



Strategic planning for official statistics in Mozambique

Report from a short-term mission 27 May – 5 June 2002

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



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The main purpose of the mission was to assist in the completion of a final draft for the new strategic plan (2003 – 2007) for official statistics within the National Statistical System (SEN) in Mozambique. This plan includes both the guidelines ("Linhas gerais") and the direction, main objectives and some measures for how to achieve the objectives. The mission included a seminar with the participants of SEN, members of the High Council for Statistics (CSE) and other users of statistics, to get feedback to the proposal. A preliminary version of the final draft had been proposed by INE as input to the seminar.

The mission was carried out in co-operation with a mission on the Logical Framework Approach (LFA) in planning, by Chris Denell from Statistics Sweden. This should facilitate consistency between the strategic plan and an operational 5 years plan that was initiated during the mission. The operational plans should be looked upon from a LFA point of view. A workshop on LFA was also carried out during the mission.

This report is based on the seminars and meetings with INE and focuses on the next steps and issues that still need some clarifications and in some cases decisions, to finalise both the strategic and the operational plan:

- The final draft of the strategic plan for SEN is planned to be complete within 2 weeks from the end of the mission, to be submitted to the CSE by the end of June for adoption.
- The 5 years operational plan including development activities should be elaborated by the help of working groups including the producers of official statistics in Mozambique and preferably also some users. This plan will be based on the strategic plan and should not be too detailed, in particular for the last part of the 5-years period. A template to structure relevant information on each activity has been proposed by Chris Denell. The working groups should adopt a LFA point of view, making it easy to work out LFA matrices if needed. A final draft of the operational plan should be finished by October at the latest. The operational plan can be annexed to the strategic plan. It will constitute a basis for future funding of official statistics in Mozambique.
- Sector strategic plans may be worked out if needed for formulating policies that are more detailed than what is written in the overall strategic plan. There are already some such plans in INE such as on IT and dissemination, which will be the basis for possible updating.

2 INTRODUCTION

The mission was carried out according to Terms of Reference (appendix 1). The programme included an external seminar to discuss a preliminary draft of the new strategic plan for 2003 - 2007.

A first mission within the same area took place 7 - 17 February 2000, see MOZINE 2000:01, a second mission 2 - 9 November 2000, MOZINE 2000:11, and a third mission 27 August to 6 September 2001, MOZINE 2001:07. The results of those missions represent the point of departure for this mission, in addition to the draft strategic plan that was further elaborated during the stay. In the first mission the results were presented in a seminar, to discuss a list of key topics that normally are included in a strategic plan for official statistics and a National Statistical Institute. A list of gaps in the current Strategic plans (1998 - 2002) and challenges for the follow up of these plans and daily work were also considered. During the second mission a draft proposal for structure and disposition of the next strategic plan was proposed. This was presented in a seminar held during the third visit.

The main output of the missions in this field is input to improve the work of SEN and INE during the period of the next strategic plan (2003 - 2007). Inputs are given as ideas and assistance to the formulation of the plan, as well as advice on necessary future and daily work to the Presidency of INE and other executives within the SEN.

3 ACTIVITIES DURING THE MISSION

3.1 Terms of reference

The mission has the following objectives:

- § Make a follow up of the recommendations and proposals from the preceding missions
- § Give further suggestions and ideas to contribute to the strategic plan of SEN
- § Assist INE in completing the final draft of the strategic plan of SEN 2003 - 2007
- § Propose suggestions and ideas that contribute to work out more detailed strategic plans for the different areas of SEN
- § Propose suggestions and ideas that contribute to obtain consistency between the strategic plan and the operational plans in the different areas of SEN

The results of the mission should be:

- § A final draft for a strategic plan for SEN 2003 - 2007
- § A draft of guidelines or principles for how to work out operational plans of SEN based on LFA-methodology and consistent with the strategic plan
- § Proposal for guidelines for how to draw up strategic plans for the different areas of SEN

A seminar with the participants of SEN, members of CSE and other users of statistics, to get feedback to the proposals and other ideas would also take place.

3.2 Outline of work

Existing strategic planning documents are the basis of all missions on strategic planning.

A preliminary draft for the strategic plan for SEN 2003 - 2007 had been prepared by INE assisted by Assa Guambe, and to a large extent following the structure worked out during the earlier missions within this field.

The terms of reference put emphasis on completing the final draft strategic plan for SEN, in addition to linking this to operational plans (following LFA methodology) and possible sector strategic plans. The co-operation with INE counterparts was important, especially Mr Luis Mungamba, Head of INE/DICRE, in addition to the co-operation with Chris Denell (on operational plans and LFA).

The strategic plan has the following structure:

- √ Vision and general objectives
- √ Framework
 - The Statistical Act
 - International co-operation
 - Technical assistance and financial resources
 - Human resources (as a constraint)
- √ Context
 - Important characteristics of development of society
 - Users
- √ Production of statistics
 - Census and survey statistics
 - Current statistics
 - § National accounts
 - § Sector statistics
 - § Short term indicators
 - § Regional indicators
 - Dissemination
 - Data collection
 - Integration and co-ordination of SEN
 - Information technology
- √ Research and analysis
- √ Methods and quality management
- √ Organisation, management and human resources

At the time of the mission the draft contains all the areas except for data collection.

During the mission Assa Guambe worked to finalise the draft version of the strategic plan.

Hans Viggo Sæbø concentrated on discussing the principles behind the strategic plan, and to propose how to proceed from the strategic plan to an

operational 5-year plan for SEN based on this. The basic principle is a total quality approach, taking the uses of statistics and the user needs as the point of departure. Since the plan aims to cover the whole statistical system of Mozambique (SEN) and includes "linhas gerais" or general guidelines, the concept and characteristics of official statistics are central. The consistency between the strategic plan and operational plans, and hence how to link the strategic plan to an operational 5 years plan is an important issue. It should be possible to use the LFA method for project planning, and a clarification of the links between the principles behind the strategic plan and this methodology was also an issue.

3.3 Seminar

The purpose of the seminar on strategic planning was to discuss the draft final version of the strategic plan for SEN 2003 - 2007, and to initiate the work with an operational plan based on this. The seminar had about 50 participants from INE, "Órgãos Delegados" and other ministries, UNDP, FAO, NORAD and DANIDA. The slides presented in this seminar are enclosed (appendix 2).

The discussion in the seminar concentrated on comments to the existing draft, in particular on the description of co-operation. Cooperation on analysis of statistics was mentioned in particular.

The organisation of the work with an operational 5 years plan was another main issue. This work will require involvement of all the producers of statistics in Mozambique, and possibly some users.

The synthesis from the seminar is enclosed (appendix 3).

4 FINDINGS AND RECOMMENDATIONS

4.1 Quality and planning

Work and planning in a statistical institute should be based on a total and systematic quality thinking with the user needs as the point of departure. In short we can say that indicators expressing something (important) that affects user satisfaction are quality indicators. Hence, the issue of selecting quality indicators is to translate user needs into requirements of products and eventually processes.

The quality dimensions of statistics (product quality) are often described as:

- Relevance and completeness ("Relevante")
- Accuracy ("Fiável")
- Timeliness and punctuality ("Oportuna/Disponibilizada dentro dos prazos")
- Comparability and coherence ("Coerente")
- Accessibility and clarity ("Acessível")

Cost is also a quality indicator since the production of statistics has to be as effective as possible.

Official statistics must also be produced on an independent and objective basis, and personal integrity of data providers must be protected. The response burden is a quality indicator since it contributes to the costs of statistics for society. An important observation is that clarity of statistics requires good and structured documentation.

Good product quality is necessary to satisfy user needs, but improving process quality is a precondition for better product quality at an acceptable cost. Other aspects of a systematic quality work, is the participation of all relevant parts in improvement processes, teamwork and motivated and satisfied employees. A short term mission to INE on systematic quality work is planned for September 2002.

In the draft strategic plan the uses and users of statistics are considered before the production of statistics (in "Contexto"). Other involved parts such as the cooperating partners within and outside SEN and the data providers are considered in the chapter on production of statistics since these are very much integrated in the production process. There is a separate chapter on methods and quality management considering the quality dimensions of statistics.

The Logical Framework Approach (LFA) is based on the same quality principles as the strategic plan, with user needs as the point of departure to ensure quality in the planning process. Participation of all relevant parts (users, co-operating partners and others providing inputs to the final result) is central.

4.2 From a strategic plan to an operational plan

The draft strategic plan for 2003 - 2007 concerns the whole SEN and includes both the principles for official statistics and description of conditions that are relatively permanent, in addition to main activities and a list of statistics that have to be produced.

The principles comprise the purpose of official statistics, description of the statistical system following international standards, statistical law, confidentiality, international statistical co-operation, and a description of which issues statistics shall enlighten, and what type of statistics to be produced as a result of this.

The strategic plan first of all gives the *direction for future statistics* in Mozambique and INE. It also includes *main objectives* and some important *measures* to be taken to obtain these objectives.

All statistics and projects do not have to be mentioned in the Strategic plan.

In the seminar the following figure was presented to illustrate the differences between the different plans:



Compared to a strategic plan, an operational plan differ by including:

- Plans for more specific activities with measurable objectives
- Indication if it is a new activity/development component (large part development) or if it is a current activity
- Time schedules (chronograms)
- Responsibilities
- Resource estimates and budgets

In particular development projects will need separate planning documents such as a project description before they start.

Briefly, it can also be said that a strategic plan is dealing more with HOW to do things, while operational plans to a large extent deal with WHAT to do and WHEN.

It should be possible to look upon activities and projects from a point of view of the method of Logical Framework Approach (LFA). This in particular concerns activities that need donor funding, since LFA represents a tool enabling the donor society to evaluate projects in a standardised way.

The Strategic plan will be a *reference* for the operational plans, both a 5 years operational plan and the more detailed annual plans.

5 year is a relatively long period for an operating plan, and the feasibility of such a long term operational plan can be questioned. It is often difficult to predict the timing for starting completely new activities on a longer term than 2 years. Detailed and concrete planning has to take place on an annual basis anyhow. However, some projects (such as the Population census 2007) have a long planning horizon, and a large amount of donor funding might also require a 5 years operative plan. But even if major donor contributions like the Scandinavian have a 5 years perspective, the plans for year 3 and onwards are of rather tentative character. A 5 years operative plan has to allow for some *flexibility*. Delays occur for various reasons (most commonly because of lack of financial and/or human resources) in every country, and often one has to choose between consolidating resources to finish ongoing projects, or spread resources to initiate other projects which are included in the long term plan. A strategic plan giving the direction of development and work will be

more unaffected by delays than long term activity plans, and this is also one reason for having a clear distinction between the strategic plan and the activity plans. But even if the strategic plan includes principles that are not due to change, changes in surroundings (context, for example policy issues) and technology can lead to a need to deviate from or revise this during the period.

In the enclosed table example (annex 4) some of the activities with objectives described in the draft strategic plan are listed. Some of them are specific and should clearly be included in the operative plan. Some are more general, and could be made more specific. For others where this is difficult or too early, it could also be necessary to group several of them under general headings, in order to mark that more specific activities are foreseen in the relevant areas during the period, or that this is a general ongoing activity that has to be included in the budgets. This in particular concerns current activities without large development components.

The *process* of setting up a plan is very important. Participation of those who will use the results shall ensure quality (defined by user needs, in particular relevance at the planning stage). All co-operating partners have to be involved in the planning to identify themselves with the result and be committed to the work later. This also concerns those who will give input to the project (for example data), to avoid later and surprising bottlenecks.

A planning process that involves all relevant parts is as mentioned an important issue of LFA.

A preliminary time schedule for working out the 5 years operative plan for statistics in Mozambique, based on the strategic plan, was presented in the seminar. This will be revised, but the final objective is to finish it by October 2002. The operational plan will serve as a basis for the appraisal for the Scandinavian project support.

4.3 Next steps

The final draft of the strategic plan for SEN is planned to be complete within 2 weeks from the end of the mission, to be submitted to the CSE by the end of June for adoption. To ensure that all the relevant parts have had the possibility to participate and give their views on a strategic plan, there is ideally carried out a "hearing", among co-operating partners, users, data providers and donors. The CSE represents the main co-operating partners and major users. Many of the involved parts also had the opportunity to give their views during the seminar carried out during the mission. The function of the hearing should therefore (to a large extent) be covered.

The 5 years operational plan with development activities should be elaborated by the help of working groups including the producers of official statistics in Mozambique and preferably also some users. There could be one working group comprising the whole SEN including INE in addition to a separate INE group. If there should be one operational plan for SEN and one more detailed one for INE could be discussed, but assuming that the structure will be similar, the plans could anyhow be put together. Hence this mission report refers to *one* operational plan.

The operational plan will be based on the strategic plan and should not be too detailed, in particular for the last part of the 5-years period. It could use a table like the enclosed one as a basis, with measurable objectives, time schedules, responsibilities and some resource estimates. Another basic document the operational plan could benefit from is the project document elaborated for the Scandinavian co-operation with INE.

A template to structure the operational plan with relevant information on each activity has been proposed by Chris Denell in her report. The working groups should adopt a LFA point of view, making it easy to work out LFA matrices if needed. A final draft of the operational plan should be finished by October. The operational plan can be annexed to the strategic plan. It will constitute a basis for future funding of official statistics in Mozambique.

Sector strategic plans should only be worked out if needed, for formulating policies that are more detailed than what is written in the overall strategic plan. There are already some such plans in INE (for example on IT and dissemination), which will be the basis for possible updating.

4.4 Possible issues for a next mission

A new mission in this area has originally been scheduled for at latest November 2002. Both the strategic and the operational plans for the next 5 years are assumed to be complete by then. In addition to a follow up of the planning process and plan, a seminar to present the work could be a possibility.

5 APPENDIX 1. People worked with

- João Dias Loureiro, Presidente do INE
- Luis Mungamba, Director Adjunto da Direcção de Integração, Coordenação e Relações Externas (DICRE)
- Hans Erik Altvall, Consultant, Coordinator of the Swedish Twinning Project
- Chris Denell, Consultant

In addition discussion with people present in seminar (about 50 persons from INE, "Órgãos Delegados" and other ministries, UNDP, FAO, NORAD and DANIDA).



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ESTATÍSTICA

DIRECÇÃO DE INTEGRAÇÃO, COORDENAÇÃO E RELAÇÕES EXTERNAS

MISSÃO DE CURTA DURAÇÃO NO ÂMBITO DO PROGRAMMA ESCANDINAVO

SOBRE

ÚLTIMO RASCUNHO DO PLANO ESTRATÉGICO 2003/7 DO SEN

1. Antecedentes

No âmbito do Sistema Estatístico Nacional (SEN), o INE é a instituição responsável pela produção, coordenação e difusão de informação estatística oficial e fiável necessária aos programas e planos de desenvolvimento sócio económicos do País.

Três missões de consultoria de curta duração, foram realizadas pelo Consultor Viggo Saæbø da Estatística da Noruega para o processo de elaboração do Plano Estratégico para o SEN para o quinquénio 2003-2007. Todas as missões efectuaram-se dentro o Projecto de Geminação - "TWINNING" - entre o INE e a SCB da Suécia.

Os relatórios das três missões são MOZINE 2000:01, MOZINE 2000:11 and MOZINE 2001:07.

A contra parte principal do INE durante as missões foi a Senhora Assa Guambe, ex- Directora da Direcção de Integração, Coordenação e Relações Externas. A Senhora Guambe deixou o INE em Dezembro de 2001 o mas continua a apoiar o INE na elaboração do plano estratégico durante a sua estadia fora de Moçambique.

Em finais de Maio realiza-se a primeira missão do Programa Escandinavo de Assistência ao INE, cujo objecto é o Plano Estratégico a primeira deste programa financiado pela Dinamarca, Noruega e Suécia, que substitui o Twinning.

2. Problemas e causas da missão

A elaboração do plano estratégico 2003 do SEN surge da necessidade do INE, como entidade coordenadora e produtora de estatísticas oficiais, em perspectivar uma visão estratégica para todo o sistema estatístico nacional, tendo em conta as prioridades e necessidades para o desenvolvimento socio-económico e ambiental do País.

Durante as missões anteriores foi elaborada e desenvolvida a estrutura de um novo plano estratégico.

O ponto de partida foi dado a partir do Plano Estatístico Nacional, das Linhas Gerais e as Respectivas Prioridades para 1998-2002 e do Plano Quinquenal do INE para o mesmo período.

O novo plano estratégico será a base ou a referência para o próximo plano operacional 2003 - 2007 do SEN e do INE. Será também a referência para a programa escandinavo 2003-2007.

3. Beneficiários principais da missão

Órgãos do Sistema Estatístico Nacional, Órgãos Delegados do INE, o INE, as instituições produtoras e utilizadoras de informação estatística tanto a nível nacional como internacional.

4. Objectivos da missão

- Follow-up das recomendações e propostas das outras missões realizadas na mesma área
- Propor sugestões e ideias que contribuam para desenhar o último rascunho do novo plano estratégico do SEN
- Assistir INE em finalizar o ultimo rascunho do plano estratégico 2003 do SEN
- Propor sugestões e ideias que contribuam para desenhar planos estratégicos separados e mais detalhados nas diversas áreas do SEN
- Propor sugestões e ideias que contribuam para obter consistência entre o plano estratégico e planos operacionais

5. Resultados esperados

- Último rascunho do plano estratégico do SEN para 2003/7
- Rascunho dos “guidelines” para a transferência do plano estratégico a planos operacionais do SEN com base no método “Logical Framework Approach” (LFA) ou em Método do Quadro Lógico (MQL), em Português.
- Proposta dos princípios para desenhar planos estratégicos nas diversas áreas do SEN

6. Actividades a serem realizadas pelos Consultores

Os Consultores deverão trabalhar directamente com as suas contra partes principais do INE num processo de assessorai, consultando as opiniões e contribuições de outros intervenientes indicados

nestes Termos de Referência de modo a fornecer “inputs” para sobretudo finalizar o ultimo rascunho do plano.

Ao mesmo tempo que esta missão vai ter lugar uma missão com um consultor sobre planos operacionais usando o método LFA. Termos de referência separados serão preparados para a missão LFA. Os três consultores deverão cooperar e fazer um plano de trabalho durante as missões, visto que os temas das missões estão interligados.

7. Agenda da missão

- Encontros com a Presidência e com as Direcções do INE
- Realização de um seminário no dia 30/05 com a participação dos intervenientes no processo
- Possíveis encontros com os Órgãos Delegados do INE e Banco de Moçambique
- Trabalho de gabinete com a contra parte do INE (DICRE)

8. Tarefas do INE para a realização da missão

- Elaborar os TOR para a missão.
- Convocar e coordenar os encontros com os órgãos do SEN
- Fornecer “input” para a elaboração do rascunho do plano estratégico a partir da estrutura elaborada e desenvolvida durante as missões anteriores.
- Organizar e criar condições para a realização de um seminário com os utilizadores e produtores da informação para recolha de contributos para o plano.
- Disponibilizar condições para o trabalho de gabinete do consultor.
- Disponibilizar os planos existentes e outros dados necessários para o trabalho do consultor.
- Fazer a avaliação da missão e dos “output” para o plano.
- Preparar o plano, após a missão, para ser apresentado em Novembro 2002 ao CSE.

9. Consultores e Contra parte

Consultores: Viggo Sæbø da SSB da Noruega e Assa Guambe consultora local.

Contra parte principal: Luís Mungamba, Director Adjunto da DICRE

10. Principais Intervenientes:

Presidência e Directores do INE

Órgãos do SEN

Órgãos Delegados do INE

Principais utilizadores

11. Período da missão

De 27 de Maio a 07 de Junho de 2002