard concepts and definitions
- Naming and coding
- ISIC4
- International Labour classifications

The documents were printed and distributed to all regions, by CD and hard copy. CSA is now conducting a desk review of the NSS as to which sectors have agreed standards. These are seen by the CSA as necessary precursors to establishing a national question bank.

The work supported by ADP links in with the Ethiopia Data Quality Assessment Framework (EDQAF) which is supported under the Promotion of Basic Services (PBS) project funded through the World Bank.

C.2 The current status of data archiving and access to microdata

By 2009, the backlog of surveys had been cleared. A system has been put in place for data archiving; manuals and final publications from surveys have to be sent to the ICT department to ensure that surveys are routinely documented. Roughly eleven – twelve national surveys are carried out a year and these are catalogued into the ENADA. Currently there are 105 surveys in ENADA. The process of documenting, archiving and publishing surveys has been internalised, with some ADP guidance, and the CSA has drafted a short guide on this experience that is being finalised for dissemination as an IHSN working paper.

Data users can request access to data using a form on the CSA website. For most users access is free, though organisations and businesses can be asked to pay a fee. Users are requested to sign an agreement which forbids them to sell the data to third parties.

The focus in CSA is now on enlarging ENADA to encompass all the NSS, and on increasing access.

C.3 What impact have the activities of the ADP had?

One stakeholder commented that the IHSN/ADP had brought about a paradigm shift in Ethiopia. The organisation has become more client-oriented and survey documentation has become systematised. The ADP has trained staff in CSA to manage the ENADA, to update the software and is assisting them in the next important task of harmonising and improving data quality. Staff at the CSA were clear that they had benefited greatly from the support given by ADP and IHSN. ADP was seen as a very effective development partner. Their procedures were seen as very straightforward – “working with them is like working with your brother”.

There has also been considerable demand for access to microdata. CSA estimates it has to process more than ten requests for survey data a week. The evaluation team were unable during the short visit to follow up with data users to discuss their experience, and are waiting for the results of preliminary analysis of the request forms to see where the demand arises – from government departments, students or others, from within Ethiopia or externally.

The evaluation was struck by how little the ENADA was known by the international agencies they met with in Ethiopia. Even the secretariat of the Ethiopian Statistical Society seemed not to be fully aware of the potential of the ENADA.

The team was told that the ENADA is helping with the planning of surveys, but have no direct evidence of this. Past surveys can be consulted to understand sample design took place, how non-response was treated and what questions have been used previously. This process has also increased CSA interest in the question bank, and once this is up and running, it should be a useful resource in survey design.

C.4 Particular challenges faced

In the beginning, there was some resistance to the introduction of the system of documentation. This was partly based on an inherent conservatism and reluctance to embrace new technology, particularly when this involved additional work. In some instances there was a reluctance to share information when staff felt that the data had been collected as a result of their own efforts. However, this was addressed through the full commitment of top management.

Although over 100 surveys have been catalogued, it appears that the information in the catalogue may not always be complete. A mission report from 2010 indicates that a review of the surveys catalogued showed that in some cases the variable descriptions were missing, in others the date of data collection is missing. The consultant worked with the archivists to fill in as much of the missing information as possible, but gaps remain. This should not occur with new surveys, if the current protocol is followed.

The processes involved in working with line ministries to coordinate and harmonise surveys have been slow. Decisions have to be made through the National Statistical Council, of which all ministries are members. High level political commitment has been important in the past to make key decisions.

One of the big problems CSA faces is multiple statistical systems and portals, from a number of agencies, which results in duplication of effort. At present FAO has one portal, UNICEF has another, and AfDB produced another portal for dissemination a few months ago. CSA has to comply with these because they come with funding or strings attached, but they need harmonisation. Currently there is no forum prepared to compare and to harmonise these systems. As well as creating considerable work for CSA, this is also confusing for data users.

C.5 Sustainability

The CSA receives all of its recurrent budget and most of its capital budget from government. Budget gaps are filled by development partners, in particular budget shortfalls for specific surveys. Ethiopia currently receives funding for support for statistics through the Promotion of Public Services Programme 3 funded by the World Bank, of USD 27 million over three years, with an additional USD 10 million expected from the Statistics for Results Facility. This is the main source of funding for statistics, but there is also some direct funding from DFID. UNFPA supports the census.

ADP funding has been small in comparison, but it has been focussed on training in survey archiving and also on workshops, where ADP funding has been seen as particularly useful because of its ease in access. However there seems to be adequate funding overall for statistics, provided that the needs for extending the ENADA to the NSS as a whole are adequately included in annual work-plans.

Considerable technical capacity has been built up in the CSA, but this has to be continually renewed and updated both because of improvements in software but more importantly because of staff turnover. Although CSA has internal induction programmes for new staff which include the ENADA software, this tends to be very functional rather than fully equipping new staff to understand the software in any depth. CSA staff see the need for continued capacity building with external support. This would not necessarily have to be funded by ADP, however. There are now a number of regional consultants who could undertake this kind of support if funding were available.

As the ENADA is extended to the whole NSS, there is likely to be an increase in the need and demand for capacity building, as more ministries will require internal capacity to catalogue surveys.

Although some of these training needs could be carried out by CSA staff, unless the CSA is given a clear mandate to undertake this, and funding and staffing to support the process, then funding for external consultants will be necessary.

C.6 Future needs of official statistics

There are two important areas for the ENADA which feature in the CSA's workplan for the future; improving the quality of the survey data in the ENADA and extending the breadth of surveys in the ENADA to include surveys from other organisations in the NSS, and in particular the service ministries. These two areas are interlinked to some extent, as the CSA has begun to work with the ministries of education and rural works as part of the EDQAF to look at harmonising and standardising questions. The PBS programme is providing funding for this, and, as mentioned above, as ministries understand the benefits of both improved data quality but also increasing access to survey data, then there are likely to be considerable demands for capacity building for their staff.

One area which CSA has not yet addressed is the need for anonymisation of their data before it is disseminated. Currently survey data are disseminated in raw form without any effective anonymisation which can lead to questions of confidentiality. These will only increase as and when more ministries are brought into ENADA, and it should be a top priority for CSA to be trained in good practice in this area.

The CSA acknowledges that it could and should do more in terms of advocacy and publicising the availability of survey data on its website and through statistics events in Ethiopia itself. However it is not clear which section within the CSA has the responsibility to undertake this. In the past, where there has been significant progress in new areas of work, this has been in part the result of creating new departments within the CSA – the ITC was created in part to take forward the systematic archiving and dissemination of survey data, and a new department was created in 2010 to address issues of data quality and standards. However, it does not seem appropriate to create a department for this particular activity. An existing department should be given the task of increasing awareness of the survey material available in the ENADA and promoting the demand for this. Staff will also have to be made available to address any increased demand that arises. CSA is currently organising activities for 2013 to mark both the International Year of Statistics and Fifty Years of the CSA which should be an ideal opportunity to promote the availability of data.

C.7 List of persons met

Name	Affiliation
Alemayehu Gebretsadik	Acting Deputy Director, CSA
Aberash Tariku	Director National Statistics Data Quality and Standard Coordination Directorate, CSA
Eleni Kebede	Acting Director for Information System Technology Directorate, CSA,
Biniyam Tadesse	website and database administrator, CSA
Yakob Mudesir Seid	National Technical Manager, FEWS NET, Ethiopia
Zelealem Destaw Bayeleyegn	Manager of the Ethiopian Statistical Association
Raj Gautam Mitra,	Director, Demographic and Social Statistics, Africa Centre for Statistics (ACS)
Andry Andriantseho	ACS
Oumar Sarr	ACS
Issoufou Sfidou Sanda	ACS
Negussie Gorfe	ACS

Ayenika Godheart	ACS
Ato Wondim Mekasha	Country economist, World Bank
Selamawit Mussie	Policy Officer, Statistics Division, African Union

Annex D Case study: India

D.1 The Indian Statistical System

India has one of the largest and probably the most complex statistical system in the world. It is highly decentralised, in line with the constitution, which defines what powers are exercised by the Union and what powers are the responsibility of the 35 States and Union Territories. At the centre of the national statistical system, the Ministry of Statistics and Programme Implementation (MOSPI) is the apex organisation, responsible for compiling many national statistics as well as providing technical leadership by setting standards and by building capacity through training and technical support. Since 2006, the Secretary of MOSPI has also been the Chief Statistician of India (CSI), charged with providing overall leadership to the national statistical system as a whole. The National Statistical Commission, established by Prime Ministerial Order in 2005, provides oversight of the national statistical system. Among other things It is charged with:

- Improving public trust in official statistics;
- Identifying core statistics, which are of national importance and are critical to the development of the economy;
- Evolving national policies and priorities relating to the statistical system;
- Promoting statistical co-ordination throughout the Indian statistical system; and
- Evolving standard statistical concepts, definitions, classifications and methodologies in different areas in statistics and laying down national quality standards on core statistics.

The statistical activities in MOSPI are carried out by: the Central Statistical Organisation (CSO), which sets standards and which compiles and disseminates national statistics; and the National Sample Survey Organisation (NSSO), which carries out frequent rounds of the national sample survey (NSS). In the 1950's much of the theory and practice of designing and implementing household surveys was developed in India and the NSSO has been carrying out regular surveys since 1951. Results from the 66th and latest round of the NSS were released in 2012. The NSSO is responsible for its own data processing, which takes place in Kolkata, but the Computer Centre, which comes under the CSO, is responsible for disseminating microdata.

D.2 Description of activities

MOSPI have been disseminating microdata from various rounds of the NSS since 2000, following a new policy introduced the previous year. Data from the various rounds of the NSS, the Annual Survey of Industries (ASI) and the Economic Census (EC) have been disseminated by the Computer Centre on CD-ROMS, with the data provided in ASCII format accompanied by a number of metadata files, including a data dictionary. The data sets were anonymised by removing all identifier variables.

Users of the data were required to pay a relatively small fee and to sign an agreement undertaking:

- To maintain the confidentiality of the unit level data and to take adequate precautions to ensure that the identity of the units will not be disclosed either directly or indirectly;
- To use the data only after understanding the concepts, definitions, design and coverage of the survey and appreciating the limitations and nature of the data and only for obtaining meaningful estimates and results;
- Not to pass on the data to any other person or organisation either wholly or partially with or without profit, with or without commercial purpose; and
- To acknowledge the data source in the research output.

At the end of 2010, the Deputy Director General in charge of the Computer Centre attended a joint ADP/UNSIAP regional meeting in Chiba, Japan, where a presentation was made about the IHSN Microdata Management Toolkit. He then contacted PARIS21 to request help in introducing the Toolkit in India. An initial training course took place in Delhi in March 2011, where 14 Computer Centre staff were introduced to the Toolkit and trained in its use. Following the training the Computer Centre identified 118 data sets from the NSS, the ASI and the EC where both sufficient data and microdata could be identified and work started with the documentation of these data sets.

A follow up visit at the end of September 2011, by Francois Fonteneau and Olivier Dupriez, identified that there was considerable interest in the NADA, but progress with documentation had been slow, mainly because Computer Centre staff were unable to allocate sufficient time to the task. It was agreed, therefore, that ADP would hire three local consultants to help document the backlog of NSS data sets. This was done; they started work at the beginning of 2012 and completed the documentation of all 118 data sets by the end of the year.

The MOSPI Micro Data Archive developed using the IHSN Nada software was launched in April 2012, with data sets being added gradually as the documentation was completed. As of 31 March 2013, 118 data sets had been added to the Archive.

The Computer Centre now has the capacity to document any new NSS data set. This is only done, however, when the NSSO has completed the field work and data processing and has handed over the required files. Once the Computer Centre receives the files from the NSSO, it takes about three weeks to add the metadata to the NADA and to prepare the CDs.

The third ADP mission to India took place in October 2012, this was timed to coincide with the 4th OECD World Forum on Statistics, Knowledge and Policy, where PARIS21 organised a lunch time seminar on “Big data, big time? Statistical capacity building 2.0?”. The mission monitored progress with the ADP activities, organised for DDI documents and STATA programs prepared by the World Bank to be shared and provided detailed quality feedback on the NADA portal and the DDIs themselves.

In addition, a visit was paid to the Open Data unit at the Ministry of Information and Communication Technologies, to promote and discuss how the MOSPI Microdata Archive could be integrated into their framework.

D.3 Current status

Following the work to document the data backlog, the CSO Computer Centre now has the capacity to document any new NSS data set. At present, however, this is only done once the NSSO has completed all the field work and the data processing and hands over the required files. As yet, the NSSO itself does not use the DDI Editor to document surveys as they are being implemented or processed. There are well-established procedures for managing the surveys, but these do not make use of the IHSN tools.

Once the Computer Centre receives the files from the NSSO, it takes about three weeks to add the metadata to the Micro Data Archive and to prepare the CDs. The Computer Centre is also prepared, on request, to provide users who have already purchased micro data sets in the old, pre-2011 format, with the same information in the new, DDI compliant structure. Since all the 118 data sets were only made available on the Micro Data Archive in February 2013, as yet, demand for this service has been limited.

At present, only the surveys managed directly by NSSO are documented using the DDI Editor or included in the Micro Data Archive. In India there are a very large number of other surveys and data sets that could, potentially, be covered. These include surveys designed and implemented by national ministries and other official bodies, in areas including health, education, agriculture and social welfare. Many other official surveys are also carried out in States and Union Territories, in some cases in collaboration with NSSO, but also independently. There is also a large number of research studies, many of which are sponsored and financed by the Government, which are not documented or archived.

D.4 What impact have the activities of ADP had?

India has a very large and active, domestically based, research community, which has extensive experience and expertise in the analysis of survey data. There is also considerable research activity carried out by researchers based outside the country. Since Independence and the start of the national sample survey, there has been a high level of interest in making use of survey data to understand how the welfare and well-being of households has changed and how policy changes have affected decision making and the allocation of resources.

Even before ADP became involved in India, therefore, there was a high level of interest in and a relatively high level of demand for microdata, especially from the various NSS rounds, since these are known to be well managed and reliable sources of data. Before 2011, the Computer Centre was receiving about 250 requests for micro data sets every year, from both institutions and individuals. The actual number of users was likely to be much larger, since institutions were able to make the microdata available to their researchers without having to make any further payment.

Even though the data were disseminated in formats that were not immediately easy to use and which required some additional work to extract files that could then be used for analysis, many users had developed the required expertise and were able to use the data. There is also some evidence that a group of research students were prepared, for a fee, to write computer programs to extract data files that could be read by STATA and other statistical analysis packages.

At the time of the evaluation, therefore, it was not possible to assess the impact of the ADP activities directly. Within the MOSPI Computer Centre capacity has been created and the process of documenting and archiving surveys is now part of the routine management of surveys conducted by NSSO. Since the Micro Data Archive was only launched in April 2012, however and MOSPI only started distributing CDs in the DDI compliant format early in 2013, it is too early to identify any impact on users. Experienced users already have the expertise to use the data provided in the pre-2011 format and new users have yet to come forward in any number.

Box 1. Feedback from users on the new DDI compliant format for the microdata

“The toolkit is much, much better than using the text file to generate the data” Feridoon Koohi-Kamali

“Overall this arrangement for data is a lot more user friendly for researchers who are new to working with NSSO data” Bilal Rafi

“... the new format is terrific and much easier to use and decipher.” Meghana Ayyagari

There is some evidence, however, of the level of interest in the Micro Data Archive. MOSPI keeps records of the number of hits on the Micro Data Archive, although some problem with the NADA software means that they are not able to provide monthly data. Between 25 April 2012 and 15 August 2012, there were a total of 7,626 unique users and 155,084

hits. By 15 March 2013, the number of hits had increased to 280,611. There has also been positive feedback from some users on the improvements in usability made possible by use of the IHSN software (see Box 1).

D.5 Challenges faced

The introduction of the IHSN tools in India faced very few challenges. The policy of making micro data files available for research and analysis was already in place, at least for NSS data, and there was already expertise both on the part of the data provider – MOSPI – and data users. It was MOSPI who approached PARIS21 for assistance initially. The Computer Centre staff found the IHSN software easy to use and well documented. Although a few problems were encountered these were generally resolved. One of the ADP consultants, however, did complain of not getting feedback from the ADP and IHSN Secretariats to issues and recommendations put forward in his final report.

The Computer Centre also reports that working with ADP was very simple. There was no need to sign a Memorandum of Understanding and all financial and administrative issues were handled by the Secretariat in Paris. In general, MOSPI found dealing with ADP much easier than working with other donor agencies.

D.6 Can it be sustained?

MOSPI has both the technical and the financial capacity to maintain the Micro Data Archive and to ensure that all future NSSO surveys are fully documented and archived and data sets are disseminated as required. Perhaps the only concerns are related to the likely increase in demand as and when more users become aware of the archive and the possibility of getting access to microdata sets. There is also the need to expand and extend the capacity as and when other data providers and other data sets are covered by the Micro Data Archive.

One concern, which is not really a problem for ADP, is with the arrangements for paying the charge imposed for data sets. In 2012 for most users this was set at about Rupees 12,000 per CD (about €168). At present, users have to pay this charge directly to MOSPI or send an international money transfer. The Computer Centre would like to introduce the possibility of on-line payment; this would substantially simplify the transaction, especially for users that are not located in Delhi.

Other technical issues in India where further support, training and/or technical assistance might be needed include the following:

- Support for better procedures to anonymise data sets and to reduce the risk of disclosure. While this has not proved to be a problem so far, as the number of users expands the disclosure risk is likely to increase and MOSPI would like to get technical support to develop more robust procedures.
- Some interface between the IHSN software tools and data processing software in use in India such as CS-PRO, for example, would be useful.
- Many of the Indian data sets are very large and will need to continue to be distributed on CDs or DVDs rather than on-line. It will be important to ensure that the IHSN tools continue to support this option.
- Building capacity to use the IHSN tools beyond the Computer Centre will require other staff to be trained. The National Academy of Statistical Administration (NASA) should be involved and support for the development of training material and the training of trainers may be needed.

D.7 Future needs of official statistics

The main concern in India now is to see how the coverage of the Micro Data Archive can be expanded to cover some of the many other data sets that could potentially be included. These include national surveys and censuses carried out by ministries and other agencies as well as the main surveys and other data collection activities carried out in the States and Union Territories. For this to be done, several things will need to happen, including the following.

- Getting agreement from other agencies on the importance of documenting and archiving survey data and metadata. This would need to be coordinated with the National Data Sharing and Accessibility Policy established in March 2012 and managed by the National Informatics Centre. Here one concern will be to ensure that the DDI standard is compatible with the Data Catalogue Vocabulary (DCAT) developed by the World Wide Web Consortium (W3C) and used by the NIC.
- Agreement on what standards should be adopted and used. While DDI is recognised as an appropriate standard its widespread adoption in India would be facilitated if it was already adopted as a standard by the UN Statistical Commission. Both the CSO and the NSC have an important role to play in setting standards for statistics in India.
- Building capacity in the relevant agencies through the activities of NASA and other initiatives.
- Providing technical and, in some cases, financial support to State and Union Territory administrations²⁴. There are a number of mechanisms in place that could provide this support, including the current India Statistical Strengthening Project (ISSP).

There is also some potential for developing a national social science data archive in India to hold research data along the lines of the UK Data Archive, since much of the research data collected in India is financed by the Government. It would be helpful if India was able to get more information on how this had been done in other countries.

While India has the capacity to manage this process without external support, some high-level strategic advice is likely to be helpful as would be the capacity to exchange experiences with other countries in the region and elsewhere.

Other concerns include the need for consultation and discussion about survey design and implementation and the Indian national statistical system would welcome the opportunity to discuss issues with other countries and with international experts on a regular basis. Some current issues of concern in this area include:

- Sample design in terms of efficiency and effectiveness in different circumstances especially for particularly hard to identify and reach groups;
- Improving the sample design to reflect better the geographical location of people and the division between rural and urban areas.
- The anonymisation of data sets, especially when sample sizes are small.

While India has no specific problems with the current management and governance arrangements for IHSN and the ADP, they would welcome opportunities to discuss future priorities and other technical concerns associated with surveys and survey management. It would be preferable if this could be done through existing structures such as the UN Statistical Commission and the Regional

²⁴ The Annex was prepared based on a field visit to India in March, 2013. Subsequently, MOSPI has introduced the IHSN tools to a number of states at a workshop held in June. It is anticipated that MOSPI will follow up with further capacity building on microdata management in states. It is expected that this will take place without the need for further technical support from ADP.

Commissions rather than establishing some new arrangement. Some mechanism for regular consultation on technical issues on the line of the Inter-Sector Working Group for National Accounts may be a possible model.

In principle, India would be willing to pay part of the costs of future technical assistance if needed, although considerable advance warning would be needed to ensure that this was included in the budget process. Some form of cost sharing may be more practicable though.

D.8 Persons met

Name	Affiliation
Mr P.C. Mohanan	Deputy Director General, Computer Centre, MOSPI
Professor T.C.A. Anant	Chief Statistician of India and Secretary, MOSPI
Mr Vijay Kumar	Director General, National Sample Survey Organisation
Dr Pronab Sen	Chairman, National Statistical Commission
Ms Farah Zahir	Senior Economist, World Bank
Ms Maria Mini Jos	Economist, World Bank
Ms Neeta Verma	Deputy Director General, National Informatics Centre
Professor Abhiroop Mukhopadhyay	Associate Professor, Indian Statistical Institute
Mr Jyoti Ranjan Majumdar	Computer Centre, MOSPI
Mr R.P. Thakur	Computer Centre, MOSPI

Annex E Case study: The Philippines

E.1 The Philippines Statistical System

The statistical system of The Philippines is decentralised and, to a large extent, is similar to that of the United States. The National Statistical Coordination Board (NSCB) provides overall coordination, sets policies for the statistical system as a whole, spearheads the preparation of the Philippine Statistical Development Program, is responsible for the dissemination of statistical information and undertakes compilation of some statistics, including the national accounts. Data collection, however, is largely the responsibility of a number of different agencies, especially the National Statistics Office (NSO), the Bureau of Agricultural Statistics (BAS), the Bureau of Labor and Employment Statistics (BLES) and Bangko Sentral ng Pilipinas (BSP) – the Central Bank. Other agencies have responsibility for the compilation and dissemination of official statistics in their specific areas of responsibility. The Philippines is a subscriber to SDDS and adheres to SDDS Plus. It was identified as one of the original six pilot countries when ADP was first launched in 2006.

E.1 Description of activities

Initially, the development of the ADP in Asia and the Pacific was coordinated through the UN Economic and Social Commission for Asia and the Pacific (UNESCAP). Progress was limited, however, and, when funds became available through the DGF grant to PARIS21, a regional ADP office for Asia was established in Manila in 2009. The Regional Coordinator – Gaye Parcon – was previously a senior staff member of NSCB.

In total, the Philippines has received 11 missions from ADP, with the first – providing training in the use of the, then, microdata management toolkit – taking place in 2008²⁵. Further training, with the Regional Coordinator providing many of the inputs, took place in 2009 (three courses) and in 2010 (two courses). Formally NSCB consider that their participation in ADP began in 2009.

The NSCB formulates policies on all matters relating to government statistical operations. Coordination of the Philippines Statistical System (PSS) is managed through a series of resolutions approved by the NSCB Executive Board. In August 2010, the Executive Board issued Resolution Number 10, Series of 2010, which enjoined agencies in the PSS to archive and document microdata using international standards²⁶. In 2011, the Executive Board approved Resolution Number 5, Series of 2011, which set out a general policy on the production, release and dissemination of microdata²⁷. The policy provides a guide for all agencies in the PSS in producing, and releasing microdata, taking into consideration confidentiality, user-friendliness, accessibility and timeliness. In particular, agencies that prepare metadata for release are required to set up Microdata Review Panels (MDRP) to review the public-use files (PUF) prior to release. The policy also requires users to sign a terms of use document, it provides for fees to be charged in line with the established pricing policy and it requires agencies to release the PUFs within 6 to 12 months after the final release of the results of the survey or census. In addition agencies are required to include information on the release of microdata in their advance release calendar. It is noteworthy to mention that both resolutions were prepared by the NSCB Technical Staff in consultation with Ms. Parcon and Mr. Fontaneau and was later endorsed by the NSCB Interagency Committee on Statistical Information Management and Dissemination for approval of the NSCB Executive Board.

²⁵ It should be noted that the number of missions is large because support was also being provided to the ADP Regional Coordinator, who is based in Manila.

²⁶ See: <http://www.nscb.gov.ph/resolutions/2010/10.asp>

²⁷ See: <http://www.nscb.gov.ph/resolutions/2011/5.asp>

Before 2009, the PSS did make microdata available to approved users for further research and analysis. The NSO and some other agencies produced a number of PUF's on demand, although there was no standard format and users only had access to limited documentation and metadata. Users reported a number of problems in using these files, especially in relation to comparing data from different rounds of the same survey.

Following the initial training in 2009 and 2010, the NSO, BAS and BLES embarked on a process of documenting surveys and censuses using the DDI format. In October 2009, the NSO launched the NSO Data Archive (NSODA), initially with metadata from 23 surveys. In January 2010, the Bureau of Labor and Employment Statistics launched the BLES Electronic Archived Microdata System (BEAMS) with metadata from 27 surveys. The Bureau of Agricultural Statistics launched the BAS Electronic Archiving and Network Service (BEANS) in June 2010 with metadata from 23 surveys initially. All three of the microdata archives are powered by the IHSN NADA software version 3.2²⁸.

E.2 Current status?

The strategic development of the PSS is led by the Philippine Statistical Development Program (PSDP), which covers the period from 2011 to 2017. This was prepared and published by the NSCB in 2012. The documentation and archiving of micro data and the preservation of metadata is seen as an important activity helping to increase user understanding, capacity and trust in official statistics. Chapter 3 (Statistical Information Management and Dissemination) of the PSDP 2011-2017 explicitly identifies the various statistical development programs in the areas of metadata documentation, archiving and microdata/PUF production which are proposed to be implemented in the medium-term.

By 31 March, 2013, the NSO Data Archive had 63 studies documented with data from 1991 to 2010. These include various rounds of the Family Income and Expenditure Survey (FIES), the 2007 census of population and a number of other studies. The 2009 FIES is not yet listed in NSODA, however, although the results of this survey were released in 2011. NSO prepares and disseminates PUFs where possible, subject to users signing an agreement and paying the required fee. In some cases, with trusted users, licensed files are prepared, which are semi-anonymised, with more geographical indicators than in the PUF. In these cases a more restrictive microdata use agreement is signed. At present, all establishment based data sets are considered too sensitive to prepare PUFs or licensed files. NSO is developing a data enclave, which will allow users to access the data in a secure environment, but not to take copies of the microdata away.

The BLES data archive, BEAMS, had 35 separate studies listed. Because BLES only conducts establishment based surveys, no public use files are currently released, although some arrangements can be made on request to provide access to the microdata through carefully controlled conditions. In some circumstances, BLES can prepare special tabulations. They are also considering setting up a data enclave.

At the end of March 2013, the BAS archive, BEANS had 32 studies documented, with data from 2003 to 2011. In line with the NSO policy, BAS provides public use files, licensed files and also has an established data enclave.

In 2013, plans include the launch of two more data archives to include microdata and metadata compiled by the BSP and microdata and metadata belonging to the Food and Nutrition Research Institute (FNRI). NSCB are also planning to launch an integrated data portal, which will provide a single link to the different microdata archives of agencies.

²⁸ This was correct at the time of writing, following a field visit in March, 2013. Subsequently all three microdata archives in the Philippines have migrated to NADA version 4.

E.3 What impact have the activities of ADP had?

While a number of the agencies in the PSS had been preserving microdata and distributing public use files since 2000, all the agencies contacted during the evaluation report that the support from ADP and the use of the IHSN guidelines and software tools has made this process more effective and has improved the service to data users. For example, the NSO indicated that the requests for PUFs have increased considerably since 2010 when NSODA was launched. The NSO also suggested that before 2010 not much attention was given to metadata. The process of documenting surveys and other data sets using the DDI standard has forced staff to pay more attention to documenting what has been done and to being more systematic in ensuring that procedures and processes are properly recorded.

At the same time, data users, even those that have had some experience in using the pre 2010 PUFs report that microdata, while available was difficult to get hold of and required personal contact with specific individuals. The lack of standards for documenting and recording the metadata also meant that comparing microdata between rounds of the same survey was difficult and time consuming. It is hoped to get more feedback from users through the on-line surveys that have now been launched.

In BLES, while PUFs are not produced, the process of documenting metadata and preserving microdata is now part of the routine activities for all surveys and other data collection activities. The process of reviewing the metadata through MDRPs has also led to improvements in survey management.

Many of the same benefits of adopting the IHSN/ADP procedures were also reported by BAS. The process before the IHSN tools were adopted was largely ad-hoc. Users needed to identify what data they needed and also had to ask for the metadata. The use of the DDI standard and the launch of BEANS has resulted in much more attention being given to documentation and has resulted in a much improved service to users.

All the agencies contacted indicated that they found the IHSN software tools easy to use and well documented. When problems were encountered easy access to the Regional Coordinator, who is based in Manila and is known personally to many of the senior staff, meant that these were relatively easily solved. The NSCB, which coordinated all the ADP activities in the country, found that dealing with ADP was simple, the Regional Office or the Secretariat in Paris took care of all logistical concerns.

E.4 Challenges faced

Establishing ADP activities in the Philippines did not face many challenges. It took some time from the initial launch of the Program in 2006 to get activities going, but this was a result of the initial difficulties of working through ESCAP and the limited funding available. With the establishment of the Regional Office in 2009, activities rapidly took off. There was also strong support from the NSCB Executive Board and the two resolutions of 2010 and 2011 provided a good supporting environment for microdata management and dissemination.

The three agencies initially involved in the Programme were all able to build up their expertise and establish sufficient capacity to document the survey data and to publish the metadata on their data archives. It would appear that there are now a critical number of people with the expertise and experience needed, both to use the software and to train new staff in its use. Agencies are able to get advice and support when needed and the Philippines had also been able to provide technical advice to other countries in the region, especially in the installation and use of the NADA software.

The main challenges that are now faced are concerned with broadening the approach to include other agencies and other data sets and in ensuring that the production of public use files keeps up with the survey programme. The NSO, for example, has found it difficult to maintain the 6 to 12 months deadline for producing PUFs, especially for large and complex surveys such as the FIES. At the same time, documentation and archiving is still seen as an activity to be done once the data have been compiled and the survey results produced. It is not yet the case that the procedures are in use throughout the statistical production process. As a result, where changes in data sets are made, for example, because problems have been found at a later date, it is not always the case that the metadata and PUFs are updated to include these.

Another challenge is that of effective data anonymisation, especially for establishment surveys and other data sets based on small samples. BLES, would like to prepare PUFs, but at present is not able to do so, because of the disclosure risk and the commercial sensitivity of much of the data it handles.

There is also a need to improve the process of interaction with data users. At present, users apply on-line, but cannot pay electronically, which makes it difficult for organisations and people based outside the metropolitan centres.

Some agencies, including BAS, have other data portals and databases in place. BAS, for example, has an FAO sponsored CountryStat web-site as well as BEANS. While there is not much overlap between these, since CountryStat is concerned mostly with time series data and indicators, while BEANS focuses on microdata, there are some problems in ensuring that the information presented in both is consistent and that any changes made in one system feed through to the other. At present this cannot be done automatically.

The development of a data archive for BSP presents a number of challenges. There are technical concerns to ensure that the IHSN tools can be used on the BSP internal network and special concerns associated with the disclosure risk for different types of data collected by BSP. Many of these problems are unique to central banks and will need close collaboration with the IMF Statistics Department.

E.5 Can it be sustained?

In principle, the PSS has both the technical and the financial capacity to sustain the process of managing microdata, maintaining the data archives and disseminating public use files. The management of microdata and ensuring that metadata is maintained and made better use of is a core part of PSDP. The statistical system as a whole is committed to maintaining the systems that have been put in place and in gradually expanding their coverage. Increasingly other agencies are looking to become involved as they recognise the value of having a data archive in place.

E.6 Future needs of official statistics

Up to now almost all of the ADP activities in the Philippines have concentrated on Task 1, that is, documenting and archiving existing data. Increasingly though, the PSS as a whole and the individual agencies are looking to see how this can feed back into the design of more efficient and effective surveys and other data processes in the future. At the time of the evaluation, the agencies contacted had not yet seen or made use of the IHSN question bank, although there was interest in this development. There is interest, however in making use of the metadata that is now included in the national data archives as well as international experience, to see how future surveys could be improved and indicators made more consistent. This is seen as an issue for both household and establishment surveys. There will also be a need to ensure that the work on the

question bank is coordinated with other methodological research on surveys, for example from the University of Michigan in the United States.

The Central Bank is also interested in becoming involved and is looking to launch its own Data Archive later this year. This is likely to be an important initiative because BSP will be one of the first central banks in any country to make use of the IHSN tools. There will be a need to ensure that this is linked to and coordinated with the SDDS metadata and the various standards and guidelines of the IMF.

Another area of concern is to ensure that all data users are made aware of the data archives and how they can be used. In line with the PSDP 2011-2017 there is a need to promote the data archives as an important resource and to add new functionalities where possible. One area would be to provide tools for exploratory data analysis and to present data in maps. There is also a need to improve the availability and use of statistics at the local level, helping to build capacity in local government to document, archive and use microdata more effectively.

E.7 Persons met

Name	Affiliation
Mr Candido J. Astrologo	Director National Statistical Information Center, NSCB and ADP Contact Point
Ms Gaye Parcon	Regional Coordinator, Accelerated Data Program Asia
Ms Carmelita N. Ericta	Administrator and Civil Registrar General, National Statistics Office
Mr Valentino C. Abuan	Director Information Resources Office, NSO
Ms Maura Lizarondo	Assistant Director, Bureau of Agricultural Statistics
Mr Jing Jalisan	Chief IT Section, Bureau of Agricultural Statistics
Ms Teresa V. Peralta	Director, Bureau of Labor and Employment Statistics
Dr Mario V. Capanza	Director, Food and Nutrition Research Institute
Mr Glenn Melvin Gironella	Senior Science Research Specialist, Food and Nutrition Research Institute
Ms Teresita B. Deveza	Deputy Director, Department of Economic Statistics, BSP
Mr Arnie-Gil R. Hordejan	Monetary and Financial Statistics, Group, DES, BSP
Ms Angela Elaine F. Pelayo	Expectations Survey and Leading Indicators Group, DES, BSP
Ms Junelinda M. Garcia	Expectations Survey and Leading Indicators Group, DES, BSP
Ms Grace M. Medina	Cross Border Transaction Survey Sub-Group, DES, BSP
Ms Susan Napa	Cross Border Transaction Survey Sub-Group, DES, BSP
Ms Rosalie Fernandez	International Transactions Reporting System, DES, BSP
Dr Dalisay S. Maligalig	Principal Statistician, Asian Development Bank
Dr Manju Rani	Senior Technical Officer, WHO Western Pacific Regional Office
Ms Rashiel Besana Velarde	Social Protection Unit, World Bank

Annex F Case study: Niger

F.1 Description of activities

The Institut National de la Statistique (INS) is the coordinating body of the National Statistical System of Niger (NSS). Its mission, as set out in a Decree of September 2004, is to coordinate the NSS, to produce and make available statistics which conform to international standards, to bring together the statistics produced by the various bodies of the NSS and to conserve them, to promote the development of applied research into statistical methodology and to train staff in the collection and analysis of data.

The NSS is governed by a National Statistical Council composed of 9 members. The INS has a Director General and a Secretary General and five technical directorates. Data archiving is the particular responsibility of the Direction de la Coordination et la Développement de la Statistique (DCDS) and the Division de l'Informatique.

The INS was first exposed to the Microdata Management Toolkit in 2005 when the Director of Surveys attended a workshop on KWIK surveys. At the end of the workshop the participants were shown the toolkit. In 2008 the WB sent a consultant to install the NADA. ADP has held three training sessions in Niamey, two in 2007 and one in 2010. The first two workshops were facilitated by external consultants, but the workshop in 2010 was facilitated by an INS staff member, Mme Julienne Aitchedi, along with an ADP consultant from Burkina Faso. As part of the 2010 training course, in which staff from other ministries participated, 14 laptops were provided by ADP to facilitate data archiving. Most of these were distributed to participants in the workshop, but INS kept three for their own use. The Ministry of Education, in collaboration with INS, conducted a training at regional level to document administrative datasets in the field of education (this workshop was conducted without ADP support).

Niger is also one of the few countries which has received assistance under Task 3 of the ADP. Under this ADP provided considerable support with the ENBC (Enquete Nationale sur les Budgets et la Consommation des Menages) 2007. This was a 12 month panel survey (2007-2008), covering around 4,000 respondents, funded by government. ADP paid for the training of three staff in Chile, for 2-3 weeks, in questionnaire design and processing. Of these one has since died but the other two are still in position. Three international consultants came to Niger from Chile at different times, two to help with survey design and one to help with data analysis. The next ENBC will be in 2014, but the same households were included in an agriculture and livelihoods survey in 2011.

F.2 The current state of archiving and access to microdata

The process of archiving past and present surveys began with the first toolkit training workshops, and continued over the years. Some past surveys had been lost but could be retrieved with the help of CEPOD (Centre D'Etudes des Politiques pour le Développement) in Senegal, and then archived. Currently there are 59 surveys on the NADA. The latest of these surveys is dated 2010, and there are ten surveys still to be documented. The evaluation was told that the process of archiving surveys had been institutionalised. However, there was limited activity in 2011-2012 because of the demands of the census. Also, the staff member responsible for maintaining the NADA has been transferred.

Currently INS does not have a policy on access to microdata, nor any capacity in data anonymisation. No microdata is available directly for download in the NADA. There is a form on the NADA to apply for access to microdata, but this is not processed electronically. Instead, applicants are then asked to send a letter specifying exactly what data they want. Many of those who apply do

not follow up with a letter. The INS does not keep track of the number of people applying for access to microdata.

Training in the toolkit was given to a number of sector ministries. This training appears to have had more impact in the Ministry of Agriculture and in Education than in other ministries. In Agriculture, all agriculture surveys were archived between 2006 and 2009. However, two of the three staff trained had left the Ministry, and the remaining trained staff member had not continued with archiving for reasons of resources, and motivation. In the Ministry of Education, the annual education census is archived.

F.3 What impact have the activities of ADP had?

The use of the toolkit has had a major impact on the level of organisation in INS and in sector ministries. Previously, surveys were stored on CDs and often got lost. Now they can be consulted easily when new surveys are being planned. This has happened without any additional cost in time. Line ministries have also appreciated the benefits of better documentation when designing new surveys.

Julienne is now well trained in the NADA and has facilitated training courses outside of Niger, including in Togo. She has also conducted training with the Ministry of Education.

The main impact of ADP activities appear to be on data archiving rather than increasing access to microdata.

INS has found ADP a very flexible partner. They respond quickly to queries and have also been good at financing workshops. INS particularly appreciates the continuity of support through the change of government in 2010, when many of INS's programmes were withdrawn in the short-term. There is currently a question over a 10% balance which ADP has not paid, but INS seems confident that it will be paid at some point.

There seems to have been little impact of the ANADO on improved access to microdata. Access still has to be requested in writing. In fact, the ANADO has not been heavily publicised, except on African Statistics Day, and one staff in the Ministry of Agriculture was unaware of its existence, despite participating in Toolkit archiving activities. However there has been an improvement in on-line information about the surveys available.

F.4 Particular challenges faced

One major issue facing the INS currently is staff capacity to maintain the NADA and manage the archiving process. The only staff member who appears to be working on this is the head of DI, and she is also assisting with training both in Niger and outside.

Many sectoral staff have been involved in training in the toolkit, but the take-up in terms of ministries documenting their own data appears to be very limited. This may in part be due to staff movement both in INS and in the various sectors.

Although one of the staff trained at INS has facilitated training outside of Niger, there does not appear to be much in the way of in-house training, though a fourth workshop for the NSS is being planned. It will be difficult to make much progress with archiving and documentation, particularly in the line ministries, unless INS is in a position to give more support. INS staff have the capacity to train on the toolkit, but this does not appear to be done without ADP support.

F.5 Sustainability

One of the biggest issues with sustainability appears to be staff turnover. This came up with INS and also in meetings with the Ministry of Livestock and the Ministry of Hydrology and Environment. With sector ministries, one or two staff are trained at workshops and they archive surveys during the workshop. However they do not continue the process and then are transferred to other organisations or go for training, leaving no capacity behind to document or archive surveys. This has proved a missed opportunity; the Ministry of Livestock has quite a comprehensive process of price collection and dissemination but there appears to be no systematic archiving along international standards.

Financially, there are indications that INS and the NSS in general is quite dependent on external funding to carry out major surveys. There is no reason why proper documentation and archiving could not be built into the design of large externally funded surveys, but there is no indication that this is happening at present. INS has, since 2011, benefited from a large EU programme, the Programme d'Appui au Système Statistique National et à l'Etat Civil (PASTAGEP) which is providing €19mill to help develop the NSDS, to support the 2012 census and build capacity in the system of civil registration in the country. The 2013 NSDS has been prepared, but INS is waiting for a transfer of funds from the WB to publish it. The evaluation team were told that it could be possible that some funding for training and support to the toolkit and ANADO could be provided through PASTAGEP.

F.6 Future needs of official statistics

There is a need for further training in data analysis. At present, the analysis undertaken by the INS is at a fairly superficial level. They also want more training on areas such as sample size calculation and the use of technology, such as PDAs, in data collection. Need for greater capacity in data analysis was also voiced by several of the line ministries.

The current government in Niger is particularly concerned about measuring governance. The INS has no experience of measuring the success of anti-corruption measures, or assessing ethics, but these are areas of major concern for government. Climate change is another area which is becoming important.

There is concern in Niger over the physical security of data. There have been a number of cases of buildings burning down and data archives being lost. This happened recently with the Ministry of Justice. INS had been enthusiastic about the initiative led by Paris21 to set up an African databank based in South Africa, but this had come to nothing because of lack of funding.

Although there has been considerable effort to include the NSS as a whole in training in the toolkit, there needs to be more follow-up on the part of INS and more staff time dedicated to support to statisticians in line ministries. Data archiving does not appear to be fully institutionalised but rather dependent on workshops.

INS also needs to spend more time on advocacy within the NSS, and creating greater awareness of the ANADO and the availability of microdata. To do this effectively, INS needs a policy on data dissemination and training in anonymisation. These could be carried out by ADP, but should be undertaken with the objective of trying to create a more systemic embedding of data archiving throughout the NSS and improving access to microdata.

F.7 List of persons met

Name	Affiliation
Ibrahima Soumaila	Acting Secretary General, and Director, Directorate of Coordination and Statistical Development, INS
Mme Julienne Aitchedi	Division Informatique, INS
Mme Haoua Omar	Centre de Formation et Perfectionnement, INS
Oumarou Habi	Surveys and Censuses, INS
Issoufou Issiako	Finance and Administration Directorate, INS
Sani Oumarou	Statistics and Demographic Studies. INS
Mahamadou Chekarao	Statistics and Economic Studies, INS
Dr Atté Issa	Director of Statistics, Ministry of Elevage
Dr Ada Nou Danguioua	Directeur de la Programmation, Etudes at Prospective, 3Ns (Niger Nourri Niger)
Bako Mamane	GIS Specialist, Agrimet
Nourou El Hassan	Former Head of Statistics, Ministry of Hydrologique et Environnement
Gondah Neino	Department of Statistics, Ministry of Agriculture
Djabo Mamane	Director of Statistics, Ministry of Education
Bourreima Issa Ibrahim	NIGERINFO focal point, Ministry of Education
Saâdou Bakoye	Deputy Coordinator of Cellule de Suivi de l'Action Gouvernementale
Meeting with representatives of the National Statistical System	

Annex G Case study: Colombia

G.1 Description of activities

DANE

The National Administrative Department of Statistics -DANE- is responsible for the planning, collection, processing, analysis, and dissemination of Colombia's official statistics. DANE's mission is to produce and disseminate strategic statistical information for decision-making regarding the country's economic and social development, and, on the basis of its technical leadership, to regulate the national statistical system (NSS).

DANE has 5 technical directorates. The coordination of data documentation and archiving activities is the responsibility of the Directorate of Statistical Regulation, Planning, Standardisation and Normalisation. Within this directorate there is a team of permanent staff (known as the "ADP team" and funded through DANE's own resources) which is in charge of Toolkit-based documentation of surveys, advocating standardized data documentation in the NSS and facilitating workshops on the Toolkit (in both DANE and the NSS).

DANE requested to join ADP in 2008 following a presentation by the World Bank. A first internal Toolkit training for a limited number of DANE technical staff was held in summer 2008. Following some piloting activities, in 2009 a larger training was held for the directorates of DANE, as well as sensitization workshops in other NSS institutions. From 2009 to 2013, various workshops and survey documentation activities followed (for both DANE and other NSS institutions).

In addition to the above Toolkit activities, a National Data Archive (ANDA by its Spanish acronym) was installed in 2011.²⁹

Moreover, DANE maintains a second online repository specifically for microdata (also using the IHSN's NADA tool). Selected surveys (for which metadata can also be found in the ANDA) are published in this second NADA together with their microdata.

Finally, DANE has developed a virtual training course for the Toolkit, administered and maintained by CANDANE, a statistical capacity building centre within DANE. This virtual course is fully a "DANE product" and was produced independently by DANE, not funded or facilitated by ADP. In this virtual course, audio-visual teaching material on the Toolkit is provided. Signing up for the virtual course is free at present.

DNP

The National Planning Department (DNP) has the mission of defining and promoting the establishment of a strategic vision of the country in the social, economic and environmental sectors through the design, orientation and evaluation of public policies in Colombia. The DNP is also the Colombian agency that leads the activities of monitoring and evaluation of public policies in Colombia. Private consulting firms are hired through competitive process to collect and analyze data on public policies for these evaluations. DNP currently include data documentation as a requirement in the Terms of Reference of its bidding process - recommending the use of the DDI standard and the IHSN Microdata Management Toolkit.

²⁹ The adoption of the DDI standard by DANE and the installation of the NADA were acknowledged positively by an OECD evaluation of the Colombian statistical system.

The DNP has recently begun running workshops in cooperation with ADP consultants for these private consulting firms in order to promote the DDI standard and the Toolkit. The DNP does not currently operate a NADA for the metadata or microdata produced for these surveys, and does not publish its survey documentation on the DANE's NADA.

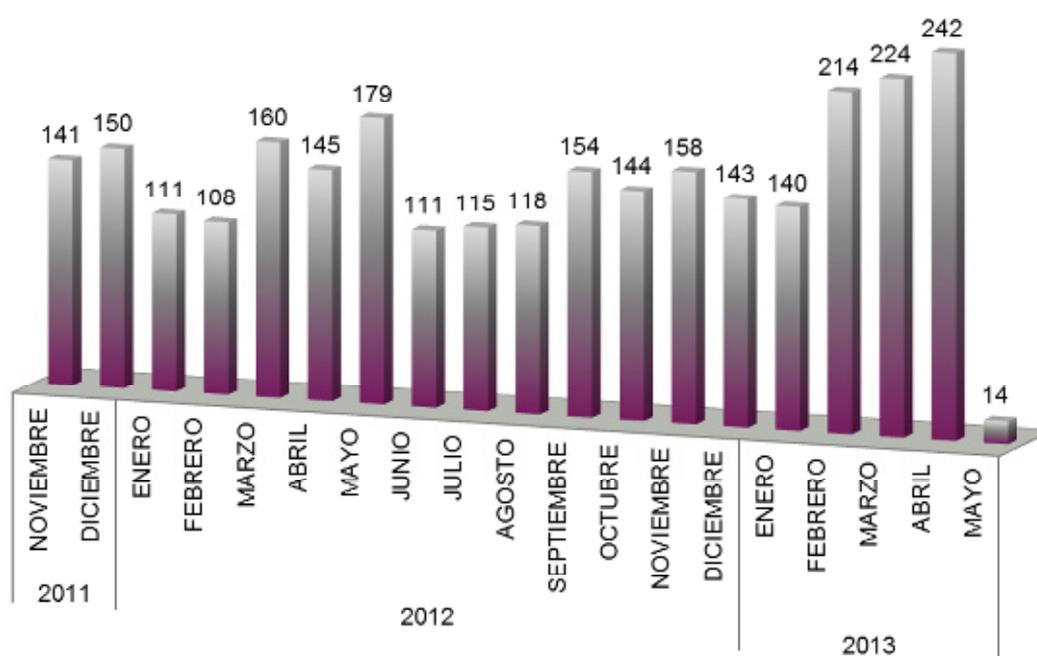
G.2 The current state of archiving and access to microdata

By the time of the evaluation, 45 institutions of the NSS had been trained in using the Toolkit, 130 metadata archives had been produced, and 3 supporting documents had been developed (a Toolkit manual for metadata documentation, a guide for validating and approving metadata produced with the Toolkit, and a protocol of documentation and validation). Data archiving activities have been institutionalized in DANE and are planned and coordinated via an 'annual work plan for metadata documentation'. The objective of providing an integrated solution to metadata documentation in the Colombian NSS features in the country's NSDS (PEN by its Spanish acronym).

The ANDA currently presents 90 of the above-mentioned metadata archives for DANE surveys. The remaining archives are those produced by other NSS institutions. These are not currently presented in the ANDA because they have not yet undergone the necessary validation and quality assurance procedures by DANE. The plan, however, is to upload these archives to the ANDA eventually.

The microdata archive currently provides access to 25 survey datasets. Prior to the installation of this microdata archive, DANE had agreements with other Government entities and the country's major research institutions to provide access to microdata. Making microdata fully accessible to the public was an issue at first, because a law (Ley 79 del 1993) prohibited the dissemination of person-level data. Recent legislation has cleared the path for this, provided the microdata is sufficiently anonymised and the data type has been cleared for publication by a committee (e.g. sample survey data has been cleared). Certain restrictions still apply however, and not all types of DANE data can be made accessible under the current regulations.

The figure below shows the development of access requests for microdata via the online archive. The majority of these requests come from domestic users, but requests from outside the country (US, Europe, Asia...) are also received.



G.3 What impact have the activities of ADP had?

DANE views the main results of ADP involvement as:

- Capacity built in DANE and NSS to use the Toolkit
- Adoption of an international standard (DDI)
- General sensitization in the DANE and NSS to the need for documentation and better harmonisation thereof.
- ANDA and microdata archive available online
- Metadata documented for 130 surveys (90 of those accessible online).
- Microdata available online for 25 surveys
- Loss of institutional memory prevented
- Open availability of metadata has relieved the burden on DANE to assist data users with their enquiries about methodology, etc.

DANE feels that the use of its microdata has increased through the open access policy and the installation of NADA. This notion is confirmed by the download statistics and interviews with major data users in the country. Especially in research institutions, use of DANE data has increased. It is important to note that long-standing agreements preceding the online archive made DANE data available to research institutions prior to the current system, but approval processes were often time-consuming and made the data unattractive, in particular to University students. While the online metadata and microdata archives are well-known among most users, there is mild evidence of researchers that are still unaware of its existence and impact could be further improved by continued promotion in data user communities.

Other governmental and non-governmental data users also feel that access to microdata is now more convenient than before. In particular, the availability of the full survey methodology and all supporting documents was highlighted as a major improvement.

NSS institutions that use the Toolkit to document their statistical data appreciate its contribution to avoiding institutional memory loss (especially in the light of high staff turnover in Colombian Government institutions) and the improvement of internal management of methodological information.

The use of IHSN guidelines and papers by the various data producers in Colombia (other than the ones directly related to documentation/archiving) is low based on the interviews conducted for this evaluation.

G.4 Particular challenges faced

The Toolkit for data documentation and the ANDA were generally well received by DANE, the NSS and data users. These IHSN/ADP tools are widely regarded easy to use and convenient. IHSN/ADP is regarded a very flexible partner, and the cooperation with ADP is characterized by fast and uncomplicated planning and funding arrangements.

The main issues faced with regard to implementation of documentation and microdata dissemination are in the integration of documentation developed by NSS institutions outside the DANE, and in the area of sustainability.

While data documentation inside DANE is well institutionalized, and capacity to use the IHSN/ADP tools is very good, the situation in other NSS institutions is more complicated. Given that the

various members of the NSS are not primarily statistical data producers, the documentation of surveys and other data unsurprisingly takes a more subordinate role than in DANE. Being less of a priority, cases were observed where documentation of a dataset had started during a DANE/ADP workshop, but was never completed later due to other commitments. Also, documentation is not often conducted for surveys other than the ones brought to the Toolkit workshops. The benefits of documentation, while theoretically acknowledged by all NSS members, are less obvious than for DANE given that NSS metadata is not currently published on the ANDA. As a result, documentation in NSS institutions is primarily an exercise for improving internal data management and NSS coordination, but produces no immediate benefits for the clients of these institutions. In fact, it has been mentioned that the internal use of the metadata archives is very limited in some institutions. Several of the respondents met voiced an interest to have their metadata published on the ANDA. It was noted that this would help increase client focus and transparency of NSS institutions. It would presumably also increase the incentive/motivation to carry out documentation activities.

The issue of sustainability is discussed in more detail in the section below.

G.5 Sustainability

As mentioned above, the process of data documentation and archiving is strongly institutionalized in DANE (albeit to a lesser degree in the rest of the NSS). The operation of the ANDA also seemed to work well. Sustainability of ADP achievements are assessed in three ways: knowledge transfer, arrangements for future maintenance, and funding.

In terms of knowledge transfer, the ADP team and other DANE staff are experienced users of the Toolkit, and are able to pass on this knowledge easily. The best example of this is the virtual Toolkit course, which was developed independently by DANE. The regular use of the Toolkit for documentation of new DANE surveys contributes to establishing these technical skills firmly within DANE. In other NSS institutions, capacity was built to a certain degree, but staff turnover and limited application and use of the tools require maintenance arrangements.

The arrangements for such maintenance of skills in the wider NSS are set out in the annual work plan for metadata documentation. Regular workshops for the NSS are meant to ensure the sustainability of capacity. However, it is notable that Toolkit workshops are not currently conducted without the involvement and lead of ADP consultants – despite the availability of Toolkit skills within DANE. This is a concern in terms of sustainability, as it appears that there might perhaps be an unnecessary degree of reliance on ADP involvement. It is understandable that regular ADP participation ensures that DANE is aware of the latest technological developments of the Toolkit and NADA, but ADP involvement would not really be necessary at all training workshops. Likewise, the virtual course, although very comprehensive, is hardly being used, and participant numbers have been low.

In terms of funding, it appears that the funding for documentation activities could be maintained even if IHSN/ADP funding were to decrease. The commitment of DANE resources in this area (e.g. for maintaining the ‘ADP team’ or for developing the virtual course) demonstrate this further. The other ADP partner in Colombia, DNP, also suggested that funding for ADP-type activities could be made available if necessary.

G.6 List of persons met

Name	Affiliation
Jorge Bustamante Roldán	DANE
Nelcy Araque García	DANE
Carolina Gutiérrez Hernández	DANE

Jaime Andres Aguirre Gasca	DANE
Ricardo Valenzuela Gutiérrez	DANE
Marly Johanna Téllez López	DANE
Rafael Humberto Zorro Cubides	DANE
Ana Lucia Martinez Arias	DANE
Paola Fernanda Medina	DANE
Diana Cristina Prieto	DANE
Bernardo Guerrero Lozano	DANE
Jorge Botello	DANE
Daniel Rodriguez Rubiano	DANE
Piedad Urdinola	Universidad Nacional de Colombia
Marcela Ramírez	Departamento Nacional de Planeación
Paul Rene Ocampo	ICBF
Carolina Delgado Torres	ICBF
Rocio Enciso Garzon	ICBF
Jhael Bermudez	ICBF
Claudia Gómez	Profamilia
Marcela Sanchez	Profamilia
Hector Parra	Profamilia
Ana Vega	Profamilia
Jorge Tovar	Universidad de los Andes
Javier Andrés Rubio Sáenz	Ministry of Education
Elsa Nelly Velasco	Ministry of Education
Eliana Rocio Gonzalez Molano	Bank of the Republic (Central Bank)
Carlos Varela	Bank of the Republic (Central Bank)
María Fernanda Reyes	Bank of the Republic (Central Bank)
María Alejandra Hernández	Bank of the Republic (Central Bank)

Annex H List of international agencies interviewed

In addition to the five case studies, the eSurveys, and the personal interviews in PARIS21 and the World Bank, the following agencies and institutions were also consulted (either in person or via phone) for this evaluation:

- AfDB
- Afristat
- Data First
- DDI Alliance
- DFID
- Eurostat
- FAO
- Gates Foundation
- ICF International
- IDB
- IFPRI
- ILO
- MCC
- Nesstar
- OECD
- UNESCO UIS
- UNICEF
- UNSD
- WFP
- WHO
- Various independent ADP consultants

Annex I Report on eSurveys

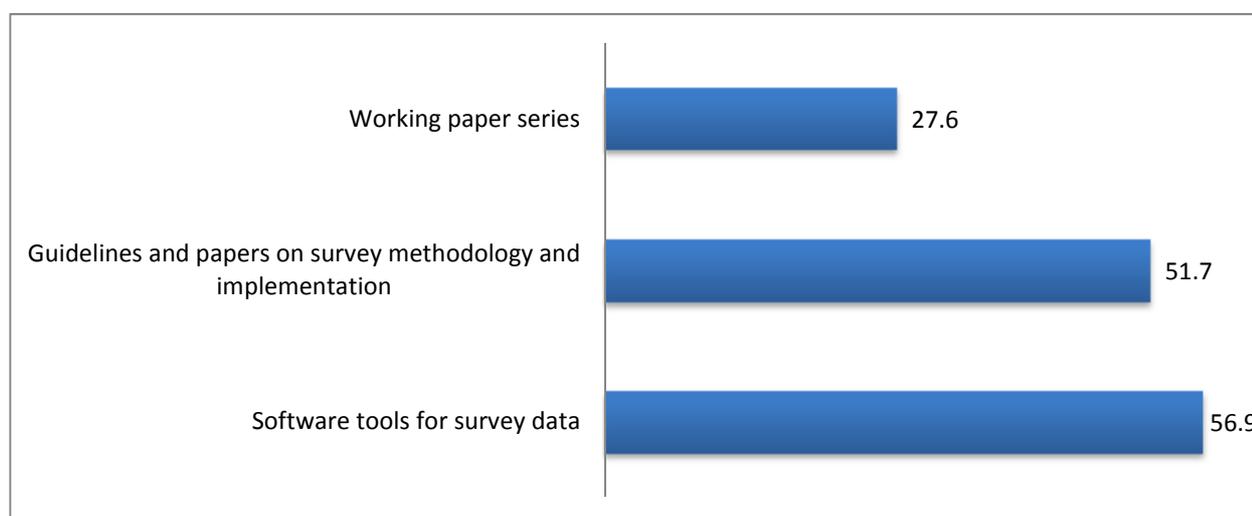
In order to reach as wide and varied a number of actual and potential stakeholders as possible, the evaluation team carried out two electronic surveys, one of producers and the other of users of statistics.

I.1 Data producers

The eSurvey for data producers was sent out to the heads of national statistical offices in 173 low or middle-income countries (copied to ADP country focal points where applicable). The heads of NSOs were asked to answer the eSurvey themselves or delegate this to a senior member of the office's surveys department. 58 responses were received, from producers of official statistics in the following 49 countries: Afghanistan, Armenia, Aruba, Azerbaijan, Barbados, Bermuda, Bhutan, Bolivia, Cambodia, Cameroon, Hong Kong Special Administrative Region, Macao Special Administrative Region, Costa Rica, Croatia, Djibouti, Dominican Republic, Ecuador, French Polynesia, Gabon, Georgia, Ghana, Guatemala, Guinea, Honduras, India, Iraq, Jamaica, Madagascar, Maldives, Mali, Mauritius, Mexico, Mongolia, Montenegro, Namibia, Niger, Nigeria, Philippines, Qatar, Russian Federation, Saint Lucia, Saint Vincent and the Grenadines, Sao Tome and Principe, Sierra Leone, Somalia, Sri Lanka, State of Palestine, Sudan, and Yemen.

I.1.1 Knowledge of IHSN/ADP activities

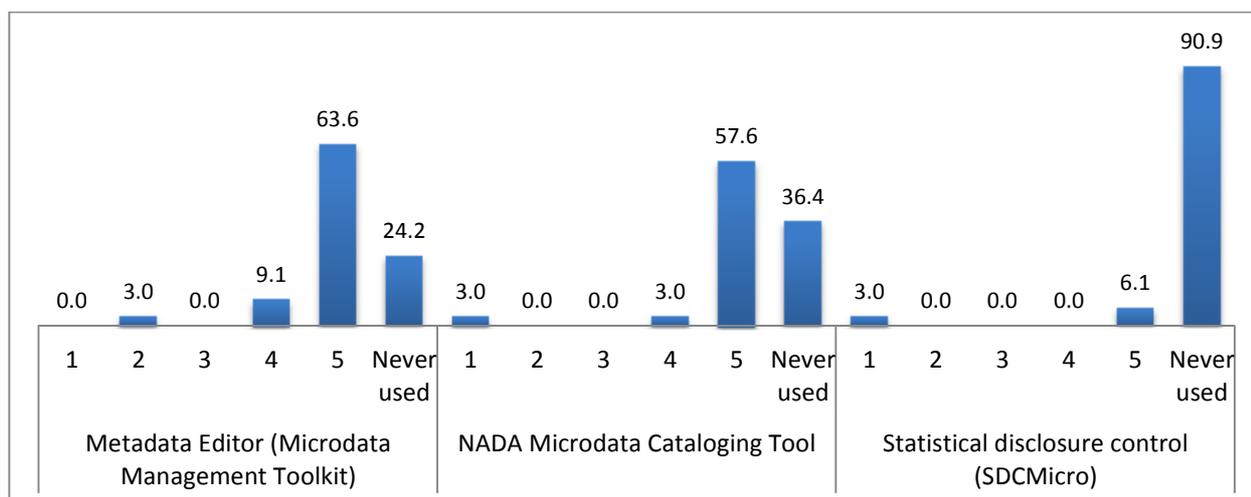
Of the producers of official statistics that answered the survey, 57% knew that the IHSN provides software tools for survey data. 52% of the producers were aware of the IHSN guidelines on survey methodology and implementation. Only 28% had heard of the working paper series.



Source: eSurvey for data producers. Base: All survey respondents (58).

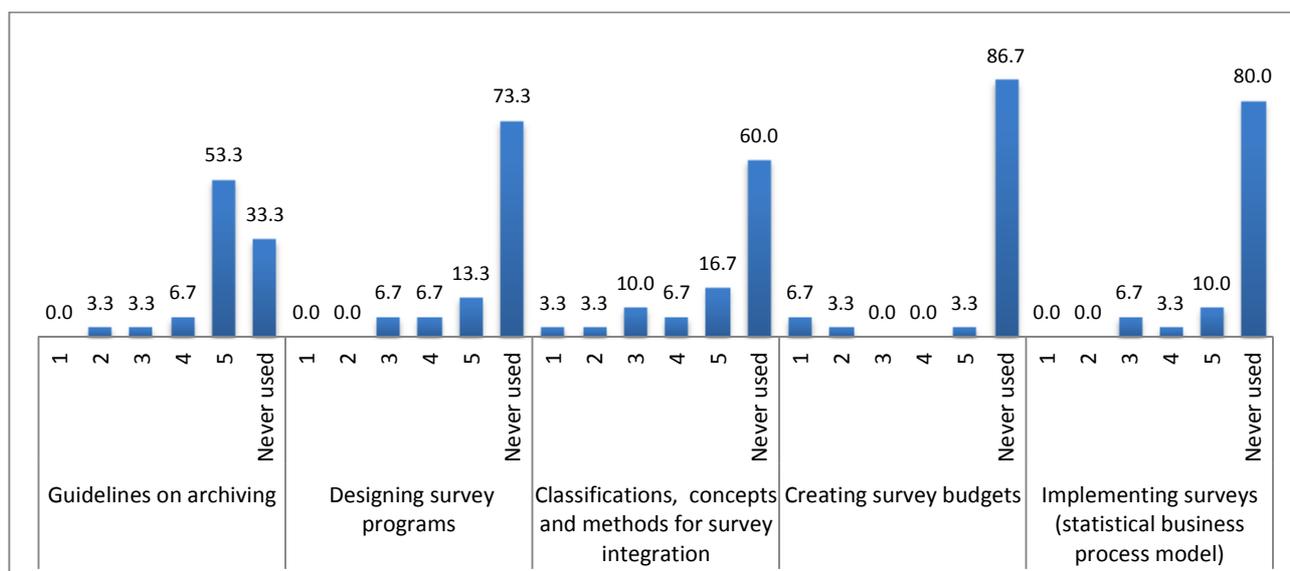
I.1.2 Satisfaction with IHSN/ADP products

Of the 33 respondent institutions that knew of the software tools, very few had used the statistical disclosure control tool (SDCMicro). This can be explained by the fact that this tool was only released shortly before the time of this survey. The metadata editor and NADA had been used by 25 and 21 respondents, respectively. Satisfaction among those that had used the tools was very high, as shown in the figure below. Satisfaction was scored from 1 (tool not useful at all) to 5 (tool very useful).



Source: eSurvey for data producers. Base: Survey respondents that were aware of IHSN software tools (33).

Of the 30 producers that were aware that IHSN produces and/or provides guidelines on survey methodology and implementation, most had only used the guidelines on archiving (usage rates for the other four types of guidelines was below 40%). Satisfaction with the archiving guidelines was very high.



Source: eSurvey for data producers. Base: Survey respondents that were aware of the existence of IHSN guidelines (30).

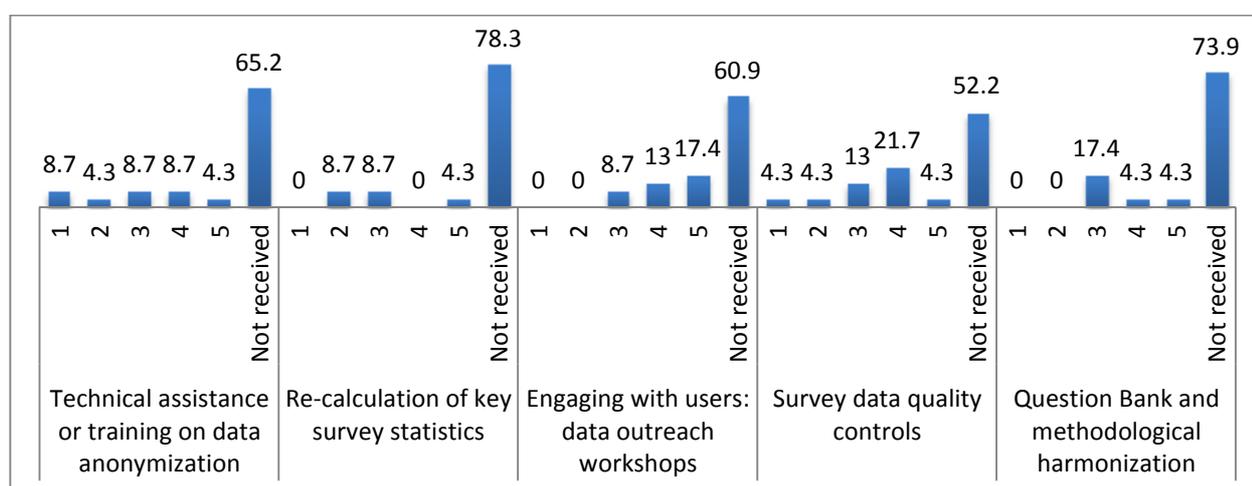
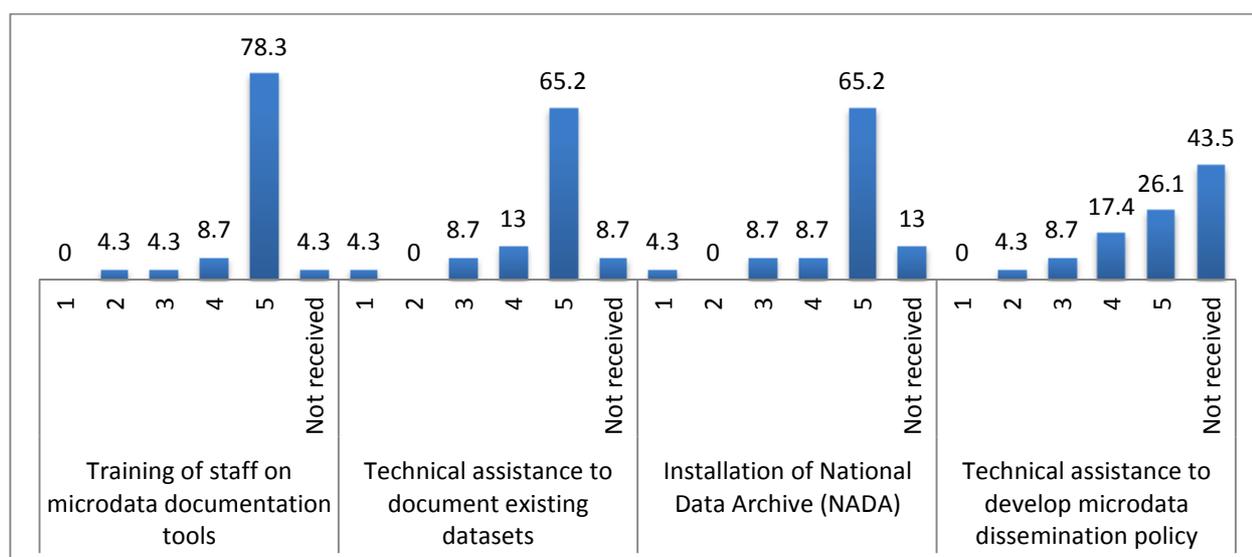
Of the 16 respondent institutions that were aware of the existence of IHSN working papers, 13 had read/used them.

1.1.3 Support received from ADP

Of the 58 respondent institutions, 30 had heard of the ADP and 23 had received some sort of support from ADP. Among these 23 recipient institutions, most had received training on microdata dissemination tools, TA to document existing datasets, and the installation of a NADA. Much fewer respondent institutions had received TA to develop a microdata dissemination policy, training on data anonymisation, re-calculation of key survey statistics, data outreach workshops, data quality controls, or TA on question bank/methodological harmonisation.

Where support had been received by the respondent institution, satisfaction levels were generally high (as shown in the two figures below), with the exception of TA/training on data anonymisation

and the re-calculation of key survey statistics. In these areas, satisfaction levels were not as high, but this needs to be interpreted cautiously given few relevant responses received.



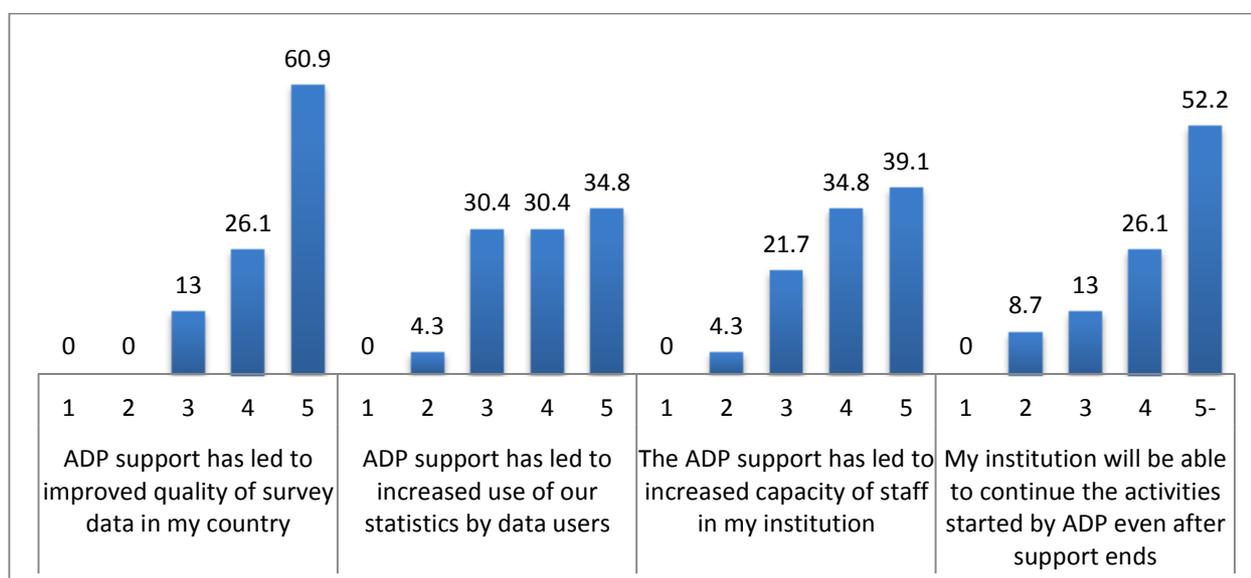
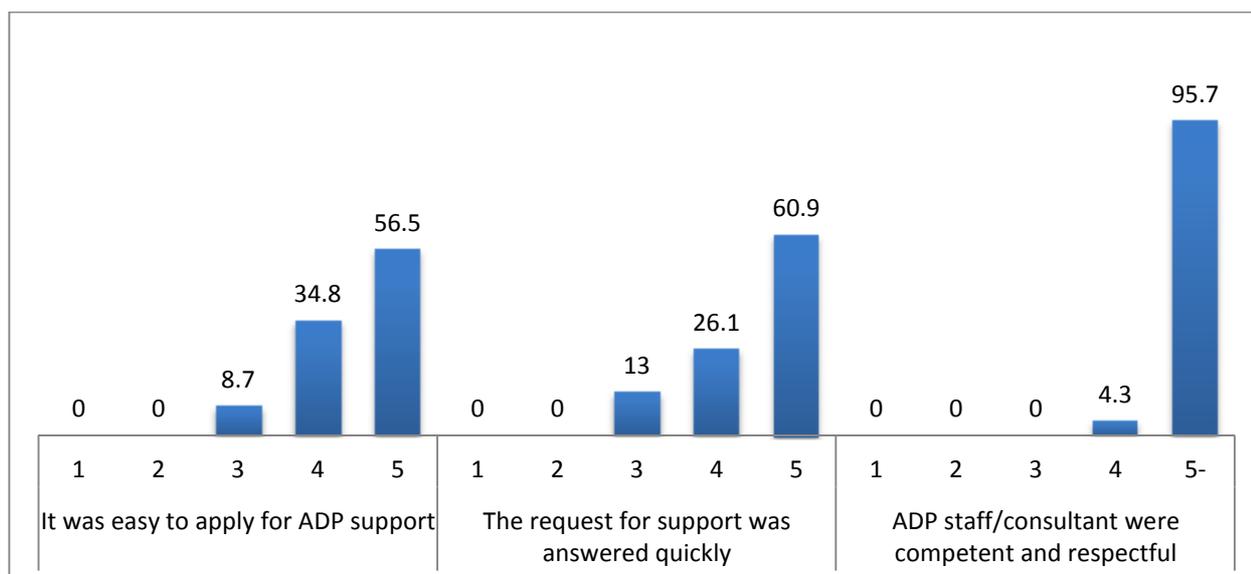
Source: eSurvey for data producers. Base: Survey respondents that had received ADP support (23).

Further to questions about the satisfaction with specific ADP activities, the eSurvey also asked more general questions about the interaction with ADP. Respondents were asked to agree or disagree with the following statements:

- The request for support was answered quickly
- The ADP staff/consultant were competent and respectful
- The ADP support has led to improved quality of survey data in my country
- The ADP support has led to increased use of our statistics by data users
- The ADP support has led to increased capacity of staff in my institution
- My institution will be able to continue the activities started by ADP even after the ADP support ends

Responses were given on a scale from 1 (strongly disagree) to 5 (strongly agree).

As shown in the figures below, applying for ADP support was generally considered a fast and easy process, and ADP staff/consultants were perceived as highly competent. The responses on outcomes and sustainability were more mixed, but still overall positive.



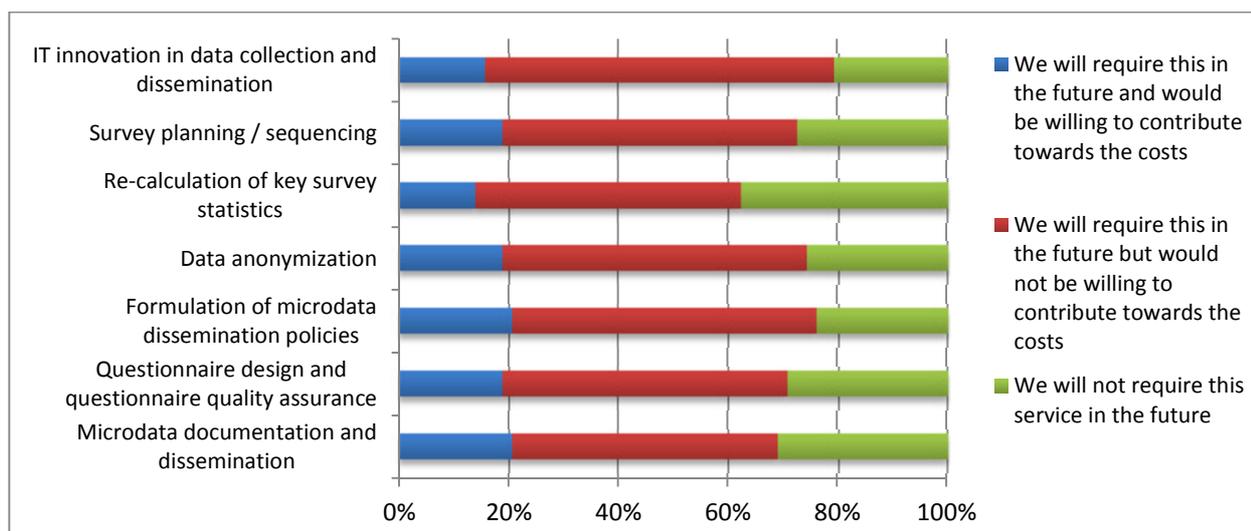
Source: eSurvey for data producers. Base: Survey respondents that had received ADP support (23).

I.1.4 Future need for training/technical assistance

All 58 respondents were asked whether their institution will require training/technical assistance in various areas in the future, and whether the institution would be prepared to contribute towards the cost of such activities.

As can be seen in the figure below, for all of the services mentioned, only 14-21% of respondents see a need in their institution and would be willing to contribute towards the cost. The service for which respondents see the least need in the future is the re-calculation of survey statistics.

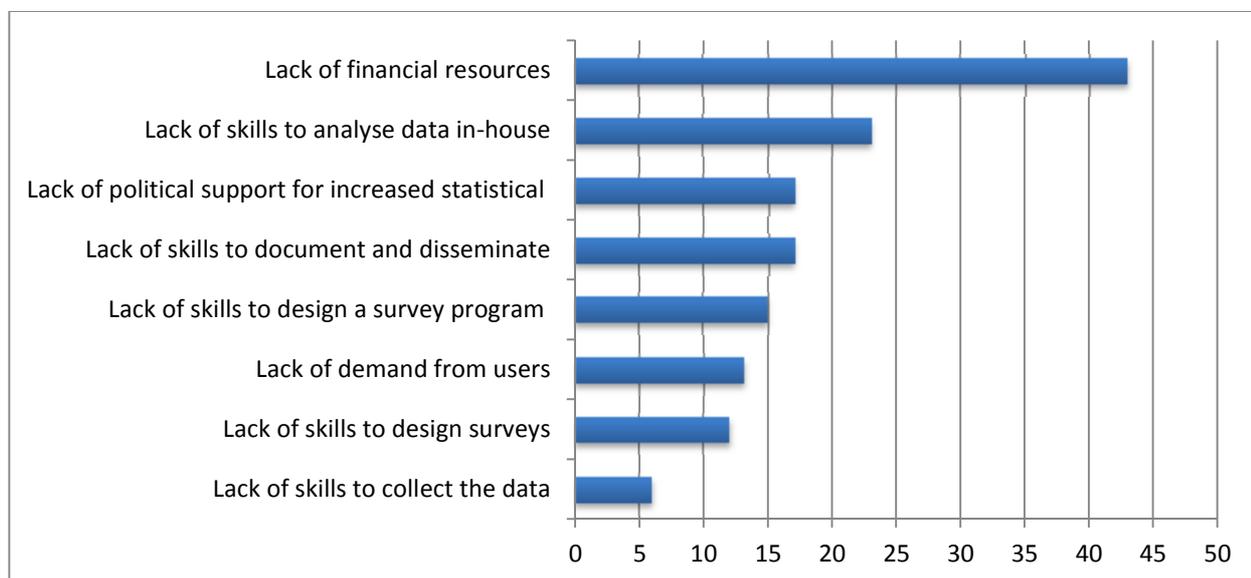
Interestingly, the picture does not change much when the sample is limited to those institutions that have received ADP support. Still, only 13-21% of those respondents would be willing to contribute towards the cost of the various services.



Source: eSurvey for data producers. Base: All survey respondents (58).

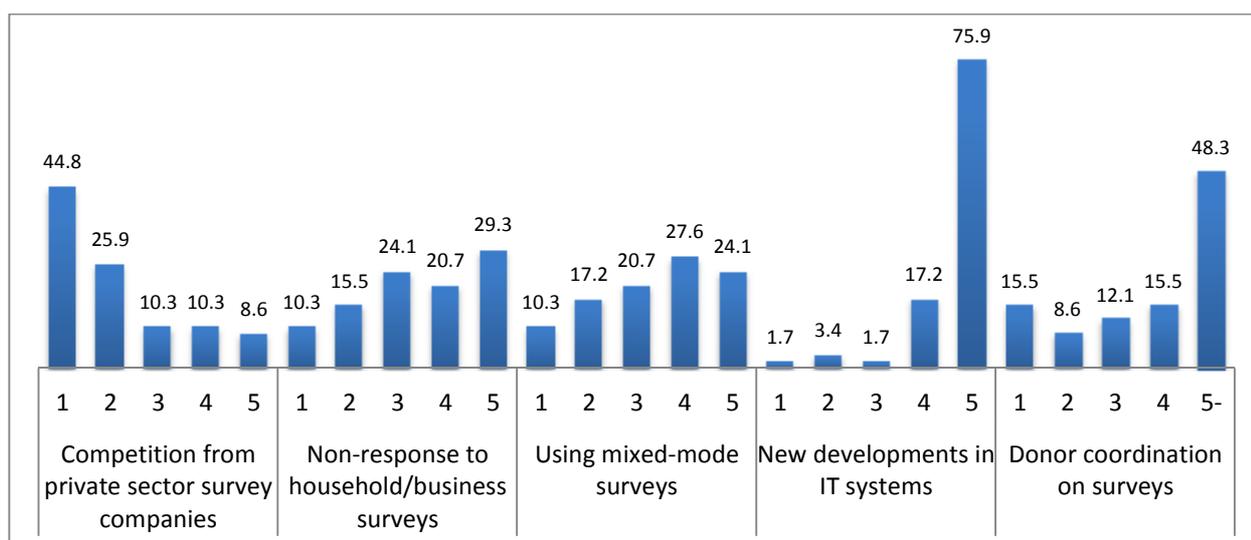
I.1.5 General assessment of challenges now and in the future

Finally, the eSurvey asked producers about the main challenges they face in the area of official household surveys in their respective country. Respondents were presented with 8 different problems, and could select up to three of them as the most important ones. The figure below shows the number of times that a problem was chosen. Of the 58 respondents, 43 stated the lack of financial resources among their top three problems. 23 mentioned the lack of skills to analyse data in-house. 23 mentioned the lack of skills to analyse data in-house.



Source: eSurvey for data producers. Base: All survey respondents (58).

Regarding the future, respondents were asked “On a scale from 1 (not important at all) to 5 (very important), how important do you think the following topics will be for your institution over the coming 10 years?” Responses show that producers of official statistics in respondent countries are less worried about the competition from private sector survey companies, but consider new developments in IT and donor coordination on surveys a very important topic over the coming years.



Source: eSurvey for data producers. Base: All survey respondents (58).

I.1.6 Open feedback

In an optional field for open feedback, some respondents made additional comments about IHSN/ADP:³⁰

- It would have been more useful if the data anonymisation program started before the micro data archiving system so that we would have been able to provide data online to users. Currently we have documented all national level survey and census
- Nous sommes dans la phase d'élaboration de NADA, il est très important de mener cette assistance pour le reste du processus en ce qui concerne l'anonymisation.
- We appreciate the support both technical and Financial from ADP/IHSN and please plead for further support to take our Statistical System to the level that will be comparable with one of the best in the world.
- We have had a little exposure and would like to use it to document our surveys.
- We are more than willing to pay for training, but I'm uncertain how much the cost of training will be, and currently our budget for 2013 is still not approved. However, the training sessions offered by IHSN seems very useful to me.
- We really commend ADP for the assistance provided to our organization.

I.2 Data users

In addition to the eSurvey for data producers, a second eSurvey was conducted among data users. An open invitation for all users of statistics was sent out via various routes: (1) The weblink to the eSurvey for data users was advertised on the websites of IHSN, ADP, and PARIS21. (2) The heads of national statistical offices in 173 low or middle-income countries were asked to forward this survey to all data users in their respective countries. (3) ADP focal points were asked to forward this survey to all data users in their respective countries. (4) Selected international networks of researchers were approached with a request to participate in the eSurvey. The number of responses was overall rather low, so the results should be interpreted with great caution, and certainly cannot claim to be representative in any way.

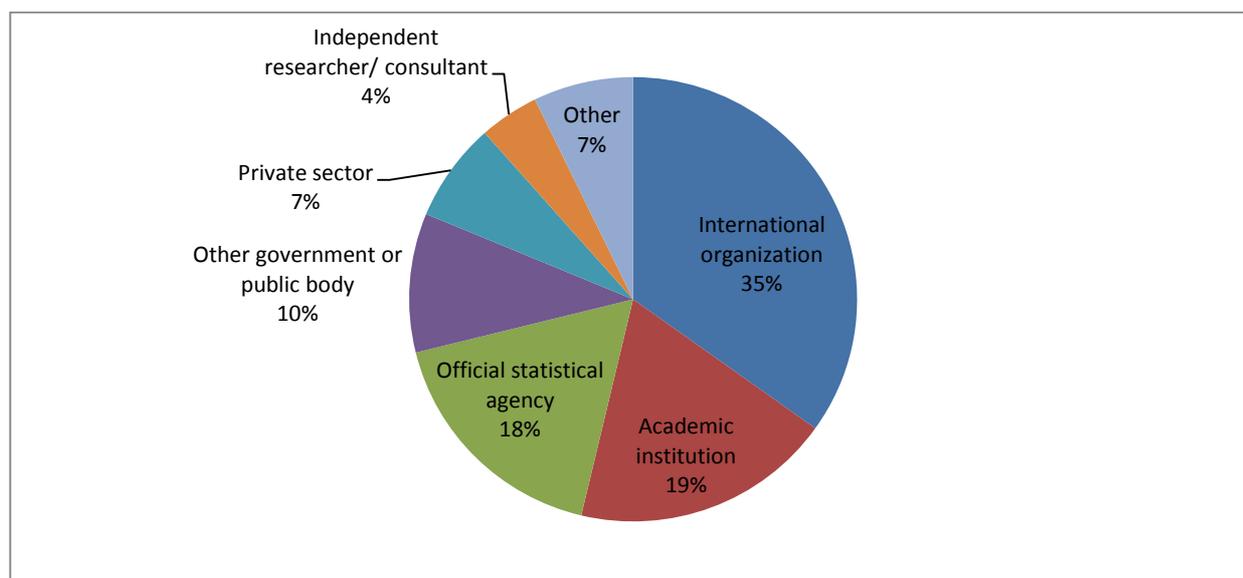
I.2.1 Description of survey respondents

69 respondents that use/work with statistics participated in the survey. Responses were received from data users in Afghanistan, Argentina, Armenia, Azerbaijan, Burkina Faso, Cambodia,

³⁰ Country names removed from comments where necessary.

Cameroon, Canada, Chile, Hong Kong Special Administrative Region, Colombia, Costa Rica, Croatia, Djibouti, Ethiopia, France, Georgia, Ghana, India, Italy, Lao People's Democratic Republic, Luxembourg, Mali, Montenegro, Namibia, New Caledonia, Pakistan, Philippines, Russian Federation, Sao Tome and Principe, Sierra Leone, South Africa, State of Palestine, Sudan, Switzerland, United Kingdom of Great Britain and Northern Ireland, United States of America, and Viet Nam. The US with 11 respondents represented the largest number of respondents from a single country.

55% of respondents were male and 45% female. As seen below, most respondents work for an international organisation, academic institution or official statistical agency.

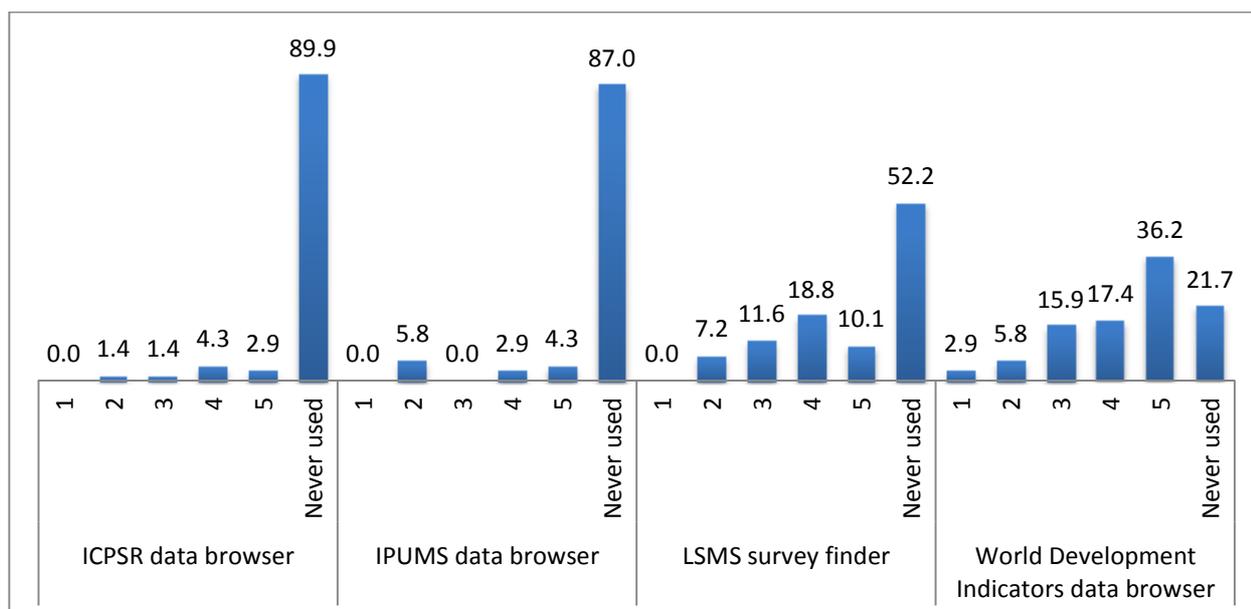


Source: eSurvey for data users. Base: All survey respondents (69).

Of the 69 respondents, the majority (56) are advanced users of statistics, running their own analysis of statistical data (descriptive statistics or regressions and other advanced data analysis). The remainder retrieves/uses estimates from statistical publications only. All 69 respondents use statistics from low or middle-income countries.

I.2.2 Use of non-IHSN online resources

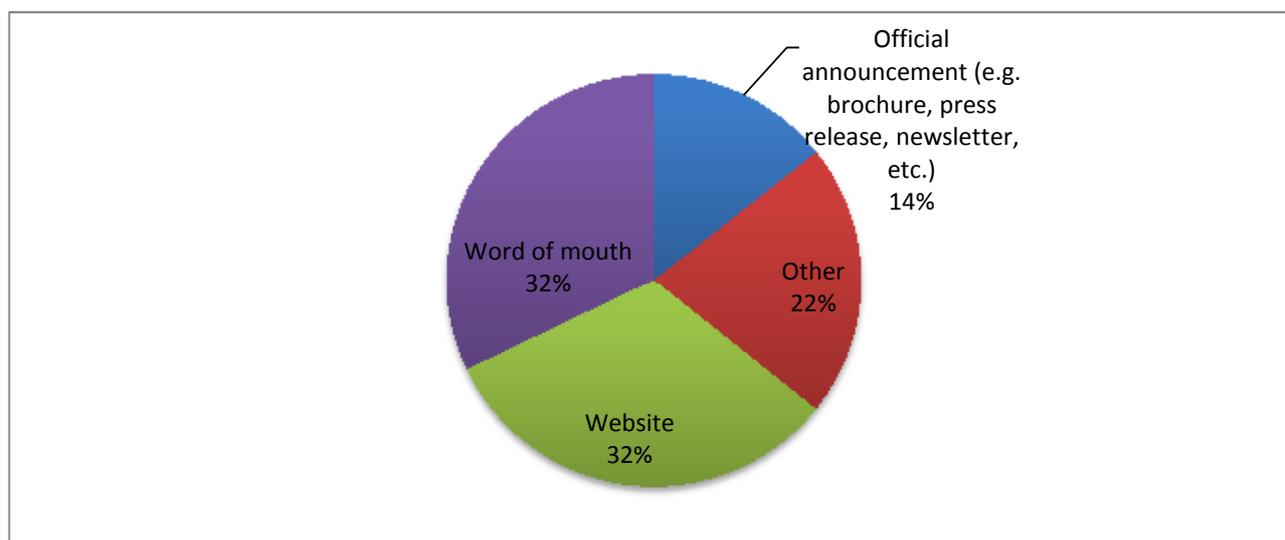
The respondents were asked about their use of and satisfaction with some key non-ADP online resources for statistical data: the ICPSR data browser, the IPUMS data browser, the LSMS survey finder and the World Development Indicators (WDI) data browser. As seen in the figure below, most respondents had never used the ICPSR and IPUMS data browser. Use of the LSMS survey finder was around 50% and satisfaction was at an average level. Use of the WDI browser was relatively high, as was satisfaction with it.



Source: eSurvey for data users. Base: All survey respondents (69).

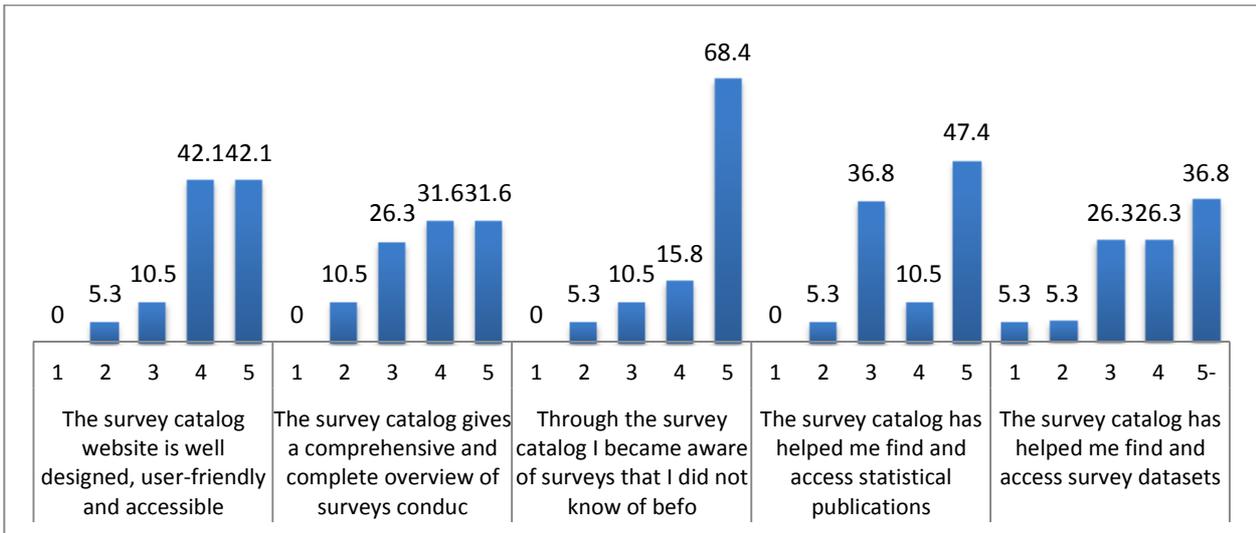
1.2.3 Use of the IHSN central survey catalogue

41% of the data users had heard of the IHSN survey catalogue, and most of those had learnt about it by word of mouth or by finding it on the internet, as shown below.



Source: eSurvey for data users. Base: Survey respondents that had heard of the IHSN central survey catalogue (28).

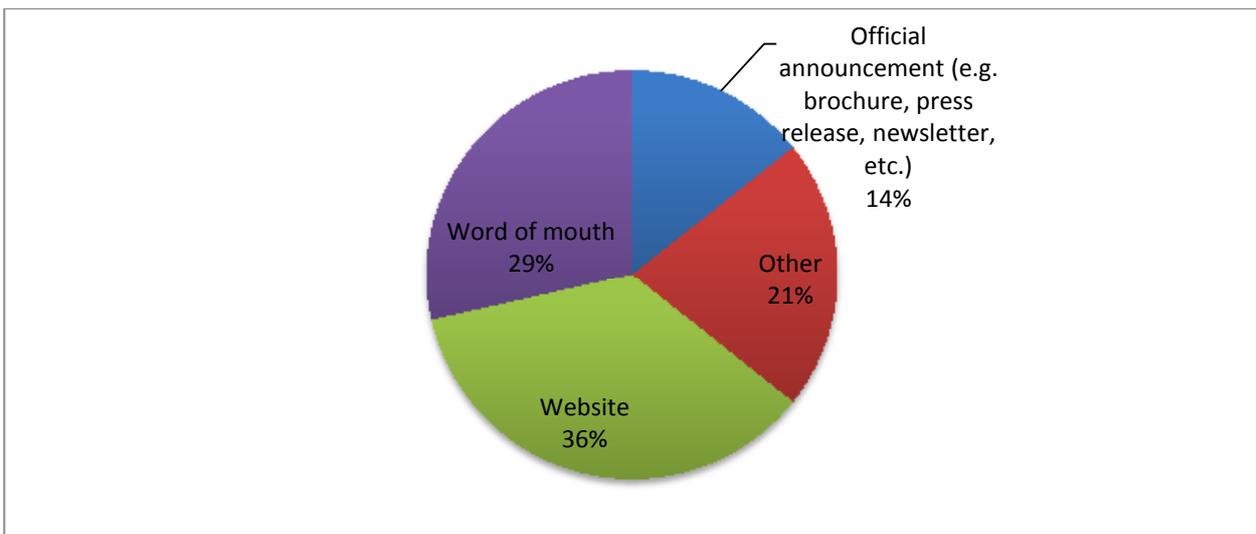
Of these 28 respondents that were aware of the IHSN central survey catalogue, only 19 had ever used it. These 19 respondents were asked about their agreement or disagreement with some statements about its quality (where 1 stands for “strongly disagree” and 5 for “strongly agree”). Responses, as shown in the figure below, indicate that the catalogue was generally considered a useful tool, although there was some criticism about the comprehensiveness/completeness of the catalogue as well as its ability to direct users to statistical publications. It is clear that these results need to be interpreted with caution given the small number of respondents.



Source: eSurvey for data users. Base: Survey respondents that had used the IHSN central survey catalogue (19).

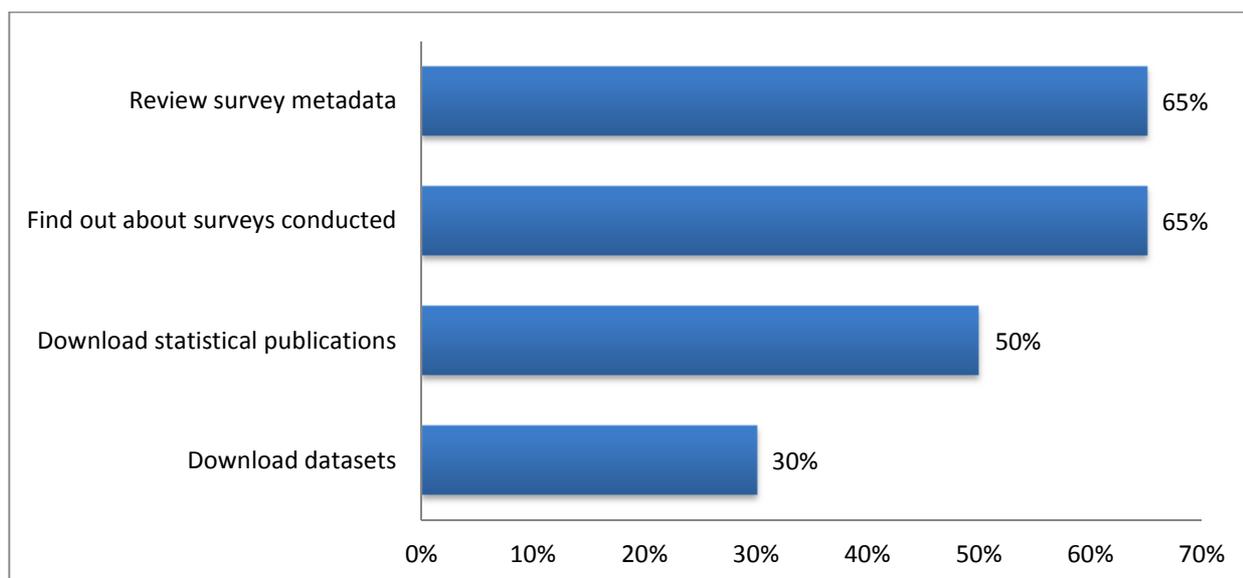
I.2.4 Use of NADAs

Of the 69 respondents, 28 had heard of the existence of one or several NADAs. Most of them had learnt about the NADA by word of mouth or through the internet.



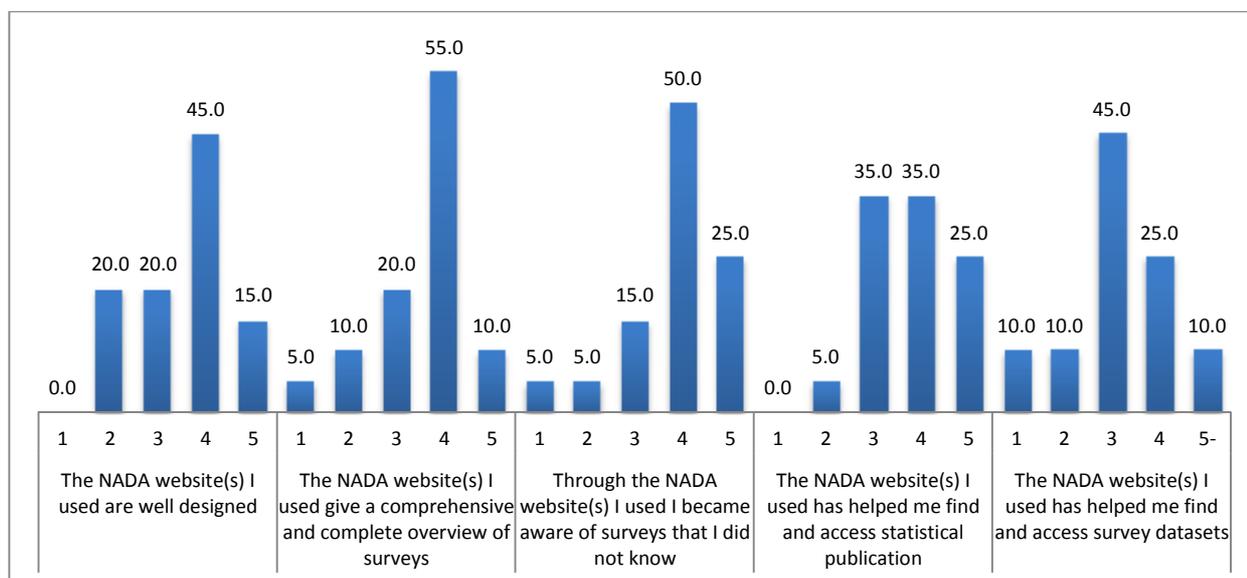
Source: eSurvey for data users. Base: Survey respondents that had heard of a NADA (28).

Of those, 20 respondents had actually used a NADA in the past. The figure below shows what types of use these 20 people had made of NADA. Most had used it to review metadata and find out about surveys conducted. Only 6 persons (or 30% of those that had used a NADA) had actually downloaded microdata from a NADA.



Source: eSurvey for data users. Base: Survey respondents that had used a NADA (20).

The 20 respondents that had used a NADA were asked about their agreement or disagreement with some statements about quality (where 1 stands for “strongly disagree” and 5 for “strongly agree”). Responses, as shown in the figure below, indicate that the comprehensiveness of NADAs was generally considered good, and that it helped make users aware of surveys they didn’t know of before. Access to publications and datasets, as well as design of the tool scored only average satisfaction ratings.



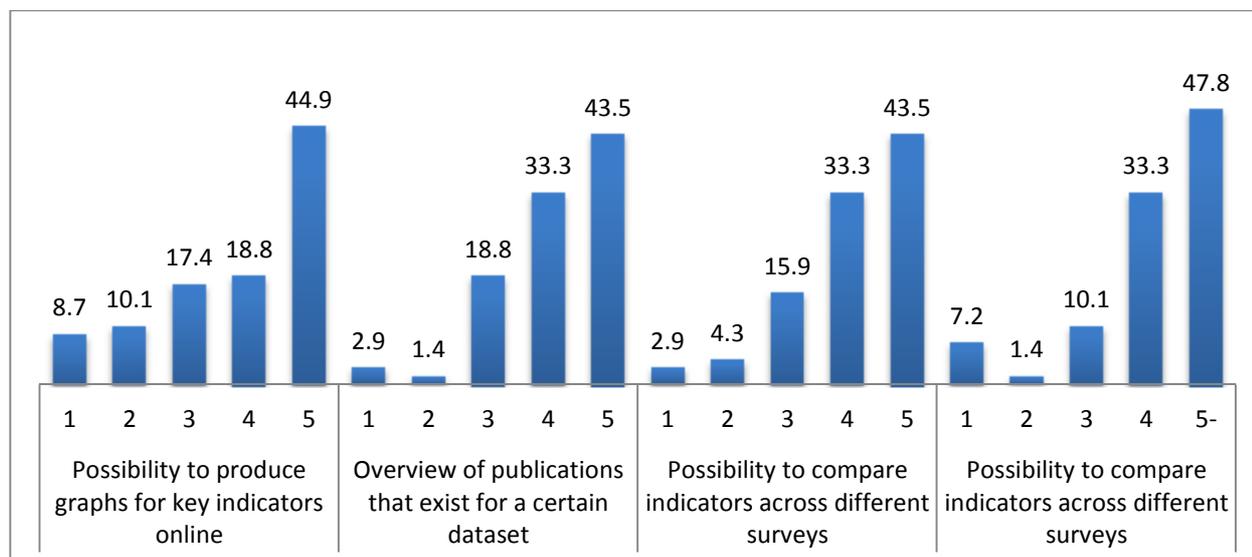
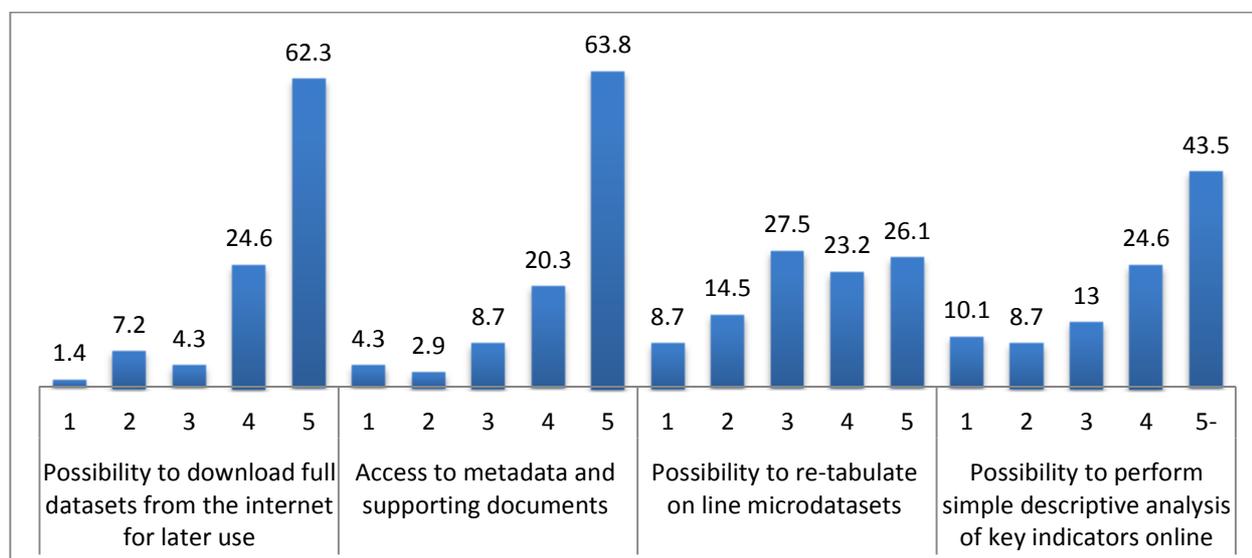
Source: eSurvey for data users. Base: Survey respondents that had used a NADA (20).

I.2.5 User demand for functionality of a survey data online tool

All data users were asked how important they would find eight different functions/services from a website providing access to survey data. The functions were:

- Possibility to download full datasets from the internet for later use in SPSS/Stata/SAS/R/etc.
- Access to metadata and supporting documents (e.g. questionnaires, manuals) for a dataset
- Possibility to re-tabulate microdatasets (without accessing them)
- Possibility to perform simple descriptive analysis of key indicators online
- Possibility to produce graphs for key indicators online
- Overview of publications that exist for a certain dataset
- Possibility to compare indicators across different surveys in a country
- Possibility to compare indicators across different countries

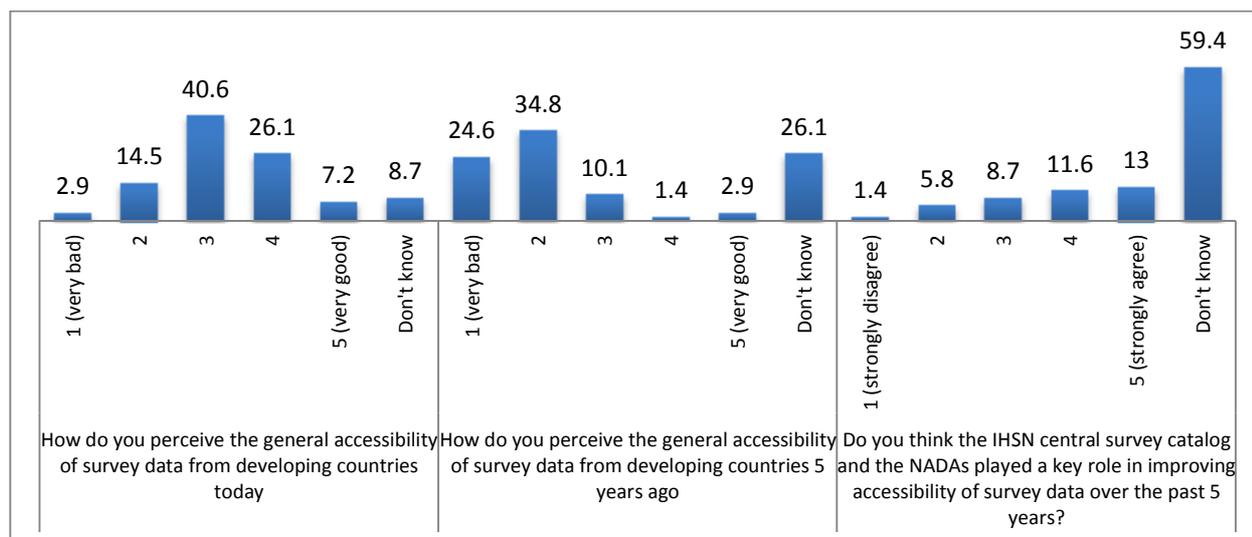
As presented in the figures below, the features most sought-after by respondent users were the possibility to download datasets, access metadata, produce graphs and compare indicators across different surveys.



Source: eSurvey for data users. Base: All survey respondents (69).

I.2.6 Accessibility of survey data and impact of IHSN/ADP

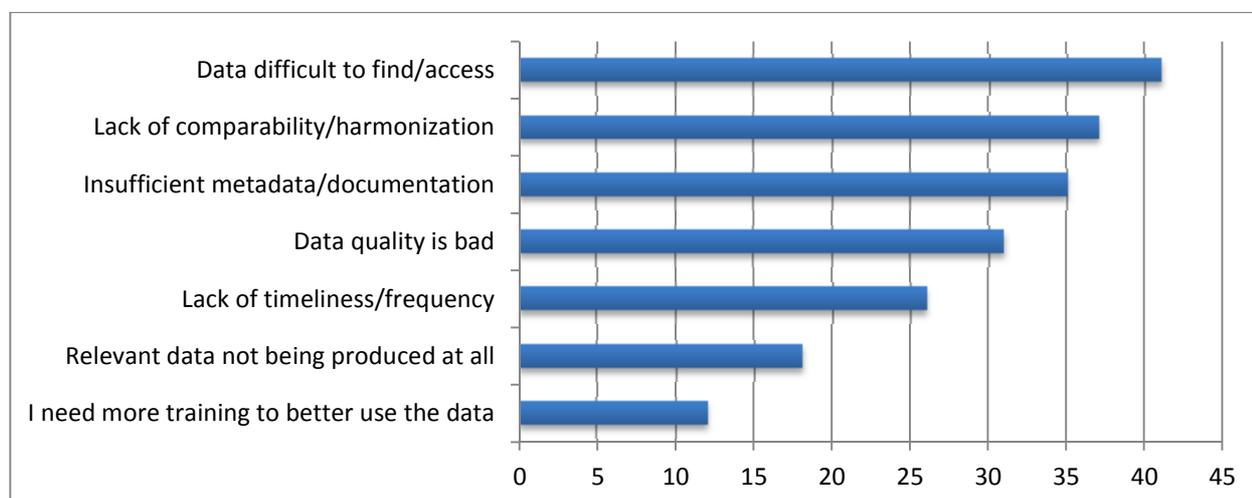
All data users were asked to score the general accessibility of survey data from developing countries today and five years ago on a scale from 1 (very bad) to 5 (very good). The current accessibility was ranked at a mean of 3.2, a clear improvement over the accessibility five years ago, which was ranked at a mean value of 1.9. Furthermore, respondents were asked whether they felt that IHSN/ADP had played a key role in improving accessibility of survey data over the past 5 years. In the light of the above responses on usage and awareness of IHSN/ADP it is unsurprising that most respondents felt they could not answer this question. Among the 28 respondents that did provide a score of agreement, there were mixed perceptions but a slight tendency towards agreement with the statement that IHSN/ADP had played a key role.



Source: eSurvey for data users. Base: All survey respondents (69).

I.2.7 Problems with survey data from developing countries

Finally, data users were asked about the main problems they faced with survey data from developing countries. Respondents were presented with 7 different problems, and could select up to three of them as the most important ones. The figure below shows the number of times that a problem was chosen. Of the 69 respondents, 41 counted the difficulty to find/access survey data among the top 3 problems, making it the most cited problem. Lack of comparability/harmonisation and insufficient metadata/documentation were other problems commonly cited among the top 3.



Source: eSurvey for data users. Base: All survey respondents (69).

1.2.8 Open feedback

Finally, in an optional field for open feedback some respondents made additional comments about IHSN/ADP:

- As regards to NADA, once the database is installed in the country, and a few surveys archived, follow up/monitoring should be increased to ensure that the beast is being fed: e.g. all the archived surveys are being fully documented, new surveys are being added, documentation should take place along the survey process, so when the survey is completed, it can be easily added to the database, without delay; some INS have NADA installed, but the use of the tool is not yet part of their ongoing work. In addition, the objectives of NADA cannot be fully achieved without a strong commitment from the recipient to keep the database up and running.
- I think the IHSN/ADP is a gift to the data curators and data users in developing countries. Although slow, I think definitive progress has been made in data availability and data quality from these countries, with the help of projects like this. Keep up the good work!
- IHSN must organize training on how to harmonize data production and standardization in order to allow cross countries comparison
- IHSN/ADP has made a major contribution to openness and it has not perhaps received the attention and praise it deserves. The quality of the NADA websites varies - and seems to depend on individual initiative and less on institutional commitment. It seems that the efforts of IHSN/ADP have weakened in the last couple of years: hopefully the results of the evaluation will help strengthen the initiative.
- J'espere que l'acces des donnees sera facilitee d'ici peu. On est toujours confronte a une procedure administrastive compliquee, longue/lente pour pouvoir avoir acces a temps reel les donnees dont on a besoin. Bien que certaines donnees peuvent utiliser pour effectuer des analyses par pays ou par regions, le formatage et les travaux relatifs au management des donnees cependant demandent beaucoup de temps et souvent les differentes populations sont toujours maladaptees et non coherentes ainsi que l'echelle de representativite des donnees limitent enormement les opportunités d'analyses comparatives.
- The option of not having adequate disaggregated data was not one of the options, but is maybe one of the biggest problems when looking at data to study disparities and equity.
- This is an excellent program that has done a lot of good for statistical systems by making information available. Without this sort of approach that raises the value of data by showing the latent demand, it's a survey report and on to the next survey. A lot needs to change, but this is a big step in the right direction.