



Mission Report

Scanstat coordination mission to INE Mozambique

Maputo 2-12, December 2002

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

Elisabeth Gulløy, Statistics Norway/Scanstat, 2-7th December, 2002
Lars Erik Gewalli, Statistics Denmark/Scanstat, 4-12th December, 2002



Instituto Nacional de Estatística

This report contains
restricted information
and is for official use only.

Elisabeth Gulløy
Statistics Norway
elisabeth.gulloy@ssb.no

Lars Erik Gewalli
Statistics Denmark
leg@dst.dk

Table of contents

| | | |
|---|--|----|
| 1 | Introduction..... | 5 |
| 2 | Activities during the mission | 6 |
| 3 | Findings and recommendation: two important observations. | 9 |
| | ANNEX 1 Persons met during the mission | 11 |

List of abbreviations

| | |
|----------|--|
| CEMPRE | Business Census) |
| CO | Scanstat Coordination Office in Statistics Denmark |
| Danida | Danish International Development Assistance |
| DICRE | Directorate for Integration, Coordination and External relations |
| DKK | Danish Kroner |
| DSt | Statistics Denmark |
| EUR | European Euro |
| IAF | Household Budget Survey |
| INE | Instituto Nacional de Estatística, Mozambique |
| INE-P | Instituto Nacional de Estatística, Portugal |
| IT | Information Technology |
| MZM | Mozambique Meticais |
| NOK | Norwegian Kroner |
| PRODOC | Project Document |
| Scanstat | Consortium between Statistics Denmark, Statistics Norway and Statistics Sweden |
| SCB | Statistics Sweden |
| SEK | Swedish Kronor |
| SEN | The National Statistical System in Mozambique |
| SSB | Statistics Norway |
| USD | US Dollars |
| ZAR | South African Rand |

1 Introduction

The purpose of the mission was combined. Firstly, to take part in the second Steering Committee meeting of the "Bridging Support Program to Strengthen the Institutional Capacity of the National Statistics, Mozambique" scheduled for December 5, 2002. Secondly, to coordinate activities within the Scanstat consortium and to follow up on the team of long term consultants stationed in Maputo on behalf of Scanstat. Important issues for discussions were

- experiences and performance of the Scanstat team during the first half of the Bridging period,
- administrative functionality of the program,
- activity plans for Scanstat advisors related to activity plan of INE
- Scanstat review of the draft PRODOC as drafted by external consultant Mr Lars Lundgren,
- the continuation of the project after May 8, 2003
- and donors' plans for the process ahead.

The report does not go into detail with statistical activities in INE. This subject is treated in quarterly progress reports from the Program. Instead, we refer to the activities performed during the mission and conclusions drawn from them. Finally, we present a few viewpoints to raise discussions related to what we regard as two specifically important observations: the IT situation in INE, and the possible need for coordination of different technical support activities in INE.

The team would like to express its thanks to all officials and individuals met for the kind support and valuable information which the team received during its stay in Mozambique, and which highly facilitated the work of the team.

This report contains the views of the consultants, which do not necessarily correspond to the views of Danida or INE.

2 Activities during the mission

Steering Committee Meeting

The second Steering Committee meeting was postponed one week, to December 12th. Therefore, only Mr Gewalli was able to attend on behalf of the Scanstat Home Offices.

Introduction to INE Directorates

The Scanstat home office representatives were introduced to INE staff and organisation by Mr Luís Mungamba and Mrs Alda Rocha from Directorate for Integration, Coordination and External relations (DICRE). In bilateral meetings with Directors, Mrs Destina Uinge from Directorate for Demographic, Vital and Social Statistics, and Mr Arao Balate from Directorate for Censuses and Surveys, present INE activities and constraints were discussed.

INE expressed satisfaction with the Scanstat program, although they pointed at the language situation as one constraint to overcome. For the Scanstat delegation, the overall impression from these meetings is that INE and its dedicated staff holds a very high tempo both in ordinary and project activities. The two dominating statistical activities within INE this period are the CEMPRE (eng. Business Census) and the IAF (eng. Household Budget Survey). They are both resource-demanding and long-lasting challenges to the organisation of INE (especially to field staff and responsible unit). As such, they form an important background to the Bridging Support program.

One of the constraints referred to by INE in these meetings was the problem with lack of IT capacity in the subject matter departments. IT support sometimes constitutes a bottleneck in the organisation. The Scanstat delegation supports the idea that IT infrastructure, organisation and strategy in INE should be utterly focused in future, also to increase the gains achieved through support in subject matter areas.

Consortium performance and quality monitoring

The delegation had joint meetings with the Scanstat team on present and future activities, experiences and challenges. The work plan and short-term mission list of the Bridging Support Program were discussed.

The one-year bridging contract between Danida and the consortium was signed 8 May 2002. After a period of practical and organisational establishment, also the team of long-term consultants that arrived in September are gradually integrated into INE's ordinary activities. Working groups have been established, and also the new consultants are gradually getting acquainted with the social and institutional structures in INE. By going through some statistical areas receiving support, the delegation was given a broad overview of the situation, plans etc. Activities to increase information flow about the Scanstat bridging project throughout the organisation as well as towards other external actors in INE were discussed. In order to be able to create the results foreseen in the Project Document, the long-term consultants generally found that there is a need of more discussions and follow-up about strategic matters with INE management.

The delegation also had individual meetings with the Scanstat consultants to discuss and advise on activities, terms of reference, experiences so far as well

as expectations for the future. We support the elaboration of individual activity plans for the long-term advisors adapted to the activity plans of their respective directorates, and it is of great importance that the advisors receive feed-back from INE to their suggestions in this manner to avoid a feeling of isolation.

Administrative functionality of the program

After their arrival in Mozambique, the long-term advisors have spent relatively much time on practical arrangements: housing, IT infrastructure, residential visas, work permits, cars, offices etc. In one aspect, this has given the consultants valuable insight in the Mozambique society and life. On the other hand, one could say that valuable and expensive time is used for other purposes than they were meant for. Several of these activities might just as well have been performed by locally hired personnel, even in a more effective manner. The delegation therefore suggests that the administrative performance of the program is strengthened through hiring of an administrative assistant, if necessary on part-time basis.

Information on the INE-Scanstat cooperation in Scandinavian statistical offices

The team of long-term consultants suggested the home offices to develop information presenting the INE Scanstat program, the consultants and INEs activities within the established websites of the Scandinavian statistical offices. The purpose is to increase the knowledge of this program in the statistical organisations, and also towards the external community in these countries. The delegation agreed upon this, and draft information and website structures will be developed.

Draft budget for technical support in the next phase

Together with Team Leader, the delegation elaborated on a draft budget for the technical assistance in the period after the Bridging program. The draft was based on the DANIDA template for the existing project, the previous PRODOC for the five-year project period, and a very rough needs assessment for various types of technical support in INE.

Comments to PRODOC

The draft PRODOC by consultant Lars Lundgren was discussed with the Scanstat long-term team, and the delegation supports the team in their comments to PRODOC of 29/11 2002.

Informal donor meetings

The delegation had separate informal meetings with two of the three donors: Mr. Thomas Thomsen, Project coordinator from DANIDA and Mr. Lars Ekman from NORAD. The SIDA representative was not in Maputo at the time. Subjects for discussions were the present situation in the project and the process towards a possible continuation of the project, incl. the following appraisal of the five-year project plan, and information regarding other Scandinavian organisations working in Mozambique.

The two donors both expressed satisfaction with the present development in INE, and their preliminary hopes for a continuation of the Scandinavian program. An appraisal is planned to take place in February, consisting of a delegation with four members appointed by the donors. A continuation of the project cannot be expected to commence before June or July 2003. The

delegation concludes that there is no reason to believe the Program will end after that point in time.

3 Findings and recommendation: two important observations

1. IT strategy and organisation

ST mission on IT strategy and management?

Information technology is a much more sensitive resource in a statistical office than in most other institutions. It is close to the heart of the institution. With a non-harmonised IT system in INE, it will be difficult to develop and maintain a well-structured statistical production system over time. Initial suggestions for a long term IT strategy and related activities based on INE's 5-year plan have been prepared. It is important that the top management in INE considers these suggestions, both to initiate an open discussion with internal stakeholders, and to present to the entire organisation the advantages and constraints such a strategic plan will have on the production and decision making. To support management in this process, it is advised, in addition to the present advice, to conduct a short-term mission to further develop IT strategy work on management level.

In-house training facilities in IT?

Internet access has been introduced for staff in INE during the last couple of months. This means that INE has come up to higher technological level, empowering staff to reach large amounts of useful information and thus increasing efficiency. It also means that more attention has to be paid on the maintenance of the systems, which leads to a raised demand of skilled staff. To increase both specialised and general skills in the organisation, it might be an idea to further develop in-house training facilities.

IT Council in INE?

Implications of decisions concerning IT will involve the whole organisation. Consequently, top management involvement in IT strategic decisions is vital to evaluate alternative paths of development to the production of statistics. An IT council with the participation of INE top management together with representatives from the IT organisation in INE, the subject matter areas and the long-term IT adviser might be one way to facilitate an efficient way of working.

2. Need for coordination of technical support

Today, INE receives various types of technical and financial support from several different agencies: Scanstat, World Bank, INE-Portugal, etc. It is the delegation's impression that this sometimes leads to situations where activities are performed at non-optimal points in time seen from INE's point of view. All donors have their favourites when it comes to surveys and puts pressure on INE to follow specific activity plans. All statistical institutes have their favourites when it comes to technical solutions or methodological directions. This might result in resource flows towards more or less "competing" activities at the same time.

Scanstat long-term advisors reported that this fact, when combined with the language constraints and varying information flows, has created situations where subject matter tasks perceived to be within the area of responsibility of Scanstat consultants, appears to be already decided upon by INE after advice from another institute. In the short run, this problem can only be dealt with if all parts try as much as possible to raise the level of information on these matters. However, we know that this has in fact been discussed already, at

least through the report from the long-term "Retiro" in November. It is in particular important for Scanstat, representing the largest donor contribution to INE, that this information can be channelled regularly in order to avoid a less optimal use of technical assistance.

INE is in its full right to decide on whatever technical solution for its own organisation. For Scanstat it is however important to raise the question whether all actors including INE would achieve a better base for decisions if plans and activities were openly discussed. This could for instance be arranged through annual meetings with INE and relevant external actors, including other statistics producers in the SEN, and donors. After presentations of the different activity plans and joint discussions between all actors, the plans could be amended to INE's and SEN's short and long-term plans.

A structure to secure that also the short-term plans are updated frequently and regularly would be beneficial.

One side effect of this would be that INE gets a better opportunity to prioritise between activities in a strategic manner, because the external actors would give their advise in "an open space", subject to discussions between all actors. Another side effect would be increased information for all, including short and long-term advisors to INE. We think that better opportunities to make realistic plans as well as a better overview of the total production would be the result.

ANNEX 1 Persons met during the mission

- Dr. João Dias Loureiro, Presidente do INE.
 - Mr. Luis Mungamba, Director Adjunto DICRE
 - Ms. Alda Rocha, DICRE
 - Ms. Destina Uinge, Directorate for Demographic, Vital and Social Statistics
 - Mr. Arao Balate, Directorate for Censuses and Surveys
 - Mr. Hans Erik Altvall, Adviser, Team-leader
 - Mr. Bo Yttergren, IT Adviser (up to 31 December 2002)
 - Mr. Mogens Grosen Nielsen, IT Adviser
 - Ms. Irene Tuveng, Adviser, Business Statistics
 - Mr. Timmi Graversen, Adviser, National Accounts
 - Mr. Jon Teigland, Adviser, Social Statistics
-
- Mr. Thomas Thomsen, Danida
 - Mr. Lars Ekman, Norad