

The PCBS Results Framework and Monitoring and Results Reporting Procedures

Review



Norad

Economics and Public Administration Department



Scanteam Project 924

Norad Technical Note

This note is part of the Department's ongoing work. The views and opinions expressed in this note do not necessarily correspond with those of the management of Norad.

Project: **The Palestinian Central Bureau of Statistics' Results Framework and Monitoring and Results Reporting Procedures**

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Norad's Project Manager: Erlend Nordby

Task team: Ueli Meier (Scanteam) and Dina Husary

Foreword and Acknowledgments

This report presents a review of the Palestinian Central Bureau of Statistics (PCBS) Results Framework and Monitoring and Results Procedures. The review was requested by the Norwegian Representative Office in Al Ram in response to Norad's recommendation to make improvements in the results framework for the third phase of the statistical cooperation programme (2009-2011).

The objectives of this review are twofold. First, the consultants were requested to review relevant documents with the objective to assess the existing results framework of the PCBS and the results' documentation. Based on this assessment, the second objective is to offer recommendations for improved results framework, monitoring and reporting procedures for the PCBS.

Through a participatory approach the consultants have in collaboration with PCBS identified elements and structures of a Results and Reporting Framework for PCBS. Hence, this review represents an important first step towards implementing Result Based Management in the PCBS.

The Department of Economics and Public Administration in Norad would like to express appreciation to Mr. Ueli Mayer and Ms. Dina Husary for important and well-conducted work.

Oslo, 26 July 2009

Per Øyvind Bastøe
*Director, Economics & Public Administration Department
Norwegian Agency for Development Cooperation (Norad)*

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Abbreviations

CFG	Core Funding Group
CSO	Central Statistical Office
DAC	Development Assistance Committee (OECD)
EU	European Union
FWD	Field Work and Survey Directorate
GDDS	General Data Dissemination Standard
GDP	Gross Domestic Product
GIS	Geographical Information System
ICT	Information and Communication Technology
IMF	International Monetary Fund
MIS	Management Information System
MOF	Ministry of Finance
MOU	Memorandum of Understanding
MP	Master Plan
NIS	New Israeli Shekel (official international code is ILS)
Norad	Norwegian Development Cooperation Agency
PCBS	Palestinian Central Bureau of Statistics
PNA	Palestinian National Authority
PSTC	Palestinian Statistical Training Center
SDC	Swiss Agency for Development and Cooperation
TA	Technical Assistance
USD	United States Dollar

Executive Summary

The present review is a very brief exercise with the purpose of providing input in time for the Annual Meeting between the PCBS and the Core Funding Group (CFG) on 7 May 2009. The scope has been to look into the existing results framework for the work plan 2009 – 2011 with a view to make recommendations for further development.

Factual information is based on document study and verbal information received. The review team is responsible for factual errors that may still be found in the report. Views and opinions expressed are entirely those of the review team if not otherwise mentioned.

The following is a condensed summary of the results of the review work. For detailed information, the reader needs to refer to the main body of the report.

History

The Palestinian Central Bureau of Statistics was established in 1993. It developed with support from various donors, but in 2003, Norway, the Netherlands and Switzerland, and also for a period the UK and the World Bank, formed the CFG to support the PCBS through basket funding. A first phase covered the period from 2003 to 2005 and a second phase the period from 2006 – 2008.

The local situation and project status with regard to reporting

Analytical reading of the final report and annual report during the present review reveals that reporting mainly concerns activities, and quantitative aspects. Additionally, the use of indicators is limited to a very basic level.

Also, other information, in terms of self-assessment, appears scant. The following is an example that illustrates the point. The final report for the period 2006-2008 draws the following conclusion:

“In general, the implementation of the program activities is satisfactory. Program’s achieved outputs and results in the reported period are in line with its approved work plans and PCBS needs priorities.”

Donors would like to see less activity details but more comparison with the previous state and with agreed targets, as well as deviation analysis, important milestones, outcomes and discussion of challenges and problems. It is also desirable for the report to be comprehensive, not omitting important outputs and events.

The Palestinian Statistics System

A specific evaluation report informs that no such system is actually in place. There is, however, legal provision in place for it to be developed with PCBS at the centre and as coordinator and lead agency. As PCBS is itself considered a mature and fully functional institution, it is expected that much future effort will be focussed on the development of the National Statistical System (NSS). Hence, special attention to the NSS may be appropriate in future reporting.

The Work Plan 2009 – 2011

The proposed programme for the years 2009-2011 is a logical continuation of the previous work programme for 2006-2008 and the progress made during that period. The new programme has been established on the basis of the planning system which has been fully operational at the PCBS over the last planning period.

There is an uncertainty about the Goal and Objective (Purpose) formulation, and with regard to results reporting, it is somewhat confusing. However, this can be clarified following suggestions made in the Appraisals of the Work Plan 2009-11. This will make the objective more straightforward to address. The Goal on the other hand points in the direction of a National Statistical System, and reporting may need to include this overarching dimension. However, no change versus previous periods has been introduced in the reporting format. The mechanism for reporting appears to remain at the activity level.

Joint work of the review team with PCBS key staff

On the basis of this brief analysis and its presentation and discussion, it was decided to adopt a participatory approach in the development of the reporting structure and indicator identification for results reporting. After conducting presentations about Results-based Management and SMART indicators, participatory work in the form of workshops was carried out to reach the desired deliverables of this assignment. This pragmatic approach produced a tangible result: A (draft) report template equipped with indicators at all levels of reporting, as the practical result of implementing a consistent framework covering the results chain. The table below shows the intended relationship of the Results Framework, the type and themes of reporting required, and the Objectives Framework of the program. The full template is attached as Annex E.

Results Framework	Periodical Project Reporting	Objectives Framework	Thematic Areas		
Impact	(no reporting in annual reports) ¹	Goal	Capacity Development	Operational Performance	Progress on NSS
Outcomes	Effect of the outputs on users	Purpose (Objective)			
Outputs	Production, services provided, achieved state	Outputs			
Inputs/Resources	Summary activities related to inputs (budgets, etc.)	Resources and Activities			

Table: Overview of Structure and Content of Project Reporting

Conclusion

Drawing on information from various studies and planning documents, a number of aspects; thematic, structural and related to the results-chain, were identified and discussed that were considered to be relevant for improved reporting. These include:

¹ It may be possible, on the other hand, to report on impacts in the longer term, for example in end-of-programme reports.

- For the purpose of clarity, It seems appropriate to separate reporting thematically into:
 - Operational performance
 - Institutional Development
 - National Statistical System development (NSS progress), as a separate thematic area
- To keep separate what is considered activity, output and outcome and to replace difficult-to-measure impact reporting with results reporting on NSS development as a separate thematic area.
- To elaborate on weaknesses identified in the SWOT analysis of the statistical system in reporting
- To report on change. In particular, as the Appraisal has identified a need for continuous change (improvement) of quality, to focus on different quality aspects in reporting.
- Results at the level of outcomes appear mostly to be of a qualitative nature requiring an assessment. Hence, the title chosen for that section is self-assessment.

Recommendations

- Results-based management and reporting should use an expanded scope, i.e. results along the results chain.
- For the purpose of a consistent reporting framework, it is recommended to simplify and clarify the Goal and Objective statements for the Phase 2009-11.
- More elaborated substance by using relevant qualitative and descriptive indicators, covering the quality and dissemination of outputs (the statistical reports), and a self-assessment of outcomes.
- The main features of the proposed report structure are to divide it into operative performance (the core business), institutional development, and progress towards the National Statistical System. This is considered helpful for the authors and the readers, as it clarifies the focus in each section or chapter.
- Practical experience in using the template and reactions from the readers of the new reports may be the best guide for further improvements of the format.
- Using a bit more time than was available during the brief mission, the resulting draft report format should be reviewed in relation to logic, structure and completeness.
- Develop results-based management and reporting, including a set of SMART indicators, with a view to improve the substance of results reporting.
- Review the work done on the report structure and set of indicators, as a basis for its consolidation and use in the next progress report.
- Make further amendments and improvements on the basis of experience gained from first use of the new structure.
- Over time, to further develop the qualitative and outcome indicators in particular, with a view to add results substance to the reports.

1 Introduction, Background

1.1 Purpose and Scope

Purpose and Objective of the Study

The purpose of the review is to provide guidance and inputs to PCBS to improve results framework and reporting.

Scope of work

To review the existing results framework of the PCBS and the results documentation, and to offer recommendations for an improved progress results framework, monitoring and results reporting, with reference to the regular and final reports.

1.2 Report Structure and Methodology

Structure of the Report

The present report consists of an Executive Summary and introduction, three substantive chapters and a summary of recommendations as listed below. Annexes contain the TOR (A), and disclose the information sources used in terms of documentation and persons met (B, C). The analysis presentation and tentative result of the joint work of the review team and key staff of PCBS is attached as Annex D and E, respectively.

Chapters:

1. Introduction and Background
2. Basics of Results-based Management
3. Status of PCBS Reporting, based on document study. This chapter is largely descriptive. Analysis and assessment follows in chapter 4.
4. An assessment with regard to Results-based Management (RBM) and Reporting, as well as a description of the joint work carried out, and the result achieved
5. A summary of Conclusions and Recommendations

Methodology and Field Work

The methodology used included a desk review in which all documents were traced and studied (refer to Annex B), a field work component in the Palestinian Territories which was used to visit and discuss with stakeholders, and successive analysis, followed by PCBS key staff workshop and successive presentation at the Annual Meeting between the PCBS and the CFG.

Field Work Program:

- 4 May 2009: Briefing meetings with PCBS, and separately, with representatives of the CFG.
- 5 May: Preparatory meeting with PCBS key staff to identify a possible approach to a successive work session.
- 6 May: Workshop on Results-based Management, the structure of reporting and the identification and development of indicators.

- 7 May: Presentation of the review findings and the joint work at the CFG Annual Meeting at PCBS.
- Preparations for the various work sessions and events, and editing of a first report draft was done in between the various meetings.
- 8 May: Further work on the draft report in collaboration with the local consultant. This has resulted in a more complete draft report that was submitted.

1.3 Study Team, Acknowledgement and Disclaimer

The study was carried out by Ueli Meier of Scanteam, Oslo, and Dina Husary, independent consultant, Ramallah.

The study relied on the full and constructive cooperation of the Palestinian Central Bureau of Statistics, and from the assistance and support of the Norwegian Representative Office (NRO). Representatives of the donors Netherlands and Switzerland also contributed their views. The team wishes to thank all involved for their time and effort.

The study team is responsible for the analyses and conclusions of this report, as well as for any remaining errors contained herein. The opinions expressed are those of the study team alone, and should not be attributed to NORAD, the NRO, PCBS, and CFG or to any of the collaborating authorities and organisations. However, the tentative results, in the form of a report template with indicators presented in Annex E, is the joint responsibility of the PCBS and the review team.

2 Basics of Results-based Management

Results-based Management (RBM) is a comprehensive, life-cycle approach to management that integrates business strategy, people, processes, and measurements to improve decision-making and to drive change. The approach focuses on getting the right design early in a process, implementing performance measurement, learning and changing, and reporting on performance. A brief explanatory overview of the terms, concepts and principles follows. This is based on CIDA (Canadian International Development Agency) material, as CIDA is a pioneer of RBM². "What is results-based management? A more descriptive than definitive answer is that RBM is a means to improve management effectiveness and accountability by involving key stakeholders in defining realistic expected results, assessing risk, monitoring progress toward the achievement of expected results, integrating lessons learned into management decisions and reporting on performance."

RBM defines a result as "a describable or measurable change in state that is derived from a cause and effect relationship." RBM is comprised of six distinct components:

- 1) Stakeholder participation;
- 2) Defining expected results;
- 3) Identifying assumptions and risks;
- 4) Selecting performance indicators;
- 5) Collecting performance information, and
- 6) Performance reporting.

For the purpose of discussing a reporting framework, the following are important: a) Defining the expected results, b) selecting performance indicators, and c) using RBM as a management tool by cycling through performance monitoring and reporting, followed by incremental implementation, followed by performance monitoring, etc.

2.1 Results of development work

It is important to distinguish between activities and results. Activities transform inputs into results. Hence, activities are the cause, while results are the effects in this cause-effect relationship. RBM is the process of managing this process of transforming organisational, intellectual, human and/or physical/material resources through activities that will generate developmental results. Three terms are generally used throughout the international development community to describe the different levels of results. The development results chain is composed of outputs, outcomes and impact level results that are linked by a chain of cause and effect relationships. Impact level results correspond with goal level objectives, while outcomes correspond with purpose (objective) level statements. Outputs are considered as the goods and services produced by the intervention.

"Expected results at the output, outcome and impact level are linked in a sequence of three cause-effect relationships, in which each level of results is related to the next higher one by means of achievement. This results-chain is a continuation of the cause-effect relationship

² Results-Based Management in CIDA: An Introductory Guide to the Concepts and Principles, January 1999 – Direct quotes are put in "quotation marks"

between input and activities explained earlier. There are three time dimensions to the results chain. This can be helpful in articulating output, outcome and impact statements. The first is the timeframe where outputs are considered to be short-term results, while outcomes and impact correspond to medium and longer-term results respectively.”

2.2 Indicators for measuring results

Building a results reporting framework begins with the identification of performance indicators of a quantitative or qualitative nature. Quantitative indicators are measures such as number, frequency, percentile, ratios, variance, etc. Qualitative indicators are judgement and perception measures of adherence to established standards, the presence or absence of specific conditions, the extent and quality of participation, or the level of beneficiary satisfaction, etc. Indicators should be SMART³, to be useful. This is further explained in the box below

- Simple** – Will it be easy to collect and analyse the information?
- Measurable** – Does it measure the result?
- Achievable** – Has the project the capacity and resources to use the indicator?
- Relevant** – Is it a relevant and consistent measure over time?
- Time-bound** – Is a time or date defined, by which the result is to be achieved?

Once the performance indicators have been selected, data sources, methods and techniques of collection and analysis as well as frequency of collection need to be determined. A focus on existing data sources to maximise value from existing data is preferable to setting up additional measuring mechanisms.

2.3 RBM as a management model

Performance reporting is the last stage in the RBM cycle: “The primary mechanism for program/project self-assessment is the agreed reporting frequency and format. The information collected in such reports is focused on comparing expected results to the results actually achieved to-date. If results achieved fall short of what was expected, this signals possible problems that need to be discussed and resolved.”

Although the RBM approach may initially appear linear, it is in fact an iterative management model as illustrated in the following figure. There is constant feedback to the planning and management process as results are assessed. Based on constant feedback of performance information, inputs and activities can be modified and other implementation adjustments made. This corresponds to the two management functions of continuous performance measurement and iterative implementation. These two management functions are represented in the figure on the next page by the semi-circular arrows representing the collecting of performance information and the management decisions based on the analysis of this information.

³ There are variations of SMART-interpretation in literature. For example the use of strategic, instead of simple, or realistic and reliable instead of relevant.

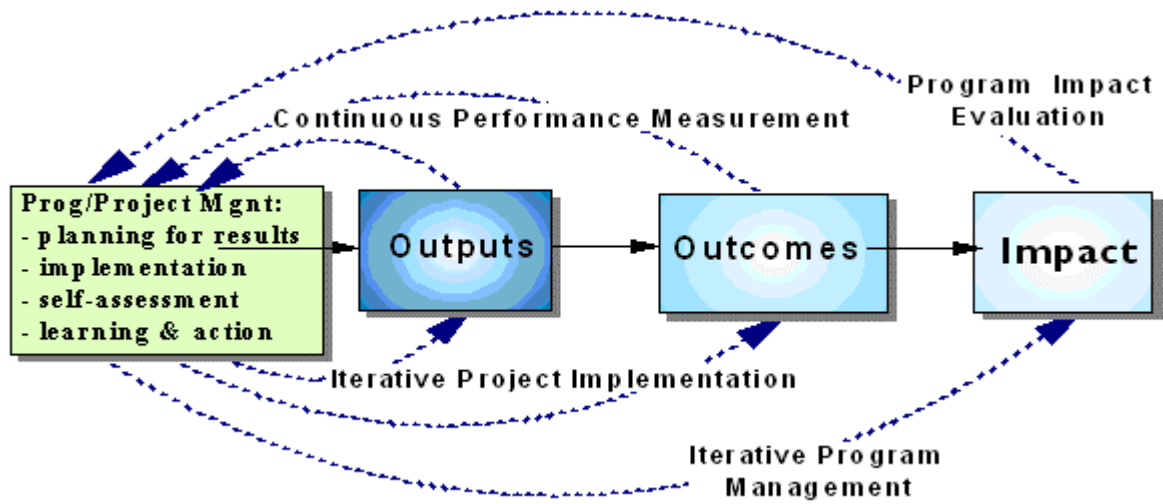


Figure: RBM iterative management model⁴

In conclusion, it is noteworthy that RBM, QMS (Quality Management System according to ISO9001:2008), and TQM (Total Quality Management) are in essence based on the same philosophy:

To manage an iterative process by using intermediate results at all levels to guide decisions, with an overall objective of bringing about continuous

⁴ Ibid.

3 Status of PCBS Reporting

A number of documents (see annex B) were studied in order to understand the work and reporting procedures of PCBS with a view to identifying an approach to the field work that would yield results. Also, to verify and improve the understanding gained still more, discussions with representatives of PCBS and the CFG were held separately. This chapter is largely descriptive. Analysis and assessment follows in chapter 4.

3.1 History

The Palestinian Central Bureau of Statistics was established 1993. It developed with support from various donors, but in 2003, Norway, the Netherlands and Switzerland, for a period also the UK and the World Bank, formed the CFG to support the PCBS through basket funding. A first phase covered the period from 2003 to 2005 and a second phase the period from 2006 – 2008.

3.2 The External Review Report

The external review of April 2008 confirms the impression that activities are being carried out professionally by the PCBS. The outcomes of institution building are highlighted in terms of reputation, image, and ease of access for users. Internally, excellent leadership, staff loyalty and good organisation are pointed out. Productivity is said to have increased by 6% per year. Relevant information of this type is not further elaborated so that it remains non-transparent to the reader.

The outputs, i.e. produced statistics, are viewed critically by the review. Better adaptation to national needs, needed clarification of definitions, weaknesses in economic statistics and the use of poor methods, as well as the need to streamline dissemination and quality management are pointed out. Finally, PCBS is encouraged to cooperate more with other public institutions. In this context, the review also touches on the need of a Palestinian Statistics System (PSS). It is recognised that many other institutions require strengthening and capacity building in a functioning PSS.

It is recognized that PCBS has become a professional, mature and independent organization. The development Master Plan 2001 – 2010 has largely been fulfilled. Most of the shortcomings identified in the Mid-term review 2005 have been addressed, and a specific study⁵ has looked into the status of fulfilment of the Master Plan.

The diagnostic report referred to arrives at the same conclusion, but in neither report are shortcomings not yet addressed specified. It is argued that a new version of a Master Plan is not necessary for the future, as the institutional objective of becoming professional and mature has been achieved. It is noteworthy that the Diagnostic Study on the Master Plan comes to the identical general findings, with two additions:

- That the work of the PCBS was guided by the policies of the Master Plan, and

⁵ Diagnostic Report on the PCBS Master Plan 2001-2010 "Statistical Policies for Palestine Towards the Year 2010", final copy August 2008 (unidentified author)

- That PCBS became able to integrate its personnel, other personnel in other statistical units at the line ministries and public institutions, local and international experts and qualified users in its planning exercise in a participatory approach. The Diagnostic Study states that “This created the basis that production of data is geared toward demand-driven.”

In terms of more specific results, the Diagnostic Study is very detailed and technical on commenting specific statistics products of PCBS and activities. While this is very interesting, in terms of results reporting, it remains general and vague. It appears that the diagnostic study was more seen to show fulfilment of the Master Plan by looking at work processes rather than qualitative and specific results achievement.

The external review did not follow the standard criteria for evaluation, which are efficiency, effectiveness, relevance, impact and sustainability. Also, no attempt was made to identify results systematically in a results-chain frame of mind of “*Outputs that lead to outcomes in the mid-term and further to impacts in the longer term*”. Neither the use of DAC criteria nor systematic results reporting has been stipulated as requirements by the TOR for the review. Apparently, a system of (objectively verifiable) indicators to measure project results is not in place for reporting and has not been used in reviewing progress. It is for this reason that the finding of the present mission is that reporting is not visibly evidence-based.

This implies that the findings and conclusions of the external review may be valid, but that the process and rigour applied to arrive at these findings is not transparent to anyone not directly involved in the external review. It may be that evaluators have reported to the client and direct stakeholders verbally on conclusion of the review in a manner which satisfied and convinced stakeholders at the time. However, unfortunately, this would be of no benefit to anyone at a later point in time.

3.3 Annual and end-of programme reporting

According to the final report of the recent period, the status is the following:

- *“PCBS has succeeded in raising awareness of statistics, particularly among the public decision makers in abidance to its objectives and main goal. It is noticeable that there is an increasing demand on the official statistics.”*
- *“Capacity building has been prioritized in PCBS during this period. Capacity building policy aimed at enhancing the capabilities of PCBS staff to achieve the optimal performance, and guarantee an up-to-date statistical program, ...”*
- *“CFG made a significant contribution to the capacity building programs by securing the required budget. During this period, PCBS was able to implement almost all the planned training courses, ...”*
- *“The statistics in Palestine are mainly supply driven, partly as an effect of the "textbook approach".*
- *“There are indications (...) that users and other producers are rather satisfied with the current situation...”*
- *“The vision, the textbook approach, strong leadership and professional staff have given PCBS a high profile in the society for its impartiality in terms of politics.”*

- *“Furthermore, PCBS developed its official website in terms of content, design and services...”*
- *“PCBS proved to be capable of planning, supervising and implementing a strong and consistent official statistical program. The implementation of the program on a regular basis was of high positive impact on the data quality of PCBS’ products, ...”*
- *“According to the recommendations of the external review report prepared in March 2008, PCBS prepared an action plan to carry out all the recommendations of the report and many of these recommendations were implemented...”* *“The total number of planned projects of (2006 – 2008) is 228 of which 206 projects were achieved that represent 90.4% from total planned projects. Two projects were postponed to 2009 and two projects were cancelled. Currently, PCBS has 18 projects are still ongoing and they are expected to be achieved in 2009.”*
- *“PCBS approach concerning Quality Management as mentioned in the Master Plan in line with the policies of other national statistical institutes. ...”*
- *“In 2008, the PCBS established the Quality Department in its organizational chart, located under the Methods, Standards, and Quality Directorate. The main tasks of this department are to lead the quality procedures in all PCBS’ statistical activities, through developing the quality tools and manuals.”*
- *“In addition, we started the preparations for the registration to ISO 9001, 2008 certificate by forming a committee to work on it.”*

The final report draws the following conclusion: *“In general, the implementation of the program activities is satisfactory. Program’s achieved outputs and results in the reported period are in line with its approved work plans and PCBS needs priorities.”*

It is acknowledged by representatives of the donors that the reports contain interesting information. However, by and large, there is too much activity detail, which is difficult to follow and understand, and not enough aggregated results-substance in the reports. It is also claimed that reports are not comprehensive and complete; the mention of key events is missing. The major exercise of the 2007 population census for example, is felt to be treated insufficiently. The reader is not informed of the scale of the task, the problems and challenges encountered the strengths and weaknesses in the prevailing system, and how PCBS and a host of temporary staff have coped with all of it.

For the present mission, both document study and initial stakeholder discussions have yielded reporting-related relevant information, discussed in chapter 4.

3.4 The Palestinian Statistical System

It is recognized that in any country a National Statistical System (NSS) needs to be in place in order to be able to produce all the statistical information needed in a reliable and cost effective manner.

An in depth study⁶ has been carried out. According to the study, a PSS does not actually exist. This lack is responsible for a large part of the lack of data, inconsistency of existing data,

⁶ Evaluation and SWOT Analysis of the Palestinian Statistical System (PSS), final version August 2008

doubtful quality and timeliness of data and the high cost of producing statistics through labour intensive surveys and censuses. This finding is in line with the findings of the external review.

It is within the mandate of the PCBS to take the lead in developing the PSS, and coordinate efforts, train and coach the institutions that need to be involved. However, the awareness for the need of statistics departments in line ministries is limited. Only a few of the ministries can effectively cooperate with the PCBS and deliver consistent, complete and accurate administrative data that could replace survey data, and thus contribute to enhancing cost-efficiency. The situation in other public institutions and in the private sector is similar: there are few, if any, sources of reliable data. As a consequence therefore, the PCBS has had to start its outreach work from scratch with awareness rising, and this so far has not been an area of work that was prioritized.

This leaves PCBS with an enormous burden in statistical work. A fundamental improvement of the situation appears possible if a National Statistical System, (NSS/PSS) is successfully put in place. It is noted that PCBS itself and engaged experts and evaluators find it to be in the mandate of the institution to take the lead and be the key agency in developing NSS. There is also a legal provision that mandates ministries to establish and operate statistical units.

From the information presented above, a tentative conclusion is that NSS-related matters may with advantage be an important topic to report on in future, as several studies indicate that the development of a NSS may be one of the most important objectives in the future, for PCBS and the PNA as a whole.

3.5 Work Plan 2009 – 2011

The proposed programme of work of the PCBS for the years 2009-2011 is a logical continuation of the work programme for 2006-2008 and the progress made during that period. The new programme has been established on the basis of the planning system which has been fully operational at the PCBS over the last planning period and proved to be robust and a valuable management tool. The programme has been drawn up in consultation with main users of official statistics and the main data providers and cooperation partners of the PCBS within the government.

According to the Work Plan, the Goal of the programme is dictated by the main objective of the PCBS and the cooperation programme. The table on the next page shows two different versions, an official one from the Work Plan, and an implicitly suggested one from the Appraisal of the Work Plan proposal.

	Work Plan 2009-2011, MOU + Agreement and previous programme 2006-08	Appraisal of Work Plan 2009-2011
Goal	To develop the capacity of PCBS in order to assist it to successfully make an important contribution to the basis on which the Palestinian Authority makes its decisions and founds its priorities in order to reach its development goal.	To establish a comprehensive and unified statistical system to serve the Palestinian Authority (PA) as an instrument of guidance for diagnosing problems and evaluating progress made.
Purpose (Objective)	To establish a comprehensive system to serve the PA as an instrument for guidance for diagnosing problems and evaluating progress made and to provide	To provide accurate and impartial official statistics on demographic, social, economic, and environmental aspects and trends to serve the Palestinian citizenry.

	impartial official statistics on demographic, social, and environmental aspects to serve the Palestinian citizenry.	
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It is noted that the Work Plan 2009-2011 and the earlier programme have the same Goal and Objectives. In the view of the present mission, Goal and Objective are not sufficiently separate from each other. Both statements appear to contain elements that belong to the respective other level.

“To develop the capacity of PCBS” for one, is something that should be the direct purpose of the programme (according to LFA conventions). Hence it is supposed to be the Objective, while “...to make an important contribution... to the PA...” is at a higher level, appropriately placed under Goal.

In a similar manner, “to establish a comprehensive system to serve the PA..”, is at a higher level if a reference to the need for a NSS is intended. As PCBS cannot achieve this alone, it would belong to the Goal level. On the other hand, “..to provide impartial statistics...” is in the direct realm of the PCBS and belongs indeed to the Purpose (or Objective).

In the Appraisal Report of the Work Plan 2009-11, this inconsistency has been solved by formulating the versions quoted above, but both under the heading of Goal. Here, the first statement taken as the Goal formulation indicates a higher level than the second statement, which is taken as the Purpose⁷ formulation. The latter is indeed the very mandate of the PCBS, while the former requires the involvement and cooperation of many others.

Hence, using the formulations from the Appraisal report, the Goal:

To establish a comprehensive and unified statistical system to serve the Palestinian Authority (PA) as an instrument of guidance for diagnosing problems and evaluating progress made.
--

...and the Purpose:

To provide accurate and impartial official statistics on demographic, social, economic, and environmental aspects and trends to serve the Palestinian citizenry...
--

...are both succinct and clear for a reporting framework. The difficulty is that the Appraisal has not recommended adoption of the clearer version. The version found in the Work Plan has therefore remained “official”, and is used in both MOU and Agreement with the donors.

For the period 2009 to 2011 no change has been introduced in the reporting format. The mechanism for reporting remains at the activity level, which, no doubt, is needed for internal reporting at the lower hierarchical levels of operation. Also, in summary form and against budgets, in reporting to the CFG.

3.6 Analyses from the Appraisal Report

The present review has identified some elements in the Appraisal that appear of interest for reporting.

First, the Appraisal of the work plan has carried out a SWOT analysis shown on the following page.

⁷ Purpose and Objective are synonyms used interchangeably

<p>Strength</p> <ul style="list-style-type: none"> • Robust independent institution • Excellent professional reputation • Ease of access • Robust planning and administration • High capacity (Census) • High quality field work • Adequate information technology (IT) platform • Confident, loyal and professional staff • Good leadership 	<p>Weakness</p> <ul style="list-style-type: none"> • Output quality (relevance and timeliness) • Limited development in some areas of social statistics • Weaknesses in economic statistics • Extensive dependence on sample surveys • No access to databases through internet • Limited metadata • The Palestinian Statistical System
<p>Opportunities</p> <ul style="list-style-type: none"> • Donor's influence of statistical users • Current technocratic government • Integrate evidence based decision-making with the new planning and budgeting system • Acceptance of PCBS in many national committees formed by the Council of Ministers 	<p>Threats</p> <ul style="list-style-type: none"> • Continuous political instability or worse • Long-term funding

In terms of reporting, strengths are the least interesting, unless dramatic changes occur. Weaknesses and how these are addressed in order to overcome them, on the other hand, are of considerable reporting interest. The same is true for Opportunities and Threats. Hence, the SWOT provides useful input in terms of subjects for reporting.

Second, in terms of subject-matter to report on:

Quote from the Appraisal of 2009-2011 Work Plan

The most important needs for change are improvements in quality and efficiency. Changes should be introduced and implemented as soon as relevant, rather than through long term strategic planning. Such an approach is in line with the total quality management (TQM) philosophy of continuous improvements.

The above points at some important aspects of reporting. First, good reporting on development is about change, and if there is a need for changes (improvements) to quality and efficiency, it would seem appropriate to report on it. To make it transparent, reporting on progress should be done against a previous state (baseline), so that change becomes visible.

As the above suggests changes in a continuous manner, it can best be captured in annual reporting. As another requirement is to report achievements against agreed targets, it will be practical, as a general rule, to report achievements against baselines and targets in the same table, if both reporting dimensions apply.

Third, in terms of institutional development:

Quote from the Appraisal Report: *Dissemination and information services*

The PCBS should consider reorganising the information services by merging the library services, user services, and the whole of the dissemination of the statistics (including the paper publications, digital dissemination and the website) into one comprehensive unit.

The institution is on course in implementing this recommendation. It will be of interest to report on it in terms of progress and obstacles.

3.7 Routine work strategies of PCBS

Following are PCBS' work strategies which may reveal further entry points to the development of an improved results framework.

The annual planning process is carried out in accordance with standard work procedures compiled in a special manual prepared by PCBS. The manual is the result of accumulated experience, the particularity of PCBS work, and draws on international recommendations and experiences. The manual defines a group of requirements and allocation of tasks for preparing the plan for the relevant parties. There is interdependence among the various statistical programs as well as the need for such programs for support services such as data compilation, IT services, and other administrative services. Central coordination was implemented in order to ensure consistency and integrity of the different activities.

The preparation for the annual plan starts in the first quarter. The preparation is in consultation with the key users through holding workshops, symposia, bilateral meetings, and multi-party meetings. The annual plan preparation cycle includes key activities, most importantly:

- Assessing adherence to the previous plan on the level of individual activities and lessons learned from the experience.
- Defining general directions of the annual plan by senior management taking into consideration the priorities of the statistical systems.
- Developing directions by specialized statisticians on the level of each statistical program is based on the general directions approved by senior management from the previous year.
- Preparing the annual plan on the level of individual programs including completing a group of models of basic activities, expected outputs, material human resource needs, and the need for other requirements such as statistical maps, samples, training, technical assistance, and others.
- Preparing the required budget to implement each activity.
- PCBS annual plan is approved in the fourth quarter of the previous year. PCBS issues a special document titled, "The Statistical Program Plan ." PCBS stakeholders and key users receive copies of it.
- A statistical calendar is prepared including the key outputs of the annual plan. The calendar is distributed regarding statistical work to all relevant parties. The calendar is posted on the PCBS webpage.
- Carrying out a number of workshops with key users to view the PCBS work plan.

A final tentative conclusion of the present mission is that both the Appraisal report, as well as the Work Strategies description of the PCBS, contain valuable points that may contribute to reporting framework improvements.

4 Assessment and Work on Improved Reporting

4.1 Background

The present review mission has been asked to look into the state of affairs regarding the existing results framework and results documentation at PCBS. With this background it is natural that RBM has considered the overarching theme of the mission. Hence, the methodology used was simply to see, to what extent RBM was already in place, and upon finding it was not to any great extent, to assess how it could be used, making as much use as possible of existing data, structures and procedures.

In line with the terms of reference provided for the mission, and the time available, it is the reporting to external stakeholders that is in focus, and not the other (management) elements of RBM.

The review team does not discuss and propagate RBM because it is trendy, but because, thanks to practical experience with RBM approaches in different contexts, we firmly believe that it is a sound management tool that can provide (results) information indispensable for management, while at the same time with little additional effort providing aggregated results information for project/programme reporting to external stakeholders.

4.2 Results framework for reporting

Is there a results framework in place at present? The short answer is no. More in-depth analysis reveals that PCBS is producing a lot of results information. Much of this is at the output level, but there is also outcome information, and occasionally impact statements can be found, which however and not surprisingly, lack verifiable evidence. The main point is that available results information so far has not found its way in a suitable form into progress reports. A considerable amount of results information is being produced and exists within the institution, but the mechanism to capture and transform such information for progress reporting is lacking.

As a consequence, available reports are conceived by readers as being relatively brief and not comprehensive, and lacking informative and relevant substance in particular at the outcome level. Going back to the report statements reiterated in section 3.3 of the present report, it is evident that results statements are not further explained or supported by establishing transparent factual cause-effect relationships.

This is also seen in the external review report. To arrive at the conclusions that it makes, considerable results information must have been looked into and discussed with stakeholders. However, such information is not used in a transparent manner and as evidence in the form of indicators that measure in a “before/after” manner in review reporting.

Study of the documents available with regard to reporting provisions (as shown in chapter 3), reveals overall that a comprehensive reporting framework has not been designed, or else, if it has been designed, it is not being used. It indicates that RBM requires development into a system for reporting, possibly linked to the existing Management Information System (MIS). The mechanisms that capture results information from scattered internal and external sources, and then transform that information into a form appropriate for reporting, must be developed and put in place.

Against Goal and Objective formulated in the Work Plan 2009-11, the changes indicated in the Appraisal Report are clarification with regard to results reporting. The objective is more to the point and therefore more straightforward to address. The Goal on the other hand points in the direction of a National Statistical System. It is suggested to report on progress in that direction, as such progress actually represents impact at the national level, and therefore it is suggested to adopt the briefer and clearer Goal and Purpose formulations from the Appraisal report.

For clarity, suggested Goal and Objective are repeated here:

Goal: *To establish a comprehensive and unified statistical system to serve the Palestinian Authority (PA) as an instrument of guidance for diagnosing problems and evaluating progress made.*

Objective: *To provide accurate and impartial official statistics on demographic, social, economic, and environmental aspects and trends to serve the Palestinian citizenry.*

From the brief work and analysis carried out it is not clear what evidence-based tool is being used for taking management decisions within PCBS. A MIS (Management Information System) appears to be in place. This has not been looked into, as it was outside the scope of the mission. Whatever results information may be used for management is most probably at the activity and output level, as it is apparent that PCBS is very much organised around activities, and the production of outputs, in other words the production of statistical information. As a conclusion from the study of documents, and a working assumption, we take it that two types of results may not be available from the MIS: Aggregate qualitative information on outputs, and outcome information. But basically the above Objective appears to the point and is fully satisfactory and tangible enough for reporting.

The Goal statement on the other hand expects of PCBS implicitly a significant contribution to the establishment of a functioning Statistical System, and in that sense it is very clear and useful in highest level (impact) reporting.

The remaining problem is that the clarified Goal and Objective statements have not been adopted officially so far, as the original statements from the Work Plan proposal have been taken into MOU and Agreement with the donors.

4.3 Lack of ready-to-use indicators

In reporting on programme progress, no indicators are used, with the exception of output numbers. This does not mean that no indicators exist in the work of PCBS. On the contrary, each output (typically a thematic statistical report) uses many indicators, for example for the purpose of describing data quality, which is defined by ten different indicators.

The challenge consists of identifying a set of indicators from the existing long list that are useful and understandable for performance and development reporting for statistical lay persons. An appropriate interpretation of such indicators, but limit this to areas where changes (improvements) are intended and achieved is needed.

Not all desirable indicators exist already, however. Outputs and Outcomes may often be reported on in qualitative terms, and such indicators, and the appropriate measuring system, need to be constructed. An example is the outcome *user satisfaction*. It requires data collection in the form of a survey, and the introduction of a scale for measuring. For PCBS

this should not constitute a problem, as the conduct of surveys is one of the strengths of the institution.

As a guide for indicator development, SMART was explained, according to which indicators should be **S**imple, **M**easurable, **A**chievable, **R**ealistic, and **T**ime-bound. The words describe the desirable features, where *achievable* relates to the notion that the result measurement should be possible. *Realistic* refers to the issue how troublesome (and costly) it may be to use the defined indicator. Finally, *time-bound* indicates that an indicator should be applied within a defined time period, if it is to be useful. This hint is directly taken from RBM basics.

The way in which indicators are used in reporting is another relevant aspect. The answer is brief: It is used to measure change and to compare with targets. A very useful method is to use a table, as shown below.

Indicator	Baseline at outset	Achieved by date	Period target
Timeliness	26 months	21 months	18 months
User satisfaction	3.0	3.4	3.6
Data quality			

Example: Use of indicators to measure change and against target

The concept of using a *baseline* may require brief elaboration. It is needed when the intention is to measure change, in a before/after manner, i.e. before or at the beginning of a development intervention, a measurement is taken and this represents the baseline. The achievement is measured “after” the intervention, or at the end of the reporting period. The difference is the change brought about. This makes it clear that without a baseline it is not possible to measure change. In general, PCBS reporting does not show baselines, but implicitly, baseline values are often used. For example, when it is being reported that efficiency has improved by 6%, this implies that the actual achievement is compared to a baseline value to calculate the percentage of improvement. It is suggested that in such kinds of results reporting the basis of comparison (the baseline) is disclosed to provide full transparency.

The other type of use of indicators is in measuring against targets. These are set at the planning stage and periodical reporting compares the actual achievement with the target. PCBS often uses this type of reporting. For example, it is reported that 90% of the planned outputs have been achieved. While of interest, it is relevant also what happened to the 10% not achieved. Deviation analysis is the tool that would provide a more transparent picture.

4.4 Joint work on a results framework

The very brief analysis above set the stage for a pragmatic and immediate work plan for the mission.

The link between document study and assessment and the actual reporting development work done has been provided by three types of findings:

- 1) What exists in terms of data within the organisation, but which is not systematically captured, processed and used in results reporting.
- 2) Elements of a reporting framework that are missing or are not sufficiently clear. This refers to needed Goal and Purpose clarification, which will make it possible to clarify the reporting framework also. It also refers to areas where attention to positive changes need emphasis and this provides a hint to what appears important to include in reporting.
- 3) Areas of attention that are emphasized by various studies that also deserve specific attention in reporting. This has provided the clue to the reporting structure.

Preparatory work

At the end of Tuesday 5 May 2009, the review had been in two meetings with PCBS staff. The first meeting on Monday morning served the purpose of indentifying common ground with regard to the work in the ongoing week. We found our thinking to be in line with that of key staff, who welcomed the mission, realizing that an improved reporting format is highly desirable. We then agreed to work jointly during Tuesday and Wednesday on the elaboration of the mission's subject, the review and development of the results framework for the ongoing phase 2009-2011.

We delivered our tentative status report in the form of a slide presentation to a group of six director generals and the acting president. This included a briefing on the concept of results-based management and its use as a management tool. For the purpose of illustration, we discussed a number of examples from existing reporting (the slides are attached as Annex D.

Examples of reports for illustration: (from NSDS)

- Report and evaluation on capacities for statistical analysisextract baseline information
- Report on activities of the Quality Department and MSQD
- Reports on central registers = baseline information
- Metadata status = baseline
- Report on main weaknesses of statistics = baseline data
- Report on the state of data collection and techniques
- Review of HR policies and HR status = baseline data
- Review of PSTC = baseline of status Management by Results

It was found and discussed that reports to be produced according to the National Statistical Development Strategy (NSDS) schedule (as listed above, but not necessarily complete) will contain data for reporting in various ways. These can be further processed to be used in periodical overall PCBS, and specifically on the topic of NSS progress reporting.

The work then went on to discuss approaches in two directions in a smaller group:

- Reviewing the existing report template and discussing amendments, with a view to make it more systematic and results oriented.
- Translating from Arabic and reviewing the list of annually produced priorities and guidelines of the PCBS, with a view to identify consistency with results reporting.

Results framework workshop

Both approaches were further elaborated in the Wednesday workshop, in which all available Directors General participated. The purpose was a draft report template and a tentative set of indicators for results reporting. The pragmatic approach proved worthwhile: An amended tentative report structure is in place, and indicators have been identified for all subjects and paragraphs of reporting. In the work process, before getting to the actual work on the reporting structure, various concepts and underlying issues were discussed.

Overview of a results-based reporting framework

As an overall result, we have identified the elements of a **Results and Reporting Framework**, with the following elements:

- Where results come from, i.e. the RBM process, and existing sources in PCBS
- How the results framework fits the objectives framework,
- What to report in a structured manner at each level and thematic area, which is used to write up a (tentative) report template
- Which (type of) indicators to use at the various levels and the source of data, including the place in the report where this are used.

The following table represents a structured summary of conceived reporting.

Results Framework	Periodical Reporting	Project	Objectives Framework	Thematic Areas		
Impact	(no reporting in annual reports) ⁸		Goal	Capacity Development	Operational Performance	Progress on NSS
Outcomes	Effect of the outputs on users		Purpose (Objective)			
Outputs	Production, services provided, achieved state		Outputs			
Inputs/Resources	Summary activities related to inputs (budgets, etc.)		Resources and Activities			

Table: Overview of Structure and Content of Project Reporting

The detailed result, produced as a report template, guideline and checklist is attached as Annex E.

⁸ It may be possible, on the other hand, to report on impacts in the longer term, for example in end-of-programme reports.

5 Conclusion and Recommendations

5.1 Conclusion

Analytical reading of the final report and other documents by the present review reveals that reporting is mainly on activities, and on quantitative aspects. In more detail:

- The outputs of PCBS are chiefly various statistics. This is reported on in terms of numbers and types.
- Some capacity building outputs are quantified.
- Beyond numbers, there seem to be no measurable indicators.
- The quality aspects of the outputs are not well-elaborated. .
- Results reporting, in terms of outcomes and impacts is marginal. Outcomes are mentioned in terms of “apparent user satisfaction” and “a high profile of PCBS” in the public image. These are impressions not visibly supported by evidence.
- What also stands in the way of improved reporting at the higher levels are Goal and Objective statements that are not sufficiently clear.

Hence, a consistent results framework for reporting on outputs – outcomes – impacts has not been used.

On the other hand, there are a number of elements in place that are useful in developing a results framework.

- It is found that considerable results’ information is being produced and exists within the institution, but the mechanism to capture and transform such information for progress reporting is lacking.
- We find that with the work done, and with the information that we believe is inherently available in PCBS, it is possible to move a big step forward in the development of results-based management and reporting.
- RBM appears as a useful tool and it can be used, in the opinion of the consultants, as an internal management tool, as well as a reporting framework.
- The result of the present mission, i.e. the report structure and associated indicators is an attempt to make a start in developing an improved reporting framework. However, the mechanisms that capture results information and transform that information into a form appropriate for reporting must still be developed and put in place. Doing so should focus on the principle of:

Avoiding too much information but enhancing analysis
--

5.2 Recommendations

- Results-based management and reporting should use an expanded scope, i.e. results along the results chain.

- For the purpose of a consistent reporting framework it is recommended to simplify and clarify the Goal and Objective statements for the Phase 2009-11.
- More elaborated substance by using relevant qualitative and descriptive indicators, covering the quality and dissemination of outputs (the statistical reports), and a self-assessment of outcomes.
- The main features of the proposed report structure are to divide it into operative performance (the core business), institutional development, and progress towards the National Statistical System. This is considered helpful for the authors and the readers, as it clarifies in each section or chapter what the focus is.
- Practical experience in using the format and reactions from the readers of the new reports may be the best guide for further improvements of the format.
- Using a bit more time than was available during the brief mission, the resulting draft report format should be reviewed in relation to logic, structure and completeness.
- Develop results-based management and reporting, including a set of SMART indicators, with a view to improve the substance of results reporting.
- Review the work done on the report structure and set of indicators, as a basis for its consolidation and use in the next progress report.
- Make further amendments and improvements on the basis of the experience with the first use of the new structure.
- Over time to further develop the qualitative and outcome indicators in particular, with a view to add results substance to the reports.

Annex A: Terms of Reference

for

Review of PCBS Results Framework and Monitoring and Results Reporting Procedures

1. Background

1.1 Of cooperation

Norway has been supporting the Palestinian Central Bureau of Statistics since 1997. In 2003 Norway, Switzerland, the Netherlands, UK and the World Bank formed the so-called core funding group (CFG), aiming at supporting the core budget and main activities of the institution. The co-operation has been institutionalized through Memoranda of Understanding covering the periods 2003-2005 and 2006- 2008 respectively. The third phase, relating to the work plan for 2009-2011 has recently started and was agreed upon in a new MoU of 15 January 2009. The three CFG partners have individual agreements with PCBS that relate to the MoU. The Netherlands will exit the cooperation in December 2009.

1.2 The review

During the preparations for the third phase of the cooperation, Norad found that there were weaknesses in the results' framework of the programme document relating to the 2009-2011 work plan. It was decided not to amend the framework at the current stage. Nevertheless, at the Semi Annual Meeting between CFG and PCBS in December 2008 it was agreed that technical expertise was desired in order to review the results' framework of PCBS. Advice should also be sought in order for the PCBS to improve its results approach so that it becomes more outcome-oriented. CFG has in several annual meetings encouraged more user-friendly and generic progress reports.

2. Purpose and objectives of the Review

The purpose of the review is to provide guidance and inputs to PCBS for an improved results framework and reporting.

3. Scope

3.1 The objectives:

- i) To review the existing results framework of the PCBS and the results documentation. This documentation includes the regular work plans, progress reports and final reports. The reference documents for the review should be the 2006-2008 Final Report.
- ii) To offer recommendations for an improved results framework, monitoring and results reporting, with reference to the regular progress reports, final reports and the work plan for 2009-2011.

3.2 The review process

The review will primarily be based on desk reviews. However, the consultant(s) should spend some days with the PCBS in advance and / or after the Annual Meeting in order to ensure transfer of knowledge on result monitoring and reporting to key staff. A draft report and preliminary recommendations should be presented at the Annual Meeting between PCBS and CFG in Ramallah 7 May 2009. Norad may take part in the process.

3.3 Qualifications

The review shall be carried of by a competent consultancy firm. The consultant(s) shall document previous experience in assisting institutional development of statistical bureaus or similar institutions. Moreover, the consultant(s) shall document experience with results monitoring and methodologies for results reporting. It is an advantage that the consultants have experience with institution building in the Palestinian Occupied Territories.

4. Tentative time frame

Start date: 27 April 2009.

Field work Ramallah: 3-7 May

Draft report including preliminary recommendations: 7 May 2009

Final report: 16 May 2009.

The draft and final reports are to be forwarded to Norad by the set dates. The final report should be maximum 25 pages, including conclusions and recommendations. The consultants shall meet with the Norwegian Representative Office, also for background documentation, if necessary, during the review. NRO will circulate the final approved document to CFG and PCBS in softcopies.

5. Relevant background documentation

- 2006-2008 draft Final Report 2006-2008
- Draft Progress Report 2008
- MoU 2009-2011 Work Plan
- Agreed Minutes of Semi Annual Meeting 18 December 2008
- 2009-2011 Work Plan
- Programme Document for 2009-2011 Work Plan
- Norad comments to Appraisal of 2009-2011 Programme
- External review report (Mid term review) and Appraisal of 2009-2011 Programme.

- All documents can be provided in soft copies.

- Other documents relating to the previous phases of the programme can be provided upon request.

Annex B: List of Documents

#	Year	<i>Document title – publisher/author</i>
1	2007	PCBS Organogramme – PCBS
2	2009	National Strategy for the Development of Statistics (NSDS) 2009-2013 – PCBS
3	2008	Evaluation and SWOT analysis for Palestinian Statistical System-unidentified local consultant
4	2008	Diagnostic Report on the PCBS Master Plan 2001-2010 “Statistical Policies for Palestine Towards the Year 2010”- unidentified local consultant
5	2009	PCBS 3 Year Development Program (2006- 2008) Final Report- PCBS
6	2009	PCBS 3 Year Development Program (2006- 2008), Annual Report 2008- PCBS
7	2008	PCBS Proposed Work plan 2009-2011-PCBS
8	2008	Appraisal of PCBS (2009-2011) Work plan – GoE
9	2008	External Review Report- GoE
10	1999	Results-Based Management in CIDA: An Introductory Guide to the Concepts and Principles, RBM division, CIDA

Annex C: Persons Contacted

#	Name	Affiliation
1	Ms. Ola Awad	Acting President, PCBS, Al Bireh
2	Ms. Haleema Saeed	Deputy DG of International Relations, PCBS, Al Bireh
3	Ms. Laila Sheikh	Deputy Head of Office, Swiss Development Cooperation, SDC, Sheikh Jarrah
4	Ms. Terri Bullata	National Programme Officer, SDC, Sheikh Jarrah
5	Ms. Ingrid Marie Mikelsen	First Secretary, Development, Norwegian Representative Office, NRO, Al Ram
6	Mr. Espen Lindbæck	Councillor, NRO, Al Ram
7	Mr. Bader Ihsoun	Director of the Planning and Development Department, PCBS, Al Bireh
8	Mr. Aladdin Salameh	Head of Division, Aid Management Department, PCBS, Al Bireh
9	Mr. Ziad Sharia	Development Programme Officer, Netherlands RO
10	Mr. Enaia Zaydan	Standards, Methodologies and Quality Directorate DG, PCBS, Al Bireh
11	Mr. Majdi Samara	PSTC DG, PCBS, Al Bireh
12	Mr. Sufian Abu Harb	Information system and Computer Directorate DG, PCBS, Al Bireh
13	Mr. Afif Abdul Aziz	President's Assistant for Complementary Affairs, PCBS, Al Bireh
14	Mr. Mahmoud Abdul Rahman	Area Statistics Directorate DG, PCBS, Al Bireh
15	Mr. Yousef Falah	Director General, PCBS, Al Bireh
16	Mr. Abdullah Najjar	Census Directorate DG assistant, PCBS, Al Bireh
17	Mr. Nazmi Harb	Planning and Development Directorate DG, PCBS, Al Bireh
18	Mr. Raed Samara	Field Work and Survey Directorate DG, PCBS, Al Bireh

Annex D – Presentation of Brief Reporting Status Analysis

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The review mission 4-7 May 2009

- Very short, and limited to the question of results reporting and the existence of a results framework
- The objective is to come up, in time for the Annual Meeting, with firm recommendations that can lead to an improved results framework for results-based management and reporting.
- We have prepared for the task by reading all available documents
- We have also had a discussion with donors.
- We would now like to discuss and develop RBM in a participative manner and draft a report framework

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Observations 3

There are cultural differences in what reporting should be about:

Prevailing is reporting that emphasizes positive aspects.

Donors are not interested in self-praise, but rather in:

- Elaboration of problems and challenges and
- with what results these are being addressed

Keep in mind when developing RBM

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Observations 1

The review team finds from document study:

- Reporting is (almost totally) limited to activity level
- Output reporting is on quantity rather than quality
- Evidence of what was achieved is not disclosed
- PCBS is active participant in Paris21 initiative, but results indicators are not used.
- Results-based management is a new concept not yet adopted

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Observations 4

The good News: there is an intention to report on results at the level of projects, for example: NSDS

This means that results reporting is available somewhere in the institution.

But, how is the flow of information organised to make sure such results information finds its way to annual results reporting? The answer to this question means a mechanism is put in place to transform results from scattered reports to the annual main report.

Is it feasible to summarise the info in the reports in question in the report's executive summary, and then use these to extract information?

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Observations 2

- The reporting system is not developed as a management tool, and
- the outcome and impact level are missing in the reporting
- It appears that at present management takes place at the level of production and service units, by keeping track of activities.

Questions:
How about results-based guidance and direction from the GD level and the presidency? What are the tools that are used?

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Observations 5

Examples of reports in question: (from NSDS)

- Report and evaluation on capacities for statistical analysis ...extract baseline information
- Report on activities of the Quality Department and MSQD
- Reports on central registers = baseline information
- Metadata status = baseline
- Report on main weaknesses of statistics = baseline data
- Report on the state of data collection and techniques
- Review of HR policies and HR status = baseline data
- Review of PSTC = baseline of status

P.S. It is advisable to scrutinize all work plans for specific reports and reviews and to put the data flow mechanism in place

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Observations 6

Example of the Annual report 2008. How could it be improved?

- 1 the respondent error reduction is mentioned as a result. **What has actually been achieved should be discussed.**
- 2 Reliability and Accuracy are mentioned. **An in information: statistical error reduced from ... to ... would immensely improve the information content.**
- 3 Re-interviewing in some surveys shows **high** consistency. **What does high mean? What is the change/improvement?**
- 4 Training of field workers is mentioned. **How many, on what? With what result: What can they do better now?**
- 5 Non-response rate can be used as an indicator to state: **non-response reduced from to**
- 6 The data **quality** chapter in all areas has been updated. **Changes recorded can be used in results reporting**

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SMART Indicators

What are the measuring sticks?
INDICATORS
What attributes should they have? They should be:

- Simple
- Measurable
- Achievable
- Realistic
- Time-bound

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Logframe & Results Based Management: Structure & Design elements

Results Framework	Objectives Framework	Measuring Performance	Data / Info Sources	External Factors
Impact	Goal	Indicators	Means of Verification - MoV	Assumptions
Outcome	Purpose	Indicators	MoV	Assumptions
Outputs	Outputs	Indicators	MoV	Assumptions
Inputs, Resources	Inputs, Res (Activities)	Inputs/ Budgets	MoV	Assumptions

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How to use indicators in reporting

Transparent reporting is on measuring changes. This means to compare results with baselines and targets in a given time frame.

Indicator	Baseline By date	Achieved By date	Annual target	Programme target
Timeliness	24 months	21 months	Improve by 4 months	12 months
User satisfaction	3.2	3.4	3.4	4.5
Data quality				

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The results chain

From inputs that are used to carry out activities to:

Outputs = quantitative results

↓

Outcomes = effects, often in qualitative terms of the outputs on users or beneficiaries

↓

Impacts = what change has resulted in the longer term

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Examples: Paris21 Quality indicators

- the legal and institutional environment, resource and management;
- the professional and cultural setting;
- the methodological expertise for linking data sources to the statistical products;
- the population, and the surveys, survey questionnaires, and administrative data sources;
- the skills and techniques to transform source data into statistical products;
- the assessment and validation of source data, intermediate data, and statistical outputs;
- the relevance of the statistics to social and economic concerns, including the analytical capability to confirm and identify issues
- the periodicity, timing, and internal/relational consistency of the statistics; and
- the methods and channels for a wide and relevant dissemination.

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Examples: Paris21 Quantitative indicators

- government funding for current and capital operations
- donor funding in terms of money and expert working days
- donors involved
- staff number and turnover
- information and communication technology equipment: mainframe, PC, network, and Internet access
- the surveys and administrative records used as source data
- the type of data produced, inclusive of reference date and the producing agency
- the number of data releases
- the format of data releases.

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Outcomes: Morale, motivation, competence of staff

- Has staff had a shared sense of commitment, purpose, and direction;
- Does staff realize that it operates in a service organization where it should be sensitive to users wishes;
- Is staff subjected to undue pressures that might prevent it from fully respecting the Fundamental Principles;
- Is the staff felt sufficiently involved in the process that allows the office to adjust to changes in user demand - in other words, to the way in which resources were reassigned to reflect changing priorities.

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Desirable Values stemming from NSDS

- Relevance
- Integrity
- Quality
- Accessibility
- Assured confidentiality
- Balance between needs and burden
- Enhancement through integration, accumulation, and innovation
- Efficiency in cost and fairness in prices

What are possible indicators to measure progress on the above?

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Example: Evaluation across DAC criteria

	EFFICIENCY	EFFECTIVENESS	IMPACT	RELEVANCE	SUSTAINABILITY
GOAL	• 80% crops pest-free				
PURPOSE	• Affordable pesticides @ use		• Knowledge on pesticide use good • 90% of farmers use pesticides correctly • Only 20% of crops pest-infected	• Pesticide treatment emerges priority for improving crop production for small farmers	• Price of pesticide now affordable in relation to crop price • Farmer knowledge, application supported by extension services
OUTPUTS	• Few roads rehabilitated • Pesticide price reduction (25%)	• Quantity of pesticides at lower price on time			
INPUTS	• Road funds • Pestic. info • Pestic. funds	• Costs per km road • Number of farmers info'd • Cost per kg pesticide to farmers			

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Confidence of users and CSO credibility

What is it that users wish to be sure of relative to a statistical office?
Essentially of three things:

- That the office calculates its numbers correctly
- That the office does not waste resources measuring things that few wish to know but rather that what it does is helpful to settle public controversy, to assist authorities to come to decisions, and to provide a sound basis for insights into how the economy and society work;
- That the most appropriate methods are used

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PCBS: General Guidelines for 2009

Internal Level

1. Administrative level

- Building the capacity of Junior staff on technical and administrative level.
- Institutionalising Official Statistical System focusing on data quality
- Awareness raising regarding official statistics code of practice and actively implementing standard procedures inside PCBS
- Enhancing social relations among PCBS staff.

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PCBS: General Guidelines for 2009

2. Technical Level

- Focusing on utilizing the data from the Population, Housholds and Establishments census 2007
- Developing a comprehensive Agricultural Database to be utilized for planning and development of the agricultural sector.
- Implementing all recommendations of the Mid Term Review for 2008.
- Developing and upgrading statistical databases focusing on administrative records and central registers.
- Adopting new technologies/methodologies/mechanisms

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Draft Report Template

- Basis is the template provided in the MOU between PCBS and the CFG
- **We propose to make amendments to include results dimensions at different levels**
- Moreover, we propose to eliminate the "efficiency" reporting requirement.
- Finally, we propose to divide reporting into:
 - Institutional development
 - Operative performance

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PCBS: General Guidelines for 2009

National level:

- Enhancing coordination among national bodies and international organizations in implementing statistical activities.
- Enhancing the partnerships with the data users in identifying priorities of the NSS.
- Raising public awareness of statistics and it's importance in decision making (statistics literacy)
- Enhancing the partnership with private sector, media and civil society to support PCBS in building NSS.
- Actively Participating in implementing the PRDP
- Strengthening Social responsibility of PCBS.

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Draft Report Template

- 1 Programme title
- 2 Implementation Institution
- 3 Programme Design (Goal, objective, outputs)

These are given by the template, and static over the project period

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PCBS: General Guidelines for 2009

Regional and International Level

- Actively participating in Arab, Regional and international forums to share and exchange experiences.

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Draft Report Template

- 4 Operative Performance
 - 4.1 Activity Summary including discussion of adherence to guidelines
 - 4.2 Expenditure in relation to budget, including deviations and break down into main categories
 - 4.3 Summary of outputs per theme
 - 4.4 Self Assessment
 - Relevance of programme and achievements incl. access
 - Data quality progress and issues
 - Dissemination
 - Challenges and how they are addressed

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Draft Report Template

5 Institutional Development

5.1 Activity Summary including discussion of adherence to guidelines

5.2 Expenditure in relation to budget, including deviations and break down into main categories

5.3 Summary of outputs per work area

- PSTC
- Human resources status
- Use and development of facilities (premises, ICT, etc.)

5.4 NSDS/NSS summary and highlights

5.5 Self Assessment

- Relevance of capacity development achievements
- Progress
- Challenges and how they are addressed

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Working Guide

On the basis of:

- An outline of Results based management
- Examples and the discussion of indicators, and
- A listing of your internal guidelines for 2009
- A tentative reporting template....

...the task is now to develop smart indicators for all areas of reporting, especially for the **outcome level**

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Annex E: Report Structure – Results Indicators Outline – DRAFT

Part B: Indicators used in the report template

Result/Report item	Indicators	Source/Mean of Verification	Explanatory comment
1 Operative Performance: Statistics production			
ACTIVITIES			
1.1 Activity Summary	<ul style="list-style-type: none"> - No of statistical activities - Agri. database status - No of dialogue workshops 	<ul style="list-style-type: none"> - Statistical directorate - Field work directorate - Public relations dir. 	<p>Report with numbers against base line and targets, where appropriate.</p> <p>Qualitative and status information responds to the formulated annual guide lines/priorities</p>
1.2 Expenditure versus budget	<ul style="list-style-type: none"> - Costs per category 	<ul style="list-style-type: none"> - Admin. & financial dir. 	<p>Explain deviation from approved budgets</p>

Result/Report item	Indicators	Source/Mean of Verification	Explanatory comment
OUTPUTS			
4.3 Summary of outputs per theme	<ul style="list-style-type: none"> - No. of statistical reports, - publications, leaflets - CDs, press releases - Analytical reports - PUFs - web postings - working manuals - No. of trained field workers, supervisors, editors, data keyers 	<ul style="list-style-type: none"> - Statistical directorates - Public Relations dir. - Information dir. - Field work directorate 	<p>It will be of interest to give summary information as well as a directorate-wise break down.</p> <p>Other forms of production may be added when relevant.</p>

Result/Report item	Indicators	Source/Mean of Verification	Explanatory comment
OUTCOMES			
4.4 Self Assessment			
4.4.1 Relevance of programme	<ul style="list-style-type: none"> - no. of users - no. of data requests - no. of sold CDs & publications, PUFs - no. of visitors to website - User satisfaction 	<ul style="list-style-type: none"> - Mailing list - Dissemination & documentation dept. (hit counter) - Public service dept. 	User satisfaction here refers to statistical products.
4.4.2 Data quality	<ul style="list-style-type: none"> - no. of comparisons with other sources - methodology score - re-interviews (examples) - response rate - timeliness (examples) - adherence to stat calendar 	<ul style="list-style-type: none"> - MSQD 	There are a large number of quality indicators. A few that are relevant to illustrate results should be used. These may change from report to report.
4.4.3 Dissemination	<ul style="list-style-type: none"> - no. of targeted recipients - metadata compliance status - no. of dissemination event attendants 	<ul style="list-style-type: none"> - Public Relations Dept - Info. Systems Dir. 	
4.4.4 Challenges	Descriptive paragraph:	All events and situations that affect the work & operation of PCBS, and how it was dealt with.	

Result/Report item	Indicators	Source/Means of Verification	Explanatory comment
5 Institutional Development			
ACTIVITIES			
5.1 Activity Summary	<ul style="list-style-type: none"> - No of activities (courses, trainings, scholarships, study visits, TA inputs - Participation in regional/international fora & events 	<ul style="list-style-type: none"> - PSTC - Int. relations directorate 	The items listed may be increased or reduced, depending on relevance
5.2 Expenditure versus budget	<ul style="list-style-type: none"> - Costs per category 	<ul style="list-style-type: none"> - Admin. & finance dir. - PSTC 	Explain deviation from approved budgets

Result/Report item	Indicators	Source/Mean of Verification	Explanatory comment
OUTPUTS			
5.3 Summary of outputs per work area	<ul style="list-style-type: none"> - No. of training manuals - Persons trained per subject - Certificates issued - Staff turnover, recruitment, transfers - PCs per staff - Internet connections/staff - Servers in use - Databases - Applications & programmes - Hand-held devices 	<ul style="list-style-type: none"> - PSTC - Admin. & finance dir. - Information systems and computer dir. 	<p>New kinds of outputs may be added where relevant</p>

Result/Report item	Indicators	Source/Mean of Verification	Explanatory comment
OUTCOMES			
5.4 Self Assessment			
5.4.1 Relevance of capacity development achievements	<ul style="list-style-type: none"> - Staff satisfaction index - Professional capacity status - User satisfaction index 	<ul style="list-style-type: none"> - Staff satisfaction survey - User survey - Admin. & Finance directorate 	User satisfaction here refers to service provision.
5.4.2 Challenges	Descriptive paragraph:	All events and situations that have affected or may affect the institution and how it was dealt with.	

Result/Report item	Indicators	Source/Mean of Verification	Explanatory comment
6 National Statistics Development Strategy/National Statistical System (NSS)	As an important multi-year project aiming at progress towards NSS, NSDS deserves separate mention.		
ACTIVITIES			
6.1 Activity Summary incl. Guidelines adherence	<ul style="list-style-type: none"> - No of activities (specific themes) - Admin. records status - Central register status - No. Of partnership-related interventions 	<ul style="list-style-type: none"> - Presidency - All Statistical directorates - Admin. & Financial directorates - Information systems dir. - Planning & policy dir. 	<p>Activities specifically on NSDS/NSS.</p> <p>Status information responds to annual guide lines/priorities</p>
6.2 Expenditure versus budget	<ul style="list-style-type: none"> - Costs per category 	<ul style="list-style-type: none"> - Admin. & finance dir. 	Explain deviation from approved budgets

Result/Report item	Indicators	Source/Mean of Verification	Explanatory comment
OUTPUTS			
6.3 Summary of outputs per work area	<ul style="list-style-type: none"> - Cooperation agreements concluded - Milestones & key events - Degree of harmonisation of definitions, standards, classifications, etc. 	<ul style="list-style-type: none"> - Presidency - All Statistical directorates - Admin. & Financial directorates - Information systems dir. - Planning & policy dir. 	

Result/Report item	Indicators	Source/Mean of Verification	Explanatory comment
OUTCOMES			
6.4 Self Assessment			
6.4.1 Relevance of NSDS achievements	<ul style="list-style-type: none"> - No. of joint projects - Change in cost efficiency - Cost-saving measures in place 	<ul style="list-style-type: none"> - Presidency - All Statistical directorates - Admin. & financial directorate - Information systems dir. - Planning & policy dir. 	
6.4.2 Progress towards NSS	<ul style="list-style-type: none"> - No. of statistical units established outside PCBS - No. of admin. statistical registers in use 		
6.4.3 Challenges	Descriptive paragraph:	All events and situations that have affected or may affect the further development of the NSS and how it was dealt with.	

