UNFPA	Thematic Evaluation of UNFPA support to Population and
UNITA	Housing Census Data to inform Decision-making and Policy
Management Response	formulation 2005-2014

Note: The following management response lists the recommendations as they appear in the Evaluation Report. Recommendations are ranked by priority, and arranged in clusters.

Instructions for completing the management response:

- 1. Boxes in white to be completed upon receiving the present request
- 2. Boxes in grey to be completed one year after

I - Consolidate the position of UNFPA on population and housing censuses					
Recommendation No. 1 UNFPA should continue to provide and also expand its support to population and housing censuses and draw up a corporate strategy and guidance for the 2020 round.	To: - Population and Development Branch, Technical Division	<b>Priority:</b> High			
With the objective of making support to census programmatically visible and better managed, communicated and monitored, UNFPA support to the 2020 census round should be guided by a clear and formalized intervention framework. This framework should be accompanied by formal, comprehensive and structured guidance for regional and country offices, i.e. guidelines on UNFPA support to the 2020 census round.					

# **Operational suggestions:**

As a general principle, census support should be envisioned as a continuous, ongoing and dynamic process encompassing the entire 10-year time frame period between censuses; it should not be approached as a one-off exercise ending with the publication of the data. UNFPA support to census should lead to enhanced capacity for data use in policymaking, advance the ICPD agenda and make progress towards implementing the UNFPA mandate-related Sustainable Development Goals. Strengthening NSO capacity to conduct a census and other surveys is an intermediate objective. There are three main areas to address, 1) strategic and programmatic; 2) guidance and tools; and 3) capturing good practices.

# 1. Strategic and programmatic

UNFPA should develop:

- A theory of change for support to census that is clearly linked to the broader strategy for support to population and development data at UNFPA.
- A concise programmatic framework for support to the 2020 census round, with a corresponding results framework and indicators (to monitor progress of the contribution of census support to the implementation of the current UNFPA Strategic Plan). When developing the theory of change and the programmatic framework, UNFPA should envision the census as both a 10-year ongoing process and the backbone of national statistical systems.

https://docs.google.com/document/d/1lDiZ3o835YDnXmopA0NtuL2LRaqWTbRTRmPDwbFx77Y/edit

## 2. Guidance and tools

To expand the provision of support to population and housing censuses, UNFPA should develop:

- Specific guidelines grounded in and reflecting the United Nations Principles and Recommendations for Population and Housing Censuses on the design and implementation of UNFPA support to the 2020 census round. The guidelines should aim to operationalize the United Nations Principles and Recommendations for UNFPA use, and provide concrete advice on census implementation. At a minimum, the guidelines should call for the following:
  - a. Systematic data needs assessments. These assessments should identify and map out, through inclusive and participatory consultations, a country's data needs as articulated by key national stakeholders (e.g. NSOs, ministries, civil society organizations, academia, the private sector and other development partners).
  - b. Systematic approaches for conducting organizational capacity assessments of NSOs. This will require indepth, institutional, systematic assessments linked to longer-term plans of support. This should also include an assessment of new technology needs informed by the actual capacity of the NSO to absorb the technology (rather than on *ad hoc* requests of the NSOs).
  - c. Capacity assessments of national data users. These should systematically assess the strengths, needs and gaps of line ministries, local administrations, civil society organizations and academia regarding the use of census-related data for the development of policies, programmes and advocacy.
  - d. Systematic risk assessments. These should include, *inter alia*, a focus on sociopolitical risks, which are particularly relevant in countries with complex political or social contexts (e.g. conflict, ethnic tensions, political transition).
  - e. The development of protocols or guidance on conducting censuses in particularly sensitive country settings. These should include recommendations on effective approaches, dos and don'ts and reference resources available at the corporate level.
  - f. The development of guidance on how to create census support design frameworks (e.g. the census project document), with examples and templates.
  - g. The development of guidance on the types of census governance mechanisms required in particular census settings. The rationale for selecting a specific mechanism should be clearly outlined, as should the approach to structuring the mechanism, including when and how to establish it and the stakeholders that should be included. Governance mechanisms include: international technical advisory boards, donor coordination meetings, national advisory committees that include both government and civil society representation, campaigns to inform citizens and donor-government dialogue mechanisms.
  - h. The development of guidance on quality assurance, including on external independent assessments of whether the census operation complied with international recommendations.
  - i. The development of a standard toolkit for managing UNFPA country-level census support. The toolkit should include the minimum human resources requirements needed in country offices to effectively support census, as well as where external expertise can be found and when to access it.
  - j. The toolkit should also feature information on how to access highly specialized expertise on particular aspects of a census (e.g. cartography, data processing) and the type of support available at the regional and headquarters levels (including specific resources and how to access them). The toolkit should also include a troubleshooting section.

# 3. Capturing good practices

• The development of a knowledge management and communication plan to ensure that the guidelines and other resources are actively used. This will require the creation and maintenance of a knowledge management platform and the provision of learning and development support for population and development staff.

**Management Response** (Please provide your response to the above recommendation. Where recommendations are not accepted or are only partially accepted, please provide detailed justification. Where accepted, please indicate key actions for implementation):

**Accepted**. Population and Development Branch (PDB) accepts the major findings and recommendations of this evaluation. We have followed the release of findings with interest, and have designed the UNFPA Strategy for the 2020 Round of Census accordingly. The new strategy makes every effort to remedy shortfalls noted in the evaluation, and build on identified strengths.

Key action(s)	Deadline	Responsible unit(s)	Annual implementation status updates		
			Status (ongoing or completed)	Comments	
Strategic and programmatic	The 2020 Strategy to be completed by end 2016. Implementati on timeline: 2017- 2025. Theory of change and indicators to be developed during 2016- 2017	Population and Development Branch, Technical Division	Ongoing	The 2020 Strategy is expected to be finalized within UNFPA by the end of the 2016 second quarter, and responds very well to the evaluation. That said, implementation of the strategy will take place over the next 9 years, and our ultimate success in responding to the evaluation will best be judged after the 2020 round of census. In the shorter term, we agree that a theory of change will offer added value, and indicators for monitoring the annual delivery and progressive impact of UNFPA's support to countries can indeed be developed in the course of 2016-17, and implemented within the context of the next strategic plan. However, it should be noted that successful conduct of a census is under national control, and UNFPA's role, while critical, is supplementary to a nationally-driven process. An important message of the evaluation is the need for UNFPA to intensify efforts focused on improving capacity for the effective <u>use</u> of census data for national development, to develop better systems for the coordination of UNFPA's census work at global and regional level, better appraise internal and national needs for census expertise, improve knowledge management, and give more attention to quality assurance standards.	
Guidance and tools		Population and Development Branch, Technical Division	Ongoing	a, b, c) Within the 2020 UNFPA strategy, explicit attention is given to a proposed architecture of support through ROs and COs to strengthen regional institutions that can provide ongoing support to governments for the generation and use of population data, including census data, CRVS and other registry data, household surveys, and potentially big data, to ensure that COs and Member States can monitor changes in population dynamics, spatial and social inequalities, including key indicators for the	

SDGs, and ICPD-beyond 2014.
SDGS, and ICPD-Deyond 2014.
There is not a one-size-fits all support structure on census that can be applied by UNFPA across all programming countries, due to heterogeneity in capacity and needs, and hence our strategy is regionally-based, to be complemented by global guidance from the UNFPA Inter-divisional Working Group on Census (IDWGC). Final details are described within the UNFPA Census 2020 Strategy, for implementation starting in the latter half of 2016, and expanded as funding allows.
b) The proposed capacity assessments of NSOs are a valuable recommendation, and we anticipate using the findings that will be generated from a capacity assessment of NSOs being undertaken later in 2016 by the UN Statistical Division (UNSD); they will share results with UNFPA.
Various Regional Commissions also have ongoing programmes for the assessment of statistical capacity, covering the entire statistical system, i.e. beyond the NSOs. For example, the NSO may not always be the only institution or leading institution on census (e.g. in Nigeria, and Cameroon).
Further information will be acquired during the UNFPA roll-out and training for regional and national implementation of SDG Target 17.18, Indicator 17.18.1. This latter capacity assessment will include both data producers and users, and UNFPA will intensify focus on capacity for dissemination and analysis of census data.
UNFPA will review and integrate these updated sources into a capacity assessment register established in 2011.
Together with US Census Bureau, UNFPA is currently writing a brief on new technology needs.
c) The UNFPA Census Strategy already includes explicit mention of UNFPA's intention to promote the engagement of academic partners and CSO's early in the census process, to promote the potential value of census data, learn what potential

users want to know from the census, and expand public ownership. We anticipate the technical guidance to be delivered at regional level, with global design and planning support from the IDWGC, and these may logically coincide with promotion of UNSD guidelines.
d, e) UNFPA recognizes its role as a partner in the implementation process of a census in fragile political contexts. In the Dec 2015 meeting of the IDWGC, the group proposed preparing a brief on census in high risk situations, and groups of countries in various fragile contexts, and this can be realized – delivery deadline expected for 2017. The brief will build on LACRO's experience in applying a risk assessment template, applied in Haiti and El Salvador. Specific lessons learned from high risk situations such as in territories controlled by gangs will be included.
Briefs may be generated by UNFPA alone, but we are discussing with the United States Census Bureau (USCB) the possibility of joint publication of periodic census-related briefs, (including one on risk assessments) through their ongoing online publication, as well as our own, with joint branding.
UNFPA already conducts assessment of sociopolitical risks associated with the census as part of the organization-wide practice of environmental scanning (ES). ES involves monitoring of critical developments in the external environment (political, socio- cultural and economic), and analysis of their implications for UNFPA's agenda and reputation. The E-Scanner from March 2010 provided analysis of reasons, risks, deterrents and examples of census politicization. It also provided guidance on the actions needed to prevent and/or mitigate such politicization. The three scenarios – based on country case studies supported this analysis and guidance.
It should be noted that certain types of risks justify the nature/implementation modality of international assistance to a census operation. In certain contexts, it might be the case that Census Operations should not be cleared if the proper risk control

management tools cannot be implemented. However, risks are dynamic and censuses take a long time to prepare, so chances of risk assessments becoming outdated by the time a census takes place are real, and a tool for periodic review will be considered. Further, there will be many situations where such guidance will not be helpful due to the generic nature of a guidance note. Sensitivities are typically idiosyncratic.
Nonetheless, once the brief of risk assessments is generated (anticipated 2017), UNFPA will consider raising such guidance to the normative level, for example through the added section of the UNSD's Principles and Recommendations for Population and Housing Censuses.
f, g) UN Statistics Division has recently requested that UNFPA host regional workshops to ensure that the latest UNSD principles and guidelines for the successful implementation of a national population and housing census are disseminated to countries. Dissemination of guidelines through regional workshops will be scheduled with the IDWGC starting late 2016, and proceed pending resources.
f, g) PDB has already drafted census guidelines that provide a step-by-step 4-year planning schedule to UNFPA COs with recommended staging of convening partners, procurement, resource mobilization, operations, and dissemination. This corresponds to the recommendation for a "toolkit", while not labeled as such. The content will be reviewed and refined by the IDWGC in the course of 2016, and shared with ROs and COs no later than the fourth quarter of 2016. It has most recently been reviewed and edited by the UNFPA procurement office, with critical additions provided to ensure their schedule of work is addressed.
h) The UNSD has shared news that they are devoting 2016 to the development of quality assurance standards for census, and has requested that the resulting guidance also be disseminated through proposed regional census workshops with UNFPA ROs. See above. Assuming that resources allow,

				UNFPA will support UNSD's work and disseminate such standards at the field level. i. j) For new UNFPA country teams and representatives who may be unfamiliar with census operations and demands, UNFPA has drafted guidelines for newcomers to census, <i>"Making Sense of the Census"</i> . This is to be jointly edited by the IDWGC over the 2 <sup>nd</sup> and 3 <sup>rd</sup> Qs of 2016, with publication anticipated in the first quarter of 2017. USCB has expressed interest in collaborating on the draft, and jointly publishing the guidelines, and CO teams have requested that such a tool be complemented with a video training, pending resources.
Capturing good practices	End -2017	Population and Development Branch, Technical Division Strategic Information and Knowledge Management Branch, Programme Division	Ongoing	See under <b>Recommendation No.3</b> .

Recommendation No. 2 Address the current attrition of census expertise. UNFPA should adapt current human resource and technical assistance strategies to address the attrition in census expertise and to ensure adequate support to the 2020 census round. Towards this end, UNFPA should consider conducting a mapping exercise of in-house census expertise, forming and utilizing regionally based technical census teams and further capitalizing on census Chief Technical Advisers.	Development Branch, Technical Division - Talent Management Branch Division for	<b>Priority:</b> High
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UNFPA should consider the following:

## 1. Guidance and tools

- With a view to ensuring that UNFPA capacity to support census will meet the specific requirements of the 2020 census round, conduct an in-house mapping at all levels of the organization (including headquarters, which, as of February 2016, had hired a number of population and development staff) to take stock of all available organizational census and data for development expertise, including Census Chief Technical Advisers. The mapping should assess the feasibility of tapping into in-house expertise and, when needed, external networks.
- The mapping would allow assessment of in-house attrition of census expertise. Capturing this within regional offices is particularly important: the current UNFPA business model calls on regional offices to provide high-

level technical support to country offices and broker technical expertise, including census expertise. Ensuring that there are adequate human resources to fulfil this requirement is crucial. Additionally, though census expertise is not expected or necessarily needed in all country offices, regional offices should identify the minimum expertise required within country offices to effectively support the implementation of census. Headquarters should be able to provide expertise when regional-level census expertise is lacking.

- UNFPA should develop corporate guidelines on the minimum qualifications needed by its staff to effectively support census, including how to adapt support to each context. These qualifications should be included in the relevant job description and could be part of the corporate strategy guidance for the 2020 round (discussed in Recommendation 1).
- Based on the mapping and the identified minimum qualifications, conduct a capacity assessment of in-house census expertise and develop a capacity development strategy to address existing gaps.

## 2. Implementation mechanisms

- Redesign the population-development-hub (pop-dev-hub) beyond the current email list to better tap into the internal pool of census knowledge and external expertise. This would help identify potential South-South cooperation opportunities and good practices that could feed into corporate knowledge management functions.
- Develop a pool of Chief Technical Advisers with previous experience supporting census. This would facilitate the continuity of Chief Technical Advisers support and would help to better capture their learning and knowledge and integrate it into the organization (a current challenge). This pool should also include international technical experts on census in areas such as cartography, questionnaire design, methodology, field operations, data processing and dissemination. This would enable the current system to use international experts with experience on censuses even if they are not in living the region.
- Explore and analyse the possibility of reconstituting, at least partially, the Country Technical Services Teams at the regional level. A simplified version could be developed, with a team of census technical experts operating regionally or even intra-regionally. Experts should be employed to support the dissemination, analysis and use of census-related data for policy development, not just the technical aspects of conducting the census.

**Management Response** (please provide your response to the above recommendation. Where recommendations are not accepted or are only partially accepted, please provide detailed justification. Where accepted, please indicate key actions for implementation):

**Accepted**. Several of the recommendations propose global and corporate solutions to the concerns over human resources. We agree with this in so much as the new "Data" fund strategy for UNFPA highlights the need to better assess and strengthen capacity for data analysis across the organization, including but not limited to census, with specific strategies for doing so.

That said, in the realm of the census strategy, our emphasis is on encouraging the funding support for these resources to be managed at regional level, for several reasons: for cost-effectiveness in travel, to ensure the greater likelihood of recurring visits to and engagement with countries, because the nature of the needs and shortfalls differ quite dramatically between countries and regions, and to enable a regional appraisal and strategy for supporting not only people, but the necessary regional institutional (academics, etc.) that will be UNFPA partners over the long-term, and generate new talent in the next generation. We regard the regional approach to capacity building in all aspects of population data, including census expertise, as critical to long-term success.

Pending adequate resource mobilization, UNFPA will identify and support centres of excellence in each UNFPA region (potentially 12 in total), to ensure the needed technical guidance to governments, other academic centers, research institutions, and civil society for the effective use of census and related population data, for national planning and tracking of development, including SDG indicators. Centres will also be supported to ensure the high-quality training of the next generation of census and population data experts. Through centres of excellence, UNFPA can more systematically share periodic news on emerging trends and technologies, and widely deploy a range of new analytic tools, e.g., for spatial analysis, small area estimation or others types of data integration. Resources will be devoted to enhance partnering and convening of development actors engaged in capacity strengthening for the SDGs and the data revolution, particularly within the UN system, but including civil society partners, to align and ensure synergies of impact at country level. Without formalizing a structure of regional or country support teams, the draft 2020 Census Strategy

proposes a modest funding pool for each Regional Office to assure that a pool of census experts within the region can be mobilized to provide ongoing support to countries.

Key action(s)	Deadline	Responsible unit(s)	Annual implementation status updates	
			Status (on- going or completed)	Comments
Guidance and tools	End-2017	Population and Development Branch, Technical Division Talent Management Branch, Division for Human Resources	On-going	<ul> <li>1) See above. The proposed capacity assessments within UNFPA staff are a valuable recommendation, and have been carried out by UNFPA as recently as 2010. In some regions, for instance LACRO, a mapping exercise of expertise at the CO level on the matter has been established to support regional capacity in addition to Regional Technical Advisor expertise. National P&amp;D Officers are involved in the process of providing relevant and specific technical assistance regarding their expertise.</li> <li>However, the capacity assessments should be updated to assess overall in-house expertise in census, and with an eye to pending issues of succession, to allow an in-depth assessment of in-house attrition of census expertise at all levels of the organization. IDWGC endorses this proposal, welcomes that such a survey be undertaken by Human Resources or the Programme Division within 2016-17.</li> <li>The IDWGC provides an internal body at UNFPA to unite expertise in census, review and attend to emerging issues, including human resource needs within UNFPA, to assure value in future, and stay current with global trends in emerging technologies and population data systems. Meetings are quarterly.</li> <li>In order to coordinate our response to human resource needs with other relevant agencies and donors, in April 2016, UNFPA has already proposed reinstating the International Coordinating Committee on Census (ICCC) with the US Census Bureau (USCB) and the UNSD, and a first meeting is planned for late June 2016 in NYC. This body will engage quarterly to review the scheduled needs of individual countries, and coordinate technical support and resource mobilization.</li> </ul>

				2) On PonDoyHub: the need of Ponylation and
Implementation mechanisms	End-2017	Population and Development Branch, Technical Division Talent Management Branch, Division for Human Resources	On-going	<ul> <li>2) On PopDevHub: the pool of Population and Development experts in UNFPA is relatively small. If we wish to expand the functionality of the PopDevHub it needs to reach beyond UNFPA confines. Meanwhile, it is to be noted that the PopDevHub works quite well. Requests for information sent through the PopDevHub typically meet with multiple useful responses. We see no reason to change the present email format.</li> <li>On establishing a pool of CTAs: we agree, but since CTAs are consultants with specific TORs and no guarantee of continuity, it is not clear how this will fully help to "better capture their learning and knowledge and integrate it into the organization". For that to happen, these tasks need to be specifically written into their TORs, and time needs to be allocated for this purpose.</li> <li>On (re)establishing CTSTs on census issues: To be effective, the CTST members will need to be UNFPA staff (as opposed to consultants). In the current financial situation and given current office typologies it is unlikely that at regional level there is space to add CTST staff posts. For that reason, the draft 2020 Census Strategy proposes a modest funding pool for each Regional Office to assure that a pool of census</li> </ul>
				provide ongoing support to countries needing support. Reflecting on the various suggestions proposed, the IDWGC offers the following: The PopDevHub can indeed be extended to include additional members with census expertise identified through an internal capacity survey (mentioned above, to be carried out by PD). In the proposed 2020 Strategy, our plan for improving the coordination of technical support includes de-centralized deployment of technical in-staff and consultant expertise that is organized, funded and coordinated through UNFPA Regional Offices (ROs), with backstopping from HQ. This will reduce the overhead of traditional global response teams, and deepen the critical mass of expertise in each world region. Mobilizing of UNFPA rosters of technical experts through our UNFPA regional offices will also allow recurring and local support to individual countries. Funding to support these consulting teams has already

	been earmarked as an urgent priority within our fundraising strategy for the 2020 Census Round.
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Recommendation No. 3	То:	Priority: Medium
Activate knowledge management for support to census.	- Population and Development Branch, Technical Division	
The corporate-level knowledge management function should be proactively activated in ways that benefit the transfer and use of the currently underutilized knowledge and experience on census support generated by the 2010 census round.	<ul> <li>Strategic Information and Knowledge Management Branch, Programme Division</li> <li>Regional Offices</li> </ul>	

- Regional offices, in collaboration with the Strategic Information and Knowledge Management Branch, should conduct a mapping exercise to identify and systematize census support experiences that could contribute to an organizational knowledge base on census. This would allow UNFPA to more effectively capitalize on the underlying knowledge base generated from UNFPA involvement in census in many countries.
  - The regional offices should use the mapping exercise to carry out a comparative analysis for two purposes:
     (1) to generate possible opportunities for South-South cooperation by identifying potential providers and recipients (see Recommendation 8);
     (2) to identify where UNFPA could play a larger role in ensuring comparability of census data within regions. For example, in regions where migration is an issue (e.g. in South-East Asia, West Africa) UNFPA could advocate for the inclusion of migration in the census questionnaires in a methodologically comparable way, enabling regional-level data analysis and use.
- Identify good practices on census, including on the use of census and survey data in policymaking, and systematically include them within the good practices database currently being developed by the Strategic Information and Knowledge Management Branch.

**Management Response** (please provide your response to the above recommendation. Where recommendations are not accepted or are only partially accepted, please provide detailed justification. Where accepted, please indicate key actions for implementation):

**Accepted.** Technical Division, in partnership with Programme Division and Regional Offices will build on existing good practices documentations to identify experiences and good practices that could contribute to our organizational knowledge base on census. For better coordination of efforts, this exercise will be led by TD-PDB with the Inter-Divisional Working Group on Census (IDWGC), in its capacity of an internal experts group on census, coordinating this initiative and providing guidance to involved units. PD will provide needed support in terms of tools and experience in documenting and sharing good practices.

Key action(s)	Deadline	Responsible unit(s)	Annual implementation status updates	
			Status (on going or completed)	Comments
Re mapping exercise to identify and systematize census support experiences	End-2017	SIKMB, Programme Division PDB, Technical Division Regional Offices	On-going	Some assessments have been initiated already. In cooperation with ESCWA, UNFPA ASRO established a regional census task force to support census 2020 round. This supports the exchange of good practices, knowledge sharing and support inclusion of emerging issues in census 2020

				round. The progress in this regard will be reported annually. However better coordination is needed. Under TD-PDB leadership, the IDWGC, in its capacity of an internal experts group on census, will coordinate a broader, corporate initiative, building on our census portal (archive).
Identify good practices on census	End-2017	SIKMB, Programme Division PDB, Technical Division Regional Offices	On-going	After the 2010 census round, UNFPA assessed good practices on the conduct of the census, at least on two topics: (1) raising capacity of census-taking countries through South-South Cooperation (SSC); and, (2) effective analyses of the census data to inform country strategies, including sharing the analyses in regional forums. There are good illustrations identified, such as Brazil, Cape Verde, Senegal and Iraq. UNFPA in Egypt, Haiti, Costa Rica, Paraguay, Uruguay, Argentina, Venezuela, Chile, Dominican Republic, Burkina Faso and Tunisia have reported being involved either as recipient or provider of capacity- development initiatives (in the context of SSC). In addition, there are also good practices in raising capacity in socio-demographic analyses [links to Brazil and Senegal good practices in UNFPA intranet: https://www.myunfpa.org/Apps2/F usionAsset/ManageAsset.unfpa?me thod=viewAsset&ald=1048 https://www.myunfpa.org/Apps2/F usionAsset/ManageAsset.unfpa?me thod=viewAsset&ald=1251 https://www.myunfpa.org/Apps2/F usionAsset/ManageAsset.unfpa?me thod=viewAsset&ald=1204 https://www.myunfpa.org/Apps2/F usionAsset/ManageAsset.unfpa?me thod=viewAsset&ald=1204 https://www.myunfpa.org/Apps2/F usionAsset/ManageAsset.unfpa?me thod=viewAsset&ald=1204 https://www.myunfpa.org/Apps2/F usionAsset/ManageAsset.unfpa?me

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		On the use and analysis of socio- demographic data for advocacy and to inform national strategies and plans, there are many documented good practices, and the Evaluation did not capture the scale at which such work is already underway across UNFPA.
		Viet Nam CO used census data for youth analysis and highlighted the importance of gaining demographic dividends. Link: <u>https://www.myunfpa.org/Apps2/F</u> <u>usionAsset/ManageAsset.unfpa?me</u> <u>thod=viewAsset&amp;ald=1330</u>
		UNFPA in EECARO collaborates with UNECE and CISStat to prepare a compendium of good practices and lessons learned on the basis of national reports on census round 2010.
		UNFPA uses census data to support Population Situation Analyses (PSA) in countries across all regions.
		UNFPA's more recent use of census data for small area estimation (SAE) for both SRH, FP, and climate vulnerability, were presented in a variety of fora in 2015, and are being published in the course of 2016.
		PD-SIKM will continue supporting TD-PDB Technical Division, to build on existing good practices by creating a comprehensive database of experience and good practices on census, building on the existing UNFPA census portal.
		While we welcome the recommendation for an archive
		for census experience and best practices, management and
		ownership of this knowledge base should be shared (and possibly
		jointly owned) with other key actors, such as UNSD. The census
		portal should be built on and

		turned into a functional
		knowledge base, with search
		terms.
		UNFPA regional Offices would
		coordinate, validate, and engage in
		quality control of the
		contributions from UNFPA COs to
		such a knowledge base. While RO
		would lead the generation of best
		practices/lesson learned with
		information from the CO, it would
		be important for IDWGC to be
		involved and decide what aspects
		of a particular census is good
		practice. To this end COs (staff,
		CTA of NSO) could be invited to
		brief IDWGC on the census and the
		group could discuss and decide
		the aspect of that particular
		census worthy of documentation
		as best practice.

II - Exploit the full potential of census data						
Recommendation No. 4 Incorporate data use as a focus of UNFPA census support. UNFPA should decide whether its support to the 2020 census round will focus primarily on <b>the production and availability of data</b> – continuing current practice – or also include an emphasis on <b>data use for policymaking</b> . If the latter, UNFPA should ensure that the actual implementation strategy is consistent with the theory of change, allowing for adaptations of the UNFPA business model so the modes of engagement can adequately adjust to the wide variety of country contexts and UNFPA support settings.	To: - Executive Director for the decision - Population & Development Branch, Technical Division - Strategic Information and Knowledge Management Branch, Programme Division - Regional Offices	Priority: High				

To shift the focus from production and availability to dissemination and use of census-related data at the country level, UNFPA should consider the following recommendations in the areas of 1) planning and programming, 2) implementation strategies, and 3) modes of engagement:

#### 1. Planning and programming

- Expand the definition of a census project to include support for the effective use of census results. Activities to support an enabling environment for the use of data should be undertaken throughout the census process, including during the intercensal period. Activities could include capacity development for government staff on using data for policymaking and for civil society organizations on using data for advocacy.
- Include activities related to analysis and data use for policymaking from the onset—even prior to the development of the census project document. Activities should begin as early as the initial policy dialogues between UNFPA and the government (e.g. the NSO) that occur during the census preparatory phase.
- Clearly state in all census project documents or any other alternative census support design that the census support time frame does not end with the publication of thematic reports.
- Support to data use should be included at the onset of census support and continuing throughout:
  - The connection between data and policies should be embedded in census project
  - Planned activities should include user-producer consultations, which should occur
  - Planned activities in census project documents should also explicitly include support design from the outset and be covered by the census work plan and the budget throughout the process. Consultations should not only address the content of the census questionnaire but also the data needs (the dissemination products and services) of census data users to developing the capacity of data users to analyse and effectively use data for policymaking or advocacy.

## 2. Implementation strategies

• Develop the capacity of NSOs to identify potential uses for the data they produce, particularly for ministries, local governments and civil society organizations. This implies a change in NSO mindsets from

data producer to provider of statistical information, requiring the ability to listen to and understand the needs and topics of interest of data users.

- Advocate that governments systematically include policy impact assessments in any project of law to be discussed by their legislatures. This will lead to systematic evidence-based policymaking.
- Expand work with civil society organizations and academia to promote the use of data within programme countries by, for example, encouraging NSOs to allow access to anonymous (to ensure confidentiality) micro-data by researchers. This type of advocacy often requires a level of technical expertise unavailable within country offices; the role of regional offices (regional population and census advisers) is therefore crucial. Suggested strategies to engage with civil society and academia include:
  - Using soft-aid and policy dialogue, UNFPA should promote, mediate and facilitate (as a convener) dialogues between civil society organizations and governments on topics covered by the UNFPA mandate (e.g. adolescent pregnancy, the demographic dividend). UNFPA could contribute to these dialogues by ensuring that arguments are empirically grounded in census-related data. Discussions could be kicked off in workshops discussing the findings of census thematic reports. This would be highly in line with the call for stronger links between NSOs, academic researchers and ministries and the call for strong partnerships between university researchers and government leaders, made in the ICPD beyond 2014 report.
  - Establish partnerships with academia, including research universities, to analyse specific topics related to the UNFPA mandate using census and survey data.
  - Organize advocacy competitions, whereby, given a topic established by UNFPA, civil society and/or academia are invited to present an advocacy action or strategy based on census-related data. This type of activity could also serve to assess capacity gaps.
  - Expand the focus on data use to local administrations, supporting the creation of demand for data at the local level. This could be done by supporting linkages among academia, civil society organizations and local administrations through funding calls for proposals or competitions (quizzes). Academia and civil society should be encouraged to work together with local administrations to propose solutions to local challenges by analysing and using census-related data. UNFPA should guide this process.

## 3. Modes of engagement

- Permit flexibility in the modes of engagement to best address local needs, particularly in countries that fall under the yellow and pink quadrants. Capacity development is a well-suited mode of engagement to enhance national stakeholder ability for the use of census-related data. Capacity development (e.g. funding training courses or technical assistance) is often a necessary precondition for UNFPA to engage in advocacy and policy dialogue (the preferred mode of engagement for pink and yellow countries).
- Strengthening the capacity for using census-related data in policy-making does not necessarily imply that UNFPA has to provide capacity development directly. It could make use of the comparative advantage it has in programme countries as a convener in population data related aspects including census and play a convening role by using a partnership approach in the framework of the Sustainable Development Goals agenda. In practical terms, this could imply linking donors with an interest in data use with academia and civil society organizations, linking academia with civil society within a country or establishing partnerships to foster use.

**Management Response** (please provide your response to the above recommendation. Where recommendations are not accepted or are only partially accepted, please provide detailed justification. Where accepted, please indicate key actions for implementation):

**Partially accepted.** We agree with the need to anticipate needed capacity strengthening for the *use of census* within all planning, funding and support for census in countries, and the new UNFPA 2020 Census Strategy reflects that. This extends the timing and strategy for investments in important ways, and while some of the recommendations from the evaluation speak to shorter-term strategies for building capacity for analysis and use of data, we feel it will be essential to complement these with a longer-term focus on institution building, including training for the next generation of demographers, other population data analysts and census experts. We fully agree with planning that anticipates the end-users of census data, and builds within the UNFPA capacity strengthening, convening and advocacy programmes, the inclusion of potential end-users from the outset. However, the full implementation of this recommendation remains a challenge, as use of data (utilization) within government legislative processes is beyond the UNFPA mandate, and is an internal government business that involves all ministries and government bodies and has to do with the governance and the adoption of evidence-based planning and decision making.

Key action(s)	Deadline	Responsible unit(s)	Annual implen	nentation status updates
			Status (on- going or completed)	Comments
Planning and programming	End-2017	Population & Development Branch, Technical Division	On-going	Within the 2020 UNFPA strategy, explicit attention will be given to an improved proposed architecture of support through ROs and COs to strengthen regional institutions that can provide ongoing support to governments for the use of population data. This will include data from the census, but it extends further, including CRVS and other registry data, household surveys, and potentially big data. It also includes an explicit emphasis on longer-term training within the region for the next generation of experts. Our resource mobilization strategy articulates modest support to at least 2 centres of excellence per region.
Implementation strategies	End-2017	Regional Offices	On-going	Regional offices are currently working on the development of regional strategic frameworks, which are to be aligned with global UNFPA's Census Strategy for 2020 Census round. New operations are stressing the importance of a higher prioritization on data analysis and utilization. Information shared with COs and National Statistical Offices.

				Regional mechanisms (census group of the Regional Statistical Conference to be presented with UNFPA's new Census Strategy). In keeping with the recommendation to localize the census operations, regional adaptation of the UNFPA strategy is in process, and all regional offices are contributing to the overall UNFPA 2020 Strategy. Establishing partnerships with academia, including research universities, to analyze specific topics related to the UNFPA mandate using census and survey data is an excellent recommendation, and part of the forthcoming strategic plan. Use of data is being promoted within programme countries, including free access to anonymous micro-data by researchers. Recent UNFPA analyses of demographic dividend status and potential include explicit use of census and related projections for national planning, and are being generated for all COs. We agree with a lighter recommendation that UNFPA should focus on dissemination and analysis (to make evidence available), advocate for use of data for national development planning, and strengthen our provision of technical
				support to this effect.
Modes of engagement	End-2017	Population & Development Branch, Technical Division Programme Division	To be initiated	As stated above, the argument for our regional-focus in human resource support reflects the recommendations raised in the Evaluation (see also responses to recommendation 3).

	To:	Priority: Medium
<ul> <li>View dissemination as the link between data availability and data use for policymaking.</li> <li>UNFPA should work with NSOs in an innovative ways to ensure that census-related data is disseminated in a manner that fosters data use in policymaking and advocacy. Towards this end, UNFPA should challenge current NSO assumptions on dissemination mechanisms.</li> </ul>	<ul> <li>Population and Development Branch, Technical Division</li> <li>Regional Offices</li> </ul>	Medium

Suggestions on how to foster and improve the dissemination of census data:

- UNFPA should advocate for, promote and facilitate the increased frequency and content of user-producer workshops and consultations on census data dissemination. The sequence and intensity of these workshops should reflect the level of statistical literacy in the country and be part of UNFPA-supported capacity development actions to enhance national capacity for the use of census-related data.
- Similarly, when promoting the use of anonymized micro-data, UNFPA could play a crucial bridging role. UNFPA could work with NSOs to raise awareness on feasible alternatives for publishing anonymized micro-data, and then support micro-data use by researchers, civil society and universities. UNFPA could help address concerns related to the release of micro-data (e.g. confidentiality) by sharing good practices culled from the array of organizational experience. UNFPA could also highlight the various considerations within different contexts when deciding to release micro-data.
- UNFPA country office staff should support NSOs to find new ways of presenting data to foster use. For example, UNFPA could support:
  - The adoption of available technologies to support dissemination (e.g. dissemination based on geographic information systems).
  - Combining census data with geo-localized information on equipment (for example health centres or schools) in geographic information systems in order to allow analysis on the average distance of the population to an equipment (such as a health centre) or the size of the population within a certain radius of equipment;
  - A variety of dissemination tools, such as online access to the census database, user-defined tabulations, mapping facilities or CDs that include a dissemination application and corresponding data (particularly useful in countries with slow Internet speeds);
  - Services adapted to categories of users (e.g. cross-tabulation of census information upon request for academic or skilled users);
  - Innovative visualization techniques to present statistical information in a more user-friendly format; and
  - Linking census data dissemination with other surveys, such as the Demographic Health Survey or household surveys, to support access to information that is theme-oriented rather than source-oriented.
- If thematic reports are published from the census, these reports could use census data to illuminate inequalities or gaps in access to resources within a country or region. This would support evidence-based policymaking and the allocation of public expenditure based on empirical assessment.

**Management Response** (please provide your response to the above recommendation. Where recommendations (or parts of) are not accepted, please provide detailed justification. Where accepted, please indicate key actions for implementation):

**Accepted.** UNFPA fully agrees with the stated need to advance the wider use of innovative methods for dissemination, display and visualizing the data and for housing interactive databases. These are useful recommendations, and will be discussed in the next meeting of the IDWGC, as details of how best to improve dissemination are not yet elaborated in draft of UNFPA Census Strategy. The evaluation underscores the importance of mapping, visualization and the integrated use of census data with data from other sources, such as household surveys, for small area estimation (SAE), and other types of sub-national analysis.

We fully agree with this recommendation, and would note that this is actually an area of growing technical strength within UNFPA, responding to a growing demand from CO's and governments for our technical support for exactly this type of integrated analysis and data mapping. We regard this as an important area of strength within UNFPA that should be expanded within the organization, and provided at greater scale. For example, PDB has recently provided intensive guidance to several countries for mapping and analysis of development indicators at sub-national level (e.g., Nepal, Zambia), and used these techniques to provide visual analysis of development indicators for all 48 of the Least Developed Countries. We fully agree that more is needed, given growing interest from many countries. The UNFPA Census Strategy, and the new UNFPA Data Fund concept note, are each crafted to respond to this growing demand, and increase capacity within UNFPA to provide such support to more countries worldwide.

Key action(s)	Deadline	Responsible unit(s)	Annual implementation status updates		
			Status (on- going or completed)	Comments	
Operationalizatio n of data dissemination	End-2017	Technical Division Regional Offices	On-going	UNFPA will seek to broker, mainly through its regional offices and regional partners, increased early collaboration between potential end-users of the census findings and the NSO. New technologies, methodologies (traditional, combined) and use of the Internet have opened opportunities for innovative dissemination, but demand the engagement of young professionals who can bring cutting edge technical capacity in innovative, interactive web-based data systems that will generate greater public interest through enhanced visual display and dissemination. Some of the gaps are being addressed through regional initiatives. In LACRO, new Census Projects supported by UNFPA proposes the inclusion of additional activities: i) training civil servants, academia, NGOs to use Census Data; ii) ensuring that main demographic analysis and projections at different levels of	

	disaggregation, including the calculation
	of specific populations at the subnational
	level to design policies to ensure universal
	coverage of Education and Health; and iii)
	establishing mechanisms to promote the
	utilization of Census Data for the design of
	evidence-based policy.

Recommendation No. 6 Explore the potential use of combining census data with other sources including surveys, administrative sources and other sources of da for development in order to foster full use of census data in the framework of national statistical systems. UNFPA should promote the role of the population and housing census as the backbone of national statistical systems, above and beyond a one-off da collection exercise. UNFPA should support Programme Country efforts explore the possibilities and to exploit the full potential of combining census data with data from other sources.	a e Population and Development Branch e - Data for Development Project	Priority: Medium
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- UNFPA should intensify its recognized convening role in the context of support to census and expand it by more actively participating in country forums and mechanisms set up to strengthen overall national statistical capacity. In these forums, UNFPA should advocate for census to be seen as the backbone of the statistical system. UNFPA should also promote using census data together with data from other sources in order to advance data use in policymaking.
- UNFPA should support Programme Country efforts to explore the full possibilities of combining census data with data from other surveys and administrative sources. This will increase the usefulness of census data as an input to decision-making by expanding the scope of questions that the data can address.
- UNFPA should support Programme Country efforts to develop and disseminate small-area estimation methodologies to combine census and household surveys data to analyse, for example, gender and sexual and reproductive health at the local level. Methodologies similar to poverty mapping techniques (using correlations observed in surveys between variables of interest with variables also collected in a census) can enlarge the scope of local-level analysis.
- UNFPA should collaborate with Programme Countries to explore the potentialities of big data in combination with census data to develop analysis on topics related to its mandate such as family planning, child marriage, and the demographic dividend, amongst others. Big data sources, such as mobile phone data, web search data and social networks, can provide valuable information on, inter alia, internal or cross-border migration, sexual health, behaviour of adolescents, youth, gender and human rights. Big data often, however, needs to be combined with statistical data (from census or surveys) to increase its comprehensiveness and to improve its use in deriving ratios or indicators. For example, adolescent attitudes towards safe sexual behaviour generated from social network data allows for an analysis of sexual and reproductive health needs when applied to the size and localization of adolescent groups captured by the census.

**Management Response** (please provide your response to the above recommendation. Where recommendations are not accepted or are only partially accepted, please provide detailed justification. Where accepted, please indicate key actions for implementation):

**Accepted.** The demand for this integrated use of census with survey data is growing, and UNFPA is currently engaged in direct training to countries (Nepal, Zambia), and planning regional trainings to follow. It is also a discussion with UNICEF and UNPD for development of potential training tools for NSOs and academics, especially for small area estimation.

Key action(s)	Deadline	Responsible unit(s)	Annual imple	ementation status updates
			Status (on- going or completed)	Comments
Full use of census data in combination with population data produced through other resources/projects	1 <sup>st</sup> results to be delivered by end-2017	<ul> <li>Technical Division</li> <li>Population and Developme nt Branch</li> <li>Data for Developme nt Project</li> <li>Regional Offices</li> </ul>	Ongoing	As noted in the response to recommendation 5 (above), UNFPA has found high and growing demand from countries for skills combining census and household survey data, and environmental risk data, to allow small area estimation and mapping of district level needs in FP, vulnerability to climate change, and the potential for a demographic dividend. After responding to country specific requests from Nepal and Zambia, UNFPA has noted with regional offices, that growing demand will require a broader strategy for dissemination of these skills, ideally through regional workshops. A Regional workshop of this type is currently planned for Asia/Pacific region in 2016, and we anticipate more to come in 2017 and into the future. As UNPD recognizes this growing demand, we jointly held a meeting in April 2016 to discuss with UN Population Division and UNICEF, the potential value

	of developing training materials for such integrated analysis in future. No time- table has been set.
	UNFPA is also partnering with the Danish Statistical Office to support the growing use of registry/administrative data for census – which initially demands parallel and comparative analysis to assess coverage and quality. UNFPA's role in this regard has been to broker partnerships between the Danish government and country offices interested in these developments.
	Other data integration efforts underway include use of satellite imagery with local census data in Afghanistan, which depending on success, will warrant write-up of lessons learned.

	III – Explore new funding mechanisms	and tap into the full potential	of South-South cooperation
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Recommendation No. 7	То:	Priority:
Examine new funding mechanisms to support dissemination and use	- Population and	High
of data for development, including census-related data.	Development	
Explore the possibilities offered by and feasibility of a global-level trust fund dedicated exclusively to supporting the dissemination and use of data, including census-related data in the 2020 census round. The trust fund could address some of the challenges raised in this report, including 1) limited levels of support to the dissemination and use of census-related data; 2) the narrow conception of census (i.e. census seen as a one-off exercise); and 3) the low value for money of the investment in census in terms of enhanced national capacity for use of data.	Branch, Technical Division - Division for Communication & Strategic Partnership	

• Examine the possibilities offered by a global trust fund operated at the global level to support the dissemination and use of data, including census data for the 2020 census round, at the country level. To this end, UNFPA should use its recognized convening role to lead the process and bring together relevant actors into the discussion in the framework of the Agenda 2030 and the need for data.

## Suggestions concerning support to dissemination and use of census data within the trust fund:

- The census part of the trust fund should focus on supporting the dissemination and use of census related data for evidence-based policymaking and programme development. Activities eligible for funding could include capacity development for data analysis and use in policymaking, mobilization of international high-level expertise for knowledge transfer and exchanges of experiences on dissemination and use of census-related data.
- Furthermore, the trust fund could foster the implementation of innovative technology for better dissemination and use of data by providing resources for such initiatives. These could include, *inter alia*, online cross-tabulation tools to combine data and metadata, geographic information systems to map the spatial distribution of the population in relation to services such as schools or health facilities, and disaster mitigation applications.
- Moreover, the criteria for fund allocation for initiatives on the use of census data should include the establishment of quality assurance mechanisms, including governance mechanisms, national capacity assessments on data dissemination and use, user-producer consultations from the onset of the census operation and the development of census project documents focusing on the use of census-related data.

**Management Response** (please provide your response to the above recommendation. Where recommendations are not accepted or are only partially accepted, please provide detailed justification. Where accepted, please indicate key actions for implementation):

**Accepted.** We agree with this recommendation regarding the potential for a global multi-donor trust fund for Strengthening Data for Development, including census. The concept to operationalize this recommendation and create a Data for Development Multi-Donor Trust Fund has been approved. Steps are underway to institutionalize and roll it out.

Key action(s)	Deadline	Responsible unit(s)	Annual implem	entation status updates
um(s)	Status (on- going or	Comments		

		completed)	
Use of new and emerging funding mechanisms to support dissemination and use of data for development, including census-related data.	Population and Development Branch, Technical Division Division for Communication & Strategic Partnership	Ongoing	See above. Discussions are underway, with the emphasis recommended in the evaluation – for broad strengthening of capacity for the generation and use of data for development planning and implementation. This includes strategies listed above and an explicit emphasis on strengthening capacity within and among UNFPA staff.

Recommendation No. 8	То:	Priority: Medium
Prioritize exploring the full potential of South-South cooperation for census support, in line with the 2014-2017 Strategic Plan. Explore the possibilities offered by and feasibility of a global-level trust fund dedicated exclusively to supporting the dissemination and use of census-related data in the 2020 census round. The trust fund could address some of the challenges raised in this report, including 1) limited levels of support to the dissemination and use of data, and 2) the narrow conception of census (i.e. census seen as a one-off exercise).	Development Branch, Technical Division - Regional Offices	

- With the support of the Global South-South Cooperation project, regional offices should undertake a mapping exercise in order to identify those countries that may benefit from South-South cooperation as a mechanism for providing technical assistance for census, following the Egypt-Iraq-UNFPA experience. One approach to consider would be to conduct, in partnership with UNSD, a survey of NSOs receiving support from UNFPA in order to gauge their ability to engage in South-South cooperation for census. Once possibilities are identified, regional offices should advocate for the use of South-South cooperation as a mechanism to deliver technical assistance for census and to assist country offices in implementing it.
- Regional offices should support country offices explore the use of South-South cooperation to strengthen their capacity on data use. Currently, a few South-South cooperation experiences (Egypt-Iraq; and Brazil in Cape Verde, São Tomé e Principe, Senegal, Côte d'Ivoire and Haiti) have focused on the provision of technical assistance for the production of census data. However, none have focused on the provision of technical assistance for the dissemination and use of data for policymaking. Yet, there were opportunities in the 2010 census round (good practices on use of data in Indonesia and Peru, for example) in which South-South cooperation could have been used to transfer capacity on the use of census-related data.
- Regional offices should support country offices' expansion of South-South cooperation between programme countries to include not only NSOs, but also other key national stakeholders such as line ministries, civil society organizations and academia. This would be particularly appropriate when exchanging experiences on the use of census-related data for policymaking.
- The Global South-South Cooperation project should salvage tools that worked previously but have since been discontinued (such as the on-line South-South cooperation platform in the LAC region), and assess the usefulness of expanding them to other regions.

**Management Response** (please provide your response to the above recommendation. Where recommendations are not accepted or are only partially accepted, please provide detailed justification. Where accepted, please indicate key actions for implementation):

**Accepted**: The current South-South project is noted for the use of new technologies for census, and not for use of data. That said, our emerging discussion with the Indian Government for a south-to-south center of excellence in census has included an explicit emphasis on use of data, and a variety of ongoing mechanisms within UNFPA (NTA training, small-area estimation mapping of family planning data, and the generation of national case studies on demographic dividend), all employ census data, and include capacity strengthening. We agree that more formal and corporate strategies for strengthening use of data are called for, and these are included within a broader strategy for improving Data Capacity (PDB Vision and Strategy), but would again anticipate centering these within regions.

Key action(s)	Deadline	Responsible unit(s)	Annual implementation status updates
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			Status (on-going or completed)	Comments
Exploring the full potential of South-South cooperation for census support	2017- 2018	Population and Development Branch, Technical Division Regional Offices Global South- South Cooperation project	On-going	Since 2014, knowledge sharing and collaboration between NSOs in LAC has been included as a main source of expertise for the planning processes of the Census in Colombia, Chile and Peru. South-south cooperation between Brazil and Haiti is still on the table, despite the use of Brazilian Personal Digital Assistant (PDAs) have not been considered due to cost/benefit reasons. New operations yet to consider more intra- regional cooperation. The P&D network has been strengthened, and the regional strategy regards SSC as a main vehicle in the region for capacity development and knowledge sharing. In Asia and the Pacific, the setting-up of the Census Resources and Training Centre under the Office of the Registrar General and Census Commissioner of India offers opportunities for the promotion of South-South cooperation initiatives on various aspects of census undertakings. APRO is also leading efforts to operationalize a MoU signed with the Government of China on SSC which could include SSC in censuses and data in general. However, South-South is not welcomed in all regions, and is seen somewhat as a misnomer,

		as census is typically involves a "North" partner as well. For instance, in the EECA region countries are primarily looking towards technological innovations in western countries and are interested in technical collaboration in this regard.
		In the EECA region, country offices have very limited budgets, however, and due to their classification as "pink" countries focus primarily on advocacy rather than on capacity development. This severely limits their options in following up on several of the above recommendations.
		We would welcome a recommendation that mentions global support to training, deployment, and continued development of REDATAM. It serves multiple purposes as mentioned in the above recommendations, and UNFPA has a long history of supporting it already.