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DENMARK



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## A Short Term Mission on the Planning Process Cycle

23 November - 27 November 2009

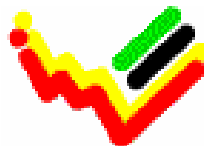
in the frame work of

### *AGREEMENT ON CONSULTING IN INSTITUTIONAL CAPACITY BUILDING, ECONOMIC STATISTICS AND RELATED AREAS*

between

***INE and Scanstat***

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## List of abbreviations

DARH	Directorate of Administration and Human Resources
DCNIG	Directorate of National Accounts and Global Indicators
DICRE	Directorate of Integration and Statistical Coordination
DISI	Department of Informatics and Information Systems
ESGOP	European Statistics Code of Practice
GDDS	General Data Dissemination Standard
INE	Instituto Nacional de Estatística, Mozambique
MZM	Mozambique Meticaís
Scanstat	Consortium between Statistics Denmark, Statistics Norway and Statistics Sweden
SDDS	Special Data Dissemination Standard
SDMX	Statistical Data and Meta data exchange
SEN	Sistema Estatístico Nacional; the National Statistics System (NSS)

## 1 RESUMO EXECUTIVO

Esta foi uma missão muito curta (duração uma semana) para discutir métodos de planeamento como sejam utilizados na Estatísticas de Dinamarca e em outras instituições nacionais de estatística na Europa. Aqui há muitas diferenças, mas também muitas semelhanças com os países Escandinavos. INE está claramente trabalhando muito forte de aplicar os mesmos princípios e métodos que são utilizados no resto do mundo.

A principal diferença entre a Escandinávia e o Moçambique é o sucursais regionais nas províncias de Moçambique (DPINEs). Os diferentes sectores dentro do SEN pode ser encontrado na maioria dos países, embora a situação na Dinamarca é mais clara com o INE-DK como produtor de quase todas as estatísticas oficiais.

INE e Moçambique tem uma ambição clara a aderir ao SDDS. Para alcançar a plena conformidade com a SDDS um calendário dos publicações mais detalhado será necessário. INE também deve ser capaz de informar e explicar todos os desvios do calendário de publicação para o FMI que monitora o cumprimento.

A partir desta perspectiva do consultor, o desafio mais difícil pela frente é a compilação de dados suficientes sobre a utilização do tempo de trabalho, dinheiro e competências do pessoal de ter um sistema de planeamento baseado em custos e experiências documentadas.

O conceito de participação do pessoal e outros interessados na elaboração do próximo plano estratégico 2013-2018 parece óbvio e o INE já está tomando passos para garantir que os interessados se envolver mais no processo de planeamento.

Cerca de ½ dia foi utilizada em discussões de experiências Dinamarquês em relação ao desenvolvimento de uma estratégia de divulgação.

*Obrigado*

Finalmente, gostaria de agradecer a todas as pessoas que se encontram em INE para facilitar a visita e para tornar a minha estadia, tanto profissionalmente interessantes e desafiadoras.

## 1 EXECUTIVE SUMMARY

This was a very short mission (one week duration) to discuss planning methods as they are use at Statistics Denmark and other European national statistical institutions. There are a lot of differences but also many similarities to the Scandinavian Country's. INE is clearly working very hard to implement the same principles and methods as used in **the** rest of world.

The main difference between Scandinavia and Mozambique is the regional branches in the provinces of Mozambique (DPINE). The different sectors inside the SEN can be found in most country' although the situation in Denmark is a lot clearer with INE-DK producing nearly all official statistics.

INE and Mozambique has a clear ambition to join the SDDS. To reach total compliance with the SDDS a more detailed publishing calendar will be

needed. INE must also be able to report and explain all deviations from the publishing calendar to the IMF who monitors the compliance.

From this consultants perspective the most difficult challenge ahead is to compile sufficient data on the utilization of working time, money and staff competences to have a planning system based on documented experiences and costs.

The concept of Staff and stakeholder involvement in the formulation of the coming 2013 -2018 strategic plan seems obvious and INE is already taking steps to ensure that stakeholders get more involved in the planning process.

Roughly ½ a day was used on discussing Danish experiences in relation to the development of a dissemination strategy.

*Thanks* Finally I would like to thank all persons meet at INE for facilitating the visit and for making my stay both interesting and professionally challenging.

## **2 Introduction and background**

Like most NSIs - INE bases it's activity around a 5 year strategic plan. The present strategic plan covers the period of 2008-2012. A midterm review of the plan and its implementation is planned to be conducted in 2010.

Developing a new strategic plan is a long process especially in Mozambique where interests of both international donors and the actors and stakeholders inside the SEN needs to be formulated and coordinated. One complication to the planning process is the regional offices (DPINE) who operates at the provincial level. The DPINEs are part of SEN and of INE but are mainly financed through the budgets of the provincial governments.

As a head start for developing the 2013 – 2018 strategic plan INE is at the moment formulating a planning manual that shall guide the development of the next strategic plan. The guide will also provide instructions on how to develop the PAAO (Annual action plan)

## **3 Implementation and current challenges**

From a Scandinavian perspective it is suggested that the guide and INEs planning procedures are amended to include:

- References to a yearly publication plan with specific dates
- Collection of systematic knowledge of resources used for producing specific products
- A match between available staff skill and skills that are required for producing the different surveys
- Clear and well defined indicators of all goals set out in the Strategic and annual plans

### 3.1 Harmonization of methods and reporting

On Monday and Tuesday the consultant visited the DPINE's in Xa-Xai and Inhambane where Lars Carlsson interviewed members of local staff on their opinions regarding planning and quality in the statistical production. From the interviews and similar interviews done in other provinces it seems that there is a very high potential for improving the planning procedures.

The amount of work planning and the degree of detailed reporting seems to vary from DPINE to DPINE. Organizational structures and boarders may prevent it but it would be obvious for all DPINE's to use the same planning and reporting templates. It is not clear if such streamlining is in fact possible do to institutional boarders.

### 3.2 The unexpected is to be expected

From discussion with Amélia Muendane it seems that work planning at INE is sometimes disturbed by new requirements and surveys that unexpectedly pops up doing the year. It is off cause not every day that a NGO comes by with funding for a new and urgent survey. But in general hardware like computers or cars will brake down and need replacement. Staff members will leaver for other jobs and other people with comparable skills have to be recruited.

Some kind of budget and resource buffer should be set aside for such events. The buffer must of cause be adjusted over the year so that the budget is fully used at the end of year. If this is not possible, the change of plan and priorities done to accommodate the unexpected should at least be clearly documented and explained in the follow up and reporting.

### 3.3 Publishing plan / Publishing calendar

Both the UN principles of Statistics and the European Statistics Code of Practice assumes that the NIS produces a publication calendar. Compliance with the SDDS<sup>1</sup> also assumes a publishing plan. Users of statistics must know the statistics are published well in advance and our political independence is underlined when users can see that the political level can not delay or advance the publishing of statistics.

As a minimum the INE planning manual should therefore make a reference to a publishing plan. All periodical publications like IPC/CPI, Foreign trade and national accounts should therefore be part of this calendar. INE already produces a publishing plan as part of its yearly activity plan. However the plan is relatively elastic and vague when it comes to naming precise dates. This will need to be changed if Mozambique is reach compliance with the SDDS.

When a detailed publishing calendar is produced it will be possible for INE to measure the timeliness / punctuality of it's statistics. Timeliness in this context is usually defined as the distance between the reference period and

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<sup>1</sup> SDDS – Special dissemination standard – IMF standard

the date of publishing. Timeliness is usually used as quality indicator in the statistics production process.

### **3.4 Evidence based planning**

A necessary condition for efficient planning is knowledge about the past or more specifically about the resources (money and working hours) spent on compiling each statistics.

It seems that there is relatively little historic evidence on production time and costs available at INE. In comparison with European statistical offices who operates on very fixed schedules the work at INE is less “periodical“ with very large field surveys being conducted at different intervals. The number of ad hoc surveys does make it difficult to predict and plan the financial and staff resources from year to year.

However it is suggested that at least some pilot study’s on time registration and cost based accounting are done in order to facilitate an improved planning process at INE. Experts from Scanstat and from NORAD has commented on these issues before.

### **3.5 Follow up and reporting**

INE follows up on its planning, the PAAO, monthly and quarterly and in the annual report. It is suggested that the follow up is extended to include the actual dates of publication instead of plainly stating if the publication was published or not.

It is important that follow up on budget, plans and goals is a continuous and ongoing process. In some cases this monitoring process will be supported by IT systems and in other cases it will be done manually.

In both cases it requires investments, time and dedication. The necessary amount of planning and follow up is usually a large and difficult task. Therefore senior management needs to delegate the job of follow up on planning and reporting to staff members. This delegation must go hand in hand with the necessary authority to do efficient planning and reporting.

## **APPENDIX 1 List of persons met**

Mrs Amélia Muendane  
Mr. Louis Mungamba, Director, DARH  
Mr. Anselmo Leonardo O. Nhane, DICRE/DISI  
Mr. Arão Balate, Director DCI  
Mrs. Destina Uinge, Director DICRE  
Mrs. Fatima Zacarias, Director DEMOVIS  
Mr. Saide Dade, Director DCNIG  
Mr. Tomas Bernardo, Chef DICRE/DISI  
Mr. Arnaldo Artiel, Chef DARH/DRH  
Mrs. Leonette Mabjaia, DARH/DRH  
Mrs. Noelia Mabunda, DARH/DAF  
Mr. Tor Oftedal, Norwegian Embassy

### **Scanstat Consortium, LTA:**

Lars Carlsson, Long Term Adviser in Institutional Capacity Building  
Julia Cravo, Long Term Adviser in Economic Statistics

## **APPENDIX 2 List of Literature**

All mission reports from the Scandinavian programme are available online at: [www.dst.dk/mozambique](http://www.dst.dk/mozambique)

Relatório anual de actividades  
Plano anual de actividades



## APPENDIX 3 Activities during the mission

The following activities are expected to be conducted during the mission from November 23 to November 27:

- Monday 23 November* Travel and visit to DPINE in Xai-Xai and Inhambane together with Mrs. Amélia Muendane (Head of DICRE) and long term adviser Mr. Lars Carlsson. Meetings with the provincial “delegados” with the purpose of discussing the needs for planning. Various discussions with Mrs. Amélia Muendane on aspects of planning and management.
- Tuesday 24 November* Meetings in Inhambane together with Mr. Lars Carlsson to interview representatives of the local staff. The purpose was to get an understanding of their planning needs and to discuss their position on improving work process and the quality of the statistical production cycle.
- Wednesday 25 November* Discussion and reflections on experiences from Xai-Xai and Inhambane with Mr. Carlsson. Suggestions for improvements and additions to the planning manual that is in preparation. The planning manual in preparation will support a revised planning process at INE (Objective 1 of the TOR).
- Identification of potential performance indicators in relation to INE’s overall strategic goals and for the measurement of the timeliness of the normal day to day production of INE.
- Thursday 26 November* Give the staff involved in the planning process an updated overview of the different planning cycles used at Statistics Denmark. Strategic planning (5 year plan), Yearly Work Plan, Yearly Publication plan and program, these planning cycles are generic to the process of most European statistical offices (Objective 2 of the TOR).
- Discussion on the INE publication plan and its role in the planning process of INE. The publication plan is often the visible result of the planning process and the place for measuring the success of the planning process.
- Friday 27 November* Adjustment of the recommendations for the planning manual according to the discussions with counterparts and stakeholders.
- Debriefing with Mrs. Amélia Muendane, Mrs. Destina Uinge Unige and Lars Carlsson to discuss the recommendations and further work on the planning process. Discussion on the planning of future Scanstat activities.
- Activities not directly related to TOR.* Meeting the Mr. Mungamba (Scanstat Contract Manager) on general Scanstat business, Meeting with Julia Cravo (LTA economic Statistics), Meeting with Norwegian Embassy (Lead of common fund)

## APPENDIX 4 TERMS OF REFERENCE

Sept 1, 2009

### TERMS OF REFERENCE

for a short-term mission on

### The Planning Process Cycle

23 – 27 November, 2009

within the

AGREEMENT ON CONSULTING IN INSTITUTIONAL CAPACITY BUILDING,  
ECONOMIC STATISTICS AND RELATED AREAS  
between INE and Scanstat.

Consultant: (for Scanstat to propose)

Counterparts: Mrs Amélia Muendane Director of DICRE and Mrs Destina Uinge Assessor.

#### **Background**

The Mozambican National Institute of Statistic (INE) early introduced a culture of planning based on the Logical Framework Approach, (LFA). INE has tried to follow this approach but up to recently a big part of the activities at INE has been supported by programs financed directly by external sources and thus having their own planning, monitor and evaluation systems. This is now changing.

During recent years there have been several important changes affecting the INE planning process. A unified administrative financial system has been introduced in Mozambique (SISTAFE); the move from separate external financing of INE into the INE Common Fund has been fulfilled; and the system of a more integrated 3 year public planning model (Scenario Fiscal) is getting more and more important. Thus all these changes drive INE to adjust its planning process in order to accommodate the new perspectives and possibilities in the best possible way.

#### **Objectives and activities**

The general objective of the mission is; 1) to discuss the proposal on a revised planning process cycle recently worked out by INE 2) to participate in a workshop for INE staff, highlighting specific techniques and recommendations worked out during part 1 and finally 3) to give the staff involved in the planning process an updated overview on how different planning systems work and relate them the situation at INE

In the second part an important event will be workshop where the lecturer will highlight specific parts of the planning process with the purpose to increase the understanding of their importance and relevance according to an analysis of the needs and constraints. The workshop will be targeted at people working with planning (including directors and head of departments) and will thus also give the lecturer a deeper insight in the actual thinking behind the present situation. If possible the Ministry of Planning and Development should be invited to explain common trends in planning within the public sector of Mozambique

#### **Expected results**

The goal of the mission is to have the outlines of a modern planning process defined - a process that combines present strengths at INE with the demands from the various stakeholders.

**Beneficiaries of the mission**

The staff of INE involved in planning will be provided with the ideas and tools needed to fulfil their job in a planned and satisfactory way. This will in the next turn benefit all of the work that INE is undertaking.

**Tasks to be done by INE to facilitate the mission**

- Elaborate ToR for the mission
- Elaborate a proposal on a revised planning process cycle
- Prepare and supply the consultant with necessary documents and information, such as mission reports, strategies, plans etc.
- Supply good working conditions for the consultant.

**Source of Funding**

Project: MPD – 2008 – 0011 – Coordenação e Integração Estatística  
PAAO09 – 4.3.1 – Planeamento e Gestão Estratégica

**Timing of the mission**

See above

**Place**

The premises of the National Institute of Statistics in Maputo

**Language**

Portuguese and English.

**Report**

The consultant will prepare a short final report to be discussed with INE before ending assignment. Statistics Denmark as Lead Party will publish the final version on [www.dst.dk/mozambique](http://www.dst.dk/mozambique) within 3+ weeks of the end of the mission. The structure of the report should be according to Danida format.

*Approved by Amélia Muendane INE/DICRE*

Day / / .....

*Confirmed by Luis Mungamba, Contract Manager for the INE – Scanstat Contract*

Day / / .....