A National Strategy for the Development of Statistics (NSDS): a proposal for the structure of the final document

Gérard Chenais

STUDIES

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To achieve this, PARIS21 focuses its efforts on assisting countries to design, implement, and monitor a National Strategy for the Development of Statistics.
other publications in this series
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<td>Economic and Statistical Observatory of Sub-Saharan Africa</td>
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<td>DISA:</td>
<td>Database of International Statistical Activities</td>
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<td>DQAF:</td>
<td>Data Quality Assessment Framework</td>
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<td>General Data Dissemination System</td>
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<td>Global Positioning System</td>
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<td>ISI:</td>
<td>International Statistical Institute</td>
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<td>NICTs:</td>
<td>New Information and Communication Technology</td>
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<td>NSDS:</td>
<td>National Strategy for the Development of Statistics</td>
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<td>Statistical Data and Metadata Exchange</td>
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<td>SWAp:</td>
<td>Sector Wide Approach</td>
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<td>SWOT:</td>
<td>Strengths, Weaknesses, Opportunities, Threats</td>
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<td>WAEMU:</td>
<td>West African Economic and Monetary Union</td>
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This study was carried out as part of a series of papers on national strategies for the development of statistics published by the PARIS21 Secretariat, alone or in collaboration with other institutions:

- *Guide to Drafting a Road Map for Designing the National Strategy for the Development of Statistics (NSDS)* – February 2005 – PARIS21 Secretariat
- *NSDS Essentials: check list* – February 2006 – PARIS21 Secretariat
- *National Strategy for the Development of Statistics (NSDS): issues relative to the planning of its design and implementation* – March 2007 – PARIS21 Secretariat
- *National Statistics Development Strategy (NSDS) and National Accounts* – May 2008 – PARIS21 Secretariat

Our study offers the editors of an NSDS a structure that sums up all the decisions to be taken when drafting the strategy. This national paper will then constitute the “National Strategy for the Development of Statistics Document (20XX-20YY)”, the final point of the process followed to define the NSDS and the starting point of its implementation.
To date, a significant number of countries that have strategic planning systems have drafted a Statistical Master Plan or a National Strategy for the Development of Statistics (NSDS). However, this paper does not refer to a particular socio-economic context or specific national experiences with respect to any given aspect of the development of statistics. Divergences between countries are so significant (in terms of political organisation, geo-climatical situation, area, population, economic potential, history, culture, and so forth) that measures to be taken in order to develop the National Statistical System vary significantly from one country to another, and also, for a given country, from one period to another. By definition, an NSDS is designed to meet the problems of a given country at a given moment and the detailed content of successive NSDSs will be very different from one country to another.

However, one constant is found in all statistical systems, regardless of how they are organised: providing all users with the statistical information they require is a fundamental mission. All users have to be able to gain access to information without any undue privilege and in an equitable manner. Statistical production therefore cannot be an obligation imposed on developing countries by its international partners and cannot either be restricted merely to what is useful for the government alone. It is up to the State to do everything to fulfil this mission itself, just like it has to ensure external peace (by providing armed forces), internal peace (via the justice system and police) and social cohesion (through economic equity, shared progress and education). The State must not avoid any part of its fundamental responsibilities, which include the production of statistics. One has always to keep in mind this fundamental character of statistics when getting ready to launch an NSDS. In consequence, there are grounds to believe that, looking beyond socio-economic differences between countries, there is a common framework of overall consistency within which the decisions taken to lead national statistical development will fit. This is because the scientific nature of this approach, the emphasis put on quality and satisfying needs, results-focused strategic planning approaches, and the universality of poverty reduction and welfare improvement objectives form the basis of a common and consistent structure that can be used as a cornerstone for a strategic reflection on the development of statistics.

The presentation of decisions taken while designing and adopting an NSDS might in fact draw on this structure. At this stage, one should specify what is meant by some general concepts that underpin the preparation of an NSDS: diagnosis based on facts, definition of the mission of official statistics, strategy for the development of statistics, and results-focused management and quality:

- **diagnosis based on facts** supposes that decisions can be efficient only if they are based on an analysis of data and information; *a statistic must therefore be the measure of an objective fact aimed at drawing up a diagnosis that enables decisions to be well informed, while demonstrating the efficiency of previous decisions by referring to registered factual data, increasing the ability to study, call into question and change opinions and decisions if need be;*
• the mission of official statistics can be defined as follows: to provide government, and public organisations, external partners, companies and the private sector, the media, individuals and civil society, political organisations, citizens and elected representatives, the data needed in all fields to take efficient decisions; this mission is set out in the text of the Resolution on the fundamental principles of official statistics adopted by the United Nations Statistical Commission on 13 April 1994;  

• a national strategy for the development of statistics can be defined very generally as a consistent set of interdependent decisions, taken by the national authorities with respect to what will be done during the next 4 to 5 years in order to ensure that better statistics and better analyses of these statistics are made available, and thereby meet the priority needs of national and international decision-makers as well as those of civil society;  

• results-focused management consists firstly in determining the results one wants to achieve and, subsequently, in planning and developing an integrated set of approaches (strategies) to obtain these results; in deploying these approaches systematically; and, lastly, evaluating and reviewing the approaches that have been implemented by monitoring and analysing the results that are achieved and the lessons drawn as processes unfold;  

• quality supposes satisfying needs and expectations, whether these needs are expressed or implicit; total quality takes into consideration the satisfaction of the expectations of all stakeholders. In the context of official statistics, the role played by supervisory personnel (leadership) that supports the strategy, manages human resources, partnerships and other resources as well as processes and change will be fundamental in terms of preparing the NSDS and its implementation.

1 The text of this Resolution is quoted in the Appendix.  
2 In the context of official statistics, the national community as a whole, national or international users, employees and the statistical system itself.
The diagram below outlines how the components of a results-focused approach are intertwined in the context of official statistics.

Development resources
- more human resources
- more financial resources
- more knowledge

Results-focused management

Strategic reflection

Operational chronology

Capacity
- Governance,
- Human Resources,
- Policies, Programmes
- Finance, Assets,
- Partnerships,
- Process and branches

Statistical products: data in
- Publications
- Databases,
- Web sites,
- Maps,
- Directories,

Other products

Results
- Society
- Users,
- Employees,
- Performances.

Publications
- Databases,
- Web sites,
- Maps,
- Directories,
A. ANNOTATED STRUCTURE OF AN NSDS PAPER

This chapter presents the possible structure of a paper summing up all decisions to be taken when designing an NSDS. The process according to which the NSDS is drafted will begin with an initial diagnosis, and subsequently set strategic objectives for the period and define strategies that will enable them to be met; and will end by the adoption of a multi-year programme of appropriate initiatives. At that point, the paper can be deemed the “National Strategy for the Development of Statistics Document (20XX-20YY), the final point of the process followed to define the NSDS and the starting point of its implementation that will involve all stakeholders, whether national or external.

By implicitly referring to a results-focused management approach, this chapter will be broken down into the following sections:

- **The National Statistical System (NSS):** this is the general field of official statistics covered by the NSDS that seeks to make it evolve.
- **The results expected by all stakeholders:** one will ascertain whether these results have been achieved, not directly on the basis of the statistical products delivered, but indirectly via the way in which these products are used; users are to a certain extent jointly responsible for results.
- **The statistical products to be delivered:** the main activity of the NSS is to produce and disseminate statistical products on a varied range of support to meet needs that are differentiated according to user categories.
- **The capacity to be acquired or built** by the statistical system to enable it to produce and deliver products.
- **The system used to implement, monitor and assess the NSDS,** which is an intrinsic part of the management of the NSS taken as a whole.
- **The action plans** that adapt, year by year, production and dissemination activities, as well as priority initiatives aimed at building capacity and fine-tuning monitoring and assessment measures.

A.I NATIONAL OFFICIAL STATISTICS

The approach generally drawn upon to design an NSDS is a holistic approach to statistics. This type of approach aims at taking into account not only:

- existing or potentially existing statistical data;
- the methods used to collect, compile and process data;
- major survey and census operations.

but also:
• the role of statistics in the country;
• its statistical culture;
• compliance with professional ethics;
• the organisation of units that produce data;
• the funding of statistical activities;
• the initial and ongoing training of official statisticians:
• the needs statistical information can meet - the ways in which it is utilised and its users;
• the role of political decision-makers;
• external partners;
• etc.

... as well as the interrelation between all these components.

The approach based on the National Statistical System (NSS) is more restrictive (systemic) but also more operational. This paper defines the statistical system as a system made up of public sector units whose main activity consists of producing statistical data, coordinating production activities, disseminating information or providing specialised training for statistical professions. The interrelation of this system with suppliers of individual data, users, funding sources or with governing bodies and their partners is also taken into account. This definition of a statistical system is also the one used by the so-called Sector Wide Approach, or SWAp. The stock of available statistical information is the result of the system’s operations over time; the description of this stock and the assessment of the extent to which it meets priority demand are elements drawn upon to assess the performance of the national system over the medium term.

This chapter reviews the overall diagnosis that should be made to launch the preparation of the NSDS; the definition of priority needs and users of national official statistics; the mission assigned to statistics; the responsibilities of the different components of the statistical system outlined for the coming years; and lastly, the collective vision that the NSDS has developed on how the system is to evolve. All these elements are aimed at structuring the overall consistency of the NSDS, the objectives to be met and activities to be carried out.

FORMULATING AN OVERALL DIAGNOSIS

This diagnosis makes it possible to present the main internal strengths of the system, its most worrisome weaknesses, as well as the external threats that can affect the way in which it evolves and the opportunities that will have to be seized, in accordance with the SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis grid.

The strengths and weaknesses can be presented according to the main components of the statistical system, to wit:

• available statistical products and dissemination processes set in place;
• results in terms of answers provided by statistics to expectations of national politicians;
• the existence of external, national or international commitments;
• the satisfaction of principal users, both national and international;
• the satisfaction of employees working in the various units of the NSS;
• existing capacity (leadership and management, funding, human resources, partnerships, leadership of production processes);
• the system’s overall performances, primarily its efficiency and effectiveness during the last few years.

As for threats and opportunities, they are highly specific to the country’s situation. However, with regard to opportunities, a noteworthy point is the growing interest shown by the international community in the development of official statistics in developing countries. It is reflected by the increase in financial resources put at the disposal of these countries and initiatives such as the Paris Declaration on aid effectiveness. Furthermore, at another level, the development of new information and communication technologies currently offers major opportunities for these countries’ NSSs. External threats, for their part, are generally limited to a region or a sub-region; at a worldwide level, however, the slowdown in global growth under way since mid-2008 might well result in problems for the funding of statistical activities, including those that have already been planned.

The presentation of the key points of the diagnosis must be followed by proposals in terms of principles and guidelines that will enable strengths to be buttressed and weaknesses to be attenuated, while protecting oneself from threats and seizing opportunities. The accuracy of the diagnosis will determine the extent to which the measures subsequently implemented can be successful. As external constraints can change during the period, it is important to foresee a revision of this analysis as part of the activities undertaken to monitor and assess the implementation of the NSDS. These principles and supporting measures can be organised in guidelines, deemed strategic, which will have the goal of structuring the objectives and action plans explained in the following part of this paper. Thus, for instance, the guidelines that can be proposed to mitigate observed weaknesses might be the following in a given country:

• Develop the utilisation of statistics by national political decision-makers.
• Improve user satisfaction via a policy aimed at enhancing the quality of delivered products.
• Improve the overall performances of the national production system, and in particular its effectiveness.
• Make the profession of official statistician more attractive (improve career paths and salaries).
• Enhance the level of statistical culture in the country.
• Bolster political and technical leadership within the NSS.
• Develop relationships and technical partnerships with regional and international statistical partners.
• Increase the level of expertise of the personnel of the statistical system as a whole.
• Ensure the funding of statistical activities is safer and more long-term.
• Reinforce and stabilise the main production processes.
• etc.
PRIORITY NEEDS AND USERS

The purpose of statistical data is to fuel a process of reflection prior to taking a decision. The most frequent ways in which they are used must thus be known in order to plan their production and identify users and the manner in which they will utilise the data. In an environment where available means necessarily will be limited, priority products have to be designed according to the needs they meet and their users.

Needs to be met can be classified by eight major categories:

1) managing the business of government;
2) managing the business of local authorities;
3) managing economic, social and environmental activities;
4) informing grassroots’ associations;
5) informing citizens and the general public;
6) providing the media and political organisations with information to help them analyse issues;
7) carrying out research studies in social, economic, environmental and cultural fields;
8) meeting specific needs of multi- or bilateral partners.

The first three categories correspond to operational uses focused on decision-taking (in the public or private sector), while the following three provide information for public debate in democratic societies. With respect to the seventh category, the objective is better to understand processes and interrelation in economic and social activities.

The goal here is to classify the needs that will be fed with statistical data as a priority and the categories of statistical activities they are more specifically aimed at.

With respect to managing the business of government, statistical information will have to shed light on:

- the way in which existing and future national policies are designed, monitored and assessed, in particular with regard to inflation, currency management, external trade, household consumption or investment; in developing countries, special attention will be paid to Poverty Reduction Strategies (PRS), sector-specific policies, etc.;
- macro- and meso-economic management, notably management of the environment and missions set for ministries;

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3 A nomenclature of statistical activities is proposed in the Appendix.
• commitments to institutions with which the country has signed agreements (regional integration organisations, the United Nations system, and in particular the IMF, etc.). Note that some of these commitments directly concern statistics, for instance the indicators used to monitor Millennium Development Goals (MDGs) or, at a regional level, the indicators required for multilateral supervision.

Managing the **business of local authorities** entails providing useful information for municipal or regional management and, in particular, with respect to policies aimed at achieving administrative decentralisation and the devolution of powers from the State to local authorities, in particular in such fields as welfare management, education or infrastructure facilities such as road networks.

With respect to the **management of economic activities**, certain sectors will be given priority because of their weight in the economy⁴. Professional associations play an important role in terms of passing on this information to their members.

**The sectors of grassroots’ associations**, the **general public, the media and political and trade union organisations** need all-encompassing, honest and exhaustive information to allow them to form an opinion about the legitimacy of public policies, given economic, social, demographic and environmental developments at a national and external level. Information on the monitoring and assessment of the results of public policies concerns citizens first and foremost. The dissemination of statistical information aimed at them often uses different channels from those used to reach other users: press releases reported by radio stations and the Internet that present both figures and the main lessons that can be drawn from them, in particular in terms of changes in comparison with the past and prospects in the foreseeable future.

For **research**, to a greater extent than absolute levels and the exhaustive scope of measures, relative levels and correlation between observed series are useful in terms of identifying determinants of evolution in social phenomena. Aggregate data are generally chosen to measure phenomena that are already well understood thanks to previous research; conversely, for the study of new phenomena or those that have acquired a new scale, microdata are indispensable because they can pave the way for analysis of interrelation between variables that are linked to one another and the phenomena under consideration. However, a drawback to the service provided to researchers is the need to take into consideration the protection of the confidentiality of microdata and the obligation to respect privacy, as citizens are increasingly sensitive to such issues.

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⁴ These priorities evidently depend on the country’s specific characteristics; for instance, they could consist in agriculture providing a specific rent, maritime fishing, oil fields, mine, tourism, etc.
Multi- or bilateral partners require information to monitor their agreements with the country, whether they are sovereign agreements or trade agreements governed by private law.

Many of these users are involved in national activities that are indispensable for development; it is therefore useful to present in this chapter of the NSDS a list of the main national and external institutions while specifying their main fields of intervention, the statistical categories their demand focuses on, their preferences in terms of communicating data, their preferences with respect to schedules and dissemination supports.

**EXAMPLE OF A LIST OF PRINCIPAL USERS**

<table>
<thead>
<tr>
<th><strong>The head of state and head of government</strong></th>
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<tbody>
<tr>
<td><strong>Parliament</strong></td>
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<tr>
<td><strong>Ministers and their personal staff</strong></td>
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<tr>
<td><strong>The Ministry of Finance’s forecasting cells</strong></td>
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<tr>
<td><strong>The Foreign Ministry and the country’s diplomatic and trade representations abroad</strong></td>
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<td><strong>The unit steering the poverty-reduction strategy, or its equivalent</strong></td>
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<tr>
<td><strong>The public or private organisations specialised in analysing and assessing public policies</strong></td>
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<tr>
<td><strong>The external institutions with which the country has contracted obligations with respect to providing statistical information</strong></td>
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<tr>
<td><strong>The central bank</strong></td>
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<tr>
<td><strong>The banking sector and its professional associations</strong></td>
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<tr>
<td><strong>The Economic and Social Council or its equivalent</strong></td>
</tr>
<tr>
<td><strong>Chambers of commerce, industry, agriculture, and trade</strong></td>
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<tr>
<td><strong>Large public- or private-sector companies</strong></td>
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<td><strong>Employers’ confederations</strong></td>
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<td><strong>Trade unions</strong></td>
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<tr>
<td><strong>The main central civil service bodies</strong></td>
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<tr>
<td><strong>Regional and local communities</strong></td>
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</table>

5 France’s third most important constitutional assembly that issues recommendations to the French authorities and also takes part in the legislative process on bills to be submitted for approval in the French Parliament.
University research centres

The main media: television stations, press agencies, national press

The representatives of multilateral organisations and partners’ diplomatic and trade bodies in the country.

Many of these organisations are objective allies of national statistics, in particular employers’ confederations and trade unions, research centres and the media; their influence can be decisive when unavoidable trade-offs need to be made in terms of the financial resources allocated to statistics.

DEFINING THE MISSION OF NATIONAL OFFICIAL STATISTICS

Firstly, this chapter will provide an opportunity to specify the role national authorities want to see official statistics play in the next few years. As in any country where the rule of law prevails, this role is generally enshrined in a specific legislation in order to avoid abuses that would be detrimental for the community as a whole. Statistical data, looking beyond their technical utilisation, also play a crucial role in terms of providing objective information for public debate that must be set out in law and be governed by specific regulations. The conditions under which the profession of official statistician is exercised (professional independence and integrity of official statistics) also deserve to be set out in law. Likewise, the confidentiality of individual data and respect of privacy make it necessary to a certain extent to regulate operations aimed at collecting and archiving individual information and the conditions under which access can be gained to such information, whether it relates to either people or moral entities.

The initial situation is presented in this chapter, both in terms of practice, as well as regulations in force and identified flaws. The measures to be implemented during the period are also described. If an agreement is reached during the drafting of the NSDS, the new description of the role of statistics is presented; otherwise seeking to establish such an agreement will be part of the activities that will possibly lead to legislation and regulations being revised.

An explicit reference to the Resolution of the United Nations on the fundamental principles of official statistics is made, as well as reference to existing or projected codes of practice, or the codes adopted by multilateral organisations of which the country is a member. For example, African countries will be able to refer to the African Charter on Statistics adopted in January 2009 by the African Union Summit of Heads of State.

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6 For example, African countries will be able to refer to the African Charter on Statistics adopted in January 2009 by the African Union Summit of Heads of State.
BREAKDOWN OF THE NATIONAL STATISTICAL SYSTEM (NSS) FOR THE NEEDS OF THE NSDS

Defining the boundaries of the statistical system entails identifying the units involved in production and that, all together, constitute the system of statistical production. To complete this breakdown of the operational scope, one should include the state of the stock of available statistical data. Relations with the external world (archiving systems and procedures to gain access to data, user assessment of data quality) is also described.

THE GENERAL STATE OF DATA AND MICRODATA ARCHIVING

A summary inventory is presented and a recap provided of the assessments made of the general situation with regard to the stock of statistical information produced during the last few years as well as storing systems and the procedures to be followed to gain access to data in place (including data-archiving centres). These assessments relate to the pertinence of concepts and the nomenclatures used to produce this statistical information; its internal consistency; its newsworthiness in relation to the deadlines of main users; its accessibility; the extent to which it is representative or the exhaustiveness of its coverage of measured phenomena; its comparability over time and space; its level of detail and of disaggregation; practices with respect to revising provisional data or overhauling processes; as well as the integrity and security of statistical information. Obviously, a distinction is drawn between periodic (annual or semi-annual) series and results of specific surveys and censuses carried out more frequently than once a year.

The initial situation can be presented by field of statistics and completed by the main measures aimed at achieving an improvement planned for the next few years, including measures relating to updating operations, as well as the presentation of the operations that will be launched to include statistical fields not yet covered. How these initiatives are to be carried out is described in detailed descriptions of activities in other parts of the paper.

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7 As defined by the extent to which they satisfy users’ needs.

8 The concepts of integrity and security cover the systems put in place to protect the confidentiality of individual data, but also systems aimed at preventing hacking of data or cases of fraud that are always possible when non-authorised third parties can gain access to data.

9 Series are used to show changes over time, results of surveys and censuses to highlight relations at a given moment.

10 According to the nomenclature presented in the Appendix.
THE SYSTEM FOR PRODUCING OFFICIAL STATISTICS

A complete and updated mapping of units that make up the statistical production system will be made. In other words, the entire NSS will be mapped, i.e. all its components will be listed, including consultation and coordination bodies and specialised training centres for statistical professions, while the specific organisation of each component will be described\(^\text{11}\), their mutual interactions defined and, if need be, cases where some of these units belong to other administrative systems\(^\text{12}\) recorded. This mapping will also include\(^\text{13}\) bodies specially set up to coordinate activities, such as National Statistical Councils or scientific councils, permanent committees, centres specialised in training for official statistics and autonomous units that implement projects. The mapping will also indicate the sources of their primary data, their fields of expertise and possibly the level of their human and financial resources.

Preferably, the mapping of the NSS should have been carried during previous phases of the drafting of the NSDS. It entails a few problems that must not be underestimated. The reason why is that, apart from the central body and a few statistical departments of large ministries, many of these units have been created as ancillary units of the administration of a ministry by regulatory texts that govern this administration and are generally not very specific about the statistical function to be undertaken. Moreover, there is often a lack of links with major statistical legislation in old texts, although improvements can be seen in the most recent ones. The status of these ancillary units is generally speaking subordinate, as they report to a unit covering activities that are specific to the ministry’s field of competence that are therefore more important from the viewpoint of this ministry.

Another difficulty will be encountered in the link to be established with the nomenclature of statistical activities, as one field covered by the said nomenclature can be fed by units belonging to different ministries. This is because it is useful to present field by field the units that are involved in producing the statistics of the field, in a sort of presentation by “production sector” that will include sources of primary data.

\(^{11}\) Specific organisation also refers to the institutions they report to, their position in the administrative ranking and their main missions as defined by official texts.

\(^{12}\) For instance, the statistical unit of the ministry in charge of education belongs to both the NSS and the national education system.

\(^{13}\) If the national authorities have decided to create a Fund for the development of statistics » with an autonomous management team, this Fund is also one of the units that make up the NSS.
ADOPTING AN OVERALL VISION FOR THE DEVELOPMENT OF AN OFFICIAL STATISTICAL SYSTEM

The strategic vision of the statistical system is the desired comprehensive image of this system that is projected at the end of a previously set planning horizon. It steers the organisation in terms of managing the change that is aimed for. It is the outcome of the reflection conducted during previous phases to answer successively the four following fundamental questions:

1) Where are we now?
2) Where are we heading?
3) Where do we want to go?
4) How can we meet our objectives?

The first two questions were answered when establishing the diagnosis; the purpose of this section of the NSDS is to spell out the answer given to the third question, i.e. “where do we want to go”? The answers to the fourth question are broken down into corresponding strategic objectives and action plans.

The wording of this vision statement generally seeks to galvanise personnel while remaining within the framework of the previously defined overall mission for national official statistics. It must therefore enjoy a consensus and be driven both by the political leadership and by the technical heads of the system throughout the implementation of the NSDS. There must be no confusion with professional values and ethics, although they are of crucial importance in terms of setting out and carrying out the vision statement.

Various considerations can be taken into account; generally speaking, one has to overcome existing hurdles, as recorded when establishing the diagnosis, that stand in the way of a public service mission more in line with the country’s aspirations and priority needs. For instance, one might aim at building an organisation that:

- meets the expectations of national development policies;
- provides a high-quality statistical service for all its users;
- aims to comply with the IMF’s special data dissemination standard;
- compares well with the best national administrations, (internal benchmarking)\(^\text{14}\);
- compares well with the very best systems of the region (a measure of external benchmarking).

\(^\text{14}\) As is well known, benchmarking is an approach that consists in studying and analysing the performances and practices of similar organisations that are acknowledged to be of better quality, in order to draw inspiration from them, choose their best features and subsequently set one’s own objectives in terms of achieving progress.
One will also need to outline the main initiatives that will lead to the changes in behaviour that fulfilling this vision statement requires.

### A.2 EXPECTED RESULTS

This chapter of the NSDS presents, in the form of requests directed at the statistical system, the strategic objectives set for expected results. The extent to which these requests are met will determine both the production objectives and the objectives of capacity-building programmes. These requests are presented by reviewing their sources: national policies, external commitments, users, and also NSS personnel.

#### NATIONAL POLICIES

Starting from the analysis of the contribution made by national official statistics to the implementation of national policies, notably development policies, the improvements that will be sought to provide better answers to expectations, whether expressed or implicit, will be presented. What will have to be achieved at the end of the period has to be stated, in other words:

- the statistical fields that will have to be better covered, and to what extent, by data that are of better quality and/or more detailed (for instance, improvement in regional disaggregation, statistics according to gender, etc.);
- the new fields for which statistical data will have to be collected and produced;
- improvements in the way in which information is made available according to a schedule and practical details that are better adapted to the cycles of these national policies, in particular poverty-reduction policies and their design, monitoring of implementation, intermediate and final assessment phases;
- enhanced appropriateness of statistical production in terms of meeting local needs.

#### REGIONAL AND INTERNATIONAL COMMITMENTS

It would be a good idea to present in this chapter the activities to be undertaken or developed during the period in order to comply with current and future commitments towards regional intergovernmental institutions or multilateral organisations of which the country is a member. Special attention must be paid to the observance of commitments that underpin national statistical systems, such as compliance with IMF standards\(^\text{15}\).

\(^{15}\) General Data Dissemination System (GDDS) and Special Data Dissemination Standard (SDDS)
Cases where the NSS takes part in studies of external statistical bodies should be mentioned every time the burden is not inconsiderable whether in terms of time spent and/or financial resources that have to be allocated. Likewise, mention should be made in this section of cases where the NSS takes part in studies of national scientific organisations and learned societies (national statistical societies) or international ones (international statistical institute, International Union for the Scientific Study of Population, etc.) as their contribution in terms of capacity-building in human resources can be significant. One must also include under this heading commitments undertaken to hold major international statistical events, insofar as they mobilise national resources\textsuperscript{16}: conferences, workshops, seminars, working groups, etc.

USER SATISFACTION

This section gives an opportunity to depict the characteristics of the statistical services provided by the NSS. These characteristics relate to what the ISO (International Organization for Standardization) calls users’ “demands for quality” which the statistical system pledges to satisfy on a regular basis before the end of the period:

- conceptual frameworks (including nomenclatures) used as a preference by users;
- priority statistical indicators, levels of detail, frequency of their production and dissemination delays, practices with respect to the revision of preliminary data;
- schedules for making statistics available, practical details and support given preference to;
- the presentation and readability of publications, and the level of analysis provided with data;
- accessibility to all available statistical data;
- access to metadata and assistance provided to interpret them;
- access to microdata and assistance in their analysis;
- offering of tailored or on-demand studies;
- etc.

Some of the commitments subscribed to as a result of the undertaking to comply with IMF standards will naturally be described in this section.

\textsuperscript{16} Although, as a rule, the expenses required to hold such events are assumed by donors.
EMPLOYEE SATISFACTION

One of management’s concerns is to ensure that personnel buy into the vision statement and its values. However, if staff members do not feel a high enough level of satisfaction at being a member of the organisation, employees will not feel such a commitment. Accordingly, the institution has to be able to attract new, young and talented employees on a durable basis, but it must also be attractive to already experienced professionals, and it must keep the best of its employees. Competition from other organisations\textsuperscript{17} always represents a constraint and a threat. In certain cases, the transfer, or even the departure of given categories of personnel, although generally desired by the relevant employees, leads to numerous difficulties that give rise to frustration and have a detrimental impact on important activities.

This section presents the objectives that have been chosen as well as the measures that will have to be taken with the agreement of other public administration bodies, such as the ones in charge of the civil service. Since the official statistical system belongs to public administration or, in any event, the public sector, the main measures that can be taken fit within the rationale of regulations in force managing the civil service or the personnel of public-sector institutions. Moreover, certain desired measures can contradict national policies governing the management of civil servants. Generally speaking, requests have to be made to senior managers in terms of furthering the interests of the NSS.

A.3 STATISTICAL PRODUCTS TO BE DELIVERED

An individual can take cognizance of a datum only if he/she can read or hear it. Reading requires a printed page or a screen, and in these cases numbers are either included in a text, or in a table, or a chart. The system must therefore be organised to produce presentations on supports that enable them to be read as documents or on screens.

Certain users might want to carry out specific processing and/or produce these supports from data the statistical system sends them electronically. Metadata will allow them to identify the nature of the data they have been sent and understand them. Management of these electronic transfers is naturally based on the internal organisation put in place to archive the data that have been produced and the relevant metadata, and aimed at reproducing the data in a way that enables them to be processed in a

\textsuperscript{17} In general they are private-sector companies, in particular, banks and insurance companies that need staff who have had similar basic training to that of official statisticians.
complementary manner internally, producing paper documents or screen pages or feeding a server that can be remotely questioned.

In this chapter, one will present successively the dissemination policy that will gradually be put in place, and subsequently the products that will have to be delivered as a priority.

**DISSEMINATION POLICY**

In this section the relative place of the various supports and dissemination channels of statistical data will be presented by referring to the demands of users referred to above, while restating the policy currently implemented.

The policy that will be implemented gradually will concern:

- the conditions under which provisional data will be put at the public’s disposal and the schedule according to which they will be published and revised;
- the conditions under which data will be sold;
- dissemination support and channels:
  - printed documents: distribution via the post office, consultation *in situ*, downloading via the Internet, dissemination via CD-ROMs and DVDs;
  - presentation via the media (press, radio, television);
  - aggregate databases that can be accessed *in situ* and remotely, including via the Internet and dissemination of copies on electronic support;
  - transfers on computer or automated support;
  - answers to requests made by telephone calls, letters or e-mails;
  - answers to questionnaires of external institutions towards which the country has commitments (in particular the United Nations system);
  - access to microdata via an archiving centre;
  - tailored studies carried out on demand.

**MAIN DELIVERABLE PRODUCTS**

This section will present a forward-looking schedule of the main products to be delivered in the forthcoming years. This programme must be ensured by putting the required capacity in place. The principal products consist in the dissemination of periodically-conducted studies and the results of surveys and censuses. This section can also include the opening of on-line databases, the upgrading of
data dissemination via the Internet, and the creation of an archiving centre that will also provide access to microdata. Every product is to be described by a synopsis that specifies the unit of the statistical system in charge of its dissemination; its nature; the categories of the public it is aimed at and its principal content; the frequency with which it is compiled; the probable date of its delivery and the main conditions under which it can be accessed (user-pay or not, free of charge on the Internet, on demand, etc.).

This list can be presented according to 1) the unit of the statistical system in charge, 2) the field covered, 3) by year if it is primarily addressing units of the statistical systems; or according to 1) the field, 2) the year and 3) the unit in charge if this list is first and foremost aimed at users. The nomenclature of statistical fields presented in the Appendix can be adapted to specify the main content of each product; the major categories of content are as follows:

1. demographic and social statistics
2. economic statistics
3. environmental statistics
4. multi-sector statistics.

A.4 CAPACITY TO BE BUILT OR ACQUIRED

This chapter outlines strategic objectives relating to capacity building and the corresponding strategies adopted in view of ensuring the delivery of products that are to be developed. This capacity is broken down into major components: both political and technical governance (or management); funding regardless of sources; human resources regardless of professional specialisation; and technical production and dissemination systems (or processes). These major components might be seen as the subjects of the four main capacity-building guidelines.

GOVERNANCE OF THE NSS

The respective roles of political leaders and of senior civil servants, in charge of managing the NSS, a general interest service, are as follows:

• it is up to politicians (decision-makers and heads of parties) who share responsibility in the field of official statistics to give the organisation a road map, develop and convey a perspective, clear missions and values and ensure that resources allocated to the system are actually adequate with respect to the results they require from the statistical system; it will be up to them to adopt formally and collectively the NSDS;

• it is up to senior civil servants collectively to design and set up a management system for the organisation they jointly are in charge of, motivate and galvanise employees, spark the
commitment of the said employees through their exemplary behaviour and manage relations with the political sphere, domestic partners and other external contacts; they will propose the NSDS to politicians.

Official statistics cannot really fulfil their role and develop as a general interest service without minimum respect for the rule of law, whether a body of laws exclusively set out in written legislation (positive law) or written regulations completed by a system of common law, as in the Anglo-Saxon tradition. Such compliance with the rule of law is illustrated concretely by the adoption of and compliance with statistical legislation and regulations adapted to the missions carried out by statistics that respect the fundamental rights of individuals.

**POLITICAL GOVERNANCE**

In this section, the diagnosis established of the initial situation with respect to the governance policy of the National Statistical System will be spelt out, and the measures that will be taken to improve its efficiency will be presented. These measures will relate to the following relevant aspects:

- the role played by the member of the government supervising the NSS or the central statistics office and his/her relations with the ministers at the head of their own statistical departments;
- the adoption of national policies in the field of statistics, the country’s commitments to its institutional partners, and their interrelation;
- the improvement of regulations in the field of official statistics;
- consultation with partners providing technical and/or financial aid in the field of statistics;
- the setting of annual programmes of statistical production, for the system as a whole and for every one of the units that it comprises, and the allocation, to each of these units, of the resources required to carry out these programmes;
- professional independence and integrity of the system.

Currently, and in particular since the adoption of the Resolution of the United Nations on the fundamental principles of official statistics, the professional independence of official statisticians is acknowledged to be one of the prerequisites of good political governance. Notably, this means that, once the content of statistical programmes has been decided according to procedures that comply with the criterion of “practical utility” set out in Article 1 of the Resolution, statistical departments alone are authorised to determine statistical methods and the ways to be used to collect data, as well as draft questionnaires, choose processing approaches, nomenclatures, etc., which will enable the objectives set by these programmes to be met. In the same spirit, political authorities shall not vet results before they
are published by statistical departments. The price of their right to professional independence is the need for technicians to ensure the unquestionable quality of the statistics they produce\(^{18}\).

The legislation and regulations guaranteeing professional independence can draw on international texts such as the Resolution of the United Nations, the protocols of compliance with IMF standards or, at a regional level, documents such as the African Charter on Statistics adopted in January 2009 by the African Union Summit of Heads of State and Government. The introduction of Codes of Practice, combined with a peer-assessment system, can also help guarantee this independence.

### TECHNICAL GOVERNANCE

Even if every unit of the statistical system is managed as well as possible within the framework of the mission it has been set, this is not enough to assure optimal management of the overall statistical sector. Indeed, interrelation within the system and relations with the main stakeholders need to be supervised and their consistency ensured within what is termed “statistical coordination”.

Recommendations can be included in the NSDS in this respect. Obviously, these recommendations will depend on national contexts and will have to be adapted to the history and administrative culture of each country. The following list therefore must be seen as merely an aide-mémoire:

- One of the components of the system must clearly be in charge of NSS coordination.
- The manager of the unit in charge of coordinating the system must be identified as the head statistician of the NSS.
- The unit in charge of coordination must itself be directly answerable for part of statistical production (to buttress its legitimacy).
- Periodically, meetings of all units of the system, chaired by the head statistician, have to be held.
- NSS units have to share common tools (directories, nomenclatures, methods, stamps of approval awarded to surveys, assessments to be requested from consultative councils on statistical policy, etc.).
- Human resources management must, if possible, be comprehensive, or at least coordinated, between all NSS units.

\(^{18}\) Quality is one of the elements determining an NSS’s integrity.
Furthermore, this section presents other decisions and other measures taken or to be taken with regard to:

<table>
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<tr>
<th>MANAGEMENT</th>
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<tr>
<td>Management of an integrated system of quality management to be developed or set up during the period</td>
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<tr>
<td>Managing external technical assistance in the field of statistics and establishing South–South technical cooperation</td>
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<tr>
<td>Concerted management of databases, archiving centres and dissemination over the Internet</td>
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<tr>
<td>Managing answers to requests for statistics, whether from external institutions or national players</td>
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<tr>
<th>COORDINATION</th>
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<tr>
<td>The creation and operation of technical consultation bodies between producers and between producers and users (technical or specialised commissions, working groups, etc.)</td>
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<tr>
<td>Drafting and adopting common policies in the field of statistics (cf. the following section)</td>
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<tr>
<td>Adopting and sharing professional ethics</td>
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<td>Technical assistance provided by the central statistics office to other units of the system</td>
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<tr>
<td>Coordinated promotion of statistical culture in the country</td>
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<td>Preparing general interest periodicals</td>
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<tr>
<th>REPRESENTATION</th>
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<tbody>
<tr>
<td>Representation of the system within the decision-making bodies in charge of designing and implementing national development policies and in particular poverty-reduction policies</td>
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<tr>
<td>Participation of members of the statistical system in studies conducted by external governmental statistical organisations (United Nations Statistical Commission, Conference of Labour Statisticians, city groups, etc.) or non-governmental ones e.g. the IIS – International Statistical Institute</td>
</tr>
<tr>
<td>Relations with politicians, in particular within the framework of work carried out to prepare budgets, meetings with partners, or about the country’s official positions with regard to statistical issues dealt with at statutory meetings of intergovernmental organisations</td>
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STATISTICAL POLICY AND PLANNING OF ACTIVITIES

The purpose of the previous section was to organise relations between the various components of the National Statistical System. This section covers, on the one hand, the way in which policies in the field of statistics (“statistical policy”) are determined and, on the other hand, the way in which the system’s main activities are planned according to a consultative process.

**Statistical policy**

This sub-section of the NSDS will describe initially the currently implemented policy and subsequently the revisions to be carried out. It will describe the new policy that will have to be prepared, as well as the approaches that will be drawn upon to do so: studies carried out by internal commissions or working groups; use of external experts; having recourse to institutional technical assistance; studies within a sub-regional framework likely to be conducive to harmonisation, etc.

The policies that will be primarily targeted are as follows:

- standardisation policy;
- quality policy;
- policy aimed at protecting statistical secrecy;
- policy aimed at reducing the burden that weighs on respondents;
- policy implemented in terms of revising provisional or erroneous results;
- policy implemented in terms of communication and advocacy for the benefit of the entire system;
- international and bilateral technical cooperation policy.

**Concerted planning**

Some activities imply the intervention of several internal players or players from outside the statistical system; good consultation when they are planned increases the chances of success. This sub-section will present the arrangements made within the NSDS to best manage future activities, while implicating these various players in the monitoring and evaluation of programme implementation.

They primarily consist of:

- common processes put in place to determine annual programmes; these programmes are based on information from previous programme monitoring and evaluation reports, in close collaboration with the monitoring and evaluation of the current NSDS\(^\text{19}\);

\(^{19}\) See Chapter A.5 below
- consultation aimed at defining the schedule and main objectives of major surveys and censuses - on households, companies or farms, and in particular the general population and the agriculture censuses.

**FUNDING OF STATISTICAL ACTIVITIES**

Whatever the statistical activity, it is impossible to carry it out in a satisfactory manner and thus meet the objectives that have been set if the necessary financial resources are not allocated according to a schedule, as well as a level, and terms and conditions that are compatible with the action plan that has been defined. Such compatibility can be achieved only if it has been explicitly taken into consideration when action plans are designed.

This point is even more relevant in the case of the NSDS as its purpose is to set a multi-year work programme for national statistical operations. The quality of an NSDS is assessed by the extent to which its objectives meet real priority needs, but also by the close relationship between the production- and capacity-building programmes that have been defined, and forecasts of financial resources that can just about be marshalled accurately.

This section will therefore describe:

- the funding processes identified before the NSDS is launched, with their main characteristics and the amounts of money earmarked;
- the main expenditure items with the expected changes in levels and sources of funding identified when the NSDS was adopted by national authorities;
- the financing strategy broken down into policies decided upon with respect to funding national statistics (financing plan and management processes).

**FINANCING PROCESSES – PRINCIPAL EXPENDITURE ITEMS**

This section will describe briefly all the operational financing processes by drawing a distinction between transfer payments assigned to units of the system and transfers in kind without any *quid pro quo* (technical assistance, gifts of equipment or consumables, study visits or participation in external meetings, etc.). These processes establish a relationship between direct sources allocating resources, whatever the initial origin of funds, and the units of the statistical system that receive these resources; these transfers are aimed at covering operating and investment expenditure. When the NSDS is adopted, the programme and the budget of the first year are likely to have been already decided and it might therefore be useful to make a summary presentation of this budget at the end of this section of the NSDS.
Potential sources

Each one will be presented with its main characteristics: identification, status, origin of its resources, transfer details, conditionalities, period covered and overall budget for every period; this budget will be broken down if possible in terms of the beneficiary NSS units. Mostly, they will be organisations whose heads have undertaken to make a contribution at the point in time when the NSDS was adopted.

They can be classified according to the following categories:

- National, operational and investment, budget including undifferentiated budget payments and sector-specific budget payments or loans paid into the State budget;
- Autonomous management units that receive their resources in the form of donations; including technical assistance received separately;
- Autonomous management units benefiting from loans, with in this case a description of repayment terms and conditions;
- Own resources of NSS units (sales of products and rendering of services kept at the disposal of the unit).

The resources from these sources are not necessarily paid directly to the management departments of the units that compose the NSS. In a given country a National Fund for Statistics might have been set up. It will not be per se a funding source but will in fact be a relay between the financing sources and the units of the NSS. The way in which such a fund is managed can itself vary: special earmarked account of the Treasury Department, foundation managed according to private accounting rules, etc. Furthermore, this fund can manage all the resources required to ensure the operation of NSS units and cover their investment policy. For instance, if donors pay their contributions into such a fund, this supposes that the country has agreed with all of them – or at least with a significant number of them – on a basket-funding policy, under which donors refrain from directly financing a specific operation via a project, but feed the overall budget of the NSS.

The preparation of the NSDS must be an opportunity to take a fresh look at the system used to finance statistics and overhaul it, if need be, by drawing on the approaches outlined above.

The main expenditure items

The NSDS forward-looking implementation budget must include an expenditure section that gives an idea of the order of magnitude of spending during the period covered by the NSDS, as well as funding sources. The main headings, adapted according to available information, might be as follows:

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20 One should not classify in this category activities relating to official statistics and carried out on behalf of partners, except possibly the share that corresponds to remuneration paid for the service and therefore revenue.
Remuneration and fringe benefits of employees with an open-ended or long-term work contract, including welfare

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<tr>
<th>Description</th>
<th>Expenses</th>
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<tr>
<td>Current operating expenditure (electricity, telecommunications, Internet, transport, supplies, current maintenance of equipment and premises, internal travelling expenses and one-off allowances, short-term jobs, rendering of services, etc.)</td>
<td>Jobs of contractual employees covering the duration of an operation</td>
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<td>Jobs of contractual employees covering the duration of an operation</td>
<td>Materials for libraries and resource centres</td>
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<td>Materials for libraries and resource centres</td>
<td>Mass printing of questionnaires, operational papers and management documents</td>
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<tr>
<td>Mass printing of questionnaires, operational papers and management documents</td>
<td>Printing of a substantial number of paper publications and/or writing to CDROMs</td>
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<tr>
<td>Printing of a substantial number of paper publications and/or writing to CDROMs</td>
<td>External trips (fares, travelling expenses)</td>
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<td>External trips (fares, travelling expenses)</td>
<td>Minor equipment used in surveys</td>
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<td>Minor equipment used in surveys</td>
<td>Expenditure on equipment and construction (vehicles, IT, premises, desktop applications, furniture)</td>
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<tr>
<td>Expenditure on equipment and construction (vehicles, IT, premises, desktop applications, furniture)</td>
<td>External consultancy, whether national or international</td>
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<td>External consultancy, whether national or international</td>
<td>Initial training, scholarships</td>
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<td>Initial training, scholarships</td>
<td>Projects, underway and already planned, operating on autonomous funding, and for which a breakdown is not available</td>
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<tr>
<td>Projects, underway and already planned, operating on autonomous funding, and for which a breakdown is not available</td>
<td>National contribution to organisations of which the country is a member, and earmarked for activities of a statistical nature</td>
</tr>
<tr>
<td>National contribution to organisations of which the country is a member, and earmarked for activities of a statistical nature</td>
<td>Repayment of previously contracted loans</td>
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<td>Repayment of previously contracted loans</td>
<td>Technical assistance received as a grant</td>
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<td>Technical assistance received as a grant</td>
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**THE FUNDING STRATEGY OF THE NSDS**

As an introduction, it is important to highlight the situation of official statistics with regard to the national system of management of public finances, in particular in the case where the units of the NSS, or a significant number of them, do not belong *stricto sensu* to the civil service. This relates primarily to the way in which revenues are collected and booked, budget presentation and performance with respect to expenditure. A sector-specific approach enables a reference framework to be defined that explains and

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21 It could be useful to provide data on expenditure incurred in the last year for which they are available, or an estimate of said expenditure.
links the various components of a financial system that is specific to statistics but is necessarily part of the national system.

The presentation of this strategy comprises national policies with regard to the financing of statistical activities decided when the NSDS is adopted. They are to be followed by the funding plan covering the entire period and the management processes that are in place or will be introduced. Many countries have signed the Paris Declaration on aid effectiveness; if this is the case for the country, some of the principles set out in the Declaration will be transposed and included within policies aimed at funding the development of statistics and processes defined for the management of financial resources.

**Funding policies**

These policies naturally deal with the balance struck between national resources, borrowing and requests for donations, taking into account the fact that funding obtained for statistics is automatically deducted from what other sectors will receive. The funding policy accordingly will reflect the importance given by national authorities to statistics. This trade-off will set the overall tone and the country’s partners will, generally speaking, pay close attention to it. Pointing out the need to have an efficient statistical system and ensure its long-term funding in development policy documents, and in particular in Poverty Reduction Strategy Papers (PRSPs), will make it possible to assess the importance granted to statistics in comparison with other sectors.

For the countries that have signed the Paris Declaration on aid effectiveness, these policies adapt to the context of statistics the commitment to “take the lead in co-ordinating aid at all levels in conjunction with other development resources in dialogue with donors”.

**The funding plan**

Generally speaking, a special effort should be made to smooth as well as possible the breakdown of financial support and also the workload in terms of annual volume of activity.

The funding plan will be a Table showing the overall forecast budget by year of outlay according to financing sources and commending the most sensitive changes (generally the carrying out of one or several wide-scale operations in the same year).

**Management processes**

Traditionally, a distinction is drawn between the management of funding and the management of expenditure, although they are closely linked with regard to principles but generally entrusted to separate bodies of the management system of public finances. *Modi operandi* can come in various guises: budget centralisation on special accounts, autonomous funds dedicated to the development of statistics, autonomous project management units, and direct allocation of external resources to units of the statistical system. There can be a large number of stakeholders and the circuits can be complicated. For
countries having signed the Paris Declaration, certain principles and preferences will determine which choices are made; for instance:

- rely insofar as possible on countries’ transparent budgetary and accounting processes; build up national systems used to award public markets;
- use institutional structures and national systems for aid management;
- put in place common systems for all donors and simplify their procedures;
- avoid insofar as possible setting up units specifically charged with the daily management and implementation of projects and programmes financed by aid.

This sub-section will therefore describe the processes that are given preference to, whether already existing but needing to be built up or possibly reorganised, or new processes to be made institutional, by drawing a distinction between the management of funding and that of expenditure and by specifying the role of main players: units of the statistical system, donors, Ministry of Finance departments.

### HUMAN RESOURCES

With respect to human resources, two separate but indivisible issues have to be taken in consideration. On one hand, there is personnel management i.e. managing the recruitment process, the payroll, leave of absence, holidays and pensions - in a nutshell, managing individuals. On the other hand, there is human resources’ management that has the purpose of seeking to obtain the best possible fit between the needs of the statistical system and its human resources. Needs consist of work positions that have to be filled in order to carry out the various tasks the system is entrusted with, while human resources are a group of individuals, every member of which is endowed with competencies that consist of knowledge, know-how and people skills. Statistical systems belong to the public sector and their staff members are employees whose employment conditions are defined by the civil service status (for the units belonging to the civil service stricto sensu) or by the specific status of public institutions for the other units.

It is not easy to quickly develop the initial stock of human resources, which can be seen as a stock of skills held by a given number of individuals with different ranks, and who are spread across age and seniority pyramids that must at all costs be taken into account. To be successful, the action plan that is defined must be designed in such a manner that the needs it generates can be satisfied thanks to the measures taken to ensure changes in the relevant human resources in terms of quantity (if necessary) and in terms of skills. The increase in their number is achieved by hiring a higher number of employees than departing staff members; the increase in skills is obtained by training employees already working for the NSS but also by improving the balance between skills possessed by newcomers and those of employees leaving the system.
The diagnosis established at the outset will have made it possible to assess the initial stock in comparison with needs, the system’s capacity to attract talented young people and keep employees already working for it, as well as the ability of the initial training system to meet future needs. These various assessment yardsticks can be summarised at this stage of the paper. In particular, the breakdown of employees already working for the system according to their initial training provides a link with the initiatives implemented with respect to initial training.

The corresponding sections of the NSDS will present the decisions taken with regard to personnel management, the organisation of initial and on-going training courses, and lastly the strategies chosen to meet expected needs in terms of personnel and skills.

PERSONNEL MANAGEMENT

Management of the statistical system’s personnel depends on the status of civil servants and the rules set by the civil service, or on the specific status of employees of public institutions. The complexity of the situation to be studied results from the fact that statistical professions are not the only ones required within the NSS (the system also employs, for instance, computer specialists, economists, managers, technicians and administrative employees, who often have different a status). Moreover, functions of a statistical nature can be entrusted to employees whose initial training was not in statistics.

When the system is decentralised and employees are under the authority of different central and local administrative bodies, centralised management is very difficult to set up, even though it would be very useful. This is one of the main problems facing statistical coordination and was mentioned above in section “Political governance”.

In the dynamics of development based more on expanding operations than on internal restructuring, i.e. dynamics that should be chosen by most developing countries, personnel management, first and foremost, has two remits:

• recruit new staff and manage departures;
• organise mobility and postings in order to spread skills in line with the most regularly occurring needs of work programmes.

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22 Sector-specific statistical units often have an interest in completing their teams with doctors, agronomists, teachers, civil engineers, etc.
This section of the NSDS will present:

- the status of employees, the initiatives undertaken to ensure they evolve positively, in particular in order to ensure the system is attractive enough for young graduates (level of pay, interest of work, career path, benefits, etc.);
- changes foreseen in needs to be satisfied according to the various typical jobs in the different units of the system;
- forecast changes in the workforce and the corresponding recruitment plan (headcount by profession, by level).

VOCATIONAL TRAINING COURSES

Training needs are assessed while seeking a better fit between the skills acquired by employees and the needs related to different work situations (or work positions) within existing and future statistical activities. Policies aimed at improving quality require building certain skills as well as acquiring new competencies that are specific to management and quality supervision. These needs are not exclusively restricted to competencies specific to typical statistical jobs. First, statisticians will have to acquire skills specific to other disciplines and, second, the competencies of non-statisticians will have to be completed by specific statistical expertise and know-how.

Competencies are transmitted either during initial training or during ongoing vocational training sessions and are obviously acquired via practice. With respect to these three aspects, the NSDS will define measures that ought to be spelt out.

Initial training

The initiatives that will be launched, to be described in this section, primarily concern:

- national or regional centres that provide training in statistics, and their capacity to fulfil their mission according to the number of students enrolled; the way in which they are selected and their level at graduation; the organisation of studies; the curriculum of training courses; and welfare support provided for pupils;
- external training centres that prepare students for statistical professions as well as other professions, and which are given preference when awarding scholarships and recruiting; in the case of centres with intergovernmental status, the countries concerned are also to report the practical details of their involvement in the management and funding of these centres, in particular changes that are planned in this respect;
- the process according to which scholarships are awarded by national authorities and by partners, as in all likelihood it needs to be reviewed entirely, in particular within the framework of fiscal-aid policies.
One should point out that not all pupils are eventually employed by the statistical system as it is not the only potential employer of young graduates. Accordingly, the NSDS faces a challenge from the competition of other potential employers who seek to recruit specialists who have followed the same kind of initial training (banks and insurance companies notably) and can offer far higher pay than the various units of the NSS.

**Ongoing vocational training**

It is an investment when it corresponds to upgrading skills or complementary training that is not explicitly linked to needs related to a planned activity, or an *ad hoc* and specialised kind of training (provided when preparing a specific operation, such as a survey, a census, the setting up of a new system, or skill-building or reorganisation initiatives).

The NSDS will specify:

- the main training institutions outside the country that will be drawn upon by indicating which fields and types of training that will be given preference to, as well as the conditions under which access is gained to the training courses they provide;
- the permanent or *ad hoc* systems that have been or will possibly be set up to provide training *in situ*; the institutions entrusted with such tasks; existing capacity; which public is to be targeted; the kind of training provided; levels; practical details about how such policies are to be implemented, etc.

**Knowledge management**

The NSDS will state whether it has set out specific provisions determining how it is to compile, manage, archive and make disposal of the knowledge and know-how accumulated by its employees during their career, as well as how best practice, whether internal or external, is to be identified, assessed and adapted. The management of metadata related to statistical production processes is an intrinsic component of knowledge management.

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**THE STRATEGY AIMED AT BUILDING HUMAN RESOURCES**

As the quantitative and qualitative needs of the entire system have been summarised in the previous sections, this section of the NSDS will present the measures taken to ensure that, at the end of the implementation phase, the said needs have been satisfied as intended. This strategy will lead concretely to the adoption of specific policies and plans: one policy will be aimed at linking the recruitment of employees to the graduating of students from initial training courses, the other will focus on ongoing vocational training.
Policies

A detailed description will be given of the following policies:

- The policy of hiring permanent and contractual employees continues to depend to a large extent on civil service recruitment conditions (age, nationality, diplomas, selection procedures, etc.), even when public institutions have been created for certain units that are part of the NSS; therefore at this point the main provisions of existing policies will be presented and amendments made to them in the case of jobs in the statistical system, in particular jobs that belong to statistical professions;
- Policies aimed at ensuring mobility between work positions and between the units of the system;
- Policies determining how applicants can gain access to training centres, the support provided when they are studying with a view to preparing themselves for the entrance exams of training centres; how they are selected to enter training centres specialising in statistics; and how scholarships are awarded;
- The ongoing vocational training policy: retraining and the individual right to training, training leave, skill profiles, induction and integration of newly-recruited employees, the decision to carry out such training in-house or sub-contract it, remote training, self-training and tutoring.

The recruitment plan

It comprises three parts: 1) creation of budget items required by open-ended contracts in the civil service or in public institutions in the field of statistics; 2) entrance into initial training centres; 3) recruitment campaigns. The third part is linked to the two previous ones and is based on the needs of work programmes. For all three parts, the NSDS will specify an implementation schedule, the activities and human resources needed to carry them out, the employees concerned, the units to which employees will be posted, and links with other kinds of planning (e.g. budgetary and statistical).

Vocational training

A distinction can be drawn between two aspects: 1) employee retraining activities; 2) additional vocational training to be provided tightly linked to the way activities are carried out, notably with respect to production activities, substantial reorganisation or the introduction of new technology into management methods or the dissemination of information (creation of web sites, for instance). For each aspect and every unit of the statistical system concerned, the NSDS will report for every year the number of employees having started vocational training courses according to specialties and levels, while specifying how these courses will be run and how they will be funded.

23 In all likelihood, IT-related professions face very similar issues.
The extent to which processes are controlled determines the quality of delivered products and therefore the quality of the service provided to users. Controlling these processes means first of all that the necessary resources, primarily financial and human ones, are put at the disposal of managers of operations in sufficient quantities and with the appropriate quality on time. It also means that the procedures that have been decided are correctly applied by well-supervised employees who have followed appropriate training courses, in particular to ensure that products will be delivered in compliance with the yardsticks and deadlines that have been determined. The methodology drawn upon has to be the most appropriate for the national context and has to be adapted as well as possible to changes in demand and therefore the programmes that have been selected, as well as developments in statistical techniques, in international standards and information and communication technology, as well as social evolution.

Between the overall management of the statistical system and the operational leadership of each process, there is a level of management by field of statistics. A corpus of concepts corresponds to each one of these fields and it must be known and implemented by all players. We can use the word “branch” to refer to the combination of processes producing the data covering the same field; in consequence, there is an analytical framework and a corpus of specific concepts for each branch, as well as contributors, whether they belong to the statistical system or not, sometimes specific statistical methods, one or several autonomous process(es), as well as, sometimes, a coordination body that involves the central statistics office.

Roughly speaking, the activities of a recurring production process break down into three phases, and each one corresponds to operations carried out by possibly different contributors applying their own methods and resources:

- The acquisition of raw microdata, including operations aimed at controlling the nature of these microdata, non-response errors and coverage;
- The processing of these raw data: inputting, control and audit of inputted data, aggregation, establishment of intermediate, provisional, revised and lastly definitive results;
- The archiving of raw and audited microdata, provisional, revised and definitive statistical data and the matching metadata.

One-off operations, such as surveys, often come in the form of projects but are technically organised in a very similar manner. They include, however, a preparatory phase, during which the system is designed and implemented, and can therefore have an autonomous management unit.

24 See a nomenclature of statistical fields in the Appendix.
Furthermore, one has to plan technical processes to support production: setting up and management of survey databases, directories and geographically-referenced information.25

If the NSS is decentralised, control of these processes will have to be backed by tight coordination of all units of the system, all the more so as the management of a given field of statistics can cut across several units of the NSS. The measures taken with respect to technical governance have to be completed by more operational systems aimed at ensuring satisfactory steering of each of the processes that compile the statistics covering the same field. For instance, statistics covering the field of education are most often compiled by statistical units that belong to separate ministries. In addition to the studies carried out by these units, there are also those conducted by the central statistics department, since, with its household surveys and censuses, it also compiles statistics relating to the field of education.28

Dissemination encompasses all activities aimed at making products and putting them at the disposal of users as well as after-sale services.

This chapter of the NSDS will present the measures aimed at improving and restructuring such systems, as well as the introduction of new systems, by emphasising the extent to which quality policy is taken into account. While this policy’s ultimate aim is to improve the statistical service provided to users, it affects as a priority the entire chain of activities that leads to products being put at the disposal of users.

THE STRATEGY AIMED AT IMPROVING QUALITY

The concept of quality of statistics extends beyond mere technical concerns about data accuracy or excellence. It is increasingly understood as relating to the characteristic features of the service rendered in order to meet the expectations of the community of users, by providing it with collective factual information required by analysis and decision-taking. Such a viewpoint is often referred to as the “total quality approach”.26

25 Management of IT systems is presented in a separate Chapter.

26 See Chapter “Governance of the NSS”.

27 The field of education is sometimes shared between several ministries in charge, respectively, of pre-primary, primary, secondary, vocational, higher education and adult literacy programmes.

28 Level of instruction, school enrolment rate by age, production of vocational training services, etc.
This section will present the decisions taken with respect to the management of the quality of statistical services. The said decisions can relate to quality policy, the systems that have been set up and the quality plan one intends to implement throughout the period.

**Quality policy**

Quality policy specifies what is understood by all as the quality of statistical services and the various guidelines drawn upon to ensure this quality (pertinence, freshness, accessibility, and compatibility of data, their consistency and comparability over time and space, etc.); the level of control aimed at (control of quality, quality assurance, total quality, certification, and so forth); and the statistical fields that will be targeted as a priority by efforts seeking to improve quality, as well as internal and external communication on this policy.

**The system**

This section will present the initiatives launched or to be launched to implement the quality policy that has been defined:

- the units and/or processes that will be concerned during the period;
- the players: specialised bodies, the specific role of the central statistics office, managers in charge of ensuring quality, quality correspondents, external technical assistance;
- periodically-drafted internal quality reports;
- the carrying out of internal audits within the statistical system and peer review policy;
- the tools used (the IMF’s data-quality assessment framework, or DQAF; the Statistical Capacity Building Indicators - SCBIs – designed by PARIS21, etc.).

**Quality plan**

At this stage, the NSDS will outline the programme consisting of the main initiatives that will be launched to implement the quality policy that has been chosen:

- programme aimed at training the various contributors how to implement approaches and use tools;
- programme under which quality reports are to be drafted by field of statistics;
- internal audit and peer review campaigns;
- periodical reports monitoring and assessing the quality policy.

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29 The countries that have adhered to IMF standards (GDDS or SDDS) have already implemented *de facto* measures aimed at improving the quality of their macroeconomic statistics.
IMPROVING PRODUCTION PROCESSES

The diagnoses established on the various production processes and the objectives set in terms of data to be produced generally lead to an extension of the scope of statistical investigations. To extend this scope, several revisions have to be carried out and one has to introduce new processes or new surveys, while improving the manner in which operations that have already been launched are carried out.

This section will recount the measures that have been planned to improve processes, while drawing a distinction between recurring production processes, punctual operations such as surveys and censuses and processes determining how logistical support is provided for operations.

Recurring processes

The NSDS will briefly describe, branch by branch, the initial situation, including existing products, before moving on to the major improvements that have been planned for the period and the extent to which international standards are complied with. For the relevant countries, it is recommended to include a presentation of systems and annual programmes aimed at updating GDDS metadata. Another possibility would be to describe the choices made within a branch with respect to the balance struck between continued utilisation of administrative sources and drawing on periodical surveys, as well as the initiatives that will be launched to try to improve administrative sources upstream from the NSS.

Surveys and censuses

A distinction will be drawn between operations covering individuals and households and those covering companies and their facilities and those covering farms. The list of surveys and censuses that will be conducted during the period will be presented while specifying for each operation the institution in charge, the strategic objectives, the methodology given preference to, the main characteristics (reference populations and overall headcounts, size of samples, manner in which surveyed people are questioned, products and dissemination methods, indicative budget, external assistance, procedures followed to analyse results, etc.).

Moreover, the rationale underlying the programme as a whole will be spelt out, as well as the relationship between operations in terms of schedules, objectives and resources as well as the way in which they are linked to recurring operations. If relevant, the General Population and Housing Survey and its place within the programme will be described in depth.

30 The presentation chosen for this section can draw on the presentation of GDDS or SDDS metadata for the countries that have adhered to these standards.

31 Or SDDS metadata if need be.
Support processes

The organisation and conduct of survey and census operations, whether isolated or recurring, draw on tools to be shared by all NSS units that have to be regularly updated: survey databases, directories, map data, the accuracy of results as well as the efficiency of the resources mobilised and deployed in the field or to carry out adjustments in intermediate results. Generally speaking, a rationale of information-sharing networks prevails, resulting from the activities of the various administrations in charge of specialised sectors. In particular, maps and geographically-referenced information are also used to present regionalised statistical data by field: editing of atlas-like publications or regional yearbooks, databases, etc. Good management of this geographically referenced information depends on the relations maintained with the other administrations concerned: land registry, town planning, hydrography, hydraulics, geology, public studies, topography, health and educational infrastructure, and so on.

In this section, the initial situation will be presented as well as the measures taken to ensure that the information needed to support statistical operations will indeed be updated. In particular, the NSDS will study how responsibility is shared within partnerships that have been forged or are to be forged between all players, whether from inside or outside the statistical system.

IMPROVING ARCHIVING SYSTEMS

Archiving is an internal activity of the statistical production system that must not be neglected since it determines how easily and rapidly analyses can be carried out in-house, as well as their diversity, in relation to designing products to be delivered to users, along with the wealth of statistical information and metadata put at the disposal of external users; and, finally, the intrinsic interest of microdata made available for researchers. Metadata are also very useful within the NSS with respect to drafting quality reports and identifying weaknesses and flaws.

This section will describe the original state of affairs, the policies that one intends to adopt, the partnerships to be forged and the technical capacity building initiatives that have to be launched.

If the NSS is decentralised, archiving systems will tend to take the form of networks rather than a central facility.

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32 Notably adjustments made necessary by flaws in coverage of samples or because samples are insufficiently representative.
Dissemination systems are fundamental because they justify the resources and efforts allocated to statistical production and demonstrate the capacity of the system and its heads to fulfil their mission.

The preparation of the NSDS ought to provide an opportunity to hold a debate involving all the partners of the NSS about the general organisation of the dissemination system. For this system can take two different forms: specialisation within a central dissemination unit or dissemination carried out by production units themselves.

- **Specialisation within a central dissemination unit** may seem the more efficient approach because it paves the way for enhanced professionalism of these activities that often require significant know-how and the use of specific techniques and technology, but, as a rule of thumb, it leads to production units losing interest in the constraints of the dissemination phase (compliance with mandatory delays regarding the communication of information, content and form of products) because a wall is erected between these units and the users of the data they compile; producers will tend to fall back on technical issues and give preference to their relationship with the donors that fund operations and, as a result, certain needs will not be, or will be badly, taken into consideration in production programmes.

- Getting **production units themselves to disseminate data** may seem simpler since it puts these units in direct contact with the users of the statistics they produce and, therefore, enables a better grasp of the needs of all these users. This approach also means a new department does not have to be set up, a positive point given existing constraints stemming from the scarcity of resources. However, conversely, it can distract producers from the purpose of their work and, in all likelihood, is not the more efficient approach with regard to proficiency in the techniques and technologies specific to dissemination.

In the statistical systems of developed countries, the choice has generally been made to set up a unit or several units specialised in disseminating statistical information and in charge of designing and editing paper publications or electronic publications, building dissemination products with high value-added, providing answers to specific requests (if need be by carrying out tailored studies) and running contact points for the general public (libraries, call-centres, e-mails, sale offices, etc.). Production units are thus freed from the burden of a responsibility they are usually not ready to shoulder and that can interfere with the studies they have to carry out. However, processes are introduced to facilitate communication and sharing of information between production units and the dissemination unit to provide all the

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33 In particular, expertise in the field of building Web sites, database management systems (DBMS), etc.
feedback that is needed if results of the dissemination side are to be satisfactorily taken into account by production units.

In a decentralised statistical system, moreover, the question arises as to whether a single dissemination unit should be set up at the level of the central statistical body or other dissemination units ought to be created in NSS units, at least in the largest, and such an approach requires creating a dissemination network.

This section of the NSDS will present the outcome of the debates that will have been held about which kind of organisation should be chosen for dissemination activities. This organisation may in fact have to be modified during the period because of changes in available competencies. The section will also present the main dissemination products.

**IT INFRASTRUCTURE**

Within the NSS, IT is not only used for statistical production operations (data collection, processing of questionnaires, statistical treatment and analysis of survey data, tabulations, compiling of macroeconomic statistics, production of cyclical and sector-specific statistics, etc.). Many other activities depend on the availability of adapted IT tools: financial management, desktop applications, human resources’ management, planning of activities, e-mail and internal communication, computer-assisted editing, management of corporate directories, management of geographically-referenced information, external communication via the Internet, access to databases, designing and building web sites and providing access to these sites, automated internal and external communication tools, etc.

IT is also a preference of users who wish to receive information ready to be directly processed by their own systems in view of internal dissemination or for complementary processing. Symmetrically, administrations and large companies increasingly often want to communicate via IT tools or want to use remote transmission to send the primary information requested from them by NSSS units. The IT infrastructure of the NSS must be adapted to its own needs, but also to changes that occur in its external relations (with suppliers and users of information). One should do everything to ensure the greatest advantage possible is drawn from the potential of IT.

To take into account the omnipresence of IT, large companies and administrations periodically draw up an IT master plan in view of planning the development of their IT systems to ensure they are both adapted to technological progress and in line with strategic changes in their organisation. Furthermore, several countries have adopted or are preparing national NICT (new information and communication technology) plans, which are sometimes integrated into their poverty reduction strategies. With respect to statistics, certain countries have explicitly stated they wanted to include this approach in their NSDS.
This section will describe the IT capacity-building to be undertaken by the NSS as decided or not by a master plan.

Measures taken in the field of IT in the context of an NSDS can relate to:

- the degree of integration of various kinds of equipment; the interconnecting of the networks of various units that are members of the statistical system, and their access to the Internet;
- the balance struck between sub-contracting and in-house management of IT systems, in particular with respect to development and programming;
- the breakdown between proprietary software and free software;
- the dissemination of IT competencies within statistical personnel;
- the kinds of material that are given preference to, in particular the breakdown between autonomous or networked micro-computers and central computers; specialised equipment for digital mapping, optical character recognition (OCR) or mass printing; GPS – global-positioning system – devices, etc.
- software applications (operating systems, network management, databases, desktop applications, Internet tools, etc.); administrative or accounting management software; software applications specialised in the statistical processing of information, software packages for the acquisition and processing of geographical data; tools used to manage and improve the security level of confidential data.

### A.5 THE SYSTEM DEPLOYED TO IMPLEMENT, MONITOR AND EVALUATE THE NSDS

Obviously, the system deployed to implement, monitor and evaluate the NSDS has to be adapted to the organisation of the national statistical system itself. Responsibility for implementing the NSDS is shared between the politicians, who at the end of the day approved it, and the technicians who proposed it to them and who will be in charge of ensuring the successful implementation of action plans. The transition from strategy to action needs to be very closely monitored and can draw inspiration from the following principles:

- transform the strategy into operational terms;
- align organisation with strategy;
- ensure that successful implementation of strategy is the daily concern of all;
- convert strategy to an on-going process;
- get personnel to buy into change thanks to the commitment (leadership) of managers.
Apart from any strategy, whether formally adopted or not, management of the statistical system, an intrinsic component of the civil service, generally requires:

- drafting reports covering the implementation of previously-adopted programmes; all these reports will first present the budgetary resources and other resources put at the disposal of the NSS that are needed to carry out projects, as well as review how operations are unfolding; subsequently they will include an overall assessment of how the system is performing and a more specific evaluation of the implementation and pertinence of the objectives that have been set in view of the results that have been achieved; lastly, they will put forward proposals for programmes in progress and, above all, for programmes being prepared.
- preparation of projects aimed at implementing programmes by every autonomous unit for the forthcoming year after budget trade-offs have been completed and/or talks are held with the partners who are providing support for statistics.
- infra-annual monitoring by every unit of the implementation of the programmes launched in the current year.

The implementation of the NSDS includes these basic activities that are covered by annual planning. The overall steering of the NSDS cannot be restricted to merely monitoring programmes taken individually on an annual basis; one also needs to consider drafting annual executive summary reports that will compare what has been achieved with initial objectives as well as the possibility of readjusting the initial multi-year planning in order to factor in the real pace of progress and possible major changes. Frequently, a mid-way evaluation is planned to carry out the required amendments as well as an overall assessment during the last year of implementation. This overall assessment can be a first step towards designing the following NSDS.

In a centralised system that is more or less entirely identified with the central body, implementation, monitoring and assessment are an intrinsic component of the institution’s strategic management and are carried out by its general management team. In a decentralised system, it is up to the existing units in charge of coordinating activities - or the units the NSDS will have created – to provide leadership for the NSDS.

This chapter of the NSDS will present all the measures planned to supervise implementation while specifying deadlines:

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34 These reports are generally available at a point in time when the programme for the year following the current one is already being drafted.

35 The programmes decided for the first year of implementation of the NSDS are prepared at the same as time the NSDS is designed and thus have to be the programmes chosen after trade-offs and talks with partners about this first year have been ended.
• the necessary national bodies will be set up, and this may require amending regulations before launching activities; intermediate measures can be planned and therefore also outlined;

• external and internal communication on the implementation of the NSDS: dissemination of an information newsletter, presentation of activities and reports uploaded to the Internet, contacts with the press, radio stations and television channels;

• summary and assessment reports are to be drafted, recommendations are to be put forward and these recommendations are to be presented to national authorities and partners;

• this section will describe the processes followed to draft annual reports, and prepare projects relating to defined programmes and adopt them;

• it will also described processes used to consult partners and obtain technical support when carrying out projects and programmes, as well as ensure consultation between political leaders and the heads of cooperation agencies.

A.6 ACTION PLANS

Multi-year planning is based on a twofold challenge: on the one hand, strategic objectives (with regard to results, products and resources) have to be realistic and, on the other hand, the management team of the NSS must be able (at a political and technical level) to raise the necessary resources and lead the implementation of planned initiatives. The evaluation of the NSDS will make it possible, at the end of the process, to ascertain whether, in view of the inevitable hazards and major events that have unfolded during the period, the strategic objectives with respect to results and products initially defined have been met to a satisfactory extent. Failure or success often depends on the initial quality of the NSDS itself: experience has shown that, in the field of strategic planning, regardless of the field, era and institutions involved, the capacity to implement this strategy by the players entrusted with this task is more important than the formal quality of the strategy per se; in other words, the NSDS must be designed first and foremost according to the country’s ability to implement it, even though it must at the same time plan measures aimed at building its capacity. The extent to which the objectives that have been set is realistic therefore a crucial aspect.

Certain countries have acquired substantial experience over the years in terms of annual and multi-year planning of statistical activities. The action plan must take into account the country’s specific situation. It can therefore be less detailed for such countries and merely position over time the major strategic initiatives; for other countries, it will probably be necessary to set out what might well be their very first multi-year plan covering both the NSS as a whole and the entire planning period. This undertaking must be carried out in a very realistic manner and maintain flexibility to cope with the significant uncertainty prevailing about events that will unfold and the support that will be provided.
A presentation of the schedule set for implementation, as planned, is a key component of the action plan. At this stage, after the NSDS has been collectively approved and officially adopted, action plans by definition are binding for all players, albeit one has to take into account that processes have been planned to provide necessary amendments. Two presentations, which are more or less related, can be proposed:

- one will indicate for every year and for the entire NSS the schedule to be followed to meet strategic objectives (with respect to products on the one hand and capacity building on the other hand).
- the second will be more detailed and set out for every year the programme determined for each unit of the system, including the units in charge of statistical coordination and consulting partners.

Moreover, schedules defining when strategic objectives are to be met will be set out when the main activities are to begin and end.

### A.7 APPENDICES TO THE NSDS DOCUMENT

#### SUMMARY OF THE APPROACH USED TO DRAFT THE NSDS

The way in which the approach that has been chosen and used to draft the NSDS will be presented in this first Appendix. General lessons will be drawn and may be very useful when considering how to follow up on the NSDS once it has ended.

#### DOCUMENTATION USED WHEN DRAFTING THE NSDS

In addition to the list of technical documents drafted while designing the NSDS, the bibliography can also include documents (covering policy or other aspects) that have been drawn upon for inspiration. In particular, references to official decisions taken during this phase, including statements made in cabinet meetings as well as official press releases, can be included in this Appendix.

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36 The detailed programme covering the first year, as it is already operational, in all likelihood is covered by a separate paper.

37 Schedules set for payments and hires are part of the overall capacity building schedule.
FUNDAMENTAL PRINCIPLES OF OFFICIAL STATISTICS

These principles were adopted by the United Nations Statistical Commission at its special session held at United Nations Headquarters in New York from 11 to 14 April 1994.

The Statistical Commission,

Bearing in mind that official statistical information is an essential basis for development in the economic, demographic, social and environmental fields and for mutual knowledge and trade among the States and peoples of the world,

Bearing in mind that the essential trust of the public in official statistical information depends to a large extent on respect for the fundamental values and principles which are the basis of any society which seeks to understand itself and to respect the rights of its members,

Bearing in mind that the quality of official statistics, and thus the quality of the information available to the Government, the economy and the public depends largely on the cooperation of citizens, enterprises, and other respondents in providing appropriate and reliable data needed for necessary statistical compilations and on the cooperation between users and producers of statistics in order to meet users' needs,

Recalling the efforts of governmental and non-governmental organizations active in statistics to establish standards and concepts to allow comparisons among countries,

Recalling also the International Statistical Institute Declaration of Professional Ethics,

Having expressed the opinion that resolution C (47), adopted by the Economic Commission for Europe on 15 April 1992, is of universal significance,

Noting that, at its eighth session, held in Bangkok in November 1993, the Working Group of Statistical Experts, assigned by the Committee on Statistics of the Economic and Social Commission for Asia and the Pacific to examine the Fundamental Principles, had agreed in principle to the ECE version and had emphasized that those principles were applicable to all nations,

Noting also that, at its eighth session, held at Addis Ababa in March 1994, the Joint Conference of African Planners, Statisticians and Demographers, considered that the Fundamental Principles of Official Statistics are of universal significance,

Adopts the present principles of official statistics:
1. 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 honor citizens' entitlement to public information.

2. 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.

3. 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.

4. The statistical agencies are entitled to comment on erroneous interpretation and misuse of statistics.

5. 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.

6. 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.

7. The laws, regulations and measures under which the statistical systems operate are to be made public.

8. Coordination among statistical agencies within countries is essential to achieve consistency and efficiency in the statistical system.

9. 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.

10. Bilateral and multilateral cooperation in statistics contributes to the improvement of systems of official statistics in all countries.
NOMENCLATURE OF STATISTICAL ACTIVITIES

The nomenclature we propose has been adapted from that used by PARIS21 as part of the studies conducted by its PRESS (Partner Report on Support to Statistics) working team and by the SDMX (Statistical Data and Metadata Exchange) working group. In turn, they have drawn on the nomenclature defined by the United Nations Economic Commission for Europe (ECE) to cope with the needs of its Database of International Statistical Activities).

Major categories of fields in statistical activities
1. Activities related to demographic and social statistics
2. Activities related to economic statistics
3. Activities related to environmental statistics
4. Multi-sector studies
Detailed categories.

1. Demographic and social statistics
   1.1 Population and migrations
   1.2 Labour
   1.3 Education
   1.4 Health
   1.5 Income and expenditure
   1.6 Welfare system
   1.7 Human establishments and housing
   1.8 Justice and criminality
   1.9 Culture
   1.10 Political and community-related activities
   1.11 Budgets temps

2. Economic statistics
   2.1 National accounts including the underground economy
   2.2 Statistics covering companies
   2.3 Statistics covering sectors
      2.4.1 Agriculture, forestry and fishing
      2.4.2 Energy
      2.4.3 Mines, Industries and Construction & Civil Engineering
      2.4.4 Transport
      2.4.5 Tourism
      2.4.6 Banking, insurance, financial markets
      2.4.7 Other services
   2.5 Statistics covering public finances and the civil service
   2.6 External trade and balance of payments
   2.7 Prices
   2.8 Labour costs
   2.9 Science and technology

3. Environmental statistics
   3.1 Environment

4. Multi-sector studies
   4.1 Macroeconomic statistics, including cyclical statistics
   4.2 Regional and local statistics
   4.3 Multi-sector products
      4.3.1 Living standards, poverty
      4.3.2 Gender and specific groups
      4.3.3 Information society
      4.3.4 Globalisation
      4.3.5 Millennium Goals Indicators
      4.3.6 Sustainable development
   4.4 Yearbooks and similar general compilations
BIBLIOGRAPHY

While drafting this paper, extensive use was made of the following sources available on the PARIS21 Internet site (www.paris21.org) in its Knowledge Base. The following documents in particular were used:

- *Some guiding principles for good practices in technical cooperation for statistics* – UNSD – March 1999
- *Quality and statistics* – INSEE – June 1999
- *État des réflexions sur les principes fondamentaux de la statistique publique; Etude n° 2* – Afristat – June 1999
- *ISO Quality management principles* – 2000
- *Statistical Capacity Building Indicators (SCBI)* – PARIS21 task team – September 2002
- *Use and practice of SWOT analysis* – Eurostat – March 2004
- *Measuring Up to the Measurement Problem: The Role of Statistics in Evidence-Based Policy-making* – PARIS21 – March 2005
- *Propositions pour une opérationnalisation du questionnaire sur les Indicateurs de Renforcement des Capacités Statistiques (IRCS) en vue d’une utilisation nationale* – PARIS21 – 2005
- *Models of Statistical Systems* – PARIS21 - October 2005
- *Concevoir une stratégie nationale de développement de la statistique SNDS fondée sur les politiques* – PARIS21 – March 2007

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and also:
• Gérer les compétences dans les services publics – M. Boyé; G. Ropert – 1994
• La gestion des ressources humaines dans le secteur public – C. Batal – 1998
• Moderniser les services publics: Mission possible – Christian Guyon – 1998
A National Strategy for the Development of Statistics (NSDS): a proposal for the structure of the final document

Gérard Chenais

STUDIES

To assist countries in developing their statistical systems, PARIS21 commissions studies and substantive papers on salient topics. The intention is to provide practical guidance from recognised experts on timely issues. Examples include papers on the main models and characteristics of national statistical systems (Models of Statistical Systems) and the crucial role of statistics at the different stages of the policy-making process (Measuring Up to the Measurement Problem).

All studies are available for free download from the PARIS21 knowledge base at http://www.paris21.org/knowledgebase/.

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