Mission Report

From a short-term mission on Strategic Plan 2008 - 2012

13 to 17 November 2006

TA for the Scandinavian Support Program to Strengthen the Institutional Capacity of the National Statistics, Mozambique

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List of abbreviations

DAHR   DirecÁ¸o de AdministraÁ¸o e Recursos Humanos
DPICRE   Departamento de CoordenaÁ¸o Planeamento e RelaÁı es Externas
DPINE   DelegaÁı es Provinciais (INE)
DEMOVIS   DirecÁ¸o de EstatÌsticas Demogr·ficas, Vitais e Sociais
DICRE   DirecÁ¸o de IntegraÁ¸o, CoordenaÁ¸o e RelaÁı es Externas
DISI   Departamento de Inform·tica e Sistemas de InformaÁ¸o
DRH   Departamento dos Recursos Humanos
INE   Instituto Nacional de EstatÌstica
SEN   Sistema EstatÌstico Nacional
ToR   Terms of Reference
DANIDA   Agência Dinamarquesa para o Desenvolvimento
NORAD   Agencia Norueguesa para o Desenvolvimento
SIDA   (=ASDI) Agencia Sueca para o Desenvolvimento

1 EXECUTIVE SUMMARY

The overall objective of the mission was to give input to INE concerning the new strategic plan for the system of national statistics in Mozambique 2008 – 2012.

The mission included meetings with INE and SEN technicians and management. Ideas and proposals were presented both on the general setup of the strategic plan and its role, its format and content. The conclusions were presented for SEN Directors. They are given in chapter 5.2 as recommendations for consideration. Some other and more detailed observations are given in 5.3. A set of transparences from the meeting with the directors is enclosed.

2 INTRODUCTION

The mission was carried out according to Terms of Reference (see appendix 2).

A seminar on the new strategic plan had been held in August with INE, SEN and other relevant partners. Prior to this an evaluation of status of the existing plan in the whole SEN had been carried out. The material from this evaluation and the August seminar were an important basis for the present mission.

3 TERMS OF REFERENCE

The objective of the mission was to give INE an external input to the work of creating the Strategic Plan 2008 – 2012. The strategic plan will define the strategic goals, development and performance for INE during the period within its environment composed of SEN, the Mozambican society and the surrounding world.

Terms of reference are enclosed (appendix 2).

4 OUTLINE OF WORK

The programme included meetings on the strategic plan with different parts of INE, DPINE (Maputo province) and SEN. There were also meetings on more specific topics and a meeting with the funding partners. A brief overview of the meetings follows.

1. Directora Destina Uinge, DICRE/INE and Dra. Alda Rocha, DICRE/INE. Topic: Introduction to the consultants work and preparation of the agenda.

2. Meeting with technicians from DPINE Maputo Province. Discussion on the relations between central and decentral (provincial) work at INE.

3. Director Destina Uinge, Dra. Marta Chaquisse, Dra. Edite Dauane and Dra. Alda Rocha, about the evaluation of the existing strategic plan, the August seminar on strategy and main challenges for the new plan.

4. Dra. Alda Rocha and Dra. Leonette Mabjaia, DRH/INE (Sæbø). The systematic quality work was followed up. The meeting also addressed implications for the strategic plan and further work in this area.

5. Director Adjunto Tomàs Bernardo, DISI/INE (Jorner).
Discussions on IT issues both at INE and within the statistical system.

6. Directora Fatima Zacarias, DEMOVIS/INE, and DRa. Zuraida Khan, DEMOVIS/INE (Wismer). The meeting addressed the challenges for social statistics. Especially the UNICEF project concerning the revival of the registration of children was discussed.

7. Meeting with representatives of SEN, see enclosed list of participants. The meeting addressed the need for data from INE and the need for cooperation among the institutions in SEN. Especially the need for common training in dissemination, IT and data collection was discussed.

8. Meeting with directors of SEN. A proposal of a structure for the new Strategic Plan was presented. In the discussion was it stressed, that the plan will serve as a mean for dialog with users, data providers and staff. The Norwegian approach for building strategy by use of scenarios was presented.

9. Conclusion meeting with Vice-President, Dr. Valeriano Levene, and counterparts.

The report concludes with proposals for the work on the strategic plan and other observations.

5   FINDINGS AND RECOMMENDATIONS

The time for completing the next strategic plan for statistics in Mozambique is not ample, and there has been done a lot of good work on the plan. Hence, there is no need to propose a revolution compared to the direction and content of this work so far. However, some proposals that could modify the plan and facilitate the completion of this have been put forward.

5.1   Status

The existing plans are good, and the evaluation shows that the more specific objectives are or will be largely achieved in the strategy period.

The existing visions and missions are long, and probably hard to remember. On the other hand, discussions in the August seminar on strategy indicate a wish to include new issues such as sustainability and the Governmental priority on reducing poverty.

Other comments in this seminar comprised proposals to highlight more decentralization in the production of statistics, more regional statistics (on a more local level) and regional indicators, human resources and capacity building, infrastructure, quality control (of SEN), data bases and analysis.

5.2 Recommendations

The meetings revealed the challenge to balance a wish to include more and specific items into the strategic plan, versus a clear plan that focuses on the most important issues in a way that does not overlap too much with the 5 years plan and other steering documents, such as the statistical law.

General
There is not much difference between the existing strategic plans (SEN and INE) and 5-years plans. The difference between strategic goals and concrete activity plans should be clear in the new plans. However, the 5-year plans should use the same structure as the strategic plan, and be clear of the division of responsibilities between organizations in SEN.

The description of the general framework and the context in the existing strategic plan is still valid, and there should be no need repeat these general considerations in the new plan. Hence, it is proposed to make this shorter than the existing plan. Other relevant steering documents should be referred to in the strategic plan (by footnotes or at the end).

Structure
The Strategic Plan will have both an external and an internal use. Therefore the structure of the strategic plan should facilitate the priorities, i.e. highlight the most important issues. This calls for separate chapters/parts for strategic issues such as competence/human resource development and coordination. The current strategic plan has one main chapter on the production of statistics, including dissemination, data collection and integration/coordination. In the new strategic plan these issues could constitute separate chapters, even if they should be short.

A possible structure could be:
1. Vision, mission and main objectives
2. Focus on users (including dissemination)
3. Focus on data providers (including data collection)
4. Production and analysis of statistics
5. Cooperation and coordination (SEN, DPINEs, international)
6. Quality and methodology
7. Human resources and infrastructure (including funding)

Recommendations and observations linked to these main issues follow.

Vision, mission and main objectives
Both the existing vision and mission are long, and few people will probably be able to remember them. The new strategy will have an external as well as an internal public. Short visions and missions are more user friendly than long ones. The vision in the existing strategic plan consists of about 6 lines. Key words are quality information, development, democracy and modernization. At the end of the minutes from the August seminar, a vision consisting of about 4 written lines is proposed. Key words are sustainable production of quality statistics, as a basis for strategies for fighting poverty, taking the districts into account.

One possibility is just to say *"Statistics for democracy and development"* (or something similar).

What the vision is based on (for example sustainable production and districts) and a part of (such as strategy for reducing poverty and other Governmental goals) could be explained in an *additional comment* (which is not a part of the strategy).

Similar considerations could be done for the mission, *reducing it to a short sentence that everyone will remember, and add an explanation*.

As for the need for *consolidation and a sustainable statistical system*, a formulation on this could be put up as a main strategic objective instead of including it in the vision. In addition, the main objectives could include *objectives on to cover the need for statistics (such as in the existing plan) and coordination*.

Focus on users
The new plan should reflect political signals, e.g. put more emphasis on development of district. This implies need for more information on low(er) geographical levels.

Free and easy access for statistics is important - both to minimize the time spend for users in finding the right information, and for the credibility of the statistical institution. Easy access is important for both the general public but also for the more advanced users, which will often have demands for more than the published statistics. A policy for this access should be formulated.

A part of this policy could be the introduction of a *dissemination database in INE and SEN* (a pilot already exists in INE). This database should be introduced step by step, and needs for training should be taken into account. Coordination of concepts will be an important issue to facilitate the flow of data.

The general public, which is represented by the media, will be a more important user for SEN. Therefore dissemination for the press should be developed.

SEN should provide help and training for the users – targeted to different user groups.

Focus on data providers
Data providers should be a targeted group. The response burden should be considered in all statistical operations, and a policy for data providers should be formulated. Such a policy may include the dialog with the data providers and steps according to the statistical law.

In order to reduce response burden – and thus achieve higher response rates and better quality in answers – *statistical survey activities should be coordinated between agencies*. E.g. one agency might use – possibly after small changes – data from another agency. Or, two agencies may combine efforts in a common survey. An obligation to report every survey directed to firms and institutions to a special body could be considered.

New administrative sources should be considered as data input to the statistical system.

Production and analysis of statistics
One should consider to describe the statistics production *by structuring this chapter by subject matter areas*, e.g. demography, social statistics, economic statistics, and not by censuses, surveys and current statistics. Gender statistics may be included as part of the social statistics. The plan should include some consideration on the priorities between subjects.

Production includes the responsibility for the whole process and providing good statistics for society, from analysis of demands to dissemination.

Analysis includes analysis of the statistical results as well as analysis of the production process, e.g. planning for use of Census 2007 results. This work should involve all stake-holders in the statistical system. The description should be short and more general than what will be included in the 5-years plan.

The production of *indicators* shall be integrated into the statistical system to ensure relevant and timely information.

Cooperation and coordination
INE's role is not only to coordinate the national statistical system, but also to promote statistics from all parties. As for coordination, this will both be formal and informal. Formal coordination involves basic building blocks as standards and classifications, i.e. ensuring that data from different sources can be combined. Construction of dissemination or output data bases should be mentioned in this context. A national statistical system is built bottom up, i.e. with individual producers processing their own data. However, the systems should be standardised – in contents and technically – so that users can use one entry point to reach all relevant statistical information.

Coordination implies and requires cooperation. This should be sought on all levels, with exchange of information etc. Moreover, the roles of the provincial offices and their interactions with the central office should be more closely defined. As with all cooperation within the statistical system, efforts to build trust must continue.

Quality and methodology
The general description should be short; one could refer to the quality declaration. Quality assurance in SEN should be mentioned, possibly also a systematic screening of statistics (see more on systematic quality work below). Another thing to consider is the balance between quantity and quality in the statistical sys tem, i.e. to choose between the introduction of new statistics and the improvement of old statistics.

Human resource management and organisation
Capacity and competence building in the methodological and IT areas are imperative, both in INE and in the whole system. Joint training programs should be planned. Impacts from the new system of public administration should be mentioned. Cooperation with the university should be encouraged. Also good working environment (including buildings), which is necessary for

an efficient organisation, could be mentioned. Furthermore it should be noted, that the implementation of the strategic plan is depending on adequate funding. Prioritization is important also for possible donors.

5.3   Other observations for consideration

In this chapter we list other observations made under the meetings held during our mission, specially the meeting with SEN technicians. Some of this may be used in the strategic plan, some in the 5-year plan and some observations could be used in the daily management. The chapter follows the same structure as the preceding chapter; a structure that has also been proposed for the plans.

Focus on users: Dissemination
INE is or should be clearing-house for official statistics for dissemination of statistics. This includes a list of all available statistics, and links to the responsible ministries, and the establishment of a dissemination database that has already been mentioned.

Focus on data providers and register statistics
This point involves both the use of laws and better dialogue. As mentioned, better coordination is important. Seminars for data providers to show concrete benefits of statistics, as well as feed-back of results, are other measures.

The new system of public administration should be considered as a new source for statistics about the public sector.

The UNICEF project concerning an active register for children should be followed closely and evaluated as a possible new source for vital statistics.

Production of statistics
The need for making plans for new areas, e.g. environmental statistics, was mentioned. This should be a SEN activity. However, extending the statistical production should be balanced versus the need to consolidate and improve quality.

Develop existing areas during period, e.g. labour force (in according with political goal) at low geographical level, for women, children, informal sector etc. This approach should be at SEN level; some of this may be covered in existing or enlarged survey, or by administrative data.

An integrated plan for the timing of special surveys should be developed. For example to ensure that household and demographic and health surveys fit with ministries planning/evaluation cycles.

Cooperation and coordination
INE should work out a strategy for the provincial offices. Double-work seems to be done, e.g. on data entry. Also plans for a single "data line" from province to capital should be worked out (e.g. the same line for INE as for the Ministry of Health).

Better cooperation with universities, both for recruitment and professional assistance, shoud be promoted Examples include providing possibilities for graduate student to make "project work" at INE/Ministries and shared professorships in (applied official) statistics.

Quality and methodology - Systematic quality work
The work in this area proceeds slowly, but several of the recommendations from earlier missions and INEs own plans on quality are about to be carried out. The first step now will probably be the internal quality survey. An action plan for quality will be established.

Further education of facilitators will not take place until the third quarter of 2007, due to the workload in connection with the 2007 census. But just this census calls for quality work to be carried our (for example on questionnaires and procedures). However, the main challenge when it comes to facilitators will be their authority, their functioning depend on sufficient authority in the institution.

A new possible activity is a systematic screening of selected statistics, with respect to both product quality (relevance, accuracy, timeliness etc.), processes and institutional factors. This will also include an evaluation of the quality of (ingoing) administrative data.This will need a team of reviewers, and could represent a concrete task for people also with background as quality facilitators. Establishment of a systematic screening system for statistics and are mentioned above. It should be looked upon in connection with the proposal from the August seminar to set up a group for quality control within SEN.

Human resources and IT infrastructure
Training has to be coordinated. This concerns both data collection, processing and dissemination, as well as corresponding IT tools.

One could consider the possibility for management rotation. And delegation should be encouraged, e.g. by working out delegation rules.

A joint concept of databases should be developed within INE and SEN. This should include decisions to build bottom-up, but with standards at appropriate levels, e.g. contents, classifications etc.

INE needs some long-term planning for statistical hardware, e.g. renewal at province levels.

One should consider establishing an IT counsel at INE. This should not be too technical; it might be chaired by a "non-IT-expert".

APPENDIX 1. People worked with

The list only includes persons the mission team has had separate meetings with. In addition many represenatives from INE and SEN have participated in the larger meetings with SEN and INE directors and technicians. Separate participant's list has been set up from these meetings.

- Destina E. S. Uinge, Directora DICRE
- Alda Rocha, DICRE
- Marta Chaquisse, Chefe DPICRE
- Edite Dauane, Técnica superior DICRE
- Fatima Zacarias, Directora DEMOVIS
- Leonette Mabjaia, DARH
- Dr. Valeriano Levene, Vice-President of Economic Area
- Lars Carlsson, Consultant, SCANSTAT Team Leader

Meeting with DPINE Maputo
- Alberto Simão Mahanga
- Milice Luis Muhate
- Alexandre David Manjate
- Evaristo Marcos Manhenje
- Joaquim Júlio Langa

A meeting has also been held with representatives from donor partners (DANIDA, SIDA and NORAD).

APPENDIX 2. Terms of Reference
TERMS OF REFERENCE

for a short-term mission
on
Strategic Plan 2008 - 2012
- Seen with different perspectives -
November 13 to 17, 2006

within the Scandinavian Assistance to Strengthen the Institutional Capacity of INE/Mozambique

Consultants: Ms Kirsten Wismer, Statistics Denmark
Mr Ulf Jorner, Statistics Sweden
Mr Hans Viggo Sæbø, Statistics Norway

Counterparts: Mr João Loureiro, President INE
Ms Destina Uinge, Program Director of the Scandinavian program
Ms Alda Rocha, External Relations

Background

In 1996 the Government of Mozambique restructured its planning and finance administration institutions. The National Planning Commission was incorporated into the Ministry of Finance and its Statistics Directorate was transformed into an autonomous institute – INE. The National Statistical System (SEN – Sistema de Estatística Nacional) was created (Law nº 7/96 of July 5) in 1996 and it comprises INE, the High Council for Statistics, Bank of Mozambique and the Co-ordination Council for the Population Census. SEN is coordinated by the High Council of Statistics chaired by the Prime Minister or by a member of the Government. The council consists of the President of INE, representatives from ministries, universities the private sector.

INE was formally constituted through a Presidential Decree (nº 9/96 of August 28), and it became the central executive body of the SEN. INE is in a legally binding manner responsible for the overall collection, production and dissemination of statistics in the country within the framework of the SEN. INE is managed in the daily work by the President, and the High Council of Statistics has the responsibility to propose the work plan for the statistical production in Mozambique. INE has gone through a very rapid growth focused on the statistical production.

INE can delegate authority to specific departments of some ministries to collect and publish official statistics and has so far delegated responsibility to departments of the Ministries of Health, Education, Agriculture, Labour, Fisheries and Science and Technology for certain components of the national statistical system, such as data indicating coverage of health programs, education enrolment figures and annual agricultural surveys. A further decentralised structure is present by the Provincial Branches of INE. Bank of Mozambique is responsible for the balance of payment statistics. INE is placed under the tutelage of the Council of Ministers and is reporting to the Council of Ministers via the Minister of Finance.

The overall development purpose of the activities of INE and SEN is the enhanced use of statistical information for decision-making and provision of information. Among the most important users are public administration and the

academic/research community, bilateral and multilateral donor organisations, media, NGOs and unions.

The Government of Mozambique has embarked on a process of strengthening INE so that it efficiently can generate reliable, relevant and timely statistical information particularly for the monitoring of the Absolute Poverty Reduction Action Plan (PARPA).

SEN is presently guided by a five-year strategy plan (Plano Estratégico do Sistema Estatístico Nacional 2003-2007). The plan has the objectives to ensure that:
- statistical information is produced to guide public policy decisions, business decisions and decisions by other organisations and that the public at large, official policy and other actions are guided by statistical information,
- adequate statistical information is provided and disseminated in a user-friendly and timely manner,
- this statistical information is produced in a cost efficient manner and in a proper order of priority given the resource limitations.

On the basis of the strategic plan, a five-year operational plan - Plano Estatístico Nacional 2003-2007 - has been elaborated for SEN. That plan was approved in November 2002 by the High Council of Statistics and is the second five-year plan related to the activities of INE. The plan stipulates the activities to be implemented including censuses and surveys and overall development activities.

Organisational Structure of INE
- **President**
- **Two Vice Presidents:**
- Demographic, Vital, and Social Statistics (VPINED)
- Economic Statistics (VPINEE)
- **Six Directorates:**
  Demographic, Vital, and Social statistics:
    - Directorate for Censuses and Surveys (DCI)
    - Directorate for Demographic, Vital and Social Statistics (DEMOVIS)
  Economic Statistics:
    - Directorate for National Accounts and Global Indicators (DCNIG)
    - Directorate for Sector Statistics and Enterprises (DESE)
  Horizontal Areas:
    - Directorate for Administration and Human Resources (DARH)
    - Directorate for Integration, Coordination and External Relations (DICRE)
- **Office of the President**
- **Eleven Provincial Branches (DPINEs),** situated in each of the provincial capitals and one in Maputo City.

The number of permanent employed staff at INE is at present 406 persons, 192 working at the headquarters in Maputo and 214 working at provincial level in the DPINEs.

Objective
The objective of the mission is to give INE an external input to the work of creating the Strategic Plan 2008 - 2012 defining the strategic goals, development and performance indicators for INE during the period within its environment composed of SEN, the Mozambican society and the surrounding world.

Expected results
The mission is expected to generate ideas that will function as input for the strategic plan 2008-2012.

Activities
- Meetings with the president, the vice presidents and directors.
- Meetings with other parts of the Mozambican society, SEN and INE
- Participating in the actual formulation and layout of the plan

Tasks to be done by INE to facilitate the mission
- Elaborate ToR for the mission
- Prepare and supply the consultant with necessary documents and information, such as mission reports, strategies, plans etc.
- Supply good working conditions for the consultant
- Provide a detailed program for the consultations

Timing of the mission
See frontpage.

Report
The consultant will prepare a draft report to be discussed with INE before leaving Maputo. The Consultant will submit a final draft to INE for final comments within one week of the experts have returned to work. Statistics Denmark as Lead Party will print the final version within 3+ weeks of the end of the mission. The structure of the report should be according to Danida format.

The Counterpart has to ensure that the final printed report has at least a summary in Portuguese if the main report is in English – or vice versa.

These Terms of Reference were prepared by

Day   /   /
....

Approved by/in the name of the President of INE

Day   /   /   ....

Prepared by:

Plano EstratÈgico de *Sistema de Estatìstica Nacional* 2008-2012
- Algumas ideias e sugestı es

Ulf Jorner, Statistics Sweden
Hans Viggo Sæbø, Statistics Norway
Kirsten Wismer, Statistics Denmark

Structure of plan

⊙Vision, mission and main objectives

⊙Focus on users

⊙Focus on data providers

⊙Production and analysis of statistics

⊙Cooperation and coordination

⊙Quality and methodology

⊙Human resources and infrastructure

Vision

☞ Short, easy to remember

☞ Follow up with explanation

Vision, example

Statistics for democracy and development

   +

Reference to political goals, programmes, etc.
Sustainability and consolidation (not part of the vision)

Focus on users

- Assessment of (future) needs
- Functional dissemination of statistics
- Free and easy access to statistics
- New user groups
- User help and training

Focus on data providers

- Limit response burden
- Co-ordinate data collection
- Cooperation with providers

Production and analysis of statistics

- For each subject matter area, e.g.
  Economic, Social, etc.
- Responsibility for whole process
- Analysis as well as planning
- Indicators ⇐ Statistics ⇐ Data

Cooperation and coordination

- INEs role in system
- Cooperation on all levels
  - Between ministries
  - Between subject matter areas
  - With provincial offices
- Definitions and classifications

Quality and methodology

- 🏆 Quality declarations
- 🏆 Sound practices
- 🏆 Quality assurance within whole SEN
- 🏆 Quality vs. quantity

Human resources and infrastructure

- 👥 Training, e.g. IT, Statisical methods
- 👥 Collaboration, e.g. University
- 👥 Good working conditions
- 👥 IT strategies
- 👥 Funding

On processing the plan

- **?** Reference group
- **?** Include Vice-Presidents of INE
- **?** Include (one or two) from SEN

Obrigado e Vamos Debater!