



Republic of **Mauritius**

National Strategy for the Development of Statistics (NSDS)

HIGHLIGHTS

Port Louis, Mauritius

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Preface

For some time, there has been a felt need to restructure the CSO and reform the NSS to make production of official statistics more efficient. From late 1990s piecemeal efforts and assessments were made to assess and improve the National Statistical System. However, a benchmark (more systematic and holistic) assessment was made beginning early 2006 in the process of elaborating the National Strategy for the Development of Statistics (NSDS).

The NSDS is a five year medium term plan for reforming the National Statistical System (NSS) to make it more robust, more transparent and much better coordinated. These Highlights give a synopsis of the assessment of the NSS and how it was done (Part 1); strategic goals and various strategies for strengthening the NSS (Part 2); and implementation, monitoring, evaluation and reporting (Part 3). A more detailed NSDS report will be available in due course.

We are very grateful to Mr. Gilbert Gnany, the Chairperson of the Statistics Advisory Council for his leadership of the process of designing the NSDS, the African Development Bank (AfDB) for technical assistance and Prof. Ben Kiregyera, the AfDB consultant for ably steering the whole process of designing the NSDS and all stakeholders and staff of the CSO for their enthusiasm and various participatory roles they played in elaborating the NSDS.

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Director of Statistics

Part 1

Current Status of the National Statistical System

1.1 Need for good statistics

There is now broad consensus internationally that good statistics are a necessary part of the enabling environment for national development. The World Bank's 2004 World Development Report places strong emphasis on the role better statistical systems can play in improving the quality of services – as a stimulant to public action, a catalyst for change and an input into making other reforms work. Good statistics, among other things:

- provide a basis for good policy and decision-making
- help identify best courses of action in addressing complex issues e.g. poverty
- are essential to manage service delivery
- are essential for transparency, accountability and democracy
- provide a sound basis for designing, management, monitoring and evaluation of national policy frameworks such as employment creation, Millennium Development Goals (MDGs), etc
- are essential for managing for results which focuses on development outcomes.

Good statistics are needed for better policies and better development outcomes

But what are good statistics? The litmus test of good statistics is that they have quality (in all its dimensions) and integrity, are accessible and are produced efficiently. And the characteristics of good statistics include the following:

- good to the extent that they meet user needs,
- are available to a broad range of public and private users,
- are trusted to be objective and reliable, and
- have a breadth and depth of coverage to meet policy needs and inform the public.

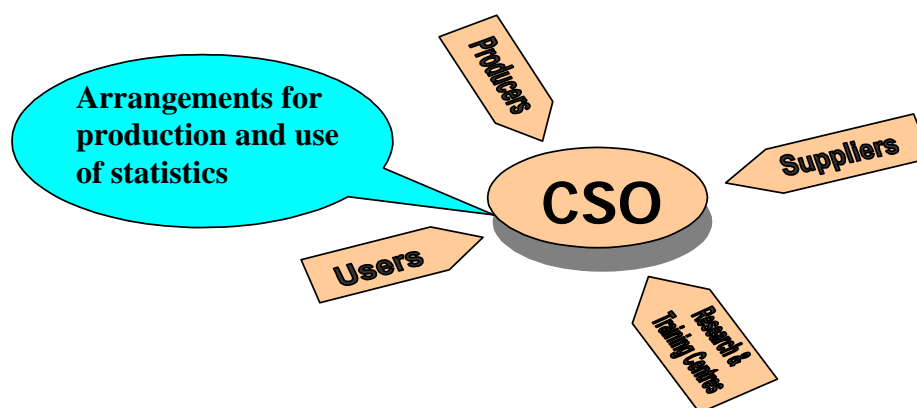
The United Nations Fundamental Principles of Official Statistics provide guidance on all these matters. However in order to have good statistics, a country needs a good National Statistical System in the first place.

1.2 The National Statistical System

(a) Concept of a National Statistical System

All too often, the concept of a National Statistical System (NSS) is not well understood and is often narrowly conceived to comprise data producers. A NSS comprises four main components and arrangements (usually formal) for data collection and management. The components are data producers, data users, data suppliers and research and training institutions (see Figure 1).

Figure 1: National Statistical System depicted



(b) Stakeholder mapping

Stakeholders are individuals, groups, communities or institutions that are affected by the impact of an activity, or can influence an activity. It was important that stakeholders in the National Statistical System be identified and their nature, roles and interests as well as the relationships among them elaborated (*stakeholder mapping*). The stakeholders in the four components defining the NSS include the following:

Data producers

Central Statistics Office

Mauritius has a fairly centralized statistical system with most official statistics being produced by the Central Statistics Office (CSO). The CSO was established in 1945 with a staff of eight persons to be the main data producer and the official organization responsible for the collection, compilation, analysis and dissemination of official statistics relating to various aspects of the economic and social activities in the country. It has grown over the years both in terms of functions and staffing levels. In addition to data collection, it is responsible for coordinating the NSS and is expected to become the central repository for all official statistics in the country. Currently it has a staff complement of 250.

The CSO which is a Department in the Ministry of Finance and Economic Development, is the main data producer and the official organization responsible for official statistics in the country. It operates under the Statistics Act of 2000 which, *inter alia*, empowers it to coordinate and monitor statistical activities in all line ministries and government departments, local authorities and other statutory bodies essentially to ensure standards and to minimize overlap and duplication in production of official statistics in the country.

CSO has a Statistics Advisory Council established by the Statistics Act with specified functions and membership. Its Chairperson is appointed by the Prime Minister and members by the Minister of Finance. CSO is currently organized broadly by subject matter and caters for some 40 subjects areas. These are divided into two subject matter divisions, namely Social Statistics and Economic Statistics. Besides, there is a third division looking after “Logistics and Research”. Each of these divisions is headed by a Deputy Director. The divisions are divided into subject-matter sections and units.

The CSO has out posted staff to line ministries except the Ministry of Health and Quality of Life and the former Ministry of Fisheries where for historical reasons, the two ministries developed their own statistical systems.

CSO complies with international standards, statistical principles and initiatives in the design and implementation of different statistical programmes and activities. This is essential to ensure data quality, comparability and credibility. The international standards and recommendations have, however, been adapted to the objective conditions in the country and SADC sub-region. Mauritius subscribed to the IMF General Data Dissemination System (GDDS) in 2000 and expects to graduate to the Special Data Dissemination Standard by 2007. It releases data following a pre-announced release calendar and in accordance with GDDS guidelines. Unlike many other statistical offices in Africa, the CSO publishes a detailed release calendar a year in advance indicating the title of the publications, the period it will cover, the month and date it will be released. The release calendar has served a dual purpose, namely to inform users which data to expect and when, secondly it has helped the CSO to galvanize itself to meet user needs in a timely manner. In addition to the release calendar, the CSO produces a detailed publications list indicating which regular and occasional reports will be produced. This publications list is published on its web site. CSO's main publications include¹:

- Digests of Statistics (*annual publications covering the whole spectrum of national social and economic life*). CSO also produces a separate Digest on the Island of Rodrigues.
- Economic and Social Indicators (*a quarterly publication that rapidly disseminates the main statistical data pending the publication of detailed digests*)
- Ad-hoc Reports (*tables and methodology reports following completion of censuses and surveys*)
- Mauritius in figures (*an annual publication that presents the main statistics in a pocket size format*)

All these publications are posted on CSO's website (<http://statsmauritius.gov.mu>). This has made CSO data easily accessible.

Government provides adequate funds to sustain the ongoing activities of the CSO under the recurrent budget.

Other important data producers

These include:

- the Bank of Mauritius (BoM) which produces substantial amounts of data on Foreign Direct Investment (FDI), Balance of Payments (BoP), Money and Banking, etc.
- statistics units in line ministries which produce a lot of administrative data. These include:
 - √ Ministry of Health and Quality of Life (*health statistics*)
 - √ Ministry of Industry, SMEs, Commerce and Cooperatives (*statistics on Export, Processing Certificate Establishments and cooperative societies*)
 - √ Ministry of Public Utilities (*energy and water statistics*)

¹ *Draft Strategic Plan 2006 – 2008, Central Statistical office, Port Louis, 2005*

- √ Ministry of Environment (*environment statistics*)
- √ Ministry of Agro Industry and Fisheries (*fisheries statistics*)
- √ Ministry of Women's Right, Child Development & Family Welfare (*domestic violence, child neglect, etc*)
- √ Ministry of Justice & Human Rights (*court statistics*)
- √ Police Department (*crime statistics*)
- √ Passport and Immigration Office (*international arrivals and departures*)
- √ Ministry of Social Security, National Solidarity and Senior Citizen Welfare and Reform Institutions (*pension contributions and benefits, social aid*)
- √ National Transport Authority and Traffic Management Unit (*road transport and road accident statistics*)
- √ Ministry of Education (*education statistics*)
- √ Agricultural Research and Extension Unit (AREU) (*food crop production*)
- √ Ministry of Labour, Industrial Relations and Employment (*statistics of job seekers, work accidents and industrial disputes*)
- √ Ministry of Information technology and Telecommunications (*ICT statistics*)

Outside CSO and government ministries and departments, there are other data producers. The Centre for Applied Social Research (CASR) established in 2000 jointly by the University of Mauritius and the Mauritius Research Council undertakes research on the Mauritian society. For it to be able to do this, the Centre collects data on a number of subjects. Business organizations such as the Mauritius Chamber of Commerce and Industry, the Mauritius Sugar Syndicate, the Mauritius Chamber of Agriculture, and the Mauritius Employers' Federation also compile all sorts of data. And some non-governmental organizations produce and compile data from their administrative records and conduct surveys from time to time. One of the leading NGOs is the Mauritius Family Planning Association which has carried out studies on abortion and AIDS-related risk behaviour in Mauritius.

Data users

Data users are diverse and their number is large and ever increasing. They vary in capacity to demand and use statistical information. The key categories of users and the variety of purposes for which statistical information are used are summarized in the following table. It can be seen from the table that statistical data are mainly used for: analysis, planning, decision-making, administration, monitoring, evaluation, accountability, reporting and debate.

Data suppliers

One component of the NSS that is usually not mentioned much but which nonetheless is very important is the component of data suppliers. Data suppliers mainly include:

- households
- individuals and groups within specified organizations
- establishments/enterprises

Table 1. Main users and uses of statistics

User	Use
Government ministries and institutions	Policy & decision-making, planning, administration, monitoring, governance and accountability
Private sectors Economic agents (business enterprises, associations, trade unions, etc)	Assess business opportunities, risks and prospects; planning, decision-making, monitoring, evaluation; reporting on business activities
Research and training organizations (e.g. university)	Teaching aids, research and analysis
The media	To inform, analyze and report on various issues and events
Sub- regional organizations e.g. COMESA	For regional integration and reporting
International organizations	To assess requirements for assistance and/or participation in development initiatives and to evaluate the effectiveness of the assistance
The wider public	Making individual decisions and assessing the performance of government, and for a variety of other purposes including public debate

Research and training institutions

Researchers: A lot of data collected by data producers are usually insufficiently analyzed. In order to add value to data and to do definitive and especially policy-related analyses, researchers, academicians, policy-analysts and specialists (e.g. poverty and gender analysts) should bring their subject-matter knowledge to bear on the process of data analysis. Essentially these intermediate data users turn data into usable information.

Training institutions: Training institutions have a major role to play in meeting training needs for the NSS. They use or should use live data from the system for teaching and illustration as well as research purposes. Training institutions also should play the important role of developing and promoting appropriate data collection and analysis methodologies.

(b) Characteristics of an effective National Statistical System

There are a number of international standards against which the performance of NSSs can be gauged. These are presented in table 2. The IMF has developed a Data Quality Assessment Framework (DQAF) that identifies five main dimensions of data quality (*i.e.*, “*fit for purpose*”). For each of these dimensions, DQAF identifies pointers that can be used to assess data quality. The quality dimensions are presented in table 3.

Table 2. Characteristics of a good NSS

Characteristic	Explanation
Comply with UN Fundamental Principles of Official Statistics (<i>Annex</i>)	Universally agreed that these principles are overarching framework for the mission of National Statistical Offices (NSOs) ² and indeed also for official statistics in any country. They give a set of fundamental values and principles, which NSOs and other data producers should have in order for the public to have trust in official statistics they produce. They cover issues of independence, relevance, credibility, access, confidentiality and respondent relations .
Strong statistical legislation	Generally agreed internationally that this is a fundamental prerequisite for an effective statistical system ³ . A strong legal base is also central to the protection of confidentiality and the assurance of impartiality and objectivity of official statistics. In developing countries, the role of statistical legislation in the production and dissemination of official statistics is particularly critical.
Strategic direction	NSS should have a set strategic direction and get every stakeholder to pull in the same direction
User-focused and driven	NSS should be geared toward providing data for monitoring national development, good governance and accountability as well as meeting sub-regional and international data needs.
Coordination, collaboration, networking, and information sharing	NSS should have well-established, formal and institutionalized arrangements for coordination and collaboration among key institutions in the system. There should also be a developed culture of networking and information sharing among stakeholders in the NSS.
Leadership	NSS should not only be coordinated, it should be well led. Effective leadership of the NSS can only be provided by a well-resourced and well-structured NSO with technical expertise, organizational systems and capability to lead and coordinate.

Table 3. Dimensions of data quality⁴

Integrity	encompassing the institutional foundations that are in place to ensure professionalism in statistical policies and practices, transparency , and ethical standards .
Methodological soundness	covers the idea that the methodological basis for the production of statistics should be sound and that this can be attained by following international standards , guidelines and agreed practices.
Accuracy and reliability	relates to the notion that source data and compilation techniques must be sound if data are to meet users' needs. For most users, accuracy and reliability is the most sought out quality dimension.
Serviceability	this relates to the need to ensure that data are produced and disseminated in a timely fashion, with an appropriate periodicity; provide relevant information; are consistent internally and with other data sets; and follow a predictable revision policy. This dimension is also of great concern to users.
Accessibility	relates to the need to ensure that clear data and metadata (information about the data) are easily available, and assistance to users of data is adequate.

² *How We Are Doing: Performance Indicators for National Statistical Systems* by Willem F.M. de Vries, Netherlands Official Statistics, Vol. 13, Spring 1998.

³ *Consultative Seminar on Governance of National Statistical Systems*, Singapore, May 28-30, 2003.

⁴ *Clare Liuksila, Statistical Organization Within a Data Quality Framework, Statistical Organization in Proceedings of a Seminar organized by the Statistics Department of the IMF, November 2000. Edited by*

1.3 Assessing the National Statistical System

What was involved?

For some time, there has been a felt need to restructure the CSO and reform the NSS to make production of official statistics more efficient. In order to meet this need, a number of efforts and assessments have been made since late 1990s including: overhauling the 1951 Statistics Act by Parliament in 2000, a review by the Pay Research Bureau (PRB) (June 2003) which recommended that the CSO should be restructured on a functional basis, a technical audit by Mr. Bill McLennon of the structure and functions of the CSO (September 2003) who considered the structure of the CSO to be inappropriate and his recommendations were similar to those of the PRB, an audit of CSO's IT infrastructure by Dr. Phan Tuan Pham from UN Statistics Division (June 2003), a mission on Observance of Standards and Codes (ROSC) undertaken by the IMF (April 2002), a national statistical audit by the SADC-EU Statistical Training Project (May 2003), a mission by Mr. William de Vries, UN Statistics Division (May 2004), and a mission by Mr. O. O. Ajayi, consultant with the African Development Bank (September 2005).

A benchmark assessment of the NSS started early 2006 with assistance of the AfDB as the first step in the elaboration of the National Strategy for the Development of Statistics (NSDS). The assessment aimed to create an understanding and paint a picture of where the NSS is now in terms of:

- legal and institutional framework for production of official statistics;
- linkages and co-ordination arrangements among producers and between producers and users of statistics;
- current and future user needs;
- existing capacity (institutional, infrastructural, technical and resources) to meet these needs and fill existing capacity gaps;
- how statistics are produced - methods and procedures, adherence to international standards, constraints and problems, etc.; and
- how statistical data are processed, analysed and archived (IT policies and standards, databases).

Main activities undertaken during the assessment included:

- consultations with high level policy and decision-makers in government ministries and departments as well as officials in the private sector and training institutions.
- a major stakeholders' workshop,
- a mini-workshop for professional staff of CSO to go through key issues related to the NSDS,
- meetings with professional statisticians working in sector ministries with their supervisors at CSO,
- establishment of an electronic NSDS Bulletin to be shared with key stakeholders about progress in the NSDS process,
- preparation of an Information Paper for the Cabinet on proposed statistical reforms,
- undertaking a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis, and
- sensitization of Parliamentarians.

(b) Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis

A Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis is a powerful diagnostic tool used to assess the organization and its environment. The SWOT analysis was carried out on the NSS to:

- identify and evaluate controllable activities in functional areas among stakeholder agencies in the NSS which are performed especially well (**strengths**) or poorly (**weaknesses**), and
- identify and evaluate trends and events which are external to the system and largely beyond its control (e.g. economic, social, environmental, political, legal, governmental and technological trends and events) but which could benefit (**opportunities**) or harm (**threats**) the system.

Based on the assessments highlighted above, a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis of the NSS was undertaken. The results of the analysis are summarized in the following table.

Table 4. SWOT analysis table

Strengths	Weaknesses
1. Statistical awareness	1. Some weaknesses in Statistics Act
2. Existence of a modern Statistics Act (2000)	2. Insufficient coordination, collaboration, networking and information sharing
3. CSO has recognized authority in statistics	3. Inappropriate structure of CSO
4. Existence of Statistics Units in line ministries	4. Weak IT infrastructure
5. Existence of a Common Statistical Service	5. Inadequate human resources
6. Existence of a dissemination policy and publication programme	6. Unsatisfactory knowledge management
7. Strong customer care	7. Inadequate information and knowledge generation
8. Existence of a Strategic Plan (2006-2008)	
Opportunities	Threats
1. Civil Service reform	1. Lengthy procedures for staff recruitment
2. Government policies requiring statistics	2. Response rates to surveys
3. Regional and international commitments	3. Budget constraints
4. Access to sub-regional resources and facilities	4. Erroneous interpretation of data
5. Possibilities to share experiences in statistical operations in the sub-region and internationally	
6. Free availability of International standards and frameworks	
7. Advances in Information Technology (IT)	

1.4 Rationale for reforming the National Statistical System

Government has proposed a package of measures that will set the stage for more robust economic growth and start the process of genuine economic democratization, help consolidate and further diversify the national economy and stimulate employment creation. Accurate, reliable and transparent statistics will be required to monitor implementation of these measures and to report progress in achieving their objectives. Related to this is the need for the country to subscribe to the IMF Special Data Dissemination Standard (SDDS) in 2007 in order to provide investors with up-to-date data that are frequent, timely and accessible. This will facilitate the country's access (for both public and private sector) to international capital markets, potentially implying higher levels of foreign investment in Mauritius.

In order to better meet the current and emerging demand for data in the country, the sub-region and internationally, the National Statistical System needs to be reformed to make it more robust, more transparent and much better coordinated by a well structured, highly professional, strategy-focused and IT-driven national statistical *agency*. In order to produce better statistics for national and international use, developing countries have been called upon to prepare a National Strategy for the Development of Statistics (NSDS) by the end of 2006 for implementation by 2007 with the objective of having good quality statistics across the globe by the time of the Millennium Review in 2010.

Part 2 provides highlights of the NSDS that has been developed for Mauritius.

Part 2

The National Strategy for the Development of Statistics

2.1 Introduction

The NSDS aims to build on identified strengths, eliminate weaknesses, take advantage of opportunities for statistical development in the country and mitigate threats to the NSS. It presents an approach that promotes the development of statistics in a participatory, holistic and synergic manner, and introduces modern and proven strategic planning and management principles and practices in the handling of official statistics.

The NSDS will cover all sectors and all key stakeholders that were mapped out in Part 1. The NSDS is based on key principles deemed important for the success of an NSDS. The four principles are that the NSDS should⁵:

- Be integrated into national development policy processes and context, taking account of regional and international commitment,.
- Be developed in an inclusive way, incorporating results-based management,
- Be comprehensive and coherent and provide the basis for the sustainable development of statistics with quality, and
- Show where the statistical system is now, how it needs to be developed and how to accomplish this.

The NSDS framework presents a clear definition of the vision, mission, values and principles, strategic objectives and core products (outputs) of the NSS which is essential for the NSS to function effectively.

2.2 Vision, Mission, Core Values and Principles

Vision

The current vision for the CSO is:

To be a key provider of world-class statistical information

The vision applies equally well to the entire NSS.

⁵ *National Strategy for the Development of Statistics (NSDS) Documentation, PARIS21 Secretariat, 2004 Version, Paris, France*

Mission

The mission of the NSS shall be:

To provide coherent, timely, relevant and reliable statistics, consistent with international principles and standards, for effective policy and decision-making, and for monitoring national development processes.

Core values and principles

The corporate values and principles that guide the conduct and behaviour of staff and decision-making in the NSS are:

- 1) **Relevance** – All statistical activities of the NSS shall aim at meeting data needs and expectations of users for a wide variety of purposes.
- 2) **Credibility and integrity** – The selection, compilation, presentation and release of statistics shall be done in a transparent manner and according to professional and ethical standards to reflect the public interest and to allow for assessment of the state of the nation and the performance of government.
- 3) **Confidentiality** – The compact with respondents to provide accurate information on condition that such information shall be treated with strict confidentiality as required by the Statistics Act is reaffirmed. All Bureau staff are required by law to give an undertaking of secrecy. Data shall continue to be released in such a way that does not permit the identification directly or indirectly of the respondents concerned.
- 4) **Trust in people** – The NSS's ability to fulfil its mission depends on people, not just on legislation or institutional processes. There will be renewed efforts to support, develop, motivate and empower staff; the staff in turn will be expected to show greater commitment to the values, principles and objectives of the NSS.
- 5) **Access for all** – Official statistics are a “public good”; they are for the benefit of all citizens of Mauritius. Everything possible will be done to ensure that official statistics can be easily accessed and used by the Government, business community, civil society, research and training institutions and the wider public.

2.3 Strategic Objectives and Key Outputs

(a) Strategic objectives

The NSDS consists of complementary and focused strategic objectives which are considered to be essential to achieve effective performance of the NSS.

The strategic objectives are to:

- achieve organizational and institutional development,
- develop human resources,

- develop more effective infrastructure,
- make better data available, and
- improve data management, dissemination and access

(b) Key outputs

In pursuing the above strategic objectives, the following key outputs will be produced:

▪ **Social Statistics**

These include statistics on population, migration, vital events (births, deaths, marriages, etc), gender statistics, labour, education, health, etc.

▪ **Economic and financial statistics**

These include national accounts and statistics on money and public finance, prices, external trade, distributive trade, businesses and agriculture.

▪ **Other statistics**

Other statistics cover environment, energy and new areas such as governance, democracy and ICT

2.4 Strategies

A strategy is a means by which long-term objectives are achieved. It is a declaration of intent, defining where an organization or system wants to be in the medium to long-term, and ensures that day-to-day decisions fit in with medium to long-term interests of the organization/system.

For each of the above strategic objectives, a number of strategies have been identified for achieving the objective. The strategies and highlights of actions to be undertaken under each strategy (*in bracket*) are presented in the following table.

Table 2. Strategies of the NSDS

Strategic objective 1: Achieve organizational and institutional development	
Strategy	
1.	Create greater awareness about the importance of statistics to society (<i>statistical outreach and PR programmes, data dissemination workshops, African Statistics Day celebrations, including statistics in school syllabi, student’s corner on web site</i>)
2.	Raise the profile of statistics (<i>involving statisticians in policy discussions, statistics component in key programmes</i>)
3.	Establish an autonomous statistical agency (<i>Board of Directors, expanded roles, new structure and paradigms</i>)
4.	Broaden and deepen coordination, collaboration, networking and information sharing (<i>coordination section of agency, Common Statistical Service, standing committees, GDDS and SDDS, NSS Newsletter</i>)

National Strategy for the Development of Statistics in Mauritius

5.	Strengthen the Statistics Act (<i>broaden scope, remove weaknesses, etc</i>)
6.	Undertake institutional development (<i>new structure of Bureau, scope of work, staffing</i>)
7.	Increase use of statistics for evidence-based policy and decision-making (<i>improve data quality, improve data analysis and reporting, improve dissemination</i>)
Strategic Objective 2: Develop human resources	
8.	Develop human resources (<i>recruitment and development, training, professionalization, career path progression</i>)
9.	Staff motivation (<i>participation, communication, recognition, delegation</i>)
Strategic Objective 3: Develop more effective infrastructure	
10.	Building for the Bureau (Statistics House)
11.	Develop IT infrastructure (<i>e-business plan, training, national social, economic and environmental database</i>)
12.	Establish effective management systems (<i>recruitment procedures, financial regulations, terms and conditions of service, open systems of management, etc</i>)
13.	Enhance statistical infrastructure (<i>Central Business register, Geographical Information System</i>)
Strategic Objective 4: Make better data available	
14.	Enhanced data quality (<i>improve consultation with users, create a culture of data quality, documentation of methods and procedures, promote best practices, standards and methodologies, establish relationships with data suppliers, internal and external benchmarking, conduct statistical audits</i>)
15.	Participate in regional and international initiatives (<i>GDDS, SDDS, ICP-Africa, etc</i>)
16.	Improve censuses and surveys (<i>integrated analysis of census data, National Master Sample</i>)
17.	Improve administrative data (<i>increase scope and capacity to collect data, review instruments and methodologies, better data management</i>)
18.	Develop new areas (<i>ICT, governance, democracy and human rights</i>)
19.	Improve regular statistics (<i>national accounts, employment and unemployment statistics, various indexes, data user satisfaction surveys</i>)
Strategic Objective 5: Improve data management, dissemination and access	
20.	Improve data analysis (<i>building analytical capacity, establish an independent centre for policy research</i>)
21.	Improve data dissemination (<i>data dissemination policy, national social, economic and environmental database</i>)

Part 3 presents a framework for the NSDS implementation, monitoring, evaluation and reporting.

Part 3

Implementation, Monitoring, Evaluation and Reporting

3.1 Strategy implementation

The purpose of strategy implementation is to:

- deliver the results, achieve purpose and contribute effectively to the overall NSDS goals;
- manage the available resources efficiently; and
- monitor and report on progress to support performance management.

Implementation of the NSDS will involve, among other things, mobilizing drivers of strategic success including:

Revising the Statistics Act

Specific proposals for revising the current Statistics Act have been made and discussed with the Solicitor General's Office. These include: broadening its scope to cover the entire NSS with the CSO as the hub and coordinator of the system, making the Act the fundamental law on statistics, creating an autonomous government statistical agency with its own Board of Directors along the lines of the Mauritius revenue Authority, and taking care of a number of weaknesses identified in the current Act.

Creating strategy-supporting organizational structures

Strategy implementation invariably requires change of organizational structures to take account of new role, status and challenges that lie ahead. The structure defines the allocation of responsibilities and powers, reporting relationships and processes, hierarchy levels and value added, allocating resources and determining skills requirements and affordability.

Under this framework, a Board of Directors should be appointed as soon as the Bill goes through Parliament. It is expected that in the meantime, the Statistics Advisory Council will be performing many of the functions to be performed by the Board. The Board will set up the new structure, staff the new Bureau according to the structure and a new and more conducive career path for all staff of the Bureau. Also the Board will have to establish new and more modern management systems and procedures and enabling infrastructures (physical and technical).

Mechanisms for coordinating the NSS

Mechanisms for coordinating the NSS will be established or strengthened including:

- ❑ a new Board of Directors for the Bureau
- ❑ the Common Statistical Service
- ❑ up-dating GDDS and later subscribing to the SDDS
- ❑ publishing a quarterly NSS Newsletter
- ❑ a training programme for NSS

Achieving strategic alignment (creating strategy awareness)

Often strategies are designed but not communicated to the workforce. Communication being key to successful strategy awareness, an extensive and consistent communication programme will be mounted to develop an understanding of the Plan strategies throughout the Bureau, mobilize staff to support them, educate staff about management systems and provide for feedback about the strategies.

It should be emphasized that the communication programme will also aim to break communication barriers at the Bureau and in the NSS; encourage a two-way free flow of information and ideas (top-bottom and bottom-top) on initiatives for achieving the objectives of the strategy. The NSDS will also be publicized among the public as part of repositioning the Bureau⁶.

Managing change

Change is always underway with all organizational systems and processes caused by the ever-present social, economic and technological trends in society. While change is an opportunity, it is usually viewed as a threat and is always resisted. This makes change management an important issue in the implementation of the NSDS. Main causes for resistance to change will be identified and handled appropriately.

It is, therefore, very important that the NSDS is implemented in such a way that change is well managed so that individuals can see it as an opportunity to enrich their careers and personal lives.

Strategic learning process

It is important that the Bureau should be an information-age strategic learning organization. Essential ingredients that will be followed in creating and sustaining a learning Bureau are:

- (a) a shared strategic framework that communicates the strategy and allows each participant to see how his/her activities contribute to achievement of the overall strategy,
- (b) a feedback process that collects performance data about the strategy and allows the hypothesis about interrelationships among strategic objectives and initiatives to be tested, and
- (c) a team problem-solving process that analyses and learns from performance data and then adapts the strategy to emerging conditions and issues.

These ingredients will guide the actions of the Bureau in keeping the Bureau a learning organization.

⁶ *Draft Strategic Plan Document for the central Bureau of Statistics, Kenya 2003*

Creating a strategy - supportive culture

For the strategy to succeed, it should be strongly supported by a conducive organizational culture. The NSDS will aim to preserve, emphasise and build upon aspects of an existing culture that supports proposed new strategies.

Those aspects of existing culture that are antagonistic to a proposed strategy will be identified and changed. So NSDS implementation will involve creating a new set of values (e.g. work ethics), value systems (e.g. code of conduct) and a performance-based culture that focuses on results and links everyone and every unit in the organisation to unique features of the strategy. Different techniques will be used to create a strategy-supportive culture at the Bureau including recruitment, training, goal-setting, transfer, promotion, praise, role modelling, positive reinforcement, etc.⁷

Action plan

As part of the NSDS implementation programme, an action plan has been elaborated to serve as a major instrument for setting standards of performance and for monitoring progress towards achieving long-term goals and objectives. The action plan defines annual objectives, guides and represents a basis for resource allocation, focuses activities towards meeting strategic goals, establishes priorities and outlines indicators for measuring progress. For each strategic objective, the action plan presents expected outputs, activities to be undertaken to achieve the outputs, responsibility centres for the activities, time frame for implementing the activities and estimated cost.

The budget for the Bureau will include operations and capital budgets. It is expected that government will meet the bulk of the budget with development partners (whom we have identified) providing technical assistance as necessary. Government ministries/departments will be urged to include in their recurrent budgets provision for data collection and use by themselves in evidence-based policy, planning and decision-making.

3.2 Monitoring and evaluation

Importance of monitoring implementation

The implementation of the strategy will be effectively monitored and at the end, its impact evaluated. Monitoring is essential: (i) to ensure that stated objectives are being achieved, (ii) for tracking inputs, activities and outputs, (iii) to determine if implementation is on course or not, (iv) to alert management to problems or potential problems before the situation becomes critical, and (v) for taking corrective actions to ensure that performance conforms to strategy or that the strategy is revised in light of new experience.

Hence by monitoring the implementation of the strategy, managers will be able to get a picture of whether set objectives and targets are being achieved or are likely to be achieved. Monitoring will be ineffective unless there are actions taken in response to what is measured and reported.

⁷ *Draft Key Issues in NSDS Design and Implementation, PARIS21, Paris , France, August 2006*

For instance, if monitoring shows that a particular activity is on a wrong track, corrective measures will need to be taken or the implementation strategies will need to be revised. In that sense, the strategy will be a living document that will require adjustments as objective conditions change. Monitoring will also be essential for providing information that is required for accountability purposes.

Monitoring indicators

Different monitoring indicators will be used based mainly on the IMF's Data Quality Assessment Framework and the PARIS21 consortium Statistical Capacity Building Indicators. Some of them are already being used by CSO. Both qualitative and quantitative indicators covering the external environment, the statistical processes including managerial and technical support, and outputs will be used to monitor and measure performance/ progress. In particular, **system-wide indicators** will be used to provide an overview of the statistical production across the NSS, **agency-related indicators** will be used to provide a pointer to the breadth and depth of statistical activities undertaken within the NSS while **output indicators** will provide an overview of the internal capacity of agencies producing them.

For meaningful monitoring and evaluation, however, only a few indicators selected on each of the five strategic themes will be monitored. These indicators are set out in the logical framework in the detailed NSDS document.

Benchmarking

Internal benchmarking will be used as basis for assessing performance in different work areas. In addition, international benchmarking will be done to compare the Bureau's performance with that of National Statistical Agencies in the SADC sub-region and the African region where some of the above developments are more advanced (e.g. Statistics South Africa is advanced in GIS, poverty mapping and IT generally; Tanzania has an advanced socio-economic database; Uganda is a model in statistical autonomy and independence; Zimbabwe is advanced in In-Service Training, etc) and which might be able to provide some data for benchmarking progress. It is expected that a peer review process in line with the New Partnership for Africa's Development (NEPAD) Peer Review Mechanism and the recommendation of the United Nations Economic Commission Committee on Information (CODI – III of 2001) will be initiated whereby a "peer review team" of experts is invited to review strategic goals and objectives, strategic targets, etc.

Evaluation

At the end of the NSDS period, there will be an evaluation to assess the most significant constraints, the most successful activities and generally to assess how well the strategies have met the set objectives. It has been observed that evaluation works best when the emphasis is on learning for the future. Evaluations of the NSDS will very much take this into account⁸.

⁸ *Why invest in good statistics? PARIS21 advocacy brochure*

3.3 Reporting framework

It is crucial that as part of the monitoring framework, reporting mechanisms are put in place. The reporting mechanism should provide for preparation and distribution of periodic progress, mid-term and final reports, specifying who is to prepare, distribute and receive which report and when, and what actions are expected from recommendations in the reports.

Quarterly Progress Report

Provision will be made in the Statistics Act for the Board of Directors of the Bureau to prepare and present a Quarterly Progress Report (QPR) to the appointing authority covering all statistical activities undertaken during the quarter, constraints and successes, and highlighting plans for the next quarters.

Annual Review

In addition to the QPR, there will be a need for an annual process of monitoring the implementation of the NSDS, with mechanisms for changing activities and targets, if this proves necessary. The Annual Review (AR) will be undertaken by the dedicated government departments/agencies (e.g. Management Audit Bureau, Pay Research Bureau, Ministry of Civil Service and Administrative Reforms, etc.).

Mid-term Review

The Mid-term Review (MTR) is a more formal process that will be undertaken to ensure that the NSDS is still relevant and for agreeing on changes in both the strategy and work programmes, where these are needed and justified. In addition, the mid-term review will reallocate resources according to performance and needs. This review will be undertaken by an independent consultant appointed by the Ministry of Finance and Economic Development.

Terminal Review (TR)

At the end of the NSDS period, there will be an external evaluation, Terminal Review (TR), which will also be undertaken by an independent consultant hired by the Ministry of Finance and Economic Development.

ANNEX

UN FUNDAMENTAL PRINCIPLES OF OFFICIAL STATISTICS (UN Statistical Commission 1994)

- Official statistics provide an indispensable element in the information system of a democratic society, serving the government, the economy and the public with data about the economic, demographic, social and environmental situation. To this end, official statistics that meet the test of practical utility are to be compiled and made available on an impartial basis by official statistical agencies to honour citizens' entitlements to public information.
- To retain trust in official statistics, the statistical agencies need to decide according to strictly professional considerations, including scientific principles and professional ethics, on the methods and procedures for the collection, processing storage and presentation of statistical data.
- To facilitate a correct interpretation of the data, the statistical agencies are to present information according to scientific standards on the sources, methods and procedures of the statistics.
- The statistical agencies are entitled to comment on erroneous interpretation and misuse of statistics.
- Data for statistical purposes may be drawn from all types of sources, be they statistical surveys or administrative records. Statistical agencies are to choose the source with regard to quality, timeliness, costs and the burden on respondents.
- Individual data collected by statistical agencies for statistical compilation, whether they refer to natural or legal persons, are to be strictly confidential and used exclusively for statistical purposes.
- The laws, regulations and measures under which the statistical systems operate are to be made public.
- Coordination among statistical agencies within countries is essential to achieve consistency and efficiency in the statistical system.
- The use by statistical agencies in each country of international concepts, classifications and methods promotes the consistency and efficiency of statistical systems at all official levels.
- Bilateral and multilateral cooperation in statistics contributes to the improvement of systems of official statistics in all countries.