

TWINNING CONTRACT

Institutional Capacity Building for the Central Agency for Public Mobilisation and Statistics (CAPMAS) and Developing the Legal Framework for Statistics in Egypt

EG/07/AA/F106



MISSION REPORT


on

Drafting a new organisational structure in CAPMAS

Component no 2.7

Mission carried out by
Ari Tyrkkö, Statistics Finland
Cairo, 17 - 21 May 2009

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		 STATISTICS DENMARK
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Table of contents

EXECUTIVE SUMMARY 4

1. GENERAL COMMENTS 5

2. ASSESSMENT AND RESULTS..... 5

 2.1. CONCLUSIONS FROM THE PREVIOUS MISSIONS 5

 2.2. A NEW PLAN FOR THE RE-ORGANISATION OF CAPMAS 6

 2.3. REFORMULATION OF THE STATISTICAL LAW..... 9

3. CONCLUSIONS AND RECOMMENDATIONS 9

ANNEX 1. TERMS OF REFERENCE 13

ANNEX 2. PROGRAMME FOR THE MISSION 16

ANNEX 3. PERSONS MET 17

ANNEX 4. NEW ORGANISATION PLAN PRESENTED BY CAPMAS 18

**ANNEX 5 THE ORGANISATIONAL STRUCTURE OF CAPMAS RECOMMENDED BY THE MS
EXPERT 28**

List of Abbreviations

CAPMAS Central Agency for Public Mobilisation and Statistics
ToR Terms of Reference

Executive Summary

The findings of the consultant are based on presentations given by staff of CAPMAS. The consultant also had access to reports from previous Missions within component 1 and 2 of the Twinning Project.

During the Mission the consultant was presented results of the work of the internal Committee set by the President of CAPMAS. The plan for re-organization concerns two Sectors of the present organization, the Statistical Sector and the Mobilization Sector. Other parts of the organization are planned to be kept intact, at least for the time being. At the same time the lowest level (the divisional level) of the organization is removed and changed into working groups.

The planned organization change is clearly a step into right direction. By creating different Sectors for Demographic and Economic Statistics it clarifies the structure of statistical production and brings the organization structure closer to the international convention. The change also moves resources from ineffective Mobilization Sector to a more profitable use in the production of economic statistics.

However, the re-organization plan includes also a change, which is very difficult to agree. According to CAPMAS the new Sector for Economical and Mobilization Statistics is created by merging economic statistics into the old Mobilization Sector. In the new organization the mobilization activities are placed in a separate Central Department of Economical and Mobilization Studies. After CAPMAS the main part of the present work of Mobilization Sector is comprised of research and studies on the economic and the social capacity of the Nation. Respectively the activity could be merged with other economic studies.

In the short run it is explicable that some developments have to wait for more thoroughgoing changes in the administration or the legislation of CAPMAS (or even of the public sector). Nonetheless it is the opinion of the consultant that the mobilization task should be kept as separate as possible in the organization and not to mix it with the statistical activities. In the long run, after adequate changes in the administration and legislation (the Presidential Degree) the mobilization part should be moved outside CAPMAS.

CAPMAS is also recommended to proceed with re-organization of the bureau. In the planned organization the statistical training is a task of a separate unit (Central Department of Statistical Training) in the Population and Censuses Statistics Sector. IT-training is planned to be retained in the Information Technology Sector. It was already recommended during earlier Missions that all the training activities should be placed under one unit in the organization. According to CAPMAS this option is under discussion in the bureau and will be reconsidered in the future.

Another recommendation from several earlier Missions underlines the importance of a centralized dissemination unit in CAPMAS to strengthen the corporate image of the bureau. In the planned organization the dissemination is scattered in several units as it is also in the present organization. After CAPMAS there are reasonable grounds to collect dissemination into one unit. The item is under discussion and will be decided later.

1. General comments

This mission report was prepared within the Egyptian-Danish Twinning Project „Institutional capacity building for the central agency for public mobilisation and statistics”. It was the fourth (?) mission to be devoted to the organizational reform within Component 2 of the project. The objectives of this component are to develop a new organizational structure in CAPMAS and a new human resource management concept.

The concrete objectives of the mission were:

- Provide recommendations on organizational framework with structure and general division of work supporting the needs and purposes of CAPMAS.
- Provide recommendations on task descriptions for sectors, general departments and departments.

The given recommendations are based on the information received during the mission and on the conclusions of the earlier missions of the same Component.

The consultant would like to express his/her thanks to all officials and individuals met for the kind support and valuable information which he/she received during the stay in Egypt, and which highly facilitated the work of the consultant.

This views and observations stated in this report are those of the consultant and do not necessarily correspond to the views of EU, CAPMAS or Statistics Finland.

2. Assessment and results

2.1. Conclusions from the previous Missions

The Mission focused mainly on the plan and recommendations for the new organisation of CAPMAS. The new statistical law was presented on the fourth Missions day. The presentation raised a lively discussion but no recommendations were given by the consultant since the development of legislation part is the responsibility of another Project Component (Component 1).

The Mission was started by Mr Nabil El-Houty, Component responsible from the CAPMAS side, who made an overview of the conclusions from the earlier Missions of the Component 2. Here are some highlights of Mr Nabil's presentation

- Defining the criteria for re-structuring: Focus on user needs; decrease administrative levels and ensure incentive from managers and all levels of hierarchy; increase communication between different departments; increase quality control and timing of statistics; dissemination is not clear in the current structure; the plan for new organisation has to be based on the future (5 - 10 years) needs of CAPMAS; communication with stakeholders has to be strengthened;

- Clarification of HR policy and activities: capacity of human resources is currently in-effectively used; job descriptions have to be defined more precisely; contracts (permanent, temporary)

should be used in personnel promotion; contracts must not exceed 3 years; employment has to be based on qualifications of a person;

- Re-organising the organisation structure: different sectors of organisation have to have a new balance (move personnel from Statistical Sector to Mobilisation Sector and change the name of the Mobilisation sector); organisation structure has to be simplified;

- The process of re-organisation: the re-organisation process has to be divided into two steps (long range development: change of policies and law; short range development: stepwise change in structure of activities and organisation); the re-organisation process must not stop after first changes, but has to be continued stepwise

Also the consultant included in his second day presentation an overview of the recommendations of the previous Missions. These recommendations were the basis for recommendations given by the consultant in this Activity. The following were the most important recommendations from earlier Missions:

- Simplify the organisation chart, i.e. introduce fewer organisational layers: For instance, concentrate dissemination to one sector and bring together neighbouring statistical areas. The organisational chart should be easy to understand and also transparent. The organisation of CAPMAS is very complicated in that it includes a large number of organisational units. The flow of data crosses many organisational borders from “source” to dissemination and there are many checks on the way.

- Establish a separate unit for Data Dissemination: Re-organisation of the communication and dissemination activities includes two alternatives: 1. A new section to be set up including all the communication and dissemination activities or 2. All the communication and dissemination activities to be gathered together as a special unit under one of the sections. Rearrange all the activities more closely together under the same management. It is also suggested that the topics should be approached primarily as a question of **information and contents point of view**, not as a question of **communication or dissemination techniques**. It is important to set up sufficient ways and fora for co-operation and information exchange with all those working with communication and dissemination activities within CAPMAS, and to set up common frameworks and guidelines for the operational work.

- Separate the Mobilization Sector: This sector in the long run be separated from CAPMAS. Unidentified information could then go from CAPMAS to the new responsible authority for mobilisation. Separation would strengthen the corporate value of CAPMAS and contribute to reducing the non-response.

- Establish a separate unit for Training Centre: The training activities are spread in the organisation in the way that the statistical training is provided in the Statistical Sector and the IT-training in the IT-sector. The training centres are both for internal and external use. There should be one unit responsible for training. This would certainly contribute to a more co-ordinated approach for training.

- Strengthen the Statistical Sector: There is a need to focus on core activities at CAPMAS i.e. the statistical production. There could be a case of strengthening the Statistical Sector in relation to the administrative sector.

2.2. A new plan for the re-organisation of CAPMAS

A new plan for the re-organisation of CAPMAS was given in two different presentations on the second and third day of the Mission. In addition a short presentation on re-organisation of Statistical Sector was given. The re-organisation plan was formulated by an internal Committee

set by the President of CAPMAS. The plan was presented for the first time for a larger group of directors. The CAPMAS plan for re-organisation of the office is given in Annex 4.

Generally, the new plan concerns two Sectors of the current organisation of CAPMAS, the Statistical Sector and the Mobilisation Sector. Other Sectors of the present organisation are planned to be kept intact, at least in the short run. The new organisation of CAPMAS would accordingly comprise the following Sectors:

- Regional Branches Sector
- Information Technology Sector
- Population and Census Statistics Sector
- Economical and Mobilisation Statistics Sector
- General Secretariat Sector

According to the current plan no separate units for dissemination and training will be established. However, during discussions it came out that both of these organisational changes are under discussion in CAPMAS.

According to CAPMAS the goals set for restructuring are the following:

- simple structure
- on the basic level the organisation depends on working groups
- increase the effective use of personnel of both reorganised Sectors
- compensate lack of resources
- strengthen the statistical production
- the work process easy to follow and evaluate

The goals for restructuring are in line with the ones set in earlier stages of the project.

In conjunction with restructuring the current division level (lowest level of organisation) of the two Sectors will be removed. Instead of 59 Divisions in Statistics Sector and 102 Divisions of Mobilisation Sector the future organisation will be based on working groups of different sizes. The simplification of organisation structure is certainly a step in positive direction. On the other hand it is evident, that after removing the lowest level of organisation hierarchy, the line of command of management and collaboration between different working groups has to be maintained clear.

The future organisation will have four levels of hierarchy: Sectors, Central Departments, General Departments and Departments. During the discussions it came out that the naming of organisation levels follows the general rule of public administration in Egypt and is not dependent on CAPMAS.

In the new organisation population statistics will be moved to a separate unit, Population and Census Statistics Sector (see Annex 4, page 19). This is again a move to a good direction. The basic statistical units of population statistics (persons, families, households) are unite and very often also the statistical expertise needed for compilation the statistics. It is also a right step to establish a separate unit for Censuses (Central Department) since censuses are conducted normally every fifth or tenth year (every tenth year in Egypt) and are from their organisational nature more projects than a permanent part of organisation.

In the drafted organisation the economic censuses are also planned to be included in the Central Department of Census (belonging to population statistics). All the censuses have similarities in their organisation, but economic censuses should be included in the economic statistics unit due to their nature of statistical contents (basic units are enterprises, etc.). In the

drafted plan the Census department also includes methodological support unit (General Department of Samples, Criteria and Classifications). It is one of the recommendations of the consultant in this Mission that all the methodological expertise should be gathered in one unit in CAPMAS. Expertise of a separate methodological unit for Censuses would be probably inefficiently used, at least during the long periods between Censuses.

In the draft organisation chart the General Department of Environmental Statistics was placed under Population and Census Statistics Sector. It was agreed in the discussions that a right place for the environmental statistics should be under the economic statistics.

The earlier Missions of the Project recommended merging of the statistical and the IT -training under one separate unit in CAPMAS. In the drafted organisation plan the statistical training is concentrated in the Central Department of Statistical Training in the Population and Census Statistics Sector. This training would include also the training of economic statistics. IT -training would also in the future be the responsibility of the Information Technology Sector as it is the current organisation. This part of the plan should be reconsidered. Merging the training activities under one unit would give CAPMAS more freedom to use the resources according to the changing needs for training. Under one unit actual needs for training could be evaluated taking into account of a more general view in CAPMAS. The represents of CAPMAS informed that the merging of training under one unit is under discussion in CAPMAS.

The second major planned change in the current organisation (see Annex 4 pages 18-27) concerns the merging of economic statistics into Mobilisation Sector (in this order according to CAPMAS). The purpose of restructuring the two sectors is to create new departments, which could cope with new needs, and, secondly, to merge similar departments together (e.g. agricultural statistics are compiled both in the mobilisation as well as in the statistical department).

CAPMAS is also planning to combine data collection of statistical and mobilisation activities as widely as possible using same questionnaires for both activities. The process has already been started.

Another purpose for merging the economic statistics and mobilisation activities is to raise the efficiency of work in CAPMAS. Inactive departments in the current Mobilisation Sector will be deleted partly or totally.

Mobilisation sector has also started to create new activities for itself. According to CAPMAS more and more of the work of Mobilisation Sector is presently making of research on Egyptian society.

In the reorganisation plan the new sector is named Economical and Mobilisation Statistics Sector. Two of the Central Departments under this Sector (C.D. of Trade and Public Utilities Statistics, C.D. of Economical and Financial Statistics) are dedicated to the compilation of economic statistics and one solely to mobilisation (C.D. of Economical and Mobilisation Studies). The following of the planned General Departments in economic statistic production are merged from current mobilisation and economic statistic activities:

- General Department of Public Utilities and Housing Statistics
- General Department of Transportation and Communication Statistics
- General Department of Agricultural Statistics
- General Department of Energy and Industrial Statistics

Entirely new activities under the Sector would be the General Department of National Accounts and, under mobilisation activities, General Department of Crises and Disaster's Databases.

It is quite evident that the planned merging of economic statistics and mobilisation activities has some clear advantages compared to the present organisation. Inactive resources are employed more effectively and used for the core process where the lack of labour is gravest. Also some of the overlapping activities (data collection, compilation of statistics) of the present organisation are avoided.

On the other hand mixing of compilation of statistics with mobilisation activity has some potential risks. Statistical production has clear (international) principles which should be applied in every country. These concern e.g. impartiality, transparency and confidentiality. If the same Sector in the organisation is responsible of both statistical and mobilisation activities and the data collection is combined, it is difficult to see how these two activities can be kept separate and the principles of statistical production respected. This item was discussed thoroughly. According to CAPMAS the international principles are applied in Egypt and they concern also mobilisation data. Only unidentified data are given outside the office and the collected mobilisation data are used merely for research.

The restructuring plan has a new General Department for the compilation of National Accounts. This would be an entirely new activity in CAPMAS. Currently Ministry of Economic Development is responsible for the production of National Accounts. According to CAPMAS the division of labour should be changed. The statistical office, which has the main responsibility in producing the other economic statistics, should also have expertise in compilation of national accounts. The consultant believes that this kind of development is reasonable, though it will take some time to build a new kind of expertise, especially in national accounts. Also, naturally, the change of duties has to be well discussed and prepared between both parties.

On the basis of discussions during the visit of representatives of CAPMAS in Statistics Finland on 4-8 May 2009 the consultant had gathered a set of examples on practical solutions how to organise a statistical office. The presentation was given on the first day of the Mission and its purpose was to show that there are no international standards for the organisation of an office. The national practices are formed on the basis of history, administrative structure and traditions of a public sector, goals to strengthen certain activities of organisation, new trends of management development, etc. It is also important that no ready model from another statistical office will be copied.

2.3. Reformulation of the Statistical Law

The new formulation of the Statistical Law was presented on the fourth day of the Mission. Since the legislation activities belong to another Module of the Project no recommendations were given by the consultant.

3. Conclusions and recommendations

In general, the restructuring working group appointed by the President of CAPMAS has done a lot of good work. Many of the ideas (e.g. strengthening of statistical production, simplifying organisation structure) are well in line with recommendations given in the earlier stages of the

Twinning Project. Some initiatives made by the consultants (e.g. separate units for training and dissemination) are not rejected but under discussion in the office.

However, there are some opinions, which are divided at least in the short run. The most significant difference in views concerns the mobilisation activities. It seems that at least in the near future the abolishment of mobilisation part from CAPMAS is impossible. This is not only a question of re-organisation, but also a question public administration. As long as the mobilisation task is mentioned in the Presidential Degree for CAPMAS, the organisation has to have, accordingly, a unit responsible for this activity. Only after the Presidential Degree has been changed there is a possibility to outsource mobilisation tasks.

The following recommendations include some views on the detailed organisation structure. Nevertheless, as was pointed out in the presentation of different organisations of statistical institutes in the first day of the Mission, there are no international standards for organising statistical activities. In this respect it is important that CAPMAS takes the first concrete steps on the way of restructuring the office and, at same time, continues the discussion on the future needs to proceed with the process.

The process forward

- Continue the successful work of preparing the re-structuring plan for the organisation
- Continue step by step the work to simplify further the organisation structure
- Divide the ideas in two groups; ideas that are possible to accomplish in the short run and ideas that must wait, i.e. for change of legislation

The Sector level organisation

- The Data Collection Sector = Regional Sector
- Divide the present Statistical Sector in two separate Sectors (two different production processes)
 - Economic Statistics Sector
 - Social and Demographic Statistics Sector
- Establish a separate Dissemination Sector to be able to strengthen and harmonise the corporate design of CAPMAS
- Concentrate methodological support expertise to one unit (e.g. IT-Sector) Establish a separate Training Centre where internal statistical and IT -training are moved

The Mobilisation research

- Continue the ongoing discussion on the role of mobilisation research activity in CAPMAS and re-balancing existing resources between different Sectors
- Design a short term and a long term vision of the mobilisation research
- In the long run, the mobilisation research should be separated from the statistical activities and moved to another part of the public administration
- In the short run, try to keep the statistical activities and mobilisation activities apart from each other
- Keep firm the principle of confidentiality also concerning mobilisation activities

Sub-sector level organisation

- Group the sub-sector level of organisation according to subject-matter fields of activities
- Divide the economic and population statistics according to the basic unit of compilation of statistics (persons, households / enterprises, companies, products)
- Economic and Population Censuses in different Sectors
- Concentrate the training activities into one unit
- Concentrate the methodological activities into one unit

- The proposal given by the consultant is one possibility, for other choices see the presentation on national organisation practices

Data Collection Sector

No recommendations except re-naming

Economic Statistics Sector

Central Department of Economic Statistics
 G.D. of (National Accounts and) Foreign Trade
 G.D. of Financial and Price Statistics
 G.D. of Transportation and Communication
 G.D. of Industry, Energy, Services and Domestic Trade
 Central Department of Agriculture and Environment Statistics
 G.D. of Environment Statistics
 G.D. of Agriculture Statistics

Social and Demographic Statistics Sector

Central Department of Census
 G. D. of Population Censuses
 Central Department of Social Statistics
 G. D. of Labour Statistics
 G.D. of Housing and Public Utilities
 G. D. of Household Survey
 Central Department of Population Statistics
 G. D. of Demographic Statistics
 G. D. of Fertility and Population Projection
 G. D. of Health Studies

IT- and Methodological Sector

Central Department of Methodological Support (below this level no recommendation of organisation)
 Census methodology support
 Sample Survey Support
 Time series, econometrics etc. support
 Central Department of IT-Services (below this level no recommendation of organisation)
 IT-infrastructure and processing
 IT application development
 IT planning and co-ordination
 IT user service

Dissemination Services Sector

Central Department of Publishing
 G.D. of Publications, i-service
 G.D. of Corporate design / Editorial Service
 Central Department of Information Service
 G.D. of Press service
 G.D. of Central information service
 Central Department of Marketing
 G.D. of Marketing of Statistical Services and Publications
 G.D. of Customer surveys
 Statistical Library

Training Centre (Central Department of Training)

G.D. of Statistical Training

G.D. of Information Technology Training
G.D. of Training Planning

Other units

Instead of or besides Consultative Committee establish

User Committee

Co-ordination committee

Scientific Committee

Concentrate in one unit

Strategic Planning, Co-ordination and Follow-up to President Secretary

Legal and HR expertise to one unit

Financial budgeting and follow-up expertise to one unit

Internal collaboration

- While removing the lowest level of organisation structure (the division level) make sure that the line of command is working also in the new organisation
- While breaking the statistical process between new departments and Sectors (e.g. dissemination and training) and merging some activities make sure that the collaboration between different Sectors and Departments is intensified and the division of responsibilities is clear

Annex 1. Terms of Reference

Terms of Reference

for a short-term mission to the Central Agency for Mobilisation and Statistics

On

Activity 2.7

Drafting a new organisational structure in CAPMAS

Background

CAPMAS and Statistics Denmark with partners have established a fruitful cooperation in the framework of Twinning. This twinning project is EG/07/AA/F106.

This activity is the sixth activity within component 2, Organisational Reform. The objectives for this component is recommendations for organisational and HR reform measures to support CAPMAS as producer of official statistics. The recommendation must take into the account the new draft statistical law based on UN principles for Official Statistics and European Statistics Code of Practice.

This activity will contribute to this objective and especially to the benchmarks set out in the contract: *By the 9th month, the new organisational structure and framework has been drafted.* This should be achieved by the end of May 2009.

Purpose of the mission

The mission is a workshop with the purpose based on the findings and discussions of the previous activity to provide recommendations on organisational framework with structure and general division of work supporting the needs and purposes of CAPMAS.

In addition there will be recommendations on task descriptions for sectors, general departments and departments.

Subsequent there will be a discussion of draft organisation at senior management level.

The work will take into account the results from the previous activities within the component.

Expected Results

- Draft organisational framework

Activities

A tentative schedule for the mission is:

Sunday 17 May

Meeting with RTA

Meeting the component leader and the relevant CAPMAS staff

Status of the work done already within the component

Setting the goal for the mission

Monday 20 May

Setting the general principles to be followed in a new organisation

Determining the general structure with regard to general support units (IT, HR, training, dissemination etc.) and the production units (statistical units)

Tuesday 21 May

Outline the different tasks to be performed by the departments

Define and discuss a draft organisational structure

Wednesday 22 May

Continued discussion of a draft structure

Thursday 23 May

Final discussions and clarifications with CAPMAS

Presentation of preliminary results and findings

Tasks to be done by CAPMAS to facilitate the mission

The beneficiary will arrange meetings with the relevant staff in CAPMAS.

Consultant and counterpart

The mission will be carried out jointly by:

Mr. Ari Tyrkkö from Statistics Finland

The beneficiary's counterpart will be Mr. Nabil El Hotey

Timing

The mission will be carried out during 17- 21 April 2009 in Cairo.

Report

A final report from the mission should be made available not later than two weeks after the termination of the mission.

Annex 2. Programme for the mission

Sunday 17 May

- Review of the earlier work done / CAPMAS
- Review of organisations of National Statistical Institutes / Consultant

Monday 20 May

- New plan for the re-organisation of CAPMAS / CAPMAS
- A view and comments on the re-organisation of CAPMAS / Consultant

Tuesday 21 May

- New plan for the re-organisation of the Mobilisation Sector / CAPMAS

Wednesday 22 May

- Reform of the Statistical Law / CAPMAS

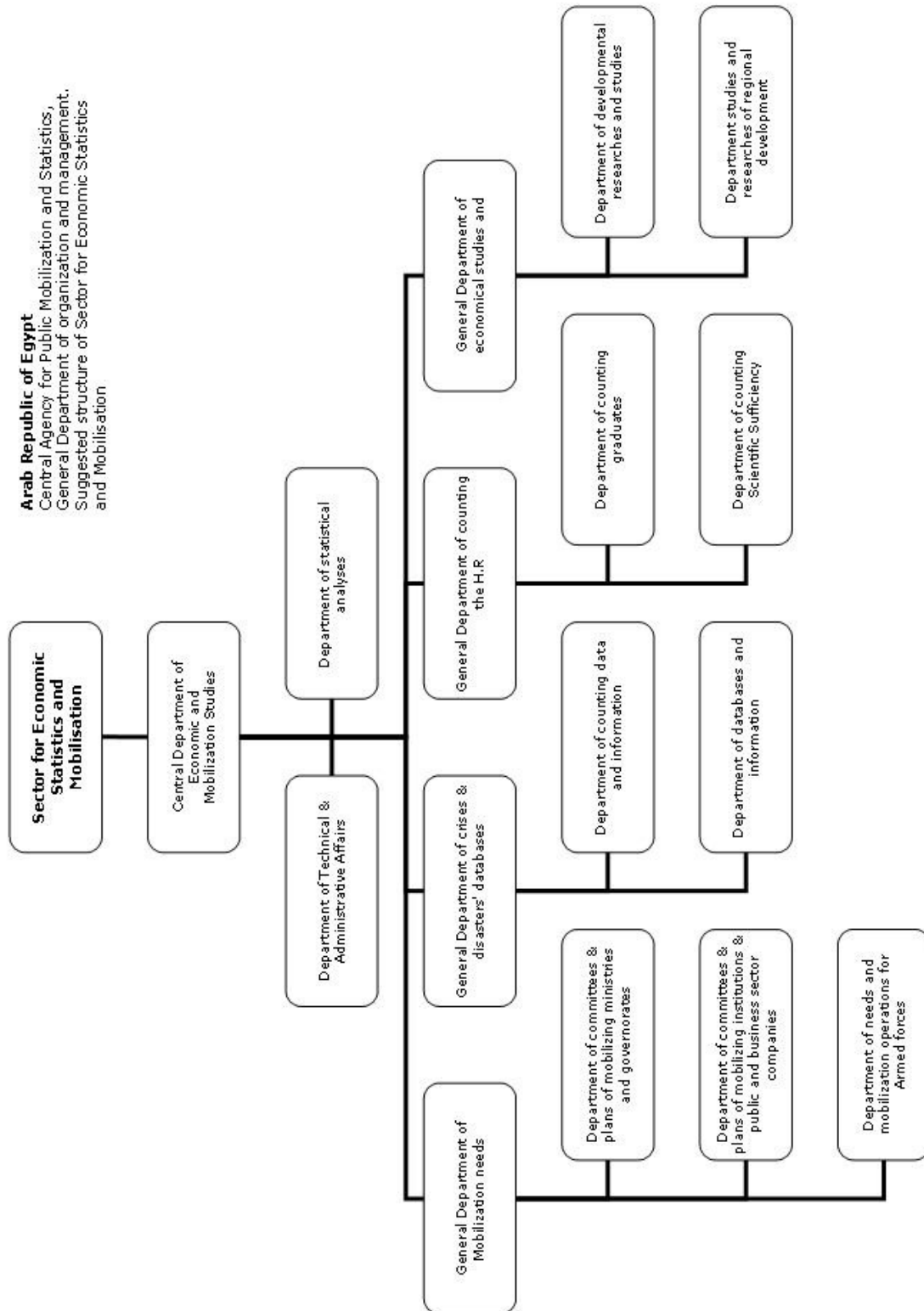
Thursday 23 May

- Conclusions and recommendations / Consultant

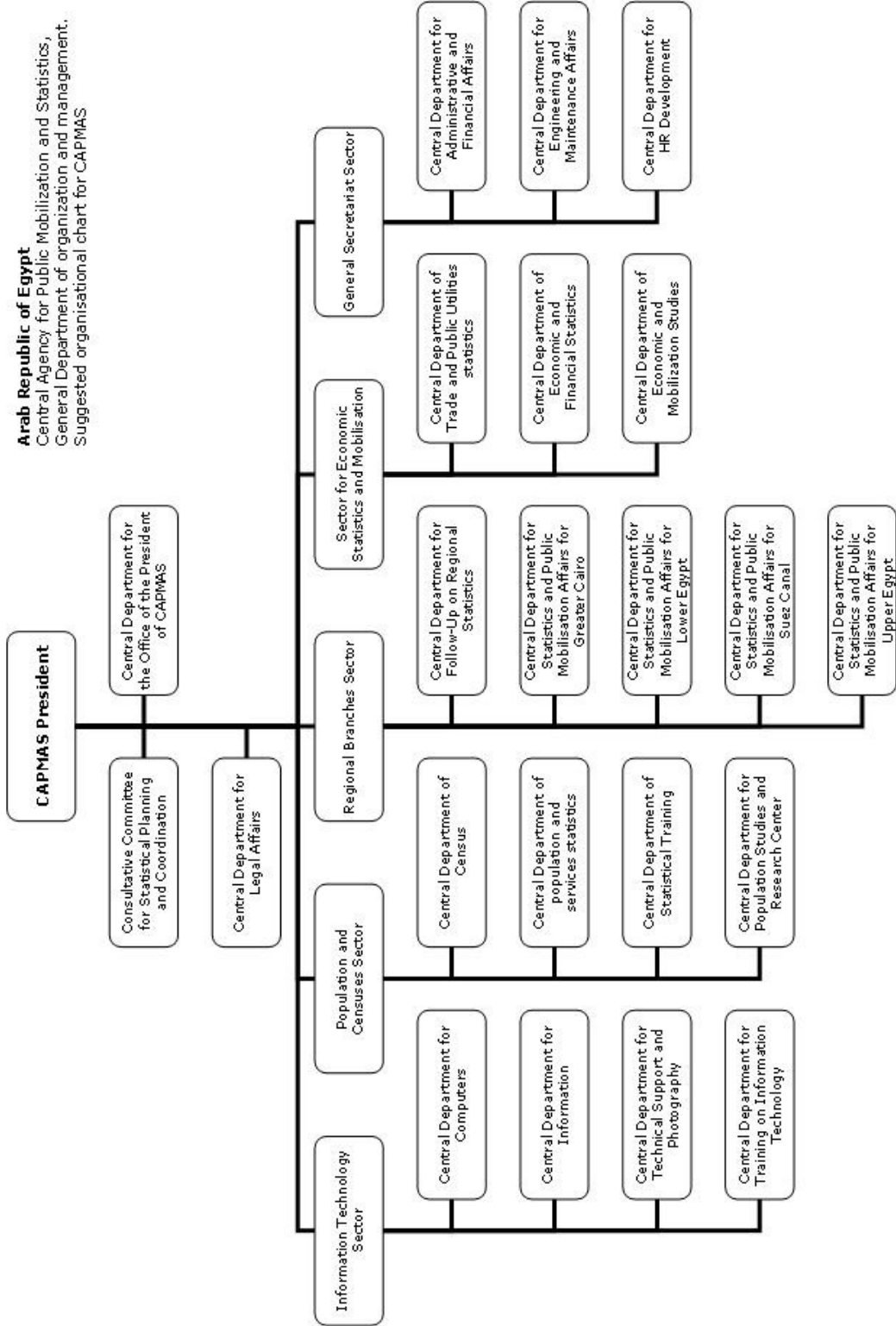
Annex 3. Persons met

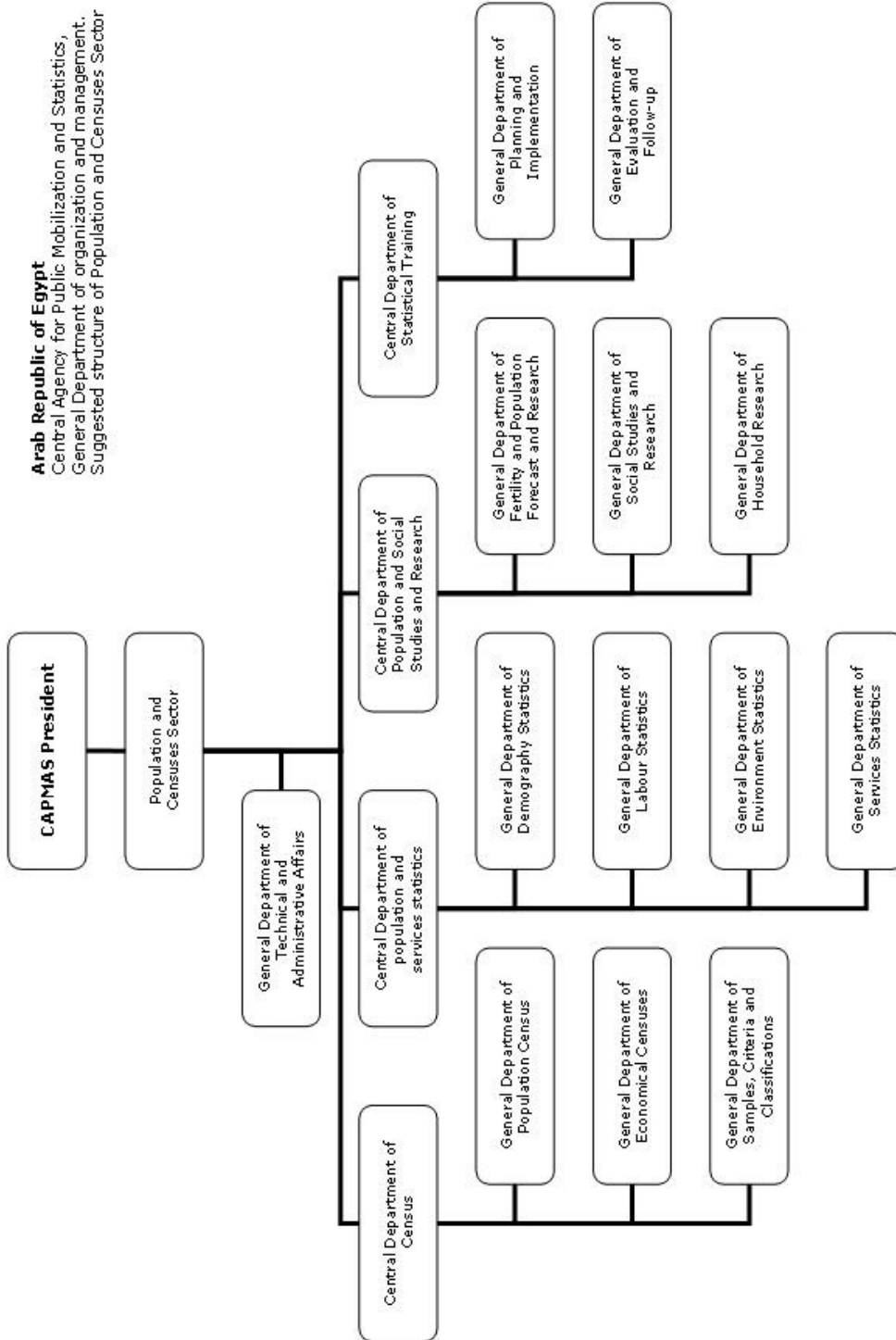
	Name	Title	Side
1	Mr. Nabil El Huty	Head of Central Department for IT	CAPMAS, IT sector
2	Ms. Fatma Youssef	Head of Central Department for H.R Development.	CAPMAS- General Secretariat sector
3	Ms. Azza Abdu	General Director, General Dept. for Legal Opinion (FATWA), Legislation & Contracts.	CAPMAS- President office
4	Ms. Eman Shokry	Senior Specialist.	CAPMAS– Statistical Sector
5	Ms. Manal Mohamed	First specialist, system analyzing and designing	CAPMAS- IT sector
6	Ms. Mona Helmy	General Director of Industrial statistics , Regional Branches Sector	CAPMAS
7	Ms. Noha Ahmed	Central Dept. for Information System	CAPMAS- IT sector
8	Mr. Mostafa Abd El-Mohseen	Head of research section	CAPMAS Presidency of CAPMAS
9	Dr. Snaa Mohamed	General manager of Data and Information	Mobilization Sector
10	Ms. Fatma Serag El-Dean	Manager of planning and follow Dept.	IT Sector
11	Mr. Harun Gamal	Manager of Cases Dept.	Presidency of CAPMAS
12	Ms. Hanaa Abd El Azem	Internal Affaires	Presidency of CAPMAS
13	Ms. Hnaa Saleh Fathy	Senior Specialist	Mobilization Sector
14	Ms. Layla Hassan Youssef	General Director	Central Agency for Organization and Administration
15	Ms. Soad Fathy	General Director of Technical Office	Central Agency for Organization and Administration
16	Mr. Ismail Seam	Advisor	-----
17	Mr. Ahmed Asim	Institutional development Advisor	Ministry of Administrative Development
18	Peter Ottosen	Resident Twinning Adviser	Statistics Denmark
19	Marwa Gomaa	Assistant to the RTA	

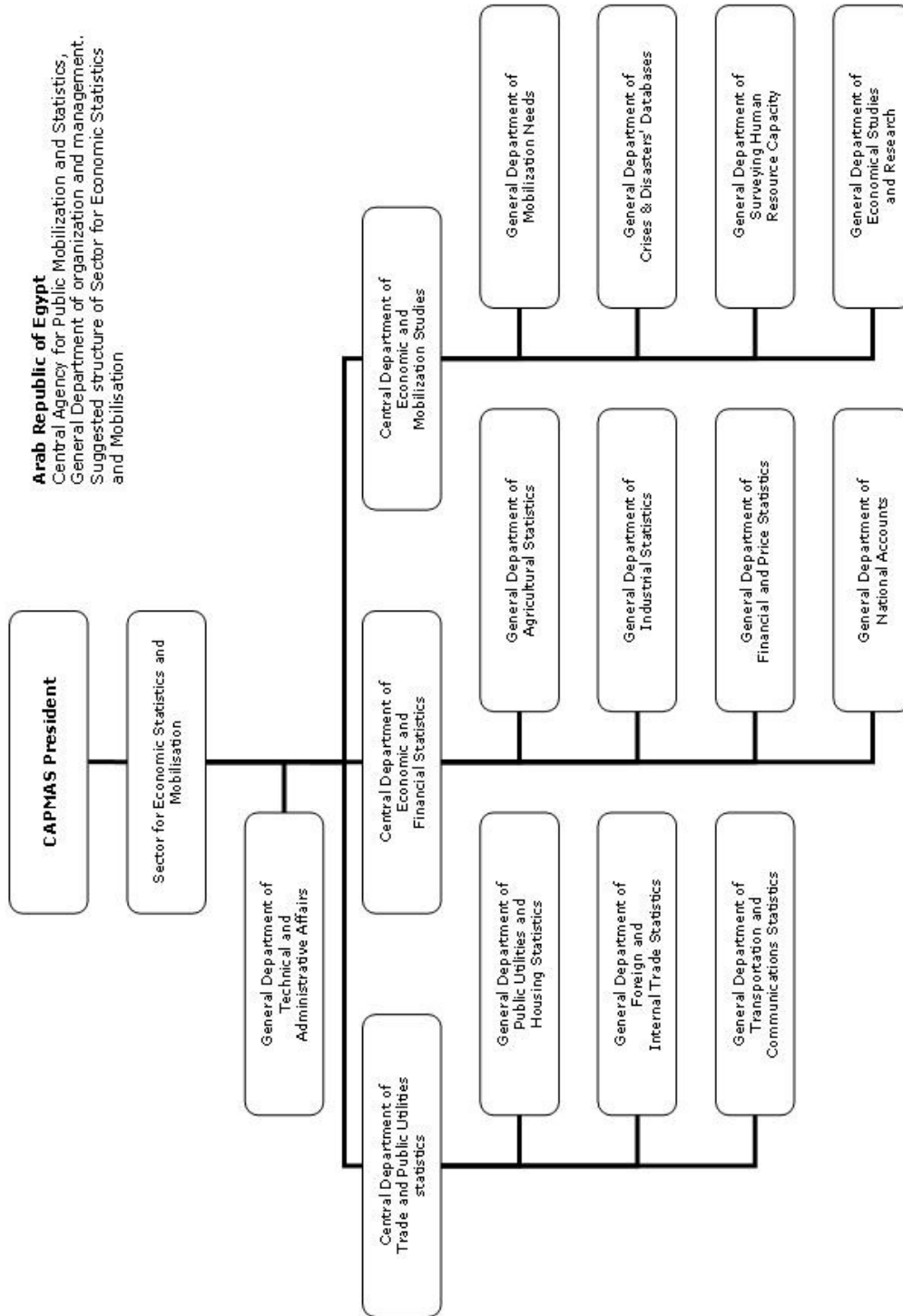
Annex 4. New organisation plan presented by CAPMAS

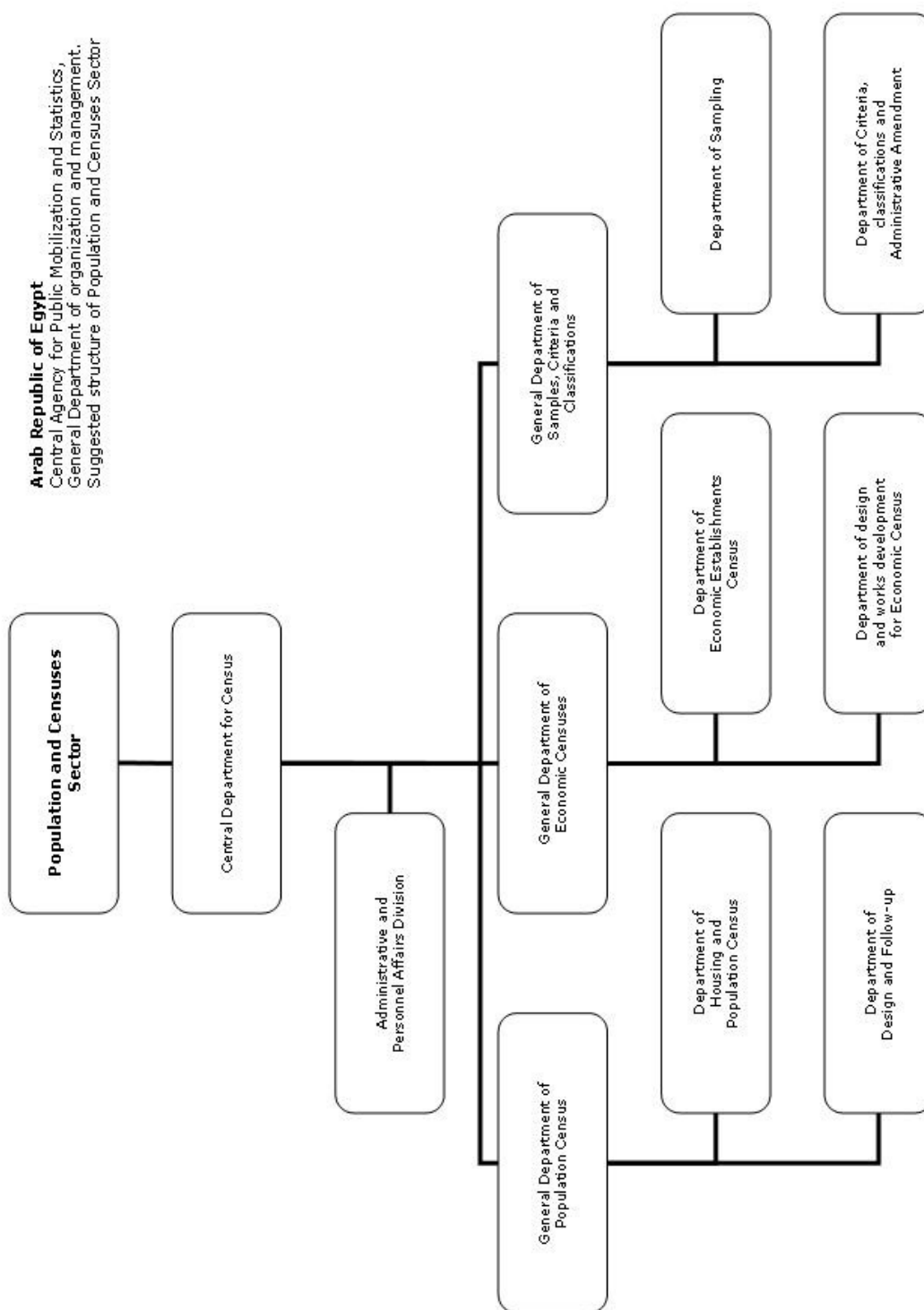


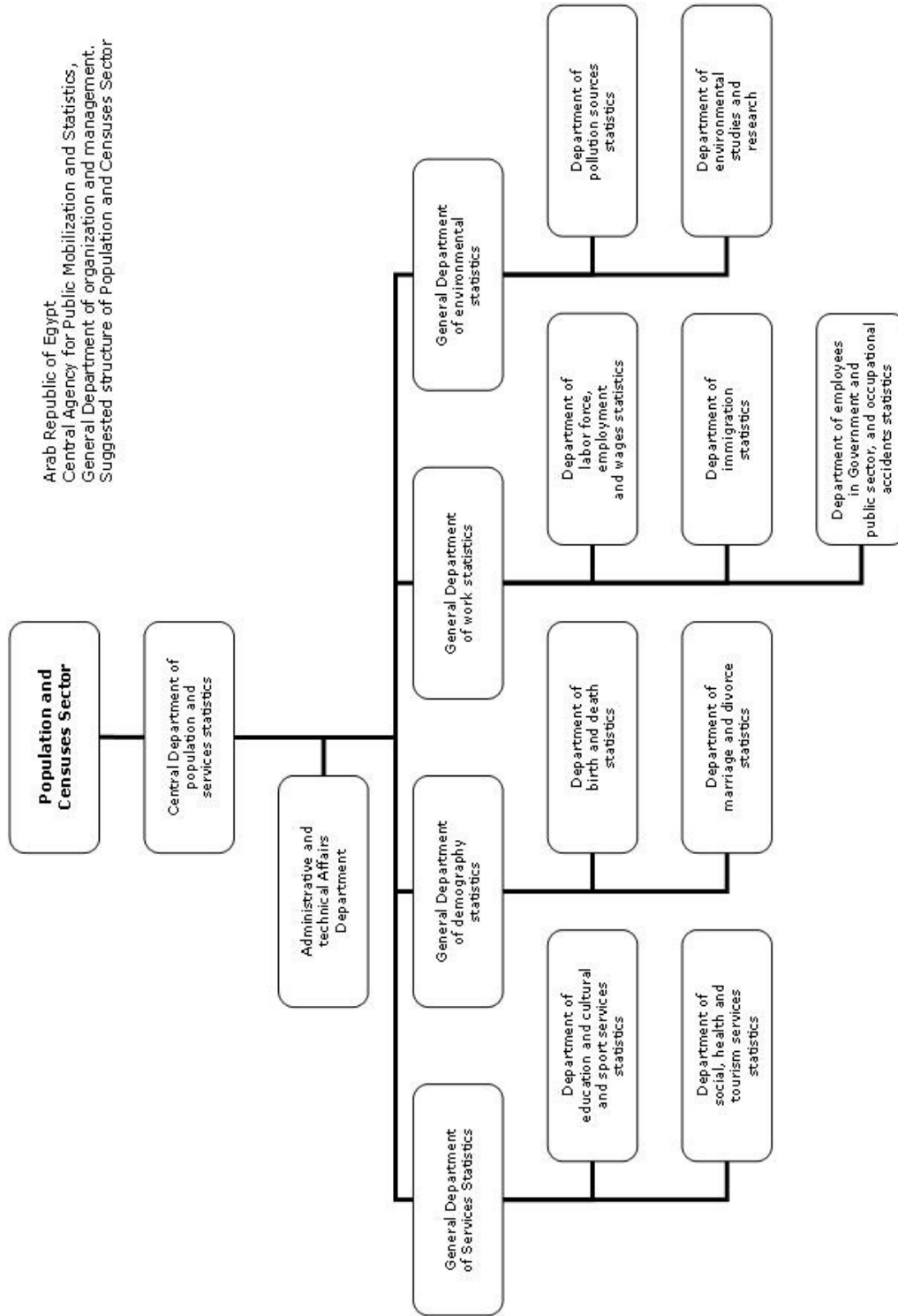
Suggested Organisational Structure of CAPMAS – Short Term

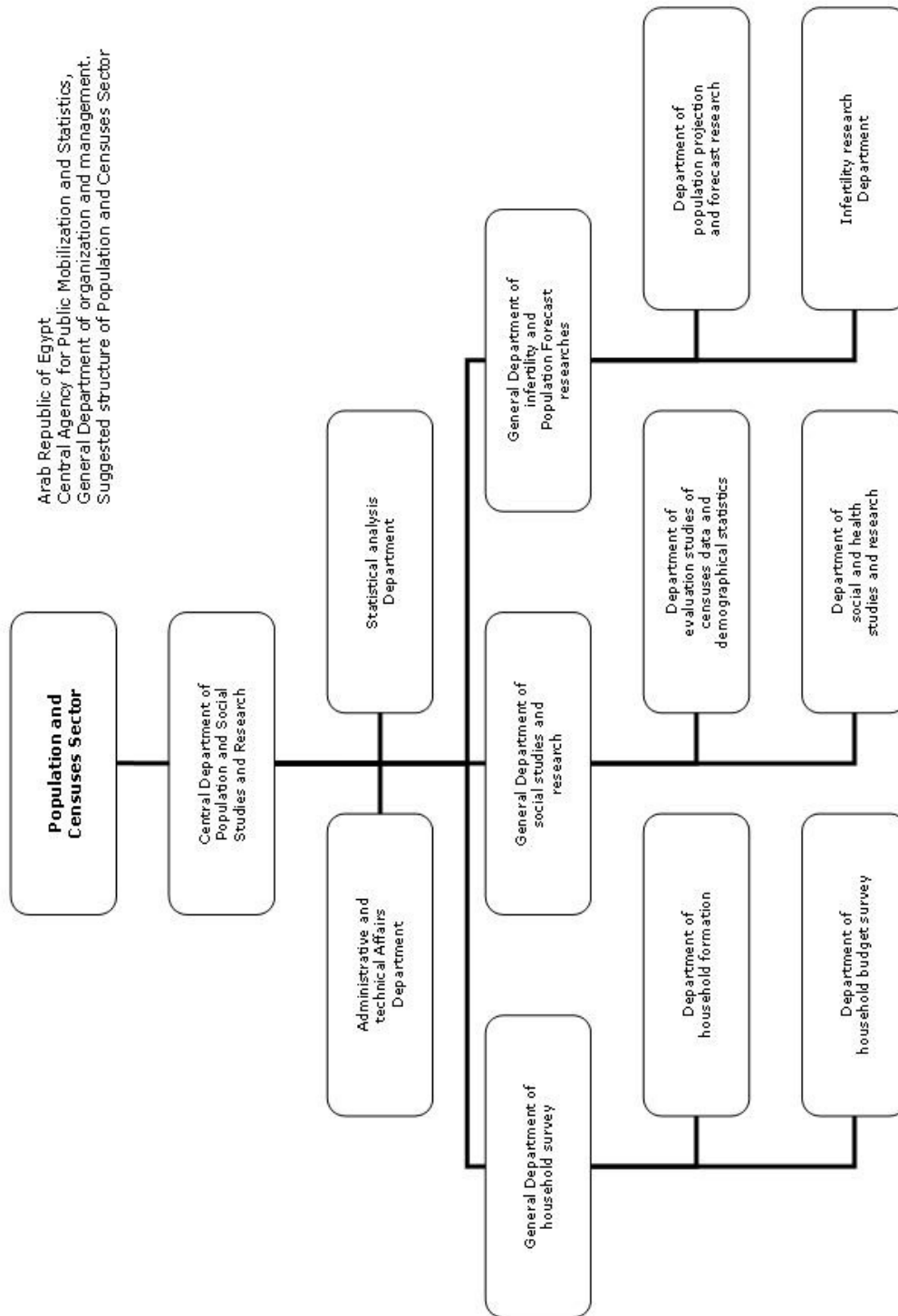


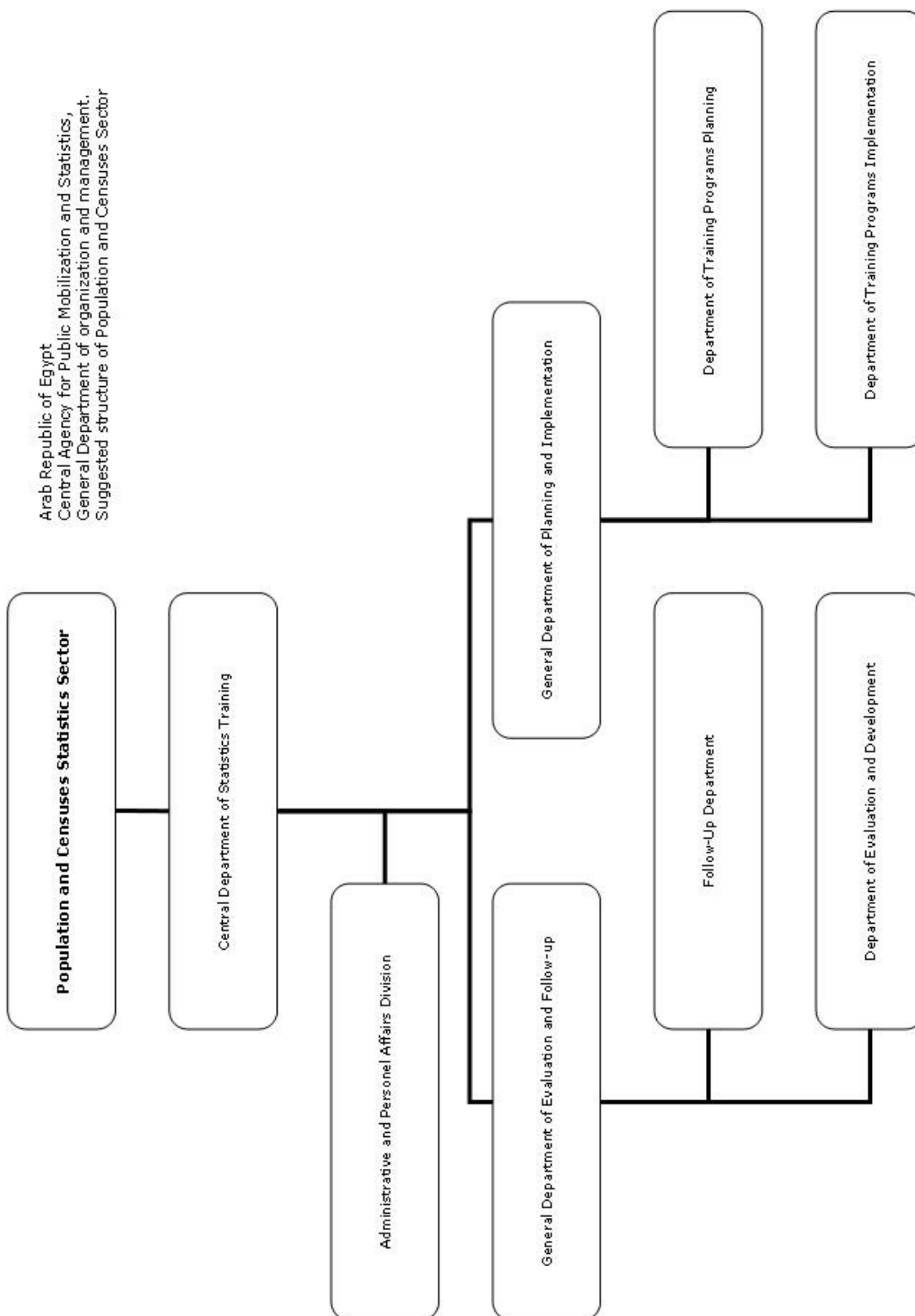


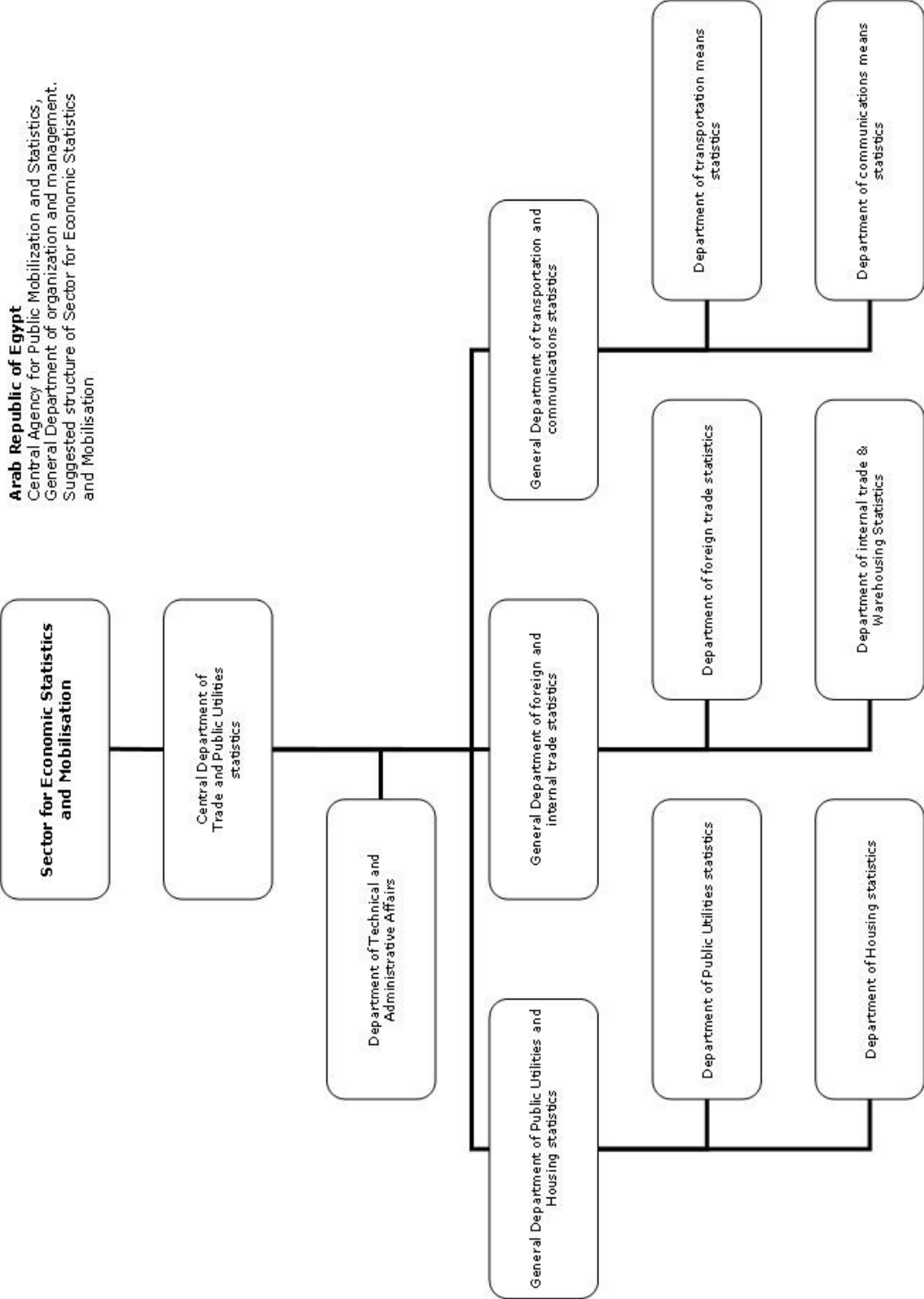


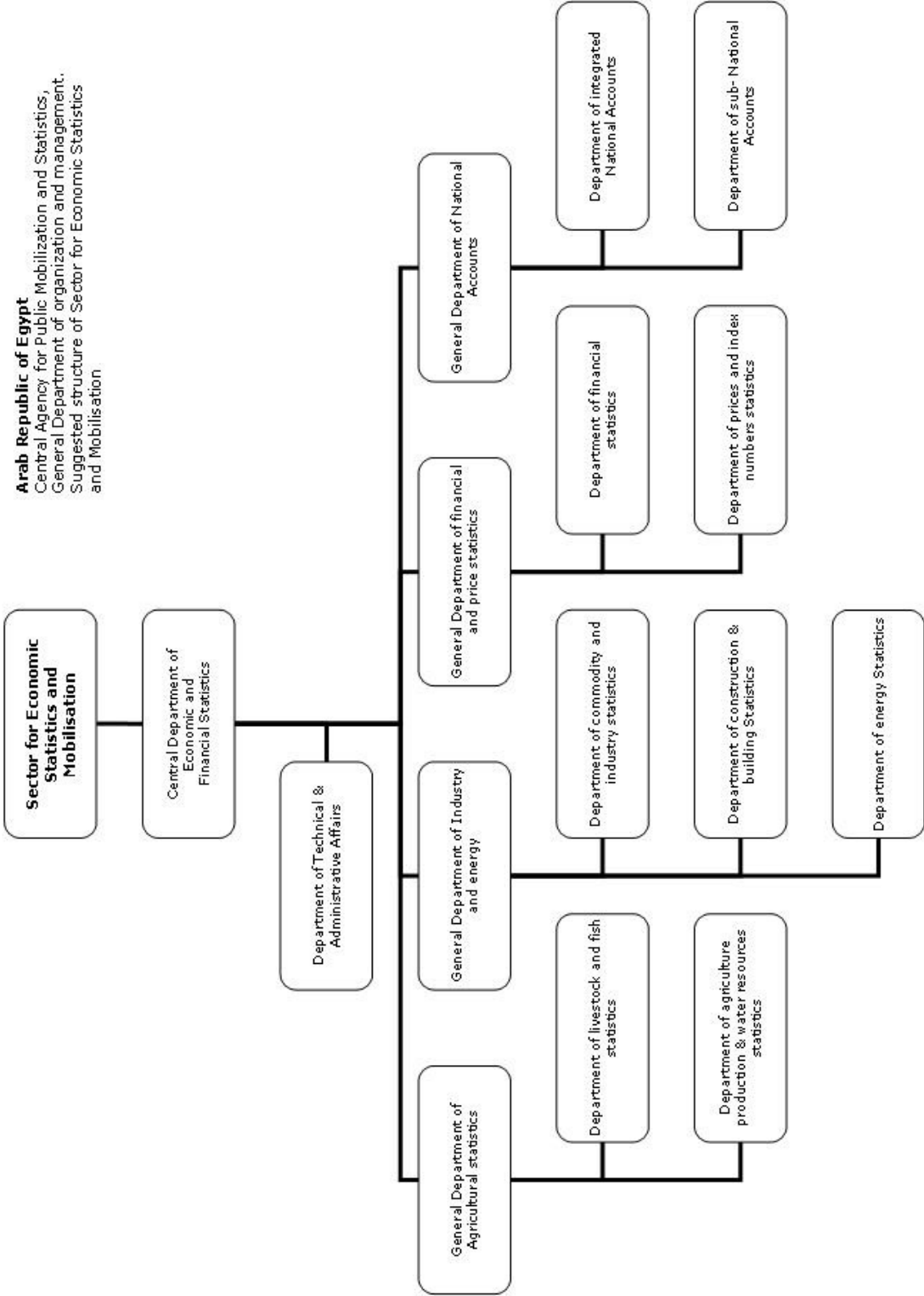












Annex 5 The organisational structure of CAPMAS recommended by the MS expert

