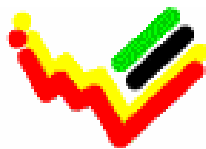




## Report from a visit from the Directors General and Home Coordination offices of Statistics Denmark and Statistics Norway

26 - 30 April 2004

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## Abbreviations

|       |  |
|-------|--|
| HBS   | Household Budget Survey                                  |
| HRD   | Human Resources Development                              |
| INE   | Instituto Nacional de Estatística, Mozambique            |
| LDB   | Live Database (World Bank)                               |
| LFA   | Logical Framework Approach                               |
| LFS   | Labour Force Survey                                      |
| MDG   | Millennium Development Goal                              |
| NA    | National Accounts  |
| PARPA | Action Plan for the Reduction of Absolute poverty        |
| PINE  | President INE  |
| QIBB  | CWIQ, Core Welfare Indicators Questionnaire (World Bank) |
| QNA   | Quarterly National Accounts                              |
| SD    | Statistics Denmark                                       |
| SEN   | The National Statistical System in Mozambique            |
| SN    | Statistics Norway  |
| STAC  | Statistics in Action Course                              |
| TA    | Technical Assistance                                     |

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## EXECUTIVE SUMMARY

1. The Scandinavian Assistance to Strengthen the Institutional Capacity of the National Statistical Institute (INE) has now been in action for almost one year, after the Bridging Program ended July, 2003. All the long-term consultants that began in 2002 have now completed or plan to soon complete their assignments. The situation for replacement of the long term consultants was therefore discussed during the mission. INE had in a letter to Danida and the Consortium suggested prolonging the engagement for the present Team Leader (originally planned to 31 May 2004) for three reasons:

- To ensure a smooth transfer of institutional knowledge about INE to the new long terms consultants.
- Because of the complexity of the program that calls for a strong knowledge about the entire recipient institution - a change of TL may disturb the current satisfactory performance of the program.
- INEs plans, with major surveys such as the Labour Force Survey and the Population Census, will benefit a lot from the present TL as resource person and well experienced advisor. The proposal, which was supported by the Consortium, was subsequently approved by Danida for a period up to 1 July 2005.

2. The human resource situation in INE is satisfactory at the moment, and an extensive training program is financed by above all the Scandinavian Program. Turn-over of trained staff is not a severe obstacle, but still INE expressed a will to develop more training modalities for analysis within the Scandinavian program. It has been discussed to organize medium-term study visits to Scandinavia where INE staff bring data sets from INE to be compiled and analysed during the visit.

3. In 2004/05, one of the main priorities will be the Labour Force Survey (LFS). In the nearest future, INE will have to make decisions on the design of the LFS, its sample size, questionnaires and organisation. The delegation advised INE to carefully consider the need for high quality data on provincial level on all variables and correcting for seasonal variations, compared to the costs of interviewing 18,000 households during 12 months and its consequences for the remaining budget and remaining production.

4. The new short-term business statistics suffers from a very low response rate, and the delegation advised INE to prioritise efforts to improve this instead of introducing quarterly national accounts at the present states.

5. In general, user demands especially from the government put a high pressure on INEs production. INEs right to make own decisions on what to produce and when, and to make the strategic decisions on which statistics to prioritise, or more important, not prioritise, must continuously be underlined in public and towards the line ministries.

6. Coordination of activities between different units in the day-to-day work was mentioned as important for INE to fulfil its goals. The approval of the IT strategy is in particular important in order to ensure that conflicting software, databases and networks can be avoided.

## 1 INTRODUCTION

Since 2002, the three Scandinavian statistical institutes have cooperated with INE Mozambique to strengthen the latter's institutional capacity. The cooperation has gradually developed and is now soon into its third year. The main objective of this mission was for the two General Directors in Statistics Denmark and Statistics Norway to learn more about INE's organisation and production, to follow up program activities and meet key persons in the program. It was also important to meet donors and discuss the respective national assistance development programs in Mozambique with them.

INE had prepared a program consisting of meetings with the management group of the organisation, a seminar on management and international cooperation issues, a visit to one of the provincial offices of INE, and meetings with the Minister of Finance and Planning (who is also the prime minister at the moment), the donors and the IMF. Finally, the delegation attended the Steering Committee Meeting for the Scandinavian Program on April 29.

Apart from the official program, the two home office coordinators have performed ordinary coordination activities.

The delegation would like to express their thanks to all officials and individuals met, both in INE and in the Scandinavian embassies, for their warm hospitality. The mission program has given a unique opportunity to familiarize with INE and its production, and with the project organisation. The donors have showed an inspiring interest in learning about statistical organisations. This has given us the chance to present and discuss challenges for national statistical organisations everywhere.

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

This mission by the Director Generals was financed by the home organisations.

## 2 ACTIVITIES DURING THE MISSION

### 2.1 SEN, INE and the production of statistics

#### **User demands**

In its presentation of SEN, INE highlighted user demands. Its core task is to produce data for improved government management. The production of statistics in Mozambique is a centralised system, but with INE as the guarantee of quality statistics: line ministries are not allowed to conduct surveys unless INE gives permission to do so.

For 2004, the main priorities will be the Labour Force Survey and the informal sector study within this, aiming to cover household related aspects of informal sector (funded by Italian program). In economic statistics, the development of the National Accounts with introduction of new base year 2002 is very important. Besides, INE will continue to develop the structural

economic statistics, especially in terms of quality. The short-term business statistics have a very low response rate.

Another prioritised activity is to introduce local networks at the provincial delegations in order to facilitate the data transfer to the HQ. INE has also plans to extend the activities here also to include the production of publications. Data on provincial level is highly demanded from the political sphere, and it was discussed how, or whether, INE could increase to meet all these demands.

There are also other examples of the strong pressure coming from government users. The introduction of Quarterly National Accounts is mentioned in the 5-year plan, and has been a very important issue for INE at the same time as it has developed the annual national accounts.

The staff situation in INE is for the moment fairly good, and an extensive Human Resource Development program offering training opportunities has been developed with support from the Scandinavian program. Still, INE wanted to discuss other modalities for training, preferably with longer study visits to the Scandinavian institutes. Funds are already in the program for this, and it was agreed to design new types of study visit to strengthen the capacity in statistical analysis and data treatment. Statistics Norway and Sweden have experience from other international projects where statisticians come to SN with own data sets, is given mentoring for a predefined task, and then returns after 2-3 months with analysis experience and enhanced experience in data treatment.

## **2.2 The Scandinavian program**

Project management: INE suggested a clearer distinction between project management and the daily running, practical part of the program. The project management has a very heavy work load, since they also have ordinary management tasks in INE. It has earlier been proposed and was again discussed whether it would be possible to ease the workload by having one project manager solely assigned to this task.

One major achievement was referred to by INE. The Terms of References for short term missions are now to a large degree defined and formulated by INE staff. They also have a more active engagement in evaluations of the quality of the missions, and there are more examples of INE staff keeping in touch with the short term consultants after the missions are completed, for follow up and comments on the development.

In the area of basic economic statistics, the development work during the program period has resulted in much stronger ties between the Economic statistics divisions. However, the low response rates in the short term statistics continue to be a major problem.

## **2.3 Seminar on management and international cooperation**

The presentation of "Strategic planning and management" (by Mr Plovsing) led to a strong debate around the possibilities for transferring Danish practices to an organisation like INE. The two most discussed issues were in

fact the Danish decentralization of decision structures and budget responsibility down to the level of head of division, and an annual decrease in the budget by 2 % for all directorates and divisions. INE's major response to these issues was that decentralisation is tempting but difficult and probably unable to work in practice in INE, due to structural problems with lack of experience in statistical production and a relatively young organisation. The budget situation in Statistics Denmark is also very different from INE. But the main idea: to have regular reductions to stimulate efficiency and active fund seeking outside the institution, was noticed as very interesting.

It was asked whether this has resulted in too heavy pressures on the staff, with unsatisfied employees. The conclusion brought forward after investigating this in Statistics Denmark was that the single most important element for people's job satisfaction is to have an interesting and inspiring job.

Another important issue that was brought up was the fact that official statistics must be regarded as a public good, also when produced on commission for external users. But this does not imply that it is to be regarded as a free good in terms of "nothing to pay for".

In the presentation "International statistical cooperation and the role of official statistics in a globalized world" by Mr Longva, emphasis was put on the importance of strengthening the national statistical organisations, compared to the international ones. Equally important was to strengthen the international cooperation between NSIs, to exchange experiences and stimulate the optimal standardization. Since 99% of the statistics presented by international organisations are in fact produced by the NSIs at national level, it is of uttermost importance that the NSIs cooperate on definitions, standards etc. But it is not given that international standardization always has to be very extensive, reaching a very detailed level. In many statistical areas and situations it might in fact be more optimal to have a relatively rough international standard, allowing for national solutions following national needs and resource situation. It is also important to avoid a situation where donors and international organisations push NSIs to demand tailor-made solutions and reporting systems, which might put unnecessary burdens on the NSIs and make way for double efforts. International cooperation based on the UN principles for official statistics will be increasingly important in the years to come, and Mr Longva mentioned examples from Scandinavian cooperation between the NSIs, resulting in better financial positions and stronger subject-matter developments. Thus, the advice to INE was to make efforts to increase regional cooperation, both in regional groups and thematic groups, and to prioritise the advisory work taking place e.g. in PARIS21, where NSIs from development countries can make joint positions with and develop cooperation with each other.

## **2.4 Other subjects discussed during the mission**

INE expressed a wish to extend our relationships with other types of agreements and cooperation. Bilateral arrangements were very much wanted by INE. It was therefore discussed actual methods to increase our cooperation. As for Statistics Norway, a junior exchange program between the two institutions is one way to reach this goal. Statistics Norway suggested

such a program a couple of years ago, but it was then agreed to postpone it, since the Scandinavian program needed full attention from all involved at the time. Now INE suggested taking up this initiative again, preferably in household survey systems. This could be combined with a medium term stay in the provincial delegations. Statistics Norway will seek information to see if it is possible to find funding for such an arrangement in Norway from 2005.

INE suggested extending our exchange of publications via our libraries. Both SN and SD will be happy to increase the exchange of publications and methodology reports with INE to increase the information available, both for our own staff and for the general public.

Poverty monitoring: a large team from the World Bank on PARPA etc has recently visited INE. The report is forthcoming, but the President claims that the launching of reporting on PARPA and MDG lies in the Ministry of Finance. However, through support from UNICEF, INE produces a CD-rom, based on INE data, giving time series based on previous household surveys.

The delegation discussed instead how descriptive analysis of poverty related issues as well as demographic analysis could be included in the program training activities. At least in Statistics Norway, there is a certain experience to arrange such modalities: medium term study visits where the visitor analyse a data set brought from home, under close supervision and mentoring from Norwegian staff.

The conclusion was to return to this in the next months, since INE wanted to discuss these issues.

### **3 PROJECT COORDINATION ISSUES**

#### **3.1 Steering Committee Meeting**

The delegation attended the Steering Committee Meeting on April 29. The financial report for 1st quarter 2004 and the disbursement plan 2004 were on the agenda but had to be postponed to a new meeting, in two weeks' time. The reason was that the documents were not distributed in time (2 weeks in advance). Danida has suggested that the Consortium represented by the Team Leader should assist INE more in the processing of such documentation, to make sure that the documentation is distributed in due time before the meetings.

#### **Labour Force Survey 2004/05**

In the five-year plan for INE, an integrated Labour Force Survey is to be started in 2004. INE laid forward a draft Master Plan and budget for this survey to the Steering Committee, prepared by INE with the assistance from the Consortium / US Bureau of Census consultants. According to the presentation, the survey ought to be conducted continuously for 12 months to control for seasonal variations in labour. The sample was suggested to consist of 18,000 households, while the costs were estimated to be US\$ 1,330,000. In PRODOC, the survey was budgeted to US\$ 780,000 (assuming data collections in a few rounds).



The large sample size is necessary to make good-quality data on employment available at provincial level for all variables, including those with relatively low incidence (ex. child labour for children 5 years and above). In Mozambique, the users tend to have increased their demand for data at provincial level to serve poverty monitoring and political needs.

The following discussion centred round high costs and, eventually, the need for INE to prioritise. If the provincial level could be abandoned and/or the seasonal adjustments dropped, an ordinary sample size would be sufficient, since cost structure makes it less viable to reduce interview time, and the interviewing could be more concentrated in time. The donors questioned the "value for money"-dimension in producing such high quality data on employment including seasonal adjustments at provincial level, and suggested INE to analyze the Master Plan to design a model better adjusted to the existing budget. It was also suggested as an alternative, to combine the LFS with the QUIBB 2005.

### **Revised Terms of Reference for Steering Committee Meetings**

In the Steering Committee meeting in September last year, a revised Terms of Reference for the meeting was asked for. The background for this was a request to highlight the importance of the meeting as a coordinating body also for other support programs to INE. It was then clear that an Italian program would start up in 2004, including a Team Leader and short-term missions in various statistical areas. The home organisations then made a rough draft, later to be edited by INE, and now put forward to the meeting April 29. Both Danida and the consortium had comments to this new draft. For the consortium, it was important to underline the umbrella function of the Scandinavian program, to avoid double efforts in short-term support and the introduction of conflicting systems in INE. Besides, we found it difficult to accept a suggestion for a new agenda, dividing the meeting in separate parts, and where the different implementing parties were not to be present in each others' parts. The Steering Committee decided to give all parties 2 weeks to put forward a new proposal for the Terms of Reference. The Consortium has accordingly made a draft which is included in Annex 3.

### **Coordination in practice**

The necessity to focus on coordination in the day-to-day management of activities was also highlighted. The horizontal functions such as IT can suffer severely if diverging software, databases or networks are installed in various projects without taking INE's policies and strategies into account.

### **Other items**

DANIDA expressed that the budget for technical assistance ought to be further detailed in the annual Activity Plan of INE. The consortium/program management have no problem with that.

For the agenda and all the recommendations of the meeting, please see the formal minutes drafted by INE.

## 3.2 Other issues

### 3.2.1 Long Term support

At the time of arrival, the delegation received a letter from INE with a request for the present Team Leader Mr Hans Erik Altvall's assignment. According to earlier agreed plans, Altvall had already planned to leave his post from June 1st this year after over three years of assignment. INE had previously accepted a new candidate, Mr Lars Carlsson from Statistics Sweden, to take up the position after Mr Altvall. INE's reason for asking to prolong Mr Altvall's stay was to reduce a possible vulnerability in the project due to the fact that all LTs otherwise would have been renewed this year. INE will also benefit from Altvall's knowledge of the recipient institution and professional background from of Labour Force Surveys and Population censuses.

It can to this be added the important donor review of the program coming late 2004/early 2005.

It is proposed to fill the vacant position as long term consultant in basic economic statistics with Ms Julia Cravo from INE Portugal.

Thus, after discussions, the following list of LT support was agreed upon with INE and subsequently accepted by Danida:

1. Team leader: Mr Hans-Erik Altvall to continue up to 1 July 2005, which means that the earlier agreement to replace him with Mr Lars Carlsson will be postponed accordingly.
2. LTA IT: Mr Mogens Grosen Nielsen to be replaced by Mr Karsten Bormann preferably before but not later than 1 September 2004.
3. LT Business Statistics: Ms Julia Cravo to be hired as soon as possible for a period of 1 year.
4. National Accounts: Mr Jan Redeby to participate with longer subsequent short term missions during 2004-05, commencing in August 2004.
5. LT Social Statistics: Mr Dag Roll-Hansen from end of May 2005 (earlier agreement).

### 3.2.2 Short Term support

The short-term mission list for 2004 was reviewed and amended with the Team Leader.

Possibly, INE will have to discuss whether and when the earlier planned support on the integrated household survey program review shall be conducted. The relationship between the coming LFS and the next round of QUIBB planned for 2005 is important. If additional planning for the LFS is requested for later this year, plans must be carefully coordinated to assure that questionnaire design gives ability for INE to produce poverty monitoring indicators.

The poverty monitoring analysis and training in modelling missions needs to be settled with Terms of References etc. They might be conducted together with/at the same time as the household review (see above), but it is not clear

what INE wants to prioritise in this field. It was also suggested to INE that parts of the poverty analysis activities could be arranged as training courses in Presentation Techniques, for instance to produce small notes on certain aspects of poverty etc. Another alternative is to base the course on reviewing and improving an existing publication in INE, or a poverty profile. Small teams of INE staff (and representatives from the Ministry of Planning) could join in groups to draft the issues represented in such a profile: first, to analyse previous material, its quality and relevance for PARPA monitoring, and then make the presentation on a few selected areas.

In general, training modalities and ST missions organized as training courses were mentioned to be important for the future support. Different ways of organizing this were discussed. More specifically, a sampling course for INE staff will probably be arranged late 2004. None of these suggestions were concluded on, and the Team Leader will continue the discussions with INE. It is necessary to coordinate with training courses that are offered by other donors, such as by EU/SADC and the planned summer courses in September by INE/Portugal. INE's training coordinator has a strategic role in this coordination.

A Terms of Reference with time frame for the planned Gender Training have to be developed by INE as soon as possible if it is to be conducted in September this year.

It is suggested in PRODOC that former LT consultants from the project could be involved as home office advisors in certain specific areas, and it was discussed to appoint Ms Irene Tuveng for such a position in Basic Economic Statistics after she is back in Statistics Norway in June 2004.

## APPENDIX 1. List of persons met

### INE

- Dr João Dias Loureiro, Presidente do INE
- Mr Manuel da Costa Gaspar, Vice President INE
- Ms Destina Uinge, Program director of the Scandinavian program
- Ms Alda Rocha, International coordination
- Mr Saíde Dade, Director National Accounts
- Mr Arão Balate, Director, Census and Surveys
- Mr Azarias Marcos Nhanzimo, Director Sectorial Statistics and Registers

### Ministry of Finance and Planning

- Hon Dra Luísa Diogo, Prime Minister/Minister of Finance and Planning

### Donors

- Ms Grethe Dittmer, Deputy Ambassador of Denmark
- Ms Lis Rosenholm, DANIDA
- Mr Anton Johnston, SIDA
- Mr Thorbjørn Gaustadsæter, Ambassador of Norway to Mozambique
- Mr Jan Arne Munkeby, NORAD
- Ms Lise Stensrud, NORAD
- Mr Rasmus Bakke, NORAD

### 'Italian Project'

- Mr Antoine Capriello, Istat
- Mr Salvatore Farvazza, Team Leader in INE

### Other programs

- Mr David Megill, US Bureau of Census

### Scanstat Consortium

- Mr Hans Erik Altvall, Team Leader
- Mr Mogens Grosen Nielsen, long term consultant, IT
- Mr Bengt Oscar Lagerstrøm, Statistics Norway ST consultant
- Mr Lars Peter Smed Christensen, Statistics Denmark ST consultant

## APPENDIX 2. Programme for the Mission

- 26 April* 1400 - 1530 Introductory meeting with the President of INE, the Management, the Team Leader and the Project Director (All)  
1530 - 1700 Meeting with the Consortium Representatives in INE (Team Leader, LT consultant in IT Mr Nielsen, Project Director) (All)
- 27 April* 0830 - 1300 Seminar on Statistics (All)  
1530 - 1630 Meeting in the Norwegian Embassy (Longva and Gulløy)  
1500 - 1700 Meeting in the Danish Embassy (Plovsing and Gewalli)  
1900 - Official Dinner with the Norwegian Ambassador
- 28 April* 0900 - 1100 Visit to INE Provincial Branch in Maputo (Plovsing and Longva)  
0900 - 1300 Meeting with Team Leader (Gulløy and Gewalli)  
1400 - 1600 Meeting with Labour Force Team and Italian Project (Gulløy)  
1400 - 1530 Meeting with the Prime Minister/Minister of Finance, Mrs Luísa Diogo (Plovsing, Longva, Gewalli)  
1600 - 1700 Meeting with IMF (Plovsing, Longva)  
1900 - Official Dinner for the delegation
- 29 April* 0730 - 0945 Meeting with DANIDA, Team Leader and Project management (Gewalli and Gulløy)  
0900 - 0915 Meeting with Azarias (Gewalli)  
0900 - 0945 Visit to the new Printing Facilities of INE (Plovsing and Longva)  
0945 - 1145 Debriefing with the President and Management of INE (All)  
1145 - 1300 Meeting with the Labour Force Survey Team, the Team Leader and ST consultant from US Bureau of Census, Mr David Megill (Gulløy)  
1400 - 1930 Steering Committee Meeting  
2000 - Official Dinner for Steering Committee
- 30 April* Departure

## APPENDIX 3. Revised Terms of Reference for Steering Committee

INE has the responsibility to initiate, control, run, implement and review project activities within various support projects. Major projects are the Scandinavian Support Program to Strengthen the Institutional Capacity of INE, ("Scandinavian Program") and Italian Support Project for the Development of Mozambique National Statistical System ("Italian Program"). Other donors include the UNICEF, IMF and the World Bank.

The Scandinavian Program is based upon institutional cooperation between INE and the three Scandinavian statistical agencies and aims to develop INE as an institution. It is therefore agreed that this program is the umbrella for all donor support to INE. This means that all other support to INE must be consistent and in harmony with the support from the Scandinavian Program.

The actual modality of the technical support to INE may vary between other donors and the Scandinavian Program, but ought to be arranged with a long-term perspective for institutional building.

Activities and funds from the various support programs have to be integrated into INE's regular work, in its regular reporting system and in its various plans - annual as well as long term plans. The integration of Project activities in INE's ordinary work ensures that many people at INE will be a part of the counterpart support capacity. In particular the Heads of Directorates and of Departments will guarantee a smooth day-to-day running of Project activities.

There is e.g. a specific coordinating group for the Scandinavian Program with all the Directors from INE and all Long term Consultants as members. This group meets monthly for planning, coordinating and monitoring.

INE's "Scandinavian" Project Director - the Director of DICRE - has the overall daily management and responsibility of Project activities from the Scandinavian Program, assisted by the Scandinavian Team Leader.

INE's "Italian" Project Director – The Director for DESE – has the overall daily management and responsibility of the Italian Project activities assisted by the Italian Project Team Leader.

### **Purpose:**

For the purpose of promoting an efficient management and follow-up of implementations of Project Activities, a Steering Committee is established by the PRODOC.

The Steering Committee meets in order to discuss achievements according to plans outlined, discuss developments in the indicators and conditions for the support, to present the accounts for the past period, to discuss plans and budget for the next period and if agreed upon, amend existing plans. In this connection, the Steering Committee will be authorised to adjust planned activities within the stipulated area of support.

### **Composition:**

Chairperson: The President of INE

|                   |   |
|-------------------|---|
| Secretary:        | INEs Project Director for the Scandinavian Program  |
| Ordinary Members: | The Vice President of Social and Demographic Statistics<br>The Vice President of Economic Statistics<br>The Team Leader for the Scandinavian Project<br>The Team Leader for the Italian Project<br>One representative for each of the other major projects to INE : such as IMF, UNFPA, World Bank, UNICEF<br>Representatives for the three donors of the Scandinavian Project<br>Representative for the Italian Donor<br>Representatives for the home organisations of the implementing parties for the Scandinavian Program |

Apart from these, the President of INE can invite other persons to attend the meetings of the Steering Committee whenever this is relevant for INEs development and for coordinating donors activities.

### **Meeting schedule**

The Steering Committee will have three major planned meetings annually, viz during the

- The last week of April on the annual report from the previous year
- The first week of October on the semi-annual report for the current year
- The first week of December on the activity plan and budget for the coming year

The committee may also meet whenever deemed necessary by one of the parties with representatives in the committee.

### **Tasks for the Steering Committee**

The composition of the group with the top management of INE, the donors and the consultants will promote strategic discussions and reviews of project activities.

The group will be instrumental for such as

- Monitoring of achievements, activities and expenditure according to outlined plans and budget
- Discuss developments in the indicators and conditions for the support
- Approve the audited reports (annually)
- Discuss future plans and agree upon revisions and amendments on existing plans
- Agree on a plan and budget for the coming period
- Strategic discussions on the coordination of activities between the various support programmes.
- Related information from support programs or other INE activities

The Steering Committee will thus be authorized to adjust the planned activities and budgets within the stipulated areas of support.

### **Reporting**

All reports to a meeting with the Steering Committee will be submitted to the members not later than two weeks before a meeting. If needed, INE will present an updated version to the meeting.

Draft minutes will be circulated to all participants not later than one week after the meeting.