

Report

To

Steering Committee

PARIS21

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1. Introduction

That statistics are a public good and important in public policy has increasingly become conspicuous and has become common discourse. In fact, albeit in a limited number of countries in the developing world, there is evidence of broad mobilization of resources in support of statistics as the basic evidence for decision making. In these countries financial resources, legislative reforms and human development initiatives have focused on improving statistical capability and competence. In addition and as a corollary, it is notable that globally, efforts of PARIS21 have brought about a renaissance in the keen attention given to statistics as the basis for evidence in decision making and public policy. These developments hold promise for the future and are commendable. However, even with these bright spots on the public policy tapestry, there are very worrying patches of paucity of statistics in terms of geographic coverage, theme and or sector and generally in the production and reproduction of skilled people that would produce and manage statistical processes.

In fact the absence of statistics is more a worrisome condition where situations of political and economic calm are threatened or where there is political, social and economic turmoil. It is in this context that a meeting was convened to try and understand both the importance of statistics and the relationship, if any, it holds with other determinants and correlates of political, economic and or social stability. In short the question is whether statistics can, at any given point or more generally, be a catalyst, correlate or determinant of stability and contribute as a curative, restorative or preventative antidote to real or potential social, economic or political turmoil and or conflict. The meeting was held with the intention to understand causes and manifestations of conflict; secondly to come up with a preliminary framework that would lead to a general approach and methodology to production of statistics in conflict and post conflict conditions and thirdly to document the interplay between fragility and statistics. To achieve this purpose, the convener thought the best laboratory would be provided by countries that experienced conflict and the responses that their statistics institutions gave. Based on the presentations from different countries a framework of what appeared to be best practice was drawn.

The Co-Chair of PARIS21, Pali Lehohla, Statistician-General of Statistics South Africa, has been given a mandate to define the notion of fragile and in conflict states and the possible implications for their statistical development in its post-conflict form. The meeting was attended by the following countries: South Africa, Afghanistan, Rwanda, Sudan, Somalia, Uganda, Ghana, Mozambique, Cambodia, Senegal and Egypt (**Annexure 2** is attached). Some of these countries attended in their capacity as friends of the ECA.

This document is a report to PARIS21 Steering committee on the assignment. The report does not pretend to be a treatise on statistics and conflict neither does it claim to have dealt sufficiently with the subject, indeed three days cannot be enough to handle a decent peace of work. What it does is to elicit some of the salient issues and hope that a more dedicated and focused research work will ensue. So it is seen as the beginning of

research work on the information society, democracy, peace and conflict and what role statistics plays, can play and should play.

The report is organized into the following:

An introduction, which gives background to the purpose of the document, second in a paragraph or so that deals with definitional issues of what a state is and what it represents as an institution. It provides the characterization of forms of state in relation to vulnerabilities such as fragility, in conflict, failed and post-conflict statuses that states may experience. Third, it then explores the sources of conflict and draws on several examples from parts of the world. It looks at the consequences of such conflicts. Fourth, it draws summaries from the reports of countries that presented as well as from other experiences of countries that were not represented. Finally it seeks to draw best practice out of these experiences and comes up with a framework that could be interrogated further for use by those who would address matters statistics in conflict and post-conflict situations.

2. State: what is a state?

We need to first define a *state* in order to understand a fragile, crisis, failed or post-conflict state. A state is a sovereign political entity that is recognised as the highest authority within a given territory by other states. Being recognised as an equal means that other states trust that such a state can handle its own affairs without interference by other states. A state does not necessarily have to be formally recognised through diplomatic arrangements.

What is a crisis, failed, fragile and a post-conflict state?

A ***crisis state*** is a state under acute stress, where reigning institutions face serious contestation and are potentially unable to manage conflict and shocks.

A ***failed state*** is a state whose central government is so weak or ineffective that it has little or no practical control over much of its territory, leading to potential, or complete, collapse of the state.

A ***fragile state*** is a state that is failing, or at risk of failing, with respect to authority, legitimacy and comprehensive service entitlements of citizenry.

A ***post-conflict state*** is a state that has emerged out of conflict, crisis or fragility and is progressively establishing institutions and making resources available to sustain itself.

Fragile and weak states rank among the greatest threats to international peace and security. The proliferation of intrastate conflicts is a threat to the stability of the international system (Lumsden 2003: 796). Most countries entered a state of conflict after emerging from the colonial era. During and after conflict these countries may have outdated

systems and administrative structures. Prolonged civil strife also impairs the development of systems and can permanently destroy them.

Internal factors play a role in conflict. Armed conflict is usually triggered by an uneven distribution of power and wealth among regions or between the elite and the masses within a given state. However, external factors - such as regional context, in terms of peace, armed conflict and mass of displacement of people - contribute to a large extent to the conflict and its resolution. Abundance of natural resources and raw material has often attracted international big players who will not promote peace as long as they benefit from extraction of such resources. Historically, weak states provided an opportunity for territorial expansion by the great powers. Powerful countries often intervened in the administration of poor, weaker states to stem social disorder that threatened their security and trade interests (Dorff 2000). During worldwide strife, as observed during colonisation and during the Cold War, force was used to maintain the territorial status quo, which led to recognition of incapable states (Türk 1996: 627). Conflict-resolution strategies usually fail when a broad context of issues at hand and key players in the strife are not properly understood.

This report seeks to situate statistics, which by their nature are objective, to serve the state during in-conflict and post-conflict times.

3. Characteristics and nature of a fragile state

In general, the characteristics of fragile states, as described by different development organisations, include inability or unwillingness to assure the provision of basic services and security to their populations (*USAID*), weak policies, institutions and governance (*World Bank*), political, economic and social systems that are confronted with challenges with which the existing institutions and organisations are potentially unable to cope (*Crisis States Program*), serious erosion of central government functions with potential consequences for other parts of the world with regard to security and development (*German Institute for International and Security Affairs*) as well as weak policies and institutions where there is little chance of sustainable development (*AusAID*).

The root causes of conflicts are different in different countries at different times. In Africa these include wars of independence, particularly in Lusophone countries such as Angola, Mozambique and Guinea Bissau. We have seen colonialism and settler occupation in the case of South Africa and Zimbabwe, secessionist conflicts such as in Senegal (Casamance), Nigeria (Biafra) and the DRC (Katanga). Then there are those caused by unlawful occupation, such as apartheid South Africa's occupation of Namibia. Africa has witnessed coups in Uganda, Chad and Ethiopia as well as ethnic eruptions in countries such as Rwanda. Africa has not been immune to interstate disputes, for example Mali-Burkina, Chad-Libya, Cameroon-Nigeria and Ethiopia-Eritrea.

Conflicts are not unique to Africa. Violent conflict is a worldwide and ancient phenomenon, occurring in Latin American and the Caribbean countries of Guatemala, and Columbia, Middle Eastern and North African countries of The West Bank and Gaza,

East Asian and Pacific countries of Cambodia and East Timor, South Asian countries of Afghanistan and Sri Lanka and Central European and Central Asian countries of Bosnia and Herzegovina, Croatia, Kosovo, Armenia and Georgia.

As conflicts fester in fragile states they bring about devastating challenges caused by appalling human suffering and distress. They deplete physical infrastructure for example transport, energy, telecommunications, public buildings and housing. They usually deeply affect the economic structure and institutions often collapse. Conflict is a vector of HIV/AIDS. Risks are substantially increased because of population movements (sometimes across borders), risky sexual behavior by many combatants, the interruption of prevention activities and the collapse of the health system. Civil conflicts destroy social capital and brew mistrust and fear.

4. Post-conflict state

Armed conflict often mutates into new forms of war and culture. Characterised by a blurring of the lines between war, organised crime and large-scale human rights violations, these “new wars” (Kaldor 1999) demonstrate new modalities which distinguish them from conventional civil wars (Henderson and Singer 2000; Keen 1998). Kofi Annan, then Secretary-General of the United Nations, said: *“Societies which have emerged from conflict have special needs. To avoid a return to conflict while laying a solid foundation for development, emphasis must be placed on critical priorities such as encouraging reconciliation and demonstrating respect for human rights; fostering political inclusiveness and promoting national unity; ensuring the safe, smooth and early repatriation and resettlement of refugees and displaced persons; reintegrating ex-combatants and others into productive society; curtailing the availability of small arms; and mobilizing the domestic and international resources for reconstruction and economic recovery. Each priority is linked to every other, and success will require a concerted and co-ordinated effort on all fronts.”*

According to the African Capacity Building Foundation study, effective and efficient coordination of efforts or lack of it makes a significant difference in post-conflict reconstruction and capacity building. Experiences show that there usually are massive needs in post conflict situations. Countries emerging from conflict usually face enormous challenges structurally, economically and capacity-wise. The challenges often render these countries incapable of undertaking activities that are required for post-conflict. Our gathering should collate information on experiences of post conflict situations. As it emerges from conflict, a state should recover the credibility it has lost during its in-conflict years. Together with considerable progress that may be made in institutional reform, the credibility of those who preside over government and represent the authority of the state should be consistent with democratic values.

5. Support to post-conflict countries undertaking censuses

Most African governments may not feel obliged to conduct censuses. In fact the two rounds of censuses in the 1990s and 2000s, Africa performed very poorly. However in

the 2010 round there has been an awakening of sorts and Africa will surprise itself and many yonder the continent. In these major undertakings, donors help mainly with funding and sometimes offer technical support but tend to impose their own conditions on the recipient countries. The latter may compromise the professional independence of the statistics agency. Only a few African countries are able to offer technical assistance to needy countries because of the absence of visible financial resources and a binding intra-Africa support framework and indeed it is not because of limited experience and skills. In Africa and beyond, countries needing help are often not sure where to turn to for technical help because of the absence of a coordinating body for census skills exchange. Ad hoc collaborations are the order of the day in the African statistical fraternity, however the ECA and ASSD are starting to play a critical role in addressing this problem.

During the meeting on fragile and post conflict states, the following countries made presentations about their experiences of conflict or as they emerge from conflict: South Africa, Afghanistan, Rwanda, Sudan, Somalia and Cambodia. Below is a summary of their experiences.

5.1. Afghanistan

Afghanistan has suffered from continuous civil war since the late 1970s and has experienced foreign interventions in 1979 and 2001. A national plan, the Afghanistan National Development Strategy, was prepared by the government and partner organisations as a roadmap to the country's recovery and development. This is important since comprehensive strategies are vital in a country that has experienced almost three decades of war. **MDG-based plan that serves as *Afghanistan's Poverty Reduction Strategy Paper (PRSP)***

The Afghanistan National Development Strategy (ANDS) is informed by the principles, pillars and benchmarks of the Afghanistan Compact. The ANDS is based on the following pillars and goals: security, governance, rule of law, human rights and economic and social development. Data is needed in every stage of strategy preparation, programme/project implementation, monitoring and evaluation

The Central Statistical Office (CSO) of Afghanistan is mandated to collect, analyse, and disseminate timely and accurate data and it has a crucial role in the ANDS process. However, the CSO, along with other institutions in the country, was destroyed during the war (physical and statistical infrastructures). While physical infrastructure may be replaced, rebuilding statistical infrastructure, including improving technical capacity, which enables data collection activities, is the most challenging job not only for CSO in Afghanistan but for every statistical system in any post-conflict situation. It requires difficult but important cultural changes, which often involve politics. Few data collection activities were undertaken by CSO in the past, thus the CSO was not able to develop capacity. Although it received some assistance from donors - e.g. from UNFPA for the conduct of the census, from UNICEF for the Multiple Indicators Cluster Survey and training for the staff and from ADB for statistical training - building staff capacity will not happen overnight.

To guide the CSO in the right direction, a seven-year plan was prepared. This is centered on three interrelated components - accomplishment or failure in one will affect the accomplishment or failure of other activities. These components are:

- *Institutional development and capacity building:* Institutional development and capacity building is strengthened by attendance of CSO staff at local and international-based training, administrative re-structuring of the organisation and statistical and physical infrastructure development including the construction of a Statistical Training Center, which is of utmost importance.
- *Strengthening the CSO and enhancing its statistical capacity:* Strengthening the CSO is ensured by undertaking various data-collection activities through surveys and administrative records - needs improved statistical system. Carrying out data collection activities not only generates data but ensures that the CSO is visible to the people and provides hands-on experience to the CSO, which was not developed in the past 30 years owing to infrequent data collection activities.
- *Conducting a census:* Conducting a census requires massive involvement of people, a huge amount of resources owing to its complex nature and massive operations. Censuses planned for the next seven years are the Afghanistan population, housing census, census of agriculture and census of establishments.

Measures are being taken to achieve the goals in the Seven-Year Plan. These measures include:

Donor meetings: Three donor meetings have been conducted, with the last on 17 May, 2009. Donors pledged to support the CSO in improving in the statistical system so that it becomes more responsive to the country's needs, becoming demand driven rather than supply driven. Donors committed to finding a suitable, coordinated funding mechanism to provide support.

Seminars and workshops: The Users-Producers Forum was held in 2008. This focused on the role of ministries in relation to establishing a responsive statistical system in the country. The Users-Producers Forum is to be scheduled every year

Creation of steering committees (SCs) and technical working groups (TWGs): The steering committees (SCs) and technical working groups (TWGs) were created to assist the CSO in improving all kinds of statistics. SCs and TWGs on children's health and welfare, gender statistics and census of population and housing were already formed. SCs and TWGs aim to assist in the achievement of objectives and facilitate dedication and cooperation among various ministries and organisations.

Coordination with local community and other influential groups: Coordination with local communities and other influential groups is important in gaining cooperation, especially

for security compromised areas. Coordination is done with village heads, religious leaders, elders and other influential people.

The CSO continues to face challenges such as security, budgetary constraints, capacity building, inadequate cooperation between stakeholders and the CSO and lack of awareness in general. The CSO will continue to carry out its mandate to ensure that quality statistics will be produced and disseminated. The CSO believes that the power of information could help bring peace and improve the lives of the people in the Afghan society. Hence, the CSO is trying to change and improve the statistical system with the help of each and every institution in the country as well as with the support of the international community.

Summary: In the case of Afghanistan, there has been a long standing conflict that has mutated into a new culture resulting from war. The posture of the agency has been, first to build an institution and strengthen its capacity and second, to build capability to produce statistics, and thirdly to run a census. Attempts at running a census under current conditions may not yield a successful census although, it is generally accepted that with a census an election would be more meaningful for Afghanistan.

5.2. Angola

Angola was involved in a civil war from for almost three decades, starting from 1975, when it gained independence. The war ended in 2002 and Angola has since been on a road to recovery. Angola is the 2nd biggest producer of oil and diamonds in sub-Saharan Africa and its stability concerns the whole of Africa. Angola has not conducted at census since 1970. Efforts are being made by the Angolan government, UNFPA, ECA and Friends of the ECA through the ASSD initiative to ensure that Angola conducts a census in the 2010 Round of Population and Housing Census. A mission comprising the abovementioned agencies as well as Mozambique and South Africa has been in Angola to assess the state of the Angola National Statistical System (NSS) and its ability to meet current and future data needs for informing policy development and decision-making as well as to assess Angola's state of readiness for conducting a census.

Summary: Although Angola ended conflict seven years ago and blessed with oil and diamond resources, evidence suggests that a strategy for the development of statistics and pathways with clearer timeframes for implementation of any significant measures in statistics have as yet not emerged. There could be other difficulties such as capacity and capability of individuals to produce statistics, but Angola has as yet not used the space of seven years to address its statistical challenges post the bitter conflict of almost three decades.

5.3. Cambodia

The Cambodian civil strife was at its highest from 1975 to 1979. People were evacuated from the cities and were sent on forced marches to rural work projects. The leadership of

the country destroyed temples, libraries, and anything considered Western. Over a million Cambodians died from executions, overwork, starvation and disease.

Statistical development predated the Cambodian civil strife. A Department of Central Statistics was established in 1948 and in 1953 the name changed to Department of Statistics and Economic Study. The name later (1963-75) became National Institute of Statistics and Economic Research under the Ministry of Planning. The statistical system was completely destroyed by the Khmer Rouge regime during 1975-79. During 1975-79 work on statistics came to a complete stop. All of the statistics documents and records were destroyed together with publications and books. The cities were evacuated; everybody worked as farmers in the rural areas. Qualified statisticians and statistical cadres either died or left the country. After the Khmer Rouge regime, the Department of Statistics was re-established in the Ministry of Finance with 21 young staff in 1979. The department was assigned to the Ministry of Planning in 1981. From 1994 to present, it was upgraded to the National Institute of Statistics (NIS) under Ministry of Planning.

From 1992 the quality and coverage of economic and socio-demographic statistics have gradually improved. The ADB provided technical assistance for the rehabilitation of the statistical system from 1992 to 2003, including national accounts, CPI, training, Socio-Economic Surveys 1993, 1994 and 1996, Establishment Surveys 1993, 1995 and 2000. **The ADB and the IMF provided extensive support on capacity building and data collections for macro economic and industrial statistics. UNDP, SIDA and WB have funded Socio-Economic Survey 2003-04. JICA assisted establishment listing in Phnom Penh and then expands to major provinces.** We are going to conduct a Census of Establishments in 2011, which is primarily supported by JICA.

UNFPA provided primary support for the Demographic Survey 1996, Population Census 1998, Cambodia Demographic and Health Survey 2000 and Cambodia Inter-Censal Population Survey 2004. UNFPA, JICA, government of Japan and the German government have assisted the government of Cambodia in funding Population Census 2008. In 2006 the SIDA project focusing on the household survey, IT strengthening and subject matter analyses was started. The results will provide primary information for the quarterly national accounts and annual monitoring the NSDP and contribute to the annual report. Staff were developed through local- and foreign-based training, study tours and participation in seminars. The second and third phase of ADB's TA supported six staff who are studying masters degrees in the Philippines and several other staff who are completing diplomas and certificates from abroad. Several hundred staff have completed short training programmes.

Training is a priority for statistical development in Cambodia. NIS provincial and district office staff, and staff working in other statistical units are prioritised. The JICA project started in September 2005 and focused at the beginning on training (more than 500 staff of the NIS, line ministries and provinces), census mapping and digitizing, data processing of the census and establishment surveys and later on population census 2008. In January 2001 Cambodia adopted the General Data Dissemination Standards framework on core economic and social statistics, and has commenced implementation of these standards to

expand and improve these statistics. The Statistical Master Plan (SMP) sets out a longer term, prioritized plan for Cambodia's national statistical system (NSS). It covers the whole of the NSS including the NIS, statistical units in line ministries and the National Bank of Cambodia. The Statistical Master Plan provides the strategic long-term view and longer-term financing plan needed for planning statistical activities.

There is also considerable scope to improve buildings, equipment, facilities and technology infrastructure, especially for provincial and district offices, and in establishing new statistical units within ministries and institutions of the RGC. Developing and implementing an integrated dissemination strategy for official statistics is another priority project. Official statistics will be released in English and Khmer, in both print and electronic format, as well as via the NIS Website. The NIS needs to conduct agriculture and establishment censuses urgently. These have never been conducted in Cambodia and this lack of benchmark data has significant implications for the accuracy of GDP levels estimates in current prices. Similarly, the lack of producer and trade price indices brings into question the quality of GDP constant price estimates.

Cambodia's NSS is largely decentralised. Various ministries and other institutions collect and produce statistics as part of their work. Some data comes from administrative systems and others from statistical enquiries. The central institution in the NSS is the NIS. The NIS was strengthened further by the enactment of Statistics Law in 2005. The Law makes provision for dialogue between users and producers of statistics through the Statistics Advisory Council and also makes specific provision for coordination and cooperation through the Statistics Coordination Committee. **The Sub-Decree on the Organisation and Functioning of the National Statistical System provides details of some provisions of the Statistics Law. The NIS is the official statistical policy-making body of the Royal Government and is responsible for establishing and leading an integrated national statistical system that covers all designated official statistics of ministries, government institutions and the statistical units of provinces, municipalities, districts and statistical staff in communes.**

Cambodia still has challenges relating to statistical development. In some cases, several initiatives have been started to strengthen the national statistical system in Cambodia. These challenges include inadequate national financing of official statistics, irregular and largely donor driven data collection and compilation, significant data gaps that preclude monitoring and measuring development outcomes on a regular and timely basis, limited coordination of data collection and cooperation between ministries and institutions of the RGC on statistical matters and information sharing as well as inadequate technical validation of much of the available data, and limited access, dissemination, frequency, quality and range of official statistics.

Work continues to be done in the following areas:

- *Human resources development*: Cambodia lost its professional cadres in the mid 1970s and, despite efforts in human resources development in the past 10 years,

still lacks highly qualified and experienced staff to work on specialized subjects across the statistical system.

- *Budgetary constraints:* As the revenue base is growing slowly the financing of statistical programmes is constrained owing to needs of high-priority programmes such as rehabilitation of agriculture, education, health and physical infrastructure. The recent workshop " Partnership in Statistical Capacity Building for Cambodia, 9-11 October 2002", identified 51 proposals from all statistical units of the government, but it is not clear how much donor and government financing will be forthcoming for these proposals.
- *Low salaries of staff:* Has the tendency of increasing the flow of qualified, trained staff to the private sector, private universities and other forms of employment where pay levels are higher and benefits more attractive. To maintain living standards, some good staff are not working full time for the NIS and are earning supplementary incomes elsewhere.
- *The strengthening of local offices:* Is necessary to ensure the efficiency of the statistics work and to serve the decentralization policies of the Royal Government. Local offices are still weak, especially after the shift from a centrally planned economy to a free market economy. Local offices need more statistical work, training and equipment to enable them to work in the new environment, to serve NIS and local government.
- *Management, coordination mechanism and implementation of statistics law:* Need to be strengthened in the coming years to ensure good quality, timeliness, relevance and the independence of official statistics.
- *Economic indicators and environment statistics:* Must be strengthened by producing for example good import and export statistics and producer price statistics. Economic statistics collected from administrative data sources must be expanded and quality assured.
- *National statistical standards:* The work involved is specialized and extensive and requires technical support from UN and the other specialized agencies that established these international standards and classification schemes, in order to implement these standards for the Cambodian Statistical System.

Summary: Cambodia was hemorrhaged by years of misrule and genocide. Cambodia lost almost a million people over this period of time and in the process also lost its human resources and capacity to produce any statistics for close to three decades. Conditions for peace required that statistics are produced and the first thing that Cambodia did when an opportunity for peace emerged was to have a census, and in 1998 a census after three decades was conducted in Cambodia. This was followed by short term surveys and then finally, Cambodia focused on institution building. Ten years later Cambodia can affirm

that it is on the right path on the development of statistics and successfully undertook a second census in 2008.

5.4. Rwanda

Rwanda has experienced massacres in 1959, 1973 and the early 1990s. The third massacre of 1990-1994 culminated in genocide in 1994 where 800 000 to one-million people were killed. During 1996-1997 about two-million Rwandans returned from exile, among which one million became internally displaced. Those who went into exile - one million - also returned after being away for many decades. The major demographic changes that resulted from the genocide will have a serious impact on all the country's social and economic components. Endemic rural poverty was aggravated.

New categories of population have emerged, notably households that are headed by children and or women. When the country restored peace and order in late 1994, the government set ambitious plans to rectify and heal the damage caused by the conflicts leading to the genocide. There was an urgent need for statistical information to show progressive orientations of trends.

In post-conflict situations core data on the population that was affected is required. This data will be disaggregated by age and sex. Other information about the location of the affected population causes of displacement /movement, patterns of displacement, protection, concerns of victims, social infrastructure and services, resource allocation and governance is required. Data collection can be conducted through a rapid assessment (flow monitoring, headcount, focus group discussions and dwelling count), household surveys, registration systems and population and housing censuses. Statistics can be used to measure the impact and the consequences of the crisis on the population and on the environment through introducing variables such as residence before the crisis, type and cause of disability as well as survivorship of parents. Post-conflict in-depth analysis is required to capture information relating to population distribution, structure and characteristics of the population. Also required is an in-depth analysis of information relating to household structure and composition and education. Additionally, such an analysis pertaining to health, economic activity levels, direction of flow of migratory streams and the size structure and composition of migrant populations is also required.

Prior to 2005, two government entities were in charge of official statistics in Rwanda: the Department of Statistics that was affiliated to the Ministry of Finance and Economic Planning (MINECOFIN) and was responsible for economic statistics and carrying out household/business surveys. The National Office of Population (ONAPO), which was affiliated to the Ministry of Health (MINISANTE). The Office of Population was in charge of conducting population surveys and social and demographic surveys and carrying out population researches and studies.

In 2006 the two statistical entities were combined to constitute the National Institute of Statistics of Rwanda. The NISR is a semi-autonomous governmental organisation in charge of data production and dissemination on social, demographic and economic fields.

The NISR is responsible for coordination of the National Statistics System (NIS). Rwanda has experienced a period of conflict that reached its peak with the 1994 genocide. Several statistical surveys/projects were carried out in response to planning requirements. The surveys/projects dealt with measuring the genocide impacts and the environment, and these are:

- Prevalence of Disability in Rwanda (1994)
- Socio-demographic Survey (1996)
- Census of Genocide Survivors - two rounds (1998, 2007)
- Survey of Health Insurance (1998)
- Demographic Health Survey II and III (2000, 2005)
- Living Conditions Survey (2001-2005)
- Development Indicator Survey (2001)
- Economic Statistics (GDP, CPI, PPI, etc)
- The Population Census (2002)

The NISR was successful in timely provision of a wide range of required statistics and in rebuilding statistical capacity in Rwanda. The Genocide Survivor Censuses have proven effective for targeting beneficiaries of social assistance and the Health Insurance Survey was very helpful in expanding the insurance coverage to all genocide survivors. The establishment of a single governmental entity (NISR) to be in charge of official statistics in Rwanda was also a success factor. The NISR has been able to meet data requests of different organisations in a swift and efficient manner. The involvement of development partners in developing statistics in Rwanda has been achieved.

There are a limited number of professional statisticians available and the statistical infrastructure was almost destroyed immediately after the genocide. The enormous shortage of data after the conflict has compelled many intervention-seeking organisations to carry out surveys for their own purposes and this led to inconsistencies and even contradictions in many statistical indicators. Many simultaneous surveys carried out by NISR may have impaired the application of rigid quality assurance measures. There is a need for continuous capacity building and the hiring of more staff.

Summary: Rwanda has had over a period of time a low key sponsored ethnic conflict. This conflict simmered over a long period of time and often intermittently erupted into open ethnic wars. Surrounded by a complex set of political influences and international interests, the tensions reached boiling point and exploded into the fastest wave of ethnic cleansing, a full scale genocide that was executed in just under two months. Up to a million people were murdered in this period of time. The statistics office focused on preparing for the census subsequently and a census was conducted in 2002. This was a deliberate effort aimed at reconstruction and had as its mobilizing line genocide and or conflict specific statistics to deal with the consequences of the conflict. Rwanda has become one of the first countries on the continent to have a complete register of its population, which aims at addressing development matters of the country, with a prospect of the implementation of a smart card and building statistical capacity and capability in the country.

5.5. Somalia

Somalia had been affected by nearly two decades of civil conflict that brought untold suffering to all spheres of peoples lives. All public institutions responsible for the management of socio-economic development and delivery of social services collapsed. With this, the whole statistical infrastructure and statistical database was destroyed. Thus, in the most of 1990s, as a result of the absence of a national government, there was neither institutional structure nor programme activities for collection and compilation of national statistical data in the country.

The nature of the conflict in Somalia can be described as a civil strife in which Somali clans fought among themselves for political power. But over time the character of the conflict has changed and it acquired different dimensions and manifestations. This led to a widespread inter-clan and intra-clan warfare, causing unimaginable devastation of life for the Somali people. Lives were lost and property and the economic resources base were destroyed. Dislocation and displacement continued over the years, owing to the recurring armed conflict in some parts of the country, especially the capital city. This resulted in a large number of Somalia's population becoming refugees in many part of the world, while others remain inside the country as IDPs, the most vulnerable group among the population.

Since the outbreak of civil war in 1991, Somalia has had no national governance institutions until the recently established Transitional Federal Government and related institutions in 2005. This lack of governance coupled with the long absence of regional and international agencies that support statistical capacity building of member states to collect, compile and maintain accurate and timely statistical information has resulted in critical data gaps sectorally, spatially and temporally.

In addition, the prevailing conflict situation has constrained the collection and compilation of statistics. Some of the macroeconomic statistics such as national income, balance of payments and money supply have been practically nonexistent in Somalia for almost two decades.

In the absence of an apex body and supporting infrastructure, some of the statistical data on Somalia is being collected and disseminated by a number of UN agencies and NGOs, majority of which are based in Kenya. Such data collection has been ad hoc and mostly guided by the needs and priorities of external actors and is often linked to their areas of interventions rather than the national needs and priorities. Further, the aid interventions for Somalia have been undertaken largely in a relief and emergency mode, rather than developmental, thereby reducing the need for evidence-based planning and programming.

In recent years there has been a growing awareness among the development partners, in particular the World Bank, of the need to monitor governance and provide public goods among countries under conflict or emerging from conflict, which have weak governance systems. There has been "peace dividend" strategy for Somalia to promote peace

building, which has necessitated a (partial) shift from humanitarian intervention to socio-economic recovery and development, demanding accurate and up to date statistical baseline data.

To formulate regional and sectoral plans in relatively peaceful areas and to monitor the progress towards MDGs, the Somali authorities and international development partners have been addressing the data collection issues for quite some time to a limited extent. Most of the UN agencies collaborate with the national counterparts to fill the statistical gaps for the areas/sectors linked to their interventions.

Our immediate policy objective for the advancement of statistics in Somalia is to expand the scope and improve the quality of statistical data collected and compiled as improvement of the security situation and economic recovery gains pace. Medium and long-term objectives are to embark on the preparatory work for planning surveys and censuses, the most important of which is the population and housing census that African governments aim to complete by 2011, followed by agriculture and livestock censuses. The Transitional Charter, on which the Transitional Federal Institutions of Somalia have been constituted in 2004, made the conduction of a population census mandatory during the transitional period, which ends 2011. Thus, conducting the population census is the priority for the government, when political and security situation allows.

Summary: There are many challenges affecting statistical development in Somalia. The major challenges are absence of institutional infrastructure, such as a functioning NSO, failure to implement Statistical Act generating statistical independence, lack of financial resources required for implementing statistical programmes, lack qualified statisticians who are required for planning, conducting, analysis and dissemination of reliable and timely statistical data, lack of understanding and commitment by the politicians about the role statistics could play in a conflict or post-conflict situation. Currently Somalia depends on NGO generated in conflict statistics.

In a post-conflict Somalia, rebuilding a national statistics system will most probably not be a priority for the government initially. It is important that development partners step in to provide support to rebuild the statistics system, especially in the area of capacity building particularly in the area of training of statisticians. Such support would enable Somalia, among other activities, to prepare for planning and conducting of a population and housing census as soon as conditions permit to do so.

5.6. South Africa

South Africa experience conflict that was called *colonialism of a special type*, which started with the arrival of whites in 1652. The conflict was characterized by the dominance by a white minority ideology of a racial-based and ethic-based separate development called *apartheid*¹. This ideology transcended all endeavours of social life and that included the collection of statistics. Orkin et al summarise statistical practice

¹ A deliberate and legislated ideology that denied Black (Africans, Indians and Coloured) socio-economic and political rights.

under apartheid thus, “*events in the apartheid period demonstrate the dangers of the monopoly of official statistics sustained by the Central Statistical Services (CSS, [as Stats SA was called then]) of the time, when issues of social relevance, accessibility of products, and regard for disadvantaged respondents had the lowest priority. As change began to unfold, serious conflicts arose from the divergence between new user needs and CSS products, with negative implications for the system of official statistics.*”²

There were many attempts by blacks to reclaim their rights, ranging from wars of resistance and armed struggle. Democracy finally arrived with majority rule in 1994. Statistical development started with the establishment of a Statistics Council in 1914. Over years, especially during apartheid years, there emerged many players in the statistical arena. The period 1994 to 1998 saw the rapid change in improving timeliness in economic statistics and introduction of the first series that aimed to address social concerns. This period also embraced the first census conducted under democratic rule.

Change was an imperative and was to be undertaken simultaneously on all fronts to maintain momentum and meet the deadlines for public sector transformation. An important component of the reconstruction of the society was a credible information base on which society would require to be understood in terms of its needs. The 1996 Census, understood to be a nation-building exercise, constituted this critical part. This was both for informing and for the *consolidation direction* the Stats SA was taking. However, this important task of executing the 1996 Census was a high-risk operation. All plans were put together less than 12 months from the census date and some significant ones, particularly payment of staff were only finalized, as enumeration drew to a close. Data processing was deployed in nine locations to correspond with the nine provinces, a bad decision for control and directing. Later the organisation regretted the decision it made as management infrastructure was stretched across processing centers that led to wildcat strikes.

Worse still was the rush to provide preliminary results from the raw count, which backfired because the final result differed markedly from the preliminary. Releasing the final results with a changed total almost became a communication disaster for the office. A rescue plan was put together, which made the office learn the hard lesson that statistics are as much about proper execution of an estimation procedure as they are about communication. Although corrective steps were taken and the reception to the changed results was overwhelmingly positive, the organisation is still dogged by problems of communication of its statistics to date.

The democratic experiences to date have seen a great deal of change in the role, functions and significance of the statistical organisation. The organisation developed the statistical infrastructure to allow it to collect information from a large heterogeneous population, which spoke 11 official languages. The information produced would be used as input to a wide range of interventionist policies designed to improve the welfare of the majority of the population. Significant in this regard were the population censuses of 1996 and 2001.

² Supporting paper prepared by F M Orkin, P J Lehohla and J A Kahimbaara for the 46th Conference of European Statisticians

In their chapter Khalfani et al argue that “*compared to the previous censuses the 1996 census was a huge success...Such a large improvement in enumeration reflected the political success of the reformed South African government and the capable efforts of a reformed statistical department as part of the new administration.*”³ Furthermore the extensive use of particularly census information in the Towards the Ten Year Review⁴ attests to the depth of usefulness of the information.

The organisation had to take part in the transformation programme whereby formerly disadvantaged groups were given line management responsibilities without necessarily having the skills to do so. Furthermore the organisation had to provide statistical advice and cooperate with other agencies that also had important statistical functions to perform e.g., the Reserve/Central Bank and the Treasury.

As the census 1996 operations drew to a close, an ambitious interdepartmental project was being born. Sparked by the need for an election in 1999, and based on extensive paper-based map work the organisation conducted in preparation for the census, the Department of Land Affairs, the Independent Election Commission and Statistics South Africa, worked on the paper maps to convert them into a fundamental spatial dataset that is electronic. This dataset was converted into an electronic spatial dataset by drawing polygons using the technology of Global Positioning Systems (GPS). This fundamental dataset is now an asset that the organisation used for planning Census 2001, and still uses or running surveys, and finally the spatial dataset addresses dissemination of small area statistics by disseminating results through a GIS based technology. More importantly, what was achieved through the project was a demonstration of how a young democracy, or indeed a government bureaucracy, can collaborate in action to generate value.

A household survey based on the World Bank survey conducted in 1992, was adopted as a monitoring instrument in 1994 and run in October every year up to 1999. The survey was discontinued when the organisation did not have enough funds to conduct it and instead a priority area on labour markets had emerged and as a consequence a labour force survey was introduced in 2000. Income and expenditure surveys as well as living conditions surveys have since been introduced. Other once off ad hoc surveys, such as the victims of crime and time use were conducted during this time.

A milestone decision during this period was that South Africa had become one of the few countries in the world to sign up for the Special Data Dissemination Standards (SDDS) of the International Monetary Fund (IMF), and the only one on the African continent to have done so. The signing up has had its consequences, and we have begun to realize the difficulty of balancing workload, governance, training of staff and quality of products. Part of the source of problems as we experience them in 2003 arise from some of these ambitious decisions.

³ A K Khalfani, T Zuberi, S Bah, P J Lehohla “Population Statistics: The demography of South Africa”

⁴ Towards the ten year review, a report prepared to assess government performance in the first decade of freedom.

Further improvements in economic statistics were mooted through the use of an integrated business register. This was to be a solution to a degenerated sampling frame for economics statistics. A memorandum of understanding was signed by the four participating departments, namely the Department of Labour, South Africa Revenue Service (SARS), the Department of Trade and Industry and Statistics South Africa. This was followed by a change in legislation that saw to the obligation of SARS making its data available to Stats SA for statistical purposes.

As these changes occurred government was demanding more statistics as well as requiring more and better coordination of information bases that it uses for decision-making. This benign attention to matters of official statistics put a lot of pressure on the organisation to seek means of coordinating the production of statistics across government. In fact it was not an unexpected expectation as this is one of the requirements of the Statistics Act.

The focus on implementing Census 2001 was so huge that although the structure was completed in April 2000, staff did not complain about slowness of interviews and appointments. These were only implemented in the second half of 2002. However, once interviews started, there was pressure to finalize appointments as staff began to be restive and probably intended to look for jobs elsewhere.

Census 2001 posed major challenges for the organisation. It was better resourced than the 1996 Census, including contracting out payments so that the organisation could focus on implementation plans for enumeration and processing. Firstly the questionnaires that we printed were too few and that required that additional questionnaires be deployed. The supplier was located in Pennsylvania, United States, but at great transport costs even though the costs of printing were almost half those when printing in South Africa. The second problem area was the failure of the outsourced company to recruit as well as failure to pay those who were recruited. This situation was unacceptable, particularly when it was just a few days before the implementation of census enumeration. The organisation took over the operation. The third problem was data processing. The organisation adopted intelligent character reader, optical character recognition and optical mark reading technology for processing the 2001 Census. This approach absorbed and diverted the majority of the resources of the organisation thereby leaving the institution over-exposed to risks.

The conditions for a qualified audit through the census were now well established and it would not come as a surprise then when the organisation was qualified over a period of three years.

Management pledged that the development of human resources is central to organisational life. The first task was to seek advice from institutions in South Africa and abroad on how we could deliver through better skills. A foreign study training programme was initiated and an annual intake at Makerere University, EASTC, INSEA and University of Pennsylvania continues to this day from 2001. Locally work is shaping up with a select few of universities, notably Wits. A training institute is planned for to

train staff members of the organisation and those from other departments. Collaboration with local universities is being explored and implementation piloted to explore models that could yield better outcomes.

The collection of statistics and dissemination thereof require a system that is logically integrated in terms of legislation, geography, resources, technology, users, producers and suppliers. The aspect of infrastructure that is critical in this integration consists of legislation, geographic distribution, technology and resources.

Summary: South Africa has had a history of conflict for 352 years of which the last 48 were based on racial discrimination that officially only ended in 1994 with an election. The focus of the country immediately upon liberation was to conduct a census and saw the 1996 census as a nation building exercise. Subsequently focus was given to social statistics and further improvements of economic statistics. Statistics for monitoring dominated the production system in South Africa and provision of social services was monitored through census and survey instruments. Poverty, in particular relative poverty, remains one of the biggest threats in South Africa. Dedicated poverty statistics are being collated for the first time fifteen years after liberation. The statistics system has to gear up for an administration that has a national planning commission. In that regard statistics that are more relevant to planning than monitoring are more pressingly required.

5.7. Sudan

North and South Sudan have been at war since August 1955. This continued with different degrees of intensity until 2005, when the Comprehensive Peace Agreement (CPA) was signed between the Sudan government (National Congress Party) and Sudan People's Liberation Movement/Army (SPLM/SPLA).

Sudan has conducted censuses since the eve of its independence in January 1956. The first was in 1955-56 where the enumeration exercise extended up to 14 months, with the census reference date being January 17, 1956. That census was succeeded by the second census 17 years later in 1973, with the census date being April, 4. Ten years later, the third census was conducted in 1983, with the reference date being February 24. The fourth census came after 10 years in 1993, with census date being April 14.

While the negotiations were going on in Kenya for the peace arrangements, the preparations for the fifth population census were proceeding. It was to have been conducted in 2003, 10 years after the fourth census. The census was postponed so that the outcome of the peace negotiations, which seemed promising, could be incorporated in the census. The CPA, signed in 2005, stipulated that the census had to be conducted by the second year of the transitional period, which started on July 1 2005. The fifth census is thus integrated in the Sudan Interim Constitution. Based on the Population Census results, all the CPA protocols will be revised and adjusted.

So the fifth Population Census of the Sudan, with its heavy political coating was scheduled to be conducted in 2007. But this date was shifted to April 2008, for practical

reasons that confronted the administration. With all the political pollution in the census arena, and with all the mistrust that accumulated during half a century of conflict, it was agreed that the census be executed by two statistical agencies, the (CBS) in the North and (SSCCSE) in the South. Both the Government of National Unity (GONU) and the Government of Southern Sudan (GOSS) gave their strong support to the census undertaking, and the political maneuvering has been always positive and in favor of the census and towards solving its problems.

But an independent body has to act as an *observer*, to oversee the implementation of the census operations implemented by both agencies, and to guarantee that the neutral scientific approach is applied.

A Monitoring and Observation Committee (MOC) was created and eminent members of the African statistics society were invited to share experiences. Several countries on the continent and beyond heeded the call and participated in the Sudanese Census. An invitation was extended too close to enumeration in April 2007, with the census scheduled for November 2007, although this was finally rescheduled to April 2008. Mozambique, Ghana, Nigeria, Sierra Leone, Uganda, Kenya, Egypt, South Africa and Ethiopia sent monitors following the invitation, while Australia, India and Indonesia joined the monitoring team and UNFPA, DFID, USAID provided support.

Summary: One of the most recent and revealing of experiences is that of the Sudan, whereby a deliberate political process envisaged the role of statistics in the determination of peace. Not only is the Sudanese experience interesting, but it provides a refreshing blue print on how statistical processes can be positioned and function for conflict resolution. Sudan did not deny the political problem and its interplay with statistics. In fact they recognized the risk and deliberately created infrastructure to manage the political risk brought about by the interplay between statistics and politics. They created an unwieldy multiparty and multi-stakeholder for that would independently monitor the census. The genius of this formation could be witnessed at two difficult situations worth mentioning. The first was when the South wanted to pull out of the census and the second was in supervising the release of the results. There were many instances where the MOC had to play an advisory role, but these two situations stand up as the most potentially explosive and without an MOC of the stature as constituted, it is not very clear what would have the position of the statistics offices in the face of the powerful politics and conflict.

5.8. Mozambique

Mozambique gained independence from Portugal in 1975. The Mozambican civil war started shortly after the independence, that is, in 1977 and continued until 1992. During the civil war, government was unable to exercise effective control in some parts of the country. An estimated one million Mozambicans perished during the civil war, 1.7-million took refuge in neighbouring states, and several million more were internally displaced. However, although government could not exercise complete control of the

country during the war, population data was acquired through the education system and this did not compromise the UN Fundamental Principles of Official Statistics.

A census was taken in 1980 during the formative stages of war. Owing to intense war in 1990, a sample-based national demographic survey was conducted. They successfully undertook two censuses post-conflict in 1997 and 2007, with financial and technical help from the UNFPA. Advisors from Latin America and UNSAID helped with capacity building, but there was no joint support from Africa's statistical fraternity. In the intervening period the leadership of Mozambique, in the person of President Chissano, after being disappointed by the lack of data when he attempted to raise loans abroad took a decision to create a statistics institution that will assist in the reconstruction of Mozambique.

Summary: Mozambique is now a stable democracy that has conducted a number of peaceful elections and two censuses. It still remains poor however, it has managed to build a productive statistics institution, a dependable statistical framework and production system for the country, mobilized all institutions of the state to participate and created a defensible programme for statistical development.

5.9. Sierra Leone

Sierra Leone gained independence from Britain in 1961 and became a one-party state in 1973. The Sierra Leone civil war began in 1991. Tens of thousands people died and more than two-million people were displaced. Neighbouring countries became host to significant numbers of refugees attempting to escape the civil war. The civil war ended in January 2002. A census was conducted in 2004. Technical support was obtained from UNSD, with additional technical and financial support from UNFPA and EU. There was no joint support from Africa's statistical fraternity although a few countries such as South Africa and Senegal were consulted individually.

5.10. Guinea Bissau, Ivory Coast and Liberia

Guinea Bissau gained independence in 1975 and continues to be a fragile state, especially following the latest developments where the president and head of armed forces were assassinated. The country conducted a census in 2008. There was no joint support from Africa's statistical fraternity.

Liberia experienced two civil wars, that is, from 1989 to 1996 as well as from 1999 to 2003. By the conclusion of the second war, more than 250 000 people had been killed and nearly one-million displaced. Democracy returned with the 2005 elections. Ivory Coast has experienced civil strife from 2002 and remains unstable to this day. Both Ivory Coast and Liberia conducted censuses in 2008 and received no joint support from Africa's statistical fraternity.

From the presentations and summary it appears that all the countries that presented provided a window for application or for understanding the conditions that prevailed and what possibilities existed for what possibly could constitute best practice. Out of what

we analysed as conditions for statistical practice in post conflict situations, it appears that certain courses of action are possible.

6.1 Learning points from Sudan

In all the countries that were in conflict and are post conflict, a census was undertaken as the first building block towards peace. The case of South Africa, Cambodia, Rwanda and Sudan stand out. However, Sudan appears to have been very deliberate in stating that a census was a condition for peace. Having taken such an explicit position they provided a powerful independent structure to manage the political minefield that would allow the census to proceed without hindrance. The other three jurisdictions left the census to the technocrats. In retrospect it appears that it would have been desirable to act in the way Sudan did in the censuses of post-conflict South Africa, Cambodia and Rwanda in order not to leave a post conflict situation to be reversed. Countries emerging out of conflict usually give such attentive prominence to the writing of the constitution and other politically visible activities. It may well be that had Angola gone the route of Sudan, a census in Angola would have been long conducted. The case of Sudan provides important lessons for countries such as Angola, DRC, Afghanistan and Iraq.

The downside in the Sudan is that, there appears to be no effort for sustained support to the statistics offices of the nature displayed in the census. Whilst a body the size of the MOC was appropriate for the census, the absence of a programme of statistical collation and support subsequent to the census may render Sudan to lose an opportunity that had put the statistics system into the public domain under very trying circumstances. In this regard Sudan may have to learn from South Africa, Rwanda and Cambodia on how they generated conditions for sustainability.

6.2 Learning points from South Africa

South Africa's strong points in the post conflict situation, was to be outward focused in its statistical development programme. It also had the resources to mobilize for such an outward focused strategy. Combined with naiveté of newness and preparedness to learn, South Africa was able to stake its reputation claim in statistical competence within a very short space of time. South Africa did not wait to be reminded what role it could play and what influence it could muster on the continent in the world. Having been a beneficiary of world sympathy in its dark years of struggle, it went without saying that it would do the needful at any given opportunity. As a consequence of this attitude South Africa has gained a lot from other countries as it interacts with them. This could be an important lesson for better resourced countries such as Angola, DRC and Sudan who are generally better resourced. Secondly South Africa's political system has been despite very serious challenges to NSO leadership, managed to retain the same leadership to manage transition, lead innovation and bring about sustainability. Sudan, Angola and Rwanda could learn from the experiences of South Africa in this regard.

The downside of South Africa is that a deliberate strategy for the national statistics system as well as the work towards production of statistics relevant for planning have

taken rather too long and opportunities for resolving the scourges of poverty have to an extent been lost.

6.3 Learning points from Rwanda

Rwanda post its debilitating conflict, focused on the census and post conflict statistics to inform policy requirements that would have to deal with conflict. It adopted a strategy to produce disability and orphanhood statistics in order to address the aftermath of conflict. Subsequently, Rwanda adopted a population register and successfully implemented it as one of the first few African countries to implement such a phase so rapidly and poised itself to moving into a smart card technology for citizens. South Africa whilst it has the longest history of a population register on the continent, it has however not moved to the level where Rwanda is, despite the fact that Rwanda only implemented this only two to three years ago. A smart card has been mooted in South Africa a decade ago, but nothing has as yet come out of the plan and Rwanda is poised to initiate implementation in the next six months in order to deal with issues of social security more confidently.

The downside in Rwanda is that the leadership of the NSO is not stable and Rwanda will require a more stable leadership at the NSO in order to manage transition and subsequently drive and sustain innovation and progress to the second stage of sustainability.

6.4 Learning points from Cambodia

Cambodia has been very systematic in matters statistical development. They ran a census after their conflict, established new statistical series for economic and social management and benefited a lot from being amongst friendly countries. They managed to make use of SEAP and other institutions of learning in the region. They are now building a useful national statistics system. Countries out of conflict can learn from Cambodia.

The downside in Cambodia is that it is rather resource deficient and depends heavily on donor funding. However it could learn from Mozambique, which despite its resource limitations has used its legislative framework and pre-eminence of the statistics system to mobilize serious resources for managing their statistics office and successfully coordinating statistics in the country.

6.5 Learning points from Mozambique

Being decimated by war, and unable to collect census information whilst engulfed in conflict, the statistics office in Mozambique continued to gather administrative records. These records were especially those about education and health. Mozambique became deliberate in assessing what possibilities existed for data collection and identified that at least data on health and education are possible to gather despite the war. These sets of information became handy in Mozambique in the post-reconstruction period.

What can countries that in conflict learn and do?

Countries such as Afghanistan, Angola, DRC and Iraq could benefit a lot from the experiences of the Sudan in how to set priorities around a census and mobilize support and assist and supervise it politically. The resource endowed countries together with Sudan can learn from South Africa how to very rapidly build a very strong statistics service by mobilizing resources and engaging strategically to derive mutual benefits and successfully depart from a post-conflict condition into a leadership position.

The selected learning points may now assist to draw a matrix or framework for best practice. Obviously conditions will vary and determine what course of action might have to be followed.

Below we present some elements of a framework that could be used to assess what statistics fragile, in-conflict and post-conflict countries can collect.

7. Framework of fragile state

The meeting proposed the following issues to be considered for post-conflict countries (a table, **Annexure1** is attached):

Census: The ability and preparedness to hold a census following a conflict.

Post-conflict sample survey programmes: Conflict-oriented surveys that a country runs as it emerges out of conflict.

In-conflict statistics: the statistics that a country has the possibility to collect under conflict conditions.

National Statistics System (NSS): Whether an NSS exists in the post-conflict setup.

Political leadership with focus on statistics: The readiness of a political leadership to champion statistical development in the post conflict era.

NSO leadership: The existence of a high-profile leadership within the national statistical agency.

Systems: The presence of systems to be able to run statistical programmes other than a census.

Resources: Availability of resources, especially government-availed funds.

How to assist in ensuring that Post-conflict Countries Undertake Censuses in the 2010 Round

Political leaders should be lobbied to set up and finance statistics institutions where they do not exist. Statistical offices must be helped to appreciate the value of conducting censuses regularly. Heads of statistics offices must ensure legal frameworks are in place to make census-taking mandatory and must be encouraged and assisted to participate in national, regional and international statistical forums like the ASSD. The ASSD must develop an African Census Peer Support Framework (ACPSF), a mechanism by which all African countries including those emerging from conflict can be assisted. Elements of the Proposed ACPSM:

- The ACPSM must be developed and accepted by African countries utilising the ASSD forum.
- Under the auspices of the ASSD, a task team must be appointed to develop the ACPSM.
- Support must be requested formally by the needy countries, while the nature of support needed from peers must be very clear and be according to the census value chain.
- Support must be coordinated centrally by a responsible dedicated entity like the ECA.
- The ACPSM must be sufficiently funded and the AfDB has a big role to play in this regard.
- A best practice inventory must be kept and regularly updated to enable optimal sharing of census expertise in Africa.
- The coordinating body (ECA) must develop an ACPSM implementation framework.

Statistics: situation in providing reliable and timely information needed for effective emergency intervention and planning for rehabilitation and development programmes.

Framework for post-conflict countries

Country	Census	Post conflict Sample Survey Programme	Inconflict Stats	
Afghanistan	None, last one in the 70s	None	None	N
Angola	None since 1970	None	None	N
Cambodia	1998	None	None	E
Rwanda	2002	Focus on relevant post-conflict survey	None	N
Somalia	None, last one in the 70s	None	None	N
South Africa	1996, 2001	None	None	U
Sudan	2008	Not yet in place	None	N

Country	Political Leadership with focus on statistics	NSO Leadership	Systems	
Afghanistan	Emergent	Politically astute	Need serious focus	N
Angola	Supportive of statistical development	Present, internally focused, needs support	Need serious focus	R
Cambodia	Needs further development	Present, internally focused, needs support	Still have to be institutionalised	G in
Rwanda	Supportive of statistical development	Some instability at the top	Still have to be institutionalised	G in
Somalia	None	Needs to be further developed and instutionalised	Not in place	V
South Africa	Supportive of statistical development	Strong external focus	Systems in place	S
Sudan	Recognition of the NSO	Leadership needs to focus on statistical programmes	Still have to be institutionalized	G in

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Fragile State and Friends of the ECA Meetings

Kigali, Rwanda, May 2009

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