

## 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**


**Assessment of current organisational structure at CAPMAS**

Component 2  
Activity 7/2.1

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## List of Abbreviations

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

## Executive Summary

The assessment of the organisation structure of CAPMAS is based partly on the presentations given by the staff during the mission and the written material available from the previous missions within the component 1. There are certain matters which function very well currently in CAPMAS. The statistical process is very precise according to the information received and there are no queuing problems. The organisation has also a good capacity in offering training to its staff members which is important for development of strong corporate values and way of working. In addition to the strengths of the organisation the consultants found several *internal* and *structural* factors which require changes in the organisational structure.

The organisation is highly hierachical. Too many practical decisions are taken at the highest level of the organisation. Current organisational structure looks very complicated at least on the paper; it is difficult to see which unit is responsible for what.

Administration of the organisation is large compared to statistical part which should be the core business of the organisation. The number of organisation layers and the number of managers are high even though CAPMAS is a large organisation.

There seems to be very little internal communication and co-ordination between different departments, which must lead to uneven and non-standardised statistics production.

It is not clear how the quality of statistics is assured in different parts of the organisation, although there is assumingly a lot of control and follow-up.

Online use of IT is not spread in the organisation neither is the knowledge of IT high enough for the current possibilities.

Due to the tight job descriptions there is little room for staff initiatives and innovatives. The development capacity of the organisation is not fully used.

It is not clear how the user needs are articulated in the organisation.

There are also more *structural* reasons why the re-organisation is necessary. The current law (Presidential degree) on CAPMAS is old and doesn't meet the requirements of modern society. In that conjunction it is necessary to deliniate the mobilization and statistical functions of CAPMAS and move the mobilization sector to some other administrative authority.

It is recognised that there is weak co-ordination within the statistical system (which means that CAPMAS doesn't have tools neither proper internal organisation), competitiveness among various stakeholders and weak exchange of information.

Several issues in dissemination of statistical data to users; e.g. low quality of statistical outputs and the absence of an institutional framework for assessing quality and accreditation can also be found.

Various problems in using statistical methods like coverage problems, timeliness of statistics etc. non-response of the private sector.

And finally the overall lack of national strategy for development of statistics. The strategy should cover most of the areas related to relations with various stakeholders, dissemination, human resource and technological matters and data collection policies.

The consultants recommend that CAPMAS immediately nominates an internal task force for strengthening the restructuring process within the organisation. The first task is to define the common targets for re-structuring. It is important that the re-structuring work will be done in close co-operation with the responsible government agencies.

## 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 first 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:

- An assessment of the current organizational structure of CAPMAS
- A list and description of all statistical authorities in Egypt
- An evaluation of the work plan set out in the contract and suggestions for changes in view of the findings and conclusions

The consultants would like to express their thanks to all officials and individuals met for the kind support and valuable information which they 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 consultants and do not necessarily correspond to the views of EU, CAPMAS, Statistics Denmark or Statistics Finland.

## 2. Assessment and results

The primary task was to review the current organisational structure and way of working at CAPMAS. These include among other things internal working processes, formal and informal lines of communication and inter-departmental dependencies. During the mission detailed descriptions of the organisational charts were presented to consultants. It was stated that the organisational structure is very old, originating from 1964 when CAPMAS was established. That was seen as the main reason why re-organisation will be needed. No other direct reasons were mentioned. However, during the mission related to the activities 1.2. and 1.3. some other issues were raised by the Egyptian party. They will also be taken as starting points in this assessment.

In the Terms of Reference there was also mentioned a review of the Consultative Committee, other producers of official statistics and CAPMAS's role as coordinator of official statistics with respect to organizational issues. The role of Consultative Committee was already assessed in conjunction of the mission 1.2 and 1.3. The role of CAPMAS as co-ordinator of official statistics and its implications to the new organisational structure should be discussed during the activity 2.4., since no new material was provided about the other producers and no meetings with them were organised during the mission.

In general this assessment took into account the work already done within component 1.

## 2.1 Review of the current organisational structure at CAPMAS

### Current organizational structure

CAPMAS is organized into five sectors which are headed by the First Undersecretaries who are directly subordinated to the President of CAPMAS. The five sectors are: Information Technology, the Statistical Sector, the Regional Branches Sector, the Mobilization Sector and the General Secretariat Sector. Furthermore the Consultative Committee for statistical planning and co-ordination, the central administration for Legal Affairs and the Administration for the President are directly under the President.

The five sectors are divided into 21 general departments, 80 directorates, 202 departments and 423 divisions. In total there are 732 head positions in CAPMAS, where 107 are heads in higher levels and 625 are heads in lower levels. Both in management and in general in CAPMAS there are many empty positions. 14 of the positions at higher level are unfilled at the moment including two positions as First Undersecretary.

The organization is strictly hierarchical and the President is the strong authority in the organization. The consultants were informed for example that any release with statistical results has to be approved by the President, any changes in the plans have to be presented to the President for approval, quality reviews of the statistical process are performed in the President's Office and all other results are reported to the President. Once a month the Coordination Committee, which consists of the President and the five First Undersecretaries, meet to discuss any operational matter which concerns the organization across the sectors. Furthermore the President meets with all heads from level 2 to level 5 once a month to discuss the activity in the past month. The General Directors have the obligation afterwards to pass forward on the instructions from the meeting – always oral but some times also written. It seems that the organisation and the decision-making process are working well in the daily production. It seems, however, that very little initiatives or innovations from employees are expected, which would be necessary for developing new products or improving processes. Currently the existing organisation gives only scarce room for employee contribution in the development process.

**Table 1. The organisation of CAPMAS, December 2008**

Level	Unit	Head	Number
1	CAPMAS	President	1
2	Sector	First Undersecretary	5
3	General Departments	Undersecretary	21
4	Directorates	General Director	80
5	Departments	Chief of Departments	202
6	Divisions	Head of Divisions	423
	<i>Total</i>		732

CAPMAS had 3.843 hired people in December 2008, but especially in the IT-sector and the Regional sector there is employed temporary personnel in addition to the hired staff. 1.425 are hired in a specialized function, and app. 600 of these are heads in lower positions. This gives app. one head for every single specialized position. 627 are employed in the Statistical

sector, 938 are employed in the IT Sector and 916 are employed in the Regional Sector; in total 2,841 or 74 percent are hired with activities that are close to the main activity in CAPMAS, i.e. producing statistics. 348 are hired in the Public Mobilization Sector and 1,014 is hired in mostly administrative positions in the Secretariat General and the CAPMAS Presidency.

The work in CAPMAS is to a high degree determined of the scheduled work plan for all activities, which is approved by the President annually. The timetable is defined for each statistical product, and is produced in each sector. It is subsequently completed in the President's Office to the total annual work plan. In both the President's Office and in every sector and in some of the big departments there are units which follow up on the timetable, and the deviations from the timetable are reported to the President. It was told to the consultants that CAPMAS never has problems with bottlenecks in the production process. Taking into account the production process in other countries it seems surprising that a centralised production planning is working so smoothly. One explanation could be that there is the high degree of repetition in the production process and therefore not so much evolution. An explanation could also be that there are sufficient free resources in the production.

**Table 2 Number of hired people in CAPMAS, December 2008**

	<b>Higher positions</b>	<b>Specialized positions [academics]</b>	<b>Clerical positions</b>	<b>Technical and vocational positions</b>	<b>Office services</b>	<b>Total</b>
Statistical sector	20	299	292	2	14	627
IT sector	18	444	447	4	25	938
Regional sector	21	289	507	27	72	916
Public Mobilization sector	11	161	158	2	16	348
Secretariat General sector	13	118	390	210	72	803
CAPMAS Presidency	10	114	72	2	13	211
<i>CAPMAS total</i>	93	1,425	1,866	247	212	3,843

### **The Regional Sector**

The Regional Sector includes the regional offices, which collect data in the regions and a sector in the main office in CAPMAS, which gather information from the regional offices and transmit them in CAPMAS. The Regional Offices collect data from all private and public businesses and participate in data collection for household surveys. Since 2006 the four regional offices have begun to scan and validate data. The data collection frames are in the regional sector and are being updated by the information from the data collectors. The regional offices collect data for both statistics and mobilization.

### **The Statistical Sector**

The Statistical Sector is responsible for the design of the questionnaires and the remaining part of the data collection. They organize all household surveys and collect data from other administrative units, e.g. agricultural data from the Ministry of Agriculture and demographic data from the Ministry of Interior. The Statistical sector is also responsible for the final data validation and prepares data for dissemination.



One part of the statistical sector is only dealing with censuses – every 5 years a census for economic activity and every 10 years a population census. It seems that this data collection is organized, performed and disseminated apart from the rest of the statistical production. There could be good reason for close cooperation concerning definitions, use of classification and the final results.

The cooperation between units is closely related to the data. This means that there is a cooperation between the Regional Sector and the Statistical Sector when the collecting frame and the questionnaires are exchanged – cooperation between the Statistical Sector and the IT-sector, when questionnaires are moving from receipt to the electronic registering and processing and returning as tables - and cooperation between the Statistical Sector and National Centre for Information, when data are final for publication. However, there seems to be quite little cooperation particularly between the different statistical units concerning classifications, frames for data collection, development of questionnaires and other items important for the statistical infrastructure. One important quality aspect of statistics is that results from different surveys should be consistent and comparable – this is only possible if the same statistical infrastructure (classifications, methods) is used in all surveys and censuses concerning the same kinds of statistical units.

### **IT-sector**

IT-Sector is responsible for all data processing for the statistical activities including the final tabulation of the data. There are established parallel units for IT-applications for each statistical subject in the IT-centre. It seems that the existing division of work is functioning well, but it seems that this kind of cooperation only may function in a very stable environment. It may be more difficult to introduce improvements in the work process.

IT-sector is also responsible for the maintenance of computers and intranet in CAPMAS. Furthermore there is a project development unit in the IT-sector, which assists projects to move from manual work in the statistical production process to computerised systems. A plan for this transformation is approved by the President.

### **Dissemination**

Dissemination is almost hidden in the organization chart. The task is divided between the President's Office and the IT-sector. The Presidential Office is responsible for all dissemination on paper, i.e. press releases, the Annual yearbook and other publications. The National Information Centre is a unit in the IT-sector which is responsible for all publishing in the MISR Databank on the web.

### **Training**

CAPMAS has training programmes in statistics, IT and administration. The 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 for both internal and external use. The external participants have to pay a fee. It is the General Secretariat who has the responsibility for training in administrative matters, and this training is performed outside CAPMAS – in the Central Agency for Administration and Organisation. In the further process of building a new organisation the effectiveness of the existing training functions shall be analyzed.

### **Administrative Sector**

One of the sectors is dealing with all the administrative affairs including the financial affairs and the HR development. Furthermore there are administrative units in the IT Sector, the Statistical Sector and the Presidents Office. It seems that the administrative functions involve much more resources than in other national statistical institutes.

### **Mobilization Sector**

Public Mobilization Sector is a special Sector in CAPMAS. This sector has its own purpose concerning mobilisation of resources and is to a high degree taking care of its own data collections since they are allowed to collect much more detailed and confidential information than the Statistical Sector. It was told to the consultants that there is no duplication in the data collection between the two sectors, and there seems to be only little cooperation between these sectors. The Regional Sector collects data for both the statistics and mobilisation. This could be a problem particularly concerning the statistical confidentiality and the statistical institution as an independent organisation. There seems to be no argument in the long run to keep this sector inside CAPMAS.

### **Consultancy Committee and National Committee**

The bodies established to participate and support the development of CAPMAS and the cooperation within the statistical system includes the Consultancy Committee and the National Committee. The Consultancy Committee for planning and statistical co-ordination was established within the framework of the Presidential Decree no. 2915 of 1964. It is constituted of members from all ministries and governmental agencies, as well as the private and public sectors. The Committee holds a meeting once a month headed by the President of CAPMAS, but it is noted by the mission (activities 1.2 and 1.3) that the Committee does not take decisions. The role of this committee is assessed in mission report 1.1 and 1.2 & 1.3. The National Committee to review and validate statistics was established in 2001. Its main objective is to eliminate reasons for differences between data sources, enhance credibility of the national statistical system and upgrade the overall quality of statistics. It was told during the mission that this committee is inactive.

### **The staff in CAPMAS**

There is 3.843 persons hired in CAPMAS, and in addition an unknown number is hired on a temporary basis. App. 40 percent including all heads are hired for specialised positions, 50 percent are hired for clerical positions and 10 percent are hired for technical positions or for office service. All staff in CAPMAS has to follow specific training in the statistics, IT and/or administration. For promotion special training is demanded. If the employee has failed or just not attended in the training courses, the person will not be promoted even other conditions are completed.

Every hired person has a job description according to the general rules for Government Management. This implies a common agreement of the expected tasks for every person hired, but it may also cause some inflexibility in the organisation. Firstly it may be hindering for job rotation in the organisation and secondly it may influence the individual to have a restricted view of the content of the given job.

In all personnel matters as hiring, promotion and mobility, but also in the matters such as organisational structure and job descriptions CAPMAS is as a government institution placed under the same rules for every government institution in Egypt. It implies that the Central Agency for Organisation and Management is a very important counterpart in this connection

since they have to approve every change in the above mentioned areas. Even in cases of mobility the approval of the agency is needed if the person's job description does not fit to the new placed position. HR management capacity will be more closely assessed in the activity 2.3.

## **Work process concerning statistical production**

The regional offices collect the data and send the questionnaires to the Regional Sector in CAPMAS, where the data are divided into different statistical subjects. Before the questionnaires are sent to the different subject units in the Statistical Sector the information is validated.

When the Statistical Sector receives the questionnaires they are being controlled for logical errors and completeness. The questionnaires may be returned to the regional offices for new data collection. Afterwards the questionnaires are delivered to the unit in the IT-sector, which review all questionnaires for serial numbers, the number of establishment etc. Once again the questionnaires may be returned in chain if necessary. The next step is the unit for data entry in the IT-sector where the questionnaires either will be scanned or registered. Finally the tables are prepared in one of five units for each statistical subject and the tables are transferred back to the Statistical Sector for checking and analyzing before the results are published by the National Information Centre. The results are also published in press releases which have to be presented to the President.

Parallel with the production process a unit in the President's Office makes quality assessment of different part of the production process. If mistakes or errors are determined they are being corrected as soon as possible and reports are sent forward to the President. It was told to the consultants that this quality control work did not have any impact on the production time.

The working process from the very start to the end involves many units and many individuals in four sectors. It seems difficult to define the responsibilities for the overall statistical production and it would be interesting to analyse the production process in further detail.

## ***2.2 The main issues related to the organisation structure***

The review shows several internal reasons why the organisation needs further to be modernised. The following reasons are the most predominant ones:

- The organisation is highly hierarchical. Too many practical decisions are taken at the highest level of the organisation.
- Current organisational structure is very complicated; it is difficult to see which unit is responsible for what. Even the names of the organisation units are quite different from those met in other statistical offices.
- Administrative part of the organisation is large compared to statistical part which should be the core business of the organisation
- The number of organisation layers and the number managers are high even though CAPMAS is a large organisation.
- There seems to be very little internal communication and co-ordination between different departments, which must lead to uneven and non-standardised statistics production.
- It is not clear how the quality of statistics is assured in different parts of the organisation, although there is assumingly a lot of control and follow-up.
- It is not clear how the user needs are articulated in the organisation.

- Online use of IT is not spread in the organisation neither is the knowledge of IT high enough for the current possibilities.
- Since there are no queuing problems in statistical production one might consider that there are in some places too many resources.
- Due to the tight job descriptions there is little room for staff initiatives and innovatives. The development capacity of the organisation is not fully used.

The material of the previous missions (in the component 1) shows other reasons why the restructuring of the CAPMAS should be quite inevitable. Here are mentioned the most important ones:

1. Legislative framework: The current law is old and doesn't meet the requirements of modern society. In that conjunction there is need to separate the mobilization sector from statistical compilation and move it to some other parts of the administration.

2. Weak co-ordination within the statistical system (which means that CAPMAS doesn't have tools neither proper internal organisation), competitiveness among various stakeholders and weak exchange of information. This is also linked to limited participation in different stages of developing plans.

3. Several issues in dissemination of statistical data to users;

- Low quality of statistical outputs and the absence of an institutional framework for assessing quality and accreditation
- Duplication in disseminating and publishing with other producers of statistics
- No clear policy for timing of publication, lack of inter-links and co-ordination between various databases. Standardisation in the presentation and dissemination of statistics is not available. There is also lack of full accessibility

4. Various problems in statistical methods;

- Level of coverage of statistics and information.
- The gap between the reference point for the data and timing for publication
- Absence of unified coding system for various variables
- Limited accessibility to main geographic areas
- Low response to new emerging issues at national and international level
- Low response and co-operation among providers of data and statistics at various levels
- Weak participation of the private sector

5. Lack of qualified human capacity, gaps in technology and information security - even though the consultants didn't notice that that or it was not told them.

6. The overall lack of national strategy for development of statistics. The strategy should cover most of the areas related to relations with various stakeholders, dissemination, human resource and technological matters and data collection policies.

In the annex 4 the consultants present some ideas which should be discussed in CAPMAS when considering new organisation. The ideas are taken mostly from the UN Handbook of statistical organisation, Edition 2003.

### 3. Conclusions and recommendations

#### *Recommendations:*

#### 1. Strengthening of re-structuring process

- CAPMAS should define the persons (work group/task force on organisational issues) responsible for preparation of the re-structuring of the organisation. They should be counterparts in the activity 2.4 and later on.
- Start discussion on the purpose of the re-organisation within CAPMAS. There is already enough input to that kind of discussion. The results of internal discussions should be ready before the activity 2.6.
- The purpose of the workshop (activity 2.6) should be to discuss the reasons and the targets of the possible re-structuring.

2. The above mentioned task force should work closely with the Central Agency for Organisation and Management and with the Ministry of State for Administrative Development which is the driving force in modernisation process of the Egyptian public administration.

3. The rest of the recommendations relate to the activities mentioned in the work plan. The proposed changes are highlighted in yellow.

<b>Activity 2.2</b>	<b>High level Workshop on UN principles of Official Statistics and European Statistics Code of Practice</b>
Subject	The workshop will feature presentations of UN principles and European Code of Practice, presentations on statistical policy and legislation in EU Member States, organisational issues related to official statistics production and statistical cooperation in the EU.
Focus	How statistical policy, legislation, organisation and user needs are reflected in the highest international principles of official statistics and how they influence on the practices of the statistical offices
Participants	Number and names of participating BC experts to be decided Preferably participation of top management and middle-level management. Important to invite the head of statistics sector. The team responsible of the preparation of the organisational change has to be invited. In addition representatives from Ministry of State for Administrative Development, Central Agency for Administration and Organisation and Ministry of Development
Method	First day: Presentations of the MS representatives on the subject issues Second: Discussion on the topics relevant CAPMAS
Resources	MS experts Jan Plovsing (DST), Kirsten Wismer (DST), Aija Zigure (LV), Hilka Vihavainen (FI) and Hans Lindblom (SE) Number and names of participating BC experts to be decided

Date	March 2009
Output	Mission report

<b>Activity 2.3 Assessment of the HR management capacity of CAPMAS</b>	
Budget section	7
Subject	Review of the HR-policy including external and internal training. Review of HR capacity, incl. staff categories, tasks and numbers. Review of regional and local organisational structures, working processes and HR capacity.
Participants	Number and names of participating BC experts to be decided Preferably BC HR management experts and managers from statistics sector
Method	First day: Definition of the concepts like HR strategy, policy and strategy. Presentation of MS practices Audience: Large number of participants Other days: Detailed discussions with a few participants who are responsible for planning and executing of HR policies Preparation of CAPMAS: Detailed information of the total number of employees (hired and temporary employees) by six levels of organisation and positions
Resources	MS experts Christer Haglund (SE), Lotte Spanggaard (DST)
Duration	2 x 5 working days
Output	Assessment report

<b>Activity 2.4 Workshop on purposes of a new organisational structure of CAPMAS and relations to external stakeholders</b>	
Budget section	7
Subject	On the basis of the assessment report and international recommendations on best practices, the MS and BC experts will: <ul style="list-style-type: none"> <li>- Establish the needs and purposes of CAPMAS as producer and coordinator of official statistics to be supported by a new organisation.</li> <li>- Establish a framework for cooperation with external producers of statistics.</li> <li>- Special emphasis will be given to defining the role and composition of the Consultative Committee</li> <li>- Establish a framework for cooperation with external providers of statistical information (PSIs)</li> </ul>
Method	Workshop with MS and BC organisational experts in Egypt First day: Definition of co-ordination and co-operation. How it is communicated with different stakeholders. Presentation of MS practices in co-ordination and co-operation within the national statistical system and with users of statistics

	<p>Other days: Discussions on different subject issues</p> <p>Preparation:</p> <p>1) Register descriptions of all statistical authorities (should have been made by CAPMAS before the activity 2.1.)</p> <p>2) Register descriptions on external providers of statistical information</p> <p>3) Register other important stakeholders</p>
Participation	<p>Number and names of participating BC experts to be decided</p> <p>First day: Large number of participation including the team responsible for the preparation of the organisational change</p> <p>Representatives of the different stakeholder groups</p> <p>Other days: Each group separately and the team</p>
Resources	MS experts Kristian Hjulsager (DST) and Ari Tyrkkö (FI)
Duration	2 x 5 working days
Output	Mission report

<b>Activity 2.5</b>	<b>Study visit to Statistics Finland / Statistics Denmark</b>
Budget section	7
Subject	Presentation of organisational issues in practice on the background of experiences in Statistics Finland
Method	<p>Study visit</p> <p>Preparation of the most important questions</p>
Resources	3 BC experts to Statistics Finland
Duration	5 working days
Output	Study visit report

<b>Activity 2.6</b>	<b>Defining the framework for a new organisational structure in CAPMAS</b>
Budget section	7
Subject	<p>Defining targets of the new organisational structure. Specifying interdepartmental dependencies, working relations, lines of communication and chain of command. Defining tasks for new units. <del>sectors, general departments and departments and human resources requirements.</del> The new organisational structure must satisfy CAPMAS needs and be consistent with the statistical policy.</p>
Method	<p>Workshop with MS and BC organisational experts in Egypt</p> <p>First day: CAPMAS presenting the results of the internal discussions on the purposes and criteria for restructuring of the organisation</p> <p>Other days: Discussion on the detailed level about the subject issues.</p> <p>Preparation: Internal discussions on the issues from the activities 2.1., 2.2., 2.4. and 2.5.</p>

Participation	Number and names of participating BC experts to be decided The team responsible for the preparation of the organisational change
Resources	MS experts Kristian Hjulsager (DST) and Anders Ljungberg (SE)
Duration	2 x 5 working days
Output	Mission report

<b>Activity 2.7</b>	<b>Drafting a new organisational structure in CAPMAS</b>
Budget section	7
Subject	Based on the findings and discussions of the previous activity the MS experts will provide recommendations on organisational framework with structure and general division of work supporting the needs and purposes of CAPMAS. Recommendations on task descriptions for <b>units</b> . <del>sectors, general departments and departments.</del> Subsequent discussions of draft organisation at senior management level.
Method	Workshop with MS and BC organisational experts in Egypt
Participation	Number and names of participating BC experts to be decided The team responsible for the preparation of the organisational change. Senior management.
Resources	MS experts Ari Tyrkkö (FI) and Anders Ljungberg (SE)
Duration	2 x 5 working days
Output	Mission report Draft organisational framework

<b>Activity 2.8</b>	<b>Study visit to Statistics Denmark</b>
Budget section	7
Subject	Study of Danish experiences in Human Resource Management
Method	Study visit to Statistics Denmark
Resources	3 BC experts
Duration	5 working days
Output	Study visit report

<b>Activity 2.9</b>	<b>Human Resource Management supporting the new organisational structure in CAPMAS</b> <b>Proposal: Combine the activities 2.9 and 2.10</b>
Budget section	7
Subject	Defining job <b>competences</b> <del>descriptions</del> Prerequisites for each job category must be specified
Method	Workshop with MS and BC HR management experts in Egypt



Resources	MS experts Christer Haglund (SE) and Lotte Spanggaard (DK) Number and names of participating BC experts to be decided
Duration	2 x 5 working days
Output	Mission report.

<b>Activity 2.10</b>	<b>Defining a new human resource concept supporting the new organisational structure in CAPMAS</b>
Budget section	7
Subject	Designing training plans for different staff categories based on the findings from the previous activity.
Method	Workshop with MS and BC HR management experts in Egypt
Resources	MS experts Oskars Kreitals (LV) and Lotte Spanggaard (DK) Number and names of participating BC experts to be decided
Duration	2 x 5 working days
Output	Mission report Report on human resource management in CAPMAS Training plan

<b>Activity 2.11</b>	<b>Workshop on implementing organisational changes</b>
Budget section	7
Subject	Workshop on practical implementation of a new organisational structure. Outlining an action plan for implementation of reorganisation.
Method	Workshop with MS and BC organisational experts in Egypt
Resources	MS experts Mr Kristian Hjulsager (DST) and Mr Anders Ljungberg (SE) Number and names of participating BC experts to be decided
Duration	2 x 5 working days
Output	Action plan on implementing organisational reform

<b>Activity 2.12</b>	<b>Workshop on implementing human resource management changes</b>
Budget section	7
Subject	Workshop on practical implementation of a new human resource management strategy
Method	Workshop with MS and BC HR management experts in Egypt
Resources	MS experts Mr Christer Haglund and Mr Oskars Kreitals Number and names of participating BC experts to be decided
Duration	2 x 5 working days
Output	Action plan on implementing organisational and HR management reform

<b>Activity 2.13</b>	<b>Follow-up on organisation reform</b>
Budget section	7
Subject	Evaluation of activities and results within the sub-component on organisational reform. Mandated responsibilities internally in CAPMAS
Method	Workshop with MS and BC organisational experts in Egypt
Resources	MS expert Mr Kristian Hjulager (DST), Number and names of participating BC experts to be decided
Duration	1 x 3 working days
Output	Final report on organisational reform

<b>Activity 2.14</b>	<b>Follow-up on new human resource management concept</b>
Budget section	7
Subject	Evaluation of activities and results within the sub-component on organisational reform. Mandated responsibilities internally in CAPMAS
Method	Workshop with MS and BC organisational experts in Egypt
Resources	MS expert Ms Lotte Spanggaard (DST) Number and names of participating BC experts to be decided
Duration	1 x 3 working days
Output	Final report on organisational reform

<b>Activity 2.15</b>	<b>Final evaluation of organisational issues</b>
Budget section	7
Subject	Evaluation of activities and results within the sub-component on organisational reform. Mandated responsibilities internally in CAPMAS
Method	Workshop with MS and BC organisational experts in Egypt
Resources	MS expert Kirsten Wismer (DST) <b>Hilkka Vihavainen (SF)</b> Number and names of participating BC experts to be decided
Duration	1 x 3 working days
Output	Final report on organisational reform

## **Annex 1. Terms of Reference**

- EG/07/AA/F106

Statistics Denmark, International Consulting -24 Nov 2008/POT

### **Terms of Reference**

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

#### *Activity 2.1*

*Assessment of current organisational structure at 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 first activity within component 2, *Organisational Reform*. The objectives for this component is to give recommendations for organisational and HR reform measures to support CAPMAS as producer of official statistics.

This activity will contribute to this objective and especially to the benchmarks set out in the contract: *By the 6<sup>th</sup> month, a register of all statistical authorities, their roles and their products have been compiled (end February 2009) and by the 9<sup>th</sup> month a new organisational structure and framework has been drafted (end May 2009).*

The work will take into account the previous work done in component 1 concerning legislation and policy where some related issues were discussed.

### **Purpose of the mission**

The mission is an assessment mission where the primary task is to review the current organisational structure at CAPMAS. This includes among other things the internal working processes, formal and informal lines of communication, and interdepartmental interdependencies.

There will also be a review of the role of the Consultative committee, other producers of official statistics and CAPMAS' role as coordinator of official statistics with respect to organisational issues. This assessment will take into account the work done already within component 1.

### **Expected Results**

- An assessment of the organisational structure in CAPMAS
- A list and description of all statistical authorities in Egypt.
- An evaluation of the work plan set out in the contract and suggestions for changes in view of the findings and conclusions

### **Activities**

A tentative schedule for the mission is:

*Sunday 14 December*

Introduction to CAPMAS and overall discussion on the activity – RTA and BC project management

Meeting with component leader and the relevant staff

Determining the agenda for the mission

The formal organisational structure of CAPMAS

*Monday 15 December*

Discussions with representatives from the Statistical Sector to determine the informal organisation, lines of communication and the cooperation with other sectors.

*Tuesday 16 December*

Discussions with representatives from the Regional Sector to determine the informal organisation, lines of communication and the cooperation with other sectors.

*Wednesday 17 December*

Morning: Discussions with representatives from the IT Sector to determine the informal organisation, lines of communication and the cooperation with other sectors.

Afternoon: Discussions with representatives from the Mobilisation Sector to determine the informal organisation, lines of communication and the cooperation with other sectors.

*Thursday 18 December*

Final discussions and clarifications with CAPMAS

Presentation of preliminary results and findings with BC project management

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

The beneficiary will arrange meetings with the relevant external stakeholders with respect to the organisational structure.

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

The beneficiary will ensure a list of all producers of statistics and their statistical products are available in English for the mission.

***Consultant and counterpart***

The mission will be carried out jointly by:

Mrs. Hilkka Vihavainen, Statistics Finland, and

Mrs. Kirsten Wismer, Statistics Denmark

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

***Timing***

The mission will be carried out during 14-18 December 2008 in Cairo.

***Report***

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

## Annex 2. Persons met

### Activity 2.1

#### Workshop on assessment of current organizational structure at CAPMAS From CAPAMS

	Name	Title	Side
1	Mr. Nabil El Huty	Head of Central Department for IT and component leader.	IT sector
2	Ms. Fatma Youssef	Head of Central Department for H.R Development.	General Secretariat sector
3	Ms. Hanaa El Ghaesh	General manager of general department for employment affairs	General Secretariat sector
4	Ms. Magda Sedeq	General manager of general Dept. for organization and administration	General Secretariat sector
5	Ms. Nadea Faried	General manager of foreign trade statistics	Statistical sector
6	Mr. Ibrahim Mohamed	Head of central dept. of legal affairs	Presidency office
7	Ms. Azza Abo Zied	Acting General manager of legislation and Fatwa	Presidency office
8	Me. Mohamed Abd El Ghafar	Manager of legislation and Fatwa department	Presidency office
9	Mr. Mohamed Ezat	legislation and Fatwa department	Presidency office
10	Ms. Mona Helmy	General manager of industry	Regional branches sector
11	Ms. El Shaemaa Mustafa	Technical Affairs	Presidency office
12	Mr. Mohamed Ezat	Legal Affairs	Presidency office
13	Ms. Magda Ibrahim	Seiner specialist	Technical affairs, Presidency office
14	Ms. Montaha Ibrahim	Training department manager	General Secretariat sector
15	Dr. thanaa Moahmed	General manager of general department for data and information	Public mobilization sector
16	Mr. El Siad Yeasser	Head of central department for training	IT sector
17	Ms. Salwa Selem	Manager of marketing department	IT sector

**From outside CAPMA S**

	<b>Name</b>	<b>Title</b>	<b>Side</b>
1	Mr. Ismail Seam	Advisor	External Advisor
2	Ms. Souad Fathy	General manager	Central Agency for organization and administration
3	Ms. Layla Yusuf	General manager	Central Agency for organization and administration
4	Ms. Maha Mohamed	Head of sector	Central Agency for organization and administration
5	Mr. Ahemd Asem	Institutional development consultant	State ministry for Administrative development

## Annex 3. Some thoughts to be considered when re-structuring the organisation of CAPMAS

### 1.1 Centralised and decentralised systems

National statistical systems vary a great deal in organisational structure, but in essence a distinction can be made between centralised and decentralised systems<sup>1</sup>. Although this is a simplification, the distinction is useful for many purposes.

A national statistical system is centralised if *the management and operations of programmes of official statistics* are predominantly the responsibility of a single autonomous government agency.

The national statistical system of Egypt is not very precisely defined. But there are features which indicate that it is rather centralised (see the competences mentioned in the Presidential decree no 2915, 1964). On the other hand there are indications which tell that the system is rather decentralised in terms of the number of statistics producers and regionalisation of the system.

There are two types of decentralised systems:

- \* Systems in which statistics are produced both by a central agency and by other government departments. Such systems may work well if there is sufficient coordination. This coordination may be based on stronger or weaker arrangements.

- \* Systems with regional decentralisation. There are two forms:

- 1) The first is comprised of regional statistical offices, sometimes in two hierarchical layers (e.g., regions and districts), totally controlled by the central statistical office; the 'vertical' system. The role of the regional offices is usually exclusively data collection as prescribed by the central office. In some cases, in addition to being responsible for data collection for national purposes, regional offices play a role as dissemination centres of national and regional statistics, and also collect additional regional data. This form exists in Egypt.

- 2) In the other form of regional decentralization, the regional offices are *not* directly or not exclusively controlled by the central office, but are part of regional administrations.

### 1.2 Organisation by subject or by function

As regards the organisational structure of the *headquarters* of the statistical system, there are several options. Two major alternatives for structuring a national statistical office are usually distinguished: *by subject matter* and *by function*. The term 'subject matter' is ambiguous, but the most common interpretation of 'subject matter' leads to the creation of divisions such as trade statistics division, industrial statistics division, health statistics division, education statistics division, National Accounts division etc.

The 'function' approach, on the other hand, leads to divisions such as sample survey design division, data entry and data editing division, field operations unit, analysis unit,

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<sup>1</sup> See: United Nations Handbook of Statistical Organization (2003)

dissemination unit etc. In practice, the structure of national statistical offices is always a mixture of the two approaches. Some functions are suited to be grouped into agency-wide functional units, e.g. sample design and field work. Other functions, such as questionnaire and publication content and analysis/interpretation generally require the direct involvement of subject matter specialists and are therefore usually assigned to subject matter units.

Choices may also depend on the size of the statistical office: in a smaller office, it makes sense to concentrate certain kinds of expertise (e.g. sampling design) in one central unit, while bigger offices may de-concentrate sampling specialists<sup>2</sup>.

### 1.3 Collaborative culture

At least as important as the organisational structure is the collaborative culture within a national statistical office. Regardless of the organisational structure adopted, this entails continuous and intensive collaboration between ‘functional’ and ‘subject-matter’ units, as illustrated in the diagram below.

Diagram 1: Collaborative efforts in statistical organisations

	Subject matter unit	Methodology unit	Field operations	IT unit	Data entry unit	Dissemination unit
Conceptualisation	X	X				
Review existing data sources	X	X				
Design data collection model	X	X	X	X		
Design sample	X	X				
Draw sample	X	X	X	X		
Design questionnaire	X	X	X	X	X	
Test questionnaire	X	X	X			
Train interviewers and supervisors	X		X			
Carry out survey			X	X		
Checking and editing data	X				X	
Processing and tabulating data	X		X	X	X	
Analysis of data	X	X				
Report writing	X					X
Dissemination	X				X	X

### 1.4 Internal coordination and committees

Apart from collaboration as described above, a sufficient degree of internal coordination is necessary. There is need for *formal* standardization of *processes, outputs and skills*.

Equally important is the creation of a *strong corporate culture for new way of working*. A strong system of internal communication may help to achieve this. Newsletters, Intranet, periodic meetings of the President with senior and middle-level managers, regular visits of senior staff to the work floor are important communication tools.



Among the formal mechanisms to coordinate and to promote corporate culture, a well functioning system of committees is important and effective.

Committees (as opposed to task forces) have a permanent character and serve to address long term or recurring issues. The influence of such ‘horizontal’ committees may become as powerful as the regular units listed on an agency’s organization chart. The power of committees is a result of the respect they are given by the rest of the organization and the established practice of resolving cross cutting issues by committee. While the President can ignore the committee’s advice, in practice, the committee’s advice will be followed. The Committee’s recommendations should be recorded. These decisions, together with a short account of the reasoning behind them, should be open to inspection by the rest of the staff (e.g. through the Intranet). Committee membership is an opportunity to contribute to agency-wide policies, as well as a training ground for future senior managers in the sense that it provides members with a broader perspective than they could acquire from their regular jobs, and makes them aware of the wide range of considerations important to the agency. In order to maximize the training benefits that such committees confer on their members, some system of membership rotation should be adopted.

## 1.5 Organisational insights

In designing or re-designing the organisation, it is important to take account of modern organisational insights, including the desirability of:

- Fewer detailed rules and procedures
- Fewer levels of management
- Greater autonomy and encouragement of initiative
- Employees empowered to make decisions

For statistical offices in particular, other relevant insights include:

- Need to improve timeliness
- Need to reduce the reporting burden
- Increased focus on user needs and customized dissemination methods
- Increased decentralization of computer power
- Increased use of administrative data

## 1.6 The core business

The *core business* of a statistical office is providing a quality statistical service. The purpose of that activity is to promote the use of statistics.

The *core business process* is collecting, processing, analysing and disseminating information. All other business processes are auxiliary. The core process should be executed in the most effective and efficient way.

It has to be asked if the core business process of the CAPMAS is in the best possible shape for the needs of the society. To certain extend the statistical process is strictly supervised and controlled. It has, however, too many layers. The process could be streamlined with the tools of more collaborative working culture and by the means of modern technology. A few factors,

however, are more specific: A functioning Statistical Business Register is a must. This is a fundamental flaw of the Egyptian statistical system as it is for any statistical system, affecting both the quality of many statistical outcomes and the effectiveness and efficiency of field operations. The possibility to use other registers as well, such as a population register and a register of addresses and other administrative registers, is important. These result to a lack of adequate sampling frame to the collection of data.

### **1.7 Good survey practices**

Much of the core business process of a statistical office is about surveys (In a sense, the use of administrative data is a specific variant of surveying.). Therefore, adopting best survey practices is very important. The quality of a survey is best judged by how much attention is given to dealing with the many important problems that can arise at any point in the survey process: conceptualization, organization, sampling, questionnaire design, data collection, data processing, and analysis.

To put it very briefly, the following elements make a good survey:

- Conceptually, the question must first of all be asked whether or not the information needed would best be acquired by indeed conducting a survey.
- The objectives of the survey are specific, clear-cut and unambiguous. A replicable or repeatable plan is developed to randomly choose a sample capable of meeting the survey's goals.
- The quality of the sampling frame is ascertained.
- The design of the survey balances cost with errors.
- Various types of error in the design and conduct of a particular survey are balanced in order to minimize the total error, given the budget or resources available.
- Great care is taken in matching question wording to the concepts being measured and the population studied. Concepts are clearly defined and questions unambiguously phrased.
- Questionnaires and field procedures are pre-tested.
- Interviewers are carefully trained.
- Quality checks are built in for each stage of the survey.
- Response rates are maximised within the limits of budgets and ethical treatment of human subjects.
- Data analysis and interpretation are competent and clear, and findings or results are presented fully, understandably, and fairly.
- Pledges of confidentiality given to respondents are carefully developed and fulfilled.
- All methods of the survey are disclosed to permit evaluation and replication.

## 1.8. Reorganisation process

Before any major reorganization is initiated, it is wise to think twice, because of the risks and costs involved. There are also some general considerations to be borne in mind:

- Organisations are not mechanical structures that can be simply re-engineered to meet new sets of circumstances; instead, they are living organisms and tend not to perform well when they are restructured along totally unfamiliar lines.
- Organizations are not ends in themselves; they serve to facilitate the management and the staff to perform their tasks properly.
- Undue changes in top management personnel may antagonize staff and create fractions.
- While efficiency is an important concern, some overlap in responsibilities and even some redundancy cannot always be completely avoided without running the risk of overlooking important matters. However, the overlap should be minimised.
- The organisation chart should be simple and easy to explain to insiders and outsiders; if it looks complicated on paper, it will probably also be complicated in practice.
- It is advisable to limit the number of hierarchical levels, because messages tend to get distorted as they are transferred from one level to the next; at the same time, however, the span of control of supervisors should remain manageable.
- The reorganisation process should be kept as brief as possible.
- Make sure that the views of all staff members are heard.
- The reasons for any re-organisation should be made perfectly clear, because people dislike working within a framework that is not fully understood.
- While these considerations apply to most organizations, there are also some points that should be kept in mind as they apply to statistical agencies in particular:
  - Much of what statistical offices do is marked by sharp fluctuations in the workflow. For example for annual business surveys most of the basic data may be received in the second quarter of the year, most of the data editing may happen in the third quarter, and the mail-out of questionnaires for the next survey round may happen in the fourth quarter. To even out the workflow it may be a good solution to combine this work with tasks that have another 'seasonal pattern', e.g. short-term data collections, into one organizational unit.
  - For certain activities, particularly those that affect the corporate identity, it is important to aim at strict agency uniformity, and these activities should be placed under unified control, in one organizational unit. The agency 'stamp' is important because it assigns quality and conveys integration. Therefore, products (including questionnaires and electronic products on the Internet) should have a common look and feel; control of their design should be centralized. Other examples of the importance of conveying a unified corporate identity are organisational units for international relations and press offices.
  - In times of decreasing budgets, statistical offices are sometimes confronted with the question whether or not it is financially efficient to outsource certain functions, and which services can responsibly be bought outside. Catering, janitor services, security, in many cases printing and sometimes part of the dissemination activities are likely candidates for successful outsourcing. Also, some general (e.g. basic computer skills, management training) types of training can often be bought easily. Much more controversial are outsourcing of interviewing and computer services.