NATIONAL STRATEGY FOR THE DEVELOPMENT OF STATISTICS NSDS 2018-2023

STRATEGIC FRAMEWORK

NATIONAL STATISTICS BUREAU
Royal Government of Bhutan

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STRATEGIC FRAMEWORK
(Preliminary Report)[1]

National Statistics Bureau
Royal Government of Bhutan

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[1] This strategic framework for the Bhutan NSDS 2018-2023 is the main output of the assessment validation, stakeholder consultations, and strategic planning activities conducted on 28 May – 6 June 2018 in Bhutan with collective inputs from the multi-sectoral task force for the preparation of the NSDS.

LIST OF ACRONYMS

ADB	Asian Development Bank
BCCI	Bhutan Chamber of Commerce and Industry
FAO	Food and Agriculture Organization
GDDS	General Data Dissemination System
GDP	Gross Domestic Product
GPMD	Government Performance Monitoring Division
GPMS	Government Performance Monitoring System
GNHC	Gross National Happiness Commission
IMF	International Monetary Fund
MoAF	Ministry of Agriculture and Forests
MoE	Ministry of Education
MoH	Ministry of Health
MoF	Ministry of Finance
MoLHR	Ministry of Labor and Human Resources
MoIC	Ministry of Information and Communication
MoEA	Ministry of Economic Affairs
NCWC	National Commission for Women and Children
NEC	National Environment Commission
NSB	National Statistics Bureau
NSDS	National Strategy for the Development of Statistics
NSS	National Statistical System
OECD	Organization for Economic Cooperation and Development
PARIS21	Partnership in Statistics for Development in the 21st Century
RBP	Royal Bhutan Police
RCSC	Royal Civil Service Commission
RGoB	Royal Government of Bhutan
RMA	Royal Monetary Authority
SDGs	Sustainable Development Goals
TCB	Tourism Council of Bhutan
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
WB	World Bank

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1. INTRODUCTION

The Bhutan Statistical System (BSS) has faced many challenges over the years but none more so in most recent past and into the future as demand for data and knowledge continues to rise with changes in people, society, economy and environment.

The environment for using data and statistics in Bhutan is healthy as it is challenging for data users, producers and managers alike. Many persistent problems continue to affect the supply of data despite efforts to address issues at the strategic and technical levels.

The initiative to strengthen the statistical system through legislation in early 2000 was a notable step in introducing reforms and instituting greater authority and directions for statistics. The adoption and preparation of the NSDS, the first one for the period 2008-2014, followed by that for the period 2014-2018, indicated a strong thrust to improve data quality and statistical products and services in general. As the proposed Statistics Bill has stalled and the NSDS strategies and plans could not be effectively carried out, there is however reasonable concern and uncertainty among stakeholders about new plans moving forward. With strong resolve and guided by commitment to users, the National Statistics Bureau (NSB) has taken the initiative to formulate the new NSDS for the plan period 2018-2023, primarily in support of the 12th Five Year Plan (FYP) and the Government Performance Management System, and to respond to the data needs of stakeholders.

The decision to create a multi-sectoral task force to help NSB with the preparation of the NSDS is a significant step and must be duly acknowledged. The support of PARIS21 is to ensure that the recommended effective approach and good practices are adapted and accountability is firmly established in the formulation of an NSDS with clear statement of the vision, mission, and outcomes and outputs to be achieved and how these results will be realized.

An important step in the NSDS process is a multi-dimensional assessment of statistics that analyzes data users and their needs and satisfaction, assesses the quality of data and other statistical outputs, and examines the institutional and human resources and capacities of the statistical system. The BSS has undertaken studies, assessments, and stakeholder consultations to consider the data needs of key users and identify priority gaps in the statistical system and to align those needs and gaps with the scope and focus of the NSDS. However, due to some challenges, a comprehensive and in-depth assessment of the data and statistical products and services has not been carried out which prevented meaningful analysis of the specific gaps and issues to inform solutions.

This strategic framework by no means constitutes the entirety of the NSDS. For the NSDS to be complete and to serve as meaningful guide for implementation and monitoring of results, a more detailed, costed, and integrated action plan need to be prepared for the system and for each contributing institution in the BSS. The action

plan will provide for the relevant, tangible, and measurable outputs and indicators to be delivered to achieve the strategic and specific outcomes that have been agreed among stakeholders.

2. SITUATIONAL ANALYSIS
2.1. Economic, social, and policy environment context

It is important that the NSDS is prepared within the overall framework, values, principles, and practices for development of the Bhutan. The NSDS considers the current and emerging economic and social conditions and developments in the country and aligns its strategic philosophy and framework with that of the wider governance system and institutions. More importantly, the NSDS ultimately supports the vision and values of the Bhutanese people by ensuring that the data and knowledge needed by the duty bearers of development to secure the wellbeing of the people are placed at the highest priority of the statistical service.

2.1.1. The Bhutan economy and society

Bhutan is widely known as the place where happiness is at core of the country's vision. Being a small kingdom in the Himalayas has only strengthened resilience and resolute commitment to achieving simple yet big aspirations for its people, unmistakably her most valuable and enduring asset.

Even as the public sector and the tourism and hydropower industries traditionally headline economic activities, Bhutan is making rapid growth and is gradually transitioning into a middle-income country through continuous modernization, harnessing the private sector, and reducing poverty. Key indicators show real annual economic growth averaging 7% in the last two decades with forecast exceeding that rate, 7.1% in 2018 and 7.4% 2019 while poverty among the population is down to 8.2% in 2017 from 12% in 2012. In 2018 alone, Bhutan is projected to have among the fastest growth of the gross domestic product among South Asia countries second only to India. (ADB Report, June 2018).

While trade with neighboring India and Bangladesh is boosting the economy, increased economic diversification is now being given higher priority along with bringing the youth into the labor market. Supported with a strong values-oriented governance, Bhutan is moving towards more open yet pragmatic social and economic policies while investing heavily on human capital to realize her full potentials, especially her most important asset and resource, the Bhutanese people.

2.1.2. The 12th Five Year Plan (2018 - 2023)

The government has laid out the policy and monitoring framework for statistics through the 12th FYP and the government performance monitoring system. The

framework provides a concrete reference of the essential indicators and statistics that need to be produced by the statistical system.

The 12th FYP adopts the 'nine domain' approach to guide the planning framework for attaining the national development goals including integrate sustainable development goals and other international and regional commitments that are relevant and valuable to Bhutan. The nine domains are: psychological wellbeing; physical and mental health; time use for harmonious work-life balance, education to nurture life with knowledge, values, and skills; cultural diversity and resilience; community vitality; good governance; ecological diversity and resilience; and living standards.

More specifically, the 12th FYP articulates the outcomes and outputs that need to be achieved in the next five years in order to achieve greater well-being and increased happiness for the people of Bhutan. The plan sets out strategies and activities to realize the Plan Objective of a "Just, Harmonious and Sustainable Society" through sixteen national key result areas (NKRAs) toward the enduring vision of Gross National Happiness (GNH). The 16 NKRAs are:

NKRA 1 – Macroeconomic stability ensured;
NKRA 2 – Economic diversity and productivity enhanced;
NKRA 3 – Poverty eradicated and inequality reduced;
NKRA 4 – Culture and traditions preserved and promoted;
NKRA 5 – Healthy ecosystem services maintained;
NKRA 6 – Carbon-neutral, climate and disaster resilient development enhanced;
NKRA 7 – Quality of education and skills improved;
NKRA 8 – Water, food, and nutrition security ensured;
NKRA 9 – Infrastructure, communication and public service delivery improved;
NKRA 10 – Gender equality promoted; women and girls empowered;
NKRA 11 – Productive and gainful employment created;
NKRA 12 – Corruption reduced;
NKRA 13 – Democracy and decentralization strengthened;
NKRA 14 – Healthy and caring society enhanced;
NKRA 15 – Livability, safety and sustainability of human settlements improved; and
NKRA 16 – Justice services and institutions strengthened.

2.2. Milestones and outputs of the NSDS 2014-2018

The NSDS 2014-2018 provides a framework and action plan for building Bhutan's statistical capacity to meet both current and future data needs in support of Bhutan's overall development vision of gross national happiness through the 11th Five Year Plan. The NSDS envisioned the BSS as 'a well-coordinated system that professionally produces timely, reliable, accurate, consistent Official Statistics for supporting evidence-based planning and decision making to achieve the Gross National Happiness'. The NSDS laid out five strategic objectives that are aimed to contribute to the achievement of the vision supported by specific objectives and action plans.

Several interventions and milestones relating to the attainment of the strategic objectives are presented and analyzed below:

2.2.1 Strategic Objective 1: Develop and implement a legal and policy framework for the development of Official Statistics

The legal and policy framework for official statistics in Bhutan has remained inadequate as the statistics bill, initiated since the first NSDS, has not been officially endorsed. Statistical operations continue to be governed primarily by executive orders issued in 2003 and 2006 and agency mandates, and to some extent the two (2) NSDS for the plan periods 2009-2013 and 2014-2018.

Pending the approval of the statistics bill, the NSB, on a directive by the Prime Minister and with support of PARIS21, led a review of the Bhutan national statistical system 2016 which produced a proposal for streamlining and strengthening of the system. This was followed by an organizational development exercise conducted in 2017 among the NSB and the various ministries and agencies consistent with a similar exercise and format of the Royal Civil Service Commission (RCSC). The exercise has recommended among others the formulation of a comprehensive national statistical policy that will adopt relevant provisions in the proposed legislation.

2.2.2 Strategic Objective 2: Strategic Objective 2: Develop the BSS staff efficiency and career satisfaction

The RCSC has approved the 'parenting of statistical services' by the NSB. The parenting approach has been recommended by the review of the BSS and has since been included in the 2018 Civil Service Rules and Regulations. The 'statistical parenting' arrangement has authorized the funding, hiring, and designation of statistical officers in the ministries and agencies and Dzongkhags directly under the technical supervision of NSB to assist in sectoral and local level data collection and management and to facilitate improvement of data comparability and consistency among multiple sources. Being at its infancy stage, the approach has been met with challenges including the need to review the terms of reference of statistical officers in relation to qualification requirements and the lack of appropriately trained human capital.

The creation of the Renewable Natural Resources Division consolidating all statistical activities and outputs and corresponding personnel of the Ministry of Agriculture and Forestry marks a significant step not only in resolving long standing issues with coherence and comparability of RNR statistics but more importantly in institutionalizing a strategic approach for the continuing development of RNR statistics in the country.

While NSB is said to have started a capacity assessment study as recommendation by the organizational development exercise of 2017, there is no information on concrete initiatives to develop the human resource management and development strategy and guidelines as well as a comprehensive training programme for the BSS as originally planned.

2.2.3 Strategic Objective 3: Make an efficient use of the technical and financial resources across the BSS

Aside from the approval of the parenting arrangement and efforts undertaken to provide independent budget for the Dzongkhag statistical offices, there is no information on other initiatives to implement planned strategic actions to improve efficiency in the use of technical and financial resources in the BSS. Among the identified strategic actions were the establishment of statistical units in the ministries, agencies and dzongkhags, pooling of financial and technical resources and investments, and cost-sharing of technical resources.

2.2.3 Strategic Objective 4: Increase the Official Statistics availaibility to fulfill the user needs

The conduct of the Population and Housing Census of Bhutan and Bhutan Living Standards Survey in 2017 has significantly increased availability of new and up-to-date data for many users in the country. The new population estimates in particular will address long-standing issues with many important statistical indicators that have been continually updated using 2005-based population estimates in lieu of new data and which have rendered analysis largely uncertain and increasingly unreliable. Meanwhile, the first Economic Census has been rescheduled to be conducted in late 2018.

At least 16 censuses and surveys were completed during the period as follows:

Census / Survey		Year completed
Population and Housing Census of Bhutan	NSB	2018
Bhutan Living Standards Survey	NSB	2017
Targeted Household Poverty Programme Survey	CBS	
Enterprise Survey	MoEA	2015
Gross National Happiness Survey	GNHC	

Rural Economy Advancement Programme Survey	GNHC	
Job Prospecting Survey	MoLHR	
Labor Force Survey	MoLHR	
Agriculture Survey	MoAF	
Tourism Exit Survey	TCB	
Tourism Outbound Survey	TCB	
Domestic Survey	TCB	
Tourism Industry Survey	TCB	
Tourism Employment Survey	TCB	
Violence Against Children Study	NCWC	2016
Violence Against Women/Girls Study	NCWC	2018

The use of administrative data has been boosted by the inclusion of mandatory statistical indicators in the Annual Performance Agreements of the Dzongkhags under the Government Performance Monitoring System. Similar indicators have yet to be identified for the ministries and central agencies. However, administrative data continued to be collected, compiled and published by the mandated ministries and agencies, and dzongkhags with persistent data quality concerns while improvements were minimal and limited in a few sectors such as health and vital registration.

A pilot Quarterly Household Expenditure Survey has been conducted to support the compilation of quarterly gross domestic product with some challenges including data inconsistencies and disaggregation of estimates by Dzongkhag. Currently, the national accounts are being compiled on an annual basis and have remained limited to the production side despite strong demand for expenditure side estimates. There is no information on the status of adoption of the latest recommendations for the System of National Accounts, International Standard Industrial Classification, and System of Environmental Economic Accounting.

In line with streamlining of data flow within the BSS and to some extent promoting harmonization of concepts and classifications, NSB has drafted a data reporting guideline based on a concept proposed in the data ecosystem mapping report (December 2017) as recommended by the 2017 organizational development exercise.

2.2.4 Strategic Objective 5: Offer the users an easier access to the data

NSB has initiated the formulation of a microdata dissemination policy as an offshoot of the Advanced Data Program implemented by NSB with support from PARIS21. While the GNHC has approved the concept note of the draft policy, there is no assurance that the policy will be made official and implemented soon.

NSB has implemented national data archiving to make metadata of surveys and census conducted in the BSS more accessible to users. Efforts have been made to develop a common metadata dictionary.

In 2011, Bhutan has implemented the International Monetary Fund's enhanced general data dissemination system (e-GDDS) to provide policy makers and other stakeholders with easy and simultaneous access to timely, essential macroeconomic data critical for monitoring economic conditions and policies. The National Summary Data Page (NSDP) for the e-GDDS is managed by the NSB beginning 2016 and utilizes the Statistical Data and Metadata Exchange (SDMX) making Bhutan among the first countries in the Asia and Pacific region to implement the e-GDDS recommendations.

2.3. State of the Bhutan Statistical System

Bhutan has faced persistent data issues and challenges over the years which are manifested in the similar outcomes of past and recent initiatives that aimed to review, assess, and analyze the statistical system and its various components — data, statistical products and services, the data users and their needs, and the statistical infrastructure and systems that enable it to function effectively and efficiently.

A validation of past assessment findings that included the: In-depth Country Assessment of the Renewable Natural Resources Statistics (MoAF and FAO, 2014); Data ecosystem mapping (NSB, GNHC, and UNDP, 2015); Review of the BSS (NSB and PARIS21, 2016); Organizational Development Exercise (NSB, 2017); and NSDS stakeholder consultations (NSB and PARIS21, 2018), has confirmed that many of the early problems with statistics experienced by data users, producers, and managers alike have remained true and as relevant as before.

The core problem remains the weak overall quality of statistics be it in terms of gaps in the data or in gaps in terms of specific quality dimensions such as relevance, reliability, timeliness, accessibility, comparability, consistency, and coherence. There have been suggestions that some stakeholders have little knowledge about statistics — what is available, where to get them, and how reliable data is, or perceive statistics to be of little value which may have led to the spare and improper use of data. These are demand-related issues.

Supply-related concerns include the lack of common data standards, unclear statistical responsibilities, and weak coordination among data producers and between data producers and users. There is general, common understanding among stakeholders that a concrete legal and policy basis for statistics could have paved the way for more resources for data quality improvement and institutional and technical capacity development to address the core problem. A more specific area of critical concern is the fact that most of the large-scale censuses and surveys have been donor funded and some have been perceived to be driven by donor agenda and priorities, a situation that does not assure a rational, manageable, and predictable program of statistical activities.

2.4. Analysis of key areas moving forward

The Bhutan statistical system may be considered as being in a crossroad toward a well-structured, well-coordinated, and highly effective statistical system. Functioning within an environment where results-based management is increasingly ingrained in the fundamental workings of government from planning, implementation, and monitoring and evaluation, the BSS is strategically positioned to maximize the utmost value of statistics for development by adopting the same approach to the management and coordination of statistics.

There is strong interest in statistics among stakeholders and demand is increasing as expected but which may quickly turn into unmet data needs because the statistical system has not been fast enough to keep pace. A real example is when some stakeholders have pointed to specific data needs to study and support emerging opportunities for the country such as economic diversification, potential transitioning of Bhutan from a low to middle income economy and enhancing local development but do not see how the system is able to produce meet such needs.

Many of the problems faced by the BSS have persisted for years with little interventions and mostly stop gap measures to address at least some problems. With demand rising and diversifying across users however, these issues may have taken on more weight and placed increased pressure on the statistical system when its very capacity to solve these problems has been a huge challenge itself.

The NSDS is supposed to be a good reference of what needs to be done to respond to critical data needs and address key issues and problems in the BSS. However, the main problem with the NSDS which has been identified and is shared by many stakeholders is that much of the NSDS has not been effectively implemented. To a large extent, the main reason for the failure of the NSDS is that many if not most of the objectives depended primarily on the envisioned Statistics Act. While some interventions have been initiated or undertaken, without the Act, the NSDS does not provide alternative actions toward achieving more realistic and feasible goals.

Regardless of the specific challenges and instead maximizing the potentials of a small country like Bhutan, the BSS has many of the essential elements to improve critical aspects of statistical operations and for some with minimal resources required.

3. NSDS STRATEGIC FRAMEWORK

The strategic framework presents the proposed basic structure for the medium-term plan for the development of statistics in Bhutan. It articulates the shared understanding of the mission and vision of the Bhutan statistical system, and more importantly, the strategic and specific outcomes and key outputs toward the attainment of the vision for the fiscal years 2018-2023.

3.1. Mission

The proposed mission of the Bhutan statistical system is to deliver high quality statistics that inform the decisions and actions of the Royal Government of Bhutan and other stakeholders for national development toward increased gross national happiness.

3.2. Vision

By 2023, decision and policymakers in Bhutan use more high-quality statistics in evidence-based management — planning, implementation, monitoring and evaluation, toward progressive achievement of national development goals, including the sustainable development goals, toward increased gross national happiness.

3.3. Core principles and values

The Bhutan statistical system shall be guided by its steadfast commitment to users, strong and competent workforce, excellence, professional integrity and accountability in its function, and openness to learning and innovation, and adhering to the United Nations Fundamental Principles of Official Statistics.

3.4. Statistical framework

The NSDS shall be based primarily on a framework of critical indicators, statistics, and data that are essential to the formulation, implementation, monitoring and evaluation of evidence-based policies, plans, programs and services articulated in the Royal Government of Bhutan's 12th Five-Year Plan which includes the relevant sustainable development goals for the country. The statistical framework shall serve to provide for the measurement of development outcomes and outputs in support of results-based management, especially monitoring and evaluation, of national development goals and sustainable development goals.

A detailed statistical framework will be developed based on the recommendations of an in-depth data assessment to be undertaken in September this year.

3.5. RESULTS FRAMEWORK

The initial results framework presents and describes the strategic and specific outcomes toward the attainment of the vision as well as the key contributing outputs, timeline of delivery, and owners and duty bearers. The full and complete results framework will be prepared when resources and capacities in the statistical system have been determined and the available and risks have been considered.

3.5.1. STRATEGIC OUTCOME 1 - A BETTER-INFORMED SOCIETY
where stakeholders increasingly use statistics in critical areas of governance, with increased user trust and confidence, and contribute to building a culture of using data to create knowledge that inform the decisions and actions of society.

3.5.1.1. Specific outcomes

a. Institutionalized use of statistics in results-based management of national development and other productive functions of government

The Royal Government of Bhutan essentially adopts a results-based management approach in development planning and implementation manifested through the 12th Five Year Plan and agency work plans and in tracking outcomes and outputs through a system of monitoring and evaluation, including the Government Performance Monitoring System. This approach requires a clear state policy supported with guidelines on purposive and proper use of evidence through statistics and data to guide policymakers and planners at all levels of governance. The policy will help establish the guiding principles and institutionalize systems and practices of using data as a standard process in monitoring and evaluation to measure and analyze results of development policies, plans and programs.

b. Increased use of official statistics by the business community, civil society, academics, and the public

Official statistics provides unique information about a country — its people, economy, and environment, that is essential in the workings of businesses, civil societies, and academic and research institutions, and for basic information of the citizenry. While making available quality data is important, more effective delivery of data that is relevant and catered to the specific needs of business people, civic workers, academics, researchers, and the general public will contribute to increasing the use of statistics among other stakeholders of development.

c. Improved data literacy and trust in statistics among key users

In Bhutan, the use of statistics has been constrained by reluctance and uncertainty among some stakeholders which may be rooted in *scarcity of information* about what relevant data and sources are available, the level of quality of existing data,

and how data can be accessed and used. This is further compounded by the *lack of coordinated standards and practices in data dissemination* and *gaps* in understanding, knowledge, and skills in metrics and analytics. Interventions that deliver knowledge and skills to key user groups on measurement, statistics, and data analytics, in particular, and monitoring and evaluation, in general, as well as those that provide quality standards and better guidance in data analysis and application will significantly improve confidence and capacities in using indicators and statistics in management processes toward improved data literacy and user trust in statistics.

d. Conducive environment for enhanced data user-producer communication and engagement

An effective statistical program is one that is well-informed of the priority data needs of users and is enabled by parallel capacities in the statistical system. This would entail an environment where both data users and producers are proactive in initiating communication and discussion about data needs and issues. Mechanisms that promote open communication aided with technology as well as advocacy programs designed for community-wide and specific user groups will facilitate improved communication for more informed statistical priorities and better products and services.

3.5.1.2. Key outputs to achieve strategic outcome 1

Output	Activity/task and purpose	Year of delivery	Output owner/s
Statistical publications • Statistical Yearbook • National Accounts Statistics • Annual Dzongkhag Statistics see Annex A – List of existing statistical publications in Bhutan	Develop new and update/improve existing publications to disseminate on a regular and more predictable manner official statistics for general and specific purposes and relevant stakeholder groups	2018 – 2023	NSB All ministries and agencies
Dissemination policy and standards for data, microdata, and metadata • Executive directive on general policy and standards for data dissemination • Microdata policy • e-GDDS	Define the policy, standards, format, and approaches for the management and dissemination of data, microdata, and metadata to users (including terms of use, single dissemination gateway, etc.)	2018 – 2023	NSB

• Advanced release calendar for priority statistics and statistical publications			
Communication and advocacy strategy for statistics	Define the basis, policy, and strategies for the provision of the *right* statistical information to the *right* stakeholders and for advocacy for stakeholder support in the effective implementation of the NSDS toward the achievement of medium-term vision and goals	2019	NSB Statistical committee
Coordinated data portal • Data webpage on agency websites • Compendium of official statistics in Bhutan	Establish a coordinated information system and improved data access points to facilitate users, supported by references and guides on available data resources in the country (data, database, and other statistical products and services)	2019 – 2020	NSB All ministries and agencies
Data literacy and user capacity development program • User manuals for data management, analysis, and applications • Training on statistics for priority user groups	Develop tools to assist stakeholders improve understanding, expand knowledge, and learn skills on basic and advanced data analysis and applications for more effective use of statistics	2019 – 2020	NSB GNHC GPMD Selected ministries and agencies, and Dzongkhags
Data user satisfaction report	Conduct periodic user satisfaction survey to gather feedback/comments	2020, 2023	NSB

	from stakeholders on the statistical products and services to inform strategies and plans for improvement		
ICT applications for data dissemination and communication	Develop online, social media, and mobile applications that facilitate easy access to data by users	2021 – 2023	NSB Selected ministries and agencies

3.5.2. STRATEGIC OUTCOME 2 - IMPROVED QUALITY OF DATA

collected, compiled, and disseminated by the system within established quality assurance framework and appropriately informed by users.

3.5.2.1. Specific outcomes

a. Rationalized survey program

Bhutan has conducted several censuses and surveys that are generally not coordinated among administrators and users alike, mostly driven by donors and development partners, and with time lags that effectively render the results less meaningful for intended purposes. Rationalization of censuses and surveys is crucial to ensuring relevance, timeliness, comparability and consistency of data across related activities and optimizing the modest resources available to the system. A coordinated rather than centralized system will clarify roles and responsibilities, identify collaborative partnership areas, and contribute to a strategic scheduling of large scale statistical activities for a more efficient and effective survey program.

b. Improved administrative data systems

Administrative based data systems (e.g., licensing, regulatory reporting, and monitoring and evaluation, etc.) provide a significant supply of official statistics and can potentially fill critical data gaps that are borne of challenges in large scale censuses and surveys. Solutions include: (a) an in-depth assessment of selected, priority administrative data systems such as but not limited to education, health, vital registration, agriculture and forestry, and tourism; (b) development of standards and improvement of tools and business processes for data collection, validation, and reporting; and (c) relevant capacity development of sectoral statistical personnel.

c. Established data quality assurance framework

A quality assurance framework provides a mechanism for the management of the multi-dimensional nature and characteristic of data quality. Some of the typical dimensions of quality are relevance; credibility, reliability, and accuracy; timeliness and punctuality; accessibility, clarity and interpretability; coherence, consistency, and comparability. Some dimensions of quality are overlapping and interrelated and need adequate and effective management. The data quality framework shall consist of policies, standards, and data protocols with specific purposes, processes and process flows, supported by detailed documentation at each level of the statistical business process to ensure the production of high quality statistics from censuses, surveys, and administrative based statistical activities.

Coordination is a critical concern in many statistical systems but especially in a highly decentralized one like the Bhutan statistical system. Strong institutional and technical coordinative mechanisms such as review of survey design and data systems, inter-agency review of data quality, and statistical framework and indicator development will facilitate resolution of many issues on policies, processes, methodology, and quality toward the production of high quality data across interrelated development sectors and application areas.

3.5.2.1.1. Key outputs to achieve strategic outcome 2

Output	Activity/task and purpose	Year of delivery	Output owner/s
Comprehensive data assessment report	Undertake a comprehensive and in-depth data assessment to analyze data gaps and identify specific data and/or quality dimensions of data for improvement	2018	NSB
Core set of priority indicators at national, sectoral, and local levels	Define the core framework for the development of statistics by level of policy use and application, and to guide strategic and sectoral development plans for statistics	2019	NSB GNHC GPMD Dzongkhags All other ministries and agencies
Integrated and rationalized survey program • Household • Establishment see Annex B – List and status of censuses and surveys in Bhutan	Coordinate the design, integration, management, and implementation of censuses and surveys in the country to improve coherence and consistency of data and to rationalize and maximize resources for statistics	2019	NSB All ministries and agencies
Comprehensive data quality assurance framework • Quality assurance framework for statistical activities	Develop a comprehensive data quality assurance framework to establish policies, standards, methodologies,	2019 – 2020	NSB Selected ministries and agencies

and outputs, including administrative based data • Standard concepts and definitions for statistical purposes • Updated/new standard classifications for statistical purposes, including geographic code, school type, etc.	processes, protocols, and guidelines for ensuring quality of data from censuses, surveys, and administrative based data systems		
Technical committee to review data quality • Administrative based data in priority sectors	Organize a technical committee of statistical experts and practitioners to undertake quality review of data and attendant tools and processes focusing on administrative based data as medium-term priority	2019 – 2023	NSB Selected experts
Improved local level statistics for priority indicators	Develop standard guidelines and procedures consistent with the data quality assurance framework for the collection, validation, and reporting of data at the local level for the compilation of selected indicators such as the consumer price index, ADS, DAG, QHES, GLD, etc.	2019 – 2023	NSB GNHC GPMD Selected ministries and agencies Dzongkhags
Improved administrative based data in priority sectors see Annex C – List and status of existing administrative based data	Assess and compile administrative-based data in priority sectors in accordance with the national data quality assurance framework	2020 – 2023	NSB Selected ministries and agencies

ICT applications for improved data production	Develop ICT applications and tools to improve statistical business processes for data production — collection, compilation, processing, validation, and management	2020 – 2023	NSB Selected ministries and agencies

3.5.3. STRATEGIC OUTCOME 3 - STRONG STATISTICAL INSTITUTIONS
with sustainable organizational resources and strengthened capacities and competencies in key areas of statistical work.

3.5.3.1. Specific outcomes

a. Strengthened statistical management systems and practices

The NSDS preparation and updating process by design facilitates a system-wide strategic planning for statistical systems. Strengthening results-based management will not only ensure effective implementation of the NSDS but more importantly help the Bhutan statistical system undertake effectively its mission and toward the achievement of its medium-term vision. It is important to address immediate human resource management challenges such as the need to strengthen the current statistical parenting scheme as well as study the long-term concerns of succession planning and increasing human capital for statistics. It is likewise essential to institute measures for the sustainable provision of resources within the government's financing policy and framework to implement statistical development plans and support routine statistical operations.

Monitoring and evaluation of plans and programs, resources, capacities, and technology for statistics, and ultimately, the quality of outputs, shall be institutionalized to periodically track statistics development in the country. Statistical outputs may need to be considered in the monitoring of agency performance agreements to strengthen ownership of statistical responsibilities and commitment to produce and deliver quality statistics among key data producing agencies.

b. Instituted results-based and sustainable resource allocation for statistics

Resources are a vital factor in sustaining statistical operations and facilitating improvements in the statistical system. The NSDS provides the guiding principle and framework for adopting a results-based approach to allocating resources for statistics as it integrates both policy use and statistical development in a single document. Dedicated resources for statistics shall be allocated based on the costs required to produce statistics and data to measure and monitor the contribution of government institutions in the achievement of national and sectoral development goals, including the SDGs. Consistent with the SDGs, statistics development shall be integrated as a means of implementation of the national development plan.

c. Optimized use of innovation and technology

Innovation and technology shall be encouraged, managed and optimized to help improve methods and approaches, systems, tools, and processes, and products and services for statistical data production and dissemination. Immediate focus shall be given to information and communication technology applications that

facilitate quality data production and speed up dissemination and communication of data to users.

d. Strengthened competencies in statistical work

Statistical competencies shall be improved in various key areas such as framework and indicator development, sectoral data development, data quality assurance, data application in management, innovation and technology, and results-based management of statistics based on a comprehensive, system-wide statistical capacity development plan.

3.5.3.2. Key outputs to achieve strategic outcome three

Output	Activity/task and purpose	Year of delivery	Output owner/s
Medium term statistical expenditure framework	Develop a framework and medium-term investment plan to sustain statistical operations and enable implementation of the NSDS	2018	NSB
Statistical human resource management and development strategy • Statistical parenting framework • Rationalized statistical position classification and job description • Education and training program in statistics, technology, management, and communication • Comprehensive statistical capacity development plan	Design and implement coordinated development programs to strengthen capacities of statistical personnel (including officers under the statistical parenting arrangement) on technical and management areas of statistical work, and improve human resource management for statistics	2019	NSB RCSC All ministries and agencies Dzongkhags
Coordinated system of statistics	Establish a coordinated system for the production and dissemination of statistics at the national and local levels (including Dzongkhags and Thromdes) based on the core framework of	2019 – 2020	NSB Statistical committee

	priority indicators toward a system of designated statistics		
Updated NSDS for 2023 – 2028	Prepare an updated NSDS for the next plan period	2023	NSB

3.5.4. STRATEGIC OUTCOME 4 - ESTABLISHED AUTHORITY FOR STATISTICS

is in place for the collection, compilation, dissemination, sharing, and use of data, and for the protection of data and the privacy of data providers, consistent with the Fundamental Principle of Official Statistics.

3.5.4.1. Specific outcomes

a. Statistical functions governed by legislation and executive policies

A Statistics Act for Bhutan will provide concrete and lasting authority for the collection, dissemination, sharing, and use of statistics in the country. Cognizant of the need to revisit the content and the process entailed for the consideration of the pending statistics bill, a new executive order shall be formulated building upon existing policies, including the Executive Order of 2006, some key provisions in the proposed legislation, emerging data needs, and priority statistical development areas.

b. Statistical issues addressed/resolved

Statistical policies that address data quality problems, statistical infrastructure issues, and capacity development needs shall be developed, coordinated, and monitored.

c. Established code of ethics for statisticians

With the statistical parenting in place, a code of ethics for statisticians in the Bhutan statistical system is deemed necessary to promote professional integrity and competence toward increased trust in statistics among stakeholders. The code shall be formulated in the context of Bhutan and consistent with internationally recommended values, principles and ethical standards.

3.5.4.2. Key outputs to achieve strategic outcome 4

Output	Program/Activity	Year of delivery	Output owner/s
Updated executive order on statistics	Amend/update existing executive order of 2006 to adopt key provisions in the statistics bill and provide policy and guidelines for priority statistical concerns including standards development, coordination, resource	2018 – 2019	NSB Statistical committee

	allocation, and capacity development, among others		
Statistical committee recommendations	Organize statistical committee for institutional coordination and policy formulation and task forces to study and address and provide guidance on specific statistical issues	2018 – 2023	NSB Statistical committee and task forces
Statistics Act and implementing rules and regulations	Revisit and improve scope and clarity of relevant provisions of the pending statistics bill (including resource allocation, partnerships, innovation, and local level statistics); and advocate support for the proposed legislation among key stakeholders of statistics	2019 – 2023	NSB Statistical committee
Code of ethics for statisticians	Formulate and adopt a Bhutan code of ethics for statisticians to promote professional integrity and competence among statistical personnel	2020	NSB

ANNEXES

Annex A – List of existing statistical publications in Bhutan

SI	Official Statistics	Freq./No	Years	Total
1	Monthly Consumer Price Index	12	5	60
2	Quarterly Socio-Economic Indicator	4	5	20
3	Annual Dzongkhag Statistics	1	5	5
4	Annual National Accounts Statistics	1	5	5
5	Annual Statistical Year Book of Bhutan	1	5	5
6	Quarterly Producers' Price Index	4	5	20
7	Annual Environmental Statistics	1	5	5
8	Bhutan at A Glance (Annual)	1	5	5
9	Dzongkhag at A Glance	1	2	2
10	Quarterly Household Expenditure Survey	1	4	4
11	Bhutan Living Standard Survey Report	1	1	1
12	Bhutan Multi-Dimensional Poverty Index	1	1	1
13	Bhutan Poverty Analysis Report	1	1	1
14	Labour Force Survey Report	1	5	5
15	Dzongkhag Population Projection Report	1	1	1
16	National Population Projection Report	1	1	1
17	NSDS Report	1	1	1
18	Statistical Standard and Guideline Report-Geo Coding	1	1	1
19	Statistical Standard and Guideline Report	1	1	1
20	Enterprise Survey Report	1	1	1
21	Annual Gewog Level Data Base	1	5	5
22	Quarterly National Summary Data Page	4	5	20
23	GDP and ICP Projections	1	5	5
24	Adhoc reports	1	2	2
			77	**177**

Annex B – List and status of censuses and surveys in Bhutan

SI	Activity	Legal/policy basis for the activity (Cite legal/policy document for the activity)	Administrator (Indicate the institution that designed, planned, and managed the activity)	Cooperating agency/ies (Indicate co-implementing institution/s)	Funding			Periodicity (Indicate frequency of conduct of activity)	Year last conducted
					Amount (in USD thousand)	Type (Indicate if amount is: Allocated, Planned, Indicative, Proposed)	Source (Indicate if source/s is/are: Government, Development Partner, Both)		
A.	CENSUSES								
1	Population and Housing Census	Government Order videC-2/607 dated 09 Marxh 2017	NSB	All Ministries and Agencies	Nu. 254.000 Million	Allocated	RGoB	10 years	2005
2	RNR Census		MoAF	MoAF	Nu. 183.331 million	proposed	RGoB/ FAO/ Donar partners	10 years	2008
3	Livestock Census		MoAF	MoAF, DoL	Nu.1.1 Million	Allocated	RGoB	Annual	
6	Economic Census	Government Order	NSB	MoEA, MoF, GNHC, LG & Other relevant agencies	Nu. 34 Million	Allocated	World Bank	10 years	Ongoing
B.	SURVEYS								

1	Bhutan Living Standard Survey		NSB		450	Proposed	World Bank	5 years	2017
2	National Health Survey	OD Recommendations	NSB/MoH	GNHC, MoH, MoHCA, NSB	Nu 25 Millions	Allocated	WHO,UNFPA, (DHS 2012)	5 Years	2012
3	STEPS Survey		MoH	GNHC, MoH, MoHCA, NSB	Nu. 6.1 Millions	Allocated	WHO (2014)	5 Years	2014
4	Nutrition Survey/Micronutrient Survey		MoH	GNHC, MoH, MoHCA, NSB	Nu. 20 Millions	Allocated	WHO/UNICEF(2015)	5 Years	2012
5	Global Youth Tobacco Survey		MoH	GNHC, MoH, MoHCA, NSB		Indicative		5 Years	
6	Patient Satisfaction Survey		MoH		Nu. .4 Millions	Allocated		As and when	
7	EPI Survey		MoH					5 Years	2008
8	KAP Survey		MoH						
9	Annual Household Survey		MoH			Allocated		Annual	
12	Enterprise Survey		DCSI, MoEA		Nu. 1.18 million	proposed	World Bank	As and when required	2015
13	Gross National Happiness Survey		CBS						
14	Job Prospecting Survey		DEHR, MoLHR	MoLHR & MoEA	Nu. 1.5 Millions	Allocated	RGoB	Annual	2017
15	Agriculture Survey		MoAF	MoAF, DoA	Nu. 7.26 million	Allocated	RGoB	Annual	
16	Labour Force Survey (transferred to NSB from next year)	Govt. Executive Order	DEHR, MoLHR	NSB & MoLHR	Nu. 4.327 millions	Allocated	RGoB	Annual	2017
18	Tourism Exit Survey		TCB	TCB	22.7272727	allocated	RGOB	annual	2017

20	Outbound Tourism Survey		TCB					Annual	
21	Domestic Survey		TCB					Annual	
22	Tourism Industry Survey		TCB					Annual	
	Informal Balance of Payment Survey	RMA Act 2010	RMA						
23	Tourism Employment survey		TCB					Annual	
26	Targeted Household Poverty Survey(THPP)		GNHC	NSB,OGZ,					
27	Disability Study		GNHC	NSB, MoH,MoE					
28	Media Impact Study		DoIM	MoIC	30770	Indicative	RGoB		
29	Others, please specify [insert rows for additional activity]								
30	Violence Against Children Study		NCWC	MoH, NSB, GNHC, MoE, RENEW, Nazhoen Lamtoen	200000	Indicative	UNICEF	5 years	2016
31	Violence Against Women/Girls Study		NCWC	MoH, NSB, MoLHR, GNHC, NSB, RENEW	200000	Indicative	UNDP or UNFPA	5 years	2018
32	Labour Market Analysis								
33	Employment Survey		DCSI, MoEA		NA	NA	NA	As and when required	2015
34	Market Price Information	Consumer Protection Act, 2012	OCP, MoEA	Shopkeepers	Nu. 0.2 million	Allocated	RGoB	Quarterly	2018
35	Household Energy Usage Pattern								
36	Energy Data Directory								

Annex C – List and status of existing administrative based data in Bhutan

No.	Administrative data	Compiler/producer	Source activity	Legal/policy basis for the activity (Cite legal/policy document for the activity)	Funding			Periodicity of activity (Indicate periodicity of data collection: daily, weekly, monthly, quarterly, semestral, annual, etc)
					Amount (in USD thousand)	Type(Indicate if amount is: Allocated, Planned, Indicative, Proposed)	Source(Indicate if source/s is/are: Government, Development Partner, Both)	
1	Consumer Price Index	NSB	Thromes/dzongkhags	Executive Order, 2006	Nu. 3 M	Allocatted	Government	Monthly
2	Annual District statistics	NSB	Thromdes/Dzongkhags/Regional Offices and other relevant agencies	Executive Order, 2006	Nu.3.5 M	Allocatted	Government	Annually
3	Water and Sanitation/Road/urban infrastructure	MoWHS	Thromdes/dzongkhags	The Local Government Act 2009 and ammendment thereof.				Annual
4	Education statistics	MoE	EMIS					
5	Electricity statistics	MoEA						
6	Employment statistics	MoLHR	MoLHR			Allocated	RGoB	
7	Energy statistics	MoEA						
8	State of Environment report	NEC		National Environment Protection Act				Annual

9	Environmental account statistics	NSB	Annual Report	Constitution of the kingdom of Bhutan, National Environment Protection Act, Mineral Development Policy, etc	5	Planned	RGoB	Annual
10	Government finance statistics	MoF	Annual Report	Public Finance Act 2009	?	Planned	RGoB	Quarterly
11	Health statistics (A)	MoH	**DHMIS as DHIS2.26 (Web-based system)**		70		RGoB/WHO/UNICEF	
12			12.1 Dailly Tracking system on Mother Health Program and Child Health Program					Dailly
13			12.2 Monthly Morbidity and Mortality Report					Monthly
14			12.3 Annual Household Survey (Censuses)					Annually
15	Health statistics (B)		**NEWARSIS (Web-based surveillance System)**				RGoB/WHO/UNICEF	
16			13.1 Dially					Immediately
17			13.2 Weekly					Dailly
18			13.3 Quarterly					

No	Statistics	Agency	Source/Database	Legal basis				Frequency
19	Industrial licenses statistics	MoEA						
20	Information on urban infrastructure statistics	MoWHS						
21	Information on waste management statistics	MoWHS						
22	Monetary statistics	RMA	Financial Institutions	RMA Act 2010 &	NA	NA	Na	Monthly
23	Balance of Payment Statistics	RMA	Financial Institutions, government agencies(DRC,DMEA), corporations, private sectors, FDI companies and NGO	RMA Act 2010				Quarterly
24	Selected Economic Indicators	RMA						Quarterly
25	National accounts statistics	NSB						
26	Producer Price Index	NSB	Private, corporations and government agencies	Executive Order, 2006	Nu. 1 M	Allocated	Government	Quarterly
27	Tourism Satellite Accounts	NSB						
28	Tourism statistics	TCB	Tashel Database system					
29	Trade licenses statistics	MoEA						
30	Trade statistics	DRC						
31	Transport (Surface and Air) statistics	PPD,MoIC	eRALIS for surface Transport and MoIC database for others	Aviation and Surface Transport Act	0	0	0	Every quarter and Year
32	ICT/Telecommunications, Media and Postal Staistics	PPD,MoIC	MoIC database	Information, Communications and Media Act of Bhutan 2018	0	0	0	Every quarter and Year

33	Vital statistics	DCRC	BCRS	Citizenship Act 1958, 1977 and 1985/ census hand book 1993		Allocated	RGoB	Daily
34	Crime statistics	RBP	CCIS (Crime & Criminal Information System)					Daily
35	women and child cases statistics	NCWC	CMIS for women and children in difficult circumstance and child in conflict with law	Child Care Protection Act 2011, NPACP 2012				Daily
36	gender mainstreaming and progress statistics	NCWC	Gender Equality Monitoring System (GEMS)	Executive Order, Domestic Violence Prevention Act 2013				Quarterly
37	Civil Service Statistics	RCSC	CSIS	BCSR		Allocated	Govt.	Annual
38	Export Import Index	NSB						

Annex D – Statistical indicators (NKRAs) required to monitor the 12th FYP

Agency Key Result Areas (AKRAs) & Key Performance Indicators (KPIs) for 12th FYP:

NKRA 1: Macroeconomic Stability Ensured	NKRA 2: Economic Diversity and Productive Capacity Enhanced
NKRA 3: Poverty Eradicated and Inequality Reduced	NKRA 4: Tradition & Culture Preserved and Promoted
NKRA 5: Healthy Ecosystem Services Maintained	NKRA 6: Carbon Neutral, Climate and Disaster Resilient Development Enhanced
NKRA 7: Quality of Education and Skills Improved	NKRA 8: Water, Food and Nutrition Security
NKRA 9: Infrastructure, Communication and Public Service Delivery	NKRA 10: Gender Equality Promoted and Women and Girls Empowered
NKRA 11: Productive and Gainful Employment Created	NKRA 12: Corruption Reduced
NKRA 13: Democracy and Decentralization Strengthened	NKRA 14: Healthy and Caring Society enhanced
NKRA 15: Livability, Safety and sustainability of Human Settlements Improved	NKRA 16: Justice Services and Institutions Strengthened