Chapter 4
The institutional framework

When it comes to the M&E of sectoral programmes and national development and poverty reduction strategies, a large number of different institutions become involved, and problems of coordination and programme management become major issues. This involves not only horizontal collaboration across different sectors, but also the creation and strengthening of vertical ties linking communities and local governments to central authorities, and linking national governments to international agencies. The final challenge for building up monitoring and evaluation competencies is neither technical nor conceptual, but lies in ensuring that the required incentive structure and institutional capacity is created to be able to perform these functions. The challenge is particularly daunting in that the countries that are the poorest and that most urgently need viable poverty monitoring systems are also those where statistical and analytical capacity is weakest and poverty monitoring resources are most limited. The discussion begins by recognizing that important changes are taking place with respect to the strengthening both M&E capacity and the statistical infrastructure, but that there is insufficient interaction between these two communities of practice despite the obvious synergies.

The M&E framework

An important part of the preparation of this Sourcebook has been the field validation in five countries (Cambodia, Nicaragua, Nigeria, Senegal and the United Republic of Tanzania) of the indicators and M&E methodology that it advocates. In each country, a consultant was recruited to undertake an overall

Box 14. How do we know if a Poverty Reduction Strategy is effective?

First, a poverty monitoring system is needed to track key indicators over time and space, and to see if they change as a result of the strategy. Countries must be able to set up a poverty monitoring system in order to define key indicators, track them over time, and see what changes have taken place. Many countries already have poverty monitoring systems in place, so the task is to assess their adequacy and strengthen them as necessary. Experience shows that elements such as the tracking of public expenditures and outputs, and quick monitoring of household well-being need special attention. Also, participatory data collection methods and qualitative information give a different perspective and should not be overlooked.

Second, rigorous evaluations should be done selectively to assess the impact on poverty of interventions that are key components of the strategy. Countries must decide when it makes sense to do a rigorous impact evaluation, and how to design and carry it out, including what data are needed for different methodologies and how to obtain the data.

Other types of evaluation, such as assessing the process of formulating a poverty reduction strategy, can also be useful. Another challenging issue is how to evaluate the impact of poverty reduction strategies as a whole, as opposed to the impact of specific components of a strategy such as programmes or single policies. The key point made here is that a solid monitoring system will provide the basic data necessary to conduct such evaluations, should the need arise in the future.

Both monitoring and evaluation activities need to be carried out by competent institutions that have strong links to key decision-makers if they are to be useful in the design and implementation of a poverty reduction strategy. Much monitoring and evaluation takes place without adequate development of in-country capacity and without strong links to key decision-making processes; thus, precious opportunities to learn what works and what does not are lost. Countries need to build capacity and, in particular, strengthen the processes that provide policy-makers and others with feedback on the impact of policies and programs. Dissemination of results is critical for use. Results that are not widely disseminated through mechanisms tailored to different groups in civil society will not be used, and the resources that were spent in getting such results will be wasted.

Non-governmental actors – research institutions, civil society organizations, special-interest and advocacy groups and others – have an important role to play in the design of the monitoring and evaluation system, in carrying out monitoring and evaluation activities, and in using the results.

World Bank, 2001, PRSP Sourcebook

assessment of current practices and to compare them with what is proposed in the Sourcebook. The exercise culminated in national workshops in each country, in which national participants were given the opportunity to present the different aspects of their own national monitoring and evaluation activities and to compare them with the recommendations in the early draft of the Sourcebook. The deliberations of the workshops have significantly enriched the final Sourcebook, and most of the boxes that appear in this chapter have been extracted from the workshop summaries.

Most countries already support numerous ongoing M&E activities. The challenge is to coordinate the different programmes cross sectorally.

Box 14 is taken from the World Bank poverty website. Not only does it illustrate the wide range of activities that need to be undertaken, but more importantly, the large number of disparate institutions that need to be involved. Whether countries already have active ongoing national M&E programmes, or whether they are starting from scratch, those embarking on a PRS usually include, during the preparatory phase, a full review of ongoing M&E activities at all levels – project, sector, national – and an assessment of their capacity-building requirements. It would be rare to undertake such a review and not discover a large number of formal or informal M&E activities already taking place. In fact, the situation may appear chaotic and disorganized. This should not be a deterrent and should certainly not be a reason for trying to disband or reject such initiatives. The goal should be one of inclusion, not exclusion, and of creating a network of M&E units; Cambodia provides a good example (Box 15).

In some countries, the relationship between the different network members is formal and hierarchical; in others, it is much looser. One of the main reasons for establishing a network is to encourage knowledge sharing and the adoption of common reporting standards, so that data from different projects and programmes can be aggregated or compared.

Most programmes with an M&E component will have an M&E officer or unit, or possibly share one. The PRS is no exception. The PRS M&E unit may be located anywhere in the government system – or even outside it. There may be competition among potentially eligible institutions wanting to house the unit as resources are likely to come with it. In many cases, such a unit will be attached directly to the Ministry or body responsible for overseeing the overall implementation of the PRS. In some cases, the national M&E unit and the Poverty Monitoring Unit have been merged into one; in others, they have remained separate but linked. The United Republic of Tanzania provides a particularly good example of an integrated system bringing together what had previously been a number of disparate and separate monitoring activities (Box 16).

Box 15. The M&E system of Cambodia's Ministry of Agriculture, Forestry and Fisheries

As part of its Public Financial Management Reform (PFM), the Ministry of Economy and Finance (MEF) has chosen the Ministry of Agriculture, Forestry and Fisheries (MAFF) as the pilot line ministry to introduce and demonstrate the application of the Ministry Strategic Budget Framework (MSBF) through an efficient and effective delivery of services.

Individual programmes and sub-programmes need to be monitored so that resources are allocated based on performance. This requires a well-functioning monitoring and evaluation (M&E) system that regularly collects information from individual activities and assesses their contributions to meeting the Ministries' strategic goals.

The M&E system for programme budgeting relies on the programme structure described in the MSBF. MAFF's resources are assigned to a three-tiered structure of programmes, sub-programmes and activities. Each programme can have any number of sub-programmes and activities. The MAFF M&E system is built around a results chain with a small number of carefully selected indicators to be monitored at each level, as follows:

TYPE OF INDICATOR	WHAT IS MEASURED	INDICATOR	NO. OF INDICATORS
Goal (programme)	Results from the combined effect of a multiple outcome toward a development condition at the programme level.	Use of outcomes and sustained positive development change.	3
Outcome (sub-programme)	Results from the outputs generated by multiple activities, projects and partners.	Use of outputs and sustained production of benefits.	3
Output (activity)	The good or service that is produced through work performed in activities.	The output produced by the activity, expressed as a measurable indicator.	1 indicator per output

The M&E unit is at the centre of all M&E activities. At the project level, it would most likely appear on the organizational chart near the project manager, and the M&E officer heading the unit would be part of the management team. At the sector level, the unit may be located in the Ministry and closely associated with the planning department. At the PRS level, the M&E unit will be close to the PRS oversight committee (or equivalent); it may even serve as the secretariat to the committee.

Box 16. The Poverty Reduction Strategy Monitoring Master Plan (MUKUKUTA) of the United Republic of Tanzania

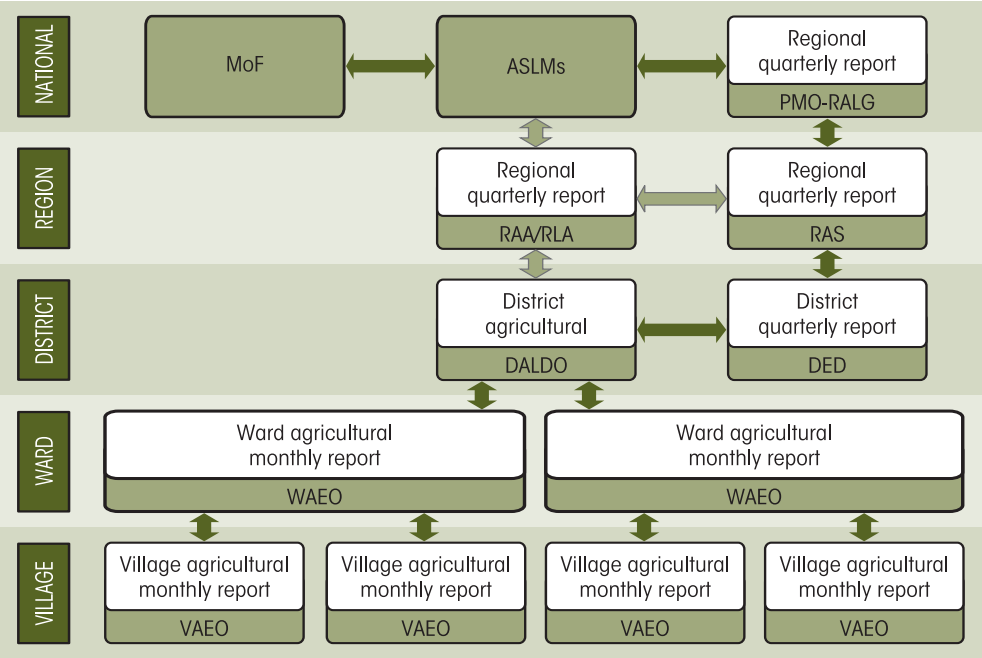
M&E in Tanzania is done at different levels of government and the overall framework is coordinated by the Ministry of Planning, Economy and Empowerment (MPEE). At the national (macro) level, information is obtained from a wide range of institutions including ministries, departments and agencies (MDAs) and local government authorities (LGAs), which have Management Information Systems (MIS) and performance reporting requirements linked to their Strategic Plans and Budgets.

Early results from sector plans monitored through subnational (sector) and national-level indicators provide hints to the government on what interventions are needed to improve the sector's performance in relation to MUKUKUTA targets.

Use of M&E results as basis for budget allocation

The MUKUKUTA Monitoring System provides an integrated approach to output and outcome reporting within Government, and provides analysis of changes in relation to goals and operational targets of MUKUKUTA. These then inform decisions about national planning, budgeting and public expenditure management.

Planning processes begin with development goals as articulated in the Vision 2025. In MUKUKUTA, these goals are translated into operational targets and are linked to cluster strategies, which provide the national medium-term framework for planning. The Strategic Plans of each MDAs and LGAs translate MUKUKUTA into budgets and action plans (programmes, targets and activities).



Box 17. M&E Technical Committee – sample Terms of Reference

In most countries, the head of the M&E Unit also chairs an M&E technical committee, comprising representatives of the different network nodes – the heads of other sectoral M&E units – and other interested and involved stakeholders, both from within and outside government. The National Statistics Office (NSO) should be a core member of the coordinating committee. The relationship between the M&E Unit, which essentially heads the national M&E network, and the NSO, which heads the National Statistics System (NSS), is a critical one, and not always easy as a result of occasional conflicting priorities. The main responsibilities of an M&E Technical Committee may include:

- defining, and ultimately delivering a national M&E Action Plan;
- agreeing on and ensuring adherence to national standards, definitions and methodologies;
- facilitating the smooth flow of timely information between the various members.

Where an M&E Study Fund has been set up to finance technical studies, workshops and other knowledge-sharing events, the M&E Unit shall have the responsibility for managing the fund, but the Committee shall have the responsibility for approving the studies that it will finance.

The M&E Unit is responsible for producing timely reports and will accordingly maintain a large database of indicators. This database will regularly need updating and be used for the preparation of the reports. The Unit will also be responsible for commissioning studies and evaluations when needed.

The head of the unit, the M&E officer, needs excellent skills in communication and in coordinating and bringing people together. There is good evidence that the best examples of successful M&E programmes are to be found where the head of the unit plays the role of the M&E advocate with conviction and passion. The position should clearly be a senior one as it requires a combination of good analytical skills and good communication skills. The office must be able to understand the information needs of management and of other stakeholders – he or she will be listened to at the highest levels.

The functions of the M&E unit are described in Box 17. They include the preparation of regular monitoring reports on progress and achievements, as well as the commissioning of a wide range of evaluation studies on different aspects of the PRS. This necessarily involves consolidating the various sector reports prepared by the sector M&E units. The relationship between the central M&E unit

Box 18. National Planning, Monitoring and Evaluation (PM&E) Workshop in Nigeria

The annual National Planning, Monitoring and Evaluation (PM&E) Workshop is a special feature of the M&E system in Nigeria. The Workshop provides a forum where all the key professionals in the M&E system as well as those interested in the M&E results meet to discuss and review progress in implementation of development projects in the country.

The main objective of the workshop is to bring together the PM&E officials in the state Agricultural Development Projects (ADPs) and other national programmes to discuss the issues relating to efficiency and effectiveness of the M&E system in the country. In addition to reviewing progress on project implementation, the forum also serves as an occasion to build capacity of M&E professionals in the country. The Workshop is also an instrument for assessing and reviewing the achievement of stated government policy objectives, targets for agriculture and rural development (ARD) programmes as well as the functioning of M&E in the country.

This annual meeting of M&E professionals started in the late 1970s with the establishment of the World Bank-assisted ADPs in Nigeria. Initially, it was known as the National M&E Seminar, and participation was led by the then Agricultural Project Monitoring and Evaluation Unit (APMEU) in the Federal Ministry of Agriculture and Water Resources. After the merger of the Federal Agricultural Coordinating Unit (FACU) with APMEU in 2001 to form a Project Coordinating Unit (PCU), the Seminar was renamed the National Planning, Monitoring and Evaluation Workshop, and its participation was extended. Currently, the Project Coordinating Unit (PCU) takes the lead in organizing and coordinating the activities related to the Workshop. The Workshop is hosted by the states on a rotational basis but it invariably receives representations from other leading national institutions involved in M&E, including:

- Central Bank of Nigeria (CBN)
- the National Bureau of Statistics (NBS)
- the National Planning Commission (NPC)

The Workshop receives the patronage of political heads from the Federal Ministry of Agriculture and Water Resources and the host state, who deliver the opening addresses. Efforts are also made to seek the participation of donors and development partners in the Workshop. Goodwill messages from country leaders of the donor community are a common feature in the Opening Session. The Plenary Session entails presentations and discussions of invited technical papers by renowned scholars, from within the M&E system as well as in academia, on topical issues relating to PM&E development. This follows the presentation of reports by the state ADPs and other agencies on their PM&E activities during the preceding year and the Action Plan for the next year. The reports are thoroughly discussed and the necessary resolutions are passed. At the end of the Workshop, a communiqué is issued. The Proceedings of the Workshop are later sent to relevant authorities for necessary follow-up actions on the decision taken in the Workshop.

and sector units varies enormously. The goal for countries is to establish an all-government M&E system with the central unit at its head and with each of the sector M&E units responsible for sector-level reporting. In principle, coordination is managed by creating a national M&E technical committee chaired by the head of the M&E unit (Box 17). Clearly, this implies a degree of authority over the sector units. The reality on the ground may be less clear. In many cases, sector and project M&E units continue to operate with considerable autonomy in parallel with, and independently of, the PRS central unit. One of the more important functions of the unit is that of advocacy, promoting the concept of management by results, organizing workshops to review the outcomes of various monitoring activities, and discussing lessons learned to be drawn from them. In Nigeria, where there is a wide range of M&E initiatives operating at different levels, an M&E workshop is convened annually to bring the various M&E practitioners together (Box 18).

The statistics framework

In parallel with the growth of interest in the monitoring and evaluation of national development programmes, there has been similar interest in the rehabilitation of the NSS. The NSS comprises all the institutions and agencies that contribute in some way to the national statistics databank. This includes line ministries, Customs and Excise, the Central Bank and others. The apex institution for the NSS is the NSO. In effect, the NSS is the national statistics network – equivalent to the M&E network described earlier. Many of these institutions are the same as those represented on the M&E technical committee, but there is no guarantee that their representatives will be the same as those represented on the NSS. Thus, one may find two communities of practice within one country, the M&E community and the statistics community. Both work on parallel issues, but not necessarily communicating or working together, except possibly at the highest level.

The question may be asked "What is the difference between M&E and statistics?" It is hoped that readers of the Sourcebook should by now have a clearer understanding of the different natures of the two entities, but even so, it can still be difficult to distinguish the two from each other. Box 19 illustrates how Nicaragua has confronted the challenge. What is clear is that, although they have evolved separately and a have different mandates, there are still large areas of common ground where their activities overlap and where there is great potential for working together for mutual benefit. The monitoring of ARD programmes and the PRS generates a constant stream of demands.

In general, the priority indicators and the basic agricultural and rural statistics needed for monitoring ARD programmes, described in the previous chapters, are the same core statistics that the NSSs should be generating, except that few NSOs currently include service delivery monitoring in their core survey programme. However, given the fact that such data are relevant not just to monitoring ARD programmes, but also for monitoring service delivery across other sectors, NSOs

Box 19. Nicaragua – Linking the M&E activities more closely with the National Statistical System

Nicaragua is currently upgrading its statistical services. It is also keen to strengthen its monitoring and evaluation capabilities with a view to improving the quality of public enterprise management. In many countries, there is a significant gap between what information is desired for M&E purposes and what is being provided by the NSS; Nicaragua is no exception. In the course of reviewing its needs, both in the area of statistics and M&E, it has become clear that, despite a number of areas of overlap, there has been relatively little communication or collaboration between the statisticians, on the one hand, and the M&E practitioners, on the other. Statistical priorities have traditionally been largely determined within the statistical system itself, and M&E systems have been set up without seeking a technical input from the offices of the NSS. It is generally agreed that improved coordination would benefit everyone and would allow for much more efficient use of national resources.

A number of steps are being taken to rectify the situation. The most important has been the introduction of a new National Strategy for Statistical Development (ENDE), in which a number of sectoral forums are being established to ensure that sectoral information needs are fully addressed. The Forum for Agricultural Development in particular will be very active in reviewing the statistical work programme and ensuring that it is capable of providing at least a proportion of the most urgently needed statistics for monitoring and evaluation. At the same time, the position of the officer responsible for the M&E system has been upgraded to a higher level. The aim is to raise the level of advocacy for M&E and to make sure that the needs of the M&E system are recognized by the NSS and given appropriate attention.

should be receptive to this request. In the end, it comes down to negotiation. The additional burden to the NSS need not be excessive, but at the time of the negotiation, it is important that a timetable be specified for when the results will be needed, and with what frequency a survey would need to be repeated. It is not a one-sided negotiation: in most countries, there is no stipulation that the NSO has to be the sole agency used to supply the data. It is also a competitive open market situation, and other public or private sector institutions may be capable of doing the job better and/or cheaper.

The first responsibility of the NSO is that of serving as the chief compiler and custodian of all official national statistics. This is its primary mandated

Box 20. Senegal's Reformed National Statistical System

The Senegalese National Statistical System has the following vision: "To become a robust System wich is well coordinated and responsive to users' needs". The ongoing reforms will be implemented over a medium- to long-term time frame to ensure that all actors are on board and that their roles are correctly understood. The vision will be built on four key pillars:

- Strengthening the institutional framework
- Improvement of the quality of statistical products
- Dissemination and promotion of the use of statistics, analysis and research
- Strengthening capacity for an effective statistical system

The reformed statistical system is being built around the values of transparency; feasibility; efficiency and adaptability. The overall work programme will be shaped by the needs of the users and will ensure that international commitments are honoured.

The lead institution is the National Agency for Statistics and Demography (NASD). NASD has been granted a large degree of autonomy and will be a reference centre with resources in line with the magnitude of its responsibilities and duties. The NASD is supervised by the following authorities: the National Council of Statistics, which approves the Annual National Programme of Statistical Activities, and the Technical Committee of Statistical Programmes in charge of the preparation documentation to be submitted for approval by the National Council of Statistics. The Technical Committee also oversees the implementation of the decisions of the National Council.

responsibility. The NSO is under pressure from a wide range of users competing for scarce statistics information. It will try to balance the different demands. Further, one expects it to put the provision of statistical support for the monitoring and evaluation of national development programmes high on the priority list, but the demands for M&E data could occasionally conflict with other demands and may not always be given the highest level of protection, certainly not unless the request comes with extra resources.

Both monitoring and evaluation have been given a significant boost with the growth in popularity of the concept of management by results. Evidence-based development requires underpinning by statistical information and data. A second boost was provided by the MDGs and by the PRS, both highlighting poverty reduction as the prime goal for all development efforts. Evidence must

be provided that poverty is indeed falling, and must be supplied through the NSS. The most significant implication of this growth in demand comes from the fact that the demand is increasingly "home-grown" – it comes from within the country, rather than from the donors outside. Without such a growth of domestic demand, it is difficult to see how any strengthening of the statistical infrastructure could possibly be sustainable.

In addition to this growth in domestic demand, there has been an evident movement by the donor community to jointly commit to supporting the strengthening of NSSs, and in a coordinated manner. In order to be eligible for international support, it will first be necessary for the national office to prepare a strategy for strengthening the NSS. The undertaking of a major overhaul of the NSS is not a necessary condition for establishing an M&E capability in the country, but for many countries where the statistical infrastructure is weak, it is strongly advised that, at the very least, a review of ARD statistics be carried out. Senegal is one country currently reviewing its statistics system with a view to creating a more autonomous and effective NSS (Box 20).

The international framework

In conclusion, the challenges of M&E of ARD programmes need also to be addressed at the international level. The universal acceptance of the MDGs represents a global commitment to lift the poorest of the poor out of poverty. It establishes a demand for M&E at the very highest level. It will be necessary to report in 2015 on whether or not the goals have been achieved. Importantly, well before then, the mechanisms must be set up to track progress towards their achievement, and stakeholders alerted to issues of concern where countries or regions are clearly off-track – and in a timely manner so that corrective action can be taken. To achieve the MDGs, the international community must assist more than one billion people out of extreme poverty. Of these, 70 percent live in rural areas and depend on agriculture for their livelihood. The challenge is to understand how, where and when agriculture can make the greatest contribution to achieving the MDGs. Even though ARD do not have a specific MDG, they do make a major contribution towards two of them, MDG 1 and 2, and reinforce or contribute to at least five others (Box 21).

Monitoring of the MGDs is managed globally by the United Nations system, including the World Bank and IMF. The specialized agencies are responsible for compiling the indicators relevant to their particular sector. With respect to the monitoring of ARD, the relevant agency is FAO. The Organization does not collect its own primary data, but is essentially a source of secondary data; it compiles and distils data from a range of different primary sources, mainly directly from member countries, but also from global satellite networks. For country reporting, use is generally made of indicators compiled from national sources, generally by the NSS.

The process of compilation is complicated by the fact that data submitted by the country statistics offices are of extremely variable quality or are frequently

Box 21. Agriculture and the Millennium Development Goals

Progress in agriculture makes direct substantial contributions to:
Goal 1: Eradicate extreme poverty and hunger.
Goal 3: Promote gender equality and empower women.

Progress in agriculture reinforces two goals:
Goal 7: Ensure environmental sustainability.
Goal 8: Develop a global partnership for development
and these goals reinforce progress in agriculture.

Progress in agriculture makes indirect but vital contributions to:
Goal 2: Achieve universal primary education.
Goal 4: Reduce child mortality.
Goal 5: Improve maternal health.
Goal 6: Combat HIV/AIDS, malaria and other diseases.

Based on World Bank, 2005a

missing. A number of advanced techniques may be used to fill data gaps and provide a conceptual coherence that appears convincing at an international level. Yet, if gaps are too large or too many, their application becomes increasingly unsatisfactory. There is also the problem that different countries will have used different methodologies or definitions in computing a standard indicator. This, again, can be handled as long as the data submitted from the countries include full supporting metadata comprising the definitions and methodology used, sample size and known or anticipated biases. While each host agency may carry out significant transformations of the data to ensure standardization across countries, all of them are highly dependent on the outputs generated by the NSS. The relationship between these national and international institutions engaged in monitoring is not hierarchical, but complex and symbiotic, with the international institutions needing the outputs from the national institutions and vice versa. Ultimately, the global M&E network is only as strong as its weakest link. The donors have a vested interest in seeing that the capacity of national institutions is strengthened, if for no other reason than to maintain the standard of international reporting systems.

The role of development partners

The donor community has been indisputably among the strongest advocates for establishing good M&E procedures and for building up M&E capabilities. Donors have also provided strong support to the strengthening of national statistics capacity. Recent initiatives include the Marrakesh Action Plan for Statistics (MAPS). This plan, to which all donors have subscribed, is a measure of the commitment to support statistical capacity building in a coordinated manner. In order to receive the benefits of such support, countries are encouraged to establish their own priorities for statistical development through the preparation and implementation of National Statistical Development Strategies (NSDS).

The development of an NSDS is seen as the first step towards the major rehabilitation of the NSS. It provides a vision as to where the NSS should be in five to ten years and sets milestones for getting there. It also provides a framework for mobilizing, harnessing and leveraging resources, both national and international. An important guiding principle is that the NSDS should support the NSS as a whole, not just the NSO. Guidelines on how to undertake an NSDS have been prepared by Partnership in Statistics for Development in the 21st Century (PARIS21).

A five-step approach is proposed:

- Launch the process (NSDS Design Road Map).
- Assess the current status of the NSS.
- Develop the vision and identify strategic options.
- Prepare the implementation plan.
- Monitor the implementation plan.

Another important group of stakeholders within the international community is the international organizations, who are themselves responsible for maintaining databases for monitoring at the global level. These include the international finance agencies, the United Nations specialized agencies and the United Nations Statistics Department. With respect to ARD, the agency most concerned is FAO. FAO is mandated with the primary and unique international responsibility to produce statistics on agriculture, land, water, forests and aquaculture. FAO maintains the largest statistics data set on food and agriculture in the world. The Organization compiles and extracts data from a range of different primary sources, mainly from member countries, but also from global satellite networks. Responsible agencies in the countries include NSOs and Ministries of Agriculture. Where national capacity is weak, FAO can, in principle, supply countries with the requisite technical assistance.

Box 22. National Statistical Development Strategy essentials

The NSDS should be integrated into national development policy processes, taking into account regional and international commitments. It should:

- have political support and commitment, and be championed by high-level national official(s);
- be demand-focused and user-friendly, responding to needs and priorities for information to enable national governments to manage for results;
- develop statistics as a public good, funded from government budgets and complemented (where appropriate) by international support;
- be mainstreamed as part of national development policy, including for the design, monitoring and evaluation of Poverty Reduction Strategies, sector strategies, and other national development plans, as well as assessing progress toward the MDGs;
- respect all relevant legislation or regulation, recommending changes where appropriate;
- work within the national context, both cultural and institutional.

The NSDS should be developed in an inclusive way, incorporating results-based management principles and meet quality standards. It should:

- be the output of a consensus-building/advocacy process, which helps build commitment and partnerships, with clear processes for consultation throughout;
- be the output of genuinely nationally led, owned and inclusive participatory processes including all stakeholder groups (e.g. users, analysts, producers; government, private sector, civil society; international and regional organizations, bilateral donors and specialized agencies);
- incorporate results-based management principles in the design of the NSDS and manage its implementation with performance indicators (e.g. for the supply of statistical information, value for money, user satisfaction, governance, support to national policies, confidentiality) and a performance reporting, monitoring and evaluation plan;
- follow the values and principles portrayed by the United Nations Fundamental Principles of Official Statistics to produce useful high-quality data that will have the confidence of users of statistics;
- draw on international standards, recommendations and experience to capitalize on worldwide knowledge and for consistency between countries.

continue

The NSDS should be comprehensive and coherent and provide the basis for the sustainable development of statistics with quality (i.e. "fit for purpose"). It should:

- provide an assessment of the current status of the NSS (where we are), incorporating a comprehensive appraisal of statistical outputs measured against agreed criteria;
- maintain statistical production and procedures, building on existing activities and ongoing processes, during the design and implementation of the NSDS;
- provide a vision for national statistics (where we want to go), strategies to deliver the vision (how do we want to get there), which address institutional and organizational constraints and integrate all statistical planning frameworks, and performance indicators (how do we know we have arrived): it is not just a work plan;
- incorporate substrategies for leadership and management, financial management, human resources, communications, infrastructure (e.g. information technologies) and dissemination as well as the technical work areas (e.g. national accounts, poverty statistics, health statistics);
- set out an integrated statistical capacity building programme, which:
  - builds capacity to implement and adapt the strategy;
  - turns statistics into information through analysis, dissemination, publicity and user education;
  - is prioritized and timetabled (not everything can be done at once);
  - provides the framework for (annual) implementation work plans;
  - is realistic, pragmatic and flexible enough to cope with changes in priorities, new information needs and lessons learnt and is as easy to accomplish as possible;
- outline the financing requirements: responding to user needs but realistic about resources (implies prioritization, sequencing, cost effectiveness: e.g. considers alternative ways of compiling data such as administrative sources and sample surveys).