

Evaluation of UNFPA support to population and housing census data to inform decision-making and policy formulation 2005-2014

Myanmar

Country Case Study

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Evaluation Office



Evaluation Office

Alexandra Chambel	Evaluation manager, Evaluation Adviser and chair of the evaluation reference group
Natalie Raaber	Research assistant

ICON-INITIUT Public Sector consultants

Jordi del Bas	Lead evaluation expert
Jean Michel Durr	Senior census expert
Isabelle De Pourbaix	Census expert
Nyo Nyo Soe	National expert
Christophe Dietrich	ICON Backstopping

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Any enquiries about this report should be addressed to: Evaluation Office, United Nations Population Fund, e-mail: evb@unfpa.org

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Acronyms

APRO	Asia and the Pacific Regional Office (UNFPA)
AWP	Annual Work Plans
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CO	Country offices
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CSO	Civil Society Organisation
CTA	Chief Technical Assistance
DFID	Department for International Development
DHS	Demographic and Health Survey
DoP	Department of Population
EQ	Evaluation Question
EQA	Evaluation Quality Assessment
EO	Evaluation Office
GDP	Gross Domestic Product
GNP	Gross National Product
ICPD	International Conference on Population and Development
IHLCS	Integrated Household Living Conditions Survey
ILO	International Labor Organization
JICA	Japan International Cooperation Agency
LFS	Labour Force Survey
LTA	Long-Term Agreement
ITAB	International Technical Advisory Board
MCF	Myanmar Census Fund
M&E	Monitoring and evaluation
MDG	Millennium Development Goals
MIMU	Myanmar Information Management Unit
MoIP	Ministry of Immigration and Population
MPI	Multidimensional Poverty Index
NAC	National Advisory Committee
NASPAW	National Strategic Plan for the Advancement of Women 2013-2022
NSO	National Statistical Office
OECD-DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee

Acronyms

OMR	Optical Mark Reading
P&D	Population & Development
PSB	Procurement Unit in Copenhagen
RO	Regional office
SRH	Sexual and Reproductive Health
SSC	South-South Cooperation
TA	Technical Assistance
TORs	Terms of reference
UNCT	United Nations country team
UNDAF	United National Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHCR	The Office of the United Nations High Commissioner for Refugees
UN-Habitat	United Nations Human Settlements Programme
UNIC	United Nations Information Centre
UNICEF	United Nations Children's Fund
UNSD	United Nations Statistics Division
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
USAID	United States Agency for International Development
WFP	World Food Programme

Table of contents

Acronyms.....	3
1. Introduction.....	8
2. Approach and methodology of the country case study.....	10
3. Country context and overview of UNFPA response	16
4. Findings and analysis	26
5. Considerations for the overarching global thematic level.....	83
.....	86
Annexes	88
Annex 1 List of documents consulted.....	89
Annex 2 List of people consulted.....	96
Annex 3 Atlas portfolio of interventions in Myanmar	102
Annex 4 Stakeholder map	107
Annex 5 The Evaluation Matrix.....	115
Annex 6 Cyber search on census positions and controversies	124
Annex 7 Interview Logbook	128
Annex 8 Interview protocols/ guides.....	129

List of tables

Table 1. UNFPA country quadrants - modes of engagement by setting.....	10
Table 2. Strategic Priority 4 - Outcome 3 of the United Nations Strategic Framework 2012 - 2015.....	21
Table 3. Expected outputs of the Myanmar Country Programme 2012 - 2015	22
Table 4. Targets in the Annual Work Plans associated to the achievement of output 3 of the 2012-2015 programme	23

List of Figures

Figure 1. People consulted by type of stakeholder	13
Figure 2. Total amount budgeted and spent (core and non-core resources) on census - 2012-2014.....	24
Figure 3. Breakdown of total expenditure on census by type of funds	24
Figure 4. Expenditure on P&D as percentage of total UNFPA expenditure and expenditure on census as percentage of total P&D expenditure	25
Figure 5. Timeline: Key dates of the census process	32
Figure 6. Core UNFPA contributions to creating an enabling environment for census in Myanmar	37
Figure 7. UNFPA support staff working on the Myanmar census.....	56
Figure 8. Commitment / receipt of the first tranche of funding by donor	59
Figure 9. UNFPA comparative strengths – support to census in Myanmar	67
Figure 10. Context, needs and response modalities	84

List of Boxes

Box 1. The term data8

Box 2. What a case study is not9

Box 3. The six selected countries for the case study visits

Box 4. Content analysis 13

Box 5. Contribution analysis 14

Box 6. Human Development Index (HDI)..... 17

Box 7. A context that challenged technical choices 20

Box 8. A population census, also means a sampling frame for surveys 27

Box 9. Example of UNFPA support alignment with national needs on data..... 27

Box 10. Much more than statistical data: a tool for dialogue 28

Box 11. UNFPA support alignment with the United Nations system 30

Box 12. Examples of International Advisory Bodies in similar politically complex census contexts in the Western Balkans 34

Box 13. What the DoP valued the most? 37

Box 14. Evaluation of census data, what say the international recommendations? 38

Box 15. The most useful complementary delivery mechanisms to on-the-job technical assistance: direct exchanges 43

Box 16. The use of census for the constitution and updating of a sampling frame 48

Box 17. The different practical meanings of the term consultation during the census process..... 50

Box 18. Unanswered corporate questions concerning the involvement of civil society in Myanmar 51

Box 19. Synergies resulting in cost savings of up to \$300,000 in the mapping exercise.. 59

Box 20. How were the cost savings used?..... 60

Box 21. Important efficiency gains as a result of a strong partnership approach with United Nations Agencies..... 63

Box 22. About partnerships and national ownership in complex sociopolitical contexts 64

Box 23. Opening mindsets at the DoP..... 69

Box 24. UNFPA: a strategic partner, not a decision-maker 70

Box 25. Ethnicity: a highly sensitive question –United Nations principles and recommendations 73

Box 26. Religion - another sensitive question 76

Box 27. The census observation mission 80

Structure of the case study

The case study is divided in six chapters.

Chapter 1 is the Introduction, which presents the objectives and scope of the evaluation and of the case study.

Chapter 2 describes the methodology of the case study, including the rationale for the selection of Myanmar, the methodological framework, the approach to data collection and analysis and the limitations.

Chapter 3 presents the country context and an overview of the response of UNFPA. The country context covers both the broader socio-economic framework as well as the context of the census in Myanmar. The overview of the response by UNFPA describes the programmatic and financial support provided in this particular context over the period of analysis.

Chapter 4 on findings contains the core analysis. It responds to the national dimension of the evaluation questions and their associated assumptions.¹

The considerations that may be extracted from the case study as an input to the evaluation report are presented in **Chapter 5**. Therefore, Chapter 5 presents the aspects most relevant to the overall aggregate analysis within the evaluation report.

The annexes, which include a list of people and documents consulted, the Atlas portfolio of interventions in Myanmar, the stakeholders' map, the cyber search summary table, the evaluation matrix, the interview guides and the logbook template.

¹ Some of the questions also contain a regional and global dimension. This is not addressed in case studies but rather in the Evaluation Report.

1. Introduction

1.1. Objectives and scope of the thematic evaluation

This case study is part of the evaluation of UNFPA support to population and housing census data to inform decision-making and policy formulation (2005-2014). The evaluation aims to assess the support of UNFPA to strengthening national capacity for the production and dissemination of disaggregated quality data and its use in evidence-based analysis, decision-

Box 1. The term data

By data we refer to statistical data in a broader sense, including population and housing census data as well as other relevant demographic and socio-economic data linked to the census and its products, such as population projections and population based surveys. In fact, the census is an intrinsic part of the national statistical system, which itself includes a number of surveys associated with the census, either because they use the cartography and sampling of the census operation or because they use census data directly.

making and policy formulation over the last 10 years, corresponding to the period of the 2010 World Population and Housing Census Programme (the “2010 census round”).

The three primary **objectives** of the evaluation are:

- To assess the relevance, effectiveness, efficiency and sustainability of the support of UNFPA to the 2010 round of population and housing censuses.
- To assess the extent to which census data are disseminated and used for the development of policies, development plans and programmes related to population dynamics, reproductive health and rights, youth, and gender equality.
- To identify lessons learned and generate knowledge to inform the midterm review of the 2014 – 2017 Strategic Plan, in particular outcome 4,² and to inform the support of UNFPA to the 2020 census round.

The **scope** of this thematic evaluation is worldwide (including all countries in which UNFPA has provided support to census), and covers three levels of analysis: national (country), regional and global. The national level covers both the central and local tiers of government administration.

The scope of the evaluation’s assessment focuses on the *how* and the *why* of census support (i.e. *how* UNFPA support to census has had an impact and *why* that is the case) rather than on the *what* (i.e. describing and analysing the magnitude of the effects). The type of UNFPA support to census and the particular modalities utilised vary according to country context. The aim of the evaluation is to determine the particular models of census support that work well (and those that do not work well) and the conditions/circumstances under which each occurs. It is worth noting that the evaluation will only examine the degree to which data from census was used in the formulation of

² Outcome 4: Strengthened national policies and international development agendas through integration of evidence-based analysis on population dynamics and their links to sustainable development, sexual and reproductive health and reproductive rights, HIV and gender equality.

plans and policies; it will not assess the quality of those plans or policies or their effects on citizens and organisations.

1.2 Objectives and scope of the case study

In the framework of the evaluation, case studies have been conducted in countries where support to census has been provided and where examples illustrate the range and modalities of UNFPA support to census to inform decision-making and policy formulation within diverse contexts. A prime aim of the case studies is to **inform and provide input to the evaluation report**. In this regard, case studies represent a key source of information/data that will inform the report. A case study is an in-depth analysis of a specific UNFPA support setting, and as such, it is a key input to the thematic evaluation. A support setting refers to the combination of a particular country context with a modality of support.³

Other sources of data informing the Synthesis Report are the *extended desk reviews*, conducted in thirteen countries analysed remotely, two worldwide surveys, one for National Statistical Offices (NSO) and another for UNFPA country offices, and regional and global analyses, consisting of individual interviews and study of documentation at regional and global levels.⁴

The country case study covers the period from January 2011 up to April 2015.⁵ The thematic and geographical **scope** of the case study, that is, what the country case study assesses, is determined by the national-level questions included in the evaluation matrix (see annex 5). Among the sources of information to the evaluation report listed above, case studies correspond to qualitative analyses providing evidence on what works and what does not work (in terms of UNFPA support models), on the *how* and the *why*, in different contexts and scenarios.

Box 2. What a case study is not

A country case study is neither a programme level evaluation (or a substitute for one), nor a performance audit of the country office.

³ A modality of support or mode of engagement is a given combination of intervention strategies adopted by UNFPA to support censuses i.e. advocacy and policy dialogue, technical assistance and advice, service delivery and procurement, and south-south and triangular cooperation, including knowledge management.

⁴ For a more detailed description of the case study methodology and how case studies fit into the mix of sources of information to the evaluation report see chapter 2 of the evaluation report.

⁵ April 4 2015 is the cut-off date for in-country data collection.

2. Approach and methodology of the country case study

2.1 Justification for the selection of the case study

The UNFPA portfolio covers six regions of intervention: Western and Central Africa; Eastern and Southern Africa; Asia and the Pacific; Arab States; Eastern Europe and Central Asia and Latin America and the Caribbean. The Evaluation Office decided to select one country per region to undertake a case study, taking the following into consideration:

- The different national contexts
- The diverse needs and ways in which the census was conducted (new technologies versus traditional technologies)
- The range of capacity at country level to conduct a census
- The number of census stages supported by UNFPA
- The amount spent (expenditure) in support of census
- The different modalities of engagement, including south-south cooperation

Box 3. The six selected countries for the case study visits

The selected countries were **Mauritania** in Western and Central Africa, **Kenya** in Eastern and Southern Africa, **Myanmar** in Asia and the Pacific, **Palestine** in the Arab States, **Tajikistan** in Eastern Europe and Central Asia, and **Peru** in Latin America and the Caribbean.

Purposeful sampling was utilized for the selection of the sample. The specific criteria used to select the country within each region were: census stage coverage (the number of stages to which UNFPA provided support), financial support, the date census was taken,⁶ government effectiveness and the country quadrant classification.⁷ The country quadrant classification is an UNFPA system grouping countries on the basis of their ability to finance (Gross National Income) and need for support. The result of this classification determines the mode of engagement of UNFPA in a particular country.

Table 1. UNFPA country quadrants - modes of engagement by setting

<i>Ability to finance</i>	<i>Need</i>			
	Highest	High	Medium	Low
Low	Advocacy and policy dialogue/advice, KM, capacity development, service delivery	Advocacy and policy dialogue/advice, KM, capacity development, service delivery	Advocacy and policy dialogue/advice, KM, capacity development	Advocacy and policy dialogue/advice, KM
Lower-middle	Advocacy and policy dialogue/advice, knowledge management, capacity development, service delivery	Advocacy and policy dialogue/advice, knowledge management, capacity development	Advocacy and policy dialogue/advice, knowledge management	Advocacy and policy dialogue/advice
Upper-middle	Advocacy and policy dialogue/advice, knowledge management, capacity development	Advocacy and policy dialogue/advice, knowledge management	Advocacy and policy dialogue/advice	Advocacy and policy dialogue/advice *
High	Advocacy and policy dialogue/advice *	Advocacy and policy dialogue/advice *	Advocacy and policy dialogue/advice *	Advocacy and policy dialogue/advice *

Note:* Physical presence only in select countries

⁶ The date of the census, census stage coverage, and the amount of financial support (inclusive of core and non-core funds) were retrieved from the UNFPA evaluation office survey of countries to which UNFPA provided support to census, conducted from July to September 2014.

⁷ For a more detailed description of the selection process and the application of the criteria see chapter 6.1 of the Inception Report “selection of country case studies.”

The resulting sample of case studies includes countries in the various quadrants. The degree of government effectiveness, measured by the World Bank indicator, was used as a proxy of the likelihood of census data being used for policy making.⁸

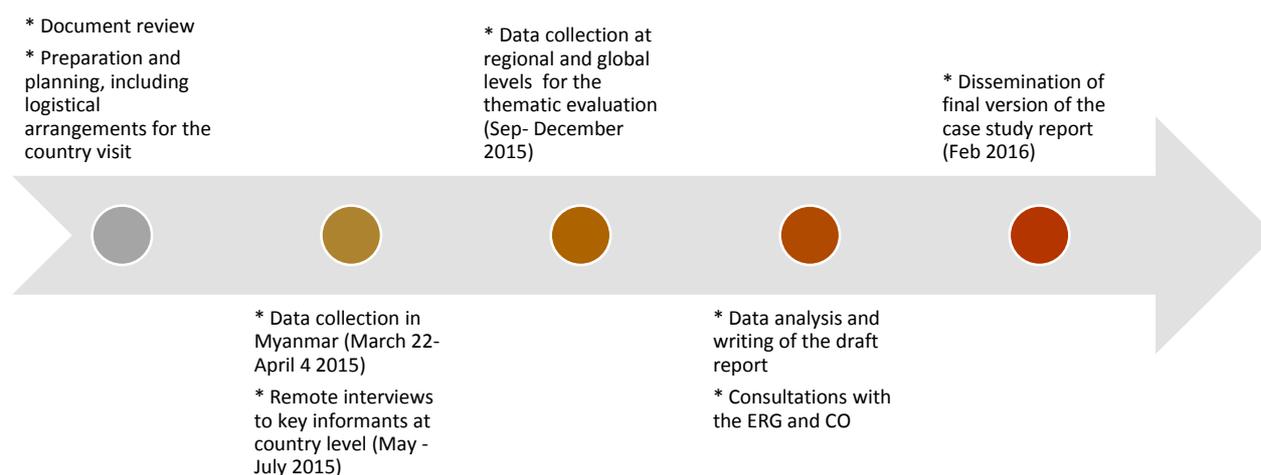
Myanmar was the country selected in the Asia and the Pacific region and ensured not only the presence of a country in the orange quadrant, but also the inclusion of the country with the highest level of investment of the 130 countries supported by UNFPA in the 2010 census round.⁹ This high level of expenditure went hand in hand with a strong interest from the census donor community to include Myanmar as a country case study in the Asia Pacific region. This could be accommodated because Myanmar fit the selection criteria defined in the inception phase and used for other case studies.

At the time of carrying out the country visits, enumeration and dissemination had already taken place for the majority of the censuses in the 2010 round. The selection of Myanmar ensured the inclusion of a country with an ongoing process – enumeration had been conducted less than a year before the visit and final results had not yet been disseminated. This meant the evaluation team could have access to census supervisors and enumerators as well as to key stakeholders involved in the preparation and enumeration phases.¹⁰

The selection of Myanmar allowed for the analysis of UNFPA support to census in a particularly complex socio-political context i.e. transition to democracy and ethnicity a critical aspect with political implications. Ethnicity in the context of the census was also an issue in Kenya and Peru and the inclusion of Myanmar allowed for comparison across diverse settings, socio-political scenarios, and support approaches.

2.2 Case study process

The case study was conducted in five steps:



⁸ Information retrieved from: <http://data.worldbank.org/data-catalog/worldwide-governance-indicators>

⁹ The level of investment at the time of selection was the figure reported in the Evaluation Office survey to country offices on support to the 2010 census round, October 2014 - see pages 266-268 in Volume 3 – Annex 3 of the Inception Report. Myanmar has the highest level of expenditure not only in the Asia Pacific Region but also among the 130 countries support by UNFPA in the 2010 census round.

¹⁰ Obtaining the fresh views of key stakeholders on recent census events was not possible in other case studies, where enumeration and dissemination had taken place five to seven years before the evaluation case study visits.

The in country data collection was conducted by a team of two consultants and the evaluation manager. The team was assisted by a national consultant and an interpreter.¹¹

2.3 Methodological framework

A theory of change was developed during the inception phase of the evaluation.¹² The evaluation team reviewed and tested the relevance and robustness of the theory of change. Moreover, the theory of change was used in each country case study to assess the ways in which the UNFPA support to the 2010 census round had contributed to, or was likely to contribute to change.

The theory of change forms the basis for the methodological framework of the evaluation, and what will be assessed and how, is established in the evaluation matrix (annex 5). The matrix presents the seven evaluation questions by evaluation criteria (relevance, efficiency, effectiveness, sustainability and added value). It also lays out the assumptions underlying each evaluation question, the indicators associated with these assumptions, sources of information and sources and tools for data collection.

The evaluation matrix encompasses three levels of analysis: national, regional and global. The country case studies form a data package that addresses the national level of the evaluation matrix.¹³ The evaluation questions and the underpinning assumptions are the same across all case studies, but indicators may vary given the specificities of each country determined, inter alia, by the country context and the specific UNFPA modalities of support.

2.3.1 Approach to data collection and analysis

The methods used for **data collection** include the review of documentation, semi-structured individual interviews, group discussions, observation and cyber search. The cyber search, in particular, was selected as a tool to identify the different positions, views and opinions around various aspects of the census using the Internet as a source. Group discussion techniques were employed particularly when interviewing supervisors, enumerators and village representatives during site visits. Site visits covered key stakeholders in Yangon, Naypyidaw – the capital city of Myanmar - and Pa’O and Danu Self-Administered Zones within Shan State. Interview and group discussion protocols are included in Annex 8.

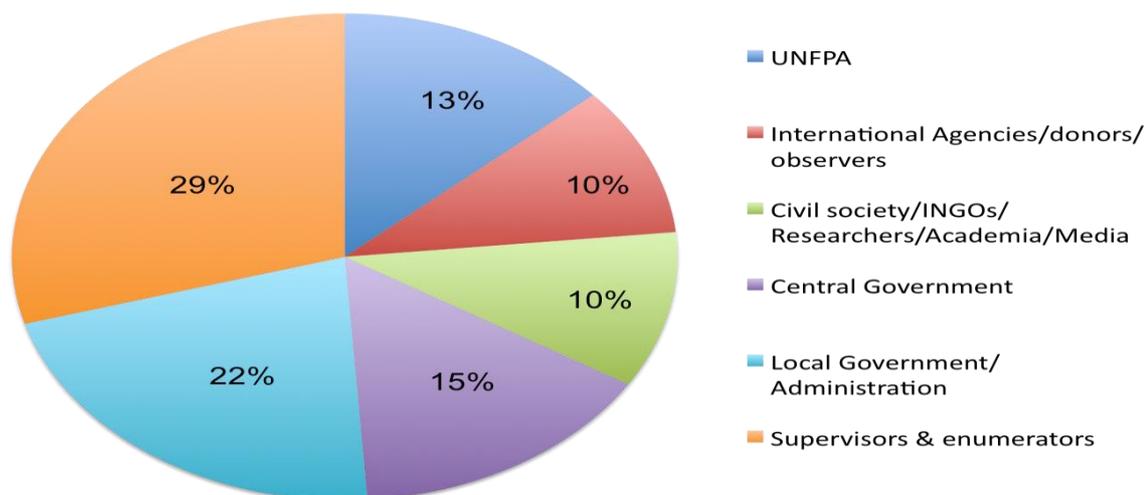
Two hundred and thirty five (235) people were consulted, from a wide range of stakeholders, for the case study. The list of people consulted and the stakeholder map are available in annexes 2 and 4 respectively. Figure 1 shows the distribution of individuals by type of stakeholders.

¹¹ Alexandra Chambel, evaluation manager; Jordi del Bas, lead evaluator; Isabel de Pourbaix, census expert and Nyo Nyo Soe, national consultant.

¹² See inception report, volume 1.

¹³ As noted above, some of the questions in the Matrix also contain a regional and global dimension. This is not addressed in case studies but rather in the evaluation report.

Figure 1. People consulted by type of stakeholder



As part of the sources of data for the thematic evaluation, on-line survey questionnaires were sent to UNFPA country offices and National Statistical Offices supported during the 2010 round. These surveys also cover Myanmar, but are treated as aggregated data as a part of the broader global analysis – and are not specifically used for country case studies.¹⁴

Data analysis, in this country case study, was guided by the evaluation matrix (national level – see annex 5) and included qualitative and quantitative analysis. Methods used include content (see box 4) and contribution analysis (see box 5), as well as triangulation and external and internal validation.¹⁵

Box 4. Content analysis

Content analysis was used to identify emerging common trends, themes and patterns for each evaluation question, at the national level of analysis. Content analysis was also used to highlight diverging views and opposing trends. The emerging issues and trends provided the basis for the evaluation findings.

¹⁴ The use of survey results as aggregate data is part of the methodology and also adheres to the confidentiality principle.

¹⁵ Qualitative analysis techniques included coding (of logbooks and evidence) and the use of country spreadsheets (assisted by an evidence sorting database) allowing the systematic assessment of logbooks and documents by assumption in the evaluation matrix. Technical and operating specifications of the bespoke evidence-sorting database developed for this thematic evaluation will be annexed to the Evaluation report.

Triangulation involved comparing findings among several sources (at least three when relevant) as well as crosschecking evidence from interviews, documentation review, and online sources.¹⁶

External validation consisted of a debriefing workshop in Myanmar at the end of the field visit in which preliminary findings were shared, discussed and validated with country office staff. The revision of the first draft of this report by the country office to identify factual errors and omissions was also part of the external validation process. Internal validation took place through a peer review process among evaluation team members and the Evaluation Office during the production of draft versions of this country report.

Box 5. Contribution analysis

Contribution analysis was used through a theory of change-based approach to assess the degree to which various identified factors contributed to observed change at country level. Myanmar case study allowed for a more in-depth exploration of UNFPA contributions to the 2010 census round, because it allowed examining the interaction between multiple influencing factors and effects. It also facilitated the identification of alternative pathways for observed changes.

2.3.2 Methodological limitations

There were no major methodological limitations. When obstacles appeared, mitigation measures proved appropriate to ensure reasonable data collection and assessments. Listed below are the main limitations encountered:

The unavoidable trade-off

The first limitation was due to the fact that the census process was ongoing in Myanmar at the time of the field visit. This meant excellent access to recent and accurate information for evaluation question two on NSO capacity¹⁷ but entailed limitations for evaluation question three on use of data. Final census results had not been released at the time of the field visit in Myanmar and consequently the use of census data (evaluation question 3) could not be assessed. Similarly, assessing sustainability aspects was limited in most cases to a prospective analysis, that is, an analysis of the factors determining sustainability rather than an assessment of sustainability in and of itself.

These limitations are an unavoidable consequence of the methodological framework of the evaluation: there is usually a trade-off in the depth of information collected on evaluation questions two and three that is, in part, contingent on the time elapsed between census enumeration and field visits.¹⁸

Limited geographical scope of the field visits

Due to time constraints and security reasons, field visits could not cover areas such as Northern Rakhine, Kachin and Kayin States, which include parts that were not enumerated. This limitation was in part addressed by including interviews with members of parliament from Kachin State as well as interviews with organisations operating in Northern Rakhine (e.g. UNHCR and UNICEF). Similarly, the reasons for and implications

¹⁶ The importance of triangulation increases as the level of analysis deepens. Triangulation will become very important in the evaluation report. Case studies are one of several data clusters for the evaluation and will be treated as one of the sources of evidence and triangulation for the evaluation report.

¹⁷ Especially for the effectiveness portion of the question (the question also covers aspects of sustainability, which would have been better addressed, by definition, halfway through the next census).

¹⁸ The closer to enumeration the more information is available to assess EQ2 and the less for EQ3.

of non-enumeration were systematically discussed with relevant stakeholders in Yangon and Naypidaw, including civil society, media, line ministries and the Department of Population.

Access to key informants

Although the number of informants covered during the country field visits was sizeable, some key informants were not in the country or had left their positions at the time of the assessment. This limitation was overcome by follow-up remote interviews conducted upon the completion of the field mission.¹⁹

¹⁹ Examples of interviews include: the UNFPA Representative until January 2013, one of the former UNFPA Officers-in-Charge previous to enumeration, the consultant hired by UNFPA to undertake the political risk assessment and the Executive Director of the Euro-Burma Office.

3. Country context and overview of UNFPA response

3.1 Country context

3.1.1 Socio-economic context

Myanmar covers a geographic area of 676,578 square kilometres, making it the second largest country in Southeast Asia in size after Indonesia,²⁰ with a population of 51.4 million.²¹ More than two-thirds of the population live in rural settings, mostly along the Irrawaddy River, where agriculture is the main livelihood. The country is composed of seven states (in red) and seven regions (in yellow), five self-administered zones, one self-administered division and Nay Pyi Taw Union Territory, the newly established administrative capital.²² With one of the lowest population densities in the South-East Asia region, the most populated areas are Yangon, Ayeyarwady, Mandalay and Shan State. Myanmar is one of the most ethnically diverse countries in the world, with 135 ethnic groups recognised by the government and 108 different ethno-linguistic groups.



Source: Food and Agriculture Organisation of the United Nations

The economy is one of the weakest worldwide, and suffers from the consequences of years of stagnation and isolation. Despite a sound growth rate in recent years, the business sector is improving rather slowly due to the existence of significant barriers to

²⁰ <http://www.myanmarburma.com/blog/276/the-largest-country-in-south-east-asia>

²¹ Myanmar Census Update September 2014.

²² The Bamar – the majority ethnic group of Burma – predominantly inhabit the regions, while the states, the zones and Wa Division are ethnic minority-dominant.

do business.²³ Gross Domestic Product (GDP) growth in the fiscal year 2014/15 (April-March) is estimated at 6.4 per cent and it is foreseen to reach a 7.3 per cent yearly average by the years 2019/20.²⁴ Myanmar is rich with resources, but is designated a low-income country and one of the least developed in the Asia-Pacific region. Agriculture is one of the backbones of the economy, with around 70 per cent of the country's labour force engaged in the sector. The socio-economic situation of people living in rural areas is more severe than in urban settings.²⁵ According to the UNDP 2014 Human Development Report, Myanmar has a life expectancy of 65.2 years and its multidimensional poverty index (MPI) is among the 91 countries with overlapping deprivation in health, education and living standards.²⁶ World Bank data reveals that the Maternal Mortality Ratio decreased from 220 per 100,000 live births in 2010 to 200 in 2013, with the total fertility standing at two births per women in 2013.²⁷

The 2013 Country Gender Profile Report of the Japan International Cooperation Agency (JICA), ranked Myanmar 80th of 146 countries in the gender inequality index. In Myanmar, cultural norms and values consider men key household decision makers and main breadwinners whereas women support the household heads (husbands) taking care of the home and looking after children.²⁸ At present, Myanmar is a signatory of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Platform of Action and the Millennium Declaration. Political representation of women in Myanmar's Parliament is only six per cent,²⁹ relatively low compared to the Asian average of 18.4 per cent.³⁰ The National Strategic Plan for the Advancement of Women 2013-2022 (NASPAW) was launched only recently, in October 2013.³¹

Box 6. Human Development Index (HDI)

According to the UNDP's 2014 Human Development Report, Myanmar is in the low human development range, with an index of 0.524, ranking the 150th of 187 countries, with an average annual increase of about 1.43%. It is the second lowest country in HDI terms in continental Asia - only Afghanistan shows an even lower performance.

Myanmar has been under military rule for over 60 years. After independence from British colonial rule in 1948, Myanmar had a period of multi-party elections for 10 years. This period ended in March 1962 when General Ne Win's military government took power. Almost all aspects of society were nationalised or brought under government control until 1974 - even private hospitals were owned by the State.³² Ethnic tensions and clashes have persisted long after the British rule. Two contributing factors are the divide and rule approach applied by the British colonial powers and failure to put the 1947 Pinlon agreement into action,³³ which guarantees equal rights for all ethnic groups in the country

²³ <http://www.worldbank.org/en/news/press-release/2015/03/24/removing-barriers-to-doing-business-will-help-create-strong-private-sector-in-myanmar>

²⁴ Economist Intelligence Unit, <http://country.eiu.com/myanmar> [retrieved on 30 March 2015]

²⁵ JICA, Country Gender Profile, Republic of the Union of Myanmar, December 2013.

²⁶ <http://www.mm.undp.org/content/myanmar/en/home/presscenter/pressreleases/2014/07/2014-human-development-report-launched-in-myanmar.html>

²⁷ <http://data.worldbank.org/indicator/SH.STA.MMRT>

²⁸ JICA, Country Gender Profile, Republic of the Union of Myanmar, December 2013.

²⁹ UN Women. 'Meeting on Promoting Women's Leadership and Political Participation in ASEAN' October 2014, Jakarta, Indonesia.

³⁰ Women in Parliament <http://www.ipu.org/wmn-e/world.htm> (retrieved on 07 May 2015)

³¹ JICA, Country Gender Profile, Republic of the Union of Myanmar, December 2013.

³² <http://www.oxfordburmaalliance.org/1962-coup--ne-win-regime.html>

³³ Pinlon (Panglong) is the name of the town in Loilen Township, Loilen district, Southern Shan State where the agreement took place.

as well as full autonomy of internal administration in the border areas of Chin, Kachin and Shan states.

Myanmar is currently in a triple transition: From an authoritarian military system to democratic governance, from a centrally directed economy to a market-oriented economy, and from 60 years of conflict to peace in its border areas.³⁴

Since 2011, the new government has embarked on an economic, political and governance reform program. The reform process was rather fast-paced in the first years but has since slowed.³⁵ A recent positive highlight in the political front is the draft cease-fire agreement signed on March 2015 between the government and 16 ethnic armed groups, including the Kachin Independent Organisation and the Karen National Union, who have been engaged in a long history of conflict in the country.³⁶ In November 2015, the first fully democratic elections since 1990 took place – an important landmark.³⁷

3.1.2 The context of the census in Myanmar

Four elements characterise the context of the census in Myanmar: 1) The fact that censuses have not been conducted in more than 30 years, 2) the absence of reliable census and other types of data, 3) a weak institutional framework and 4) a highly politically sensitive context.

A history of intermittent censuses

The story of modern censuses in Myanmar began under the British administration during which regular decennial censuses were conducted covering the whole of the country. The last census undertaken under the British rule was in 1941; however, the majority of the results were lost due to the spread of the Second World War to Asia, though district totals were salvaged. During the British colonial period, population totals derived from a mixture of approaches: Enumerating the *de facto* population in well-controlled areas and the *de jure* population in loosely administrated zones, while estimating the population in non-accessible areas.³⁸

Insurgencies following independence in 1948 and consecutive political instability prevented the resumption of decennial censuses. Though there was an attempt to conduct a census in 1953, it ultimately failed and no census was recorded from 1941 until 1973. Census was restored under military rule in 1973 and was repeated in 1983 using the *de jure* approach; though in both the 1973 and 1983 censuses, people living in conflict-affected areas could not be enumerated. After the 1983 census, a new 31-year census vacuum period set in due to an unstable political environment and social unrest. The 2014 census marked the start of a new era in the availability of housing and population census

³⁴ <http://www.worldbank.org/en/country/myanmar/overview>

³⁵ *Myanmar's Troubled Path to Reform Political - Prospects in a Landmark Election Year*, (Chatham House, 2015), p.4
http://www.chathamhouse.org/sites/files/chathamhouse/field/field_document/20150226Myanmar.pdf

³⁶ Shibani Mahtani and Myo Myo, *Myanmar Signs Draft Peace Deal With Armed Ethnic Groups*, The Wallstreet Times, 31 March 2015.

³⁷ http://www.nytimes.com/2010/10/22/world/asia/22nations.html?_r=0;
<http://asiapacific.anu.edu.au/newmandala/2010/12/15/the-significance-of-myanmar-s-2010-election/>;
<http://www.usip.org/olivebranch/2015/03/09/burma-can-the-2015-elections-overcome-the-legacy-of-2010>

³⁸ In a *de facto* census, people are enumerated at the place where they are present on the census date, while a *de jure* census, persons are enumerated at their usual place of residence even if they are elsewhere at the census date.

data in the country.

A need for reliable census data

The absence of reliable census data has been a recurrent challenge in Myanmar for several reasons. Firstly, the diversity of census enumeration methodologies and the discontinuity of the censuses hampered the construction of time series, and comparing census data over time meant having to resort to significant adjustment techniques, resulting in imperfect figures.

Secondly, the lack of accurate vital statistics and the difficulties in measuring migratory flows in the political context of the country (military repression) prevented the estimation of reliable population growth indicators. As a consequence, population estimates depended on such varied growth assumptions that they ultimately resulted in a range of far-fetched population figures.

The total population for 2011 ranged from 48 million (reported by the World Bank World Development Indicators) to 70 million (according to British-based human rights agencies and referred to by various sources such as the Asia Times or the Shoah Organisation). The Central Statistical Organisation (CSO) – the official data source – provided a total population figure of 59.13 million (2010 Statistical Yearbook).

In this context, the interest of Myanmar to conduct census was very strong. Since the 1990s, the government has discussed undertaking a population census, but ensuring the full participation of the population was problematic for a number of reasons, including among others, ongoing conflict, lack of infrastructure and distrust in the Government. Moreover, access to external support was, at the time, hindered by the fact that most international development partners were not operating in the country, and partnerships and institutional relationships were not consolidated.³⁹ The human disaster caused by the cyclone Nargis in 2008 increased awareness of the need for data to depict a realistic picture of the country's population. At the same time, the cyclone meant having to postpone the conduction of the census until much later.

National institutional capacity

Prior to the 2014 census, the institutional capacity to conduct censuses was quite weak. In the framework developed by the World Bank to assess the national statistical capacities of developing countries, the 2014 overall statistical capacity⁴⁰ of Myanmar to produce reliable and accurate data was low, scoring 46.7 on a scale of 0 to 100. The average score for developing countries in East Asia and the Pacific was 72.33.

Although a Central Statistical Organisation was set up with the Statistical Act of 1952, its capacity and resources are limited and only a small proportion of official statistics are produced by the CSO. In fact, the production of statistics in Myanmar is spread across various government institutions, following a sector approach. The Ministry of Health, for

³⁹ According to the country office, discussions on the possibility of having a census date back to the 1990's. Seemingly discussions continued during the period 2001-2008 but the conditions were considered not optimal, particularly in terms of ensuring wide participation of the population and having the required United Nations system support and technical support in country (many agencies operated from Thailand at that time).

⁴⁰ The overall statistical capacity indicator is composed of three dimensions: statistical methodology, source data, and periodicity and timeliness.

instance, is in charge of the Demographic and Health Survey (DHS), whereas the Ministry of Labour is responsible for the Labour Force Survey (LFS).

In this decentralised structure, the Department of Population (DoP) under the Ministry of Immigration and Population (MoIP) holds responsibility for the population census. However, after 30 years without a census, DoP institutional memory on census methodology vanished, and the actual capacity to conduct one had to be rebuilt in a way that integrated new technologies, methods and standards presently available for data collection, processing and dissemination.

A politically sensitive context

Beyond technical considerations, the census in Myanmar must, above all, be understood as a crucial component of a rapidly evolving context: the development path the country has engaged in since 2011, one that faces the challenges brought by simultaneous political, economic and peace-process reforms. Quality and reliable census data are critical to underpin these reforms and to introduce evidence-based planning and policy-making. Additionally, these reform processes emerge amid anchored feelings of mistrust in public authorities due to a long history of political repression. In this context, building public confidence in the census process became an essential factor for collecting reliable data and for reaching consensus on the use of the results.

Box 7. A context that challenged technical choices

The census took place in an intricate transition context where the nation-building process required preserving cultural diversity. In this setting, the majority of technical decisions were highly politicised, with perceptions, misperceptions and considerations of a political nature brought forward.

Ethnicity has been a major driver of conflict during the post-colonial period. The country's ethnic diversity is an essential feature of the backdrop against which the census took place. Few countries are as ethnically diverse as Myanmar, which has a multiplicity of ethnic sub-groups.⁴¹ Ethnicity often tracks on political affiliation, a fact that is widely recognised in Myanmar.⁴²

The 135 official categories (135 official sub-groups, divided into major and minor ones) are contested because the country's administration and governing structures are not ethnically neutral. Political representation is contingent on the weight of a given ethnic group within the total population, both at Union and lower administrative levels.⁴³ The administrative division of Myanmar is partly based on ethnicity as well, as all the country's States refer to the name of an ethnic group - allegedly a majority one.

⁴¹ OECD (2013), Multi-dimensional review of Myanmar: Volume 1. Initial assessment, OECD Development Pathways, OECD Publishing. Page 172.

⁴² Robert H. Taylor. Do states make nations?. The politics of identity in Myanmar revisited. South East Asia Research, 13,3, pp. 261-286 (see abstract). Available in: <http://www.networkmyanmar.org/images/rt.pdf>

⁴³ Those with higher populations have greater political representation.

3.2 Overview of UNFPA response

3.2.1 Programmatic support

The initiative for conducting a population and housing census was a high priority for the newly elected government in 2011. In order to make it feasible, the President of Myanmar, Thein Sein, approached Secretary-General Ban Ki-moon and requested United Nations support to prepare the 2014 planned census. The Secretary-General responded positively to the request and urged UNFPA to provide technical expertise and help mobilising resources for the conduct of the census.

As a response, UNFPA, in liaison with the Secretary-General's Special Adviser on Myanmar, Vijay Nambiar, organised a mission to identify the conditions under which the census could take place. The mission identified five main principles to be agreed upon in order to provide support: 1) the transparency of the process, 2) the fair and equitable treatment of all population categories, 3) a participative approach, 4) the adherence to United Nations census standards and 5) the upgrading of the census legal base.

The support to census has been formalised in the United Nations Strategic Framework for the period 2012 – 2015 under Strategic Priority 4: Promote good governance and strengthen democratic institutions and Human Rights and more specifically under its *Outcome 3 – Strengthened national statistical systems for data collection, processing, analysis and coordination*. UNFPA is identified as the convener for Outcome 3. The following table presents in details the outputs and areas of work.

Table 2. Strategic Priority 4 - Outcome 3 of the United Nations Strategic Framework 2012 - 2015

Outcomes	Outputs	Areas of United Nations work with Union and Region/State authorities
<p>3. Strengthened national statistical systems for data collection, processing, analysis and coordination.</p> <p>Convening agency: UNFPA</p> <p>Participating agencies: IOM, UNDP, UNESCO, UNICEF</p> <p>Key targets: Appropriate data for MDGs and international conferences and conventions tracking available; reliable and harmonised indicators available for monitoring socioeconomic development. up to date data from agricultural census and population census available.</p>	<p>i. Strengthened national capacity to increase availability of high quality and credible disaggregated data through census, surveys, administrative records and other data collection tools for policy formulation, planning, and monitoring and evaluation.</p> <p>ii. Strengthened national capacity for monitoring, evaluation and reporting on the status of achievement of MDGs and national targets linked to international conventions.</p> <p>iii. Strengthened national capacity for coordination and harmonisation of official statistics.</p>	<p>a. UNCT will provide technical expertise on data collection, analysis and use to a cross-section of ministries and to the Central Statistics Organisation, including on the population and housing census and the agricultural census, with attention to disaggregation of data by age, sex, locality and ethnicity.</p> <p>b. Strengthening of Government M&E capacity with UN technical expertise.</p> <p>c. Gov't and the UNCT will collaborate to promote wide dissemination and utilisation of statistical data, to encourage dialogue between data users and data producers, and to promote coordination and harmonisation of official statistics.</p> <p>d. Gov't and the UNCT will collaborate in monitoring and reporting on MDGs, and on the implementation of other international targets.</p>

Following several conversations among the UNFPA representative in Myanmar, the UNFPA regional adviser on Population and Development and the Ministry of Immigration and Population, an exchange of letters between the United Nations and the Government of Myanmar officially sealed the commitment of the Union’s government and established the conditions for UNFPA engagement in the census process.⁴⁴

Based on this, UNFPA mobilised its own resources, initially attracting subject-matter experts and then progressively building up an informal network of expertise in support of the census. At the same time, a series of consultations took place between the senior management of the UNFPA Technical Division, the UNFPA Asia and the Pacific Regional Office (APRO) and the Myanmar country office in order to define and implement support in a way that ensured the integrity of the process and alignment with international standards.

The UNFPA programmatic response to support the 2010 census round is reflected in the 2012-2015 Country Programme.⁴⁵ The programme aims at contributing to three strategic priorities: 1) increase equitable access to high-quality social services, 2) reduce vulnerability to natural disasters and climate change and 3) promote good governance and strengthen democratic institutions and rights. The table below summarises the main expected outputs of the country programme by core area of work: reproductive health and rights, population and development, and gender equality (census related outputs are highlighted in grey).

Table 3. Expected outputs of the Myanmar Country Programme 2012 - 2015	
<i>Reproductive health and rights</i>	
1	Strengthened health systems to improve the availability of high-quality, equitable sexual and reproductive health information and services among target groups, including in emergency settings.
2	Improved availability of sexual and reproductive health services, including the prevention of HIV transmission among populations that are most at risk and their partners, and from mothers to their children.
<i>Population and development</i>	
3	Strengthened national capacity to increase the availability of high-quality, disaggregated data on population, reproductive health and gender issues for policy formulation, planning, and monitoring and evaluation.
<i>Gender equality</i>	
4	Strengthened national capacity and institutional mechanisms to promote gender equality and the advancement of women.

Most of the actions described in the country programme are linked to the delivery of output 3 address requirements for census implementation: 1) strengthening institutional capacity to collect, analyse, disseminate and utilise data for policy development, planning, coordination, and monitoring and evaluation; 2) supporting data collection activities to produce disaggregated data on population, including on youth, migration, reproductive health and gender issues; 3) procuring data processing equipment and software and 4) advocating and providing technical assistance for the review of existing statistical laws and developing mechanisms to improve the coordination and management of national

⁴⁴ The exchange of letters ceremony took place in Naypyitaw on 30 April 2012 in the presence of the United Nations Secretary-General Ban Ki-moon and Myanmar’s Vice President Sai Mauk Kham.

⁴⁵ UNFPA implemented three country programmes in Myanmar since 2002. The first two were each extended to a five-year period and the last one covers the period 2012-2015.

statistical systems. The country programme also intends to promote joint programming on data collection among United Nations organisations and other partners using the monitoring and evaluation group of the Millennium Development Goals as a mechanism.

Annual Work Plans (AWP) during the period include several targets associated with the expected output of the Population and Development component of the country programme (see table 2 below). These targets complete the picture of the UNFPA programmatic response and illustrate a strong focus on census implementation alongside continuous efforts to strengthen the institutional environment and capacity to produce and use data to inform good governance and decision-making.

Table 4. Targets in the Annual Work Plans associated to the achievement of output 3 of the 2012-2015 programme	
Output 3 of the 2012-2015 country programme, Population and Development component: <i>Strengthened national capacity to increase the availability of high-quality, disaggregated data on population, reproductive health and gender issues for policy, planning, and monitoring and evaluation</i>	
<i>Annual Work Plan 2012</i>	
1	Project Document on census developed
2	Technical assistance provided for key census areas and migration survey
3	Support provided for Population and Development Commission in the Government
<i>Annual Work Plan 2013</i>	
1	Pilot census undertaken
2	Census questionnaire developed and finalised
3	Trainings for supervisors and enumerators for pilot census conducted
4	Knowledge and experience acquired through overseas exposure and training activities on census data processing, tabulation and dissemination
<i>Annual Work Plan 2014</i>	
1	Technical assistance provided for census data collection and data processing
2	Field work of census undertaken
3	Support provided for population and social development committee at parliament and population and development commission in government
<i>Annual Work Plan 2015</i>	
1	Developed and published in Myanmar and English Census Main report, 15 State and Region reports, 1 highlights of main report, 1 flyer, 1 wall chart, 1 web portal to access census results; 5 thematic reports
2	Town hall meetings held: Baseline: 0 Target: 15
3	Meetings with non-state groups on census: Baseline: 0 Target: 6
4	Trainings in IT, Accounting held: Baseline: 0 Target: 15 people
5	Web portal developed and accessible to the public: Baseline: 0 Target: 1

3.2.2 Financial support from 2012 to 2014

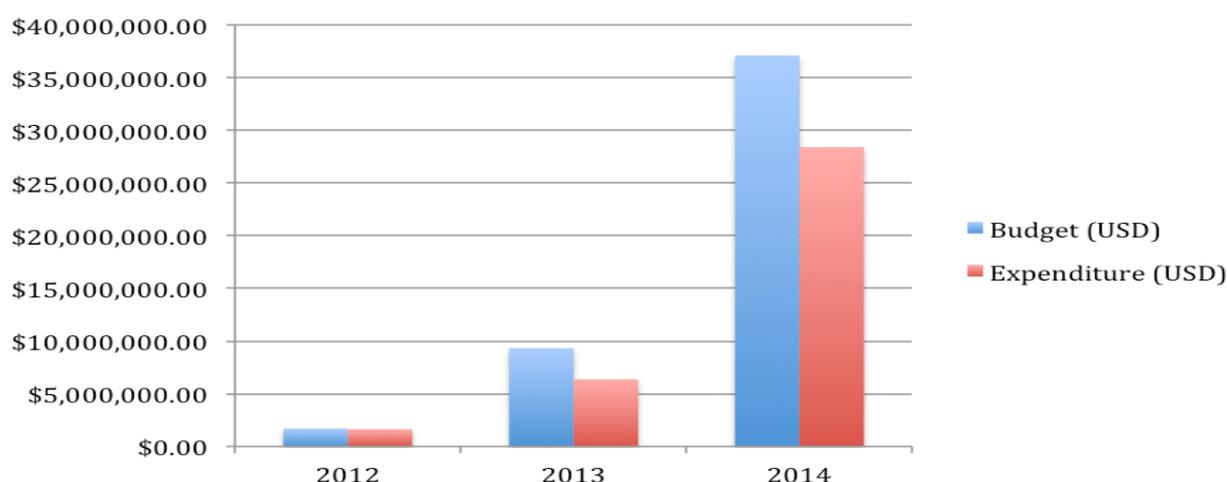
UNFPA established the Myanmar Census Fund (MCF), a multi-donor funding mechanism to support the implementation of the 2014 census. Donors showing commitment to funding the census received the Project Document and were invited to pool their resources into the MCF. The fund aimed to increase cost-effectiveness. MCF members meet regularly to discuss census progress and exchange information with the objective of ensuring coordination and harmonisation of the financial side of the census.

The UNFPA country office in Myanmar administers donor contributions, disburses funds to implementing partners and issues periodic reports on the management of the funds.

The following figure presents the total amount managed by the country office in Myanmar in support to the census from 2012 until 2014. Over these three years, \$36.4 million were spent, accounting for 75.7 per cent of the cumulative budget for the period.

Both expenditure and budget grew over time as census activities developed: \$1.6 million were spent during the preparatory phase in 2012, whereas in 2013 – the year in which the pilot census was conducted and intense activity around cartography and other preparations occurred – expenditure grew four-fold to \$6.4 million. The peak was reached in 2014 when \$28.4 million were spent, primarily to cover costs of the enumeration process, including training.

Figure 2. Total amount budgeted and spent (core and non-core resources) on census - 2012-2014



Source: Myanmar CO, Spreadsheet on Budget and Expenditure Generated from Project Budget Balance in March 2015.

Figure 3. Breakdown of total expenditure on census by type of funds



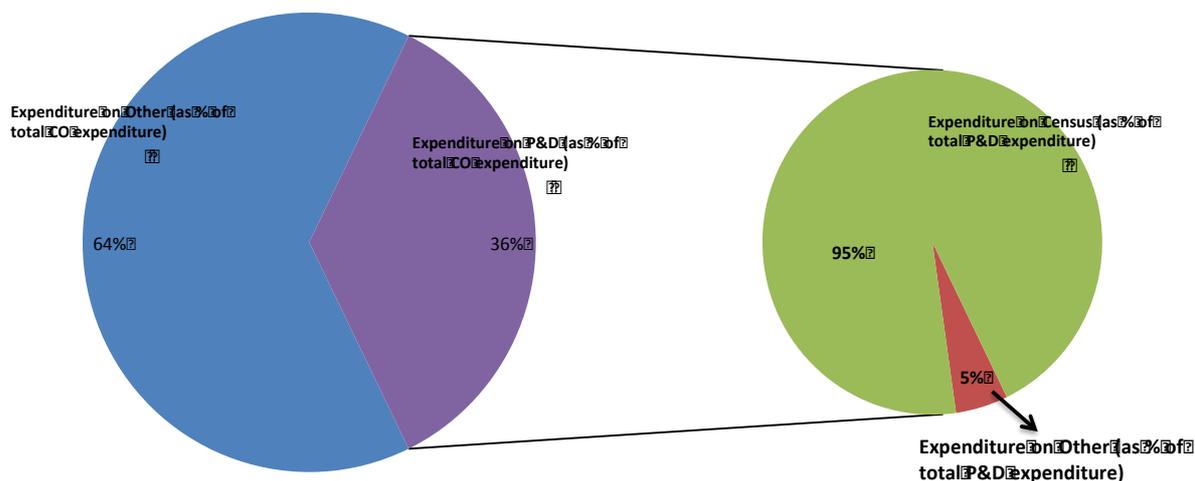
Figure 3 shows the distribution of the \$36.4 million spent over the period 2012-2014, according to the category of funding. Only 17 per cent (\$6.1 million) of the census funds managed by the country office were core funds while the remaining 83 per cent (\$30.3 million) of the funds spent during the period were non-core. Non-core financial contributions to the census were provided by Australia, Finland, Germany, Italy, Norway, Sweden, Switzerland and the United Kingdom. The USA contributed with technical assistance. The majority of donor funds were pooled in the MCF (91 per cent), while the contribution of Germany (8.6%) and other smaller contributions were provided outside the MCF.

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Figure 4 shows the share of Population and Development (P&D) expenditure in relation to the overall expenditure incurred by the country office during the period analysed. The

figure also illustrates census specific expenditure as a percentage of the total expenditure on P&D activities. The financial significance of the census as part of UNFPA support is clear: 95 per cent of the P&D funds during the period were related to census expenditure. Furthermore, of the total amount spent from 2012 to 2014 by the country office, census expenditure accounted for over one-third (34.2 per cent).

Figure 4. Expenditure on P&D as percentage of total UNFPA expenditure and expenditure on census as percentage of total P&D expenditure



Source: P&D Expenditure and Census Expenditure from 2012 to 2014 provided by the Myanmar CO (through Project Budget Balance requested on March 2015).⁴⁶

⁴⁶ The total expenditure of the country office from 2012 to 2014 was calculated using two sources and should therefore be read as a rough estimation: total expenditure from 2005-2011 was derived from UNFPA Atlas Database (database generated on 10 June 2014), while total expenditure for 2012-2014 was provided by the Myanmar country office through the Project Budget Balance requested on March 2015.

4. Findings and analysis

EQ1. To what extent was UNFPA support aligned with partner government priorities and national needs on availability of data on the one hand and UNFPA policies and strategies on the other?

Summary of Findings:	Relevance
<p>The population and housing census was a critical operation for the Government of Myanmar, essential to obtain data to feed strategic plans and to ground the substantial reforms the country is currently undergoing. In a context in which a census had not been undertaken for 30 years, UNFPA support was strongly aligned with the needs of national public institutions. Needs included a credible census in line with international standards, addressing and reversing biased population estimates, and generating reliable socio-economic baseline data for national plans and strategies. UNFPA support also responded to demands for data from academia, development partners – including United Nations agencies – and civil society organisations (CSOs). While CSOs unanimously believe statistical data to be an important tool for dialogue, CSOs varied in their views on the timing of the census (when it should be undertaken) and its content. The views of civil society organizations were not always aligned with those of the government and UNFPA. The support of UNFPA at country level was largely aligned with UNFPA corporate principles and strategies.</p>	

Alignment with partner government priorities on availability of statistical data

Conducting a national census has been a national development priority of the Myanmar Government since the 2011 democratic transition.⁴⁷ UNFPA support was provided in a context in which the country faced a serious lack of reliable data to measure the rapid political, social and economic reforms taking place. The need for data is seen as crucial at the highest political level.⁴⁸

All line ministries interviewed during the country case study visit highlighted the need for reliable population baseline data to develop and monitor national plans and programs.⁴⁹ The current absence of reliable, relevant and accurate population data and the discrepancies existing in basic population figures are seen as a major obstacle to plan, develop, monitor and assess the impact of government services, strategies and policies. In Myanmar, it has been thirty years since the last census and biased population estimates have led to incoherent population figures, hindering the provision of reliable baselines for many social and economic indicators.

⁴⁷ Vice President of the Republic of the Union of Myanmar reiterated his commitment (and that of others) on several occasions:
http://countryoffice.unfpa.org/myanmar/2012/10/10/5705/central_census_commission_calls_on_donor_community_to_support_census/ and <http://asiapacific.unfpa.org/public/pid/10579>

⁴⁸ The economic adviser to the President noted - in an interview - that the Myanmar vision 2030 is a national comprehensive development plan for which the census has invaluable input.

⁴⁹ Line ministries interviewed during the case study visit included the ministries of Immigration and Population, Health, Education, Social Welfare Relief and Resettlement, Information, Home Affairs, Labour and National Planning and Economic Development.

As the census captures national data at a granular level (at low territorial-administrative unit levels), it serves as a useful tool for the development of accurate baselines, supporting the ability of Myanmar to set-up priorities and implement national plans on, for example, reproductive health, HIV/AIDS and the advancement of women.

In the economic sphere, the census depicts the human capital profile of the country. The census results – which were supported by UNFPA – play a key role in validating, completing and improving surveys including, for example, the labour force survey and the cost of living survey (both essential to the Ministry of Labour).

Census data is also critical for two departments in the Ministry of Immigration and Population. The Immigration and National Registration Department suffers from a lack of data on migration as well as from an absence of accurate information on the distribution of residents by their national residence status, an indispensable data input in the on-going reform on this issue. Similarly, the Department of Population (DoP) requires census data to improve demographic analysis, population projections and household-based surveys and to further improve the services it offers to Myanmar residents (registration of vital statistics, issuance of certificates, etc.).

Box 8. A population census, also means a sampling frame for surveys

Another element that makes the census very relevant is the fact that it will provide an appropriate sampling framework, to non-existent data yet urgently needed for the conduction of household-based surveys carried out by line ministries.

At the Ministry of Home Affairs, the census offers harmonised and exhaustive data, replacing information that had been collected using different methodologies and in a dispersed manner (in response to a way array of administrative needs).

Census is a highly strategic undertaking for the Ministry of Social Welfare, as it supports (and indeed enables) the implementation of a new life cycle approach (welfare for child, women, youth, elderly) in addition to providing much needed accurate data on disability. For the Ministry of Education availability of census data means moving away from indicators that relied on non-harmonised data sources, with their attendant consistency and comparability challenges.

Information on the distribution of the population by age and location (rural/urban) and the availability (or lack thereof) of electricity will be critical inputs to the Ministry of Information, allowing the ministry to determine the communication channels best able to reach out to the population and decide where and how (TV, radio, newspapers) to expand media services.

Box 9. Example of UNFPA support alignment with national needs on data

UNFPA support is well aligned with the needs of the Ministry of National Planning and Economic Development, with whom UNFPA is implementing a programme to strengthen national capacity to collect, analyse, and utilise data. The programme intends in particular to coordinate data production and bridge data gaps on population, reproductive health and gender.

Availability of reliable population data at lower territorial-administrative units is also essential for other government agencies at central level (e.g. the Myanmar Parliament, the Union electoral commission) and at decentralised level (State/Region, District and Township administrations). The census provides detailed and important information on population

and housing characteristics, particularly important to local government agencies.

The comprehensive support package (covering all census phases) offered by UNFPA was both highly relevant and aligned. On the latter, support was aligned *both* to the need for population data and the type of support required: with no existing capacity or institutional memory after 30 years without a census, the government required full technical guidance to finance, design and conduct the operation. The UNFPA package of support fully addressed these needs.

Alignment with national needs on availability of statistical data (beyond government needs alone)

Civil Society Organisations and Academia

There is clear alignment between the support provided by UNFPA and the views of civil society and academia on statistical data needs. All civil society organisations interviewed discussed the importance of census data for the development of plans and programmes as well as for advocacy on pressing issues such as disability and poverty. Similarly, national academia and scholars readily welcomed the availability of census data for education and research purposes, underlining the usefulness of UNFPA support in increasing the reliability of the census results.

Several civil society stakeholders underscored the shift in the relationship of the government to data: moving away from a period where data was held in secret and reserved solely for public authorities toward a framework in which information and data are a public good. Within this context, access to census data by non-governmental sectors points to an invaluable improvement in social dialogue among all actors in society and with the national authorities in particular.⁵⁰ The preparation and conduct of enumeration and, more recently, the preparation for the release and dissemination of census results have generated a series of public debates in which civil society is included. In this regard, the census has contributed to positioning important civil society actors as partners in the process, suggesting that census is not solely a tool for data generation,⁵¹ but can also be a process that encourages dialogue and partnership.

Box 10. Much more than statistical data: a tool for dialogue

The national need for census data is perceived by the civil society as a possibility for a pathway to a new relational paradigm with the State. In this new framework, data is viewed as a valuable tool for dialogue. The majority of interviewed non-governmental organisations (NGOs) acknowledge that the census process goes in parallel with an “opening-up” of the government to more transparent and participative approaches. In this context, the relevance of census data goes beyond its use in statistics.

Though there is strong alignment between the needs of civil society on the availability of data and UNFPA support, differences in views exist when it comes to the timing and the content of the census questionnaire. The delivery of the actual UNFPA support was not

⁵⁰ Since 2011, the environment for the creation and operation of civil society organizations (CSOs) and media organizations has improved. The revised legal framework for NGOs allows non-governmental agencies to operate more openly (<http://www.icnl.org/research/monitor/Myanmar.html>)

⁵¹ Parts B and C in Annex 6 - Cyber search on census positions and controversies – illustrate some of these debates and the main players involved.

always aligned to the expectations of the civil society. There was no unanimous view, across the CSO interviewed, about certain aspects of the content of the census form.

CSOs interviewed repeatedly mentioned that had they been involved at the outset of census preparations, they could have played a larger role advocating for the census at local community level. According to the CSOs interviewed, such advocacy would have increased the respondents' understanding of the census, improving response accuracy and, ultimately, alignment with data needs. The connection between a widely perceived lack of consultation (felt by CSOs) and low levels of public confidence in the census process with an adverse impact on responses to the enumeration form was repeatedly pointed out. It is important to stress that the lack of involvement of some civil society organisations was never the result of a deliberate strategy to exclude them from the process. In fact, the UNFPA country office tried to involve civil society organisations but encountered resistance, mostly associated with contextual aspects explained in the last section of evaluation question 3.

UNFPA support incorporated the requirement for civil society participation from the onset e.g. in the census project document.⁵² While CSOs raised concern about genuine involvement from the onset, the country office did reach out to a number of CSOs, CSO networks, International non-governmental organisations/non-governmental organisations and political leaders' associations, and established participatory mechanisms during the preparation of the census – such as the National Advisory Committee (NAC).⁵³ However, results were limited results due to a number of factors including:

- 1) Some CSOs were reluctant to take part in the census process at the onset.⁵⁴ Seemingly due to mistrust and suspicion of some NGOs towards the census the process as a government-led operation.
- 2) The NAC operated as more of an one-sided information sharing meeting than a consultation forum and
- 3) The NAC began operation in November 2013, just prior to enumeration⁵⁵– with CSOs brought on only after the census questionnaire had been finalised.⁵⁶
- 4) The CSO reached out by UNFPA represented a fraction of the relevant CSO and groups of interest.⁵⁷

United Nations System in Myanmar

The census in Myanmar was a priority among the entire United Nations System operating within Myanmar. Not only did the census have a strong formal backing at the highest level

⁵² This was stressed in the census project document and in the key principles agreed with the United Nations Secretariat General for a credible census.

⁵³ This was stressed in the census project document and in the key principles agreed with the United Nations Secretariat General for a credible census.

⁵⁴ According to the country office, this was the case for most of the civil society organisation to which they reached out.

⁵⁵ Reportedly, the efforts of the country efforts with the Government towards the establishment of the NAC began in June 2013, right after the completion of the pilot risk assessment.

⁵⁶ Some NGO having a potentially strategic role in the process – because they were involved in the peace-process through dialogue with armed-groups for instance - were first invited at a NAC meeting late in census preparations e.g. two months before the enumeration (See last section in EQ3 for more details).

⁵⁷ The two-page brochure Myanmar census 2014 in numbers includes the number of consultations / meetings held during the pre-enumeration period.

within the United Nations, but most United Nations agencies were also in urgent need of reliable population data to feed into their country support strategies and plans. Census preparation – including the design of the enumeration form – and implementation was thoroughly discussed at United Nations country team (UNCT) meetings. United Nations agencies such as UNHCR, UNICEF and UNDP, became members of the National Advisory Committee on the census and some provided direct assistance to the field operation. These close institutional ties ensured that UNFPA support was aligned to the needs of other United Nations agencies in Myanmar.

Alignment with UNFPA policies and strategies

Alignment with the wider United Nations framework

The United Nations works within a global development framework whereby assessing and monitoring progress against objectives and goals requires reliable data, and censuses are a core data source.

The Marrakech Action Plan for Statistics (2004 and 2011) – a global plan for improving development statistics – and the work programme for the 2010 round of population and housing censuses (2005-2014) approved in 2005 by the United Nations Statistical Commission, constitute the broader framework in which the UNFPA support to the census in Myanmar is embedded.

In the specific case of Myanmar, UNFPA support to the 2014 census responded to a direct request from the Government of Myanmar to the United Nations General Secretary.⁵⁸ Once the request was official, the support of UNFPA was formalised in the Country Programme 2012-2015, and further concretised with the Annual Work Plans, themselves addressing support to the various phases of the census process.

Box 11. UNFPA support alignment with the United Nations system

UNFPA support to the census in Myanmar was not only fully aligned with the corporate policy framework but also with the United Nations country team and with the United Nations strategies at a broader level.

Alignment with UNFPA Strategic Plans

Use of census data in Myanmar is planned for policy development and for monitoring progress on the achievement of the MDGs and ICPD goals, which fully aligns with the approach set out in the UNFPA Strategic Plan 2008-2011. The type of support provided – policy dialogue, resource mobilisation and emphasis in technical capacity – was also fully in line with the actions proposed under Outcome 3 of the Strategic Plan 2008-2011 on the analysis and use of population data.⁵⁹

Finally, UNFPA support in developing the national capacity of the Department of Population to conduct the population and housing census is in keeping with the strategic direction of the organisation with regards to population dynamics, as set forth in the Strategic Plan 2014-2017: the preparation and analysis of census data in Myanmar is conceived “*as a means to ensuring that women and youth are at the centre of sustainable development policies, and that programmes have the evidence needed to improve sexual and*

⁵⁸ UNFPA support to the census received direct endorsement from the United Nations Secretary General.

⁵⁹ Paragraphs 51 and 54 of the Strategic Plan 2008 -2011. The latter stipulates that: “UNFPA will continue its technical and financial support, including advocacy and the mobilization of resources, for the collection, analysis, utilization and dissemination of data“

reproductive health (SRH) services".⁶⁰ Moreover, the modality of support deployed by the country office in Myanmar also responds to the strategies included under Outcome 4 of the Strategic Plan 2014-2017, which emphasises advocacy and policy dialogue/advice, knowledge management, and some capacity development as the key modes of engagement.⁶¹

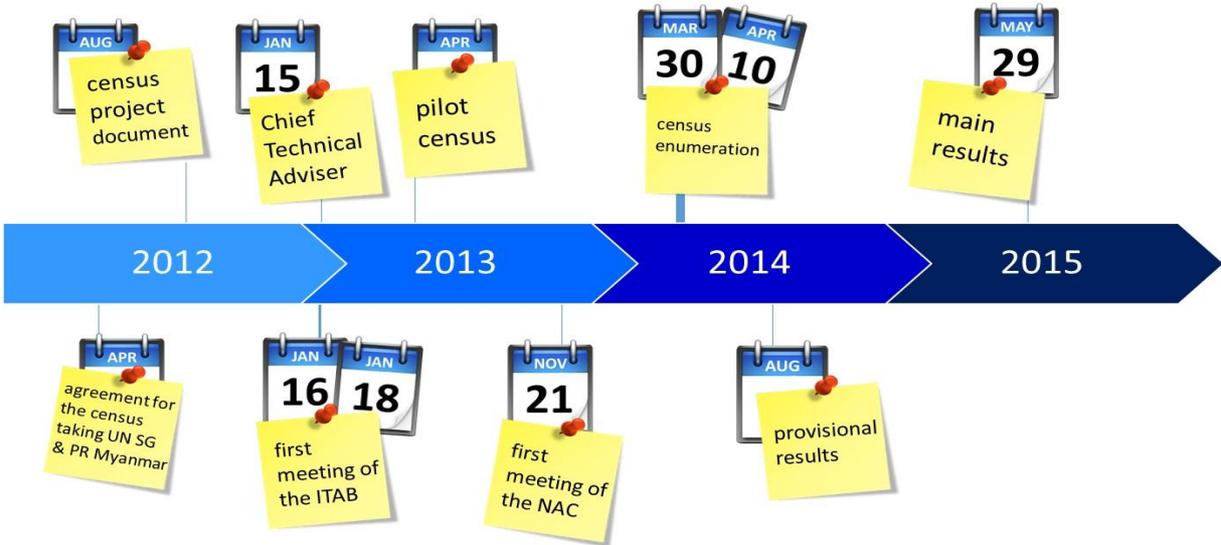
⁶⁰ Paragraph 11 of the 2014-2017 UNFPA Strategic Plan (Population dynamics in relation to the strategic direction of UNFPA - the bull's eye).

⁶¹ Paragraph 29 of the UNFPA Strategic Plan 2014 – 2017.

EQ2. To what extent has UNFPA support enhanced the capacity of National Statistical Offices (NSO) to enable the production and availability of quality census data? To what extent is this enhanced capacity sustainable?

Summary of Findings:	Effectiveness and Sustainability
<p>UNFPA was a key player in pooling funds from donors to finance the 2014 census process and enhance national capacity for its implementation. UNFPA support to the Department of Population (DoP) – the census implementing authority⁶² – proved effective, contributing to DoP skills in planning, organising, collecting, processing and disseminating census data. In spite of the achievements strengthening DoP capacities, UNFPA was not always in a position to systematically ensure that mechanisms were in place to guarantee the sustainability of the skills acquired by this department. This was partially due to the low expertise baseline level at the DoP, to language barriers - in some cases - and to the short census preparation and implementation timeframe.</p> <p>Technical advice provided by UNFPA had a positive effect on the Department of Population staff, exposing them to a comprehensive approach to quality.</p> <p>The conduct of a pilot census – the first in the history of census in Myanmar – is an example of the introduction of this critical approach to census quality. The census was completed within the planned timeline and a quality assurance strategy was put in place to ensure that census results met the highest quality possible given the baseline context. However a Post Enumeration Survey was not undertaken, if conducted, it would have provided a statistical measurement of census coverage and elements of quality that no other source or method is able to offer.</p>	

Figure 5. Timeline: Key dates of the census process



⁶² In the case of Myanmar, the NSO was not in charge of the census as it was under the responsibility of the Department of Population

Enabling environment for census operation.

Positioning the census

The intensive engagement of UNFPA in creating an environment conducive to the census began in 2009, when the country office representative held advisory and advocacy discussions with Myanmar national authorities on the organisation of a census following United Nations standards and principles.

The conditions to implement the census with UNFPA support were agreed via an exchange of letters between the United Nations Secretary-General and the Government of Myanmar in April 2012. This exchange led UNFPA to further develop an appropriate infrastructure to enable a reliable census. This infrastructure comprised all elements required to implement a proper census:

- relevant legal basis,
- detailed plan covering the entire process,
- adequate funding,
- timely procurement of relevant goods and services
- the development of tools for management, monitoring and quality evaluation.

The Census Project Document

A census roadmap was agreed with the Department of Population (DoP) and further concretised in a census project document under the direct supervision of the UNFPA Regional Adviser on Population and Development and country office representatives.⁶³ The document served as the main reference frame for UNFPA to mobilise financing partners and as guidelines for all stakeholders involved in the census implementation.

The document was thorough and detailed enough to serve throughout planning and monitoring of the census operation: it developed a detailed work plan for all the census phases and activities and presented budget estimates, implementation methodology and timelines, management structures and technical assistance needs. All census implementation partners agreed, following the project document guidelines and implementing the majority of activities without changes. The project document also introduced standard recommended census practices, which were new for Myanmar, such as the conduct of a pilot census and the use of optical scanners to digitally capture the responses reported on paper questionnaires. However, the project document states that *“a Post Enumeration Survey (PES), which is a traditional census evaluation exercise, will not be utilised after the census enumeration. It was not considered an efficient and cost-effective method to assess the census. Demographic and statistical methods will be utilised for the evaluation.”* This decision was motivated considering the context of lack of technical capacity of the DoP to undertake such operation and the numerous challenges, technical and operational, to face in the preparation of the census as the country had not undertaken any census in the last 30 years. Some members of the International Technical Advisory Board (ITAB) members and the main UNFPA technical assistance advisers later regretted this decision. A PES would have provided a statistical measurement of census coverage and elements of quality that no other source or method was able to offer, especially in the context of Myanmar.

⁶³ The first draft is dated August 2012, with the final version of the project document (the fifth version) approved in April 2013.

Resource mobilisation

UNFPA played a central role in mobilising the contributions of the eight donors that funded the implementation of the census.⁶⁴ The country office brought together donors to pledge contributions, put in place a donor coordination mechanism that included monthly meetings and bi-weekly/weekly meetings in the period February-May, 2014, and established the Myanmar Census Fund to facilitate the pooling and management of census funds. UNFPA was instrumental in generating trust in the census financial management structure required by donors, thus allowing that funds were sufficient and disbursed in a timely (albeit tight) manner.

Governance mechanisms

a) The International Technical Advisory Board (ITAB)

The Letter of the Secretary General of 30 April 2012 to the Government of Myanmar included the proposal to create an International Technical Advisory Board (ITAB), as an appropriate mechanism, “for the provision of internationally recognised technical expertise and advice to assist the Government in its endeavour to successfully implement a population and housing census in compliance with international standards”⁶⁵. The project document signed by the Government of Myanmar in December 2012 refers to the ITAB as a body, which “provides high level technical advice to ensure credibility and legitimacy of the Census and its compliance with international standards.

On this basis, UNFPA established the ITAB as a group composed of eminent experts in the field of demography and statistics from different countries. From the onset, the ITAB assisted Myanmar to better understand how to design and implement an internationally comparable census, a

prerequisite for generating credible and widely recognised results. Established in January 2013 and continuing presently, the ITAB met regularly at key milestones of the census process and provided access to a large network of expertise during various census phases.

The contribution of the ITAB to an enabling environment for the census was manifold. Through the ITAB, UNFPA provided advice in the drafting of the census law, and worked to ensure that the census operation was transparent, inclusive and in line with United

Box 12. Examples of International Advisory Bodies in similar politically complex census contexts in the Western Balkans

In Bosnia and Herzegovina and Kosovo (UNSCR 1244), these advisory/supervisory bodies were constituted pursuant to a request from the authorities to the United Nations (UNMIK) (in the case of Kosovo) or the European Union Delegation (in the case of Bosnia and Herzegovina), and formalised in Memoranda of Understanding.

According to their mandates, committees of experts reported their findings to a board of International Organisations (composed of the European Commission, UNECE, UNSD, UNFPA and the Council of Europe) involved in political dialogue with the authorities.

They issued recommendations to the government on technical issues ensuring compliance of the census methodology and implementation to the International Standards and Recommendations.

⁶⁴ Financial contributions to the census were provided by Australia, Finland, Germany, Italy, Norway, Sweden, Switzerland and the United Kingdom. The USA contributed with technical assistance.

⁶⁵ Letter from the Under-Secretary-General, Special Adviser to the Secretary-General on Myanmar to the Minister of Immigration and Population, 30 April 2012.

Nations principles and recommendations.⁶⁶ Moreover, the presence of the ITAB allowed the DoP to better understand and apply internationally recognised best practices. In addition, the ITAB conferred legitimacy to the Government regarding decisions of a technical nature ("as recommended by ITAB").

It should be noted that establishing a body like the ITAB is not unique to Myanmar. Examples are found in multiple countries where the political context is particularly sensitive, in post conflict situations or where ethnicity, minority and religious questions may lead to difficult environments for the census, e.g. Bosnia and Herzegovina in 2013, or Kosovo (UNSCR 1244) in 2011 as illustrated in box 12.

b) National advisory committee and civil society engagement

UNFPA advocated upon the establishment of a National Advisory Committee (NAC) on census. This body is led by the Government of Myanmar, though UNFPA convenes and funds it. The aim is to solicit advice that may arise from the various segments of society and to involve many stakeholders in the census planning and its improvement to ensure that a higher quality census is done, wider ownership is ensured and that the census results will not only be accepted but also used in various development and decision-making processes. It is in this light that a National Census Advisory Committee is being put in place to solicit advice that may arise from the various segments of society.

The Committee provides input into the census processes so that the needs of various population groups are heard, highlighted and incorporated into the implementation. The main functions include:⁶⁷

- Review and advice on the plans and strategies for the 2014 Myanmar Census including technical, operational and community mobilisation. This will include areas such as the instruments, publicity and communication strategies, recruitment of personnel and training plans, plans for analysis and dissemination of the results.
- Review and advice on the products of the census that respondents to the needs of various population groups.
- Be able to participate in recruitment and training of various census personnel, as well as in monitoring the various census activities

The Committee is chaired by the Director General of Department of Population and supported by the technical advisers of the Census together with UNFPA. The composition of the NAC includes a wide-ranging representation.⁶⁸ The NAC composition was modified in July 2014 to increase the number of representatives from the civil society, in particular representatives of ethnic groups (from 8 to 12).

The NAC held seven meetings between November 2013 and May 2015, date of the mission. Despite being established only a few months before the census, the NAC provided

⁶⁶ See the Population and Housing Census Law No19, 29 July 2013, Chapter II.

⁶⁷ Terms of reference of the NAC - UNFPA

⁶⁸ NAC composition: Ministry of Education; Central Statistical Organization; Ministry of Labour; Ministry of Social Welfare; Ministry of Religious Affairs; Ministry of Health, Department of Planning; Ministry of Information; Director of Information; General Administration Department; Union Election Commission; Department of the Institute of Economics; Myanmar Info-Tech Cooperation Ltd.; United Nations agencies; UNFPA, UNICEF, UNDP, WFP, UNHCR, OCHA; NGOs; (2 international and 2 local representatives); CSOs; (3 representatives); women organizations, disability group, youth group; donor census group (two members); representative of media organizations and census consultants

a forum to inform CSOs about the census and to listen to their concerns and recommendations.

c) Donor Coordination meetings: Role and positioning vis-à-vis the census in Myanmar

The country office developed a donor coordination mechanism, involving, inter alia, regular meetings, with representatives of donor agencies and staff from the UNFPA country office participating. These meetings were called for and organised by the UNFPA country office, which assigned full time staff to carry out the donor coordination function. Donor coordination meetings have been institutionalised and recognised as a mechanism to discuss relevant issues and report back to donors on progress and financial expenditure. Minutes of the meetings are recorded and made available. However, there are no written terms of reference or a formal description of the scope, structure and functioning of the donor coordination meetings.⁶⁹

A countrywide outreach campaign

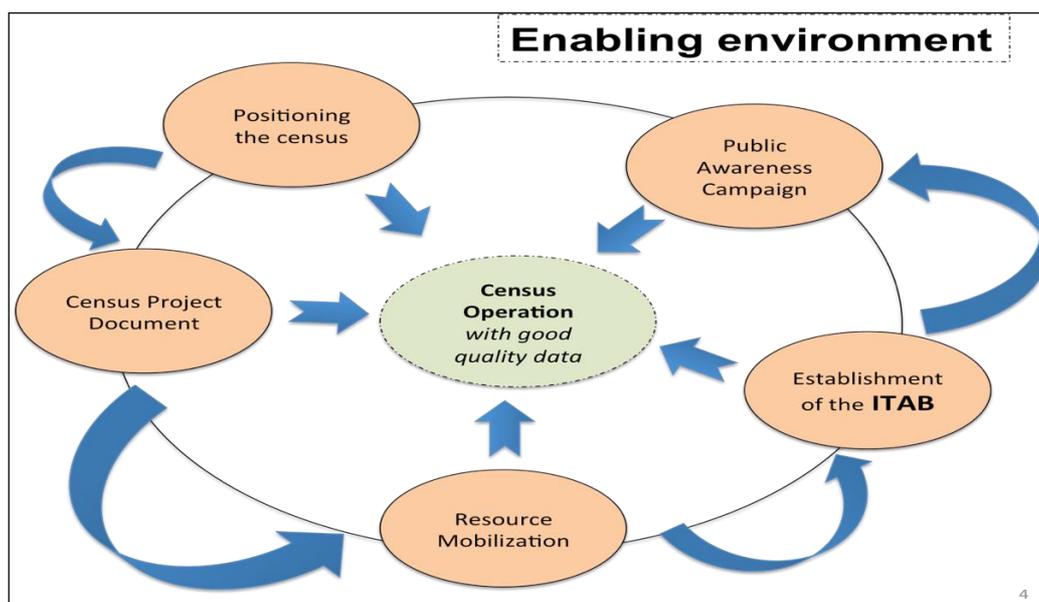
With strong support from UNFPA, Myanmar authorities launched a massive awareness raising campaign to inform the population of the purpose and scope of the census. The campaign was useful not only to share information on the census operation but also to make the process more transparent, critical for generating a conducive environment for enumeration. However, a number of NGOs and ethnic groups felt insufficiently consulted prior to enumeration, unanimously agreeing that had authorities relied on local community leaders, local media, and social networks across the country to share information on the census, the process would have been far more efficient and effective.

An independent Observation of Census Enumeration

The organisation of an independent census observation mission additionally contributed to raise the confidence of many stakeholders in the enumeration process, which was also important for the census environment. It was an important tool, as pointed out by DoP, in providing feedback to the Government during enumeration and to document lessons learned and good practices for capacity building to future censuses

⁶⁹ This lack of formalisation led to differences in expectations, with some donors, for example, preferring the regular participation of the DoP in the meetings.

Figure 6. Core UNFPA contributions to creating an enabling environment for census in Myanmar



Capacity of the NSO for the production and availability of quality census data in the 2010 census round

There is undisputed evidence that without UNFPA technical, operational and institutional support, the DoP would not have had the capacity to conduct the census in the timeframe required and in line with an internationally recognised methodology. The DoP is first to stress that UNFPA technical support was decisive in rendering the overall census implementation feasible.⁷⁰

Prior to the intervention of UNFPA, the DoP did not have experience on census, essential technical equipment was not in place and staffing capacity (in number, skills and knowledge) was inadequate to take on such a complex operation

Box 13. What the DoP valued the most?

From the perspective of DoP staff, the most useful support received from UNFPA – leaving aside the mobilisation of financial resources – has been CTA supervision, much appreciated for its continuity, together with GIS and IT support.

Skills in new technologies (GIS and IT) were wholly absent in the DoP prior to the census and were brought in for the census. In this context, it was essential to accompany the delivery of equipment and software with an appropriate transfer of knowledge on how to use these tools. This was achieved through UNFPA support.

As a census had not been conducted for 30 years, Myanmar faced a lack of reliable data and poor capacity to produce data. However, the 2014 census presented the opportunity to build capacity on up-to-date standards, methodologies and techniques for Myanmar. UNFPA support seized on the opportunity: the project took advantage of optical mark recognition (OMR) and intelligent character recognition (ICR) technologies for census

⁷⁰ The reader should note that in Myanmar, the body officially responsible for the census conduct is the Department of Population (DoP) of the Ministry of Immigration and Population - not the National Statistical Office, as it is the case in many other countries.

data capture and the most modern tools and methods were used for data processing and tabulation.

A key feature of UNFPA technical assistance was the recruitment of a long-term resident Chief Technical Adviser (CTA). The overall responsibility of the CTA was to provide technical assistance to the DoP to ensure that internationally recognised standards were abided by throughout the census process and to support national capacity for the production, analysis and dissemination of quality data.

The good quality of work by the CTA has been recurrently recognised and emphasised by most stakeholders and his inputs have been highly valued by DoP staff. The commitment and involvement of the CTA in census field organisation, training sessions and data capture and data validation was rated as outstanding by DoP senior staff. In addition, the CTA is credited with having established a smooth relationship between the DoP, the UNFPA country office and the ITAB.

Various short-term consultants with expertise in particular subject matters were recruited by UNFPA, and effectively delivered support in activities requiring highly specialised skills absent at the DoP. These short-term consultants covered census planning as well as technical and methodological issues relating to questionnaire design, IT, cartography, data processing and data validations. Data analysis, planning, management and communications were also addressed.

Data editing and imputations (an essential part of data processing) were listed in the project document as areas to be covered by technical assistance. UNFPA organised in partnership with USAID the technical assistance for these activities, necessary to ensure data coherence and produce important indicators of data quality. The delivery of this technical assistance was managed in close cooperation with the DoP and included consultations with the CTA.

In all stages of the census preparations, the DoP had the (legitimate) final decision on all methodological steps and did not always take on board UNFPA advice and technical guidance. For instance, the Government of Myanmar decided to include a question in the enumeration form on the type of identity card held by individuals, as suggested by UNHCR who reported that in some parts of the country people did not know their citizenship status, despite the fact that this question had been

Box 14. Evaluation of census data, what say the international recommendations?

The purpose of census evaluation is to provide users with a level of confidence when utilising the data, and to explain errors in the census results. International recommendations consider that the evaluation of the quality of census results is entire part of the census process and should be included in the budget since the beginning.

Errors in the census results are classified into two general categories—coverage errors and content errors. Coverage errors are the errors that arise due to omissions or duplications of persons or housing units in the census enumeration.

Demographic analysis and post enumeration surveys are the two important methods for evaluating census data. Demographic techniques range from visual inspection of census data to comparative analysis using previous census data or reliable demographic sources available.

The post enumeration survey (PES) can be defined as the re-enumeration of a representative sample of the census population and matching each individual who is enumerated in the post-enumeration survey with information from the main enumeration. The post enumeration survey, using a statistical model, can provide an estimate of the degree of coverage during census enumeration.

found in ITAB meeting to not be fully aligned with international recommendations.⁷¹ Similarly, it was a decision of the Government to include the question on ethnicity and use a list of 135 official ethnicity codes – the latter being an option that was also found not to be fully compliant with international standards. However, in this case, the Government accepted the recommendation put forward strongly by UNFPA to add an open option to this list allowing for self-reported ethnic belonging (which was not part of the pre-defined list). This made it possible to report on mixed ethnic origin and other ethnic identity that were not under the 135 list.

When UNFPA support began, the DoP had already begun work on a draft census form. The ITAB experts and UNFPA consultants assisted with the finalisation of the first draft of the questionnaire, in consultation with the Government and some international development partners, including donors and other United Nations agencies. The content of the final version and the topics covered aligned with international standards.

UNFPA support was fundamental in developing the entire census cartography infrastructure (GIS was introduced at the DoP in a second stage). This occurred in a context where full coverage of the Myanmar territory was technically difficult given the absence of administrative borders at village level within which to draw enumeration area maps.

DoP and line ministries perceive UNFPA support to have been critical in the organisation and management of the enumeration process. With UNFPA technical support, the DoP established appropriate cascade-type structures (from higher to lower administrative levels) for the organisation and supervision of the recruitment and training of the 125,000 enumerators and supervisors to canvas the country. Additionally, an adequate and creative system to pay field staff in spite of a poorly developed banking system was also put in place by UNFPA with agreement of DOP/MOIP, after a visit by the Director of Division for Management Services (DMS). UNFPA organisational and logistical support was also decisive in producing and distributing enumeration forms and in gathering them for data processing.

UNFPA support rendered it possible for the DoP to publish the preliminary results of the census soon after the enumeration (within 4 months) and estimates of the populations not enumerated in three states due to political problems could also be produced thanks to UNFPA support.⁷² This was a great achievement and increased confidence in census results.

UNFPA support has also been recognised as effective in building the capacity of the DoP and its partner institutions to understand the process of financial and procurement management. The concept of accountability was understood within the DoP and integrated in practice. The procedures put in place to pay enumerators and supervisors, for example, incorporated sound control mechanisms – something extremely important given that direct payments through bank accounts were not possible.

⁷¹ See Minutes of Meeting (Virtual) of ITAB members on 27 June 2013

⁷² Myanmar census did not have full coverage in certain conflict areas and in Northern Rakhine. The latter was because the government imposed a much controversial last-minute ban (for security reasons) on the enumeration of the population wanting to self-declare their ethnicity as Rohingya.

UNFPA supported the organisation of an international census observation mission, ⁷³ which was useful to assess the level of compliance of the data collection process with census rules, definitions and principles, as well as to gather valuable lessons learned for future censuses.⁷⁴

UNFPA support did not only succeed in transferring hard capacity (equipment) and technical knowledge and skills, it was also successful in transferring soft capacity – new ways of approaching and doing things. In this regard, Myanmar authorities understood that census results are a public good and that producing them requires transparency about the rules and methods for data collection and processing, as well as continuous dialogue with respondents and data users.

Capacity to prepare the 2020 round

During the census process, UNFPA provided both long and short-term technical assistance, delivered following participative approaches and teamwork. Technical assistance to the DoP covered a wide range of trainings, such as training on the use of optical recognition tools, CSPro for data cleaning, tabulations, data validation and GIS, among many others.

Technical support was implemented following a learning-by-doing approach, allowing transfer of know-how whenever possible and to the maximum extent feasible. Taking CSPro as an example, around 10 people in DoP are now able to define and produce tables (or perform tabulations) from the census database. Experience was also gained by in the area of coding of industry and occupation.

Having said all that, there are challenges: whereas some staff are able to run procedures for editing and imputations, only very few are fully acquainted with the design of the editing rules themselves. This creates a gap between the ability to apply statistical and demographic knowledge and skills for a specific exercise (in this case the census) on the one hand, and having the ability and skills to then apply these to other datasets (such as the results of new surveys).

The transfer of know-how was in fact diminished by three factors: time constraints, a low level of skills by professional staff and, to a certain extent, language limitations that required simultaneous interpretation.⁷⁵

The overdependence of DoP on a few key staff for census skills is a risk. The census team relied primarily on two highly skilled national staff. The remaining team members involved in census lacked the specific educational background needed to take on census methodologies, data processing, data analysis, or demographic issues. Technical competence acquired during the 2014 census ought to be reinforced through additional

⁷³ Census Observation Mission Report – 2014 Population and Housing Census. May 2014.

⁷⁴ Seemingly, the observation mission was pushed for by donors (mainly DFID) and later accepted and put forward by UNFPA.

⁷⁵ However, when it was necessary and possible, the DoP provided translation/interpretation facilities to allow communication between the beneficiaries and the providers of technical assistance.

practice on data analysis, by increasing knowledge on sampling methodologies and data validation methods and by engaging staff in higher education programmes i.e. Master Degrees or traineeships programs in demography, statistics, economics and applied research techniques in social sciences for instance.

Both DoP staff and other national stakeholders are aware of the need to increase the overall skills and knowledge of research staff – they explicitly mentioned the desire to receive support from UNFPA for precisely this purpose.⁷⁶ For the DoP census team to be able to conduct the next census in a more autonomous way it is very important to increase staff skills in specialist statistical areas and in the IT field, which for the moment requires being trained abroad. However, no evidence could be found during the case study field visit of any specific plan by DOP for capacity development of DoP staff. The DoP did not implement mechanisms to broaden staff expertise through regular internal trainings.

Technical assistance had an effect on the DoP staff exposure to a paramount approach to quality. This approach is a fundamental component of statistical work and embodies a commitment to accuracy, reliability and relevance. The conduct of a pilot census – a first in the history of census in Myanmar – is an example of the introduction of this critical approach to census quality. The sound advisory work carried out by the ITAB coupled with the interactive and consultative style of conducting the meetings with the DoP, have encouraged DoP managers to better defend their views, and appreciate the value of diverse views, and readiness to discuss the views of others and take responsibility for the decisions made.

Beyond technical aspects, UNFPA support generated soft capacity within the DoP in terms of opening the possibilities of working in different ways and broadening mindsets. These soft aspects are likely sustainable (i.e. unlikely to be rolled back) and constitute a dividend of the 2014 census for the future. Examples of soft capacity gained include an understanding by census staff for the need to communicate with respondents, the need to be engaged with the public at large, and the importance of openly discussing procedures with other government bodies.

In order to prepare the 2020 census, maintaining and enhancing skills acquired is essential, as is taking advantage of and building on the momentum created by the publication of the 2014 census final results (to complete the census capacity development cycle). Capacity building is still needed in data analysis, inter-censal population estimates and population projections, among other areas. Capacity building is an explicit element of the production of the thematic reports as well as the dissemination training program, data journalism strategy among other activities. The utilisation of census data is part of country programme extension 2016-17.

The prospects for the sustained benefit of UNFPA assistance also depend on how government initiatives – such as the national strategy for the development of statistics (NSDS) – evolve. As a matter of fact, the NSDS may build on the census model to reinforce the statistical system with an appropriate legal basis, new planning procedures and the

⁷⁶ For example, a senior adviser to the President, a well known university professor, mentioned during an interview that Myanmar needs to reinforce its research capacity and to do so requires cooperation with foreign universities, sponsorship of researchers, granting of upper graduate students, contacts with the private sector and exchanges of good practices on the use of census data with other countries.

adoption of international quality standards for the production of official statistics.⁷⁷ Lastly, new developments in the current reform of the national statistical system also represent a key element to sustainability. The reinforcement of the links between the capacity developed at the DoP census unit and the Central Statistics Organisation and the developing statistical legal framework establishing census responsibilities are crucial in this regard.

Models of support for enhancing the capacity of NSO

UNFPA support in Myanmar covered a very wide range of models of support and delivery mechanisms, an indicator of both the complexity of the institutional framework and the comprehensiveness of the support provided (covering all census stages). UNFPA models of support included four types of interventions: 1) advocacy and advice, 2) technical assistance, 3) resource mobilisation and fund management and 4) procurement. Support was delivered through a variety of delivery mechanisms, including a long-term census adviser, short-term assistance, donor coordinator mechanisms (a donor coordinator and the Myanmar census fund), the ITAB, a conflict sensitivity team, procurement services, Training of Trainers, calls for proposals for CSOs, inter-institutional committees (such as the National Advisory Committee), partnerships with private bank, South-South cooperation and consultation mechanisms such as user-producer meetings.

UNFPA support addressed critical gaps in DoP capacity to conduct an internationally compliant census within a strict timeframe. This situational frame explains the models of support and delivery mechanisms most valued by the DoP: locally provided on-the-job technical assistance from the CTA and other consultants, ITAB advice and logistical/financial support to procure specific services for the enumeration (printing and transportation of census forms and payment of the field staff) as well as for data processing (optical data capture; CSPro Software for data processing; introduction of a GIS system). The training of trainer approach, which was, advanced by UNFPA country office as a result of the pilot risk report, together with data processing exercises in small groups worked particularly well in transferring knowledge, as well as learning inter-personal communication skills. This was reinforced by having used a South-South approach in tapping into the expertise of the Australia Census Bureau and the India Registrar General, who sent two experts each to prepare and review the trainings for a duration of one month in NPT with DoP.

The DoP preferred the use of short-term consultants as opposed to a larger team of long-term advisers (recommended by the CTA). The use of short-term consultants, primarily international experts, posed a series of challenges (around efficiency and context knowledge) that are further discussed under evaluation question 4.

The close, on-the-job support approach to purely technical aspects of the census was seemingly adopted in the area of census communication. However, the DoP felt insufficiently involved in the communication and outreach activities designed in Yangon under UNFPA supervision. As the UNFPA country office in Yangon committed to DOP to

⁷⁷ For instance, the United Nations Fundamental Principles of National Official Statistics.

undertake a communication campaign design in a very short period of time, the DoP felt it did not have full ownership of the communication campaign decisions.

The channels used for the dissemination of promotional materials have been criticised by several civil society organisations and by the media; they were perceived as too technical and too complicated for the public and used inappropriate transmission means (paper publications instead of social networks, for example, which are according to CSOs popular and widespread in Myanmar). However, UNFPA country office reported that ethnic civil society members had reviewed materials including written and film, and civil society networks were invited to review and comment on the advertisements for sensitivity and quality of messaging.

The dialogue between users and producers of statistics is an innovative element developed in Myanmar through UNFPA support to the census. The way data are provided in order to fit users' needs represents an important pillar for the production of quality census data and of official statistics in general, as quality statistics need to be relevant to users and trusted by them.

UNFPA made intensive use of dialogue with government authorities and non-State armed groups, particularly to ensure compliance with international census recommendations (with inclusiveness of the entire population a key issue). Other topics UNFPA advocated for were the fair treatment of all categories, the respect of data confidentiality and privacy, the use of internationally accepted methods for data collection, processing and dissemination, the use of common definitions and the introduction of the core recommended questions.

Box 15. The most useful complementary delivery mechanisms to on-the-job technical assistance: direct exchanges

The opportunity provided by UNFPA to some DoP staff to be trained abroad (previously PhD programs) and to visit other NSOs to see how census has been implemented elsewhere (India, Thailand, China) are mentioned by the DoP as one of the most useful complementary activities to the on-the-job technical assistance.

Part of the advocacy and advice in Myanmar was delivered through the direct and sustained involvement of the UNFPA country representative alongside Myanmar Government authorities, especially during the pre-enumeration phase (this does not happen in every country). In Myanmar, this approach resulted in successful advocacy for the census to non-State armed groups, which allowed the census to be conducted everywhere in the country, even in conflict zones. The presence of the United Nations, as an international independent organisation, was seen by ethnic groups as a sign of trustworthiness and standards of the census and thus the intentions of the Government.

Having said that, advocacy by the country office representatives seemed to lack uniformity and harmonisation in terms of the messages conveyed and of the management mode. This was due to several factors:

- Discontinuity in leadership: the census process saw two country office representatives, two officers-in-charge (each for a short period) and a no representative during four months. Although extensive handover was provided by the former Representative, some counterparts perceived this as a lack of commitment and interest by UNFPA, weakening the negotiation position of UNFPA with its partners. This also resulted in diverging/different messages and positions. For example, only

one of the four country office senior managers advocated for the withdrawal of the ethnicity question from the census form.

- A certain lack of independence in the ITAB: the Regional Director of UNFPA Eastern Europe/Central Asia was co-chair, while some other ITAB members are civil servants within donor governments contributing funds to Myanmar. Whereas it is usual that UNFPA is member of an ITAB, an important principle in establishing such advisory board is to clearly separate the advisory function, and thus the independent recommendations adopted by the chair(s) of the ITAB, from the technical assistance function. For example, the ITAB established for the census in Iraq was co-chaired by the Director of the United Nations Statistics Division (not involved in technical assistance) and the Minister of Planning, UNFPA being present as member and ensuring the secretariat.
- Individuals engaging in multiple (potentially conflicting) roles e.g. ITAB members providing technical assistance (on questionnaire design or on the pilot census) or a previous UNFPA officer-in-charge becoming a consultant in the conflict advisory team.

Sustainable use of new technologies to enhance census quality

As previously mentioned, UNFPA saw the need to equip the DoP with data processing and dissemination capacity from scratch as an opportunity and allowed the procurement, installation and operation of a modern and cost-effective systems for the provision of quality data.

UNFPA procured key census data processing IT equipment and trained DoP staff to use it. This included CPro, the most popular specialised software,⁷⁸ powerful scanners allowing OMR and ICR, GIS technology equipment and software.⁷⁹ UNFPA also assessed the possibility to use some standard census dissemination tools e.g. the REDATAM system was developed on the final census dataset.⁸⁰

At least 30 staff spread among different DoP departments are using ArcGIS, CPro or REDATAM in their routine work for the census. However, due to slow Internet, REDATAM cannot be used for online access to census data. Instead, the CensusInfo⁸¹ system will be used to present the census results, macro data and macro indicators online.

⁷⁸ Census and Survey Processing System (CSPRO) is a public domain Windows-based statistical data processing software package that can be used for censuses and surveys. It is available from the US Census Bureau and, according the CPro website, is used in over 150 countries.

⁷⁹ ArcGIS (from ESRI) and Google Mapper from Google.

⁸⁰ REDATAM (REtrieval of DATa for small Areas by Microcomputer) is a database management tool designed specifically to access census micro data. It was developed at CELADE (Latin American Demographic Center/Population Division of ECLAC, United Nations) and is used worldwide for large databases (such as census ones).

⁸¹ CensusInfo is a software application for the dissemination of census results at any relevant geographical level, on CD-ROM and on the web. The software has been developed by the United Nations Statistics Division, in partnership with UNICEF and UNFPA.

To make further use of UNFPA support through GIS technology, the DoP has requested support on visualisation techniques and on techniques to link maps with the census database. UNFPA is planning to provide this support in collaboration with the Myanmar Information Management Unit (MIMU), which can organise further training to DoP in this area.

Sustainability of use in the new technologies depends primarily on the ability of the DoP:

- To carry out new surveys (for which the scanning technology must be re-used). This started to be done on surveys conducted by the DoP itself, and could also be provided as a service by the DoP to other line ministries implementing household based surveys (Demographic and Health Survey (DHS); Labour Force Survey (LFS); Multiple Indicator Cluster Survey (MICS) for example). The DoP has the technical capacity and this is a matter of cooperation between producers of statistics to better integrate statistical production in the country.
- To continue upgrading skills in the use of the acquired software applications - producing, for example, tailored products from the census database, which will largely depend on the demand for such services.
- To provide continuous staff training in the use of these technologies. This is partly a matter of internal management and partly a matter of access to relevant training programmes.
- To update software and maintain licenses and equipment in order to avoid obsolescence, which requires sufficient budget.
- To organise the appropriate transfer or sharing of knowledge and/or staff with other institutions (e.g. The CSO) to conduct sample-based household surveys.

These are all feasible pre-conditions, yet they are at present external factors out of the control of UNFPA.

EQ3. To what extent have UNFPA-supported interventions contributed (or are likely to contribute) to a sustained increase in the use of population and housing census and other relevant demographic and socio-economic data in the evidence-based development of plans, programmes and policies related to UNFPA mandate at national and decentralised levels?

Summary of Findings:	Effectiveness and sustainability
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Final census results were not released at the time of data collection for this country report. However, there are strong signs that prospects for the use of census data are promising: preliminary results have already been used and several line ministries plan to incorporate final census results into the development of ongoing plans. In addition, line ministries in charge of conducting household based surveys are either currently using or planning to use the census sample frame in surveys e.g. Labour Force Survey, Demographic Health Survey, Integrated Household Living Conditions Survey. Though UNFPA has worked to advance a participatory approach to census support, the level of civil society inclusion and participation has been uneven. That said, it has improved over time alongside the trust and confidence of the population in the census. Engagement by civil society prior to enumeration was low, though participation has since increased/improved. UNFPA and the DoP are contributing to the development of an enabling environment for the use of census data in a context where use has been historically low. A sustained increase in census data use faces structural challenges that call for long-term approaches.

At the time of the country case study field visit (March-April 2015) only the preliminary census results had been released.⁸² As such, the use of census data could not be assessed, only plans to do so could. The publication of full census data – except for data on occupation and industry, ethnicity and religion - was planned for the end of May 2015.

Enabling environment for the use of data

Thirty years without a census (even more without a census in line with international standards) coupled with more than 50 years of military rule have contributed to a weak enabling environment for the use of census data in Myanmar. Moreover, efforts to advance an enabling environment for census data use (and data use in general) must grapple with structural societal challenges that call for long-term strategies. Challenges include a lack of tertiary education⁸³ on statistics in the country (only one department at Yangon University offers this) and the novelty of the use of data for evidence-based policy-making for the government administration at all levels.⁸⁴

Ample evidence exists, however, of planned efforts by UNFPA country office, in collaboration with the DoP, to support the development of an environment conducive to the reception, acceptance and use of census data (see examples below).

⁸² Preliminary results were released in August 2014.

⁸³ In the 2011 International Standard Classification of Education (ISCED) of UNESCO, tertiary education correspond to ISCED-A Level 5 and higher.

⁸⁴ Both because absence of data and because the non-existence of a culture in this regard - as pointed out by several ministries and most of the interviewed CSO.

A call for proposals was launched in November 2014 to support capacity building of local civil society organisations on the use of census data. Thirty-six organisations were awarded funding to implement their project proposals.⁸⁵ This contrasts, positively, with the small number (less than ten) of civil society organisations that responded to the call for proposals for community awareness launched in 2013. In January 2015, a local private sector firm funded by UNFPA delivered several Training of Trainers sessions for selected civil society organisations to strengthen their capacity to support local organisations on the use of census data and information.⁸⁶

To further contribute to an enabling environment for the use of data, the UNFPA country office and the DoP launched a nationwide census toolkit. The toolkit – which has been translated into 13 languages – is comprised of seven census publications and a resource DVD.⁸⁷ One of the seven publications, the *Guide for Facilitating Dialogue, Discussions and Orientation on Census Data Release and Dissemination for Development*, is directed specifically at promoting an enabling environment for the use of census results.

Interviews with civil society organisations, line ministries and United Nations agencies operating in Myanmar reveal that the toolkit was warmly welcomed and highly valued. Those consulted view the toolkit as an excellent first step in a longer process of ensuring census data is used for research and development planning at all levels.

The user-producer consultations carried out since the end of 2014 by the DoP in partnership with UNFPA are another solid contribution to the enabling environment for data use in the country. In these meetings, the DoP shares ways of tabulating census data and receives feedback from data users on how best to present main census results and the planned thematic reports.⁸⁸ More than 100 potential data users have attended these consultations, which have also contributed significantly to shaping the outline of the Union, State and Region census reports.⁸⁹

Use of demographic and socio-economic data in the evidence-based development and implementation of plans, programmes and policies at national and sub-national levels

The prospects for the use of data for the development of plans, programmes and policies appear to be very good if measured by the current needs (expressed in the majority of interviews) of policy planners and civil society. Census preliminary results featuring basic population data were launched in August 2014 and have reportedly been used already by line ministries as baseline data for socio-economic indicators (such as GDP/GNP per

⁸⁵ These organisations represent community-based organisations (CBOs) and local not-for-profit organisations (mostly NGOs)

⁸⁶ http://countryoffice.unfpa.org/myanmar/2015/03/08/11660/unfpa_assists_csos_in_preparing_their_communities_for_the_main_census_results/

⁸⁷ <http://countryoffice.unfpa.org/myanmar/2014/12/19/11162/toolkit/>

⁸⁸ 13 thematic reports will be produced from June 2015 to December 2016.

⁸⁹ http://countryoffice.unfpa.org/myanmar/2015/05/26/12162/what_will_the_census_data_look_like/

capita).⁹⁰ The Myanmar Information Management Unit (MIMU)⁹¹ disseminated census provisional results in Excel files as well as some data on maps.

According to the management of MIMU, there have been 882 page views and 828 downloads from the census data page on the MIMU website within the first six months following the publication of provisional results, representing six to seven downloads per day over the period.

In addition, several line ministries responsible for conducting household based surveys are either currently using or about to use the census sampling frame for their surveys. For example, the Ministry of Labour Force is using the sample frame in the Labour Force Survey conducted with the assistance of the International Labour Organization (ILO). The sampling frame will also soon be used in the Integrated Household Living Conditions Survey (IHLCS) conducted by the Ministry of National Planning and Economic Development in collaboration with UNDP and the World Bank. Similarly, the Demographic Health Survey, to be conducted for the first time by the Ministry of Health with USAID assistance, will also use the census sampling frame.⁹² UNICEF is also planning to use the sampling frame for a situation analysis of children with disabilities (which will be done with prevalence estimates) and for thematic studies.

Box 16. The use of census for the constitution and updating of a sampling frame

The United Nations Statistical Division handbook on Designing of Household Sample Surveys states the following:

“A newly completed census list is ideal as a household sampling frame because it is as current, complete and accurate as any household list could ever be. Because of its geographical arrangement it is fairly simple to stratify it for proper geographical distribution of the sample. A follow-up sample survey, to obtain more detailed or supplemental information than the census can efficiently provide, conducted just after the completion of a census is thus ideally suited to use of the list frame that is briefly available at that time. Obviously, the longer the interval between the census and the follow-on survey the less useful the census listings would be as the frame source.”

This highlights the fundamental importance of regular censuses as the backbone of the statistical system, particularly important for the development of representative household surveys.

According to UNESCO, the main census results will be used as soon as they become available to draw up the National Education Sector Plan and as an input to the Economic Planning Simulation Model (EPSIM), a management tool for budgeting in the education sector on which UNESCO and the Ministry of Education have been working.

Use of data for sectoral policies related to UNFPA mandate

Prospects for the use of census data in policy areas related to UNFPA mandate are also quite promising based on the intentions and views (expressed in interviews) of line

⁹⁰ Preliminary results featured population size at union and state/region level, totals and breakdown by male and female, average size of households, population density and figures for the urban population. http://countryoffice.unfpa.org/myanmar/drive/Census_Provisional_Results_2014_ENG.pdf

⁹¹ MIMU was established in 2007 as a service to the United Nations Country Team and Humanitarian Country Team, under the management of the United Nations Resident and Humanitarian Coordinator (<http://www.themimu.info>)

⁹² The Demographic Health Survey (DHS) has, to date, never been conducted in Myanmar. Instead, there were only Fertility and Reproductive Health Surveys (FRHS) conducted by the DoP with financial and technical assistance from UNFPA.

ministries and academia and the strong demand for census data linked with strategic planning at central and local government levels.

Upon release, census results will be used immediately in the development of the National Strategic Plan on the Advancement of Women. Similarly, the Statistics Department at the University of Yangon will use the results in a series of thematic analyses (already planned/designed) on fertility, nuptials and population projections. The Ministry of Health plans to use the main census results for reporting on the Millennium Development Goals (MDGs), particularly on maternal mortality (as this was included in the enumeration questionnaire).

Participation and inclusion of partner governments (local and national) and civil society organisations in the programming and implementation of census support

To understand the relationship between civil society and government – and indeed the participation and inclusion of civil society in the census process – one must utilise a highly contextualised lens. Similarly, in order to properly assess the work of UNFPA in fostering the inclusion and participation of government and civil society in the census, the work must be situated historically and within the current context: following 50 years of military rule, Myanmar is currently undergoing a democratisation process. The census, therefore, occurs in a context where the contours/terms of the relationship between government and civil society are currently unfolding, following a history of mutual mistrust and suspicion. This context, coupled with five other factors, has shaped the way in which UNFPA has worked on participation and inclusion. The five other factors are:

- As a United Nations agency, the primary partner of UNFPA is the government.
- Civil society is considered a key partner and the development of national capacity includes work with CSOs.⁹³
- The mandate of UNFPA in the Myanmar census, as stipulated in the exchange of letters between the United Nations Secretariat and the Government of Myanmar, is technical: assist the government to conduct a quality census within the stipulated timeframe.
- The Myanmar census was a census in which technical decisions were influenced by elements of a political nature.
- As a United Nations agency, UNFPA was legitimated by government and civil society alike to play a bridging role.⁹⁴

The formal participation of CSOs, ethnic groups, private sector and academia in the census process took place through bilateral meetings and consultations, and by means of the National Advisory Committee (NAC), a consultation mechanism among the government civil society, academia and the private sector. The NAC has suffered from several weaknesses, elaborated below.

⁹³ See paragraphs 22, 75, 82 and 95 of the UNFPA Strategic Plan 2008 – 2013, in force during pre-enumeration

⁹⁴ On the basis of the results of the interviews conducted during the field visit for this country report.

There is clear evidence that UNFPA has worked to advance a participatory approach to programming and the implementation of census support, working to bring together and integrate the views of government, civil society, academia, other United Nations agencies and, to a lesser extent, the private sector. UNFPA has done this through: 1) visits to non-state controlled areas; 2) the establishment of the National Advisory Committee; 3) the systematic inclusion of census in UNCT meetings; 4) support to the user-producer consultations; 5) requesting proposals from civil society organisations for advocacy on the census; 6) developing Information, Education and Communication (IEC) materials and translating these into 11 languages; 7) engaging different religious organisations in the translation and dissemination of IEC materials; and 8) conducting bilateral meetings and consultations with civil society and ethnic groups from September 2013 to March 2014.

Box 17. The different practical meanings of the term consultation during the census process

The term consultation meant different things during the census process. This is due, ultimately, to the socio-cultural and political context in Myanmar. Consultations by the DOP with civil society, particularly during pre-enumeration, often meant informational meetings with one-sided communication (i.e. the government sharing and explaining decisions already taken rather than a dialogue, where opinions were presented, issues discussed and various positions taken into account and reflected in the process). More recently developed user-producer consultations have aimed to move toward more genuine consultation.

However, the level of civil society inclusion and participation has been uneven, and slow to gain momentum. While there was interaction with some civil society groups prior to enumeration, it was relatively limited to CSOs and INGOs in Yangon and political leaders in townships involved in the process.⁹⁵ Engagement following enumeration improved, due partly to the fact that civil society had more confidence that the results of the census would be made public and that census data would be useful to them. The number of organisations and groups involved in the census process expanded over time, but the degree of representativeness of Myanmar civil society as a whole, including in the NAC, was limited.⁹⁶

UNFPA did reach out to civil society during the pre-enumeration stage, but the perception of the majority of the CSO interviewed is that this was not done comprehensively or early enough in the process. This should be understood though in the particular context of the country, where the mistrust of some civil society organizations in the census was also a cause for low civil society involvement in pre-enumeration. As aforementioned, the country office launched a call for proposals to involve CSO in communication with communities and less than 10 responded to the call, despite being advertised twice and submission date extended. Conversely, the latest call for community outreach to communicate the results of the census has been widely responded to.

Several civil society organisations and ethnic groups raised concerns on the late involvement of CSOs in the census process: the first NAC meeting (the formal forum for stakeholder, including civil society, participation) was held in November 2013, only four months prior to enumeration, suggesting a far from comprehensive consultative

⁹⁵ Data provided by the country office.

⁹⁶ Members in the beginning being mostly Yangon-based organisations and government affiliated NGOs.

process.⁹⁷ Though UNFPA country office has always considered the inclusion of civil society in the census process important, civil society organisations interviewed generally felt that their participation (particularly at the onset of the census process) was not a central priority. The country office has argued, justifiably, that it took time to overcome the initial resistance of national authorities to the inclusion of civil society, hence the late inclusion. Moreover, according to the country office, delays in receiving donor funds had an effect in the late start of the NAC, as the government gave a green light to the committee only once funds had been received from the majority of donors.⁹⁸ As this report was being written, however, there were signs of improvement, namely increased numbers of CSO representatives in NAC meetings.⁹⁹

Prior to enumeration, consultations themselves were often experienced as government-led informational meetings, in which the government had already made the majority of decisions (rather than making them jointly through a genuine dialogue with civil society). Since enumeration, however, the situation has improved (see below) and no longer seems to be pressing. Despite the weaknesses pointed out, the contribution of UNFPA to the NAC can be seen as an important contribution to momentum for political change and reform in the country.

It should be noted that outreach visits conducted by the Minister of Immigration and Population and the UNFPA representative in armed-conflict areas reached some groups, a remarkable achievement given the context.

The inclusion of CSOs at large in the census process has improved significantly since enumeration and prior to the release of data. As previously mentioned, the DoP, with the support of UNFPA, has put in place a series of user-producer consultations enabling a dialogue between the DoP (producer) and data users from government, academia and civil society. The reports from the conflict sensitivity team – which include views from ethnic groups and civil society on sensitive issues – have been used as inputs to the user-producer data consultations.

Box 18. Unanswered corporate questions concerning the involvement of civil society in Myanmar

Could and should UNFPA push for stronger inclusion of civil society in the census process from the onset? Does UNFPA have the capacity and tools to deal with civil society involvement in contexts where involving CSOs requires stepping into political spheres? Could and should UNFPA prioritise the inclusion of civil society (including ethnic groups)? The commitment of UNFPA to the census (formalised in a letter) covered technical aspects and direct support to the government, while involving civil society requires dealing with a political process that could affect the timing of the census. That said, involving civil society is a must according to the UNFPA Strategic Plan. Given this, what is UNFPA corporate stance on this? The all-encompassing question, including the approach to civil society inclusion as well as ethnicity and other sensitive issues is: What is UNFPA's corporate direction and guidance in politically sensitive censuses?

The user-producer consultations not only offer clear evidence of UNFPA support to consultation and the participation of data users in the dissemination and utilisation phase,

⁹⁷ One of the apparent reasons for not having started early is that it understandably took some time to have the buy-in from the government.

⁹⁸ See the second section of evaluation question 4 for details.

⁹⁹ Determined by comparing attendance in the first NAC meeting with attendance in latest meeting in May 2015.

but also, importantly, reflect a breakthrough in the scope and breadth of what a consultation is in the Myanmar context. Direct consultation led by the government – with UNFPA support – and involving dialogue between census authorities and United Nations agencies, donor organisations, INGOs, NGOs, research institutions and the private sector was unprecedented and unimaginable just a few years back. UNFPA support to foster and facilitate this incipient consultation culture is often seen as a comparative strength and as an element of added value of UNFPA (see evaluation question 6 below).

However, the experience of civil society involvement in Myanmar raises a series of questions beyond the Myanmar context upon which UNFPA at global and corporate level ought to reflect (see box 18).

Relevant questions remain: could UNFPA have begun the process of including civil society in the census process earlier? Though the country office had the mandate and legitimacy to do so (see evaluation question 6 on added value), CSO involvement was not explicitly included in the conditions of UNFPA support to the government. The issue, therefore, is how UNFPA as an organisation understands the nature of their support to census – fund management? logistical? technical? technical and political? For further reflection on this, please refer to the considerations section in chapter 6 (and to the conclusions of the evaluation report).

EQ4. To what extent were available resources adequate, made available and used in a timely manner to support the 2010 census round? To what extent did UNFPA utilise synergies at country, regional and global levels with a view to support the implementation of the 2010 Round?

Summary of Findings:

Efficiency

Despite demanding timelines and a complex socio-political context, the census was implemented without significant obstacles or delays - an overall indicator of efficiency. National capacity for mobilising human resources and timely logistics and procurement by UNFPA are two explanatory factors. There were important cost savings as a result of adjustments in cost estimates, good procurement/management arrangements and synergies. UNFPA support implied managing a significant amount of staff. The availability of expertise in a timely fashion was ensured, but language barriers and a lack of country context specific knowledge by international short-term had, at times, an adverse impact on the quality of the short-term support provided. UNFPA sought synergies with external (e.g. National administration, UNSD, United Nations agencies) and internal actors (e.g. Procurement Service Branch, IT Services Branch at the Headquarters), fomenting a smoother and more efficient implementation. The UNFPA Asia and the Pacific Regional Office played a key role in decisive moments, including in the pilot census and responding to the media after enumeration. The work of the UNFPA headquarters to support the census in Myanmar is acknowledged by the country office but often invisible to key partners, donors in particular.

Use of available resources

Thus far, the census operation has been conducted as planned, without encountering major delays or technical / logistical stumbling blocks. As planned (and in a timely manner), the preliminary results of the census were made available in August 2014. This alone was an important achievement given the potential, in such a massive operation, for aspects to go awry.¹⁰⁰ Having said that, there were weaknesses in terms of coverage, affecting overall efficiency. These weaknesses were due to conflict and political issues, not to technical or logistical aspects of UNFPA support. As mentioned in evaluation questions 2 and 7 the census did not cover certain conflict areas of Kachin and Kayin States as well as in Northern Rakhine, where communities were not allowed to self-identify as “Rohingya”.¹⁰¹

The Department of Population (DoP), line ministries and donors interviewed expressed openly their belief that UNFPA did an excellent job – both technically and logistically – supporting the census. UNFPA, they shared, ensured the proper management of funds and the satisfactory undertaking of a large and complex procurement operation in the enumeration and data processing phases. For example, according to the DoP, census preliminary results were successfully produced due in large part to Optical Mark Reading (OMR) machines, procured and delivered on time by UNFPA. Donors, who took on a

¹⁰⁰ Logistical challenges included the absence of administrative borders at village tract level to draw enumeration area maps and the non-existence of national banks with full country coverage to pay enumerators, while political challenges included the sensitivities around the implications of asking ethnicity questions (see EQ7 for more details).

¹⁰¹ Myanmar Population and Housing Census, Provisional Results, 2014, page 5.

substantial part of census financing, believe the results to be credible and consider the census operation to date a major technical achievement.¹⁰²

Several factors contributed to efficiency, including particularly strong national capacity for mobilising human resources at field level (e.g. enumerators, supervisors, and township staff for mapping) and timely logistical support and procurement by UNFPA. On the latter, UNFPA demonstrated quick response capacity, responding effectively (though with slight delays) to the challenge of paying enumerators when a proper operational national banking system is non-existent. UNFPA also successfully transported all census forms (completed and non-completed) to Naypyidaw within a very tight timeframe (two-week notice).

Management of financial resources¹⁰³

In Myanmar, the use of budget execution rates as an indicator of overall efficiency (examining the difference between budgeted and spent amounts) may be misleading. The census is still active and activities (and, as a result, expenditure) are continuing until the end of 2016.¹⁰⁴ Intra-year comparisons presented in Figure 2 (Chapter 3) cannot be used to estimate execution rates as they combine budgets and expenditure from different years.¹⁰⁵ Both the DoP and the UNFPA are confident that the remaining funds (24.3 per cent at the end of 2014) will be spent by the end of the census.¹⁰⁶ The likelihood of this could not be assessed, but the absence of financial absorption problems to date suggests that remaining fund execution will continue without problems.¹⁰⁷

As shown in Figure 4, P&D expenditure represents 36 per cent of the total UNFPA expenditure during the 2012-2014, with 95 per cent of the P&D expenditure related to the census. This means that a bit more than one-third (34.2 per cent) of the total country office expenditure during that period was linked to the census. In addition, though varied over time, support to census amounted to a considerable workload for country office staff.¹⁰⁸ Despite this, support to census activities did not impact the rate of expenditure of the remainder of the UNFPA portfolio (e.g. work on sexual reproductive health or gender based violence). According to Atlas records, cumulative execution rates were 98.2 per cent in 2012, 98.9 per cent in 2013 and 98.3 per cent in 2014.¹⁰⁹

¹⁰²Even donors with whom the UNFPA had a difference in opinion and approach during the pre-enumeration phase expressed positive assessments. There were problems in performance, but they were related to how UNFPA dealt with the ethnicity questions and their implications (see evaluation question 7).

¹⁰³ The census will finalise in December 2016. As such, at the time of writing this report, budgeting and expenditure for census was continuing and the financial figures are not final. Financial data analysed is only up to June 2014.

¹⁰⁴ Donor agreements are valid through December 2016.

¹⁰⁵ This is because (unlike core funds) non-core fund balances (unspent funds) are carried forward from year to year. Therefore they cannot be compared with the budget available the year they (non-core funds) were carried forward.

¹⁰⁶ The 24.3 per cent is the difference between the 48.0 million of budget available and the 36.4 million spent in the 2012-2014 period (see section 3.2.2). Note that some donor tranches (Sweden and Finland) will be received in 2016, thus adding up to the 24.3 per cent.

¹⁰⁷ The Annual Work Plan (AWP) for 2016 had not yet been drawn up at the time of the country case study visit.

¹⁰⁸ According to data provided by the country office (*Staff on 2014 Myanmar Census*), country office staff in operations, procurement, communications, logistics, NPOs, NPAs dedicated between 50 and 80 per cent of their time to the census during from September 2013 to April 2014.

¹⁰⁹ Source: Atlas implementation reports 2012-2014 provided by the country office.

While there were delays in the payment of enumerators /supervisors, these were solved satisfactorily and did not have any adverse effects on the implementation and quality of enumeration. The payment of enumerators was an enormous logistical and operational challenge: payment had to be made to 120,000 enumerators/supervisors across 330 townships, though the only qualifying bank did not have full country coverage.¹¹⁰ There were numerous delays in the first payment of enumerators, due, seemingly, to quality issues in the list of payees provided by the Government. The large majority of delays (90 per cent) were solved by incorporating an intermediate payment during the training and the remaining delays (10 per cent) were offset by including pending amounts in the final payment.¹¹¹ Donors and line ministries praised the management of this high-risk complex situation by UNFPA.

There is widespread evidence of cost savings during implementation, the majority of which resulted from sound operational decisions. There were three key drivers of these savings: 1) adjustments in cost estimates, 2) improved procurement and management arrangements and 3) synergies and partnerships (see the following two sub-sections).¹¹² Some examples of the adjustments in cost estimates generating cost savings were the decision to send blank enumeration forms by sea freight (transport was initially planned by air to account for possible delays) and the decision to rent scanners instead of buying them – the latter generated savings of \$1.8 million.¹¹³

The payment of enumerators illustrates how better procurement and management arrangements can lead to cost savings: the decision to manage enumerator payment within UNFPA (instead of outsourcing this) and the decision to train supervisors and trainers¹¹⁴ together (as opposed to managing separate trainings), resulted in an estimated \$7.2 million cost savings.

Although the management of resources was viewed favourably, there is some room for improvement in financial reporting on the use of resources. All interviewed donors mentioned a certain lack of clarity in the explanations provided by UNFPA accounting for the difference between planned and actual expenditure, generating unnecessary misunderstandings.¹¹⁵

Human resources and expertise

The country office managed an immense amount of human resources in its support to census to date. Including the individual verifiers for the payment to enumerators (450 people), the country office managed the involvement of 671 professionals.

¹¹⁰ Setting mobile branches and mobilising mobile teams to places outside of the reach of the bank's branches solved this. The 120,000 figures include 100,000 enumerators and 20,000 supervisors. Source: *What you need to know. A Nationwide census! Let us all participate*, page 18.

¹¹¹ Percentages provided by the International Operations Unit at the Myanmar country office.

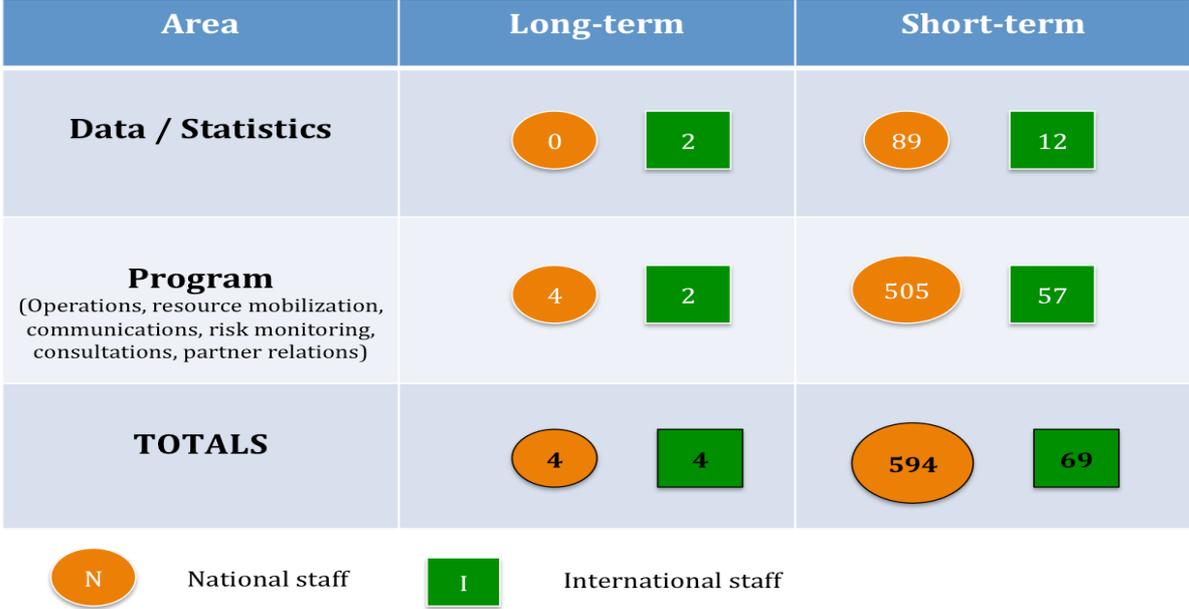
¹¹² For additional details and examples of decisions leading to cost savings see pages 45 and 46 of the Narrative Report to donors of December 2014.

¹¹³ Only one scanner was bought, while seven were rented and kept at the DoP in case re-scanning was required in future. Source of data: International Operational Unit at the country office.

¹¹⁴ Trainers are responsible for training supervisors and enumerators in a training of trainers cascade.

¹¹⁵ Another aspect making reporting a bit confusing for some donors is that UNFPA financial management and reporting followed a yearly approach rather than a four-yearly project budget management style.

Figure 7. UNFPA support staff working on the Myanmar census



As shown in the above figure, the majority of human resources were short-term staff. Putting aside national staff involved in the verification of enumeration payments, international consultants made up one-third of the short-term staff recruited for the census.¹¹⁶ Recruitment did not encounter any obstacles and, to date, both short and long-term operational staff has been available in a timely manner. However, according to the DoP, there were quality issues at times. Some short-term international consultants were not sufficiently knowledgeable of the local context (lacking preparation), rendering the effectiveness of the support uneven. In hindsight, the DoP regrets that UNFPA support did not involve more local expertise (supporting staff) to assist international experts in areas where knowledge of the local context is crucial – such as communication between institutions, census questionnaire design and the organisation of the short-term experts fieldwork. The performance of short-term consultants was also hindered by language problems (short-term experts did not speak Burmese and most DoP staff do not speak English), which compromised communication flow and the transfer of knowledge.

One can infer that the human resource mix – in terms of the profile/background and organisational arrangements between the country office team and the team of short-term consultants – proved appropriate, as UNFPA support achieved the expected results (a timely census recognised internationally). Having said that, there were differing views on human resource requirements. The perspectives of donors (who collectively paid for most of the census operation)¹¹⁷, the DoP (the primary census implementer and recipient of UNFPA technical support) and UNFPA (the main provider of technical, operational, and resource management support) varied.

¹¹⁶ Total short-term staff (594 + 69) was 663 or 213 (663 - 450) excluding verifiers. Internationals represented 32.4 per cent of those (69/213), that is, almost one-third.

¹¹⁷ It should be noted that the cost of the census was not fully covered by donors. The Myanmar Government contributed \$15 million to the operation.

The views of donors differed from those of UNFPA on the composition of the census management team.¹¹⁸ The majority of donors interviewed believed that a human resource gap existed between the CTA and the country office representative, having preferred a census manager in that spot. There is also a widespread sense among donors that a larger number of staff were needed at an earlier stage of pre-enumeration to design and prepare for civil society consultations. Yet, the ability to build a team earlier in the process was itself constrained by the uncertainty in funding — donor funding came in only four months prior to enumeration (see next section for details). Similarly, donors would have been more comfortable if the long-term census team included a conflict adviser and a communication specialist from the onset.

The issues on human resource requirements mentioned above did not affect the final outcomes of the UNFPA support, which was successful. Nevertheless, they raise relevant considerations and lessons for future censuses in Myanmar – and censuses undertaken elsewhere in similar contexts – with a view to ensuring that UNFPA support modalities and delivery mechanisms are better suited to the country contexts, increasing efficiency and ultimately, value for money. These lessons from Myanmar are particularly useful in the current absence of UNFPA corporate guidance on minimum resource requirements and census team profiles in varied contexts (see consideration 2 in chapter 6).

In spite of the CTA, the DoP noticed the absence of a focal person in the country office dedicated full-time to managing/ coordinating support to census, which made it difficult for DoP staff to coordinate and manage the workload, given too the considerable number of short-term international experts that were mobilised.¹¹⁹ As perceived by the DoP, the absence of centralised coordination in the UNFPA country office – in a context where there was a multitude of people involved in a variety of matters – posed challenges, though with no visible consequences on implementation. This was due mainly to the administrative burden resulting from the large number of international experts brought in and the visa procedures, which required considerable time. Having said that, it should be mentioned that it was the preference of the DoP to have the operation grounded on many short-term advisers rather than a larger team of long-term advisers.

The discontinuity in UNFPA senior management (discussed further in evaluation question 2) raised questions around the availability of human resources. The resident representative who initiated preparations for the UNFPA support to census left the post end of January 2013 and his successor took up the position in May 2013. During this period, the post was covered by two different officers-in-charge, with a few weeks between their postings where there was no leadership.¹²⁰

The two officers-in-charge (OIC) were highly qualified senior officials and avoided, by means of OIC arrangements and proper hand-overs, what would have otherwise been a four-month vacuum. However, national counterparts perceived the turnover as a certain

¹¹⁸ The full time census team was: *Data/statistics*: a CTA and a technical support long-term consultant. *Program*: a census donor coordinator, a census program analyst, a national program officer (P&D/M&E), an IT officer and two program assistants. The two Data/Statistics staff, the IT officer and one program assistant were based at the DoP, the remainder were based at the UNFPA country office in Yangon.

¹¹⁹ A focal census person was also referred to (in interviews with DoP staff) as a *national coordinator*. The job description of the national coordinator as seen by DoP staff would be very close to the *census manager* mentioned by donors.

¹²⁰ These few weeks included the Thinyngyan festival period, a ten-day national holiday.

lack of commitment by UNFPA to the census. In addition, many donors were concerned, particularly because February to May 2013 represented a critical period for the census: the pilot census took place then and that required continuity in terms of leadership to respond to the pilot results and ensure follow-through on the pilot risk report — which was taken up by the incoming country office Representative in consultation with predecessor OIC and the regional office (APRO). However, such changes in senior management resulted in diverging messaging and positions (as discussed in evaluation question 2).¹²¹

The need for clear succession plans to ensure continuity of leadership and proper handovers are a UNFPA corporate matter, not an issue specific to Myanmar. Myanmar illustrates the importance of addressing and solving this particular type of challenge within highly sensitive census contexts. Minimising succession times would reduce risks in efficiency and ensure the quality, coherence and consistency of UNFPA support.

Synergies at country, regional and global levels to support the implementation of the 2010 Round

The country office deliberately sought out and made use of synergies during the implementation of the census.¹²² Synergies covered a wide array of actors, both external and internal (within UNFPA) and have made implementation smoother, more efficient or of better quality.

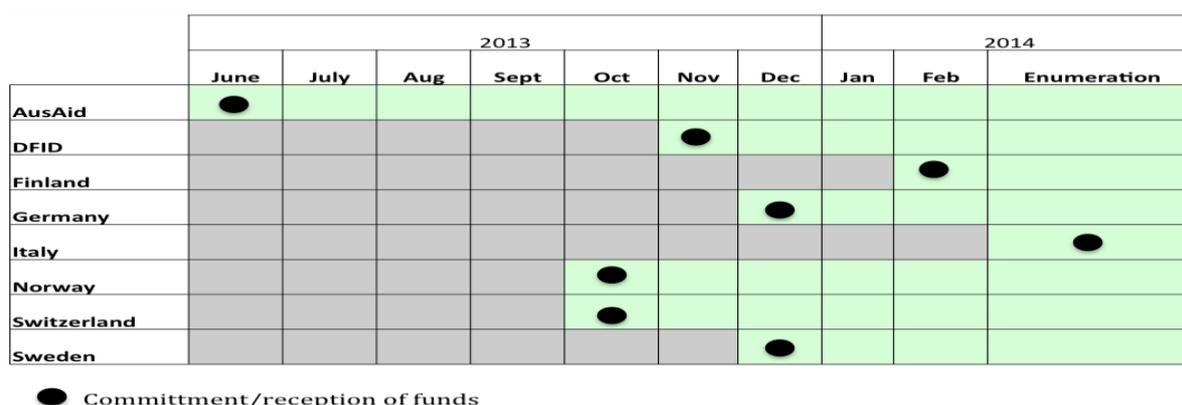
The country office played a crucial role in pooling financial resources for the census and promoting the use of donor coordination mechanisms – an important synergy in the framework of the census operation. UNFPA produced the census project document and used it to help mobilise donor funds. Additionally, UNFPA led the establishment of the Myanmar Census Fund, a multi-donor funding mechanism in support of census implementation. To strengthen donor coordination, the country office assigned a full time staff to carry out the donor coordination function.

UNFPA was successful in mobilising donor funding, but experienced a very tight timeframe between the disbursement of donor funds and enumeration: as shown in Figure 8, most donor funds were made available only four months prior to enumeration. Similarly, a number of disbursements were conditional on fulfilling requirements in the Memorandums of Understanding, such as the completion of the fiduciary strategy, the logical framework matrix and due diligence. Delays in funding not only constrained the possibilities of the country office in considering the deployment of a fully-fledged team devoted to the census but also made it very difficult to ascertain how broad the scope and role of UNFPA would be — in terms of logistics, procurement, public awareness campaign and payment of enumerators.

¹²¹ At times, rather than a lack of commitment, this was perceived as a mismatch between the initial (United Nations Secretary General involvement) and the actual importance attached to the census.

¹²² For the purpose of the evaluation, a synergy is the interaction or cooperation between two or more organizations to produce a combined effect greater than the sum of their separate effects. Synergies, as opposed to partnerships, are sporadic collaborations; partnerships, on the other hand, imply longer-term interactions within a framework of common strategic objectives.

Figure 8. Commitment / receipt of the first tranche of funding by donor¹²³



In Myanmar, resource mobilisation was a strenuous process: the sensitive socio-political context made donors either hesitate or, though understandable, require a considerable range of assurances. As a result, funds began to flow in long after the census process began: the pilot census in March 2013, a key milestone, took place without donor funds being committed. As a result, the country office staff had to spend considerable time on resource mobilisation rather than exclusively on the preparation of the census. Despite this, UNFPA succeeded in managing the uncertain situation overall and ensuring continuity in implementation.¹²⁴

Important synergies with national bodies were sought. A clear example of the use of synergies at country level to support the implementation of the census is the decision to use and train Myanmar’s administrative system at township and village levels (township officers) to produce enumeration maps, rather than hiring external consultants to do so. Self-administered and non-state controlled areas were also included in these trainings. This approach generated cost savings and strengthened national ownership.

Box 19. Synergies resulting in cost savings of up to \$300,000 in the mapping exercise

The fact that there had been no census for over 30 years meant there was no baseline or updated background information to estimate operational costs. As a result, cost estimates were drawn based on the experiences of other countries. When it comes to mapping, this generally implies hiring consultants and using satellite imagery – a rather expensive technology – to draw the maps. It was decided that Myanmar’s strong administrative system, which goes down to township and village tract level, could be used for the production of township maps. Township officers were trained to prepare maps in their respective townships, resulting in an estimated cost savings (in consultants and satellite imagery) of \$300,000.

Source: Myanmar country office International Operations Unit

UNFPA also generated synergies with relevant organisations with no in-country presence (e.g. the United Nations Statistical Division (UNSD) and the US Census Bureau). The country office facilitated a two-week training, conducted by UNSD staff, on data quality, targeting 20 DoP staff and the Central Statistical Organisation in Naypyidaw. Together with the UNFPA Asia and the Pacific Regional Office (APRO), the country office also facilitated a two-week regional training, led by the US Census Bureau, on CSPro. This training targeted

¹²³ In some cases, the full amount was committed and received at once (AusAID, SwissAID) whereas in other cases amounts were received in tranches e.g. 2013 through 2016 (Sweden) and 2013 and 2014 (Norway); DFID and Finland.

¹²⁴ Core funds and synergies with the APRO were quite important in achieving this. APRO provided substantial technical inputs.

DoP staff as well as staff from other national statistical offices, including in Lao PDR, Maldives, Bhutan and Timor Leste. Both events took place in November 2014.

Coordination arrangements with other United Nations Agencies allowed UNFPA to provide swift responses to unexpected scenarios, illustrating the capacity to adapt. This was the case when, two weeks prior to enumeration, the government informed UNFPA that, as their fleet of trucks was not ready, they could not transport the filled out census forms to Naypyidaw for data processing. UNFPA was able to swiftly solve this by utilising an existing Long Term Agreement (LTA) that UNICEF had with three transport companies.

The UNFPA Asia and the Pacific Regional Office played a substantial supporting role to the country office during the preparation and implementation of the census.¹²⁵ APRO support has been characterised by involving regional office staff from different technical areas and managerial levels (Population and Development adviser, regional director, communication, operations manager and IT specialists) in key moments of the census process. The Population and Development adviser, for example, was an observer of political risks during the pilot census and participated in the pilot review workshop. Similarly, the communication specialist in APRO supported the preparation of statements and briefings responding to the media during and after enumeration and in the release of provisional results. The Director of APRO conducted a field visit to Myanmar and participated in discussions on the situation in Rakhine and how it could be approached as UNFPA. These contributions are highly appreciated by the country office.

Senior management at the country office acknowledged and valued the support provided by **UNFPA headquarters**. The Management Information Services (MIS) Team at the UNFPA headquarters provided (jointly with the IT office from APRO) highly valued support in designing the IT infrastructure for the census. They recommended the IT equipment, installed the system, carried out the maintenance and provided on-line distance trouble

Box 20. How were the cost savings used?

Some of the cost savings were directed to other activities, increasing funding to existing activities or allowing previously unplanned (but relevant) activities to be included. For example:

- Aggregate cost savings led to a five-fold increase in funds available for the publicity and awareness raising campaign (from an initial \$712,500 to \$3.8 million).
- Cost savings increased the funds available for conflict sensitivity missions and meetings and for the team of consultants by \$250,000.
- Cost savings enabled a census observation mission, previously unplanned.
- Cost savings also made it possible for UNFPA to absorb the costs of transporting census forms and materials to and from Naypyitaw – a last-minute request from the Government.

shooting from Bangkok and New York throughout the census process. Similarly, Technical Division staff and the Deputy Executive Director (Programme) provided inputs to the country office during the risk analysis (on issues identified by the pilot census in relation to language and training aspects). The country office also stressed the value of the institutional support provided by headquarters in supporting and endorsing the positioning/views of the country office in key moments in time. However, some donors

¹²⁵ The operational linkages between the UNFPA country, regional and headquarter offices are analysed as synergies – not as partnerships – because partnerships, in the evaluation matrix, focus exclusively on cooperation with external stakeholders, whereas synergies include both external and internal synergies.

believed that the presence of UNFPA headquarters was insufficient and that their support was inadequately visible and active (to them) at particularly challenging moments (e.g. issues with the ethnicity question, government decision to not allow self-identification as “Rohingya”), given the strategic importance and complexity of the Myanmar census.¹²⁶

Synergies were also established with the Procurement Unit in Copenhagen (PSB - Procurement Services Branch). The PSB provided support in preparing documents for the tendering process, facilitating the payment of enumerators. A Census Support Unit was set-up in Copenhagen and one PSB staff was placed in the country office on a specific assignment. According to the country office, PSB support was critical to ensuring that procurement was feasible, given the size and scope of the procurement operation and the tight deadlines under which the country office was operating. The advice and missions of the Director of Management Services are perceived by the country office as another fundamental contribution to the operational execution of the payments to enumerators.

¹²⁶ The Director of Management visited the country to advise on the payment of enumeration but seemingly there were no visits from the higher management when the country office was under strong criticisms as a consequence of the arguments and reactions around the question on ethnicity (see EQ7).

EQ5. To what extent has UNFPA made use of its existing **networks** to establish **partnerships** at country, regional and global level as well as promoting opportunities for **South-South Cooperation (SSC)** with a view to support the implementation of the 2010 Round in a way that ensured swift implementation of the census and optimised the use of its results?

Summary of Findings:

Efficiency and Effectiveness

The UNFPA country office engaged in an inclusive and comprehensive partnership approach, a reason for the successful implementation of the census to date. The quality of partnerships vary among partners: for example, partnerships were consistently strong with United Nations agencies and the DoP but tended to be weaker with civil society and donors, particularly prior to enumeration. Having said that, partnerships have evolved well and, by the time of preparation of the dissemination of census results, weaknesses had been overcome. UNFPA successfully facilitated technical exchanges between the DoP and National Statistical Office from other countries and some sporadic and brief exchanges of knowledge (in the census experience) have already occurred with other UNFPA country offices. South-South Cooperation (SSC) remains very relevant for Myanmar, but could be more fully utilised. Lessons learned from the census experience would be a valuable contribution for the next census round, but have not yet been systematically organised and documented.

Use of partnerships to facilitate the implementation of the 2010 Round

The UNFPA country office followed a visible partnership approach during census preparation and implementation.¹²⁷ This approach is one of the reasons for the successful implementation of the census to date – especially during the enumeration phase.

The work between the Department of Population (DoP) and UNFPA has been carried out jointly, in a partnership (rather than through a simple provider – beneficiary of technical assistance relationship). The collaboration between the DoP and UNFPA went beyond the technical, logistical and operational aspects of the census. For example, the UNFPA country office Representative took part in the talks between the Ministry of Immigration and representatives of armed groups to advance buy-in into the census. Additionally, the role of UNFPA in outreach to conflict affected areas was much appreciated by the Government and some of the interviewed civil society organisations (CSO) see it as a historical success.

Work with other United Nations agencies was also grounded in a partnership approach. The country office used the United Nations Country Team (UNCT) meetings to establish what has resembled a United Nations network around the census. Through the UNCT United Nations agencies have been engaged, regularly briefed, consulted and informed on the work plan, challenges encountered and problems faced during the census. According to the majority of United Nations agencies interviewed, UNCT meetings on the census featured very detailed and substantial discussions. The UNFPA country office has also

¹²⁷ The term partnership includes associations/cooperation/collaborations with all type of external stakeholders i.e. government, development partners, CSO, academia. A partnership is continuous over time and involves shared objectives - mutual cooperation for the achievement of a common goal.

provided periodic updates to the Humanitarian Country Team (HCT) and held bilateral meetings with INGOs working in conflict areas, especially in Rakhine State.

This partnership approach making the most of UNCT meetings, allowed UNFPA to capitalise on the existing field operations of other United Nations agencies for outreach prior to the census. UNFPA for example, used the logistical support networks of other United Nations agencies in the transportation and delivery of promotional materials. The United Nations Development Programme (UNDP) provided vehicles for enumerators and several United Nations agencies – UNODC, UNDP, and the World Food Programme (WFP), among them – provided field officers for trainings and verifiers to control payments to enumerators. UNFPA also used the United Nations Information Centre’s (UNIC) roster of accredited journalists and all press conferences were coordinated with UNIC. This collaborative approach was particularly intensive during the pre-enumeration and enumeration phases but continued afterward, as well. In the current census data analysis and dissemination phases, UNICEF, UNESCO, UNWOMEN and UNHABITAT are part of the technical assistance for census thematic reports and will also be peer reviewers for the reports at a later stage.¹²⁸

On the whole, the quality of partnerships was good, with some challenges encountered with donors and civil society at the beginning of the census process. At the time of writing this report, however, those challenges had been overcome.

Most donors interviewed believed that there was inadequate understanding by UNFPA of their demands prior to enumeration. There were differences between the UNFPA country office and donors both on the urgency of and on how best to approach political risks. Donors preferred a full time in-house adviser to assess political risks¹²⁹ whereas UNFPA preferred a different approach (i.e. to carry out specific actions on the basis of a risk mitigation matrix, reviewing the matrix on a regular basis with conflict advisers of the donor embassies of Switzerland, USA, Norway, DFID and AusAID).¹³⁰ Views also differed on the level of communication between donors and the Government (the DoP), with UNFPA having a prominent role and donors wanting deeper involvement but perceiving resistance from UNFPA. The level of direct communication between donors

Box 21. Important efficiency gains as a result of a strong partnership approach with United Nations Agencies

Verification of payments to enumerators was a very significant part of the census operation, both in magnitude and complexity. The initial international tender was withdrawn, as the firm that was selected was disqualified. UNFPA then looked to other international organisations to take on the tender, but there were fears about the feasibility of the operations and the financial quotes offered were rather high. Finally, a proposal for a volunteer-based approach to verification was agreed by the UNCT and a team of 450 United Nations staff members, including staff of large implementing partners, were pulled together for the task. The actual cost of the verification of payments for enumerators was \$192,150 whereas the cost of the original international tender was \$2.52 million.

¹²⁸ Source: Staff on Myanmar 2014 Census.

¹²⁹ Demands from donors to have a person within UNFPA examining political risks were still being made at the donor meeting of 22 May 2014.

¹³⁰ UNFPA based its approach to risk assessment on the political risk assessment and the pilot census. The country office developed a framework listing all major risks and measures for mitigation, which was reviewed by the ITAB and the conflict advisers of donor Embassies. Minutes of donor meeting 28 June 2013.

and government eventually increased, but it took some time.¹³¹ Donors were informed in donor meetings about consultations with religious and ethnic leaders and with civil society. However, in most interviews, donors had the impression that the process was neither clear nor systematic or transparent.

At the time of writing this report the relationship between donors and UNFPA had evolved significantly, with all donors considering UNFPA to have an excellent and very professional approach to data dissemination and use:¹³² the production of toolkits on preparing communities for the 2014 census results, the thorough consultation processes prior to dissemination (user-producer consultations and the meetings of the National Advisory Committee), a clear plan for data dissemination and a fully operative conflict sensitivity team working on dissemination, were highlighted by donors as examples of good work by UNFPA.

Box 22. About partnerships and national ownership in complex sociopolitical contexts

The assessment of UNFPA partnership approach must be grounded in the specific Myanmar context. In countries in transition to democracy (from military rule) an all-inclusive partnership strategy is an intricate task. In Myanmar, UNFPA adopted a partnership strategy with most actors, requiring a balance to be struck between being a strategic partner of the Government, ensuring the participation of civil society (often at odds with/suspicious of the Government), advocating for international standards (which were not always aligned with Government interests), and partnering with donors, who had their own political positions and interests.

The shortcomings mentioned previously must be understood within this context. While this does not necessarily justify all UNFPA actions and positions it provides the context to understand the views of some UNFPA partners, especially prior to enumeration.

Similarly, the relationship between UNFPA and civil society groups, including ethnic groups, evolved considerably from pre-enumeration to post-enumeration. While currently UNFPA and CSOs tend to perceive their relationship as a partnership, this was not always the case. As mentioned in Evaluation questions 2 and 3, according to CSOs interviewed, civil society involvement in the consultation process should have begun much earlier to ensure inclusivity and genuine participation. Moreover, when consultations finally began, information sharing often seemed to go one way (from Government to CSOs) rather than a genuine dialogue/consultation.¹³³ Ethnic groups also believed that, rather than a consultation on the basis of a dialogue/debate, Government often informed them (on various aspects/issues).¹³⁴ It should be noted that civil society groups were not always ready to adopt a partnership approach with UNFPA, as revealed by the low participation in the first call for proposals launched by the country office in search for CSOs to support census awareness in communities – due to mistrust on the census (see evaluation question 3).

¹³¹ The minutes of the donor meeting of 20 September 2013 illustrate donors' insistence on participating in the Census Commission meetings. See minutes of donor meeting of 15 July 2014 for the first participation of DoP staff in a donor meeting. Following this, DoP participation in donor meetings was to take place every second month.

¹³² Donors did not have major objections to UNFPA technical, financial and logistical support to census. Concerns were on UNFPA understanding and management of the socio-political implications.

¹³³ The census project document already stresses the importance of the broader participation of minority groups and civil society – see paragraph 55 of the census project document, page 29.

¹³⁴ <http://www.burmapartnership.org/2014/02/unpfa-is-lauching-2014-population-and-housing-census-on-1st-march-2014-despite-the-worng-ethnicity-coding-without-inclusive-community-consultation-and-approval/>. See also links from Karen News on Annex 6.

The situation, however, has substantially shifted. Recently, 36 CSOs reaching 52,735 beneficiaries were awarded contracts for projects to increase awareness of the census data and the value of census information for local development.¹³⁵ In the same way, since January 2015, user-producer consultations, which include civil society, have taken place and are seen by civil society as effective consultation mechanisms.

The country office also partnered with the private sector (the KBZ Bank in Myanmar) in order to ensure payments to enumerators were possible. Though this was only a one-off collaboration intended to solve a specific problem, it illustrates the country office's readiness to use networks and establish alliances to support implementation.

UNFPA coordinated with local media to implement the awareness raising campaign, but engagement with local media as a partner, particularly during the period prior to enumeration, was limited. According to the views of interviewed media organisations, some civil society organisations and a few United Nations agencies, local media was brought in rather late in the preparations for enumeration and the relationship was operational – focusing on implementing the campaign – rather than strategic.¹³⁶

South-South Cooperation to support the implementation of the 2010 census round.

South-South cooperation, assisted by the UNFPA country office, was used to facilitate technical exchanges between the DoP and National Statistical Offices in the region. The UNFPA provided a list of options for exchanges, helped identify exchange partners and facilitated the implementation of the actual exchanges.¹³⁷

UNFPA successfully facilitated technical exchanges featuring both incoming technical assistance (from Australia) and institutional DoP visits abroad (to India and Thailand). As mentioned in evaluation question 2, in the analysis of enhanced capacity, the DoP ranked the visits to the Office of the Registrar General & Census Commissioner in India and to the National Statistical Office of Thailand as a very effective way to transfer practical knowledge. Similarly, the aforementioned regional training on CSPro, which included participants from Lao PDR, Maldives, Bhutan and Timor Leste, served as a platform for information sharing between countries that had recently conducted a census or were in the process of doing so. These exchanges however, have not yet translated into institutional South-South linkages, between the DoP and other NSOs in the region.

South-South cooperation remains very relevant and promising in Myanmar, considering the country is both a potential recipient and provider of census knowledge and expertise. However, south-south cooperation could be better utilised. At present, for example, there is a significant need in Myanmar for practical experiences on how to use census data for

¹³⁵http://countryoffice.unfpa.org/myanmar/2015/03/08/11660/unfpa_assists_csos_in_preparing_their_communities_for_the_main_census_results/

¹³⁶ The number of interviews with local media was limited and this finding should be treated with caution. In interviews with civil society, interviewees often linked the weak relationship of UNFPA with local media to fears of the organisation [of UNFPA] of having to answer sensitive census questions. Conversely, the country office UNFPA readily responded to all press inquiries, however, this was only selectively used to reinforce negative perceptions rather than give a UN view.

¹³⁷ An ITAB member from the Indian NSO prompted the exchange with India.

development planning, decision-making and advocacy. Countries in the region, such as Indonesia,¹³⁸ have much to offer in this regard– and this could be tapped.

Additionally, given the very specific census experience in Myanmar, the country is an optimal candidate to provide expertise in the region and beyond, particularly on how to manage a census in a multi-ethnic society and in a highly volatile and sensitive political environment. This applies both to the DoP and to the UNFPA country office. Some sporadic and brief exchanges of knowledge have already taken place between the country office in Myanmar and UNFPA country offices in Afghanistan, Cambodia, Laos and Egypt¹³⁹, and the DoP has presented the Myanmar census experience at international events.¹⁴⁰ At the time of writing this report, the National Statistical Office in Cambodia was about to send staff to the DoP in Myanmar for a visit.

However, knowledge exchange has not, as of yet, occurred in a systematised or structured manner. This is in part due to the fact that the DoP and UNFPA are still implementing the census.¹⁴¹ The systematisation of the Myanmar 2014 census experience could contribute significantly to the design of the forthcoming 2020 census round. The UNFPA Asia and the Pacific Regional Office could play an important role in this regard, given that knowledge management, including exchange of best practices, is one of the key programmatic functions of the regional office.¹⁴²

¹³⁸ Indonesia went from military rule to a democratic transition 15 years ago after 32 years of centralised dictatorship under Suharto and is ethnically very diverse - 360 ethnic groups, speaking 719 languages.

<http://www.economist.com/news/books-and-arts/21604528-decoding-nation-13466-islands-360-ethnic-groups-and-719-languages-road-ahead>

¹³⁹ The Myanmar country office shared banking risk analysis material with Afghanistan and the matrix of short-term consultants used in the 2014 census with Egypt.

¹⁴⁰ At the 46th session of the United Nations statistical commission in New York.

¹⁴¹ Reportedly, the country office has begun compiling documentation for each step of the process and this will be part of a methodological and administrative report providing lessons to inform the preparation of the next census.

¹⁴² Page 29 of the Asia and the Pacific Regional Programme Action Plan 2014-2017 of August 2013.

EQ6. To what extent does UNFPA support to population and housing census data generation, analysis, dissemination and use, **add value** in comparison to other United Nations agencies and development partners at national, regional and global levels?

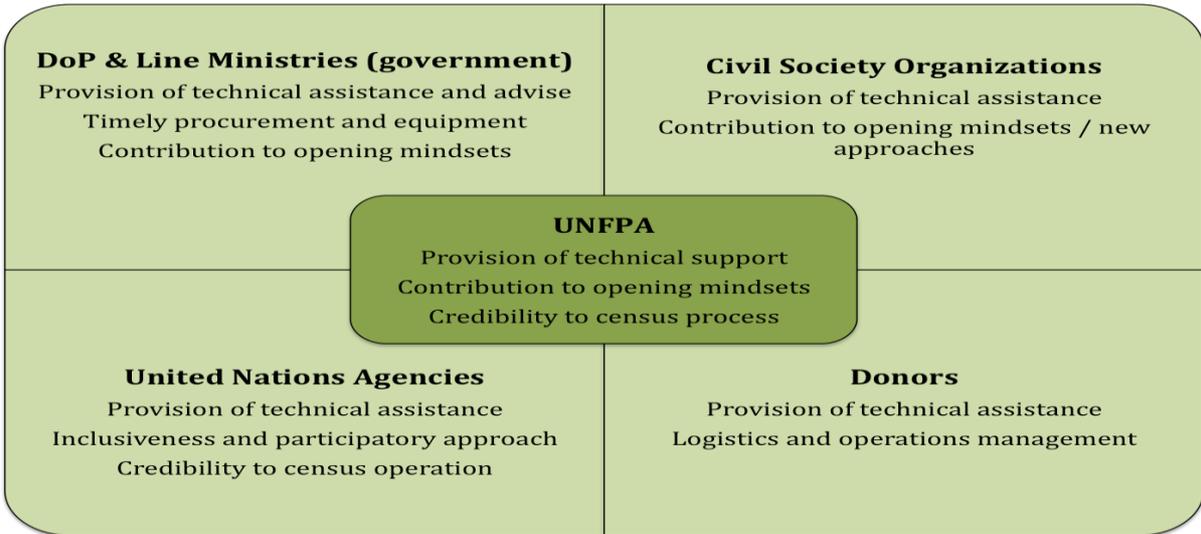
Summary of Findings:	Added value
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The provision of technical assistance and the contribution to expanding the perspectives of individuals and organisations to the potential of adopting new approaches to census (often referred to by informants as a *contribution to opening mindsets*) are the most commonly and recurrently mentioned UNFPA comparative strengths. According to key stakeholders, the view by the country office that the focus on UNFPA should be technical at times meant that political considerations were inadequately integrated into UNFPA support to the census. This was perceived as a weakness. Many view UNFPA as *the one key partner* supporting the census and its joint work with the DoP is considered to be a sound operational and strategic partnership. Whereas there is a unanimous view that without UNFPA support there would have been no internationally recognised census, the lack of clarity on the nature and scope of UNFPA support (i.e. as an adviser, not a decision-maker) adversely affected the perception of neutrality and impartiality of the UNFPA.

Comparative strengths in the support to population and housing census data generation, analysis, dissemination and use

In every case study interview, informants (including the UNFPA country office) were systematically asked about the comparative strengths of UNFPA in supporting the census. Figure 8 below illustrates the most recurrently mentioned comparative strengths according to various stakeholders.

Figure 9. UNFPA comparative strengths - support to census in Myanmar



Source: the evaluation team based on information from case study interviews created the figure. Comparative strengths are presented by order of importance, with the most often cited presented first.

The provision of technical assistance is unanimously considered the primary UNFPA comparative strength in support to the census. As a representative from a national CSO

operating across the country stated: “... it was essentially because of the technical help that UNFPA provided that we could carry out the census this time in Myanmar.”

All stakeholders, including the government,¹⁴³ believe that UNFPA technical support was instrumental to the conduction of an internationally recognised census– without such support, it is felt that an internationally recognised census would not have been implemented.

Among the technical assistance support UNFPA provided, the most often mentioned were the work done by the CTA, the contributions of some short-term experts and the ITAB. Another opinion shared among stakeholders is that UNFPA technical support was crucial to mobilise DoP staff for the census and upgrade its capacity for both enumeration (unanimously seen as an enormous task) and the analysis and dissemination of data (happening currently). A donor with whom UNFPA had had substantial differences in views during pre-enumeration stated the following after the enumeration: “UNFPA is the technical partner you want to have in a census. They did a great job technically and logistically in a very challenging environment”.

This comparative strength has however had a downside. The technical support provided by UNFPA is grounded in the framework that census ought to be approached from an eminently technical perspective.¹⁴⁴ Although a census is, indeed, a statistical operation and thus a technical exercise, it has important political implications, and from the point of view of donors and several CSOs, this exceedingly technical focus often resulted in a perceived lack of attention or prioritisation (particularly during the early stages of pre-enumeration) to the socio-political implications of technical decisions.¹⁴⁵ This was perceived by some donors as compromising the preparation of the census in what is a highly complex socio-political context; it was thus perceived as a weakness of UNFPA. While this weakness did not offset the technical strength of UNFPA, it became, according to the opinion of most donors, an obstacle to what could have been a smoother pre-enumeration census process – from the institutional and political point of view (see evaluation question 7 for more details).

The fact that neither senior management (with a political profile) or a political analyst from UNFPA headquarters visited Myanmar when issues on the ethnicity question and around the enumeration of Rohingyas emerged, was understood by donors and some CSOs to be a weakness in UNFPA corporate understanding of the political dimension of the Myanmar census.¹⁴⁶

¹⁴³ Government, in Figure 8, includes both DoP and line ministries. Line ministries in all cases mentioned provision of technical assistance and procurement as the main comparative strength of UNFPA, two strengths that were also ranked at the top by the DoP, who also added contribution to opening mindsets.

¹⁴⁴ According to the views of all donors interviewed, the UNFPA country office, the ITAB and the UNFPA Regional Office (APRO) shared the understanding that the census was a technical exercise.

¹⁴⁵ Conflicts linked to identity and ethnicity, religion and control of natural resources in a context where the government has traditionally used information to control the population confer on the census – a statistical operation by nature – an important political dimension in Myanmar.

¹⁴⁶ Conversely, the Director of the UNFPA Management Services Division visited Yangon to discuss with donors the challenges and options of payment of enumerators.

In fact, formal guidance from headquarters on how to provide census support in a politically sensitive environment does not exist, and the UNFPA country office acknowledged that the implications of using the list of pre-set (by the government) ethnic categories had been underestimated. Had there been guidance, perhaps such a situation could have been better addressed.

The second most commonly mentioned comparative strength – mentioned by the DoP, CSOs and UNFPA alike – was the contribution of UNFPA to expanding perspectives and opening minds vis-à-vis census implementation.¹⁴⁷

This comparative strength stems from soft-aid activities carried out by the UNFPA country office and its approach to delivering support – an approach based on consultations, inclusiveness and working to bridge differing perspectives (through mediation / facilitation) between stakeholders involved in the census i.e. between government and civil society, particularly in the post enumeration phase.

An aspect often pointed out (and one that is highly regarded) by civil society and donors was that UNFPA

support has exposed the government to consultation processes in a context where consultations did not exist. At the time of writing this report, the government agreed to a dialogue/debate with ethnic groups on a new acceptable ethnic listing (to replace the 135 official ethnic categories recognised to date). This dialogue will take place through consultations, unprecedented for Myanmar. Although there is no clear causal link between this and UNFPA support, there is a widespread perception among some donors, CSOs and United Nations Agencies that UNFPA support to census has contributed to this, by introducing the government to dialogue mechanisms such as consultations. As expressed by a representative of a civil society organisation:

Box 23. Opening mindsets at the DoP

The risk assessments introduced by UNFPA support were a new concept for DoP staff. They encountered a degree of resistance at the onset (seen as a strange and difficult-to-accept instrument), due in part to the institutional culture at the DoP. At the time of the case study visit, however, DoP staff considered risk assessments very useful. The observation mission proposed by donors encountered the same challenge: somewhat difficult to accept in the beginning and, by the end, believed to be very useful. As expressed by a senior official at the DoP:

“UNFPA support helped opening our institutional mindset to more transparent procedures that, in the end, are useful to increase the quality of the census and the acceptance of the process.”

“Historically, the government has had a tendency to have the control on everything and the census was no exception. It is a matter of mindset. The government does not know how to create partnerships. The involvement of UNFPA helped - because of UNFPA the government was more open to listen to other actors and the census process was clearer.”

The comparative strengths mentioned by UNFPA were almost the same than those pointed out by other stakeholders (technical assistance and the contribution to expanding mindsets – credibility was comparatively less mentioned by other stakeholders), suggesting validity. Notably significant, too, the concurrence of opinion between UNFPA and others occurred in a context where stakeholders often had differing views on UNFPA

¹⁴⁷ Some donors also mentioned this comparative strength. It is not included in Figure 8 because it was not as recurrent as the others mentioned.

support, particularly during pre-enumeration, and in the scheduling of the release of sensitive data.

UNFPA as a key partner supporting censuses

UNFPA is perceived, as the key partner supporting the census. The DoP, United Nations agencies, donors and some CSO describe the relationship between the DoP and UNFPA as a “sound operational and strategic partnership”. UNFPA support meant joint work with the DoP/MoIP at both strategic (e.g. accompanying the Minister of Immigration and Population to armed-conflict areas) and operational level (e.g. including DoP staff in tender committees for equipment procurement).

There is a rather homogeneous view about what would have happened without UNFPA support to the census: the census would have been conducted but would not be internationally recognised. Enumeration and the release of preliminary results was rated a success and the DoP, line ministries, donors, United Nations agencies and some civil society organisations agree this would not have been the case without UNFPA support. Though the Government clearly possessed the (political) will to conduct the census, all stakeholders agree that without UNFPA support, quality issues would have emerged and the census would not have been internationally recognised.

The DoP, in particular, estimates that without UNFPA technical support, data processing would have had to be undertaken manually, with the process taking up to three years (with UNFPA support, data processing took four months). Similarly, enumerators would have been paid substantially less¹⁴⁸ and quality problems in data processing would have likely emerged due to the absence of proper equipment (optical recognition tools). Moreover, the DoP believes that without the role of UNFPA as trust fund manager, international funds would have likely not come in given the lack of trust donors had in the Government in 2011.¹⁴⁹ In fact, the DoP views trust building across international partners as a key contribution of UNFPA. Toward that end, the creation of ITAB and the push by UNFPA (and ITAB) for the census to comply with international standards was, according to DoP, essential to garnering international trust and government credibility in relation to the census.

Box 24. UNFPA: a strategic partner, not a decision-maker

The Myanmar census is a national operation led by the Government, where UNFPA plays an advisory role (but does not make decisions). There has, however, been a lack of clarity on this, with UNFPA perceived to be a decision-maker, and the attendant expectation that UNFPA could change things and make decisions. In this context, as a representative of a United Nations agency put it: “People associated UNFPA with the Ministry (MoIP) and often government decisions on the census were attributed to UNFPA.”

The contours of the strategic partnership between UNFPA and the Government were not always well understood. Indeed, some stakeholders – primarily media and civil society organisations – lacked clarity on the mandate, role and scope of UNFPA support. As stated previously, the UNFPA has an advisory role (the UNFPA is mandated to provide advice, with Government the final decision-maker). However, a number of organisations incorrectly believed that UNFPA could make final decisions in relation to technical and

¹⁴⁸ Donor funds allowed paying a top-up DSA to the low Government rate to enumerators, in line with UN rates.

¹⁴⁹ According to the country office, UNFPA is the first agency disbursing funds to the Myanmar government through standard UN procedures, following a fiduciary assessment.

logistical aspects of the census. UNFPA communication efforts (to dispel misconceptions and clarify roles) were not fully clear or convincing and were not understood.

This, together coupled with the fact that UNFPA is seen as a strategic partner of the Government, has often resulted in suspicions and the perception (by some CSOs and media) that UNFPA support could eventually have unexpected adverse effects for the democratic transition's reform and peace process: it was believed by some that UNFPA support could be used to validate and justify Government positions that were at odds with the interests of civil society and pro-democratic movements. In fact, this confusion about a United Nations agency making decisions also happens with agencies other than UNFPA.

Neutrality and impartiality are two comparative strengths usually attributed to UNFPA as an organisation, because it is a United Nations agency. In a country like Myanmar, where Government and other sectors of society (ethnic groups, civil society) have traditionally been at odds – a situation that has, only recently, begun to change – a very close partnership of UNFPA with any one stakeholder (the Government in this case) tends to generate suspicion. During a period of democratic transition (where mistrust is high and Government had yet to prove its genuine intentions for reform), media and some civil society organisations viewed the close relationship between the UNFPA and the MoIP as indicative of UNFPA being on the side of Government/favouring Government interests. This limited the ability of UNFPA to capitalise on the perceptions of neutrality and impartiality bestowed on United Nations agencies, particularly during the pre-enumeration phase.

The increased involvement of civil society during the preparations for dissemination (NAC meetings and user-producer consultations) is helping to re-cast the perception of UNFPA as an impartial partner in the Myanmar census. Outside of the Myanmar context, this situation sheds light on the risks that may arise when supporting census in highly sensitive socio-political contexts and the implications – in terms of census implementation strategies (timings of consultations), communication strategies, expertise and human resource requirements – this may have for UNFPA.

EQ7. To what extent has UNFPA support contributed to the mainstreaming of human rights and gender equality in the census process?

Summary of Findings:

Effectiveness

UNFPA made significant, appropriate and successful efforts to integrate gender equality, reproductive health and disability into the preparation of the enumeration forms. Despite several warning signs, UNFPA support underestimated the sensitivity of the question on ethnicity given the country’s political context. In particular, the potential consequences of including the list of 135 official ethnic categories were not fully understood (within a timely manner). This challenge was exacerbated by a lack of timely and comprehensive consultation with stakeholders concerned with this issue. After the pilot census UNFPA advocated for the withdrawal of the question on ethnicity but this advice was not followed by the government. UNFPA support to risk assessment and mitigation was unable to prevent the exclusion of Rohingya to self-identify, in an pressured context of mounting inter-communal tensions and political extremism by local leaders against the Rohingya being allowed to self-identify. The Myanmar case offers an example of a context in which while responding to requests for technical assistance, UNFPA also encountered socio-political implications of the census, with indications that, at times, this dimension was not adequately addressed.

Integration of gender equality and human rights issues in UNFPA support to the 2010 Census Round

Gender equality, reproductive health and disability

The UNFPA country office has made significant efforts to integrate gender equality, reproductive health and disability into the preparation of the census enumeration form. This work aligns with the role of UNFPA is supporting the advancement of gender quality and women’s rights in Myanmar generally: UNFPA has been a leading partner in the implementation of the National Strategic Plan on the Advancement of Women (NASPAW), launched in October 2013, and has provided funding and technical assistance to the Myanmar National Committee for Women affairs.

The census project document, developed with the support of UNFPA, stressed the importance of ensuring gender sensitivity in the census so that it could truly reflect men and women’s position in society: “It is relevant to have data on the various aspects of women’s [lives], such as education, health status, work status and empowerment.”¹⁵⁰

The UNFPA country office, deeply involved in all preparatory phases of the census, was consulted during the drafting of the questionnaire and strongly supported the inclusion

¹⁵⁰ Project Document, 2014 Population and Housing Census, Republic of the Union of Myanmar (page 34). Published by the Department of Population (DOP), Ministry of Immigration and Population (MOIP) with the support of UNFPA Myanmar Country Office, Yangon, April 2013.

of questions on disability, fertility, and maternal mortality in the questionnaire¹⁵¹, providing technical assistance to ensure that gender and reproductive health questions were inserted. This support took place in a national context where maternal mortality is high and a Demographic and Health Survey has yet to be conducted. UNFPA advocated for a gender-neutral definition of the head of household and for the inclusion of a gender dimension in questions related to occupation to fully capture female employment. UNFPA, through its Census Technical Advisor (CTA), also ensured that precise instructions were given to enumerators in their manual and training sessions to integrate a gender-sensitive approach.

The technical guidance provided on reproductive health and gender issues was in line with international standards: the formulation of questions followed United Nations recommendations and the tabulation plan integrated a systematic breakdown by sex and age.¹⁵² UNFPA, together with the International Technical Advisory Board (ITAB), recommended that the formulation of the disability question follow the recommendations of the United Nations Washington Group. The first version of the question proposed by the Ministry of Social Welfare and tested during the pilot census was less nuanced (it used terms such as “not disabled, physically disabled, visual impairment, hearing impairment, intellectually disabled, mentally ill”). The pilot census confirmed the inadequacy of these formulations, and it was observed that some enumerators skipped the question because they found it too offensive.¹⁵³

Box 25. Ethnicity: a highly sensitive question – United Nations principles and recommendations

International recommendations consider ethnicity to be a non-core topic, recommending its inclusion in the following manner: “*The decision to collect and disseminate information on ethnic or national groups of a population in a census is dependent upon a number of considerations and national circumstances, including, for example, the national needs for such data, and the suitability and sensitivity of asking ethnicity questions in a country’s census.*”

Source: UN Principles and Recommendations for Population and Housing Censuses, Revision 2. Page 139.

UNFPA also supported the inclusion of thematic reports on disability, children and youth, elderly and gender in the census dissemination plan, in particular during a users’ consultation workshop on dissemination in December 2014.

Rights of minorities: the case of ethnicity

With regard to ensuring that the rights of minority groups were reflected in the questionnaire – via questions specifically on ethnicity and religion – UNFPA support was less successful.

As shown in box 25, ethnicity is considered a non-core topic by international recommendations.¹⁵⁴ The government of Myanmar (and most ethnic groups), on the

¹⁵¹ Daw Khin May Aung, UNFPA national consultant, mission report, September 2012. And Ronnie Anderson, UNFPA consultant, mission reports, development and finalisation of the P&H census questionnaire, September 2012 and March 2013.

¹⁵² The tabulation plan describes the tables that will be produced from the census database.

¹⁵³ Report on the Implementation, Experiences and Recommendations of the Pilot Census, April 2013, p.21.

¹⁵⁴ To assist countries and in determining the list of topics to be included in their census, the United Nations Principles and Recommendations for Population and Housing Censuses recommends a list of core topics corresponding to those

other hand, stressed that data on ethnicity were essential in the national development context. For example, in response to the ITAB about the need to include a question on ethnicity, the Department of Population explained that ethnicity information allows for political representation by ethnic groups, especially minority groups.¹⁵⁵ Indeed, Article 15 of the Constitution states that: “For National races with suitable population, National races representatives are entitled to participate in legislature of Regions or States and Self-Administered Areas concerned.”¹⁵⁶ The constitution also promotes the development of language, literature, fine arts and culture of the “National races”, and the socio-economic development of less-developed “National races”.

However, there is a divergence between the broad concept of ethnicity – defined by international recommendations as based on a shared understanding of history and territorial origins (regional and national) of an ethnic group or community, self-determined and not limited to a pre-defined list – and the concept of “National races” mentioned in the Constitution, which officially recognises only pre-defined groups as nationals.

Multiple signs pointed to the sensitivity of the ethnicity question:

- The long history of the issue of ethnicity in the politics of Myanmar:
 - “Ethnicity, compounded by religion, has been the dominant motif of Myanmar’s politics for a century or more. Since the cusp of the country’s independence in 1948, the issue of ethnicity, or ‘race’, has been conflated with a debate over the question of the alleged rights of so-called ‘national races’, and those who reside in the country but are not included within the rubric of ‘national race.’”¹⁵⁷
- The risk of fraud linked to the direct impact of census results on political representation.
- The political risk analysis commissioned by UNFPA in 2012 and finalised in February 2013 and followed by the pilot risk report finalised in June, 2013 reported that:
 - “The population had little understanding of the potential benefits to be gained from abandoning 50 years of caution about giving authorities too much personal information, especially about sensitive issues, such as migration, conflict, race and citizenship.”¹⁵⁸

In addition, the political analysts believed that tensions over ethnic statistics could empower radical ethno-nationalists and harden identity categories that were in fact quite fluid in daily life. They also considered, however, that this risk was very difficult to manage, given the Constitution – the census had to enumerate ethnic groups to implement the provisions of the Constitution regarding “races” representativeness.¹⁵⁹

that were included as “priority topics” in the majority of the regional recommendations in previous census decades.

¹⁵⁵ Minutes of Meeting (Virtual) of ITAB members on 27 June 2013.

¹⁵⁶ Constitution of the Republic of the Union of Myanmar, 2008.

¹⁵⁷ Robert H. Taylor, *Refighting Old Battles, Compounding Misconceptions: The Politics of Ethnicity in Myanmar Today*. (Institute of Southeast Asian Studies (ISEAS). Singapore, March 2015.)

¹⁵⁸ Page 1 in Mary Callahan and Tin Tin Nyunt, *2014 Myanmar Census: Managing Political Risks and Opportunities*, (Commissioned by UNFPA, 7 February 2012.)

¹⁵⁹ Page 31 in Mary Callahan and Tin Tin Nyunt, *2014 Myanmar Census: Managing Political Risks and Opportunities*, (Commissioned by UNFPA, 15 February 2013.)

- Lessons from the pilot census, conducted in April 2013. The report of the DoP, drafted by the CTA of UNFPA, noted that while the question on ethnicity did not raise concern in the areas where the pilot census was conducted, it did in regions where individuals claimed to belong to an ethnic group not included in the pre-defined list of ethnic groups in the enumeration instructions. The report stressed the risk of rejection of the census and recommended, as a result, to delete this question, replacing it instead with a less sensitive question.¹⁶⁰ It was also stated during the Joint Review Meeting (Government, UNFPA and donors) of the pilot census (held on 22 May 2013) that the question on ethnicity posed the largest risk for the success of the census process. The Documentation of Risk Mitigation (DRM) research team also observed the sensitivity of the ethnicity question during the pilot census.
- Representatives of civil society consulted in the first meeting of the National Advisory Committee (NAC) (November 2013) also stressed the sensitivity of the question on ethnicity and questioned, in particular, the relevance of the list of possible answers.¹⁶¹

International recommendations clearly require the option for self-declaration and the indication of multiple ethnic affiliations (as opposed to using pre-established classifications).¹⁶² In Myanmar, as noted previously, the government listed 135 pre-defined official ethnic categories, comprising eight major groups and sub-groups. UNFPA itself recognised that the list of 135 pre-defined ethnic groups did not enjoy consensus amongst ethnic leaders and early on in the preparations advised government to ensure that self-identification would be respected for all.¹⁶³

In addition, the socio-political context of the country has been characterised by a longstanding and diffuse rejection of the minority ethnic group self-identified as Rohingya – for which the government recognises only as “Bengali”. The political risk analysis clearly identifies the case of Rohingyas as a possible risk for the census: “Regarding Rakhine State, what happens if self-identifying ‘Rohingyas’ come back in numbers closer to those of self-identifying Rakhines?”¹⁶⁴

However, this identified risk did not prompt UNFPA or the ITAB to directly address the issue of recognition of the Rohingya group, as both UNFPA and ITAB relied on the inclusion of an option for self-declaration as a guarantee for this group to be able to declare itself as it perceives itself.

UNFPA response to the issue of ethnicity in Myanmar

UNFPA did not show a consistent position at country and regional level regarding the inclusion of the question on ethnicity in the census. Some key donors mentioned that the UNFPA country office had to modify its position over time:¹⁶⁵ from a strong opposition to the inclusion of the question to a more favourable approach to its incorporation.

¹⁶⁰ Department of Population, Ministry of Immigration and Population, *Report on the Implementation, Experiences and Recommendations of the Pilot Census*, (April 2013. with Technical support of UNFPA), p. 19.

¹⁶¹ Meeting Minutes of 1st National Advisory Committee (NAC) Meeting at Mount Pleasant on 21 November 2013.

¹⁶² *United Nations Principles and Recommendations for Population and Housing Censuses*, Revision 2, pp 139-140.

¹⁶³ UNFPA, *Questions and Answers about Myanmar census*, November 2014, point 32.

¹⁶⁴ Mary Callahan and Tin Tin Nyunt, *2014 Myanmar Census: Managing Political Risks and Opportunities*, (Commissioned by UNFPA, 15 February 2013), p. 40.

¹⁶⁵ Interviews conducted with donors during the case study field mission to Myanmar, March 2015.

According to the UNFPA country office, some donors felt that UNFPA did not proactively seek support or advice from donor embassies to assist on this issue. It should be noted, however, that donors openly admit that they did not have a clear position on the ethnicity issue, failing to prompt sufficient dialogue and debate (such as pushing for an open question and advocating for the removal of the 135 ethnic categories list) and, in consequence, perhaps having unrealistic expectations of UNFPA's own level of influence on this issue.

Several factors may explain the shift in position. Firstly, UNFPA country office experienced frequent changes in senior management: there were two UNFPA representatives (one ending end of January 2013 and the other taking up office on 20th May, 2013) and two officers-in-charge during the piloting of the census. The officer-in-charge during April-May 2013 strongly advised to remove the question on ethnicity. The government having then decided to not follow UNFPA advice and to retain the question, UNFPA focus (and indeed that of ITAB at the July meeting) was to ensure this would be on the basis of everyone being able to self-identify.¹⁶⁶

A second factor is that UNFPA did not have a well-established institutional position on census – as concretised in a coherent corporate policy framework to which country offices could refer - to guide census operations in which technical decisions and results may have particularly sensitive socio-political implications.

In addition, the complex political context about the ethnicity question of Myanmar was not easy to assess. Moreover, the objective of the government to enumerate the “Official National races” – as stated in the Constitution – was apparently confused by stakeholders with the objective of investigating ethnic groups in Myanmar.

Box 26. Religion - another sensitive question

Religion is also a sensitive question and international standards recommend the same careful assessment of the national needs and sensitivity as they do for ethnicity. This question, however, received less attention than ethnicity in the Myanmar census. Only the five main religions present in the country were proposed, with an “other” option and a “no religion” option added upon request of the ITAB. As it happened with ethnicity, the questionnaire did not offer the possibility of not answering the question.

The generalised view among donors and some United Nations agencies – as expressed in interviews – is that UNFPA could have done more to understand the local context and that the socio-political implications of the technicalities of the census were not always clearly understood by UNFPA in such an intricate context.¹⁶⁷ Several informants stressed that a CTA from the Asian region would have suited the context better.

The previously mentioned political risk assessment of the census operation – commissioned by UNFPA prior to the census and finalised in February 2013 – identified a number of risks and recommended the need for the widespread and early involvement of all ethnic groups in the preparation of and ensuing discussions around the census, including on the lessons learned from the pilot census. During the pilot census, UNFPA sent a research team to various areas of Myanmar to produce a “Documentation of Risk

¹⁶⁶ This point has been reported in the respective interviews with the officers-in-charge and the Representative that followed.

Mitigation” (DRM). The DRM researchers noted a degree of reluctance on the side of respondents in some areas to answer questions on ethnicity, with respondents reporting being fearful that their answer might be “wrong”.¹⁶⁸

Following the risk assessment and its recommendations, in April 2013, UNFPA emphasised to senior officials the benefits of removing the ethnicity question. The issue was discussed in the workshop organised by UNFPA in May 2013 to analyse the findings of the pilot census, where UNFPA presented to the government the option of removing the question entirely, or not using a closed list of 135 “official” ethnic groups.¹⁶⁹

UNFPA had to also take into account the recommendations of the ITAB, which, in its meeting of June 2013, acknowledged that asking questions on ethnicity within a census was legitimate, with many governments doing so. The ITAB recommended that the government of Myanmar follow the international recommendation to allow for self-identification of respondents.¹⁷⁰ The government agreed to add an “other” category within the census enumeration form questionnaire to allow the recording of an ethnicity whose name was not included in the pre-defined list. The ITAB acknowledged recognised this improvement in its July 2013 meeting and further reminded the government that international standards recommend dissemination of the complete results by ethnicity, not simply the main results, as had been done by the DoP. However, the ITAB did not include this point in its press release following the meeting, instead stating the following: “... [m]ore efforts are needed in partnership with other Ministries, the international community and civil society to ensure that the Census is inclusive of all minority groups and hard to reach populations across the country.”¹⁷¹

In the context of Myanmar, the requirement for an open-ended question on ethnicity was difficult to implement in part because it required trusting over 100,000 enumerators to ask the question properly, without imputing responses or influencing respondents, given that ethnicity is a major reference identifier for Myanmar people. To mitigate against this risk, UNFPA provided technical assistance to ensure that guidelines in the instruction manual for enumerators and supervisors (as well as the training they received) included clear direction on the question of ethnicity.

The communication campaign supported by UNFPA, aiming at informing the population about the purpose of the census and its implementation, was also an important contribution to risk mitigation. Informational and promotional materials (including leaflets, booklets, posters, caps, t-shirts, pens, bags and bracelets) were produced and translated into 11 ethnic languages. These materials together with training materials were disseminated to all townships via a country-wide bus tour, on-line channels, and through the Myanmar Council of Churches, NGOs and Implementing Partners. In addition, some local NGOs were hired to conduct awareness raising activities and information sharing in their communities. A hotline was also set up for census-related questions and feedback.

¹⁶⁸ *Documentation of Risk Mitigation Report*. May 2013.

¹⁶⁹ UNFPA response to the International Crisis Group observations on Myanmar census. May 2014.

¹⁷⁰ Minutes of the virtual meeting of the ITAB, 27 June 2013.

¹⁷¹ ITAB statement: Press Conference, 24 July 2014.

Having said that, the campaign could not set aside the diffidence towards the use of the most sensitive questions as some channels used for communication were seen as friendly to governmental authorities. While the public awareness campaign was successful as regards the census implementation, the outreach programme was not fully effective to gain public confidence at large, as it did not lean sufficiently on trusted stakeholders such as local community leaders. Similarly, the campaign did not make the most of the widespread use of social media in the country, but this can be understood in a context of low internet access in the country at the moment of the census.

It is noteworthy that the option to not answer the questions on religion and ethnicity in the enumeration form was not offered, as it is the case in some countries where the legal obligation to respond to the census is waived for these sensitive questions. The Conference of European Statisticians, for instance, recommends that in order to guarantee free self-declaration of ethnicity, respondents should be allowed to indicate “none” or “not declared” when asked for their ethnicity.¹⁷²

Mainstreaming human rights, rights of vulnerable groups, minorities (including ethnic minorities), the disabled and gender equality in the census process and associated surveys

UNFPA deployed important efforts to include civil society organisations in the census operation, before and after the enumeration. In particular, the modalities and networks that UNFPA was able to tap into after enumeration were available because of the groundwork that had been done pre-enumeration. However, while civil society organisations identified UNFPA as the right partner in raising awareness about human rights issues, they considered the consultations prior to the census insufficient, particular with relation to the inclusion of specific ethnic groups.

The culture of consulting, considering and accepting advice from civil society, including women’s rights non-governmental organisations (NGOs), religious and ethnic groups and the private sector is still non-existent in Myanmar. In this context the UNFPA insisted upon the establishment of a National Advisory Committee (NAC).¹⁷³ As previously mentioned, though, the first meeting of the NAC was held November 2013, far too late in the process to genuinely influence questionnaire design and the organisation of the enumeration. In line with the recommendations of the political risk analysis already mentioned, the NAC was reconfigured from 40 to 51 members increasing youth, religious and ethnic representation. The NAC carried out consultations with women’s NGOs and representatives from NGOs were members of the local census commissions. However, according to some NGOs, consultations tended to lack depth and a true dialogue: at the beginning, consultations often felt like information sessions (rather than dialogues), with representation across civil society limited (the majority of CSOs present were favourable to the government).

In addition, according to the UNFPA conflict adviser, many in the population lacked confidence/trust in the enumeration process and, despite the census communication campaign, a lack of awareness on census technical aspects persisted: “Against a backdrop

¹⁷² Conference of European Statisticians Recommendations for the 2010 Census of Population and Housing. UNECE-Eurostat, 2006, page 96.

¹⁷³ The NAC is led by the Government of Myanmar, though UNFPA convenes and funds it.

of protracted armed-conflict at the time of the enumeration, there was a strong perception that the ethnicity would be wrongly reported by the enumerator.”

UNFPA response to the denial by the government of Rohingya group

On 26 of February 2013, a meeting was held between the Minister of Immigration and Population (MoIP), the DoP and CSOs representing 10 groups or sub-groups. UNFPA attended the meeting and reported that a positive discussion ensued in which the Minister welcomed an open dialogue on ethnicity and its categorisation. The Minister also stated that discussions on ethnic categorisation would take place after the enumeration and would involve the National Races Affairs Committee, as the MoIP does not have the mandate or the authority to make decisions on this matter.¹⁷⁴

In this meeting, UNFPA expressed concern about interpretations of some of the statements made by the Minister in response to the question posed by the Rakhine representative on self-identification by the Rohingya. UNFPA explained that the Minister had shared that, in addition to taking on board human rights principles, principles of national security and national interest would also be taken into account. The Minister, however, did not further detail what this would entail.

A few days prior to start of enumeration, the government reneged on its commitment to allow for the self-identification of all ethnic groups, as it refused to enumerate those who would declare Rohingya as their ethnicity. As a response, UNFPA published an official statement:

“UNFPA is deeply concerned about this departure from international census standards, human rights principles and agreed procedures. We are concerned that this could heighten tensions in Rakhine State, which has a history of communal violence, as well as undermining the credibility of census data collected.”¹⁷⁵

In its statement, UNFPA reminded the Government of its commitment to conduct the census in accordance with international census standards and human rights principles, and noted too that the Government had previously explicitly agreed to allow individuals to self-report ethnicity. However, neither the deep concern expressed by UNFPA nor a letter from the ambassadors of donor countries were able to convince the Government to change its position and enumeration began on 30 March 2014 as planned.

¹⁷⁴ Minutes of the Donors’ meeting, 28 February 2013.

¹⁷⁵ UNFPA statement: Concerned about Decision Not to Allow Census Respondents to Self-Identify as Rohingya. 01 April 2014

Monitoring the enumeration

Box 27. The census observation mission

A census observation mission was recommended by the ITAB to increase transparency and credibility of the data collection and results, to assist with pointing out possible issues with the data and to provide lessons learned on the enumeration for improving future censuses. UNFPA and the Government of Myanmar agreed on the following goals for the mission: 1) to document the census process and the way data are collected in a randomly selected number of townships and Enumeration Areas; 2) to provide regular feedback to the Government during and after the census activities; 3) to observe objectively observe the census process and assess the census against whether international standards and national legislation was followed in order to increase the credibility and transparency of the census process; and 4) to document lessons learned and good practices for building capacity in future censuses.

The primary tool to monitor enumeration was an international observation mission (see evaluation question 2). Throughout data collection, teams of international and national experts independently observed the enumeration in all States and Regions. Based on the observations conducted in 121 townships, 901 enumeration areas and 2,193 interviews, the observation mission concluded that the census in Myanmar was a success overall (in the areas under observation), with the exception of areas inhabited by

Rohingyas in Rakhine State and elsewhere.

The report of the observation mission states that:

“... if the observation mission is a true reflection of the field exercise countrywide, overall and except with the case of Rakhine State, the data collection was considered good and in line with census procedures”.¹⁷⁶

Having said that, some observers reported that enumerators often inferred the response on the ethnicity question or influenced the respondent's answer, casting doubts on the validity of the results for this specific question. Additionally, enumerators were observed recording the main ethnicity of the respondents rather than the sub-ethnicity.¹⁷⁷

Regarding the enumeration of areas under control of non-State armed groups, the publication of the provisional results – prepared with technical advice of TA from UNFPA – acknowledges that the census did not cover some population groups in parts of Northern Rakhine State and some areas in Kayin and Kachin state. The estimation was that 2.34 per cent of the total population (51,419,420 according to provisional results) were non-enumerated.¹⁷⁸ Most of the non-enumerated population (1,090,000 people or 90.3 per cent of the non-enumerated population) were in Rakhine State, where: “Members of some communities were not counted because they were not allowed to self-identify as ‘Rohingya’. This was done as a security measure to avoid the possibility of violence due to inter-community tensions.”¹⁷⁹

¹⁷⁶ Census observation mission report. 2014 Population and Housing Census. May 2014, p. 93.

¹⁷⁷ Ibidem, p. 95.

¹⁷⁸ The provisional results refer only to areas where there was evidence of non-enumeration. This is not a measure of a general under-enumeration in the census as would provide a PES.

¹⁷⁹ Population and Housing Census of Myanmar, 2014; Provisional Results, Census Report, Volume 1.

Following enumeration, UNFPA set up a conflict advisory team to perform risk analysis and propose risk reduction measures.¹⁸⁰ The team conducted a series of field trips immediately after enumeration, having consultations and dialogue with more than 1,400 people from ethnic, religious, and other CSOs. They observed that despite the communication campaign, people remained unaware of the objectives of the census and confused the census with registration and immigration procedures.

The team prepared an “after-census” list of Frequently Asked Questions. The objective of this document was a conflict sensitivity initiative designed to acknowledge and respond to genuine concerns about the census across different stakeholder groups. It was also an effort to share a people-centered approach to census data release and dissemination, thereby helping to build public trust, understanding and use of the census data at all levels. The document does not, however, mention the refusal of the government to allow self-declaration as Rohingya, and states: “Once the Government made the decision to include the question on ethnicity, the only tool then available was the 135 code list as this is what exists under Myanmar law to describe ethnicity.”¹⁸¹ This statement points to a clear contradiction with international standards on the census, which recommend self-declaration and no pre-defined classification.

The Q&A list further shares information on the process by which the disaggregation of religious and ethnic data will occur, noting the following: “[w]here such information and data may raise risks, these would be expected to be published only at the highest administrative levels for different reasons. Ultimately it is the Government of Myanmar that decides on the level of detail by which information will be released, including information on religion and ethnicity.”¹⁸² However, the document acknowledges that the 135-code list does not enjoy countrywide consensus (not everyone in the country recognises or accepts this listing), stating that, given this, the Government has committed to undertake a consultative process to review and replace the current classification.¹⁸³

It is difficult to provide a simple answer to whether the UNFPA support to census contributed to mainstreaming the rights of minorities in Myanmar. On the one hand, the consistent commitment of UNFPA to support the conduct of the census (despite the problems encountered) and the participation of the UNFPA representative in field visits with the Minister of Immigration and Population has, for some, contributed to the perception that UNFPA supported government options, including those against minorities. On the other hand, without the push by UNFPA for the inclusion of all minorities in the census process – via consultations and a communication campaign – the Government would have likely conducted the census as simply an administrative operation, which would not have generated such sound data.

As a general remark, UNFPA underestimated the sensitivity of ethnicity question, given the political context of the country, with a lack of timely and genuine consultation with concerned stakeholders. Only after the pilot census UNFPA recommended to withdraw the question on ethnicity. As a consequence, UNFPA had to develop a series of reactive

¹⁸⁰ As reported by the conflict adviser.

¹⁸¹ Questions and Answers about Myanmar’s Census. Ministry of Immigration and Population with technical support from UNFPA. November 2014. p. 24.

¹⁸² Ibidem, p. 20.

¹⁸³ Ibidem, p. 19.

measures (e.g. the establishment of the NAC, the development of a conflict sensitivity team; consultations after the census, etc.).

UNFPA support to census in Myanmar occurred within a broader context of robust support by the United Nations Secretary-General and several donor countries. UNFPA, therefore, faced a strong obligation responsibility to guarantee the census was undertaken, potentially weakening its negotiating position (as the United Nations agency with a mandate on population) with the Government to ensure the census fully complied with international standards.

5. Considerations for the overarching global thematic level

The considerations below, together with evidence from other data packages (online surveys, remote country analysis, etc.) will inform the evaluation report, the document containing the overall results of the thematic evaluation. This section presents the main elements the Myanmar case study will provide to the evaluation report.

Consideration 1. Censuses are statistical operations of a technical nature but they carry significant socio-political implications. From the design phase to dissemination, censuses must grapple with a range of potentially sensitive issues, particularly in contexts/countries with political, ethnic and religion-based conflicts. The nature and scope of UNFPA support should adapt accordingly to these circumstances, ensuring that support to census – particularly technical assistance and advocacy – reflects the particular socio-political realities of a given context. Put simply, though censuses are technical operations, UNFPA support (at country, regional and global levels)¹⁸⁴ ought to incorporate not only technical considerations, but should also recognise and reflect the political considerations of a given context.

Reflecting international standards, population and housing censuses are statistical operations and are, as such, technical by nature.¹⁸⁵ At the same time, census results may have political implications - on elections, access to resources, political participation and, ultimately, the distribution of power. In Myanmar - a multi-ethnic country undergoing a democratic transition following thirty years of military rule and ethnic-based conflict - such political implications were particularly important.

Highly political contexts do not make censuses a political operation (they remain a statistical exercise), but the particular context does affect the nature and scope of UNFPA support. While censuses are statistical operations, UNFPA support cannot only incorporate technical considerations, particularly in highly sensitive political contexts. UNFPA provided technical support should carefully consider any socio-political implications of technical decisions and ensure support adequately reflects these. When UNFPA support to census in Myanmar was initially designed, this did not occur; in other words, the modality of UNFPA support and the subsequent human resource requirements did not account for the fact that technical advice should integrate political implications. In spite of this, however, the UNFPA country office delivered good results, but it did so because of reactive management, not because UNFPA support had anticipated required resources in terms of political risk analysis, timings for consultations, conflict sensitivity, etc. This is an important lesson from Myanmar and could inform UNFPA support to census in other (similar) contexts.

Figure 10 below illustrates how different contexts have an effect on support to census, including the modalities of support implemented, the delivery mechanisms utilised and the timeline and resource requirements needed. The blue circle illustrates some of the

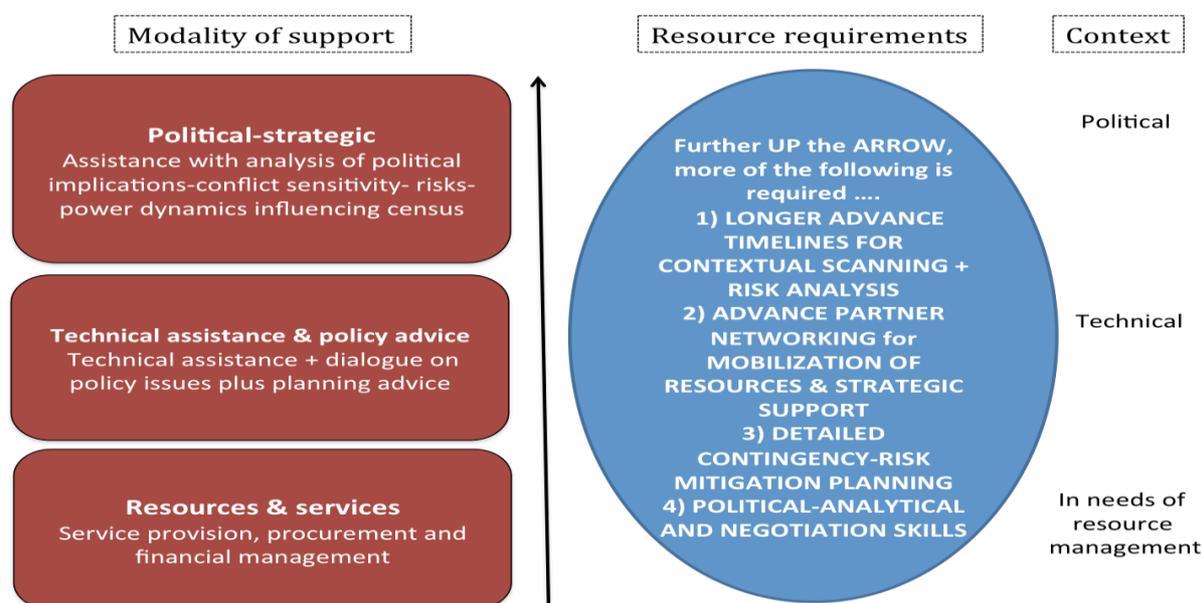
¹⁸⁴ In this section, unless otherwise specified, *UNFPA support* always refers to corporate support, that is, provided at country, regional and global levels.

¹⁸⁵ Annex 3 - CES recommendations for the 2010 census round – 2006, on page 172 states the following: “Population and housing censuses are an integral part of the system of official statistics in each country. They are therefore expected to encompass the fundamental principles of official statistics.”

http://www.unece.org/fileadmin/DAM/stats/publications/CES_2010_Census_Recommendations_English.pdf

resource requirements on demand when the context becomes socio-politically more complex. The Myanmar case study sheds light on the importance of contextualising the nature of census support, particularly in contexts where the political framework is more complex and sensitive.

Figure 10. Context, needs and response modalities



Consideration 2. The nature of UNFPA support to census (timing, human resource requirements, etc.) depends to a great extent on the country context. The more political the context, the more complex the approach and the greater need for advocacy to ensure the reliability, credibility and legitimacy of the results. This includes the need to incorporate formalised census governance mechanisms. However, at present, UNFPA wide corporate guidance on how to approach politically sensitive censuses and on the minimum requirements for governance mechanisms does not yet exist.

This second consideration is a direct result of the first. Figure 10 illustrates how the type of support delivered and the resource requirements needed (timelines, expertise, skills, etc.) depend on the contours of a particular context. When, how and by whom should political risk assessments be undertaken? When should consultations with civil society organisations begin? In which areas of census management should the country representative be involved and at what level of detail/depth? What should the composition and role of International Technical Advisory Boards be in order to ensure accountability and independence? Answers to these questions (and others) depend on the context and take on greater importance in contexts of heightened political sensitivity. The underlying question remains: What is the overarching corporate framework of UNFPA on support to census in politically sensitive contexts? This and the above questions are, ultimately, about census governance mechanisms. However, at present, UNFPA corporate guidance on census governance upon which to ground responses to these questions does not exist.¹⁸⁶

¹⁸⁶ Some of these questions – related to consultations with civil society – were presented in box 18 in EQ3.

Consideration 3. Country context also shapes the repercussions of including sensitive questions (ethnicity, for example) and affects the way such questions should be formulated. Ethnicity may be a matter of cultural inclusion (as in the case of Peru) but can also be a sensitive socio-political feature affecting the acceptance of the census (as in Myanmar). According to the United Nations principles and recommendations, ethnicity is a non-core topic that should be understood as a sensitive question and treated with care, particularly as governments and civil society – the main partners of UNFPA – tend to view ethnicity as a crucial topic. However, there is no UNFPA corporate guidance on how to address ethnicity or other sensitive questions.

United Nations Principles and Recommendations for Population and Housing Censuses consider ethnicity an additional topic carrying potential sensitivity.¹⁸⁷ The inclusion of an ethnicity question is typically due either to government interests or to civil society pressure. In Myanmar, the Government pushed for its inclusion in the enumeration form, while in Peru, for example, civil society encouraged its inclusion. Given that national authorities (not UNFPA) decide whether to include ethnicity and other sensitive questions, it is crucial that UNFPA country offices are aware of and prepared for any potential consequences given their impact on the acceptance of the census and the credibility of results. At present, there are no UNFPA protocols on how to approach questions of ethnicity, unlike, for example, gender.¹⁸⁸ It appears crucial for UNFPA to invest (i) in developing specific guidance and (ii) in-house expertise on how to deal with ethnicity and other sensitive issues in a census operation.

Consideration 4. Placing particular emphasis on communicating the UNFPA mandate and scope of support is essential in sensitive contexts because these contexts amplify the risk of confusion and misunderstanding on the role of UNFPA. Moreover, sensitive political contexts are a challenge because they imply putting the attention on aspects that transcend the technical sphere.

In Myanmar, media and CSOs misunderstood, at times, the role and mandate of UNFPA: there was a perception that UNFPA could make decisions concerning the census when, in fact, such decisions are under the sole responsibility of national authorities.¹⁸⁹ In the current context of political transition to democracy after decades of military rule, civil society and government - key UNFPA partners - are often at odds on certain issues and

¹⁸⁷ The chapter VI of the United Nations revision 2 of Principles and Recommendations for Population and Housing Censuses presents a list of topics to be investigated. Table 1 gives a succinct overview of these topics, organised in three categories: core topics, non-core or derived topics and additional topics. Questions on demographic and social characteristics other than sex, age and marital status are considered additional topics given their potential sensitivity. As paragraph 2.160, page 139 states: "The decision to collect and disseminate information on ethnic or national groups of a population in a census is dependent upon a number of considerations and national circumstances, including, for example, the national needs for such data, and the suitability and sensitivity of asking ethnicity questions in a country's census."

¹⁸⁸ <http://www.unfpa.org/es/node/9048> and <http://asiapacific.unfpa.org/public/lang/en/pid/14632>

¹⁸⁹ The misperception that United Nation agencies can make decisions that are in fact the sole responsibility of national authorities, also affects other agencies, it is not confined to UNFPA and the census.

mutual suspicion still exists.¹⁹⁰ Therefore, the risk that CSOs believe, that UNFPA is able to make decisions on the census (that are, in actuality, made by the Government, in Myanmar – and by the National Statistical Office in most of the countries) that undermine their interests, is high. In this setting, the importance of a clear communication strategy on the role, nature and scope of UNFPA support to the census is essential. While the country office did a good job communicating information about the census generally, it did not succeed in communicating the scope and boundaries of its own support to the census (thus conveying also the impartiality and neutrality of the organisation).

Clearly, the greater the political sensitivity around the census, the more UNFPA must consider political aspects (outside the technical sphere). Ultimately, this requires clear and ongoing communication by UNFPA on its mandate and scope of interventions to avoid misunderstandings.

Consideration 5. The Myanmar case shows how UNFPA corporate recruiting procedures may act as a stumbling block in censuses with a high political profile.

The Myanmar census is an example of a census with a high political profile from the onset: UNFPA support to the census is a response from the United Nations Secretary-General to a direct request of the President of Myanmar. In addition, the census took place at a very important political moment in the country, occurring close to national elections, in the midst of the peace negotiation process and within the framework of a democratic transition from military rule. From January 2013 – June 2013 – a time of particular importance for the census (the pilot census took place during this period) – the UNFPA country office experienced discontinuity and changes in senior management. Corresponding to the time required to recruit a new representative, this six-month recruitment time period was not without repercussions, having consequences on the image and consistency of UNFPA support (see evaluation question 2).

This experience offers the opportunity for corporate level reflection on how to expedite recruitment processes in strategic operations (such as census support), particularly those with a high political profile. Moreover, the Myanmar case illustrates the need for clear succession plans to ensure continuity of leadership, and, whenever possible, proper handovers between representatives. In the Myanmar case, measures were taken to ensure this continuity. Ideally though, such plans would be incorporated in census documents as a human resource requirement, given the importance of senior management in censuses in general and particularly those with a high political profile.

Consideration 6. The census in Myanmar has generated very valuable (UNFPA) corporate knowledge on how to manage a census (the *do's and don'ts*) in a highly complex and intricate socio-political context.

¹⁹⁰ According to paragraph 52 of the UNFPA Strategic Plan 2014 – 2017, UNFPA key partners are governments, civil society organizations and other United Nations organizations.

UNFPA census support in Myanmar has generated relevant lessons for future censuses, both for the Myanmar country office and other country offices in the region and beyond, as well as UNFPA headquarters. In fact, some of the lessons learned – the approach to ethnicity, for example, or on consultation with civil society in highly complex political settings as well as how to achieve cost-efficiency gains through synergies and partnerships – could be very useful inputs to the design of the forthcoming 2020 census round. To avoid the loss of important institutional memory, systematically documenting these lessons is of the essence. The Asia and the Pacific Regional Office (APRO) could play a key part in this, given their role as knowledge broker and the fact that knowledge management is a key function of the regional office.¹⁹¹

Consideration 7. South-South Cooperation (SSC) has proved quite effective in the transfer of technical knowledge but its full potential has not yet been realised.

The DoP ranked exchanges with other National Statistical Offices (NSO) as particularly effective for transfer of practical knowledge. Although successful, exchanges in south-south cooperation have been limited to the *production* of census data, despite the fact that other countries in the region (such as Indonesia, who had a relatively similar context a decade ago) can offer relevant experiences in *dissemination* and the *use* of census data.

Myanmar has a lot to offer as a provider of south-south cooperation, including sharing the experience of planning for and undertaking a census in a multi-ethnic country with a highly complex and sensitive political environment. However, this option has, to date, not been explored. Similarly, the DoP could offer useful insights on how to increase technical capacity given a low baseline. These insights could benefit countries like Bangladesh where developing NSO capacity remains a challenge.

Prospects for fostering SSC in the region are good if corporate strategy is implemented: the UNFPA 2014-2017 Strategic Plan reflects a corporate shift toward a greater brokering role for UNFPA (at country and regional level) by engaging in south-south cooperation.¹⁹² Similarly, the Asia and the Pacific Regional Programme Action Plan 2014-2017 calls on the Regional Programme “...to draw on the wealth of experience and knowledge in the Asia Pacific Region in support of south-south cooperation”.¹⁹³

¹⁹¹ For APRO as a knowledge broker see paragraph 44 of the UNFPA Strategic Plan 2014-2017 and concerning the knowledge management function of APRO see page 29 of the Asia and the Pacific Regional Programme Action Plan 2014-2017.

¹⁹² Paragraph 50 of the UNFPA Strategic Plan 2014-2017.

¹⁹³ Page 3 of the Asia and the Pacific Regional Programme Action Plan 2014-2017.

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Annex 2 List of people consulted

Name	Position/Organization
UNFPA Headquarters	
Dr. Babatunde Osotimehin	Executive Director
Yanming Lin	Regional Desk Adviser for Asia and the Pacific
Sid Soman	Information Services manager
Aung Win	Management Information Services Analyst
UNFPA Asia and the Pacific Regional Office (APRO)	
Christophe LEFRANC	APRO Population & Development (P&D) Adviser
Naroot WANALERTLAK	ICT Specialist/LAN manager
UNFPA Country Office	
Mohamed ABDEL-AHAD	Former Country Representative, Myanmar CO
Janet JACKSON	Country Representative
Kaori Ishikawa	Deputy Country Representative
Rogelio FERNANDEZ CASTILLA	Former UNFPA Officer-in-Charge
Heli LESKELA	Census Programme Analyst
Daw Thet Thet Oo	Programme Assistant (Gender and P&D)
Dr. Hla Hla Aye	Assistant Representative (RH)
Ma Khin Zar Naing	Senior Program Officer (Communication and P&D)
Fedrick Okwayo	Chief Technical Adviser (CTA) Census
Daniel Msonda	Consultant Census
Esther Bayliss	Communication Consultant
Carlos Valencia	International Operations Manager (IOM)
Petra Righetti	Donor Coordinator
Dr. Ma Myo Aye	HU Response Coordinator
Nan Ohn Ohn	Project Assistant Census
Yamone Thet	Programme Assistant M&E and Youth
Yu Myat Mun	ProgrammeAssistant
Si Thu Soe Moe	Communication Consultant
Moe Zaw Latt Tun	Programme Assistant (HIV)
Mi Mi Naing	Finance Associate
Mi Mi Thin Aung	National GBV Coordinator
Chit Su Win Htin	Consultant Gender and Youth
Alexendra Robinson	GBV Specialist
Min Min Thein	Project Assistant (HU)
Wint Ni Win	Project Assistant Communication
Hsan Htut	Logistic Assistant
Aye Nyein Linn	Programme Assistant (RH)
Cindy Loo	Programme Assistant
Tin Aye Thwe	Programme Associate (GBV)
Siang Tial	Communication Consultant
ITAB (International Technical Advisory Board)/ observers	
Werner HAUG	ITAB Chair

Name	Position/Organization
Ian WHITE	ITAB member
Roberto BIANCHINI	Census Observer, recently joined ITAB as member
Bart De BRUJN	Census Observer
Roberta FONTANA	Census Observer
Ronnie ANDRESSON	ITAB member
UN Agencies	
Shon CAMPBELL	Manager of Myanmar Information Management Unit (MIMU)
Dom SCALPELLI	Country Director and Resident Representative -WFP
Toily KURBANOV	Country Director- UNDP
Giuseppe de VINCENTIIS	Country Representative- UNHCR
Maja LAZIC	Senior Protection Officer- UNHCR
Cristina ROCELLA	Chief of Social Policy and Child Rights Monitoring - UNICEF
U Aye Win	National Information Officer- UNIC
Sardar Umar ALLAM	Head of Office- UNESCO
Su Su Thatun	Senior Advisor on Peacebuilding, Recovery and Development- UN Resident Coordinator Office
Chris HYSLOP	Deputy Head of Office-UNOCHA
Academia	
Prof. Aung Tun Thet	President's Economic Advisor - Independent
Dr. Daw Khin May Than	Head of Department of Statistic- Yangon Institute of Economics
Prof. Mary CALLAHAN	Washington University – conducted the political risk assessment
Government	
Department of Population- Ministry of Immigration and Population	
U Myint Khaing	Director General
Dr. Nyi Nyi	Director
Dr. Khaing Khaing Soe	Director
Daw Khin Khin Nyo	Deputy Director
Daw Sandar Myint	Officer for Data Processing
Daw Lin Lin Mar	Officer for Census Cartography
Department of Immigration- Ministry of Immigration and Population	
U Maung Maung Than	Director General
U Kyaw Yim Oo	Director (Administration)
Daw Khin Mya Thet	Assistant Director
Daw Thet Htar New	Immigration Officer
Daw May Thet Nyunt	Immigration Officer
U Phun Zum	Immigration Officer
Ministry of Information	
U Pite Htwe	Deputy Minister
Daw Thida Tin	Deputy Director General
U Thar Sein	Chief Editor
U Ye Naing	General Manager
U Kyi Maung	Deputy chief of office
Daw Khin Shwe Wah Phu	Research Assistant
Daw May Thu Paing	Office clerk
Department of General Administration- Ministry of Home Affairs	

Myanmar Country Case Study Report

Name	Position/Organization
U Min Shwe	Deputy Director General
U Toe Win	Director
Daw Mi Mi Win	Deputy Director
Daw Aye Aye Chit	Deputy Director
U Arkar Tin Oo	Staff Officer
Daw Nan Nandar Win	Deputy Staff Officer
Central Statistical Organization- Ministry of National Planning and Economic Development	
Dw Marlar Aung	Deputy Director General
U Kyin Htay	Deputy Director
Department of Health – Ministry of Health	
Dr. Theingi Myint	Director (Maternal & Reproductive Health)
Prof. Myint Han	Director General
Department of Education- Ministry of Education	
Dr. Aung Kyaw Thin	Deputy Director General
Mr. Debi Mondal	
	Chief Technical Adviser (CTA) to the Ministry on the Labour Force Survey
Ms. Win Win Myint	National Programme Officer
Ministry of Social Welfare Relief and Resettlement	
Daw Yupar Mya	Director- International Relations
Daw Yu Yu Swe	Director- Department of Rehabilitation
Daw Khet Khet Shein	Assistant Director- Women Development Section
Daw Yin Yin Pyone	Assistant Director- Women Development section
Daw Hlaing Moe Myat	Assistant Director-Women Development Section
Enumerators / Supervisors	
Daw Thazin Khine	Principal
Daw Khin Than Htwe	Principal
Daw Lwin Myo Wai	Principal
Daw Myint Myint Than	Principal
Daw Baby	Principal
U Htay Aung	Principal
Daw Soe Soe Yi	Primary School Teacher
Daw Kyi Sein	Principal
Daw Cho Cho Myint	Principal
U Nay Lin	Principal
Daw Win May	Middle School Teacher
Daw Shumawa	Primary School Teacher
Daw Mya Nandar Moe Aung	Primary School Teacher
U Than Tun	Principal
Daw Yee Tint	Principal
Daw Pyone Yee	Principal
U Tin Soe Lwin	Principal
U Ngwe Zaw	Principal
Daw Tin Tin Moe	Principal
Daw Hla Than Aye	Primary School Teacher
Daw Nan Yee Yee Tun	Primary School Teacher

Name	Position/Organization
Daw Nan Nu Nu Lwin	Primary School Teacher
Daw Ni NI Htwe	Primary School Teacher
Daw Yi Yi Myint	Primary School Teacher
Daw Pyone Pyone Oo	Middle School Teacher
Daw Nan Than Than Aye	Primary School Teacher
Daw Naw Kay Thi	Middle School Teacher
Daw San San Win	Middle School Teacher
Daw Sandar Aye	Middle School Teacher
Daw Zin Zin Kywe Moe	Middle School Teacher
Daw Khin Thuzar	Middle School Teacher
Daw Khin Moe Moe	Principal
Daw Chit Zabe	Principal
Daw Nan Wah Wah Oo	Principal
Daw Nan San San Htwe	Middle School Teacher
Daw Moe Moe Aye	Middle School Teacher
Daw Thin Thin Phyu	Primary School Teacher
Daw Nandar Aung	Middle School Teacher
Daw Nilar	Middle School Teacher
Daw Nyein Wai	Middle School Teacher
Daw Yu Yu Khine	Middle School Teacher
Daw Aye Aye Myaing	Primary School Teacher
Daw Aye Thind Oo	Primary School Teacher
Daw Win Soe	Principal
Daw Nan Khin Sein	Middle School Teacher
Daw Win Htwe	Principal
Daw U Me	Middle School Teacher
Daw Nan Htay Htay Sein	Middle School Teacher
Daw Moe Thida	Middle School Teacher
Daw Aye Aye Khing	Middle School Teacher
Daw Than Than Htay	Enumerator
Dw Kay Thi Soe	Enumerator
Dw Thi Thi Lwin	Enumerator
Daw Moe Moe Myint	Enumerator
Daw Kywe Kywe Mon	Supervisor
U Khon San Hla	Enumerator
U Thein Tun Oo	Supervisor
Daw Mon Mon Sint	Middle School Teacher/supervisors
Daw Moe Sandar	Middle School Teacher/supervisors
Daw Nan Thandar Htwe	Middle School Teacher/supervisors
Daw Nan Yin Yin Tun	Middle School Teacher/supervisors
U Maung Phyu	Middle School Teacher/supervisors
Daw Mya Win Mon	Middle School Teacher/supervisors
Daw Nyo Mee Aung	Middle School Teacher/supervisors
Daw Hnin Oo Lwin	Middle School Teacher/supervisors
Daw Mya Thet Mu	Middle School Teacher/supervisors

Myanmar Country Case Study Report

Name	Position/Organization
U Myint Ngwe	Middle School Teacher/supervisors
U Saw Htun	Middle School Teacher/supervisors
Civil Society/ INGOs/ Research Agencies/Other	
Pansy Tun Thein	Director- Local Resource Centre
Dr. Sid Naing	Country Director – Mary Stopes International
Daw L. Ja Nan	Director- Shalom Foundation (Nyein Foundation)
Rev. Saw Shwe Lin	Chair-Myanmar Council of Churches
U Pyone Cho	Director - 88 Generation
Tin Maung Than	Executive Director-Myanmar Development Resource Institute
Nyana Soe	Senior Researcher- Myanmar Survey Research
San Tun	Research Director- Myanmar Survey Research
Tun Tun Win	Research Analyst-Myanmar Survey Research
Harn Yawngwe	Executive Director-Euro Burma Office
Dr. Zaw Moe Aung	Director- Leprosy Mission Myanmar
U Zaw Tun	Member of Parliament, Mo Maunk Township Constituency (Shan National Democratic Party)
U Brang Shawng	Member of Parliament, Tanai Township Kachin State Constituency (National Unity Party)
U Je Yaw Wu	Member of Parliament, Putao District, Kachin state Constituency (National Unity Party)
Nan Say Hwa	Member of Parliament, Pha-an Constituency (Phalon-Sawaw Democratic Party)
Media	
Grace Swe Zin Htaik	Managing Director/ Communication Service Group Co. Ltd
Kaung Htut Ko	Director/ International Business Agency
Nyein Nyein	Journalist- Irrawaddy News
Yen Saing	Journalist- Irrawaddy News
Khin Maung Win	Deputy Executive Director-DVB
Zagawah Aung	Content Producer-DVB
Donors	
Jurgen Zoll	Counselor for Economic and Development Cooperation-German Embassy (GIZ)
Jen Herink	Senior Program Manager (Governance)-AUSAID
Marte Briseid	First Secretary- Norwegian Embassy
Deborah Livingstone	Senior Programme Adviser-DFID
Isabel Farid De Almeida	Head of Cooperation (Minister Counselor) –EC
Silvia Facchinello	Programme Manager (Governance and Public Administration)-EC
Ann Hassberger	First Secretary -Swiss Development Cooperation
Sub-National Level Administration	
U Kan Tun	District Administrator
U Myint Htay	Second Lieutenant
U Myat Thwin	District Immigration Officer
U Tin Htway	District Planning Officer
U Ohn Kyaw Than	District Education Officer
Daw Nan Sai Sein	District Information and Communication Officer
U Aye Lwin	Assistant Director
U Thant Zin	Staff Officer
Pa O Self-Administered Area-Hopong	
Conel Thet Naung Soe	Defense Security for Self Administrative area
U Maung Maung	Chair of Township Census Committee

Myanmar Country Case Study Report

Name	Position/Organization
Than Paing	Second Lieutenant
Ye Thurein Pyae Sone	Deputy Officer
San Yu Aung	Major
U Ko Ko	Deputy Officer
U Khin Zaw	Staff Officer
U Maung Maung Thein	Staff Officer
Daw Yee Yee May	Staff Officer
Daw Khin Lin May	Chair
Daw Nan Hla May	Treasurer
Daw Nan Oo San	Staff Officer
U Sai Than Hlaing	Staff Officer
Danu Self-Administered Area- Pindaya	
U Soe Htut	Deputy- Township Officer
U Dasy	Assistant Officer
Daw Khin Aung May	High School Principal
Daw Moe Moe Htwe	Staff Officer
Daw Thuzar Aung	Staff Officer
Daw Thidar Aye	Head of Nurse
U Myint Thein	Sergeant
U MD Isacc	Assistant Township Officer
U Aung Kywe	Deputy Officer
U Kyaw San	Township Immigration Officer
Village representatives	
U Yaw	Village tract Head
U Khon Phyu	Village tract Head
U Maung Nge	Village tract Head
U Kan Pyinnyar	Village tract Head
U Khon Ye Thwe	Village tract Head
U Khon Maung He	Member
U Hla Maung	Village Head
U Maung Nyunt	Village tract Head
U Myo Aung	Member
U Khon Pan Aung	Village tract Head
U Khon Tun Han	Village tract Head
U Aung Min	Auditor
U Khon Htee	Village Head
U Htun Ngwe	Village Head
U Hla Maung	Village Head
U Maung Sein	Village Head
U Aung Win Swe	Village Head
U Sai Hla Maung	Member
U Hla Maung	Member

Annex 3 Atlas portfolio of interventions in Myanmar

Myanmar Country Case Study Report

Year	Project ID	Project Title	Activity Description	Source of Funding	Core vs. Non-Core	Implementing Agent	Budget	Total Expenditure
2012	MYA3U703	Population and Development	Operating Fund Account	CO Programme Delivery	Core	Department of Population	\$0,00	\$710,63
			LOCAL PROCUREMENT				\$19 800,00	\$20 030,61
			SERV_PROV				\$31 000,00	\$37 916,06
			ORGANIZING TRAINING				\$32 800,00	\$32 541,77
			INTL AND LOCAL TRAVEL AND M&E				\$6 939,00	\$5 990,77
			WORKSHOPS				\$22 061,00	\$15 337,70
							\$0,00	-\$1 066,21
			Indirect Cost	Small Contributions	Non - Core	UNFPA	\$1 330,00	\$0,00
			SUBCONTRACT				\$12 000,00	\$12 000,00
			ICFORUNFPA				\$0,00	\$1 138,76
			INTL AND LOCAL TRAVEL AND M&E				\$4 075,80	\$4 268,00
			OPERATIONAL COST	CO Programme Delivery	Core	UNFPA	\$6 088,00	\$9 184,19
			PERSONNEL COST				\$156 956,00	\$175 642,78
			INTERNATIONAL PROCUREMENT				\$1 198 691,00	\$1 136 868,94
			LOCAL PROCUREMENT				\$32 500,00	\$31 715,98
			SUBCONTRACT				\$32 335,00	\$30 335,00
			INTL AND LOCAL TRAVEL AND M&E				\$133 550,00	\$119 599,78
			WORKSHOPS				\$4 322,00	\$1 601,85
				\$0,00	-\$352,61			
2013			OP_COST	CO Programme Delivery	Core	Department of Population	\$28 000,00	\$41 912,10
			PURCHLOCAL				\$4 000,00	\$3 540,71
			TRAVEL				\$43 000,00	\$37 356,84
			TRAINING				\$92 885,00	\$91 124,08
			WORKSHOPS				\$12 000,00	\$10 841,52
			MEDIA				\$3 000,00	\$2 631,03
			M & E				\$26 000,00	\$10 276,36
			LOCAL PROCUREMENT				\$0,00	-\$429,29

Myanmar Country Case Study Report

		Operating Fund Account				\$0,00	\$9 363,93
		TRAVEL	Multi Donor	Non - Core		\$19 000,00	\$0,00
		MEDIA				\$41 000,00	\$0,00
		CONSULTANT	Small Contributions	Non - Core		\$25 000,00	\$12 451,83
		TRAVEL				\$4 994,00	\$4 494,00
		ICFORUNFPA				\$2 100,00	\$1 186,21
		CONSULTANT	CO Programme Delivery	Core	UNFPA	\$284 970,00	\$242 530,24
		INTERNATIONAL PROCUREMENT				\$0,00	\$73 696,42
		LOCAL PROCUREMENT				\$0,00	-\$352,61
		INTL AND LOCAL TRAVEL AND M&E				\$0,00	\$5 548,96
						\$0,00	\$352,40
		OP_COST				\$0,00	\$17 486,89
		PURCHCOMM				\$2 885 000,00	\$2 821 075,70
		PURCHLOCAL				\$95 040,00	\$88 042,40
		DIST_GOODS				\$21 000,00	\$34 095,57
		TRAVEL				\$248 136,00	\$262 860,79
		WORKSHOPS	\$38 100,00	\$28 047,85			
		MEDIA	\$500,00	\$424,04			
		M & E	\$30 960,00	\$27 180,95			
		PURCHCOMM	Multi Donor	Non - Core	UNFPA	\$5 031 844,00	\$2 369 390,71
		PURCHLOCAL				\$788,00	\$787,84
		ICFORUNFPA				\$389 333,00	\$166 800,64
		PERSONNEL COST				\$0,00	\$12 687,74
						\$0,00	-\$735,20
2014		OP_COST	Multi Donor	Non - Core	Department of Population	\$71 446,00	\$99 297,89
		PURCHLOCAL				\$34 483,00	\$36 274,77
		TRAVEL				\$176 633,00	\$182 966,00
		TRAINING				\$1 387 436,00	\$878 461,44
		WORKSHOPS				\$13 651,00	\$13 855,00

Myanmar Country Case Study Report

		MEDIA				\$8 722,00	\$41 074,91
		M & E				\$0,00	\$17 691,19
		ENEUMERATION				\$0,00	\$184 583,68
						\$0,00	\$9 925,33
		MEDIA	Germany			\$2 639 131,21	\$2 606 146,76
		OP_COST				\$4 000,00	\$16 027,53
		PURCHCOMM				\$243 000,00	\$231 795,83
		PURCHLOCAL				\$0,00	\$569,99
		DIST_GOODS				\$0,00	\$45,50
		TRAVEL	CO Programme Delivery	Core		\$0,00	\$3 378,32
		TRAINING				\$0,00	-\$1 495,98
		WORKSHOPS				\$0,00	\$238,00
		MEDIA				\$5 000,00	\$37,52
		CONSULTANT				\$1 336 000,00	\$509 556,14
		OP_COST				\$0,00	\$15 876,01
		PURCHCOMM				\$6 578 000,00	\$958 934,39
		PURCHLOCAL				\$2 500 000,00	\$2 170 930,74
		DIST_GOODS				\$349 000,00	\$370 530,48
		TRAVEL				\$636 688,07	\$1 048 544,16
		TRAINING				\$9 561 995,00	\$177 337,44
		WORKSHOPS	Multi Donor	Non - Core		\$1 075 000,00	\$36 752,48
		MEDIA				\$100 000,00	\$37 191,59
		GRANT				\$100 000,00	\$0,00
		LEARNING				\$3 000,00	\$0,00
		M & E				\$35 500,00	\$24,27
		ENEUMERATION				\$9 474 000,00	\$17 484 226,47
		IndependentCensusObservation				\$320 200,00	\$357 119,10
		Project Advance				\$0,00	\$470 667,25

Myanmar Country Case Study Report

			Field Coordinators Oper Costs	CO Programme Delivery	Core		\$4 200,00	\$0,00
			Furniture and Equipment				\$13 020,00	\$14 085,83
			Rent & Util (Yangon, NPT)				\$14 490,00	\$6 695,26
			Progamme Salaries				\$375 000,00	\$423 684,82
			MOSS Compliance				\$1 680,00	\$574,77
			Stationary, Courier, MiscI				\$19 572,00	\$3 038,66
			Proc of Vehicle & Maintenance				\$0,00	\$4 458,44
			Commons Services Costs				\$14 280,00	\$0,00
Total								\$36 419 236,63

Annex 4 Stakeholder map

Type of stakeholder	Characteristics	Role in the Census
United Nations Agencies		
United Nations Population Fund-Country Office (UNFPA)	Lead agency in the United Nations System for population issues, and for the coordination of other projects supported by the Fund. Its mandate is (1) to build knowledge and capacity to respond to needs in population and family planning; (2) to promote awareness in both developed and developing countries of population problems and possible strategies to deal with these problems; (3) to assist population problems in the forms and means best suited to the individual countries' needs; (4) to assume a leading role in the United Nations system in promoting population programmes, and to coordinate projects supported by the Fund.	Leading supporter to Ministry of Immigration and Population through provision of technical expertise, financial support, resource mobilization and logistic support throughout the census preparation, implementation and data dissemination phases. Also provided international experts at the Ministry of Immigration and Population (MoIP) in Nay Pyi Taw to provide technical assistance on data processing.
United Nations Population Fund- Regional Office (UNFPA)	UNFPA's Asia and the Pacific Regional Office (APRO) was established in July 2008 in Bangkok, Thailand, and became fully staffed and operational in early 2009 to provide a key link between UNFPA's organization-wide vision, strategies, policies and analyses, on one hand, and the needs of the region and programme countries therein, on the other.	Facilitated country office in access to international consultants and also provided institutional support visits especially to discuss complex aspects of the Census with the Country Office Representative.
United Nations Children's Fund (UNICEF)	UN agency advocating for the protection of children's rights, for meeting children basic needs and to expand their opportunities to reach their full potential.	It has been involved through National Advisory Committee (NAC), consultations, briefings to the United Nations Country Team (UNCT), and provided verifiers for the payment of enumerators.
United Nations Educational, Scientific and Cultural Organization (UNESCO)	UN agency promoting peace, poverty eradication, sustainable development and intercultural dialogue through education, science, culture, communication and information.	Participated in UNCT meetings and provided inputs in education related questions in consultation with the UNFPA Chief Technical Advisor (CTA) technical as well as with the Department of Education. They have also been involved in the design of the Thematic Reports.
Office of the United Nations High Commissioner for Refugees (UNHCR)	UN agency working towards protecting and supporting refugees at the request of a government or the UN itself and assists in their voluntary repatriation, local integration or resettlement to a third country.	Have been involved in UNCT meetings and also provided support in sensitive areas such as Rakhine State in facilitation/mediation and provision of explanations to the community during the census preparation period.
Myanmar Information Management Unit (MIMU)	Myanmar Information Management Unit (MIMU) is a service to the UN Country Team and Humanitarian Country Team under the management of the UN Resident and Humanitarian Coordinator. Administrative and operational support is provided through UNDP. The role of MIMU is to safeguard the common data and information repository for development and humanitarian actors in the Myanmar context through gathering and compiling data from various sources on all sectors countrywide, and at the lowest administrative unit for which it is available, and making this information accessible to the wider group of stakeholders.	MIMU supported the Department of Population in capacity building of DoP staff in the area of GIS. The organization has been engaged in the process from the beginning of the Census.

Myanmar Country Case Study Report

United Nations Resident Coordinator Office	The UN Resident/Humanitarian Coordinator is the top UN official in Myanmar for humanitarian, recovery and development activities. The UN country-level coordination is managed by the UN Country Team.	Involved in the census process since the pre-enumeration period through political analysis, consultation with stakeholders including consultations in Rakhine State as well as advising on communication messages and contacts.
World Food Programme (WFP)	One of UN agencies mainly working towards eradicating need for food security to people who, either permanently or during crisis periods, are unable to produce enough food or do not have the resources to otherwise obtain the food that they and their households require for active and healthy lives.	Provided field staff for payment verification of enumerators and participated in NAC meetings as well as UNCT meetings and consultations.
United Nations Development Programme (UNDP)	UNDP operated under a restricted mandate from 1993 until 2012 implementing the Human Development Initiative program which provided assistance directly to communities and individuals for improving their lives and livelihoods. Aims to help Myanmar manage a “triple transition”: nation-building, including securing a sustainable peace with ethnic minorities; state-building, or democratizing and modernizing state institutions; and economic liberalization, moving the country from a closed, command economy to an open and transparent market.	Involved in the census through UNCT meetings as well as provision of vehicles since the preparation stages as well as in the enumeration period.
Office for the Coordination of Humanitarian Affairs (OCHA)	Part of the United Nations Secretariat responsible for bringing together humanitarian actors to ensure a coherent response to emergencies. Its mission is to mobilize and coordinate effective and principled humanitarian action in partnership with national and international actors in order to alleviate human suffering in disasters and emergencies. The organization advocates for the rights of people in need, promotes preparedness and prevention, and facilitates sustainable solutions.	Provided field staff for verifiers for payment of enumerators and participated in NAC meetings as well as UNCT meetings and consultations.
International Labour Organization (ILO)	One of UN agencies that brings together governments, employers and workers of its member states in common action to promote decent work throughout the world. Its main aims are to promote rights at work, encourage decent employment opportunities, enhance social protection and strengthen dialogue on work-related issues.	User of the census Master Sampling Frame, engagement in data user consultations. Already using preliminary census data as a baseline data for the Labour Force Survey.
United Nations Information Centre (UNIC)	One of the UN agencies founded in 1959, UNIC Yangon is the principal local source of public information about the UN system. It is an active link between the Organization and media, educational institutions, NGOs and the general public.	Attended census meetings and workshops organized by UNFPA and involved in organizing awareness campaign about the census as well as provided suggestions on how to engage with media. They also visited MoIP to observe the data processing.
Donors & International bodies		
The Department for International Development (DFID)	DFID is a UK Government Department overseeing the UK’s Government’s development policy, and it is responsible for managing most of the UK’s overseas aid budget. Its mandate is to reduce poverty with programmes including humanitarian programmes (such as work in Kachin, Rakhine and the Thai border) as well as development programmes (such as work strengthening health systems, improving agricultural productivity and strengthening democracy.	Deeply involved from beginning of the census process; attended meetings regularly and provided funding as well as technical expertise including conflict sensitivity advice.

Myanmar Country Case Study Report

Australian Agency for International Development (AusAID)	Australia is one of the largest donors in Myanmar and delivers its assistance primarily through UN agencies, regional institutions and international nongovernment organizations. Its expanded aid program targets the alleviation of critical needs in basic education, health (especially for mothers and children) and livelihoods and food security.	Deeply involved from beginning of the census process; attended meetings regularly and provided funding as well as technical expertise including conflict sensitivity advice. They were the first donor agency providing funds for the census.
International Technical Advisory Board (ITAB)	International Technical Advisory Board was established on the basis of the exchange of letters by U Khin Yi, Minister of Immigration and Population and Mr. Nambiar, Special Advisor of the UN Secretary General on Myanmar on 30 April 2012 and formed in January 2013. It consists of international experts from 11 countries, including Australia, China, India, Indonesia, Sweden, United Kingdom and the United States as well as UN Statistics Division (UNSD), UNFPA, ESCAP and the World Bank with range of technical expertise.	The role of ITAB members in the 2014 Myanmar Census was to provide advice and guidance on the proposed census processes; they also share their international experiences and ensure that the census follows international standards, is credible, and can be widely accepted. The ITAB offers advice to the Government of Myanmar and UNFPA on a range of technical, logistical and administrative issues to support the successful implementation of the census.
Norwegian Agency for Development Cooperation (Nord)	Directorate under the Norwegian Foreign Affairs, NORAD's mandate is to promote effective management of funds for development assistance and ensure that Norwegian Development Cooperation is quality assured and evaluated.	Deeply involved from the beginning in the census process; attended meetings regularly and provided funding as well as technical expertise including conflict sensitivity advice.
Finland Development Cooperation (FDC)	Finland's Development Cooperation takes a human rights-based approach, with a specific emphasis on the rights of minorities. The primary objective of Finland's development policy is eradicating extreme poverty and hunger, and ensuring a decent life for all, in accordance with the UN Millennium Development Goals (MDGs).	Deeply involved from the beginning in the census process; attended meetings regularly and provided funding as well as technical expertise including conflict sensitivity advice.
Swiss Agency for Development and Cooperation (SDC)	SDC is organized and funded by the Swiss government and it is part of the Federal Department of Foreign Affairs. Its mandate is based on the Federal Law on International Development Cooperation and Humanitarian Aid with main intentions to improve access to education and basic health care, to promote environmental health, to encourage economic and governmental autonomy, and to improve equity in labor.	Significantly involved from the beginning in the census process through provision of funding, and technical expertise including technical advice on conflict sensitivity issues.
German Embassy / Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)	The GIZ is a federal enterprise supporting government of Germany in achieving its development objectives. The main aim is to stabilize the living conditions of particularly marginalized and most disadvantaged part of the population through sectors ranging from economic development and governance to environmental protection and conversation supports.	Funding came from GIZ in Frankfurt however, since there are no representatives of GIZ in-country, the Embassy Counsellor attended census related meetings and workshops organized by UNFPA.
European Union to Myanmar	The European Commission has provided development assistance to Myanmar since 1996 and prioritizing support to health and basic education mainly through the established multi donor programmes. In addition to this also providing support in livelihoods and food security to promote rural development including access to credit targeting cross cutting themes such as gender, environmental protection, good governance and human rights particularly on children rights.	Involved since the beginning of 2013 to the beginning of 2014 in meetings and workshops organized by UNFPA. They decided not to participate in funding the census a few months before the enumeration took place.

Government institutions		
Ministry of Immigration and Population (MoIP)	One of government institutions responsible for collecting and maintaining population data, releasing national registration cards as well as providing entry visas and stay permits to foreigners entering the country. There are two departments under the Ministry.	Lead implementing body of the population and household census.
Department of Population (DoP)	Department under the ministry of Immigration and Population with main responsibility to perform population surveys.	Principal counterpart in the implementation of the census- not only negotiation with ethnic armed groups, but also in terms of all the stages of data processing activities as well .
Department of Immigration (DoI)	Department under the ministry of Immigration and Population with main responsibility to perform issuing of visas and stay permits as well as national registration cards.	Immigration Dept was the implementing body in terms of logistics at township level, as they are the ones with officers on the ground
Department of Health (MoH)	One of the seven departments under the Ministry of Health, the Department of Health plays a major role in providing comprehensive health care support services throughout the country including remote and hard to reach border areas.	Attended census related meetings and workshops and provided suggestions on health related questions. Potential census data user in particular the information on the maternal mortality as a base line data to conduct the Demographic Health Survey (DHS).
Department of Education (planning and training) (MoE)	Department under the Ministry of Education mainly in charge of developing curricula and capacity development.	Involved since the beginning of the census process through attending meetings and workshops held by Ministry of Immigration and Population and also involved in education related questions and in the provision and selection of enumerators for data collection. Very much involved in surveys on the education sector. Potential census data user – identification of school enrolment and dropout information for future planning.
Department of Information (MoI)	Information and public relation department which is under the Ministry of Information mainly inform the public of major tasks being implemented in accord with the policy of the Government, progress of long-term and short-term plans implementation and significant events and incidents.	They are a member of the Census Committee at different levels and were involved in census awareness throughout the country specifically in broadcasting through state owned media (radio, television (MRTV4) and newspaper) billboards as well as loudspeaker announcements in wards and villages.
General Administration Department (GAD)	Department under Ministry of Home Affairs (MoHA), is central to the functioning of the administrative mechanism across the country which is present wide spread in the country. Its role and responsibilities range from tax collection, to land management and assorted registration and certification processes to issuing of passports. Its primary responsibility is the management of the country's public administrative structures.	GAD is chair of the district and township census committees and is responsible for all aspects of facilitation at the local level administration and linking enumerators and ward and village facilitators during the enumeration process.
Central Statistical Organization (CSO)	CSO is under the Ministry of National Planning and Economic Development (MoNPED) and its role is to provide quality and correct statistics through collection, compilation and dissemination through surveys conducted by the organization as well as data gathered from different ministries. CSO is	Participated in NAC and ITAB meetings and also provided technical inputs during the preparation of the census questionnaire including usage of language within the questionnaire.

	composed of 6 divisions, namely Administrative, Production Statistics, Services Statistics, Trade Statistics, Income, Expenditure and Investment Statistics and Research and Development. It organizes and conducts social and economic censuses or surveys with reference to Myanmar's economic needs and requirements, either on a prepared planned basis or on short notice as may be required. It produces Statistical Yearbook (Annual), Monthly Economic Indicator, Agriculture Statistics (every three years), Livestock and Fishery Statistic (every three years), Forestry Statistics (every three years), Vital Statistics Report (Annual), Statistical Profile of Children and Women (every three years), Household Income and Expenditure Survey (every five years), National Mortality Survey (every five years).	
Department of Social Welfare (DSW)	Department under the Ministry of Social Welfare Relief and Resettlement (MSWRR), mainly providing child welfare services, youth welfare services and care for the elderly including, health care, nutrition and education to orphans and children with disabilities, among other activities.	Social Welfare was involved with the inclusion of the disability question, developing advocacy materials for enumerators and respondents to improve the quality of the response. They have been part of NAC.
Local Administration		
District Census Committee	Established under the state and region census commissions in the year 2013 and managed by state and region census management committee, it consists of 10 to 14 members from different government departments including 2 local NGO members.	Provided supporting role to the township committees in organizing Training of Trainers to township level trainers as well as drawing enumeration area map together with the support from township general administration departments, distribution of questionnaires/census enumeration forms to the township committees, organizing payment to enumerators and community awareness activities through various state owned media agencies.
Township Census Committee (PaO Self- Administered Area) Shan State	Established under the district census committee in the year 2013, it consists of 10 members representing different government sectors including education, health, general administration, immigration, information, first aid, fire department, police force, land record department and planning departments.	Mainly acting as facilitating role to ensure smooth enumeration activities including linkage between enumerators and ward or village facilitators. In addition to this the committee also provided sensitization support at the ward and village levels.
Township Census Committee (Da Nu Self-Administered Area) Shan State	Established under the district census committee in the year 2013, it consists of 10 members representing members of different government sectors including education, health, general administration, immigration, information, first aid, fire department, police force, land record department and planning departments.	Mainly acting in a facilitation role to ensure smooth enumeration activities including linkage between enumerators and ward or village facilitators. In addition to this the committee also provided sensitization support at the ward and village levels.
Civil Society Organizations		
The Leprosy Mission Myanmar (TLMM)	Established in 1898, started operating at the Mawlamyine Hospital for leprosy-affected people. The organization is operating with over 65 national and one international staff within the country. One of the main activities of the organization is integrating leprosy related rehabilitation into general disability rehabilitation, and in turn to integrate that into the mainstream disability movement. Its mandate is to be a leading voice in Myanmar in	Involved as a member of the NAC and provided suggestions and advise on the disability question in the census enumeration form.

	addressing the needs of those socially excluded by physical disability (leprosy and non-leprosy related) or by stigmatization.	
Shalom Foundation (Nyein Foundation)	<p>Shalom Foundation was founded by Reverend Dr. Saboi Jum and the Advisory Board is composed of community and religious leaders from different ethnic nationalities. It is a local NGO linked to Kachin state after the 1994 cease-fire agreement and has been directly involved in peace process and has link to arm group and civil society in Kachin state. Its main objective is to support in establishing trust between all levels of society, to support the peaceful means in achieving the desired goals of ethnic armed groups, to support individuals to become agents of positive change in their communities and nation, to promote individuals to be socially responsible people and thus to fulfill their human dignity. The key beneficiaries of the foundation are Local community leaders, Religious Leaders, Ethnic Mediators, Ethnic Armed Groups, Youth and women, Community social and development workers, Teachers, and those who are actively involved in peace and development</p> <p>Works.</p>	Involved in the census process from the onset, contributing with their knowledge and expertise, both as ethnic advisers and as National Advisory Committee members. They have an in-depth understanding of Myanmar and of how the census fits within their work and outreach groups. The foundation also supported/facilitated in the negotiations with the Kachin Independence Army during the pre-enumeration period.
Myanmar Council of Churches (MCC)	The Myanmar Council of Churches was founded in 1914 as the Burma Representative Council of Missions. It became the Burma Christian Council in 1923, was reconstituted as the Burma Council of Churches in 1972, and changed its name to the MCC in 1990. It is a Burmese ecumenical organization that promotes understanding and cooperation among different Christian denominations, sharing of resources among churches, a unified engagement with the state and other faith traditions, and coordinated effort in social welfare activities. MCC departments also focus on Christian education and literacy, women's empowerment, and youth leadership training. The MCC is a member of the World Council of Churches.	Involved in the census process from the onset contributing with knowledge and expertise as ethnic advisers as well as National Advisory Committee members. They and have an in-depth understanding of Myanmar as well as of how the census fits within their work and outreach groups.
Euro-Burma Office (EBO)	The Euro-Burma Office (EBO) was established in Brussels in 1997 to promote the development of democracy in Burma. It is mainly involved in the Myanmar peace process and activities related to capacity strengthening of decision makers as well as civil society organizations and media through facilitating access to information, training and funding support especially to women and youth enabling them to be involved in the peace process. In addition to this, the organization facilitates ethnic armed groups consultations (between them).	Key figure in the negotiations on the peace process; facilitator for ethnic armed groups, assisted UNFPA in linking up with armed ethnic groups to discuss about the census; chair of the International Peace Support Group (IPSG); a body of NGOs that discuss monthly issues related to the peace process (a sub-group was set-up just on the census)
Marie Stopes International (MSI)	Founded in the year 1997, MSI is providing support on HIV as well as best practice integrated sexual and reproductive health care supports in Yangon, Mandalay, Magwe, Bago, Ayeyawaddy, Sagaing, Mon and Shan states.	Involved in the census process, received briefings and sensitizing their staff/members and the communities on the ground in verification of enumeration process as well as payment verification.
88 Generation (Peace and Open Society)	Founded in 2005, the organization is led by students who were active during the 1988 pro-democracy uprising. Its mandate is to build peace and promote the civil society in Myanmar.	Involved in the census process, received briefings and sensitizing their staff/members and the communities on the ground in preparation for the enumeration.

Myanmar Country Case Study Report

Local Resource Center (LRC)	LRC was founded in the year 2008 after the cyclone Nargis. Main activities being capacity development of local organizations, advocate on behalf of local groups, ensure access to capacity development services and ultimately strengthen the collaborative response to Cyclone Nargis between local and international organizations. It aims to empower civil society organizations (CSOs) by promoting institutional development through skill development and information sharing.	Have been engaged in training staff on census and in sharing census materials in preparation for the enumeration with their beneficiaries across the country.
Academia		
Prof. Aung Tun Thet	Prof. Dr. Aung Tun Thet is currently the President's Economic Advisor and also a member of the President's National Economic and Social Advisory Council. He is also a Member of Myanmar Investment Commission, Advisor of Union of Myanmar Federation of Commerce and Industries. He is a visiting Professor, to Yangon Institute of Economics; Yangon University; National Defense College. Previously, he held various positions including Principal Officer of the UN System Staff College, Turin, Italy (2000-2008), Senior Policy Advisor of UNICEF in New York, Dhaka and Bangkok (1992-2000). He was Director-General, Ministry of Health (1989-1992) and Faculty Member, Institute of Economics, Yangon (1966-1989). Prof Aung has a Bachelor of Commerce (Yangon) & a Post-graduate Diploma in Management Studies (Brighton), M.Sc. Operations Research from University of Warwick and a Ph.D. in Management Sciences from University of Manchester. Prof Aung Tun Thet is also a Post-doctoral Fellow from University of Marburg.	Not directly involved in the census process but able to provide insights into the census with different perspective in relation to the country context.
Yangon Institute of Economics, Statistical Department	The Institute of Economics in Yangon is the main university of economics and business in Myanmar. Founded as the Department of Economics of Yangon University in 1924, the institute became an independent university of higher learning in 1964. The institute offers undergraduate and graduate degrees and diplomas, mostly in commerce, statistics and economics. It is also the primary business school in the country, offering full-time, executive and online MBA degree.	Member of the NAC, part of data-user and other consultations, keen interest in the census and its use in the statistics and demography curriculum at the university. Also supported in payment to enumerators during the data collection process. The department has planned thematic analysis on fertility, nuptiality and population projection.
Myanmar Development and Resource Institute -Centre for Economic and Social Development (MDRI-CESD)	The Myanmar Development Resource Institute's Centre for Economic and Social Development (MDRI-CESD) is an independent Myanmar think tank focusing on research and programs aimed at delivering effective policy solutions to further Myanmar's reform process. The centre undertakes research and other initiatives on critical economic, governance and development issues. CESD is one of three centres operating as part of the Myanmar Development Resource Institute (MDRI), a non-government research institute founded by U Myint and other advisors to the Myanmar president.	Supported UNFPA through provision of two short-term researchers on conflict sensitivity advice during the preparation process.
Myanmar Survey Research (MSR)	MSR is an independent research agency established in 1995. They track market developments information including consumer and industry needs to	Involved from the beginning of the census in consultations, including data-user consultations. MSR is also one of the potential census data users.

Myanmar Country Case Study Report

	provide relevant insights for market (entry) strategy as well as conducting research for UN agencies as well as international NGOs on variety of topics.	
Myanmar Marketing Research and Development (MMRD)	Myanmar Marketing Research & Development (MMRD) was established in 1992 as Myanmar's first Marketing Research Company and Producer of Yangon Directory (Yellow Pages). MMRD Research Services is a key part of the company, which provides various types of research ranging from Business and Industrial research to Social researches with 250 full time staff and 200 part-time project staff.	Researchers hired for the pilot observation from MMRD, highly engaged in the consultation process and in the data-user consultations.
Media		
Irrawaddy news media	The Irrawaddy was founded in 1993 by a group of Burmese journalists living in exile in Thailand is a leading source of news, information, and analysis on Burma/Myanmar and the Southeast Asian region. It is an independent news media group, unaffiliated with any political party, organization or government.	Two journalists covered news on the census as well as one other reporter from this media visited the Census Data Centre organized by DoP and UNFPA.
Democratic Voice of Burma (DVB)	Launched in 1992, it is a non-profit media organization based in Chiang Mai, Thailand and it is run by Burmese expatriates. It produces radio and television broadcasts aiming at providing uncensored news and information about Burma/Myanmar.	Important media outlet for discussions, debates, activism around democracy - they have provided free air time, uploaded census videos on their portal as well as held debates on census
Voice of America (VOA)	The official external broadcast Institution of the United States Federal Government. The VOA provides programming for broadcast on radio, TV and the internet outside of the U.S in English and in some foreign languages.	Supported by providing free air time, technical assistance and partners for video production and radio training on the census- interested in the census from the beginning
Mizzima	Independent media, established in 1998 in New Delhi, India, by three veterans of Myanmar's 1988 pro-democracy uprising. Until recently, Mizzima operates as an exile-based organization, with a liaison office in Chang Mai, Thailand, complementing the organization's head quarter in India. At present, Mizzima media company Ltd. Is a registered Myanmar company. It produces a daily Mizzima newspaper in Myanmar language, a weekly Mizzima business magazine weekly television business and sports programs – aired by Myanmar Radio & Television (MRTV) – and websites in both the Myanmar and English language.	Has written a number of articles on census- have been part of the media tours of the Data Centre and the ITAB press releases
The Myanmar Times	Independent media founded in 2000 and it is a division of Myanmar Consolidated Media Co. Ltd. (MCM). Myanmar's first private English-language daily, plus weekly Myanmar journal.	Has written a number of articles on the census- newspapers that targets primarily expats- - have been part of the media tours of the Data Centre and the ITAB press releases.
Myanmar Radio and TV (MRTV)	State own media, formerly the Burma broadcasting Service (BBS) is the Myanmar National Radio and Television Channel. The television channels are broadcast from its broadcast centre in Kamayut, Yangon and the radio service is now broadcast primarily from Nay Pyi Taw.	Has provided a channel dedicated only to the census in the period prior to enumeration, and air time on other channels and radio- are members of Census Committee

Annex 5 The Evaluation Matrix

EQ1. To what extent was UNFPA support aligned with partner government priorities and to national, regional and global needs on availability of data on the one hand, and UNFPA policies and strategies on the other?			
			Relevance
Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
A1.1 UNFPA support is aligned with partner government priorities on availability of statistical data	<p>IND 1.1.1 Evidence that UNFPA conducted (or not) an accurate identification of needs (needs assessment) concerning data on population dynamics, age and gender structure and human rights and equality issues.</p> <p>IND 1.1.2 Evidence that UNFPA support corresponds to/matches (or not) the needs for availability of data as perceived by government officials (central and local government level)</p> <p>IND 1.1.3 Evidence that UNFPA support corresponds/matches the needs for availability of data as set forth in national strategic planning documents such as the National Strategy for the Development of Statistics (NSDS).</p>	<ul style="list-style-type: none"> National strategic planning documents (National development plans, Line Ministries' plans) National Strategies for the Development of Statistics Sector statistics plans at national level (for agriculture, education, health, etc.) Census law and Census project document Other relevant reports such as the Human Development Report, MDGs Progress Reports UNFPA strategic and policy frameworks UNFPA Country Programme Documents (CPD) UNFPA Country Programme Action Plans (CPAP) Annual Work Plans (AWP) Staff of National Statistical Offices Staff of line ministries Staff at Presidential Offices Local government staff UNFPA national, regional and central level staff 	<ul style="list-style-type: none"> Study of documentation Semi-structured interviews Group discussions Focus groups Online surveys
A1.2 UNFPA support is aligned with national, regional and global needs on availability of statistical data (besides and beyond government needs)	<p>IND 1.2.1 Evidence that UNFPA support corresponds to the needs on availability of data as perceived by non-government actors (e.g. NGOs, academia, private sector).</p> <p>IND 1.2.2 Evidence that UNFPA support corresponds to the needs on availability of statistical data as stated in non-government related documents.</p> <p>IND 1.2.3 Evidence that UNFPA support corresponds to the needs on availability of statistical data at regional and global level.</p>	<ul style="list-style-type: none"> UNFPA strategic and policy frameworks UNFPA Country Programme Documents (CPD) UNFPA Country Programme Action Plans (CPAP) Census project document Social networks, blogs, forums (Internet) UN Agencies (at national, regional and global level) UNFPA country, regional and headquarter offices Regional associations Civil society organizations Private sector Local communities Media (national and local) Donors (at national, regional and global level) Academia and research institutions 	<ul style="list-style-type: none"> Study of documentation Semi-structured interviews Group discussions Focus groups Cybermetric data collection Country case studies
A1.3 UNFPA support is aligned with UNFPA policies and strategies	<p>IND 1.3.1 Share of programme countries analysed where UNFPA support is in keeping with the programmatic stipulations and principles set forth in UNFPA policies and strategies (UNFPA Strategic Plans for the period, CPD and CPAP).</p>	<ul style="list-style-type: none"> UNFPA Country Programme Documents (CPD) UNFPA Country Programme Action Plans (CPAP) UNFPA national, regional and central level staff 	<ul style="list-style-type: none"> Study of documentation Semi-structured interviews; Group discussions

EQ2. To what extent has UNFPA support enhanced the capacity of National Statistical Offices (NSO) to enable the production and availability of quality census data? To what extent is this enhanced capacity sustainable?			Effectiveness & Sustainability
Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
<p>A2.1 The UNFPA support effectively contributed to generate an enabling environment for the conduction of the census operation.</p> <p><i>(Note: enabling environment for the census refers to the determining factors that enable a census to be implemented smoothly and in a way that it is credible and produces good quality data e.g. to help positioning the census in the political agenda, to mobilize resources to fund the census operation, to put in place rules and regulations according to international standards, etc.)</i></p>	<p>IND 2.1.1 Evidence that the support provided by UNFPA to contribute to generating an enabling environment for the census was appropriate and of good quality.</p> <p>IND 2.1.2 Evidence of cases in which UNFPA support to an enabling environment for the conduction of the census was successful (or unsuccessful) differentiating between cases where UNFPA advice and guidance was followed (or not followed) resulting (or not) in contributions to the enabling environment (including an assessment of the consequences and the possible reasons why).</p> <p><i>(Note: successful contributions to the enabling environment are associated to having had a positive influence in making the census process more open, transparent and/or in having increased awareness or having convinced key stakeholders at political level)</i></p>	<ul style="list-style-type: none"> • International standards for censuses (UNSD) • Media sources (newspapers, Staff of National Statistical Offices) • Staff of line ministries • Staff at Presidential Offices • Local government staff • Civil society organizations • Local communities • UNFPA national, regional and central level staff • National planning agencies • Donors and international organizations working with the NSO or using their data and services 	<ul style="list-style-type: none"> • Study of documentation (specially media records) • Semi-structured interviews • Group discussions • Focus groups • Online surveys
<p>A2.2 The UNFPA effectively supported the capacity of the NSO for the production and availability of quality census data in the 2010 census round.</p>	<p>IND 2.2.1 Evidence that UNFPA supported the alignment of the census methodology with international standards on census taking, including in terms of topics to cover.</p> <p>IND 2.2.2 Quality and appropriateness of UNFPA advice and technical support (from census production to dissemination) provided to NSO.</p> <p>IND 2.2.3 Cases in which the National Statistical Authorities followed (or not) UNFPA advice and technical support guidance and the consequences of doing (or not doing) so, as well as the reasons why.</p> <p>IND 2.2.4 The managerial and technical staff of the NSO considers that UNFPA support was useful and provides evidences of how effective it was in assisting the census from production to availability of data.</p>	<ul style="list-style-type: none"> • Annual Work Plans (AWP) • CPAP and CPD • International standards for censuses (UNSD) • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • Civil society organizations • Local communities • UNFPA national, regional and central level staff • National planning agencies • Donors and international organizations working with the NSO or using their data and services 	<ul style="list-style-type: none"> • Study of documentation • Semi-structured interviews • Group discussions • Focus groups • Online surveys
<p>A2.3 The increases in capacity generated through UNFPA support were sustainable (they endured beyond the supported intervention) and NSO staff has the capacity to prepare the 2010 round.</p>	<p>IND 2.3.1 Evidence of staff who benefited from UNFPA support (training, advice, technical assistance) having left the institution between the time of the support and the time of the evaluation (staff turnover/ retention rates).</p> <p>IND 2.3.2 Evidence of cases in which technical assistance consisted in a consultant doing the job, and cases where the consultant assisted national staff to do it themselves in a learning-by-doing manner resulting in capacity being built i.e. resulting in an effective transfer of skills to NSO staff.</p>	<ul style="list-style-type: none"> • List of field staff • Census operation reports • Data collection procedures • Communication plan and material • Data processing procedures • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices 	<ul style="list-style-type: none"> • Study of documentation • Semi-structured interviews • Group discussions • Focus groups • Online surveys

	<p>IND 2.3.3 Evidence of (or lack of it) current NSO staff having and using the knowledge and skills transferred in other statistical operations/exercises and/or in the planning and preparation of the next census round.</p> <p>IND 2.3.4 Evidence that operational/administrative manuals embedding the knowledge transferred were (or not) produced (including lessons learnt from the census) as well as evidence on whether they are being used/applied.</p> <p>IND 2.3.5 Evidence that NSO staff who benefited from UNFPA support (training sessions, advice, technical assistance) have retained the key concepts and/or have used/applied the transferred knowledge to other surveys beyond the census.</p>	<ul style="list-style-type: none"> • Local government staff • Civil society organizations • Local communities • Media • UNFPA national, regional and central level staff 	
<p>A2.4 UNFPA provided models of support that fitted the variety of country contexts effectively in terms of enhancing the capacity of NSO.</p> <p><i>(Note: Model of support is defined by the combination of typology of interventions i.e. policy dialogue, advocacy, technical assistance, capacity development, financial support, south-south cooperation etc. as well as the delivery mechanisms e.g. embedded CTA, short-term consultants, administration of census funds, etc.)</i></p>	<p>IND 2.4.1 Evidence of cases in which the model of support is considered adequate by relevant stakeholders (NSO and users of statistical data), as well as evidence of cases where the model of support was considered inadequate / ineffective and the reasons why.</p>	<ul style="list-style-type: none"> • Annual Work Plans (AWP) • CPAP and CPD • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • Civil society organizations • Local communities • UNFPA national, regional and central level staff • National planning agency • Donors and international organizations working with the NSO or using their data and services 	<ul style="list-style-type: none"> • Study of documentation • Semi-structured interviews • Group discussions • Focus groups • Online surveys
<p>A2.5 UNFPA supported the NSO capacity in the use of new technologies in both a sustainable manner and in a way that improved the quality of the census, and took account of the country's absorption capacity to make use of such technologies.</p> <p><i>(Note: new technologies include, for example, geographic information systems, handheld devices for data collection, scanning technologies, etc.)</i></p>	<p>IND 2.5.1 Evidence that UNFPA duly assessed the counterpart's knowledge, absorption capacity and perception of new technologies, by means a capacity/needs assessment for example.</p> <p>IND 2.5.2 Evidence that UNFPA supported/advocated for an appropriate use of new technologies in the census (if advice was not adopted by NSO, assessment of reasons why and implications).</p> <p>IND 2.5.3 Evidence that the new technologies supported by the UNFPA are still in use at the NSO for statistical operations (sustainability).</p>	<ul style="list-style-type: none"> • Census project documents • Census reports (implementation reports) • Media statements / news • Minutes of coordination meetings • Staff of National Statistical Offices • Staff of line ministries • Local government staff • Civil society organizations and academia (when they receive direct support) • UN agencies • Donors • UNFPA national, regional and central level staff 	<ul style="list-style-type: none"> • Semi-structured interviews • Group discussions • Focus groups • Online surveys • Study of documentation

EQ3. To what extent have UNFPA-supported interventions contributed (or are likely to contribute) to a sustained increase in the use of population and housing census and other relevant demographic and socio-economic data in the evidence-based development of plans, programmes and policies related to UNFPA mandate at national and decentralized levels?			
			<i>Effectiveness and sustainability</i>
Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
<p>A3.1 The UNFPA support effectively contributed to generate an enabling environment for the use of data.</p> <p><i>(Note: enabling environment for the use of data refers to the determining factors that enable census and other relevant data to be used for the evidence-based development of plans, programmes and policies e.g. raising awareness, convincing actors to do so, positioning the use of data for evidence-based decision-making in the political agenda, etc.)</i></p>	<p>IND 3.1.1 Evidence that the support provided by UNFPA to contribute to generating an enabling environment for the use of census and other relevant data was appropriate and of good quality.</p> <p>IND 3.1.2 Evidence of cases in which UNFPA support to an enabling environment for the use of data was successful (or unsuccessful) differentiating between cases where UNFPA advice and guidance was followed (or not followed) resulting (or not) in contributions to the enabling environment (including an assessment of the consequences and the possible reasons why).</p>	<ul style="list-style-type: none"> • International standards for censuses (UNSD) • Media sources (newspapers, • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • Civil society organizations • Local communities • UNFPA national, regional and central level staff • National planning agencies • Donors and international organizations working with the NSO or using their data and services 	<ul style="list-style-type: none"> • Study of documentation (specially media records) • Semi-structured interviews • Group discussions • Focus groups • Online surveys
<p>A3.2 There has been a steady use or a sustained increase in the use of demographic and socio-economic data in evidence-based development and implementation of plans, programmes and policies at national and sub-national levels and UNFPA support has contributed to this.</p>	<p>IND 3.2.1 Evidence of analytical studies and policy-oriented analysis made on census data and related surveys (DHS, NHS)</p> <p>IND 3.2.2 Evidence of laws, plans and programmes developed and monitored on the basis of census data and/or such analytical studies and policy-oriented analysis.</p> <p>IND 3.2.3 Evidence that UNFPA support was effective (or ineffective) in fostering the use of census and related survey data for production of such studies and analysis.</p>	<ul style="list-style-type: none"> • National and sub-national development plans, programmes and policies • Sectoral plans at national and sub-national level (related to SRH, youth and gender) • MDG multi-annual plans • Media (newspapers, TV) • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • Civil society organizations • Academia and research institutions • Local communities • Private sector • Donors • UN Agencies • UNFPA national, regional and central level staff 	<ul style="list-style-type: none"> • Study of documentation • Semi-structured interviews • Group discussions • Focus groups • Online surveys • Cybermetric data collection
<p>A3.3 UNFPA supported census data is increasingly being used for sectoral policies related to UNFPA mandate (sexual and reproductive health and rights, youth, gender equality, population dynamics).</p>	<p>IND 3.3.1 Evidence that specific policies targeting youth, gender equality were elaborated based on census data and/or on studies/analysis promoted or supported by UNFPA, and/or as a result, at least partially, of soft aid activities carried out by UNFPA.</p> <p>IND 3.3.2 Evidence that UNFPA has provided support to strengthen the capacity of national stakeholders (other than the NSO e.g. line ministries, local authorities, civil society organizations) to conduct data analysis in order to inform decision-making.</p> <p>IND 3.3.3 Evidence that UNFPA support has contributed to enhance the capacity of national stakeholders (other than the NSO e.g. line ministries, local authorities, civil</p>	<ul style="list-style-type: none"> • <i>Same as above</i> • National and sub-national budgets 	

	<p>society organizations) to conduct data analysis in order to inform decision-making.</p>		
<p>A3.4 UNFPA has strengthened national ownership and leadership by means of fostering the participation and inclusion of partner governments (local and national) and civil society organizations in the programming and implementation processes</p>	<p>IND 3.4.1 Evidence that UNFPA has actively sought a participatory approach programming and implementing its support, integrating partner governments at national and sub-national levels, civil society organizations and other relevant actors (academia, private sector).</p> <p>IND 3.4.2 Evidence that UNFPA encouraged and supported consultative processes (in line with government plans) and participation of data users in the design of the census and in the dissemination and utilization phases.</p>	<ul style="list-style-type: none"> • <i>Same as above</i> 	<ul style="list-style-type: none"> • Study of documentation • Semi-structured interviews • Group discussions • Online surveys • Cybermetric data collection

EQ4. To what extent were available resources adequate, made available and used in a timely manner to support the 2010 census round? To what extent did UNFPA utilize synergies at country, regional and global levels with a view to support the implementation of the 2010 Round?			Efficiency
Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
<p>A4.1 UNFPA support was delivered in a timely manner and to the expected degree and standards (counterparts of UNFPA support received the resources that were planned, to the level foreseen and in a timely manner) so that available resources were used to a satisfactory extent.</p> <p><i>(Note: the term “resources” includes funds, expertise, staff time, advice, administrative costs, etc.)</i></p>	<p>IND 4.1.1 Evidence that the resources were (or not) appropriate and adequate to meet the planned objectives.</p> <p>IND 4.1.2 Evidence of the planned resources being received (or not) to the foreseen level in AWP’s (in terms of timing and quantity)</p> <p>IND 4.1.3 Evidence of resources having been fully utilised.</p> <p>IND 4.1.4 Evidence of resources having not been fully utilised due to administrative deficiencies at UNFPA level and/or due to absorption capacity issues at the national counterparts institutions.</p>	<ul style="list-style-type: none"> • Annual reports from partner Ministries, and implementing partners, audit reports and monitoring reports • Financial documents at the UNFPA (from projects’ documentation) • Staff of National Statistical Offices • Staff of line ministries • Local government staff • Civil society organizations and academia (when they receive direct support) • UNFPA national, regional and central level staff 	<ul style="list-style-type: none"> • Study of documentation • Semi-structured interviews • Group discussions • Online surveys
<p>A4.2 UNFPA has sought, promoted and utilized synergies at country, regional and global levels with a view to support the implementation of the 2010 Round in a more efficient manner.</p>	<p>IND 4.2.1 Evidence of UNFPA having supported / promoted the use of existing donor coordination mechanisms (or their establishment when necessary) and interaction amongst technical partners in the context of the census (at country, regional and global level)</p> <p>IND 4.2.2 Evidence of cost saving gains due to UNFPA promotion of synergies.</p> <p>IND 4.2.3 Evidence of UNFPA having (effectively) helped in the pooling of resources for the census.</p> <p>IND 4.2.4 Evidence that the work of the UNFPA Technical Division and Regional Offices facilitated the Country Offices’ support to the implementation of the 2010 census round.</p>	<ul style="list-style-type: none"> • UN agency reports • Donor reports • Government reports on census implementation • Minutes of coordination or technical meetings/forums • UNFPA national, regional and central level staff • Staff of National Statistical Offices • Donors • Staff of line ministries • Local government staff • UN agencies 	<ul style="list-style-type: none"> • Study of documentation • Semi-structured interviews • Group discussions • Online surveys

EQ5. To what extent has UNFPA made use of its existing networks to establish partnerships at country, regional and global level as well as promoting opportunities for South-South Cooperation with a view to support the implementation of the 2010 Round in a way that ensured an swift implementation of the census and optimized the use of its results?			
			<i>Efficiency & effectiveness</i>
Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
<p>A5.1 UNFPA established partnerships that contributed to the implementation of the 2010 Round in a way that optimized the use of resources (inputs) as well as the use of statistical data (results), while safeguarding and promoting national ownership.</p> <p><i>(Note: the term “partnerships” includes partnerships at country (national and sub-national levels), regional and global levels e.g. with partner governments, UN System, development partners, civil society organizations)</i></p>	<p>IND 5.1.1 Evidence that UNFPA made efforts to establish partnerships (whether they succeeded or not) and to align its support with other relevant actors.</p> <p>IND 5.1.2 Evidence of partnerships, at any level, that resulted in efficiency gains (e.g. cost savings, economies of scale, avoidance of overlaps) and/or that resulted in a better use of the census data and related surveys (e.g. wider outreach, more depth in the analysis, more interaction between actors using the data).</p> <p>IND 5.1.3 Evidence (or lack of it) that partnerships promoted by UNFPA had no adverse effect on national ownership i.e. national actors consider that the partnerships are relevant and beneficial and have a role and a say in them.</p>	<ul style="list-style-type: none"> • Memorandums of Understanding • Minutes of meetings • Media statements • Census implementation reports • Staff of National Statistical Offices • Staff of line ministries • Local government staff • UN Agencies • Civil society organizations and academia • Donors • UNFPA national, regional and central level staff 	<ul style="list-style-type: none"> • Semi-structured interviews • Group discussions • Focus groups • Study of documentation • Online surveys • Cybermetric data collection
<p>A5.2 UNFPA promoted opportunities for South-South Cooperation to facilitate the exchange of knowledge and lessons learned and to develop capacities in programme countries with a view to effectively support the implementation of the 2010 census round.</p>	<p>IND 5.2.1 Evidence of UNFPA carrying out activities with the aim of promoting South-South exchanges (whether they result in actual exchanges or not)</p> <p>IND 5.2.2 Evidence of South-South exchanges that occurred partially or completely as a consequence of UNFPA facilitation in all or some parts of the census process.</p> <p>IND 5.2.3 Evidence of cases (or lack of them) in which South-South exchanges resulted in a better understanding of specific issues and difficulties and/or previously unknown solutions with a view to conduct a more efficient and effective census.</p> <p>IND 5.2.4 Evidence of cases in which such solutions were applied/implemented resulting in improvements in the 2010 Round or in subsequent surveys, projections or studies/analysis.</p>	<ul style="list-style-type: none"> • Memorandums of Understanding / technical cooperation frameworks • National counterparts reports (mission reports, annual reports) • Staff of National Statistical Offices • Staff of line ministries • Local government staff • Civil society organizations and academia (when they receive direct support) • Donors • UNFPA national, regional and central level staff 	<ul style="list-style-type: none"> • Semi-structured interviews • Study of documentation • Group discussions • Online surveys • Cybermetric data collection

EQ6. To what extent does UNFPA support to population and housing census data generation, analysis, dissemination and use, add value in comparison to other UN agencies and development partners at national, regional and global levels?			
			<i>Added Value</i>
Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
<p>A6.1 UNFPA features a series of comparative strengths in the support to population and housing census data generation, analysis, dissemination and use; some of which are:</p> <ul style="list-style-type: none"> • Thorough assessment of needs • Advocate to local government for census taking and using the data for policy-making • Assist in the elaboration a census project document for fund raising • Provide good quality technical assistance • Promote South-South cooperation through its network (RO, Headquarters) • Foster census data analysis • Foster census data use for policy making at all levels 	<p>IND 6.1.1 List of the most recurrently mentioned comparative strengths and how these differentiate UNFPA from other partners.</p> <p>IND 6.1.2 Evidence of cases in which no comparative strength are mentioned (and explanations on the reasons why).</p> <p>IND 6.1.3 Evidence that policy makers, government institutions, research and civil society organizations explicitly mention UNFPA comparative strengths in public forums and or public documents.</p> <p>IND 6.1.4 Evidence that the comparative strengths perceived by UNFPA staff match (or not match) with the strengths perceived by others.</p> <p>IND 6.1.5 Evidence that UNFPA made (or did not make) use of such strengths when they had them (i.e. when they could use them)</p>	<ul style="list-style-type: none"> • Media sources • Reports and publications from CSO and government • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • UN Agencies • Donors • Civil society organizations • Academia and research institutions • Local communities 	<ul style="list-style-type: none"> • Semi-structured interviews • Group discussions • Focus groups
<p>A6.2 Relevant stakeholders at global, sub-national and regional level perceive UNFPA as a key partner supporting censuses.</p>	<p>IND 6.2.1 Perceptions of what would have happened without UNFPA support (estimates by means of comparison to the past or to other countries).</p> <p>IND 6.2.2 Evidence that UNFPA support had adverse effects on other partners such as displacement and/or substitution effects (counter evidence).</p>	<ul style="list-style-type: none"> • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • UN Agencies • Donors • Civil society organizations • Academia and research institutions • Local communities • Media 	<ul style="list-style-type: none"> • Semi-structured interviews • Group discussions • Focus groups • Cybermetric data collection

EQ7. To what extent has UNFPA support contributed to the mainstreaming of human rights and gender equality in the census process?			Effectiveness
Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
A7.1 Internal mainstreaming: UNFPA has integrated gender equality and human rights issues in its support to the 2010 Census Round	<p>IND 7.1.1 Evidence that gender equality, human rights have been mainstreamed in the UNFPA support to the preparatory phase of the census and related/associated surveys.</p> <p>IND 7.1.2 Evidence that UNFPA has promoted youth, gender equality and reproductive rights topics in the analysis and dissemination of census data and associated surveys.</p>	<ul style="list-style-type: none"> • Reports of consultations and expert hearings • Publications and other studies/research based on census data and surveys (DHS, NHS) • Staff of national Statistical Office • Staff of UNFPA CO 	<ul style="list-style-type: none"> • Semi-structured interviews • Group discussions • Study of documentation • Cybermetric data collection
A7.2 External mainstreaming: UNFPA has actively contributed to mainstreaming human rights, rights of vulnerable groups, minorities (including ethnic minorities) and the disabled and gender equality in its support to the census process and associated surveys.	<p>IND 7.2.1 Evidence that UNFPA has supported the government promoting the integration of human rights and the rights of vulnerable groups, including minorities and the disabled, in the preparation and enumeration phases of the census process and associated surveys, including in the selection and training of enumerators.</p> <p>IND 7.2.2 Proof that UNFPA has supported the government contributing to analysis, dissemination and use of census and survey data in fields relevant to human rights, gender equality and vulnerable groups.</p>	<ul style="list-style-type: none"> • Criteria for enumerator selection by region • Lists of enumerators • Enumerator training material for the census and surveys • Publications and other studies/research based on census data and surveys (DHS, NHS) having links to UNFPA • Staff of National Statistical Offices • Civil society organizations • Consultancy reports 	<ul style="list-style-type: none"> • Semi-structured interviews • Group discussions • Study of documentation • Cybermetric data collection

Annex 6 Cyber search on census positions and controversies

The conduction of the census in Myanmar took place in a highly complex socio-political framework. There was a wide range of institutional positions in relation to the census in a context characterized by controversies and differences in opinions and approaches.

This annex is an attempt to capture, even if partially, the positions and views of the UNFPA and other relevant actors on core aspects of the census, as depicted in the media, social networks and institutional websites. All the searches have the Internet as a common source.

The purpose of the document is to illustrate and map out institutional positions and stances. The entries presented below are not a representative sample but rather an illustration of the main stances around particular aspects of the census. Besides, this is a descriptive annex and does not intend to judge or assess the implications of the positions identified. Some of the data entries in the annex are referred to as illustrative examples in the main body of the Country Case Study report.

While the annex tries to be as exhaustive as possible, it does not include all the searches found on the Internet. There was a selection process that included, first, making sure that the searches were related to the targeted topics (see parts A, B and C below), and second, balancing out positive and negative aspects and views. Moreover, the annex tries to find equilibrium between the number of searches related to UNFPA views and positions and searches reflecting views and positions of other stakeholders.

Annex 6 is divided in three parts:

- PART A. Evidence of other UN agencies talking about / supporting / commenting / referring to the census in Myanmar.
- PART B. UNFPA position on the relevance of the census in the media & controversies.
- PART C. Evidence of particular positions or statements made by UNFPA and particular positions or statements made by other stakeholders on / about UNFPA positions.

PART A. Evidence of other UN agencies talking about / supporting / commenting / referring to the census in Myanmar

Agency	Link	What to look at	Date of the evidence
Relief web	http://reliefweb.int/report/myanmar/unfpa-leader-meets-myanmar%E2%80%99s-president-and-aung-san-suu-kyi-discussions-reproductive http://reliefweb.int/report/myanmar/myanmar-lawmakers-and-young-people-discuss-population-and-health-concerns-unfpa	Executive Director of UNFPA Dr. Babatunde Osotimehin during his meeting with President U Thein Sein as well as with U Khin Yi, made statements stressing the importance of conducting the census in accordance with UN international standard.	Aug,22,2012 Aug,29,2012
UNFPA's Asia and the Pacific Regional Office (APRO)	http://www.mmtimes.com/index.php/national-news/10033-census-procedures-raise-serious-questions-unfpa.html	There is a mention to a statement on the census by William Ryan, the UNFPA regional communications adviser for Asia and the Pacific	March,31, 2014
UNFPA Country Office	http://africa.unfpa.org/public/site/asiapacific/cache/offonce/Building_consensus_on_the_census http://www.mmtimes.com/index.php/national-news/3620-census-in-myanmar-not-optional-un.html http://reliefweb.int/report/myanmar/myanmar-unfpa-explain-importance-census-media-campaign-event	<p>During the interview with DVB news media, Q&A regard to the role of UNFPA in the 2014 census.</p> <p>Mentioned in 'The Myanmar Times' news journal about a statement made by former country representative of UNFPA country office, Mr. Mohamed Abdel-Ahad regarding the need to conduct census in Myanmar recognizing the challenges ahead, as well as mentioning the importance of ethnic minorities' participation in the census process.</p> <p>Statement made by country representative of UNFPA country office on the need to conducting census in Myanmar</p> <p>"It will be the first time in a very long time that Myanmar will have complete, accurate and reliable data."</p> <p>"The international standard is to conduct a census every 10 years. Any delay in undertaking the census would delay the use of reliable data for planning, policymaking and development," Janet Jackson</p>	Mar,26,2014 Dec,21,2012

	<p>http://www.irrawaddy.org/burma/delaying-census-enormous-waste-resources-unfpa.html</p>		<p>Feb,10,2014</p> <p>Feb, 24, 2014</p>
Office of the High Commissioner for Human Rights (OHCHR)	<p>http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=14476&</p>	<p>Concern raised by the special reporter Tomás Ojea Quintana stressed his concerned about the Census not following the international standard</p>	<p>Apr,7,2014</p>
United Nations Information Centre (UNIC)	<p>http://yangon.sites.unicnetwork.org/2014/04/01/unfpa-concerned-about-decision-not-to-allow-census-respondents-to-self-identify-as-rohingya/</p> <p>http://reliefweb.int/sites/reliefweb.int/files/resources/Independent%20Observation%20Mission%20says%20Myanmar%20Census%20was%20an%20overall%20success.pdf</p>	<p>Mentioned on their website with regard to UNFPA’s concern over governments decision on Rohingya self-identification.</p> <p>Mentioned about the overall success of the census in the press released of UNIC.</p> <p>‘An independent Census Observation Mission that observed the country’s first census in 30 years, has reported that the census was a success and says it was in line with international standards’</p>	<p>Apr,1,2014</p> <p>Aug,14,2014</p>

Myanmar Country Case Study Report

United Nations Secretary General Office	http://www.rappler.com/world/regions/asia-pacific/myanmar/70333-un-myanmar-rohingya-census	Statement made by the UN Secretary General Ban Ki-Moon over his concern with regard to Kachni and Rakhine state census process/data collection issues. "For the first time in decades, Myanmar will have data to help address key social indicators. However, some segments of the population were excluded from this vital census especially in Kachin and Rakhine states. These issues will need to be addressed in a genuinely inclusive and constructive way in the near future," said Ban on Friday, September 26.	Sep,27,2014
OCHA	https://twitter.com/ochaasiapac/status/590705597517029377	A Twit advertising the census	
UN Statistics Division (UNSD)	http://beforeitsnews.com/alternative/2014/09/myanmars-muslim-rohingya-whats-in-a-name-3028996.html	There are several mentions from Srdjan Mrkic, chief of demographic statistics at the UN Statistics Division on the use of ethnic questions in census forms in relation to the issue in Myanmar.	Sept, 15, 2014
UNICEF	http://www.unicef.org/myanmar/Delivering_results_for_children_2014(Preview).pdf	Pages 1 and 8: mention to the census	2014
UN Statistics Division, New York Office	http://countryoffice.unfpa.org/myanmar/2013/07/12/7330/international_technical_advisory_board/	Statement made by Keiko Osaki, Chief of Demographic and Social Statistics Branch, United Nations Statistics Division, New York and member of ITAB "The census data is at the base of almost all major planning decisions of a country. The Government of Myanmar decided to conduct a population and housing census, after three decades absence. I'm honored and delighted to be able to be a part of this milestone event, which will serve to improve the life of every person in Myanmar".	Sep,25,2014

Annex 7 Interview Logbook

Interview Logbook

Interview Data

Name(s) of the interviewee(s):	Position:	Institution/Organisation:
Interview date:		Stakeholder type:
Interviewer (s):		Interview Code:

INTERVIEW CONTENT

Background & key issues

Contents

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Main Conclusions

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Next Steps

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Annex 8 Interview protocols/ guides

READER

INTERVIEW PROTOCOL / GUIDE

Name of the stakeholder type

PREPARATION

Previous to the interview the evaluators should make sure they have carried out preliminary preparation work: examining the Website of the organization to be interviewed, look at the role they had in the census, and check in AWP whether they have been beneficiaries, implementing partners, or partners/allies of UNFPA supported project.

Evaluators and national consultants are encouraged to familiarise themselves with Tool 11, *Checklist for sequencing interviews*, and tool 12, *How to conduct interviews: Interview logbook and practical tips* of the Handbook on how to design and conduct a Country Programme Evaluation at UNFPA. These tools will be used as reference instruments to ensure consistency amongst team members as well as a common approach to interviews.¹⁹⁴

OBJECTIVES

The main objective of an individual interview or a group discussion (interview protocols apply to both) is to gather relevant information on main and complementary aspects related to Evaluation Matrix questions. Interview protocols distinguish between main aspects and complementary aspects, following the approach in the Informants Protocol (see Annex 6 of the Inception Report).

The objectives section of the interview protocols has three parts: a summary box with the most important and not-to-forget aspects of the interview, a table with the main aspects and a table with the complementary aspects (see examples below).

The most important points of an interview with stakeholder X are to find out and examine....

Main aspects are those aspects that should be necessarily addressed in the interview. They are aspects for which the informants have particularly useful information given their roles and functions. When the interviewee has very limited availability / time for the interview, the evaluator should focus solely on main aspects. Aspects are listed by order of importance / priority.

Main aspects (example)	
EQ1	Alignment
EQ2	Enhanced capacity of NSO
EQ3	A3.1. Enabling environment; A3.4 national ownership and leadership

¹⁹⁴ <http://www.unfpa.org.gt/sites/default/files/Handbook%20entire%20document%20final-AL2012-06-21.pdf>

Complementary aspects are aspects for which the interviewee may provide relevant information, but they are less crucial than main aspects given the roles and functions of the informant and his/her position in relation to such aspects (usually an indirect position). Aspects are listed by order of importance / priority.

Complementary aspects (<i>example</i>)	
EQ5	A5.2 South-South Cooperation
EQ6	A6.1 Comparative advantages

As shown in the examples above, main and complementary aspects may refer to entire evaluation questions or to parts of questions, that is, to specific assumptions within each question.

For both main and complementary aspects the evaluator should get deeply acquainted with the formulation of the assumptions and indicators in the Evaluation Matrix so as to incorporate them in the specific questions that are asked to interviewees as deemed relevant.

There are aspects that may emerge during the interview with a particular stakeholder that are not reflected in the main and complementary aspects. This could be the case for example of the effects of the use of new technologies (positive or negative) appearing during an interview with a civil society organization or with a line ministry. Give that the casuistic is very wide the protocols include aspects that are quite predictable and not all the possibilities. When these aspects appear the evaluator should immediately recognize them and include them in the logbook. In this regard it is of utmost importance to be highly familiarized with the contents of the Evaluation Matrix.

INTRODUCTION

The members of the evaluation team should introduce themselves, present the evaluation (the objectives and scope) and also present the main purpose of the interview, that is, why it is important for us to have an interview with the informant. It is very important during the introduction to explain confidentiality aspects as well as how the responses of the interviewee will be treated and processed on the basis of what it is stipulated in the UNEG evaluation standards.

INTERVIEW

The protocols do not include pre-established questions beyond the framing questions. The spirit is to give the evaluator the freedom to formulate questions as she/he pleases as well as to prompt interviews based on an open conversation in which topics are covered as they appear, but always under the guidance of the evaluator, who will have to make sure that the main aspects are all covered and covered first.

In order to start the conversation the protocols offer a series of **framing questions**, usually two, one of them regarding the degree of involvement of the stakeholder institution and of the interviewee with census and the UNFPA support to the census (second) and another one framing the main are of interest of the evaluator for that particular interview.

MAIN ASPECTS

The protocol includes a checklist with the main aspects to be addressed in terms of assumptions in the Evaluation Matrix. The purpose of these tables is that the evaluators use them to tick those aspects that have been covered, making sure that no aspects are left aside.

COMPLEMENTARY ASPECTS

The protocol also includes a checklist with the complementary aspects to be addressed in terms of assumptions in the Evaluation Matrix.

Previous to finalising the interview the evaluator should add a closing question and a linking question. The latter is a question that links the interview with other planned or unplanned interviews with other stakeholders and/or with the possibility of conducting a second interview with somebody else within the stakeholder institution being interviewed.

CLOSING QUESTION

*Before finalising the interview I would like to ask you **on what aspects do you think there was/is room for improvement and how**. Do you have any **recommendations** you would like to share with us for the future? In any case, please feel free to comment on **any other aspects we have not covered** during the interview.*

LINKING QUESTIONS

Right before thanking the interviewee for his/her time and contributions the evaluator should enquire about the interviewee's opinion on whether there would be other relevant people with whom to talk given the type of information the evaluator is looking for.

Who else do you think I should talk to here in your organization or outside to complement what you have told me / the issues we have discussed or to have other relevant points of view?

WRAP-UP

Previous to thanking the interviewee the evaluator should do a brief wrap-up reminding him/her about any documentation or evidence related information he/she may have mentioned during the interview. It would be highly recommendable that subsequent to the interview you send a kind reminder by written (in an email) in order to make things easier for the interviewee.

END OF THE INTERVIEW

To conclude, evaluator should thank the interviewee for his/her time and contributions and tell him/her when the Case Study and the Final Evaluation Report will be available. Evaluators should provide his/her contact details in case the interviewee wants to contact the team for more contributions or questions/clarifications about the evaluation. Before ending the interview the evaluator will make sure she/he has the contact details of the interviewee.

INTERVIEW PROTOCOL / GUIDE

UNFPA Country Office

OBJECTIVES

The interview at the UNFPA Country Office (CO) will actually most probably be several interviews with various staff. The population and development specialist will be the main interlocutor, but there will also be interviews with the Resident Representative to have a more strategic overview on issues related for example with the enabling environment (A2.1 and A3.1), with the operations section to discuss efficiency aspects in detail, and/or with other UNFPA focal areas' staff (reproductive health, gender) to discuss aspects related to gender aspects or to the use of census and related data for policies in these areas. **Interviews at the UNFPA CO will cover all the assumptions in the evaluation matrix. The main purpose is to obtain UNFPA's views and evidences on all the relevant aspects covered in the matrix and then triangulate them with other relevant actors. Moreover, the discussions with the UNFPA staff will be crucial to identify issues that stand out in terms of NSO capacity, use of data, efficiency drawbacks or added value, for example.**

This protocol also distinguishes between main and complementary aspects in case there were time limitations. All aspects should be covered if there is enough time, but should there be time restrictions the aspects to be addressed are prioritized as follows:

Main aspects	
EQ2	Enquire CO staff about all the assumptions relate to enhancing the capacity of NSO. Put special attention to identify <i>soft-aid</i> activities and its results, given that they are not included in AWP and therefore are more difficult to visualize. Ask for examples of evidences.
EQ3	Similarly, enquire about all aspects / assumptions of use of data for policy making, making particular emphasis in examples and evidences that may then be triangulated during interviews with other stakeholders and secondary data collection.
EQ4	Enquire about all efficiency aspects included in the matrix and then cross check the findings with implementing partners.

Complementary aspects	
EQ6	Cover all aspects of added value to obtain the Office's perception.
EQ5	Cover all aspects related to networks as set out in the assumptions and indicators.
EQ1	Get the office's view on alignment to government priorities and national needs (UNFPA policies may be done with study of documentation) to later compare the findings with the views of government institutions and other stakeholders (donors, civil society, etc.)
EQ7	Enquire about both internal and external mainstreaming.

INTERVIEWS

CHECKLISTS

MAIN ASPECTS		
EQ	Assumption	Addressed?
EQ2	A2.1 Enabling environment	
	A2.2 Effective support	
	A2.3 Sustainable capacity	
	A2.4 Models of support	
	A2.5 Use of new technologies	
EQ3	A3.1 Enabling environment	✓
	A3.2 Steady use	
	A3.3 Use in policies related to UNFPA mandate	
	A3.4 National ownership and leadership	
EQ4	4.1 Use of available resources	
	4.2 Synergies	

COMPLEMENTARY		
EQ	Assumption	Addressed?
EQ6	A6.1 Comparative strengths	
	A6.2 Key partner	
EQ5	A5.1 Partnerships	
	A5.2 South-South Cooperation	
EQ1	A1.1 Alignment to partner government priorities	
	A1.2 Alignment to national needs	
EQ7	A7.1 Internal mainstreaming of HHRR and gender	
	A7.2 External mainstreaming of HHRR and gender	

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ADDITIONAL ASPECTS	Covered?
<p>Closing question</p> <p>On what aspects do you think there was/is room for improvement and how. Any recommendations for the future? Comments on any other aspects not covered during the interviews.</p>	
<p>Linking question</p> <p>Who else should I talk to here in your organization or outside to complement what we have discussed?</p>	
<p>Wrap-up</p> <p>Remind the interviewees to send us any evidence related information mentioned during the interview.</p>	
<p>End of the interview</p> <p>Thank the interviewees for the time and contributions. Inform on when the Case Study and the Final Evaluation Report will be available. Give your personal email. Make sure you have the interviewee details.</p>	

INTERVIEW PROTOCOL / GUIDE

National Statistical Offices

OBJECTIVES

Similarly to what happens with the UNFPA Country Office, the interaction with the NSO will imply a number of interviews with various staff at various levels (managerial and technical). **The most crucial point of an interview with a NSO is to assess the UNFPA contribution to developing their capacity, that is, evaluation question 2. Having said that, the fact NSO are UNFPA's main implementing partners makes them a key interviewee to enquire about efficiency aspects, and the fact they are a main beneficiary of UNFPA support makes them a critical stakeholder to enquire about UNFPA's added value.** At the end of this protocol there is an appendix with specific questions for NSO staff to be used by the evaluators in case they require some further guidance and/or reference point in this regard.

Main aspects

EQ2	Address in detail all the assumptions and indicators under this question.
EQ4	Cover the two aspects related to efficiency, that is, whether available resources were used to a satisfactory extent and whether UNFPA sought, promoted and utilized synergies for a more efficient implementation of the census round.
EQ6	Cover the two aspects related to added value, that is, enquire about UNFPA comparative strengths and on what type of partner it is for NSO.
EQ5	Address South-South Cooperation should there be any experiences in this regard.

Complementary aspects

EQ5	Address the assumptions and indicators associated to partnerships
EQ3	Enquire about the NSO's views on data use improvements to then compare these views with those of the real users (line ministries, civil society organisations, academia, etc.)
EQ1	Enquire about UNFPA's alignment with partner government and national priorities (this aspect will probably present itself implicitly during the conversation)
EQ7	Address the external mainstreaming of HHRR and gender equality

Note: In countries where HHRR and/ or gender equality issues are critical aspects of the census, these should become main aspects to cover in the interview (not complementary).

INTERVIEWS

FRAMING QUESTIONS

1. First of all I would like to double check with you what has been your/your *personal involvement with the census process* (in any of its phases) and *with any specific UNFPA support* activities provided to the NSO. According to the documentation I have been provided, your department may have been involved in...Is that correct? Am I missing something? / could you complement it?

In particular, I am very interested in knowing whether you received any specific training or were involved in transfer of skills supported by UNFPA during the census.

2. The main aspect I would like to discuss with you is about the extent to which *your organization as a whole and you in particular improved the capacity to conduct the census and to produce related survey data* as a result of the UNFPA support either directly or indirectly. Any type of example and evidence you may provide in this regard will be very useful.

CHECKLISTS

MAIN ASPECTS		
EQ	Assumption	Addressed?
EQ2	A2.1 Enabling environment	✓
	A2.2 Effective support	
	A2.3 Sustainable capacity	
	A2.4 Models of support	
	A2.5 Use of new technologies	
EQ4	A4.1 Use of available resources	
	A4.2 Synergies	
EQ5	A5.2 South-South Cooperation	
EQ6	A6.1 Comparative strengths	
	A6.2 Key partner	

COMPLEMENTARY		
EQ	Assumption	Addressed?
EQ5	A5.1 Partnerships	
EQ3	A3.1 Enabling environment	
	A3.2 Steady use of data in plans, policies	
	A3.3 Use of data in policies related to UNFPA mandate	
	A3.4 National ownership and leadership	
EQ1	A1.1 Alignment to partner government priorities	
	A1.2 Alignment to national needs	
EQ7	A7.2 External mainstreaming	

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ADDITIONAL ASPECTS	Covered?
<p>Closing question</p> <p>On what aspects do you think there was/is room for improvement and how. Any recommendations for the future? Comments on any other aspects not covered during the interview.</p>	
<p>Linking question</p> <p>Who else should I talk to here in your organization or outside to complement what we have discussed?</p>	
<p>Wrap-up</p> <p>Remind the interviewee to send us any evidence related information mentioned during the interview.</p>	
<p>End of the interview</p> <p>Thank the interviewee for the time and contributions. Inform on when the Case Study and the Final Evaluation Report will be available. Give your personal email. Make sure you have the interviewee details.</p>	

APPENDIX. Detailed questions to NSO (if required)

1. INTRODUCTION

Evaluation team members to introduce themselves, evaluation background & interview purpose.

1.1. Can you please briefly describe your role and your work in relation to the last Population and Housing Census? Have you been involved with the UNFPA support on census? If so, how?

- *Prompt: try to ascertain through these questions how involved in the preparation and conduct of the last (current) census the interviewee is. Tailor the following questions accordingly.*

2. RELEVANCE

2.1. Did UNFPA conduct an assessment of the national needs in terms of statistical capacity before preparing the census support programme?

- *Can you provide examples of specific requirements in terms of statistical capacity that UNFPA has taken into consideration in drafting the country programme?*

2.2. Did UNFPA conduct an assessment of the national needs, in terms of information needed, in preparing the census support programme? Was there a form of consultation with experts, ministries or other stakeholders, or similar in the process?

- *Can you provide examples of specific requirements (from government, NGOs or other) that UNFPA has helped to take into consideration in drafting the questionnaire?*

2.3. To what extent does the UNFPA programme in support to the census corresponded/matched the national (governmental or not) needs for availability of data?

- *Can you provide examples of unmet need specific requirements (from government, NGOs or other) that UNFPA did not take into consideration in supporting the census? (If a specific need was excluded, this indicates political influence/lack of support for evidence-based policy making.)*
- *Were there any examples of issues (sensitive issues?) that were excluded from the census although originally they were planned to be included?*

3. EFFECTIVENESS

3.1. To what extent was the UNFPA support timely, and was it used fully? What is your perception of the quality of the support? Was UNFPA more efficient than other external donors/organisation?

3.2. To what extent the UNFPA support was composed of a mix of instruments (advocacy, technical assistance, financial support, South-South cooperation)?

- *Can you provide examples of each of the instruments?*
- *Proof of visits /exchange of experts with other countries of the region*
- *Can you provide proof of how the support was used (material, capacities built, also perception of the change before-after: what is the difference?*

4. CENSUS PREPARATION

4.1. How can you say that the census methodology was in line with international standards?

- *Did UNFPA make specific recommendations to comply with international standards? For example what?*

4.2. Did the census questionnaires included at least the core topics recommended by the UN Principles and Recommendations, rev. 2?

- *If no, what core topics were not included?*
- *What topics were added?*
- *What role UNFPA played in the questionnaire design?*

4.3. Did the NSI or Census Bureau prepared a work plan for the preparation of the census including milestones for the deliverables (questionnaire, instructions, cartography...)?

- *Can you show me this work plan?*
- *How frequent was it updated?*
- *Did UNFPA played a role in the preparation of this work plan?*

4.4. How and when was prepare the budget? Did it cover all census stages?

- *Did you receive support from UNFPA to prepare the budget? What form (training, examples of items to consider...)?*
- *Did UNFPA advocate to the government to finance the census? (if not answered before)*
- *Did UNFPA advocate to donors to finance the census? (if not answered before)*

4.5. Did you use procurement procedures?

- *Did you receive support from UNFPA in conducting procurement operations? What form (training, examples of clauses to include...)?*

4.6. Was a pilot census conducted before the census?

- *If yes, when and what were the objectives?*
- *Did the pilot census covered all phases of the census, including data processing and tabulation?*
- *What were the lessons learned from the pilot census and were they implemented in the census?*
- *What lessons were not implemented?*
- *What role UNFPA played in the pilot census? (technical assistance, finance...)*

4.7. How was prepared the complete mapping of the country? Can you briefly describe the methodology and steps

- *How mapping was controlled?*
- *What role UNFPA played in the cartographic preparation?*

4.8. Did the cartographic preparation provide estimates of the number of housing units in order to print sufficient number of questionnaires in all languages needed?

4.9. How was the public informed about the census prior to the field enumeration?

- *Was a communication campaign prepared? Please describe.*
- *Did UNFPA play a role in the communication campaign? What?*
- *Did UNFPA make sure that the communication including all components of the population, including minorities?*

5. ENUMERATION

5.1. What was the organisation for field operations?

- *Was a central census commission established, were local census commissions established?*
- *Were the tasks and duties of all institutions and persons involved in census operations described and where?*

5.2. How were the field workers selected and trained?

- *What were the selection criteria? Were they listed in an instruction? Were language capacity (in minority areas) and gender considered as criteria of selection?*
- *How were they trained? Was it special training for sensitive questions or were double teams (F/M) used? If yes, did UNFPA have a promoting role in this?*

5.3. Were there a systems of reception of claims and if yes, how were they reacted/ responded to?

5.4. How was the enumeration progress monitored?

- *Did you implement a progress monitoring system comparing the number of households enumerated to estimates of expected numbers?*

5.5. How were the questionnaires stored locally and later transferred to the data processing centre?

5.6. Did you conduct a post-enumeration survey?

- *What was the role of UNFPA in evaluation of the coverage of the census?*

6. DATA PROCESSING

6.1. Please describe the data processing system for data capture, editing and validation of collected data.

- *What was the technology used for data capture?*
- *How was the quality controlled?*
- *Was statistical/manual editing performed? Were missing values imputed?*
- *Were editing rules documented?*
- *Were the results of editing recorded?*
- *What was the role of UNFPA for the data processing phase? Financing, TA...?*

7. DISSEMINATION/ANALYSIS

7.1. Did you prepare a dissemination plan?

- *What was its content? How many tables/indicators?*
- *When was it prepared?*
- *Did UNFPA played a role in its elaboration?*

7.2. Did you produce thematic reports?

- *How many and on what topics?*
- *Would you say that they correspond with user needs expressed in preparation phase? If not what was not taken?*

7.3. Did UNFPA support analytical studies conducted by academics, research institutions...?

- *If yes, can you give examples?*

7.4. Did you set up a policy for micro data access?

- *If yes, what micro data?*
- *What public (researchers...)?*
- *What conditions to access?*

7.5. Were the publications free of charge? If not what was the price?

7.6. What was the time lag between the end of data collection and the production of preliminary results, first results, final results and thematic reports?

7.7. Did you present the results (preliminary, first...) to the media?

- *What was the interest of media? How many media reports?*
- *Did you get requests for specific results/indicators? From government institutions, from the civil society?*

7.8. Did UNFPA support seminars, workshops or other events to present census results and promote their use?

INTERVIEW PROTOCOL / GUIDE

Line Ministries

OBJECTIVES

The most important point of an interview with Line Ministries is to find out whether they use census and associated data and how they use them. It is particularly important to find out whether they are using the data as evidence for the formulation of plans and policies; especially those related to UNFPA mandate areas. It is also very important to attempt to ascertain whether UNFPA support has played a role in this regard and how.

Main aspects

EQ3	Enhanced use of data for evidence-based plans and policies (all assumptions)
EQ1	Alignment of UNFPA support with partner government priorities (A1.1)

Complementary aspects

EQ2	Enhanced capacity of the NSO (A2.1 to A2.3). Check their perception on NSO capacity as users of NSO produced data and services.
EQ4	Use of resources and synergies (if they have been implementing partners/directly involved in any AWP)
EQ5	Use of networks (if they have been involved in any of the networks or have benefited from them as users; if they have been involved in South-South initiatives)
EQ6	Comparative strengths of UNFPA from their point of view
EQ7	Mainstreaming HHRR & gender equality (if relevant to that ministry)

Note: if the interviewee is a line ministry with a mandate on HHRR and/ or gender equality issues, these should become main aspects to cover in the interview (not complementary).

INTERVIEW

FRAMING QUESTIONS

*1. First of all I would like to double check with you what has been your/your **institution's involvement with the census process** (in any of its phases) and **with any specific UNFPA support to the census**. According to the documentation I have been provided, your institution was involved in...Is that correct? Am I missing something? / could you complement it?*

In particular, I am very interested in knowing whether you were consulted during the preparation of the census i.e. whether you participated in it in any way (providing input of any kind)

*2. The main aspect I would like to discuss with you is about the extent to which **your organization has used census data and related products/surveys** as inputs to inform plans, programmes and policies (I would be very grateful if you could provide me with concrete examples)*

CHECKLISTS

MAIN ASPECTS		
EQ	Assumption	Addressed?
EQ3	A3.1 Enabling environment	✓
	A3.2 Steady use	
	A3.3 Use of data in policies (UNFPA mandate)	
	A3.4 National ownership & leadership	
EQ1	A1.1 Alignment to partner government priorities	

COMPLEMENTARY		
EQ	Assumption	Addressed?
EQ2	A2.1 Enabling environment	
	A2.2 Effective support	
	A2.3 Sustainable capacity	
EQ4	A4.1 Use of available resources	
	A4.2 Synergies	
EQ5	A5.1 Partnerships	
	A5.2 South-South Cooperation	
EQ6	A6.1 Comparative strengths	
EQ7	A7.2 External mainstreaming	

ADDITIONAL ASPECTS	Covered?
<p>Closing question</p> <p>On what aspects do you think there was/is room for improvement and how. Any recommendations for the future? Comments on any other aspects not covered during the interview.</p>	
<p>Linking question</p> <p>Who else should I talk to here in your organization or outside to complement what we have discussed?</p>	
<p>Wrap-up</p> <p>Remind the interviewee to send us any evidence related information mentioned during the interview.</p>	
<p>End of the interview</p> <p>Thank the interviewee for the time and contributions. Inform on when the Case Study and the Final Evaluation Report will be available. Give your personal email. Make sure you have the interviewee details.</p>	

INTERVIEW PROTOCOL / GUIDE

Donors & UN Agencies

OBJECTIVES

Donors tend to have a rather global and external overview about census operations and their implications in the country. They are useful informants to have an overview of the context as well as a relevant source to assess how the UNFPA role is perceived in the country. **The most important points of an interview with donors are (1) to find out what is UNFPA added value in census operations (what type of partners is UNFPA perceived as); and (2) to find out about the UNFPA role in donor coordination and the use of partnerships.**

Main aspects

EQ6	Check donors' / UN Agency point of view about UNFPA comparative advantages (A6.1)
	Find out about the perception on what type of partner UNFPA is (A6.2)
EQ4	Check whether UNFPA had a role in terms of having supported / promoted the use of existing donor coordination mechanisms (A4.2)
EQ5	Check whether UNFPA has established partnerships that contributed to the implementation of the 2010 Round and the use of statistical data (A5.1)
EQ2 & EQ3	Check UNFPA contribution to generate an enabling environment for the conduction of the census (A2.1) and to generate an enabling environment for the use of data (A3.1)

Complementary aspects

EQ1	Ask them on whether UNFPA support was aligned with national needs on availability of statistical data (A1.2)
EQ2 & EQ3	Ask them for evidences on whether the NSO has an enhanced capacity for the conduction of census/production of data and whether there is an enhanced use of data in the country (and UNFPA role in this if any).

INTERVIEW

FRAMING QUESTIONS

*1. First of all I would like to double check with you what has been your/your **institution's involvement with the census process** (in any of its phases) and **with specific UNFPA support to the census** (coordination - UN Agencies, funding - donors). According to the documentation I have, your institution was involved in...Is that correct? Am I missing something? / could you complement it?*

2. The main aspect I would like to discuss with you is about UNFPA institutional role in the census and in supporting the use of data in evidence-based policy making. Besides, I would be very grateful if you could give me your views regarding several contextual aspects in the country with regards to the census and the use of data.

CHECKLISTS

MAIN ASPECTS		
EQ	Assumption	Addressed?
EQ6	A6.1 Comparative strengths	✓
	A6.2 Key partner	
EQ4	A4.2 Synergies	
EQ5	A5.1 Partnerships	
EQ2	A2.1 Enabling environment	
EQ3	A3.1 Enabling environment	

COMPLEMENTARY		
EQ	Assumption	Addressed?
EQ1	A1.2 UNFPA support is aligned with national needs on availability of statistical data	
EQ2	A2.2 Effective support to NSO capacity	
	A2.3 Sustainable capacity of NSO	
EQ3	A3.2 Steady use of demographic and socio-economic data in evidence-based development of plans and policies	
	A3.3 Use of data in policies (related to UNFPA mandate)	

ADDITIONAL ASPECTS	Covered?
<p>Closing question</p> <p>On what aspects do you think there was/is room for improvement and how. Any recommendations for the future? Comments on any other aspects not covered during the interview.</p>	
<p>Linking question</p> <p>Who else should I talk to here in your organization or outside to complement what we have discussed?</p>	
<p>Wrap-up</p> <p>Remind the interviewee to send us any evidence related information mentioned during the interview.</p>	
<p>End of the interview</p> <p>Thank the interviewee for the time and contributions. Inform on when the Case Study and the Final Evaluation Report will be available. Give your personal email. Make sure you have the interviewee details.</p>	

INTERVIEW PROTOCOL / GUIDE

Civil Society Organizations & Academia

OBJECTIVES

The most important points of an interview with Civil Society Organizations (CSO), including academia, are to find out whether the census in general and UNFPA support in particular had their needs into account; find out whether they are using census and related survey data for advocacy and research and find out whether UNFPA support has enhanced their capacity in this regard.

Main aspects

EQ1	Check whether UNFPA support is aligned with their needs on availability of statistical data (A1.2)
EQ3	Examine whether they use population and housing census and other relevant demographic and socio-economic data in their plans and for research and advocacy (A3.1 to A3.4)
EQ5	Check whether the interviewed CSO/Academia institutions have embarked in any type of partnership with UNFPA and assess the quality of the partnership and the effects of the absence of partnerships
EQ6	Find out about the perception of UNFPA's added value to them

Complementary aspects

EQ2	Check on their opinion about the enabling environment for the census (and UNFPA contribution to it) and on their opinion as users about the capacity of NSO as providers of quality data.
EQ4	Use of resources and synergies (if they have been implementing partners/directly involved in any AWP)
EQ7	Mainstreaming HHRR & gender equality (if relevant to that ministry)

Note: if the interviewee is an organisation working on HHRR and/ or gender equality issues, these should become main aspects to cover in the interview (not complementary).

INTERVIEW

FRAMING QUESTIONS

1. First of all I would like to double check with you what has been your/your *institution's involvement with the census process* (in any of its phases) and *with any specific UNFPA support to the census*. According to the documentation I have been provided, your institution was involved in...Is that correct? Am I missing something? / could you complement it?

In particular, I am very interested in knowing whether you were consulted during the preparation of the census i.e. whether you participated in it in any way (providing input of any kind)

2. The main aspect I would like to discuss with you is about UNFPA institutional role in the census and in supporting the use of data in evidence-based policy making. Besides, I would be very grateful if you could give me your views regarding several contextual aspects in the country with regards to the census and the use of data.

CHECKLISTS

MAIN ASPECTS		
EQ	Assumption	Addressed?
EQ3	A3.1 Enabling environment	✓
	A3.2 Steady use in advocacy, research, plans, policies	
	A3.3 Use in (advocacy, research) policies related to UNFPA mandate	
	A3.4 National ownership and leadership (by means of fostering the participation and inclusion of partner governments and CSO civil society organizations in the programming and implementation)	
EQ1	A1.2 UNFPA support is aligned with national needs on availability of statistical data	
EQ5	A5.1 Partnerships (that optimised the use of statistical data)	
EQ6	A6.1 Comparative strengths	
	A6.2 Key partner (whether UNFPA is seen as a key partner)	

COMPLEMENTARY		
EQ	Assumption	Addressed?
EQ2	A2.1 Enabling environment	
	A2.3 Sustainable capacity of NSO	
EQ4	A4.1 Use of available resources	
	A4.2 Synergies	
EQ7	A7.2 External mainstreaming	

ADDITIONAL ASPECTS	Covered?
<p>Closing question</p> <p>On what aspects do you think there was/is room for improvement and how. Any recommendations for the future? Comments on any other aspects not covered during the interview.</p>	
<p>Linking question</p> <p>Who else should I talk to here in your organization or outside to complement what we have discussed?</p>	
<p>Wrap-up</p> <p>Remind the interviewee to send us any evidence related information mentioned during the interview.</p>	
<p>End of the interview</p> <p>Thank the interviewee for the time and contributions. Inform on when the Case Study and the Final Evaluation Report will be available. Give your personal email. Make sure you have the interviewee details.</p>	

INTERVIEW PROTOCOL / GUIDE

Regional Stakeholders

OBJECTIVES

Regional stakeholders include UNFPA Regional Offices, the United Nations Regional Economic Commissions, and other non-UN regional stakeholders such as Regional Development Banks and regional associations (such as the ASEAN, the ECOWAS, or the CARIFORUM).

Several of the questions in the Evaluation Matrix have a national, a regional and a global dimension. Most interview protocols cover the national dimension. The objective of this protocol is to address the regional dimension and therefore it will be used when interviewing institutional which have a regional scope. **The most crucial points of an interview with a regional organization will be to cover all the regional dimensions in the matrix. In this case there are no complementary aspects, only main aspects. This should be feasible given the reasonable number of issues to address. In any case aspects are listed in order of priority.**

Main aspects	
EQ2	Check the role of the UNFPA Regional Offices in providing effective support to NSO either directly or indirectly by means of supporting Country Office capacity.
EQ6	Enquire about added value at a regional level
EQ4	Enquire on whether UNFPA has sought, promoted and utilized synergies at regional level to support the implementation of the 2010 Round in a more efficient manner.
EQ5	Find out about networking at regional level i.e. partnerships and facilitation of South-South regionally.
EQ1	Check whether UNFPA is aligned with regional needs on availability of statistical data.

INTERVIEWS

FRAMING QUESTIONS

1. *First of all I would like to double check with you what has been your/your **personal involvement with the census process** (in any of its phases) and **with any specific UNFPA census support activities**. According to the documentation I have been provided, you may have been involved in...Is that correct? Am I missing something? / could you complement it?*

2. *The main aspect I would like to discuss with you is about the **regional dimension of UNFPA support to census** from several points of view i.e. in terms of capacity development, in terms of added value, in terms of generating partnerships and synergies.*

CHECKLISTS

MAIN ASPECTS		
EQ	Assumption	Addressed?
EQ2	A2.2 The UNFPA effectively supported the capacity of the NSO for the production and availability of quality census data in the 2010 census round.	✓
	A1.2 UNFPA support is aligned with regional needs on availability of statistical data.	
EQ6	A6.1 UNFPA features a series of comparative strengths as perceived by regional stakeholders (including UNFPA Regional Offices)	
	A6.2 Relevant stakeholders at regional level perceive UNFPA as a key partner supporting censuses.	
EQ4	A4.2 UNFPA has sought, promoted and utilized synergies at regional level with a view to support the implementation of the 2010 Round in a more efficient manner.	
EQ5	A5.1 UNFPA established partnerships at regional level that contributed to the implementation of the 2010 Round.	
	A5.2 UNFPA promoted opportunities for South-South Cooperation to facilitate the exchange of knowledge and lessons learned at regional level	
EQ1	A1.2 UNFPA support is aligned with regional needs on availability of statistical data.	

ADDITIONAL ASPECTS	Covered?
<p>Closing question</p> <p>On what aspects do you think there was/is room for improvement and how. Any recommendations for the future? Comments on any other aspects not covered during the interview.</p>	
<p>Linking question</p> <p>Who else should I talk to here in your organization or outside to complement what we have discussed?</p>	
<p>Wrap-up</p> <p>Remind the interviewee to send us any evidence related information mentioned during the interview.</p>	
<p>End of the interview</p> <p>Thank the interviewee for the time and contributions. Inform on when the Case Study and the Final Evaluation Report will be available. Give your personal email. Make sure you have the interviewee details.</p>	

INTERVIEW PROTOCOL / GUIDE

Global Stakeholders

OBJECTIVES

Global stakeholders include UN Agencies Headquarters, the United Nations Statistics Division, and Donors' Headquarters (European Commission, bilateral donors).

Several of the questions in the Evaluation Matrix have a national, a regional and a global dimension. Most interview protocols cover the national dimension. The objective of this protocol is to address the global dimension and therefore it will be used when interviewing institutional which have a global scope. **The most crucial points of an interview with a global level stakeholder will be to cover all the global dimensions in the matrix. In this case there are no complementary aspects, only main aspects. This should be feasible given the reasonable number of issues to address. In any case aspects are listed in order of priority.**

Main aspects	
EQ2	Check the role of the UNFPA Headquarters (Technical Division) in providing effective support to NSO either directly or indirectly by means of supporting regional and/or Country Office capacity.
EQ6	Enquire about added value at a global level
EQ4	Enquire on whether UNFPA has sought, promoted and utilized synergies at global level to support the implementation of the 2010 Round in a more efficient manner.
EQ5	Find out about networking at global level i.e. partnerships and facilitation of South-South between different world regions (Asia and Africa, Africa and Latin America)
EQ1	Check whether UNFPA is aligned with global needs on availability of statistical data.

INTERVIEWS

FRAMING QUESTIONS

*1. First of all I would like to double check with you what has been your/your **personal involvement with the census process** (in any of its phases) and **with any specific UNFPA census support activities**. According to the documentation I have been provided, you may have been involved in...Is that correct? Am I missing something? / could you complement it?*

*2. The main aspect I would like to discuss with you is about the **global dimension of UNFPA support to census** from several points of view i.e. in terms of capacity development, in terms of added value, in terms of generating partnerships and synergies.*

CHECKLISTS

MAIN ASPECTS		
EQ	Assumption	Addressed?
EQ2	A2.2 The UNFPA effectively supported the capacity of the NSO for the production and availability of quality census data in the 2010 census round.	✓
	A1.2 UNFPA support is aligned with global needs on availability of statistical data.	
EQ6	A6.1 UNFPA features a series of comparative strengths as perceived by global level stakeholders (including UNFPA headquarters)	
	A6.2 Relevant stakeholders at global level perceive UNFPA as a key partner supporting censuses.	
EQ4	A4.2 UNFPA has sought, promoted and utilized synergies at global level with a view to support the implementation of the 2010 Round in a more efficient manner.	
EQ5	A5.1 UNFPA established partnerships at global level that contributed to the implementation of the 2010 Round.	
	A5.2 UNFPA promoted opportunities for South-South Cooperation to facilitate the exchange of knowledge and lessons learned at global level (between different regions)	
EQ1	A1.2 UNFPA support is aligned with global level needs on availability of statistical data.	

ADDITIONAL ASPECTS	Covered?
<p>Closing question</p> <p>On what aspects do you think there was/is room for improvement and how. Any recommendations for the future? Comments on any other aspects not covered during the interview.</p>	
<p>Linking question</p> <p>Who else should I talk to here in your organization or outside to complement what we have discussed?</p>	
<p>Wrap-up</p> <p>Remind the interviewee to send us any evidence related information mentioned during the interview.</p>	
<p>End of the interview</p> <p>Thank the interviewee for the time and contributions. Inform on when the Case Study and the Final Evaluation Report will be available. Give your personal email. Make sure you have the interviewee details.</p>	



Evaluation Office, United Nations Population Fund,
605 3RD Avenue
New York, NY 10158 USA
e-mail: evb@unfpa.org

<http://www.unfpa.org/news/unfpa-support-population-and-housing-census-data>